



United Nations Environment Programme

Terminal Evaluation UNEP-GEF Project on Removing Barriers
To Invasive Plant Management in Africa- RBIPMA, GEF 2140



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Cover picture: Thanks to Rodwell Chandipo, ZEMA, Zimbabwe.

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Country Reports can be obtained from the Evaluation Office, UNEP

- **Zambian Country Report**
- **Ethiopian Country Report**
- **Ghana Country Report**
- **Uganda Country Report**

Acronyms and Abbreviations

AC	Advisory Committee
AfDB	African Development Bank
AGIS	Agricultural and Geographical Information Systems
AMCEN	African Ministerial Conference on the Environment
BL	Budget Line
CABI	Centre for Agricultural Bioscience International
CBD	Convention on Biological Diversity
CBO	Community-based Organization
COP	Conference of Parties
CSIR	Council for Scientific and Industrial Research (Ghana)
EA	Executing Agency
EAC	East African Community
ECOWAS	Economic Community of West Africa States
ECZ	Environmental Council of Zambia
EIA	Environmental Impact Assessment
EIAR	Ethiopian Institute of Agricultural Research
EMP	Ecosystem Management Plan
EPA	Environmental Protection Authority (Ethiopia)
FAO	Food and Agriculture Organization
FNDP	Fifth National Development Plan (Zambia)
FY	Financial Year
GEF	Global Environment Facility
GEFSEC	GEF Secretariat
GIS	Geographic Information System
GoE	Government of Ethiopia
GoG	Government of Ghana
GoU	Government of Uganda
GPS	Global Positioning System
GRZ	Government of the Republic of Zambia
HEP	Hydro Electric Power
IAS	Invasive Alien Species
IGAD	Inter-Governmental Authority on Development
IPS	Invasive Plant Species
IWM	Integrated Weed Management
IUCN	International Union for the Conservation of Nature (World Conservation Union)
LNP	Lochinvar National Park (Zambia)
M&E	Monitoring and Evaluation
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries (Uganda)
MoARD	Ministry of Agriculture and Rural Development (Ethiopia)
MOFA	Ministry of Food and Agriculture (Ghana)
MoU	Memorandum of Understanding
MTENR	Ministry Of Tourism, Environment and Natural Resources (Zambia)
MTR	Mid Term Review
NARO	National Agricultural Research Organisation (Uganda)
NBSAP	National Biodiversity Strategy and Action Plan
NCU	National Coordination Unit
NEA	National Executing Agency
NEMA	National Environment Management Authority (Uganda)
NFA	National Forestry Authority (Uganda)
NGO	Non-Government Organization
NISSAP	National Invasive Species Strategy and Action Plan
NP	National Park
NPC	National Project Coordinator

NPD	National Project Director
NSC	National Steering Committee
OPARD	Office of Pastoralist, Agriculture and Rural Development (Ethiopia)
PCU	Project Coordination Unit
PDF	Project Development Fund
PSC	Pilot Site Coordinator
PSMC	Pilot Site Management Committee
PSO	Pilot Site Office
1Q	First Quarter
RBIPMA	Removing Barriers to Invasive Plant Management in Africa
SADC	Southern African Development Community
SMC	Site Management Committee
SOW	Statement of Work
ToR	Terms of Reference
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Education, Scientific and Cultural Organization
US\$	United States Dollar
VRA	Volta River Authority (Ghana)
WB	World Bank
ZAWA	Zambia Wildlife Authority
ZEMA	Zambian Environmental Management Agency
ZESCO	Zambia Electricity Supply Corporation

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Project Identification Table

GEF project ID:	2140	IMIS number:	GFL/4890
Focal Area(s):	Biodiversity	GEF OP #:	OP 1, 2 & 3
GEF Strategic Priority/Objective:	BD-2 & BD-4	GEF approval date:	12 Oct 2005
Approval date:	13 Dec 2005	First Disbursement:	14 Dec 2005
Actual start date:	Jan 2006	Planned duration:	48 months
Intended completion date:	December 2009	Actual or Expected completion date:	June 2011
Project Type:	FSP	GEF Allocation:	US\$5,000,000
PDF GEF cost:	US\$725,000	PDF co-financing:	US\$781,000
Expected MSP/FSP Co-financing:	US\$5,392,980	Total Cost:	US\$11,898,980
Mid-term review/eval. (planned date):	February 2008	Terminal Evaluation (actual date):	March-July 2012
Mid-term review/eval. (actual date):	June 2008	No. of revisions:	4
Date of last Steering Committee meeting:	November 2009	Date of last Revision*:	11 January 2011
Disbursement as of 30 June 2011:	US\$ 4,855,812.55		
Total co-financing realized as of 30 June 2011:	US\$ 4,803,491	Leveraged financing:	None reported

Executive Summary

A Introduction

1. The full-sized UNEP-GEF project “Removing Barriers to Invasive Plant Management in Africa” RBIPMA, GEF 2140, sought to address the problem of spread of invasive alien species (IAS), which is proving second only to habitat destruction in threatening biodiversity conservation, worldwide. It aimed to do this in the African context, in collaboration with four countries, representatives of different regional economic groupings; Inter-Governmental Authority on Development, IGAD (Ethiopia); Economic Community of West African States, ECOWAS (Ghana); East African Community, EAC (Uganda) and the Southern African Development Community, SADC (Zambia). The countries participating in the project included a range of different ecosystems, which helped to increase the potential for replication and facilitate uptake and application of lessons learnt.
2. The Implementing Agency for the project was the United Nations Environment Programme (UNEP) through its Division of GEF coordination (DGEF), since January 2011 merged with the Division of Environmental Policy Implementation (DEPI). The Executing Agency was the Centre for Agricultural Bioscience International (CABI) assisted by the International Union for the Conservation of Nature (IUCN), with the Eastern and Southern African headquarters in Nairobi, Kenya. A Project Coordination Unit (PCU) was established within CABI offices in Nairobi, headed by a full-time Project Coordinator (CABI) and Assistant Project Coordinator (IUCN). National Coordinating Units (NCU) were established, hosted by the National Executing Agency in each collaborating country. These had four to five full time staff headed by the National Project Coordinator and Assistant National Project Coordinator.
3. The national Executing Agencies (NEA) for the RBIPMA were: (a) The Environment Council of Zambia, recently renamed the Zambian Environmental Management Agency (ZEMA); (b) the Ethiopian Institute of Agricultural Research (EIAR); (c) the National Agricultural Research Organisation (NARO) in Uganda; and the Council for Scientific and Industrial Research (CSIR), Ghana.
4. The project had two formulation phases, PDF-A in 2003-4 and PDF-B in 2004-5 during which stakeholder workshops and base-line documents were prepared. These phases received funding of US\$ 725,000 from the GEF and US\$ 81,000 (PDF-A) and US\$ 700,000 (PDF-B) in co-financing. The main project was launched in December 2005, planned to run for four years, and received GEF financing of US\$ 5,000,000. Co-funding was planned at US\$ 5,392,980, contributed in-kind and in cash from the four collaborating countries and from CABI and IUCN. The project requested two no-cost extensions and finally completed technical implementation in June 2011.

B Findings and Conclusions

5. The project focus and design were highly relevant and consistent with sub-regional environmental issues, UNEP mandate and policies and GEF strategic priorities, focal areas and operational programme.
6. The RBIPMA was designed with four main components;
Component 1: Strengthening the enabling policy environment for IAS management.
Component 2: Provision and exchange of critical information among key stakeholders in IAS management.

Component 3: Implementation of IAS control and prevention programmes, and
Component 4: Building capacity for sustainable IAS management.

The RBIPMA project was originally conceived as phase one of a longer-term programme, that would start with raising awareness of issues, capacity building and creating an enabling policy environment, which would then support practical piloting and implementation of control and management activities. It was seen that while components 1,2 and 4 could potentially be completed within a single project cycle, the pilot initiatives involving the implementation of different management strategies for control of IAS (contained in component 3), were longer-term initiatives, requiring time for testing, feedback from stakeholders and development of supporting financial and organizational arrangements for longer-term sustainability. However, during early design discussions, a single project was encouraged, that would include all four components simultaneously. The result has been that whereas aspects of components one, two and four have shown considerable progress during the life-span of the project, component three, the implementation of IAS control and prevention programmes, is still at an early stage. It is this aspect of the project, originally conceived as a longer, phased programme, that has been most impacted by its single project status.

7. Effectiveness of the project varied significantly between countries and pilot sites, which creates difficulties in assigning a single representative rating. Timing of the evaluation, some 9 months after project closure and a year and nine months after the end of the majority of project activities in three of the four countries, accentuated differences in the impression given of impact between different countries.
8. The policy environment has been clearly strengthened through development of national IAS strategy and action plans, with inclusion of IAS issues within other sector plans beginning in each country. However, formal adoption is taking time and there is a danger of the process stalling, following the end of the project and external funding for support activities. Government funding is being provided, but at a much lower level.
9. Sustainability of project outcomes also varied significantly between countries, the partners involved in pilot site activities and between different outcomes. Where there are direct current and future economic costs to a single, high return business associated with the presence of IAS, sustainability of control and prevention measures seem assured, as for example, in the control of water hyacinth in the irrigation system of a sugar factory in Ethiopia and in the Oti arm of Lake Volta in Ghana.
10. Where economic costs of IAS infestation impact many stakeholders, this can help leverage political and donor interest and pressure for eradication and control. For example, in the control of *Prosopis* infesting pastoralists land in Ethiopia (some 700,000 hectares estimated as infested in Afar Region alone¹); and *Mimosa pigra* in National Park areas in Zambia, where tourism revenues and the livelihoods of fishermen and pastoralists are severely affected. While external financial support can be effectively leveraged to start interventions, the development of cost-effective methods of control and effective methods of cost recovery and improved productivity from the areas, are crucial for the long-term sustainability of control.

¹ Experiences in *Prosopis* Management: Case study of Afar Region, Farm Africa, September 2008.

11. Onward progress toward impact will be dependent on the results from RBIPMA being made available to decision makers and being seen as credible and sufficiently compelling to influence policy and investment with regard to IAS monitoring and control. At present this is being hampered by the limited capacity of three of the four IAS web sites together with the lack of formally established apex coordinating bodies for IAS issues, which means project outputs are not readily accessible. There is a danger that information will become outdated before available and consequently no longer relevant.
12. As a result of the review of outcomes to impacts (ROtI), which looked at how likely project outcomes would lead to attaining the overall development goal of conserving globally significant ecosystems, species and genetic diversity, the project's overall likelihood of impact achievement, is found to be **Moderately Likely (BC)**.
13. The overall rating for this project, based on the evaluation findings, is **Moderately Satisfactory** and a breakdown of how different components of the project contributed to this rating is given below.

Summary of evaluation ratings

14. The RBIPMA project was a well-designed project, most relevant to regional issues and concerns with regard to invasive plant species. Originally conceived as phase one of a longer, phased programme, it was ambitious when implemented as four, later extended to five and a half year project. While achievement of project outputs and activities was generally satisfactory, sustainability of activities was low due to shortage of alternative financing and development of cost effective methods of control and cost-recovery mechanisms still being at an early stage. Outcomes from the project show good potential for effectively addressing IAS issues, however further support would appear necessary in some countries (particularly Ghana and Zambia) to take forward activities to a stage at which they are effectively embedded within government systems. Establishment of a coordinating Apex body with adequate jurisdiction and political leverage over relevant line ministries is identified by the evaluation as important for effectively taking forward IAS issues at a national level.

Criterion	Summary Assessment	Rating
A. Attainment of project objectives and results	See section 2.0	MS@
1. Effectiveness	See section 2.1.3	MS
2. Relevance	See section 2.1.2	HS
3. Efficiency	See section 2.1.5	S
4. Review of outcomes to impact	See section 2.1.4	MS
B. Sustainability of project outcomes	See section 3.0	MU*
1. Financial	See section 3.2	MU
2. Socio-political	See section 3.1.	MS
3. Institutional framework	See section 3.3	MS
4. Environmental	See section 3.4	MS
C. Catalytic role	See section 4.0	MS
D. Stakeholders involvement	See section 5.3	MS
E. Country ownership / driven-ness	See section 5.4	S
F. Achievement of outputs and activities	See section 2.1	S
G. Preparation and readiness	See section 5.1	MS
H. Implementation approach	See section 5.2	MS
I. Financial planning and management	See section 5.5	MS
J. Monitoring and Evaluation	See section 5.7	MS*

Criterion	Summary Assessment	Rating
1. M&E Design	See section 5.7.1	MS
2. M&E Plan Implementation	See section 5.7.2	S
3. Budgeting and funding for M&E activities	See section 5.7.3	MS
K. UNEP Supervision and backstopping	See section 5.6	MS
1. UNEP	See section 5.6	MS

@ Rating prescribed by direction that the overall rating cannot be greater than the lowest of relevance and effectiveness.

* Rating prescribed by direction that no overall rating can be greater than the lowest component rating.

C Lessons Learnt

15. Projects that include multiple, inter-dependent components as was the case in RBIPMA, require longer than a single project duration of 4 to 5 years. Some components, such as the creation of an enabling policy and institutional environment, support for capacity building within organizations, and training and awareness raising at all levels can be completed within a single project cycle. However, piloting of implementation approaches takes longer and as this is a critical component for national collaborators, needs to be included from the start. Good design needs to be complemented with sufficient time for effective implementation and sufficient funding.
16. The development of effective cost-recovery mechanisms is a crucial aspect with regard to achievement of long-term sustainability of monitoring and control of IAS. While the project produced theoretical reports on potential mechanisms, mechanisms most suited to local conditions were not identified, nor were any selected for piloting during the project lifetime. Greater priority needs to be given to cost recovery and testing of different mechanisms in pilot projects.
17. Engagement with communities at pilot sites is a skilled process and can benefit from collaboration with civil society organizations already present in the area, or with relevant experience. This should be built into project design, where community involvement is planned, as was the case with the RBIPMA project.
18. Multisectoral approaches can enhance project effectiveness and sustainability, but projects which cut across several ministries need to include mechanisms for addressing issues of jurisdiction and differences in opinion with regard to suitability of different control measures. The National Steering Committees played an important role in facilitating discussions and information sharing, however the seniority of those attending was not sufficient on some occasions to address areas of divergence. The Apex bodies, located as they were within the agricultural or environmental sectors, provided an excellent job of coordination during the project life-time. However, some of these were not at a level necessary to deal with inter-ministerial differences in approach and priorities.
19. Regional projects, while offering opportunities for working together, should offer partner countries greater autonomy in implementation, to ensure that lack of performance by one country does not affect the others. For example, late achievement of activities and outcomes by one country should not lead to late disbursement of funds and consequently delay to activities for all partners.

20. A major issue for several collaborating countries was the difficulty in fulfilling their cash contribution pledges, which led to delays and in some circumstances cancellation of project activities. This was particularly the case for Ghana, where only 17% of the cash contribution pledge was realized, even after extensive deliberations with government by the project management team including UNEP. The design of projects could be more flexible to allow greater flexibility in accepting contributions in kind (when they experience intractable problems with cash contributions), where these would enable taking forward activities.
21. The project by engaging in policy strengthening, capacity development, information exchange and implementation of control programmes, was successful in raising the profile of IAS issues, at community, general public and professional levels in all collaborating countries. Previously local issues were given a national and indeed global importance, encouraging stakeholder involvement and commitment.
22. The project has also made a significant contribution, through engagement with the education sector, to the integration of IAS issues into learning institution curricula. Support to MSc studies, with participants largely drawn from collaborating institutions, has enabled increased research on IAS issues and with students returning to their home organisations, a cadre of keen IAS advocates within key organisations.
23. The project generally had a low engagement with women as staff, for training and in some instances in engagement with communities. Inclusion of gender desegregation in monitoring and evaluation reporting would help flag low involvement during implementation and provide the opportunity to address the issue. Involvement of civil society organization in the process of community engagement and mobilization would bring the necessary expertise required for gender sensitive engagement.
24. The absence of a terminal report for the project and the continued delay of the “coffee table book” meant to replace it, made it difficult for the evaluation to get an early overview of the project, particularly impact and achievements. This impacted on the quality of evaluation possible.
25. Provision needs to be made for the effective involvement of all stakeholders in programme management. This requires adequate representation from the different non-state actors within the National Steering Committee (NSC). Adequate representation is not produced by the presence of one member, but a balanced number of representatives, that can put forward the concerns and priorities of the different sectors involved. Within RBIPMA representation was rather unbalanced, with one representative from NGOs, while on the government side there were representatives present from each of the stakeholder Departments². Similarly a single representative from the NGO sector, with no colleagues from the same, or CBO sectors, led to very much a “lone voice” issue within the NSC with regard to involvement of civil society. Balanced representation of stakeholders should be ensured within the PSC at both the NSC and ISC levels (in the case of RBIPMA a minimum of two representatives were needed from the private sector and civil society sectors).

² Composition varied between countries

26. Indicative findings from the RBIPMA pilot projects show that mechanical and chemical control measures can be effective for immediate control and clearance of invasive plant species, but that these methods are expensive when large areas are involved (over 700 hectares of pastureland invaded by *Prosopis juliflora* in Afar Region of Ethiopia³), or repeated treatments required for on-going control (the lake littoral area by *Mimosa pigra* in Lochinvar National Park in Zambia). Biological control measures, though resource intensive initially, if successfully introduced, can be a more cost-effective and sustainable method of control for the long-term. Consequently biological control systems need to be introduced alongside chemical and manual systems to improve cost-effectiveness and long-term sustainability of control measures⁴. The idea of introduction of biological control systems need to be introduced at an early stage and concerns and constraints addressed in order that these be introduced alongside chemical and manual systems to improve cost-effectiveness and long-term sustainability through creation of a cadre of keen IAS advocates within key organisations.
27. The project demonstrated that engagement with the education sector could be successful in raising awareness at graduate and post-graduate levels, through involvement of students in research associated with the project and incorporation of issues in teaching curricula. This was possible because institutions of tertiary education had the remit to independently make curriculum adjustments. The project was also active in seeking to raise awareness of IAS issues among secondary education students and was successful in doing so in contact with individual schools and in providing guidelines for additions to the curriculum. Implementation is reliant on incorporation of materials within text books and this may have to await scheduled re-printing timetables. With relatively new issues such as invasive plant species, which require raising of political and public awareness, as well as further in country research and analysis, it is important for projects to work with the education sector. Collaboration with the tertiary education sector can contribute directly to project outputs as well as contributing to sustainability of project outputs.

D Recommendations

The final evaluation makes the following recommendations for consideration in future project development and management.

28. The terminal evaluation was unable to look in detail at expenditure by component, as required in TOR, because this data is not currently collected by the UNEP financial monitoring system.

Recommendation 1: UNEP should harmonize the ways in which project expenditures are monitored by agreeing that Fund Management Officers (FMOs) monitor project expenditures by component, also to comply with the reporting requirements in standard terminal evaluation TOR. This change would allow for better reconciliation of project accounts for assessment at the time of terminal evaluation.

29. The source of funding for M&E activities changed over the project lifetime, which led to adjustments having to be made in budgets.

³ Experiences in *Prosopis* Management: Case study of Afar Region , Farm Africa, September 2008

⁴ This finding is supported by experiences of control of water hyacinth on Lake Volta,

Recommendation 2: Funding for M&E activities should be ring-fenced at design stage, to ensure that adequate resources are available throughout the life of the project. This funding should be set aside as soon as project funding has been obtained and cannot be used for any other purpose unless approved by the UNEP Quality Assurance Section (for the monitoring budget) or the Evaluation Office (for the evaluation budget). This should be made very clear in the project design document (to be verified by the Project Review Committee as part of the quality assurance of project design) and also mentioned as a general rule in the UNEP Programme Manual.

1.0 Evaluation Background

30. The UNEP-GEF project “Removing Barriers to Invasive Plant Management in Africa”, RBIPMA, GEF 2140, was a full-sized GEF co-financed project with a total budget of US\$ 11,898,980, of which US\$ 5,725,000 from the GEF and the remainder co-financed from collaborating countries and Executing Agencies. These figures include PDF-A and PDF-B funds that supported project development activities in 2003-5, prior to the launch of the project in December 2005. The project was scheduled to run for four years, a time frame extended by a year and seven months by two no-cost extensions, until June 2011.
31. This terminal evaluation of the Project Removing Barriers to Invasive Plant Management in Africa” (RBIPMA) is undertaken at the end of the project to assess project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability.
32. The terminal evaluation is taking place nine months after close of the project having been delayed to await finalization of a “coffee table book” planned to capture the major findings of the project. At the time of the evaluation the book has still to be produced.

1.1 Context

33. Agriculture, trade and the environment are all being adversely affected, worldwide, by invasive alien species, (IAS)⁵. IAS are second only to habitat destruction as a cause of global biodiversity loss. Globalisation of trade and travel is increasing the number of species moving around the world, and changes in land use and climate are making some habitats more susceptible to invasions.
34. The seventh Conference of the Parties (COP7) to the Convention on Biological Diversity (CBD) invited the GEF and other funding institutions and development agencies to provide support to developing countries to assist with improved prevention, rapid response and management measures to address the threats of IAS (Decision VII/20).
35. In Africa, many invasive species have been introduced both intentionally and accidentally and are now damaging natural and man-made ecosystems. Prevention and mitigation of the effects of IAS is especially challenging, with their presence hindering sustainable development as well as threatening biodiversity.
36. The Global Invasive Species Program (GISP) Synthesis Meeting (September 2000) identified management of IAS in Africa as a priority because IAS are adversely affecting local and globally significant biodiversity, and are also threatening agricultural production and food security, which continues to be the main priority for most African governments.

1.2 The Project

37. In its capacity as an Implementing Agency for the Global Environmental Facility (GEF), UNEP has been providing administrative and technical support to pilot countries in Africa to address threats to biodiversity and sustainable development posed by IAS. Management

⁵ IAS are defined by the convention of Biodiversity (CBD) as species, subspecies or lower taxa introduced outside their natural past or present distribution and whose introduction and/or spread threatened conservation of biological diversity through their proliferation, displacing or killing native flora and fauna and affecting ecosystem services.

of IAS in Africa was identified as a priority due to adverse effects on local and globally significant biodiversity, together with threats to agricultural production and food security, a key priority at national level⁶.

38. The main barriers constraining countries in Africa from effectively implementing the Convention on Biological Diversity (CBD) Article 8 (h) and addressing the problem of IAS were identified as follows, forming the focus of the RBIPMA project:
 - Weak policy and institutional environment
 - Lack of information and awareness
 - Inadequate implementation of prevention and control
 - Lack of capacity
39. The RBIPMA project addressed constraints in four pilot countries (Ethiopia, Ghana, Uganda and Zambia). The pilot countries provided a range of situations and learning experiences which helped maximize the potential for project replicability in other countries in the region.
40. The project's overall development goal is to conserve globally significant ecosystem, species and genetic diversity in Africa by protecting it from the threat of IAS. Its main objective is to reduce and remove barriers to the management of IAS through effective implementation of the Convention on Biological Diversity (CBD) Article 8(h) in the four pilot countries using a multisectoral ecosystem approach.
41. The project will contribute to the implementation of the Invasive Species Programme of the Action Plan on the Environmental Initiative of NEPAD adopted by the Second Assembly of Heads of State of the African Union held in Maputo, Mozambique in July 2003.

1.3 Evaluation objectives, scope and methodology

42. In line with the UNEP Evaluation Policy⁷, the UNEP Evaluation Manual⁸ and the Guidelines for GEF Agencies in Conducting Terminal Evaluations⁹, the terminal evaluation of the RBIPMA Project is undertaken at the end of the project to assess project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The evaluation has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote learning, feedback, and knowledge sharing through results and lessons learned among UNEP, governments, international and national executing agencies, the GEF and their partners. Therefore, the evaluation will identify lessons of operational relevance for future project formulation and implementation. It will focus on the following sets of key questions, based on the project's intended outcomes, which may be expanded by the consultants as deemed appropriate:

- a) Overall, how successful was the project in removing barriers to the management of IAS in the four countries?

⁶ The Global Invasive Species Program (GISP) synthesis meeting, September 2000.

⁷ <http://www.unep.org/eou/StandardsPolicyandPractices/UNEPEvaluationPolicy/tabid/3050/language/en-US/Default.aspx>

⁸ <http://www.unep.org/eou/StandardsPolicyandPractices/UNEPEvaluationManual/tabid/2314/language/en-US/Default.aspx>

⁹ http://www.thegef.org/gef/sites/thegef.org/files/documents/TE_guidelines7-31.pdf

- b) To what extent did the project strengthened the policy and institutional environment for cross-sectoral prevention and management of IAS? Was it successful in establishing an invasive species strategy and action plan, IAS policy guidelines and IAS apex body and cost recovery mechanisms for IAS management?
 - c) Has the project provided the appropriate information on risks, impacts and management of IAS to key stakeholders in IAS management and raised their awareness levels?
 - d) To what extent were the project's country interventions able to implement strategies for the prevention, control and management of priority IAS? Were number of invasive species in the area and their abundance reduced?
 - e) How effective was to project in building capacity of existing staff and of students in multisectoral prevention and management of IAS?
 - f) Has the project set up an efficient and effective project management and coordination unit and system?
 - g) To what extent was the project successful in developing a multisectoral approach to IAS management involving agricultural and environmental sectors?
 - h) Has the project achieved a high replication value?
43. The terminal evaluation of the RBIPMA was conducted by two independent consultants under the overall responsibility and management of the UNEP Evaluation Office (EO).
44. Key stakeholders were kept informed and consulted throughout the evaluation process. Both quantitative and qualitative evaluation methods were used to determine project achievements against the expected outputs, outcomes and impacts. The findings of the evaluation were based on:
- i) A **desk review** of project documents¹⁰;
 - ii) **Interviews**¹¹ with:
 - Project management and execution support (CABI, IUCN Nairobi);
 - UNEP Task Manager and Fund Management Officer (Bangkok);
 - Country lead execution partners and other relevant partners;
 - Relevant staff of GEF Secretariat;
 - Representatives of other relevant organisations;
 - Local communities.

iii) **Country visits.** The two evaluation consultants met in Nairobi and there held talks with the IEAs and the EO. They then visited Zambia together before separating to enable visits to and Ethiopia (by the Team Leader) and Ghana (by the supporting consultant). While in the countries the consultants met with representatives of national executive agencies, local communities and visited pilot sites. Pilot sites visited in the countries included in Zambia: Lochinvar National Park and Livingston; Ethiopia: Wonji sugar estate, Welenchitti and Amibara pilot site and Awash National Park; and Ghana: Dambai and Offinso.

Constraints

45. A major limitation to the evaluation was the lack of a terminal report. This was to have been replaced by the production of a “coffee table book” that would have wider appeal and reach a larger audience to inform people about IAS issues and the findings from the

¹⁰ Documents to be provided by the UNEP and UNDP are listed in Annex 7 of the ToRs.

¹¹ Face-to-face or through any other appropriate means of communication. People interviewed listed in Annex 3.

project. Unfortunately this publication was not yet available by the time of the terminal evaluation, despite the evaluation having been delayed to allow completion of the report. A further limitation to the evaluation was insufficient funding to allow a field visit to Uganda, to meet in person the Task Manager and for the team to meet up after the field visits. Occurring nine months after closure of the project and some 21 months since scheduled project activities in country, limited availability of project staff was an issue in all countries, but particularly so in Ghana.

2.0 Project Performance and Impact

46. At the time of project completion in June 2011, there were reportedly a number of outstanding reports and activities associated with the Ethiopian national programme, notably the National Invasive Species Strategy and Action Plan (NISSAP) still being at first draft stage; baseline reports still being at 1st draft stage and final report still to be submitted to the PCU. The current situation with regard to meeting logframe activities and outputs has been updated (as found during the field visits conducted at the time of the terminal evaluation) and recorded alongside that at project completion in annex 5 of each of the country reports (Annexes 7-10).
47. Spending time with in-country coordinators, associated collaborators with the project and visits to the pilot sites has shown an exciting level of continued interest, activity, and engagement with addressing awareness and management of IAS issues.
48. Currently, limited funding for post-project activities, together with delays to the establishment and functioning of the planned apex coordination bodies are key constraints in realizing project impacts.

2.1 A. Attainment of objectives and planned results

49. The attainment of objectives and planned results of the project was assessed at the time of project completion and reported by the PCU in the final project implementation review (PIR). This document was taken as a baseline to discuss progress with the in-country collaborators and an amended report produced on the basis of these discussions and progress since project completion (Annex 5 in country reports). The evaluation found some progress had been achieved since that reported in the final PIR, particularly in Ethiopia. However, in other areas there was some loss of ground, for example, in running and safety of web sites and limited progress with establishment of apex coordination bodies, particularly in Zambia and Ghana. Findings from the field are summarised by component below, with further details in Annex 5 of the four country reports (Annex 7-10) and supporting evidence in the form of outputs given in Annex 4.

2.1.1 Achievement of Outputs and Activities

50. The following table summarises findings in relation to specific component outputs and the activities associated with the output.

Component	Findings
Component 1: Strengthening the enabling policy environment for IAS management.	
Output 1.1 Develop a national IAS strategy,	The policy environment has been clearly strengthened through development of a

<p>action plan and policy guidelines and modify NBSAPs to incorporate IAS issues</p>	<p>national IAS strategy, action plan and policy (NISSAP) guidelines, completed in all countries, but only formally adopted, as yet, in Ghana. In one country, Ethiopia, a further strategy document¹² has been produced and an ad-hoc committee established post-project completion to take forward NISSAP implementation¹³. All countries have drafted guidelines for integration of IAS issues into the National Biodiversity Strategy and Action Plans (NBSAP) and this has already been achieved in Ghana. Incorporation of IAS issues within the new Environmental Management Act No12 of 2011 in Zambia has introduced for the first time potential fine and/or prison sentence for non-compliance with agreed norms for prevention, monitoring and control of IAS.</p>
<p>Output 1.2 Develop mechanisms for coordination and promotion of IAS management between stakeholders, including private sector and local communities.</p>	<p>A national communication strategy for effective transfer of information on IAS between stakeholders has been produced in each country (under component 2.1). Implementation is partly dependent on effective working of the coordinating apex body. Coordination problems between government initiatives and those by NGOs is found in Ethiopia, and between different government organizations in Zambia, leading to the observation below of political strengthening of the coordinating apex body.</p> <p>Establishment of coordinating apex bodies for IAS issues has been initiated, but a clear operational budget and staff still to be assigned in Zambia and Ghana. An apex organization has already been established in Uganda and is in the process of being established in Ethiopia (staff assigned, but budget unclear). The proposed location of apex organisations is possibly inadequate to realize the required level of coordination between major sectors, such as Civil Society, Wildlife, Power generation, Tourism, Agriculture, Forestry and Mines. All apex bodies are planned to be located at sector level, within the environment or agricultural sectors. Coordination may be required at a higher political level, such as that of the Deputy Prime Minister, or Vice President’s office to ensure effective coordination.</p>
<p>Output 1.3 Develop and implement cost recovery mechanisms for IAS activities, from the public and private sectors</p>	<p>Potential mechanisms for cost-recovery explored in all four countries and full reports have been produced. However, workable cost-recovery mechanisms for IAS monitoring and control could not effectively be piloted and implemented due to the limited timeframe offered by the project. Project in-country teams identified insufficient capacity and budget as the main reasons for lack of progress. The reports identified over reliance on traditional government allocation sources as a problem, in a climate of every increasing competition for this source and renewed focus on poverty issues. The wide range of alternative funding sources suggested was innovative, but reliant on more detailed data being available on IAS spread and economic, environmental and health impacts. Particularly a projection of economic losses if nothing is done in control and management. The project realistically identified further awareness raising and information collection as necessary prior to attempting the implementation component of this output. On-going work by CABI</p>

¹² MOA and EPA (2011) Strategic Approach for Controlling Obnoxious Alien Plant Invaders, Ethiopia, Addis Ababa.

¹³ In Ethiopia the report was produced somewhat later in the project cycle (finalized during the first no-cost extension), due to government procedures to ensure comprehensive consultation, rather than any delay introduced by the project itself. Indeed now that the ISSAP is in place, this has encouraged further activities towards implementation of the action plan proposed, with the setting up of an ad hoc joint committee composed of 4 original collaborating institutions. The committee has produced a further report in September 2011 “Strategic Approach for controlling Obnoxious Alien Plant Invaders”, which sets out activities to realize the goals for the ISSAP. Already the proposed IAS awareness week has been held and instituted as a regular annual activity, in September, with the MoA calendar.

	(post-project) with NEAs will help survey and map IAS.
Component 2:	
Provision and exchange of critical information amongst key stakeholders in IAS management.	
Output 2.1 Review national communication strategy for ensuring effective transfer of information on IAS between stakeholders	National communication strategies for effective transfer of information on IAS between stakeholders produced and reviewed in all countries. While comprehensive strategies have been developed, implementation has still to be realized in some areas in all countries. Where this relates to the standardization of strategies to control IAS, in the absence of effective coordination of IAS prevention and control (see point above re coordinating apex body), impact of activities will be reduced and at worst ineffectual. The transboundary nature of IAS problems means that an integrated and holistic approach needs to be taken based on the ecosystem and communities present and their livelihood options. Maintaining different organizational approaches to control for a linked area (as is occurring for control of <i>Lantana Camara</i> in the Mosi-oa-Tunya area, Zambia) will not lead to effective control.
Output 2.2: Develop National IAS Databases/Websites and undertake comprehensive public awareness campaigns.	Only one of the four national IAS web sites appears to be fully functional at present (Uganda). The Ethiopian site is functional, but limited by both restricted space (which is a nation-wide problem that prevents uploading of large survey data files) and the long approval process by government of project findings. The telecommunications system is currently being upgraded, but at present only documents produced during the project development phase (up to 2006) are available on the web. The Zambian web site has reportedly been working well, but currently unavailable (security problem) and the Ghana host organisation (CSIR) web site is currently not working, so IAS site also unavailable. Current lack of funding makes it difficult to address these problems. The project ran excellent and comprehensive public awareness campaigns in all four countries, raising the profile of IAS both nationally and locally. Extension materials explaining identification and impact of invasive species were produced in support of these campaigns, in English and local languages ¹⁴ . For further details see section 5.3.
Output 2.3: Facilitate ext. communication, information exchange data transfer with international & regional organisations, neighbouring & partner countries	Effective sharing of national information with global databases and websites has yet to occur, hampered by quality control issues and the lower importance placed on this activity by key national stakeholders. Sharing between countries involved in the project has been better, facilitated by the annual workshops. There has also been independent follow-up on contacts made during international workshops, with a formal visit from the Tanzanian government to Ethiopia and uptake of IAS issues by IGAD.
Component 3:	
Implementation of IAS control and prevention programmes	
Output 3.1: Establish appropriate IAS risk analysis procedures for quarantine authorities.	IAS risk analysis procedures have been established for quarantine authorities in each country and staff trained in risk analysis related to IAS. While some equipment has been provided, effective implementation is constrained by lack of sufficient budgets, staffing levels and frequent movement of staff. Despite these constraints limited control of contaminated Tef grain imports has been achieved, in Ethiopia.

¹⁴ Awareness-raising materials included; 1000 copies of newsletter on invasive species in Zambia, 1500 brochures and 2500 posters on impacts of invasive plant species in Zambia. 1000 posters and brochures were produced and distributed during the commemoration of the International Day for Biological Diversity (IDBD). Output 13 (annex 5 Zambia country report).

Output 3.2: Establish early detection and rapid response systems for IAS.	Early detection and rapid response protocols for IAS were developed in each country. These are reported as being adopted and used by the Crop Protection Department of MAAIF in Uganda. NARO and MAAIF officials have responded to reports of IAS entry, spread and health and agricultural effects ¹⁵ .
Output 3.3: Conduct surveys at national level to document presence and impact of IAS.	<p>Significant numbers of surveys looking at presence and impact of IAS have been conducted by MSc and PhD students linked with the project. The largest number were conducted in Ethiopia, (some 32 MSc students), Ghana 4 MSc and 1 PhD student, Zambia, 2 MSc students and Uganda 1 MSc student. Limited staffing and resource budgets prevented action being taken on all identified IAS presence, even within the protected National Parks. Where the project has helped build heightened awareness among government staff, excellent efforts at control and management of IAS are being undertaken, despite the resource limitations (for example, in Awash National Park, Ethiopia). Mapping and identification of IAS species is being continued post-project with assistance from CABI¹⁶.</p> <p>Indicators chosen for monitoring impact of pilot site activities fail to catch full impact of activities. Impact on biodiversity was difficult to measure and reducing the rate of spread of IAS was not realistic for areas surrounded by infestation. Rather, identification of workable control measures and their uptake by communities and district administrations, would have been a more meaningful indicator. For example, in Ethiopia the construction of water harvesting structures on land cleared of <i>Prosopis</i> and conversion of some of the land to agriculture to encourage settlement of pastoralists and investment in land development show potential. Two such pilots run by the project were popular with communities, providing new agricultural products (maize, onions and vegetables) and encouraging continued clearing and management of the surrounding rangeland for quality pasture. A third community, seeing the model had petitioned the local administration to undertake the same approach and with assistance from the district administration had constructed a third water harvesting structure this year (2012). Further assistance is required to ensure sustainability of the structures as they are showing high levels of erosion on their walls, as no effective soil stabilization, or vegetative cover works have been undertaken as yet.</p>
Output 3.4: Implement, evaluate and document control projects identified by the PDF B for priority IAS threatening globally important biodiversity	Where adequate funding was assigned for IAS control, as in the case of water hyacinth control in Wonji-Shoa sugar factory, Ethiopia and of the Volta River Authority in Ghana, excellent control of the weed has been achieved ^{17, 18} . Other pilot sites looking at control of <i>Parthenium</i> on agricultural land and <i>Prosopis</i> in rangeland in Ethiopia, were able to achieve limited control success while funding was available, however since end of the project, with reduced funding, the invasive plants have begun to re-colonise areas previously cleared. This has also been the case in <i>Mimosa pigra</i> control in National Park areas in Zambia. Continuation of pilot site activities, with reduced funding, by NHCC for control of <i>Lantana camara</i> at Mosi-oa-Tunya in Zambia and control of <i>Broussonetia papyrifera</i> by FORIG in Ghana are showing reduced, but promising results.

¹⁵ Annex 10, Uganda Country Report, Terminal Evaluation questionnaire answers.

¹⁶ CABI has compiled a full list of the invasive plants present in Uganda and their distribution. The distribution of invasive plants in southern, western and northern Zambia and the south, east and west of Ethiopia has also been surveyed, is currently being analysed and will be published shortly (Arne Witt pers comm.).

¹⁷ A review of Status and Mangement of water hyacinth in Ethiopia, with specific reference to the Wonji-Ashoa sugar factory. 2012, Firehun Yirefu, ESDARD

¹⁸ Integrated management of Invasive aquatic weeds in seven ECOWAS member states, ADB project, 2003.

Component 4: Building capacity for sustainable IAS management	
Output 4.1: Conduct training programme for different stakeholders e.g. policy-makers, scientists, quarantine officers, extensionists and affected communities.	<p>A wide range of trainings have been held in all countries, with participants from the various stakeholder groups. Trainings were generally quite short, 1-3 days and participants tended to be from a wide range of backgrounds. While the trainings served as a valuable introduction, further, sector specific trainings are required to embed activities such as risk assessment within organizational activities (discussions with staff from the quarantine services). A range of extension materials were used in support of these trainings and some translated into local languages. Documentaries, radio programmes and newspaper articles have also helped to raise general awareness levels. Community consultation and awareness raising days have been held at pilot sites, together with regular pilot site committee meetings that served both to keep the local communities informed of activities and consult with them over choice of activities.</p> <p>A significant number of MSc degrees have been supported, both financially and technically by the project, helping build an informed and motivated cadre of scientists both within the governments system and externally.</p>
Output 4.2: Provide equipment and material support to quarantine departments, border crossings, IAS control units, etc.	<p>A range of equipment including freezers, insect proof greenhouses and identification reference books have been provided to quarantine departments and border control offices in different countries. Their utilization is at present limited, reflecting staffing and resource limitations common to quarantine departments in all participating countries.</p>
Output 4.3: Facilitate participation of national delegates in relevant international bodies e.g. the Interim Commission on Phytosanitary Measures, CBD, NEPAD, AMCEN, etc.	<p>Attendance and participation at international fora connected with IAS, biodiversity conservation and phyto-sanitary matters has been facilitated for participants from all four countries. Representatives from each country attended the CBD COP-8 in Brazil in 2006, the CBD COP-9 in Germany in 2008; GISP workshops on economics and invasive species in 2006 and 2008, and drafting legal and institutional frameworks for management of invasive species in 2007. Following the latter, further workshops were held in each country for 15 to 25 participants. The 9th and 10th International Conferences on Ecology and Management of Alien Plant Invasions were attended by different country representatives and displays presented on the project activities.</p> <p>Regional meetings, representative of development blocks such as SADC (Southern Africa) and ECOWAS (Western Africa) were also attended. In the case of Ethiopia this had led to an official visit by Tanzanian authorities and adoption of some of Ethiopia's IAS policies by the regional body, IGAD.</p>
Output 4.4: Formulate programmes for integrating IAS issues into learning institution curricula.	<p>Training needs assessments were completed in each country and guidelines drawn up for inclusion into curriculum at secondary and tertiary levels.</p> <p>Greatest integration in the national curricula has so far been achieved in Ghana, with incorporation of IAS issues into second cycle curricula in Agricultural Science and English, together with incorporation into Agriculture and Botany courses in tertiary institutions. Integration has also been achieved in three undergraduate courses in Ethiopia. Generally integration, in the absence of additional funding, is occurring within tertiary courses as increased awareness levels are promoting interest and the drive for inclusion. Funding for a curriculum review and revision of text books will be required for inclusion at secondary level.</p>
Component 5: Project Management and Coordination	
Output 5.1: Making	<p>The NEA for the RBIPMA were: (a) The Environmental Council of Zambia, recently</p>

<p>arrangements for overall project administration and implementation infrastructure.</p>	<p>renamed the Zambian Environmental Management Agency (ZEMA); (b) the Ethiopian Institute of Agricultural Research (EIAR); (c) the National Agricultural Research Organisation (NARO) in Uganda; and the Council for Scientific and Industrial Research (CSIR), Ghana. The National Coordination Unit (NCU) was housed within the NEA in each country.</p> <p>The NCUs had four to five full time staff assigned, the National Project Coordinator (NPC), the Assistant National Project Coordinator (ANPC), a Project Accountant/Administrator and one, or two Drivers. An Advisory Committee (AC) assisted the NPC in technical and coordination activities, drawn from the NEA and other key stakeholders. The NCU reported directly to the National Project Director, and also to the National Steering Committee. The National Project Coordinator was accountable to CABI-ARC for the delivery of agreed project outputs, maintained regular communications and supervised the work of the NCU. Indeed both the NPC and the ANPC salaries were paid for from the component 5 budget line.</p> <p>An International Project Coordination Unit was established at CABI offices in Nairobi, Kenya, with one full time International Project Coordinator (IPC) (CABI) and one Assistant Coordinator (IUCN). The first IPC was appointed in December 2005, but due to unfortunate personal circumstances left after six months. Two staff within CABI managed the project for a year with oversight from the centre Director, with one of them, Florence Chege, becoming IPC in May 2007 for six months, prior to Arne Witt, who has been IPC from end 2007 to close of project.</p> <p>There was over a year delay in setting up the Ethiopian NCU, with official appointment of the administrator in January 2007, the NPC in March 2007 and the ANPC and secretary in July 2007. Once appointed, the team started work immediately and great progress was made in the first year (as reported in the MTR, 2008).</p> <p>It is worth noting that the final technical report on activities within Ethiopia¹⁹, taken in conjunction with the final PIR²⁰, combined with penultimate PIR²¹, which reported on component 5, does not provide a comprehensive account of activities undertaken in Ethiopia. This highlights difficulties in management and coordination between CABI and the Ethiopian NCU, which are documented in extensive e-mail correspondence. The years delay in start-up in Ethiopia delayed achievement of outputs which then created problems for timely reporting and release of funding. Efforts have been made during this terminal evaluation to capture more fully outputs and achievements in a more comprehensive list of outputs (Annex 3) and expanded activities and outputs (Annex 5) within the country report in Annex 8.</p> <p>To facilitate activities at the pilot sites the project established Pilot Site Coordination Committees and two Pilot Site Offices, with full-time staff in support. The NCU also established a formal partnership with various private sector actors, such as the Wonji-Shoa Sugar Estate in Ethiopia and ZESCO hydro-electric generation company in Zambia, where control methods for water hyacinth were tested.</p>
<p>Output 5.2: Establish and operate accounting and</p>	<p>NPCUs submitted financial reports every three months and progress reports every 6 months. Slow start-up in some countries and delays in delivery of outputs impacted release of funding for all countries (even those on schedule with activities). This led</p>

¹⁹ Ethiopia final technical report for RBIPM, EIAR, Addis Ababa, Ethiopia, 2011.

²⁰ PIR 2011

²¹ PIR, 2010

activity reporting systems.	to difficulties for some, with agreed and scheduled activities, not receiving required funding as planned.
Output 5.3: Inception phase and preparation of work plans	Project development phase enabled base-line report preparation for the pilot sites. All activities planned under the PDF-B were completed. Quality of some baseline reporting has led to difficulties in assessment of impact.
Output 5.4: Conduct training workshops for personnel in project countries	A range of training workshops were conducted, some linked with GISP and some arranged by CABI and IUCN.
Output 5.5 National Steering Committee meetings	The National Steering Committee meetings were held regularly and attendance was relatively high. Project reports and financial statements were reviewed and issues related to suitability of different control methods and approaches to IAS control discussed. Such discussions led to the first ever piloting of biological control methods in Ethiopia.
Output 5.6: International Steering Committee meetings	International Steering Committee meetings were held in Kenya, as planned, annually. These provided an important forum for participating countries to share experiences.
5.7: Establish and implement M & E plan	M&E plans were developed during project design and implemented during the project lifetime. Some impact assessments were not completed due to lack of availability of required baseline data and shortage of funds.
5.8: Perform midterm evaluation of the project and take necessary action to improve project delivery	A Mid-term Review of the project was organized by the Division of Environmental Policy Implementation (DEPI) of UNEP and completed in 2008. Recommendations were included into the following years work plans in each country. They were generally considered relevant and helpful in achieving objectives. However, the recommendation to expedite formation of an apex body in all countries was still not realized effectively in three out of four countries at the time of this evaluation (it exists in Uganda).
5.9: Perform terminal evaluation of the project.	It is noted in the July 2009 to June 2010 PIR that “terminal evaluation has been initiated and the budget included in a no-cost extension that has been requested for period January 2010-July 2010”. A second, one year, extension was subsequently agreed, to June 2011, in order to produce a “coffee table book” summarizing project achievements. This has still to be produced. The terminal evaluation was conducted nine months after the project closed in June 2011.

The achievement of outputs and activities is overall rated as **satisfactory (S)**

2.1.2 Relevance

Sub-regional environmental issues and needs

51. Conservation of biodiversity is a global challenge, with transboundary and regional implications. The project’s objectives and implementation strategies were fully in line with sub-regional environmental issues and needs, addressing two priority IAS species in Ghana and three in the other countries, with relevance to adjacent countries and others in the region. This is evidenced by the self-funded official visit by Tanzanian relevant authorities to view project activities in Ethiopia and the positive response of IGAD to the Ethiopian strategy on IAS and incorporation within their own recent policy document.

UNEP mandate and policies at the time of design and implementation

52. The project fulfills the UNEP mandate to facilitate the implementation of international environmental agreements, specifically the Convention on Biological Diversity (CBD) and COP7 (Decision VII/20) to address threats of IAS. It also links with the joint UNEP-GEF programme on development of National Biosafety Frameworks, building in effective control and management of IAS into these frameworks. The project fits clearly within the UNEP programme, positioned within the matrix management arrangements at the intersection of the Ecosystems Management sub-programme and the Division of Environmental Policy Implementation (DEPI).

Relevant GEF focal areas, strategic priorities and operational programmes

53. The project fits within the Biological Diversity focal area of the GEF Operational Strategy, supporting conservation and sustainable use of biological resources in three specific ecosystems (drylands, freshwater and forests). The project contributes directly to biodiversity focal area strategic priorities numbers 2 (BD-2 Mainstreaming Biodiversity in Productive Landscapes and Sectors) and 4 (BD-4 Generation and Dissemination of Best Practices for Addressing Current and Emerging Biodiversity Issues).
54. Five further full-sized GEF projects are looking at removing threats and improving management and control of IAS. Two of these are regional projects (insular Caribbean and Pacific Islands) and follow-on from RBIPMA. Both were designed with inputs from the RBIPMA Task Manager (now an organisational expert on IAS). The regional Pacific Islands project, Removing Barriers to Invasive Species Management in Production and Protection Forests in SE Asia, also has CABI as the EA. The Cameroon project has cross linkages with RBIPMA via one of the same EAs, IUCN, and the projects in Cuba and Seychelles are implemented by UNDP.

Relevance is rated as **Highly Satisfactory (HS)**.

2.1.3 Effectiveness

55. The project has significantly contributed to the achievement of expected outputs and immediate outcomes in terms of:
- a) IAS policy and strategy definition in all four countries;
 - b) Regulatory and administrative measures (acts and local government legislation) implemented in two countries to manage IAS introduction and spread;
 - c) Training and capacity building of staff and professionals associated with relevant institutions;
 - d) Construction of an IAS information system, though at varying levels of activity;
 - e) Awareness raising and education within formal education establishments and the general public; and
 - f) Implementation of pilot IAS control and management sites.
56. With regard to the effectiveness of Outputs and of Immediate outcomes in achieving the main expected Outcome of the project “Removing barriers to the management of IAS through effective implementation of CBD Article 8(h) (in-situ conservation) in 4 countries”, the following factors are key;
- The level of attainment of outputs and their quality;
 - The strength and effectiveness of institutional framework in country;
 - Level of collaboration reached and maintained between institutions involved in project activities; and
 - Institutional uptake by different players.

57. An enabling policy environment, in the form of a national invasive species strategy and action plan (NISSAP) and inclusion of invasive species issues within biodiversity policy, was achieved, or enabled, in all countries. However, establishment of an effective coordinating apex body was only achieved in one country, Uganda. Prevention, rapid response and in-situ conservation measures to address the threat of invasive species is a complex and multi-sectoral issue. Consequently it requires coordination and synergy between different line-ministries, including Agriculture, Environment, Tourism, Trade and Foreign Affairs, Energy and Education, among others. The establishment of an effective coordinating apex body is therefore crucial to achieve this synergy, at a political level appropriate to broker agreement between the powerful line ministries with relevant jurisdiction.
58. An issue within the awareness raising and training activities conducted by RBIPMA is the relatively short duration of training and the heterogeneity of the participants (from different communities, sectors and agencies). It can also be questioned, for instance, how effective a one-day workshop on “Risk Assessment” could be, with participants representatives from a range of institutions from Customs to Agricultural research and from Environment to Energy generation.
59. This said, the capacity building activities were highly valued by participant agencies and all recommended that further, more detailed, training was required. They also identified a need for wider adoption of capacity building on environmental issues, such as Risk Analysis, Risk Assessment and Monitoring, Environmental Management and Environmental Law in the national academic and professional environments.
60. Despite these limitations to training and awareness campaigns, the majority of workshop activities were useful in:
 - Raising awareness and increasing sensitivity to IAS issues;
 - Creating a shared understanding and enabling communication between different technical sectors;
 - Reaching a larger section of the population with information on IAS and providing details of potential control and management practices; and
 - Increasing interest among University students and their teachers, which is leading to increased research on IAS issues and inclusion within graduate and post graduate studies.
61. It was planned that IAS web sites would act to disseminate information from project activities, provide links with international IAS databases and provide up to date information on IAS issues. Poor quality of web site design, implementation and management has undermined this output.
62. The project time line was too short for full realization of component three, implementation of strategies for the prevention and management of priority IAS. The time frame allowed for setting-up of the pilot sites was insufficient, as was funding for exploring development of cost recovery mechanisms. An exception to this general finding was found in Uganda, where results were produced during project implementation on small demonstration trials for control of *Cymbogon nardus*. These included the most cost-effective control methods and the impact on biodiversity of different management options. The considerably larger

size of other pilot sites combined with their biodiversity complexity are key factors determining timeline requirements. Some sites also suffered from the lack of effective coordinating apex body to broker agreements between different actors and line ministries.

Effectiveness is rated as **Moderately Satisfactory (MS)**.

2.1.4 Review of outcomes to impacts

63. In the inception report for the Terminal Evaluation, the evaluation team presented an initial Theory of Change (ToC) analysis, based on the project design and the briefings received at the UNEP EO. This mapped the possible pathways of change between project outputs to the expected outcomes and up to the intended impact, following the logic of the project design. The initial ToC has been used as a tool during the evaluation, used in discussions with actors and tested by the team during the evaluation. Figure 1 maps out the Theory of Change based on the understanding by the evaluation team of the causal logic of the RBIPMA project and the identification of the impact drivers and assumptions underlying the project's logic, validated and improved through the field visits.

Project Impact

64. The first step of the ROtI analysis is to identify the project's intended impact. The primary aim of any GEF project is to achieve a specific category of impacts called "Global Environmental Benefits", defined as "lasting improvements in the status of an aspect of the global environment that safeguards environmental functioning and integrity, as well as benefiting human society"²². The implementation of RBIPMA was designed to contribute to the effective implementation of the Convention on Biodiversity Article 8 (h), which deals with the in-situ conservation of biodiversity and to "prevent the introduction of, control or eradicate those alien species which threaten ecosystems, habitats, or species". The RBIPMA intended impact is "Globally significant ecosystems, species and genetic diversity conserved in Africa".

Project Outcome

65. The second step of the ROtI analysis is the review of the project's Logical framework to assess to what extent the project design was consistent and appropriate to deliver the intended impact. Achievement of the overall project outcome was supported through four components, each focused to achieve an immediate outcome, which were:

- i. Strengthening the enabling policy and institutional environment for cross-sectoral prevention and management of IAS;
- ii. Awareness raising and training in risks, impacts and management of IAS for key stakeholder groups;
- iii. Strategies for the prevention and management of priority IAS implemented.
- iv. Capacity built for multisectoral prevention and management of IAS.

Figure 1 Theory of Change

IMPACT

Globally significant ecosystems, species and genetic diversity conserved in Africa

²² ROtI Practitioner's Handbook, GEF, 2009.

Assumptions: Concerted management of non-IAS threats to biodiversity. Relationship between IAS levels and biodiversity indices can be demonstrated.

Intermediate state 2

Improved governance of national/ international IAS monitoring and control systems based on: rule of law and compliance, accountability and liability, and citizens' participation.

Impact drivers: Political will

Assumptions: Political stability is maintained.

Intermediate state 1

NISSAP implemented, with inclusion of enhanced collection and sharing of data and outcomes 1-4.

Impact Drivers: Cost-effective control methods and workable cost-recovery mechanisms developed, and promoted by relevant authorities with effective community participation. National IAS coordination body still effective.

Assumptions: Financial and political support for project activities from policy makers and private sector is maintained. Support for training and capacity building is maintained. Trained staff are retained.

OVERALL OUTCOME

Barriers removed to the management of IAS through effective implementation of CBD Article 8 (h) in four countries in Africa

Drivers: Institutional uptake by different players. Effective political support for apex IAS national body establishment.

Assumptions: Modified NBSAPs approved within the project timeframe. IT infrastructure effective. Stakeholders participate in awareness-raising campaigns, and maintain support for IAS management plans. Education authorities support the initiative.

IMMEDIATE OUTCOMES

1. Enabling policy and institutional environment for cross-sectoral prevention and management of IAS strengthened. National IAS co-ordination/ apex body established.

2. Information on risks, impacts and management of IAS utilised by key stakeholder groups and awareness levels raised.

3. National strategies for the prevention and management of priority IAS endorsed and adopted.

4. Capacity for multi-sectoral prevention and management of IAS built. Capacity and skills in relevant areas enhanced.

Drivers: National Project Co-ordination Units established and supported by International Project Co-ordination unit. Training and capacity building activities of Task and Fund managers at UNEP and the Regional Advisors.
Inputs from National steering committees and International steering committee.
Inputs from consultants
Contacts and knowledge gained from attending international conferences will enhance activities related to IAS by stakeholders.

Assumptions: National IAS coordination apex bodies enable cross-sectoral liaison and work on IAS issues. Inclusion of IAS issues and work areas within sector work plans and within the NBSAPs. Cost recovery mechanism once in place will help leverage further government funding in support of IAS control. Guidelines adopted by quarantine authorities will lead to better monitoring and control of incoming IAS. There will be capacity to implement rapid response mechanisms once developed. Stakeholder agreements on ecosystem management plans will help sustainability of control activities. Increased public awareness will lead to increased public action and willingness to undertake control measures.

Support to establishment of National IAS information systems and Public awareness raising campaigns in-country. Presentation of national IAS

Support to the design of Technical guidelines for IAS risk analysis and National inter-sectoral monitoring and rapid response mechanisms and of

Support to the development of Multi-sectoral IAS training strategy and to Integration of IAS

Support to development of National IAS strategy and Action Plan/Policy guidelines for IAS incorporation into National-Provincial sector plans/Cost recovery mechanisms for IAS management in place in two countries.



Causal logic from Outputs to Outcomes

66. Outputs of the project are summarized at the lowest level in the Theory of Change diagram. They are grouped in four sections, relating to the component under which they were undertaken and each section leads to one of the four immediate outcomes.

Assumptions and drivers from Outputs to Outcome

67. At project design there was an assumption that all the collaborating countries were prepared to go ahead with implementation and management of the project. This assumption led to “standard” instruments of training, monitoring, management and time frame. Despite two project development phases during 2003-2005, baseline situations within the different countries were still quite different (as discussed under effectiveness, 2.1.3), which has contributed, together with other factors, to uneven levels and timing of outputs and outcome achievements.

68. The project put in place competent staff, key drivers that played a major role in supporting the countries in the achievement of outputs, namely: the NPC and staff, the IPC and staff and the Task and Fund Management Officers at UNEP (Bangkok and Nairobi offices).

69. The evaluation shows that the transformation of the four Immediate Outcomes into the single main Outcome of the project was and still is, not a straightforward process. The mission found that the main conditions for the successful implementation of the project were (see drivers and assumptions in ToC):

- i. A dynamic and technically capable international EA to steer and advise the project partners towards adopting appropriate technologies and institutional support mechanisms.
- ii. A dynamic National Project Coordination Unit and supportive National Executing Agency, able to motivate and coordinate all relevant and necessary partners.
- iii. Capacity, experience and linkages of consultants that impacted on quality and relevance of policy, strategy and implementation documents produced.
- iv. Identification and successful leverage of funding to support, control and manage activities.

- v. The capacity of institutions to integrate training into their activities, for example effective Risk Assessment and Risk Monitoring and to upgrade them to cope with the increasing challenge of more comprehensive and more sophisticated risk analysis.
 - vi. Identification of suitable institutions to continue with support to activities introduced at pilot sites for prevention and management of priority IAS.
70. The evaluation found that the processes initiated by the project were in some instances being progressed and maintained, while in others they appeared to have stopped, or were regressing. Whether the processes identified in the ToC work to progress upwards towards the hoped for Impact depend on a series of further drivers and assumptions that are relevant to reaching the two intermediate states identified. These are explored below.

Intermediate states from Outcome to Impact

71. The path from Outcome to Impact (defined as globally significant ecosystems, species and genetic diversity conserved in Africa) has been identified as passing through two main Intermediate States (IS).
72. Assuming the project outcome is achieved and maintained, over time intermediate state one should be attained; *Effective implementation of improved management systems for IAS maintained at pilot sites, improved systems adopted outside of pilot sites and the process supported by enhanced collection and sharing of data.* These examples of successful control and management of IAS will generate the political will to achieve intermediate state two: *improved governance of national/international IAS monitoring and control systems based on rule of law and compliance, accountability and liability, and citizens' participation.* Improved governance at all levels will eventually make possible the protection of globally significant ecosystems, leading to the overall Impact of *Globally significant ecosystems, species and genetic diversity conserved in Africa.*

Drivers and Assumptions

73. The drivers and assumptions that influence the achievement of the outcome also affect progress towards impact, particularly effective political support for a coordinating apex IAS national body and the identification of suitable institutions to support and continue with project activities. In addition, further development of cost-effective control methods and cost-recovery mechanisms are crucial in support to implementation in the long-term. Effective implementation of improved management systems for IAS relies on:
- a) The ability of the apex coordinating body to coordinate the whole process of IAS management and to motivate national partners to engage to implement and take forward the national invasive species strategy and action plan (NISSAP).
 - b) The proactive participation of a large and qualified group of stakeholders representing different sectors and interests, and the increased involvement and participation of the public based on up to date information.
 - c) The effectiveness of the IAS management system which includes IAS detection and referral systems, efficient systems of handling applications, capacities of risk assessment and risk monitoring, quality information being effectively collected and show cased on national websites.
74. At the end of the project no country had reached the desired level in all aspects of project objectives, with the possible exception of Uganda where a detailed evaluation was not possible.

75. Zambia provides an example of having reached intermediate state 1 with regard to leverage of additional government funding for continuation and expansion of control measures in Lochinvar National Park. The introduction of legal control and compliance requirements for IAS within the new Environmental Management Act, shows progress as intermediate state 2. The government, through the Ministry of Tourism and Natural Resources, planned to continue funding these activities, to meet the newly introduced indicator to reduce *Mimosa pigra* infestation from 30% to 5 % by the year 2011 (fifth National Development Plan (FNDP)). However without the driver of continued project activity and advocacy, this has not been taken forward, showing the importance of institutional drivers and assumptions relating to continued financial and political support for activities.
76. Activities in Ghana were severely constrained by inadequate government funding, which led to incomplete and late delivery of outputs. This was caused by changes in government and subsequent changes in ministries, which impacted on coordination between the project and the new ministry with regard to co-financing. This evaluation suggests that greater flexibility be employed in allowing further in-kind contribution during implementation, where countries are struggling to meet their cash contribution pledges.
77. Ethiopia, though incomplete in project outputs at time of project closure, had progressed further by the time of the terminal evaluation and shows some progress towards intermediate states. Continued political support is strong, though financial support less clear. The need for continued support to processes in support of intermediate state 1 is clear, in order to support movement towards the next intermediate state of improved governance.
78. The improved decision making processes developed during intermediate state 1 will be converted into improved governance (IS), so long as assumptions of continued political will and stability are met. The main drivers at that stage will be the open and transparent negotiation processes at different levels, with the COP-MOP (the conference of parties serving as the Meeting of the Parties to the Protocol) playing its role of governing body of the protocol, as well as supplementary protocols arising from COP-MOP decisions.

As a result of the review of outcomes to impacts (ROtI) the project's overall likelihood of impact achievement²³ is found to be **moderately likely (ML)**.

2.1.5 Efficiency

79. The project built on previous findings from a UNEP/GEF MSP from 1998-2002, which produced a tool box for dealing with IAS issues. Consequently, some basic approaches, training materials and tools were already available for use and uptake by the RBIPMA project. It also benefited from the support and materials available through GISP, which was made easy by having both CABI and IUCN on the Board of GISP.

²³ The evaluation was informed by the Task Manager, Max Zieren, that he had received guidance from the GEF evaluation office (from Rob van de Berg), that GEF projects were not expected to measure impact at overall Impact/ Objective level. GEF instigate a separate portfolio assessment, looking at all projects under each specific Objective. To fit with this GEF procedure, the Theory of Change methodology employed in evaluations by UNEP, would stop at the Overall outcome level. (Skype conversation on the 3rd August 2012)

80. The Project Document identifies a number of sources that would promote project cost efficiency in the implementation of the project, first of which was in the selection of national collaborators. These were selected as already possessing good general awareness of IAS issues as reflected in selected national plans, or policies; and secondly the choice of countries where IAS was already causing severe damage to globally significant biodiversity and economic development. This was to ensure commitment at national level both to the objectives of the project and the co-funding required. National commitment in three of the four countries has led to additional commitment of in-kind support and additional co-financing in the case of Zambia.
81. Another source of efficiency was seen in the overlap between countries on invasive species, with experience of control methods for *Eichhornia crassipes* able to be shared between Ethiopia, Ghana and Uganda.
82. Savings were made in all countries on consultancies by making good use of in-house capacity within government and of staff undertaking further studies. Many of the IAS distribution studies were undertaken as part of MSc research projects. These cost savings also led to capacity development within departments as the majority of students returned to their parent organizations on completion of their studies and are now integrating their newly developed skills within their work.
83. The project received two no-cost extensions, firstly for seven months from December 2009 to June 2010 and then for a further year from July 2010 to June 2011. These were in order to allow further uptake of policy guidelines and realization of delayed activities and outputs. Recently, it was requested by the project to postpone the terminal evaluation in order to complete the productin of a “coffee table book” en lieu of the terminal report, presenting an overview of project achievements and lessons learned. This book has, however, still not been completed.
84. Effectively the project ran for a further year and a half without additional GEF funding. All Executing Agencies, national and international, contributed further counterpart funding during the extension period in order to complete outstanding activities and outputs. These unforeseen expenses created tensions as they were not provided for and agreed on at project design.

Efficiency is rated as **satisfactory** (S)

3.0 Sustainability

85. The RBIPMA was originally designed as phase one of a longer-term programme looking to start with creating more enabling policy and institutional environments for IAS monitoring and management. Project components in support of capacity building within organizations, and training and awareness raising at all levels were also aspects of the programme for an early phase of implementation. The pilot initiative on testing different management strategies for control of IAS were considered as longer-term initiatives, requiring time for testing, feedback from stakeholders and development of supporting financial and organizational arrangements for longer-term sustainability.
86. Consequently, whereas components one, two and four have shown considerable progress during the life-span of the project, component three, the implementation of IAS control and prevention programmes, is still at a relatively early stage. This aspect of the project,

originally conceived as a two phase programme, has been most impacted by the eventual single project status.

87. There was a general consensus among those consulted during country visits that the design of the project was excellent and a suitable combination of policy influencing and practical capacity building, together with awareness raising and piloting of initiatives. They stressed the importance of local, practical examples to draw lessons from and to ensure that policy recommendations were both realistic and relevant.
88. One shortcoming in design mentioned in all countries visited was the assumption that national collaborating and associated agencies would have sufficient resources and capacity to take up on-going control and monitoring activities in the absence of significantly increased budgets, or cost-recovery mechanisms for such activities.

Overall rating for sustainability (cannot be greater than lowest component rating) is **moderately unlikely** (MU). Individual aspects of sustainability are assessed below:

3.1 Socio-political sustainability

89. Onward progress toward impact will be dependent on the results from RBIPMA being made available to decision makers and being seen as credible and sufficiently compelling to influence policy and investment with regard to IAS monitoring and control.
90. At present this is being hampered by the slow approval process by some governments of project outputs, specifically the NISSAP and limited capacity of three of the four IAS web sites, which means project outputs are not readily accessible. There is a danger that information will become outdated before available, and out-of-date if the site is not regularly updated, and consequently seen as no longer relevant.
91. Progress has already been made in Zambia with the inclusion of IAS issues within the new Environmental Act, introducing stiffer penalties for importation and introduction of invasive alien species. IAS issues have also been included with the Fifth National Development Plan, with introduction of targets to reduce *Mimosa pigra* infestation.
92. The project demonstrated that engagement with the education sector could be successful in raising awareness at graduate and post-graduate levels, through involvement of students in research associated with the project and incorporation of issues in teaching curricula. This was possible because institutions of tertiary education had the remit to independently make curriculum adjustments. The project was also active in seeking to raise awareness of IAS issues among secondary education students and was successful in doing so in contact with individual schools and in providing guidelines for additions to the curriculum. Implementation is reliant on incorporation of materials within text books and this may have to await scheduled re-printing timetables.
93. Awareness among the different associated government sectors is high, with many staff trained by the project and subsequently incorporating IAS control and monitoring where possible in their work. The main constraint is in limited or no additional funding for the additional work and high staff turn-over in some sectors.

Socio-political sustainability is rated as **moderately likely** (ML)

3.2 *Financial sustainability*

94. The planned continuation of financial support by national governments to an apex coordination office for IAS issues has been realized only in Uganda, where an IAS apex coordination office has been set-up within the National Agricultural Research Organization, housed under the directorate for Research Coordination. On-going support is planned in the other three countries, with a commitment by the MoA in Ethiopia (within its Institute of Agricultural Research) and EPA in Ghana from 2013, to support coordination offices, with a focal point officer. Similarly in Zambia commitment has been made to house such a coordination office within ZEMA. However, the budget in support of these activities is not yet clear.
95. National executing agencies have continued to fund IAS activities in Zambia, Ethiopia and Uganda and funding was planned, but not realized in Ghana. Such funding is now embedded within annual budgets, but staff describe it as limited with regard to the work required to take forward activities.
96. Where there are direct current and future economic costs to a single, high return business associated with the presence of IAS, control and prevention measures have been successfully introduced as, for example, in the control of water hyacinth in the irrigation system of a sugar factory in Ethiopia and in the Oti arm of Lake Volta in Ghana, which is used for hydropower generation (Annex 9).
97. Clean-up operations at Wonji-Shoa sugar factory in Ethiopia of infestation by water hyacinth were expensive, indeed more expensive than the yearly control mechanisms²⁴. The planned expansion of the current irrigated area by about 100%, plus the new irrigation scheme of 50,000ha planned for downstream, made these measures a worth-while investment for the government in the long-term (Annex 8). ZESCO (in Zambia) will continue to control water hyacinth at their intake points, but they are limited to the use of physical control methods and the cost continues to rise as fuel prices increase and the volume of weed arriving at the intake points continues to be high. Consequently the support for and promotion of the introduction of biological control agents alongside the physical and chemical control measures is crucial to reduce the cost of control in the long-term.
98. Where economic costs of IAS infestation are shared by a number of businesses/stakeholders, this can help leverage political and donor interest and pressure for eradication and control as it has happened, for example, in the control of *Prosopis* infesting pastoralists land in Ethiopia (some 700,000 hectares estimated as infested in Afar region alone²⁵); and *Mimosa pigra* in National Park areas in Zambia, where tourism revenues and the livelihoods of fishermen and pastoralists are severely affected. While external financial support can be effectively leveraged to start interventions, methods of cost recovery and improved productivity from the areas are crucial for long-term sustainability of control in these sites.
99. Other sites, where communities have been assisted to clear 50 and 70 hectare of the *Prosopis juliflora* alongside the construction of seasonal water harvesting structures to

²⁴ A review of Status and Mangement of water hyacinth in Ethiopia, with specific reference to the Wonji-Ashoa sugar factory. 2012, Firehun Yirefu, ESDARD.

²⁵ Experiences in *Prosopis* Management: Case study of Afar Region, Farm Africa, September 2008.

support land improvement activities, may present a more financially sustainable solution. While areas of agricultural production supported by the water harvesting structures are currently limited, 3-5 hectares, they encourage permanent settlement of some sections of the community. With permanent settlement other opportunities emerge such as investment in tree planting, improvement of rangelands and improvement in livestock, their health and productivity. The project supported two such developments, at Halysumala and Harkemela in Ethiopia, involving some 75 and 50 households at each location. Greater liaison with NGOs who are also supporting such models is required and best practices in implementation to be identified.

100. Opportunities for engaging development-focused finance open as the focus of activities moves from policy and capacity building to implementation. However, to be able to access these sources of funding, communities would need to be linked through NGO and CBO networks with different funding agencies.

Financial sustainability is rated as **moderately unsatisfactory** (MU).

3.3 Institutional framework

101. Commitment to support a coordinating apex body for IAS issues has been made in all four project countries. As mentioned above, only one such body is already fully functional (Uganda). The location for these apex bodies has been identified in each case. However, on discussion with staff associated with the project in Zambia and Ethiopia, they agreed that the apex bodies' location was rather sector specific (within Agricultural Research in Ethiopia and Environmental Management Agency in Zambia), without the required jurisdiction over wide range and powerful sectors impacted by IAS issues.
102. The need of having apex bodies hosted in more wide ranging institutions is exemplified by the case of Zambia. Some of the constraints currently being faced in taking forward control of *Lantana camara* in the Mosi-oa-Tungya area could be overcome by reaching a cross-organisational agreement on appropriate methods and approaches. Location of the apex coordinating body within one of the organizations (ZEMA), is unlikely to help coordination already impacted by issues of organizational territory and jurisdiction. The apex body requires the position and official/ legal mandate to coordinate between sectors. In Zambia a potential model would be the coordination in a way similar to that of the Disaster Risk Reduction activities, which are located within the Deputy President's office.
103. In the case of Ethiopia, location within the MoA is not as specifically sectoral as may first appear, because it was previously the parent organization for the institute for Conservation of Biodiversity, and is still the parent organization for agricultural research and plant quarantine services. However, MoA does not have jurisdiction over the National Parks (Ministry of culture and tourism), nor the waterways, where water hyacinth can be a problematic IAS. It would appear that the potential impact and consequently control of IAS spreads well beyond the jurisdiction of the MoA and therefore consideration is required of a higher, more centrally located co-coordinating body within the government to ensure that effective measures are taken by all relevant sectors for the long-term.
104. Legal prohibition of importation and introduction of invasive alien species is achieved in Zambia through the new Environmental Management Act No. 12 of 2011. This is an important step in the successful prevention of further IAS introduction and spread. The act also criminalises the offence, with the offender liable to pay a fine and/or to imprisonment (up to five years), which provides real incentives for compliance.

Institutional framework is rated as **moderately satisfactory** (MS)

3.4 Environmental sustainability

105. Care had been exercised in all countries that environmental impact assessments were conducted prior to the introduction of new control methods, particularly chemical and biological control methods. Indeed bio-control agents for *Parthenium* and *Prosopis* are still undergoing local trials in Ethiopia. Evidence from pilots would suggest that a combination of manual, chemical and biological control methods are the most sustainable in the long-term. Intensive physical and chemical eradication measures are required to initially get an invasive under control, but these are usually expensive and so biological and management methods to reduce an invasive's reproductive and vegetative success are required to control the species cost-effectively in the long-term.
106. In Ghana, there is a reported increase in biodiversity following removal of *Broussonetia papyrifera* from infested areas and natural regeneration of indigenous species from existing seed and vegetative banks. Since *Broussonetia papyrifera* does not thrive well under shade, forests must not be opened without measures to control large gaps. Where opening the closed forest is inevitable, pilots by FORIG show that practicing the taungya system of reforestation, with introduction of fast growing tree species helps control re-invasion. Before the planted tree species close canopy and provide the necessary shade to prevent re-colonization by *Broussonetia papyrifera*, food crop species e.g. plantain, cocoyam, maize, and/or vegetables may be in mixed cropping pattern in association with the tree species to provide enough initial shade, before the trees eventually close canopy.
107. Similarly, there is a reported increase in biodiversity following removal of *Parthenium* and *Prosopis* from agricultural and rangeland areas in Ethiopia, following natural regeneration from existing seed and vegetative banks. Continued removal of IAS seedlings is required to maintain the change in biodiversity, as with huge seed bank reserves and re-growth from surface roots of *Prosopis*, cleared areas rapidly become re-infested (observation and discussion with community at pilot sites.) Significant changes in management practices (such as burning and rangeland management practices being piloted under the USAID Pastoral Livelihoods Project) is required alongside control measures to ensure environmental sustainability of pilot initiatives.
108. Considerable riling and soil erosion was visible on the sides of the newly constructed water harvesting structures in Ethiopia. Staff mentioned that stabilisation of the banks had been attempted with vetvier grass. However there was no remaining signs of such an activity at the time of the TE visit. In less than a year, in one case, significant erosion was already visible, causing siltation within the tanks and reducing their water holding capacity. There is an urgent need for erosion control methods for both technical and environmental sustainability of the intervention.

Environmental sustainability is rated as **moderately satisfactory** (MS)

4.0 Catalytic role and replication

109. A high level of awareness of current problems caused by the major IAS species, on which the project focused, was found among stakeholders, from farmers, fisherfolk and

pastoralists around pilot sites, to government staff in different sectors of the government, civil society organizations and policy influencers.

Overall rating for catalytic role and replication is **moderately successful (MS)**

4.1 Catalysed behavioural change

110. The project has catalysed some behavioral change in terms of use, or application of a range of technologies and approaches show-cased by the demonstration projects, for example, in the control of water hyacinth on Lake Volta by fishermen and communities involved in transportation in Ghana and in the takeover of *Lantana camara* pilot control activities by the National Heritage Commission in the Mosi-oa-Tunya area in Zambia. Also in the uptake of control of *Salvinia molesta* by Longwait farm in Chilanga and for the control of *Lantana camara* in Mufulira, by the African Explosives Company.
111. Experimental clearing of *Prosopis* from significant areas of rangeland in Ethiopia (50 and 70 hectares) will help regeneration of a more diverse range of species, pasture for stock and enable a wider range of agricultural activities. However, it is unclear how this initial clearing is to be maintained in the long-term. Around village centers and pasture close to the village it was observed that continued clearing of *Prosopis* was being practiced by the villagers by hand.
112. Greater numbers of households (4,400) have been reached under the Afar *Prosopis* Management Project²⁶, initiated by Farm Africa and the USAID supported Pastoral Livelihood Initiative (PLI/ENABLE) under Care Ethiopia Consortium²⁷. Greater coordination is required between the different actors engaged in *Prosopis* control to identify and agree on a community-based method of management control and the assistance required institutionally and from policy to support its wider dissemination. The recent adoption of a regulation by Afar Region Government on *Prosopis* control and eradication²⁸ will hopefully help promote such activities.

4.2 Provided incentives

113. The project provided some financial incentives alongside the long-term technical/ financial incentives of IAS control for improved agricultural land and pastoral area development in Ethiopia. This has been followed by take-up of the water harvesting structures linked to *Prosopis* clearance and initiation of settled agricultural practices by local government development initiatives. Such links together with community development initiatives are required to mobilize the numbers of farmers and pastoralists required to show that more significant impacts, indeed a reversal of the trend of ever increasing invasion, can be made.

²⁶ Experiences in *Prosopis* Management: Case study of Afar Region, Farm Africa, September 2008.

²⁷ Riginos, C. and Herrick, J. E. (2010) Monitoring Rangeland Health: A guide for Pastoralist Communities and other Land Managers in Eastern Africa

²⁸ Proclamation number 64; A regulation issued to control, manage and eradicate the invasion of *Prosopis* in the Afar Regional State. 2011.

114. In Ghana, the project offered food crop farmers the opportunity to farm degraded forests, through the practice of the taunga system, with the long-term objective of re-forestation of the area. Farmers were allowed to farm food crops in newly established plantations until canopy closure. This gave farmers the opportunity to produce food and some income, while controlling *Broussonetia* through shading effects and manual control. Control of water hyacinth on the Volta Lake also improved fishing and lake transport.
115. The employment opportunity created by clearance of *Mimosa pigra* within Lochinvar National Park in Zambia created great interest and support for the project among the local communities to the park. There is however no long-term change in their behavior, as most of the infested land is within the National Park area. The communities have not started to clear any community pasture land that is infested with *Mimosa*, indeed it is not clear if significant areas of pasture land outside the park are infested. A greater involvement of civil society with local communities would have been potentially beneficial in understanding the constraints and incentives for community involvement. Project engagement with the community was limited, through the traditional route of liaison with the chiefs and led to only male involvement in employment opportunities. Women within the village expressed considerable dissatisfaction and anger with these arrangements when interviewed.

4.3 Contributed to institutional changes

116. The project has been successful in contributing to institutional changes in terms of incorporation of IAS issues in strategic planning and programme development. This is demonstrated in Zambia, Ghana and Uganda by the inclusion of IAS considerations within revised National Biodiversity Strategic Action Plans. Also in Zambia, with inclusion of IAS issues within the recently endorsed new Environmental Management Act No. 12 of 2011, and inclusion within the Fifth National Development Plan (FNDP). It is most encouraging that concrete indicators have been included with the FNDP in Zambia to reduce *Mimosa pigra* infestation from 30% to 5% by 2011, with the government contributing significant additional funding during the life of the project (of some \$625,000). However, this has not as yet been translated into continued funding beyond the life of the project.
117. The uptake of project pilot activities in *Lantana camara* control around the Mosi-oa-Tunya area by the National Heritage Conservation Commission in Zambia is a significant institutional change. However, the impact of the uptake is lessened by the fact that the majority of the National Park land is in fact under the jurisdiction of the Zambian Wildlife Authority, ZAWA, who use different methods and intensity of control. This highlights the need for a higher-level of IAS coordination, than is currently planned (as discussed under Institutional Framework 3.3).
118. In Ethiopia the project worked in close collaboration with the Werer Agricultural Station, the Shoa-Wonji sugar factory and the Awash National Park in its demonstration and pilot sites. All three organizations have taken up continued IAS monitoring, control and eradication activities following the end of the project. There is a further mainstreaming of IAS monitoring and control activities within agricultural research institutes, with the appointment of six IAS research officers and support to on-going research on monitoring, control and eradication. Mainstreaming of activities within the National Parks has not yet occurred due to higher priorities within the organisation, particularly relating to on-going

encroachment and degradation of protected areas due to population and livestock pressures.

119. In Ghana the project worked in close collaboration with the Forestry Research Institute of Ghana (FORIG), and the Volta River Authority in its demonstrations and pilot site activities. The two organizations have taken up continued IAS monitoring, control and eradication activities following the end of the project. There is a further mainstreaming of IAS monitoring and control activities within agricultural research institutes, and second cycle institutions.

4.4 Contributed to policy changes

120. There has been a clear contribution by the project to policy change in all four countries, with the formation of the National Invasive Species Strategy and Action Plan (NISSAP) and NISSAP feeding into the reviews of the National Biodiversity Strategy and Action Plan. Implementation of the policy is still at early stages in most countries, with the end of project funding tending to slow down progress.
121. IAS issues are also gradually being included in other sector policy and planning procedures, with the example from Zambia of inclusion of IAS issues within the Fifth National Development Plan and from Uganda of inclusion of IAS issues in the revised management plans of the Wildlife Authority and the National Forest Authority.
122. Changes in the law in Zambia and Uganda have helped provide an enabling framework for prohibition of importation and introduction of invasive alien species, together with the introduction of effective penalties for infringements. In Uganda this is still at bye-law and local authority level, but is enshrined within the new Environmental Management Act No. 12 of 2011 in Zambia.
123. The impact of these policy changes on activities and budget allocations is at present limited. For example, the clear targets introduced in Zambia to reduce *Mimosa pigra* infestation from 30% to 5% by 2011 (within the Fifth National Development Plan) did not prevent reversal of the government commitment for significant additional funding for IAS control (Annex 7).

4.5 Sustained follow-on financing

124. No further financing has been mobilized from either the GEF, or other donors, so at the end of the project collaborating countries face continuation within existing sector budgets. All national teams identify this as a significant constraint to longer term sustainability because of the high degree of competition between existing activities for funding, limited public sector budgets and still limited awareness of IAS issues.
125. Collaborating governments are supportive to continued activities and are providing limited additional funding for continuation of some activities, coordination and further research. Considerably more finance is required to maintain the levels of activity achieved during the project and certainly to increase implementation on the ground.
126. In Zambia, during the life-time of the project, the government committed significant additional funding (of some \$625,000) for extending the successful work of the project in *Mimosa pigra* clearance in Lochinvar National Park, leading to some 800ha of the total

3,000ha infested area being cleared. It was supported because of the benefits provided by the clearance to the local tourism trade, fishermen and pastoralists, as well as contributing to wildlife and biodiversity preservation. Plans developed to continue and expand this work in Lochinvar National Park (\$450,000 over five years) have not so far received the funding required. Cost implications are similarly limiting implementation of new curricula that have been developed for the integration of IAS issues into primary, secondary and tertiary education courses.

127. The project suffered from being originally conceived as the first phase of a two phase project, but during the design process having all components included within a single project. Significant progress has been achieved in components one, two and four, with the creation of enabling policy environment, in information collection and sharing, and capacity building and awareness raising. However, activities connected with the third component, looking at effective implementation of IAS control and prevention measures, are still at early stages. A second phase would have helped to realize the benefits achieved through creation of improved policy environments and to effectively monitor the impact of different prevention and control measures piloted in order to identify most effective and appropriate control methods.

4.6 Replication

128. In the context of GEF projects this is identified as lessons and experiences coming out of the project that are replicated, on a larger scale, or in different geographic areas. The only clear example of this relating to the project is in the planned additional funding by government for further clearance of *Mimosa pigra* in the Lochinvar National Park in Zambia. This was a larger scale application of the pilot site activities, with further payment of local communities for physical clearance of the weed. Unfortunately the additional funding was withdrawn before further activities were started.
129. In Ethiopia there are several NGOs and other donors also working with communities on control of *Prosopis juliflora*, for example, on rangeland rehabilitation in the Afar Region. Community involvement and interest in IAS control is also high in Ghana, where they have benefited from involvement in control measures. Information was shared through the National Steering Committee of the project and through donor technical working group, where ideas and findings from the project have reached other actors.
130. Although there is evidence of improved activity, for example, in fishing and lake transport on the Volta Lake in Ghana, the absence of clear cost-benefit analyses relating to pilot site activities and absence of effective cost-recovery mechanisms has so far inhibited uptake of approaches piloted by the project. Without further clear demonstration of economic, or eco-system advantages to project pilot activities it is unlikely that they will be taken up further at present.

5.0 Processes affecting attainment of project results

5.1 Preparation and Readiness

131. The project's objectives and components were clear and practicable. Designed initially as the first phase in a two phase programme, the time frame as a single phase project was

consequently ambitious. Where delays were experienced in the start-up phase (as was the case with the Ethiopian programme) the time frame became unworkably compressed so that achievement of both outputs and impacts was affected.

132. Partnership arrangements and agreeing roles and responsibilities of the different actors seem to have been conducted effectively in Zambia and Uganda. Similarly counterpart resources, including funding, staffing and facilities were effectively identified and the project teams were strong and in place on time. This enabled activities to be conducted to schedule and outputs to be largely produced on time.
133. Partnership arrangements and agreeing roles and responsibilities of the different actors were not so clearly spelt out prior to the start of the project in Ghana and Ethiopia. This caused some partners to feel left out. For example, the Plant Protection Service (PPRSD) in Ghana complained of an absence of a clear coordination and collaboration mechanism which would have helped to achieve project intended results²⁹.
134. Similarly in Ethiopia the delay in start-up was caused by difficulties in defining partnership arrangements and agreeing roles and responsibilities of the different actors. This focused around reporting procedures, management responsibility and terms and conditions of seconded staff on the project.
135. The only mention of civil society as potential stakeholders and partners within the project design document, is through their having representation within the NSC. This was an oversight in the design, as with clear reference to pilot sites and community engagement in pilot site management, the experience and potential of civil society organizations to facilitate and support sustainable community involvement is clear (see para149).
136. Significant baseline data was collected during the project development phase under PDF-B (see annex 3 for list of outputs under this phase).
137. In Ghana the project would have benefited from more preparation time for concrete recommendations on control of *Broussonetia papyrifera*, before bringing in farmers for the practice of Taungya. The single phase of the project meant that farmers were brought in before clear recommendations for control had been developed.
138. Collaborators appreciated the wide scope of the project, ranging from policy development, awareness raising through to capacity development and implementation, identifying all components as intrinsically linked and feeding into each other. The project could not have been usefully reduced in size, rather a longer time frame for implementation was required from the start.

²⁹ PPRSD in Ghana is the official government agency responsible for the issuance of phytosanitary certificates and regulating plant introduction and control of invasive species. The CSIR is the body responsible for all scientific research in Ghana. While the CSIR felt it had the mandate to coordinate the project by virtue of the research component, PPRSD also felt it had to coordinate the project by virtue of the fact that invasives were within its domain. Agreeing roles and responsibilities at the beginning of the project would have helped to achieve the project's intended objectives. While this collaboration was sorted out during project implementation, the disagreement between the Director, PPRSD and the International Project Coordinator made things difficult for the National project Coordinator in his coordination.

Preparation and readiness is rated as **moderately satisfactory** (MS)

5.2 Implementation approach and project management

139. The project implementation mechanisms as developed during workshops with project stakeholders during the project development phase, outlined in the project design document and detailed in the executive summary, have been closely followed.
140. The International Steering Committee had representatives from the IA, the IEAs, the four NEAs, the Global Invasive Species Programme and two international experts in the project components. Meetings have been held to schedule annually, with additional gatherings at the start and close of the project. National Steering Committees, chaired by the director of the NEA, had representatives from relevant government sectors, some representation from civil society and the private sector groups. These National Steering Committees also met regularly every three months to review financial reports and progress with work plans. Good attendance was generally achieved. The complexity of some of the policy issues relating to different sectors' approach to control of IAS, together with seniority of government sector representatives, meant that the consensus required was not always reached during meetings.
141. The IA, UNEP, was generally very pleased with the management of the project by the EAs, CABI and IUCN, both in terms of financial reporting and in achievements and their reporting³⁰. These closely complied with GEF requirements and were delivered in a timely and efficient manner.
142. The IA's project implementation reviews were in very close accord with EA's supervision findings and recommendations. This was influenced by the fact that the task manager was limited to one country visit to the project sites (Zambia), during the four years of his supervision. As he was located in Bangkok for the last two and half years of the project, there were few opportunities for field visits, although he joined the International Steering Committee meetings in Nairobi each year.
143. The EA appears effective in its management of programmes in Uganda and Zambia, with good relations built with key stakeholders and outputs produced in a timely manner and generally, according to quality requirements. The effectiveness of EA management was adversely affected by the problems experienced in agreeing roles and responsibilities and the subsequent delays in starting activities in Ethiopia. It was also affected by co-financing problems in Ghana, where government co-funding was repeatedly delayed and only some eventually released.
144. Some collaborators complained that the style of supervision by CABI was not collaborative and sometimes resulted in unhealthy disagreements. This caused problems with some institutions namely the PPRSD and FORIG in Ghana. For example, it was reported by FORIG that CABI insisted that work on *Cedrella odorata*, which is being promoted by FORIG and the Forestry Commission in Ghana as good timber species, be stopped. This was without regard to Government policy.
145. That said, the EA formed a productive technical support relationship with the Ethiopian team, conducting extensive IAS surveys over most of the major road and livestock entry

³⁰ Discussions with fund managers at UNEP and task manager.

areas, to a much greater extent than in any other country. The Ethiopian team displayed considerable knowledge of newly identified invasive species following the work conducted jointly.

146. MTR recommendations were built into the following year's work plan in each country and reviewed fully during the fifth International Steering Committee meeting. Generally recommendations were felt to be relevant, but some of the issues were difficult to address. For example, the stakeholders meeting held in Kenya to discuss the different approaches to *Prosopis juliflora* taken by NGOs (livelihoods approach involving economic utilisation) and that of government in Ethiopia, as articulated by the project (eradication, strictly no promotion, in order to halt spread). While dialogue was held during the workshop, continued liaison and collaboration has not developed. NGOs and donors with a strong poverty reduction focus give less emphasis than the project to eradication for biodiversity reasons. There is still much to be gained by a closer partnership between NGOs, their supporting donors and the government for learning on community engagement issues for addressing IAS issues.
147. Approaches appear to have differed in different countries to the importance of meeting project time-lines as compared to working within government structures and timelines for delivery of outputs. For example, in Ethiopia the close association of the project with the host institution introduced tensions with the Executing Agency, CABI, who felt that the Ethiopian project team did not pay due attention to the wider project goals and global aspects of the project. Late submission of reports gave the EA problems in reporting to UNEP, the IA, and indeed affected budget release for all countries. However, the present on-going funding for apex coordinator and six supporting researchers is a longer-term sustainability impact of closer host-organisation liaison.

Implementation approach is rated as **moderately satisfactory** (MS)

5.3 Stakeholder participation and public awareness

148. Excellent public awareness campaigns were run in all countries, for example, on water hyacinth and *Brousseneia papyrifera* in Ghana, involving many farmers, fishermen and communities engaged in activities along the Volta Lake. Also campaigns in relation to *Parthenium* and *Prosopis* in Ethiopia, involved thousands of farmers and pastoralists and have clearly led to increased awareness and willingness to take action in the communities visited.
149. Public awareness campaigns relating to the major IAS were well organized, with production of extension style publications, including brochures, posters and newsletters on impact of invasive species. Different media sources, such as TV (for example, a documentary on ecological and socio economic impacts of *Mimosa pigra* in Lochinvar National Park, Zambia) and radio (both national and community radio stations, for example-Zambia National Broadcasting Corporation (ZNBC), in Lusaka, Radio Chikuni and Sky FM, in Monze, and Zambezi FM, Livingstone), were utilized to communicate messages. As were workshops and community meetings, with mass mobilization used in Ethiopia to practically address removal of invasive species at pilot sites. Also significant engagement with newspapers helped spread the messages more widely, in the form of interviews and written articles. In Zambia, the radio broadcasts were particularly listened to by rural populations, with overall awareness levels raised from 20% to 54% following awareness activities (output 2.5, Annex 3).

150. Civil society as potential stakeholders and partners within the project, was mentioned at design stage as through their having representation within the NSC. This was a weakness in design, as with clear reference to pilot sites and community engagement in pilot site management, the experience and potential of civil society organizations to facilitate and support sustainable community involvement is clear. Leaving this to be sorted out during formation of the NSC did not always lead to civil society's effective representation. The provision for just one representative led to very much a "lone voice" issue within the NSC with regard to involvement of civil society. The ISC was chaired by a representative from the private sector, but had no civil society representation.
151. The project has made great efforts to coordinate across government departments and sectors in all countries, but this has been difficult at times because of the different mandates and legal frameworks the organizations work under. For example in Zambia, while efforts were made to address differences in opinion over suitability of different control methods for *Lantana*, this did not lead to greater agreement, rather agreement to differ. When addressing a common problem, such as *Lantana Camara* infestation in the Mosi-oa-Tunya area, it is crucial that a unified approach is taken otherwise efforts are wasted as untreated areas act as reservoirs for further spread and re-infestation. This was a higher level management issue and linked with the suitable level for apex body location discussed in section 3.3. Another example from Ghana, where there was disagreement with the PPRSD, which has led to the installation of facilities that cannot be used.
152. Coordination with civil society organizations and other donors active in the field of IAS management has been less good. While efforts were made to address differences in opinion over approaches in Ethiopia, this did not lead to improved collaboration, or clear agreement over unified approach to community engagement for IAS control. Such agreement is crucial for the production of clear policy guidelines and to mobilize official support for eradication of *Prosopis* within the context of pastoralists' livelihoods.

Stakeholder participation and public awareness is rated as **moderately satisfactory** (MS).

5.4 Country Ownership and driven-ness

Country ownership and driven-ness varied significantly between countries.

153. In Ghana it was low, as indicated by problems of co-financing by government and focus by sectors on their own areas of involvement in IAS to the detriment of a wider collaboration (Annex 9). The government of Ghana has not been very supportive of project activities and the involvement of communities in pilot site activities. For example, the District Assembly in Dambai (Oti Arm of Volta) was not officially involved in the project and did not respond to an invitation to the MTR. In the Afram Headwaters Forest Reserve Pilot Site the District Chief Executive visited the pilot site only on the World Environment Day which was celebrated on the pilot site to increase the awareness on invasives. Civil Society's greater experience of working with communities could have been utilized to support communities in IAS control and management.
154. In contrast, country ownership in Ethiopia is described by all actors as high. After the initial delay in project start-up, every assistance was provided, including enhanced counter-part funding by government. Indeed the EA seems to have given at times too much importance to the national focus aspect of country ownership, to the detriment of more global objectives of building-up pan-African databases and sharing information with other countries.

155. The government of Ethiopia has been most supportive of involvement of communities in pilot site activities. Greater support and encouragement could have been provided by the project to incorporate civil society experiences of working with communities on IAS control and management.
156. Country ownership in Zambia also appears high, although it was hard to ascertain due to the limited time available to the evaluation team to consult with different stakeholders in Lusaka. It would appear that the project coordination team closely followed the project document and implemented the project very much as designed. Possibly, there was a lack of adaptation to specific country circumstances, as, while the project team was rated very successful during project implementation, continued government engagement with regard to IAS is limited.

Country ownership and driven-ness is rated as **satisfactory (S)**

5.5 Financial Planning and Management

157. The UNEP fund management officers identify the project accounts as having the required clarity, transparency and audit as required by UNEP for GEF funded projects. They also identify planning for expenditure and reporting as occurring in a timely manner and to required formats.
158. Recruitment of staff in Ethiopia was delayed for a year, which impacted on progress with activities and production of outputs. This in turn impacted on release of GEF funding, which affected all country programmes, even those that had been performing well. Indeed this was a characteristic of the project that all felt rather unfair, that all were penalized to a certain extent by late delivery of outputs by others.
159. Contributions by all to savings under the consultants' budget and re-allocation of under-used budgets by CABI helped free up finance to support activities during project extensions.
160. The summary report of project finances in the format required by the TOR has been kindly prepared for the terminal evaluation by CABI and is given in Annex 5. Reporting was required on expenditure by component, but this could not be produced by the UNEP fund management officers as they do not record expenditure by component.
161. Summary reports on expenditures were also requested by component during field visits and are reported in the different country reports (Annexes 7-10). These in-country reports do not completely match with the overall report prepared by CABI (Annex 5). Missing figures make it difficult to pinpoint the cause of discrepancies.
162. Uganda records the highest project expenditure of US\$1,959,580, with some 37% of funds from GEF grant money and 63% from government in kind and cash contributions (Annex 10). Ethiopia records a project expenditure of US\$1,678,734, with some 39% of funds from GEF grant money and 61% from government in cash and kind (Annex 8). Zambia have not been able to provide the figures in the same format, but their terminal report provided figures for the foreign currency contract amount, showing that some 70% of planned expenditure of US\$1,127,215 had been achieved (Annex 7). The Financial records

for Ghana are not clear as the consultant was unable to meet, or discuss with the financial officer and the figures provided were incomplete.

163. These figures provided by in-country teams do not include the salaries for project coordinators and assistants which, while varying between countries, amounted to some US\$210,000 per country, over the life time of the project. There were also international travel costs linked to coordination meetings that were not included in the in-country figures.
164. GEF funding received in-country was on average 65-70% of the US\$ 1,000,000 originally planned³¹. Collaborating agencies reported that more than the budget planned for the four year original project had to be provided by the in-country collaborators, both in-kind and at times in cash, in order to meet the required activities and outputs over the extended five and a half years of the project (except in the case of Ghana, where the government did not provide all the co-financing agreed upon).
165. CABI and IUCN also provided a greater amount of co-financing than originally planned, with CABI's budget of US\$750,000 representing 82% of their actual expenditure³² and IUCN's US\$250,000, 79% of their actual expenditure³³.
166. The first seven month project extension (November 2009 to June 2010) and then a further year project extension (July 2010 to June 2011) put a strain on budgets as these were no-cost extensions, agreed to give time for further uptake of policy guidelines and realization of delayed activities and outputs. In practice, the same outputs were to be achieved over a longer time frame, funded by savings made in earlier years with late start-up in some locations and funds under spent on some components.
167. Strains were also put on the budget by changes in evaluation agreements. At the time of project design, terminal evaluations were financially covered under UNEP's agency fee, but this changed during the life of the project and finance for the terminal evaluation had to be found from within the project.
168. The evaluation picked up a certain degree of tension between in-country programmes and CABI over allocation of budgets. However, in the short time available and in the light of very incomplete figures, the evaluation found that on the whole all actors had worked very hard on the project giving more time and resources than agreed, both at national and international level and that a high level of commitment to the project still remains. Actors in all countries visited are still engaged in writing up findings and in the further publishing and dissemination of findings, as are CABI and IUCN.
169. Additional resources were leveraged from the government in Zambia, but unfortunately the decision was reversed prior to budget release.

Financial planning and management is rated as **moderately satisfactory** (MS)

³¹ Annex Y, Budget in UNEP format, of RBIPMA Project Document, 2005.

³² GEF co-financing report for CABI

³³ GEF co-financing report for IUCN

5.6 *UNEP Supervision and backstopping*

170. The evaluation would have been strengthened by the opportunity for a face-to-face meeting with the Task Manager. The complexity of the project and issues involved made communication by the poor telephone reception available and e-mails insufficient for the communication required.
171. The IA's project implementation reviews drew on the 6-monthly progress reports, quarterly finance reports, review of draft outputs and annual reviews presented at the yearly ISC meetings conducted in Nairobi. On these occasions all national progress and outputs, workplans and budgets were reviewed, including a sharing of lessons and materials between the countries. In addition the Task Manager was in close contact with IPC through e-mail, Skype and telephone and was in contact with NEAs with regard to specific issues, for example, co-funding and procurement problems. The EA dealt with the majority of NEA issues most effectively, but repeated failure to honour co-finance commitments, particularly in Ghana, was an intransigent problem throughout the project.
172. Because of location and funding constraints, the task manager could only visit one country (Zambia, on the occasion of the mid-term review) during the four years of his supervision. His attendance at annual International Steering Committee meetings could have been an opportunity for further exposure, but these were all held in Nairobi, rather than rotating between participating countries, allegedly to save on expenses. The Task manager's location in Bangkok for the last two and half years of the project meant that there were few other opportunities for field visits. The task manager queried CABI on the level of satisfaction in progress (recorded in the PIR) on the basis of results-based approach to project management. CABI's response was that the rating was at times a balance between achievement and efforts made to achieve, when national project programmes faced constraints outside of their control. Both the IA and EA followed-up on the late delivery of some of the outputs from the project, but ultimately were dependent on the national executing agencies delivering. These in turn generally worked very hard on project activities, but were constrained in some cases by funding release and government approval procedures.
173. Continuity of management by UNEP was good, with the same task manager being retained for the last four years of the project, even in the event of relocation from Nairobi to the Bangkok office. It would appear that work loads are high for task managers, with the number and size of projects they are required to manage increasing over the period of this project³⁴. This evaluation suggests that it is important for task managers to be located regionally and have some exposure to the project locations in order to effectively support EAs management and handling of sensitive issues related to provision of co-financing and procurement.
174. Documentation by UNEP is all in order and complete, however the system by which the financial records are kept do not allow extraction of expenditure by component as is required by the TOR for the terminal evaluation.

UNEP supervision and backstopping is rated as **moderately satisfactory** (MS)

³⁴ Discussions with a number of UNEP staff involved in supervision of task managers.

5.7 *Monitoring and Evaluation*

175. Overall rating for monitoring and evaluation is influenced by the significant gaps in design, which contributed to insufficient and poor quality baseline data collection. The monitoring and evaluation plan implementation conducted by the project was most satisfactory, however because the overall rating for M&E is not allowed to be greater than any component rating, overall rating is only **moderately satisfactory** (MS).

5.7.1 **Monitoring and Evaluation Design**

176. A very comprehensive monitoring and evaluation plan was formulated at the time of project design, complete with details of indicators to be monitored, timing of expected outputs by project component and method of data collection³⁵.

177. The indicators clearly follow SMART guidelines, however though specific, measurable, relevant and time bound, do not always meet the attainable/relevant criteria. This seems particularly the case in component 3, where indicators might be attainable and relevant in another context, but due consideration to the differing national contexts was not given. Examples can be found in the reduction in the rate of spread of invasives by 80% in pilot sites (when surrounding areas are still full of potential invasive materials); Establishment of biodiversity indices in pilot sites, when there is no known methodology as yet for establishing these in the project pilot site areas. Similarly, with socio-economic impact of invasives, this was only achieved in very controlled pilot sites, such as those dealing with water hyacinth invasion in irrigation canals. Simple methodologies for measuring the socio-economic impact have yet to be developed. There was also poor collection of data under component four, with regard to original awareness levels, a problem which was repeatedly raised by the task manager.

178. The PDF-B provided an excellent opportunity for establishment of baseline information. Preliminary baseline information was established for most indicators, however on review it was found that a significant amount of the data was subjective, based as they were on community perceptions, rather than any measurable data base³⁶. This problem was related to the difficulty of measuring indicators identified, including increases in biodiversity and measurement of reduced invasion (when the pilot area is surrounded by other contaminated areas). It was also felt that biodiversity recovery would not be evident within the project period. With hindsight it is clear that greater emphasis should have been placed on the compilation of good baseline data, together with clearer identification of key indicators.

179. These constraints led to insufficient baseline data being collected for monitoring impact of pilot initiatives on spread of IAS, biodiversity and socio-economic conditions at the onset of the project. It has also limited assessment on improvements in awareness and knowledge of the threats posed by IAS. This in turn has limited the extent of impact studies possible. Constraints in funding are identified by in-country teams as limiting the undertaking of impact studies, but this view is not shared by all (see paragraph 187).

180. While regular monitoring and reporting activities have been undertaken in most countries diligently, budget constraints and some lack of clarity related to responsibility have also contributed to little activity with regard to impact studies.

³⁵ Annex M of RBIPMA project design document, 2005.

³⁶ PIR 2010

M&E activities were budgeted for and funded from project funds. However, some additional funding has had to be released from funds originally assigned for operational purposes, to fund the terminal evaluation. Costs for the terminal evaluation were, at design stage, to be provided by UNEP, but during the duration of the project funding systems have changed and this funding no longer available.

Rating for monitoring and evaluation design is **moderately satisfactory** (MS)

5.7.2 Monitoring and Evaluation Plan Implementation

181. The project Monitoring and Evaluation system adopted was operational and facilitated timely tracking of results and progress towards project objectives throughout the project implementation.
182. Semi-annual reports and annual Project Implementation Review (PIR) reports were completed in considerable detail to convey the complexity of situations; different situations and organizational environments in the different countries, and different situations and progress associated with different pilot sites. The Project coordinator had difficulty assigning a single score to activities where progress varied widely between countries (as this terminal evaluation is also experiencing difficulties) and frequently assigned separate scores, which was most suitable.
183. The weaknesses in M&E design with regard to baseline data collection were not effectively addressed during the project, despite discussions at national and international levels on the issue. This impacted on the feasibility of conducting studies at the end of the project to assess impact.
184. While a significant amount of work was conducted during the project formulation stages on pilot site selection and background information gathering, this was not in the form specifically designed to form a baseline for measurement of logframe OVIs. With finalization of the logframe, further data collection was required to establish, for example, the current economic cost of different IAS and to estimate current rates of spread for the selected invasive species. Last minute amendments to the logical framework requested by the funder are also considered to have weakened the feasibility of the M&E system³⁷.
185. The information provided by the M & E system was also used during the project to improve project performance and adapt to changing needs where necessary. For example, the recommendations from the mid-term report were included in countries' subsequent workplans, which included a major stakeholder meeting in Nairobi to discuss different approaches to *Prosopis* control.

Rating for monitoring and evaluation plan implementation is **Satisfactory** (S)

³⁷ Input from US GEF council member of Ministry of Home Affairs requested change of a number of indicators in the RBIPMA logframe (Pers. Comm., Task Manager).

5.7.3 Budgeting and funding for Monitoring and Evaluation activities

186. Mechanisms for funding of M&E activities changed during the project lifetime, from inclusion within UNEP Agency fee from GEF (when at 13%), to being expected to be funded from project funds (as agency fee reduced to 10%). The project responded to this change by putting aside \$90,000 for funding of MTR and TE activities.
187. It is not clear to what degree insufficient funds has played a role in contributing to problems in: establishment of effective baselines for pilot site activities; in monitoring of impact of pilot site activities on biodiversity indices; and for the final evaluation. Different opinions are expressed by different stakeholders and the current absence of financial monitoring by component by UNEP, means that it is difficult to track. It would certainly have been beneficial to this evaluation to have been able to meet with the Task Manager and to have the opportunity for face-to-face feedback with team members and the EO office after field visits.

6.0 Complementarities with UNEP strategies and programmes

188. The RBIPMA project's aim to remove barriers to the management of invasive alien plants through effective implementation of CBD Article 8 (h) is in line with UNEP's programme to support implementation of the Convention on Biological Diversity (CBD). It also links with the joint UNEP-GEF programme on development of National Biosafety Frameworks, building in effective control and management of IAS into these frameworks. The project fits clearly within UNEP programme, within the matrix management arrangements, sited at the intersection of the Ecosystems Management Sub-programme and the Division of Environmental Policy Implementation (DEPI). Five further full-sized projects are ongoing that look at the removal of threats, improved management and control of IAS. Two of these are regional (insular Caribbean and Pacific Islands) and follow-on from RBIPMA. Both were designed with input from the RBIPMA Task Manager (now organisational expert on IAS). The Cameroon project has cross linkages via one of the same EAs, IUCN, and the projects in Cuba and Seychelles are managed by UNDP.

6.1 *Linkage to UNEPs expected accomplishments and POW 2010-2011*

189. The RBIPMA project was designed prior to the completion of the UNEP Medium Term Strategy (MTS) 2010-2012 and related Programme of Work (PoW) for the period 2010-2011. Nevertheless, there are complementarities with the expected accomplishments outlined in the Strategy. Specifically, outputs from the RBIPMA project are expected:
190. to address gaps, overlaps and inconsistencies in existing policies, regulations, strategies and institutional arrangements concerning IAS in the four participating countries. Also to provide national and international stakeholders with access to sound data on biodiversity and status of IAS for effective decision making. This corresponds to UNEP's sub-programme of Environmental Governance and, specifically within this thematic area, "that environmental governance at country, regional and global levels is strengthened to address agreed environmental priorities"³⁸.

³⁸ UNEP MTS 2010-2012 www.unep.org/PDF/FinalMTSGCSS-X-8.pdf (p11)

191. to build capacity with regard to knowledge of IAS prevention and control methods and pilot integrated systems at ecosystem level to identify most effective and suitable systems for different stakeholders and ecosystems. This corresponds to UNEP's expected accomplishment (c) under the Ecosystem Management sub-programme; (c) That countries and regions begin to realign their environmental programmes and financing to address degradation of selected priority ecosystem services.
192. The RBIPMA will clearly contribute to UNEP's implementation strategy of "keeping the environment under review through scientifically credible monitoring and reporting", which is identified in the MTS as a foundation on which to build delivery of UNEP's cross-cutting thematic priorities.

6.2 Alignment with the Bali Strategy Plan (BSP)

193. The RBIPMA directly responds to resolutions passed by the 6th and 7th Conference of the Parties (COP) to the Convention on Biological Diversity (CBD), called for the development and implementation of enabling IAS strategies and action plans and for action to address loss of biodiversity in ecosystems where invasion by IAS is a major cause. This fits directly with the first objective of BSP, (a) To strengthen the capacity of Governments of developing countries as well as of countries with economies in transition, at all levels: specifically in relation to point (iii) To comply with international agreements and implement their obligations at the national level.
194. The RBIPMA project also contributes directly to nine of the thirteen cross-cutting thematic issues identified in the Bali Strategic Plan for Technology Support and Capacity Building adopted in December 2004³⁹, namely:
- (i) Strengthening of national and regional environmental or environment-related institutions (government institutions, judiciary, enforcement);
 - (ii) Development of national environmental law;
 - (iii) Strengthening of cooperation with civil society and the private sector (to a limited extent);
 - (iv) Assistance for facilitating compliance with and enforcement of obligations under multilateral environmental agreements and implementation of environmental commitments;
 - (v) Preparation, integration and implementation of environmental aspects of national sustainable development plans;
 - (vi) Development of national research, monitoring and assessment capacity, including training in assessment and early warning;
 - (vii) Support to national and regional institutions in data collection, analysis and monitoring of environmental trends;
 - (viii) Facilitating access to and support for environmentally sound technologies and corresponding know-how;
 - (ix) Education and awareness raising, including networking among universities with programmes of excellence in the field of the environment;
195. UNEP's MTS highlights the impact of BSP as to ensure that capacity-building and technology support run through the implementation of all priority areas and constitute an

³⁹ Bali Strategic Plan for Technology Support and Capacity Building, adopted in December 2004.
www.unep.org/GC/GC23/documents/GC23-6-add-1.pdf

integral part of UNEP programmes of work. RBIPMA had significant components addressing capacity building and for technology support in piloting of IAS prevention and control methods.

6.3 Gender

196. A publication “Mainstreaming gender into prevention and management of invasive species” was produced by the GISP in October 2010 in close association with the Ethiopian RBIPMA team as field work was conducted at the *Prosopis* and *Parthenium* pilot sites in Ethiopia. The publication helps draw out the following points with regard to gender and the RBIPMA project.

197. The project did not include any gender targeted components, outcomes or outputs. The project document included a paragraph that indicates awareness around gender issues:

“Women are involved in all aspects of invasive species from invasion pathways through to the implementation of management and control strategies. Women in Africa are particularly affected by invasive species during land preparation, crop production and the collection of firewood. During the PDF-B phase of the project, it was recognized that women were inadequately represented at all levels. Therefore during the inception phase of the project, country-specific mechanisms involving affirmative action will be established to ensure that women are involved in all aspects of the project including recruitment, representation on committees, training and consultancies”

198. However, this does not seem to have been translated into implementation. For example, a survey on awareness levels in Uganda illustrates the difficulties (Gumisiriza and Beine, 2008). Out of the 535 people interviewed only some 18% were female. The survey was administered by district administrative officers to other field officers in the natural resource management sector, council and church leaders and lead/progressive farmers, many of which categories are dominated by men.

199. Monitoring and evaluation systems associated with RBIPMA were generally gender blind. During the terminal evaluation we requested gender disaggregated data and received it for a few activities.

200. Two of the 32 students that were supported for master’s studies in association with the project in Ethiopia were women (6%). None of the staff employed within the project coordination unit in Ethiopia, or as pilot site coordinators were women. One woman was met in the course of meeting key stakeholders within Ethiopia and organizations associated with the project. One of newly recruited researchers for the IAS support unit (previous MSc student) is a woman (17%).

201. In Ghana, one of the staff employed within the project coordination unit was a woman, while none of the pilot site coordinators were women. 78 out of the total number of 426 people involved in the project were women, representing 18.3% (Annex 9). Two of the four students that undertook MScs under the project were women (50%), a man undertook the one PhD supported.

202. In Zambia all the project-paid work associated with clearance of *Mimosa pigra* in Lochinvar National Park was conducted by men. They had to live in camps during the week, conditions were quite basic, the work heavy, and concerns over “free association”

were raised as reasons for not including women in the arrangements. Talking informally with women and some of the men involved in the village, there was obvious strong resentment among women that they had no opportunity for paid employment from the project. All agreed that with different organization, women could have been offered the opportunity to be involved and in fact they needed more workers as the 500 hectare target was just missed, due to worker fatigue. The work involved 225 people in three locations covering some 470 hectares, with payment of some US\$ 69,860 to labour. Earnings were significant for households, allowing investment in livestock and purchase of household items.

203. Inclusion of gender disaggregation in monitoring and evaluation reporting with regard to key issues of employment, trainings, study and community engagement would help flag low involvement of women within the project during implementation. Involvement of civil society organizations in the process of community engagement and mobilization would bring the necessary expertise required for gender sensitive engagement.

6.4 South-South cooperation

204. There were exchanges of visits during the Project Annual meetings held in the four countries. Project staff also benefited from visits to the various countries to assess the Socio-Economic Impacts of the various selected IAS in the different countries. For example, in:

Ghana: *Broussonetia papyrifera*

Ethiopia: *Prosopis juliflora*, *Eichhornia crassiped* and *Parthenium hysterophorus*

Uganda: *Cympogoon nardus*, *Eichhornia crassiped* and *Senna spectabilis*

Zambia: *Mimosa pigra* and *Lantana camara*

205. Project members also interacted with stakeholders in all the countries visited and at different IAS sites namely in:

Ghana: *Chromolaena odorata*, *Leucaena leucocephala*, *Azadirchta indica*, *Limnocharis flava* and other invasive indigenous aquatic vegetation.

Ethiopia: *Lantana camara*, *Eichhornia crassipes* and *Acacia* spp

Uganda: *Senna spectabilis*, *Broussonetia papyrifera*, *Acacia* spp and *Eichhornia crassipes*

Zambia: *Lantana camara*, *Eichhornia crassipes*

206. Participants from all four countries participated in international fora connected with IAS, biodiversity conservation and phyto-sanitary matters. In 2006 and 2008 representatives from each country attended the CBD COP-8 in Brazil and CBD-9 in Germany. In the same years information and experiences were shared relating to economics of invasive plant species and in 2007, legal and institutional frameworks for management of invasive species during GISP run workshops. Activities of the project were presented in displays by different country representatives at the 9th and 10th International Conference on Ecology and Management of Alien Plant Invasives. Regional meetings were also attended, such as those of SADC (South Africa) and ECOWAS (Western Africa). Following contacts made during a regional meeting in South Africa, an official delegation from Tanzania visited the project in Ethiopia to learn more about the approach taken to IAS management.

207. All of the NPC's and ANPC' s undertook a trip to South Africa to learn more about IAS management, especially bio-control, which included extensive field visits throughout the

country. The agents released in Zambia and Ghana were also sourced from South Africa at no cost to the project.

208. The planned sharing of national information with regional and global databases and websites has yet to occur, hampered by quality control issues and the capacity and robustness of the web-sites developed.

7.0 Conclusions and Recommendations

7.1 Conclusions

209. The full-sized GEF project “Removing Barriers to Invasive Plant Management in Africa” RBIPMA, sought to address the problem of spread of IAS, which is proving second only to habitat destruction, in threatening biodiversity conservation.
210. The project focus and design were highly relevant and consistent with sub-regional environmental issues, UNEP mandate and policies and GEF strategic priorities, focal areas and operational programme.
211. The RBIPMA was originally conceived as phase one of a longer-term programme, starting with the creation of more enabling policy and institutional environments for IAS monitoring and management. Project components in support of capacity building within organizations, and training and awareness raising at all levels, were also aspects of the programme for early implementation. The pilot initiatives involving the implementation of different management strategies for control of IAS were longer-term initiatives, requiring time for testing, feedback from stakeholders and development of supporting financial and organizational arrangements for longer-term sustainability. Consequently, whereas components one, two and four have shown considerable progress during the life-span of the project, component three, the implementation of IAS control and prevention programmes is still at an early stage. It is this aspect of the project, as originally conceived as a longer, phased programme, that has been most impacted by its single project status.
212. Effectiveness of the project varied significantly between countries and pilot sites, which presented difficulties in assigning a single representative rating. Timing of the evaluation, some 9 months after project completion and a year and nine months after the end of the majority of project activities in three of the four countries, accentuated differences in the impression given of impact between different countries.
213. The likelihood of sustainability of project outcomes also varied significantly between countries, the partners involved in pilot site activities and between different outcomes. Where there are direct current and future economic costs to a single, high return business associated with the presence of IAS, sustainability of control and prevention measures seem assured, for example, as in the control of water hyacinth in the irrigation system of a sugar factory in Ethiopia and in the Oti arm of Lake Volta in Ghana.
214. Where economic costs of IAS infestation are shared by a number of businesses/stakeholders, this can help leverage political and donor interest and pressure for eradication and control. For example, in the control of *Prosopis* infesting pastoralists land

in Ethiopia (some 700,000 hectares estimated as infested in Afar Region alone⁴⁰); and *Mimosa pigra* in National Park areas in Zambia, where tourism revenues and the livelihoods of fishermen and pastoralists are severely affected. While external financial support can be effectively leveraged to start interventions, methods of cost recovery and improved productivity from the areas are crucial for long-term sustainability of control.

215. Onward progress toward impact will be dependent on the results from RBIPMA being made available to decision makers and being seen as credible and sufficiently compelling to influence policy and investment with regard to IAS monitoring and control. At present this is being hampered by the limited capacity of three of the four IAS web sites and slow progress with establishment of apex coordinating bodies for IAS issues, which means outputs are not readily accessible. There is a danger that information will become outdated before available and consequently no longer relevant.
216. As a result of the review of outcomes to impacts (ROtI), which looked at how likely project outcomes would lead to attaining the overall development goal of conserving globally significant ecosystems, species and genetic diversity, the project's overall likelihood of impact achievement, is found to be **Moderately Likely (ML)**.
217. The overall rating for this project based on the evaluation findings is Moderately Satisfactory and a breakdown of how different components of the project contributed to this rating is given in the table in the section below:

Summary of Assessment

218. The RBIPMA project was a well-designed project, most relevant to regional issues and concerns with regard to invasive plant species. Originally planned as phase one of a two-phase, 8-10 year project, it became very ambitious when implemented as a four, later extended to a five and a half year project. While achievement of project outputs and activities was generally satisfactory, sustainability of activities was low due to shortage of alternative financing and development of cost effective methods of control and cost-recovery mechanisms still being at an early stage. Outcomes from the project show good potential for effectively addressing IAS issues. However, further support would appear necessary in some countries (particularly Ghana and Zambia) to take forward activities to a stage at which they are effectively embedded within government systems. Establishment of a coordinating Apex body with adequate jurisdiction and political leverage over relevant line ministries is identified by the evaluation as important for effectively taking forward IAS issues at a national level.

Criterion	Summary Assessment	Rating
A. Attainment of project objectives and results	See section 2.0	MS@
1. Effectiveness	See section 2.1.3	MS
2. Relevance	See section 2.1.2	HS
3. Efficiency	See section 2.1.4	S
B. Sustainability of project outcomes	See section 3.0	MU*
1. Financial	See section 3.2	MU
2. Socio-political	See section 3.1.	MS
3. Institutional framework	See section 3.3	MS

⁴⁰ Experiences in Prosopis Management: Case study of Afar Region , Farm Africa, September 2008.

Criterion	Summary Assessment	Rating
4. Environmental	See section 3.4	MS
C. Catalytic role	See section 4.0	MS
D. Stakeholders involvement	See section 5.3	MS
E. Country ownership / driven-ness	See section 5.4	S
F. Achievement of outputs and activities	See section 2.1	S
G. Preparation and readiness	See section 5.1	MS
H. Implementation approach	See section 5.2	MS
I. Financial planning and management	See section 5.5	MS
J. Monitoring and Evaluation	See section 5.7	MS*
1. M&E Design	See section 5.7.1	MS
2. M&E Plan Implementation	See section 5.7.2	S
3. Budgeting and funding for M&E activities	See section 5.7.3	MS
K. UNEP Supervision and backstopping	See section 5.6	MS

@ Rating prescribed by direction that overall rating cannot be greater than lowest of relevance and effectiveness.

* Rating prescribed by direction that no overall rating can be greater than the lowest component rating.

Six-point scale rating as follows: Highly Satisfactory (HS); Satisfactory (S); Moderately Satisfactory (MS); Moderately Unsatisfactory (MU); Unsatisfactory (U); Highly Unsatisfactory (HU). Sustainability is rated from Highly Likely (HL) down to Highly Unlikely (HU).

7.2 Lessons Learned

219. Projects that include multiple, inter-dependent components as was the case in RBIPMA, require longer than a single project duration of 4 to 5 years. Some components, such as the creation of an enabling policy and institutional environment, support for capacity building within organizations, and training and awareness raising at all levels can be completed within a single project cycle. However, piloting of implementation approaches takes longer and as this is a critical component for national collaborators, needs to be included from the start. Good design needs to be complemented with sufficient time for effective implementation and sufficient funding.
220. The development of effective cost-recovery mechanisms is a crucial aspect with regard to achievement of long-term sustainability of monitoring and control of IAS. While the project produced theoretical reports on potential mechanisms, mechanisms most suited to local conditions were not identified, nor were any selected for piloting during the project lifetime. Greater priority needs to be given to cost recovery and testing of different mechanisms in pilot projects.
221. Engagement with communities at pilot sites is a skilled process and can benefit from collaboration with civil society organizations already present in the area, or with relevant experience. This should be built into project design, where community involvement is planned and not left for sorting out through the NSC, as was the case with the RBIPMA project.
222. Multisectoral approaches can enhance project effectiveness and sustainability, but projects which cut across several ministries need to include mechanisms for addressing issues of

jurisdiction and differences in opinion with regard to suitability of different control measures. The National Steering Committees played an important role in facilitating discussions and information sharing, however the seniority of those attending was not sufficient on some occasions to address areas of divergence. The Apex bodies, located as they were within the agricultural or environmental sectors, provided an excellent job of coordination during the project life-time. However, some of these were not at the necessary level, or not officially mandated to deal with emerging inter-ministerial differences in approach and priorities.

223. Regional projects, while offering opportunities for working together, should offer partner countries greater autonomy in implementation, to ensure that lack of performance by one country does not affect the others. For example, late achievement of activities and outcomes by one country should not lead to late disbursement of funds and consequently delay to activities for all other partners.
224. A major issue for several collaborating countries was the difficulty in fulfilling their cash contribution pledges, which led to delays and in some circumstances cancellation of project activities. This was particularly the case for Ghana, where only 17% of the cash contribution pledge was realized, even after extensive deliberations with government by the project management team including UNEP. The design of projects could be more flexible to allow greater flexibility in accepting contributions in kind (when they experience intractable problems with cash contributions), where these would enable taking forward activities.
225. The project by engaging in policy strengthening, capacity development, information exchange and implementation of control programmes, was successful in raising the profile of IAS issues, at community, general public and professional levels. In all collaborating countries previously local issues were given a national and indeed global importance, encouraging stakeholder involvement and commitment.
226. The project has also made a significant contribution, through engagement with the education sector, to the integration of IAS issues into learning institution curricula. Support to MSc studies, with participants largely drawn from collaborating institutions, has enabled increased research on IAS issues and with students returning to their home organisations, a cadre of keen IAS advocates within key organisations.
227. The project generally had a low engagement with women as staff, for training and in some instances in engagement with communities. Inclusion of gender desegregation in monitoring and evaluation reporting would have helped flag low involvement during implementation and provided the opportunity to address the issue. Involvement of civil society organization in the process of community engagement and mobilization could have brought the necessary expertise required for gender sensitive engagement.
228. The absence of a terminal report for the project and the continued delay of the “coffee table book” meant to replace it, made it difficult for the evaluation to get an early overview of the project. This impacted on the quality of evaluation possible in the time available.
229. Provision needs to be made for the effective involvement of all stakeholders in programme management. This requires adequate representation from the different non-state actors within the National Steering Committee (NSC). Adequate representation is not produced

by the presence of one member, but a balanced number of representatives, that can put forward the concerns and priorities of the different sectors involved. Within RBIPMA representation was rather unbalanced, with one representative from NGOs, while on the government side there were representatives present from each of the stakeholder Departments⁴¹. A single representative from the NGO sector, with no colleagues from the same, or CBO sectors, led to very much a “lone voice” issue within the NSC with regard to involvement of civil society. Balanced representation of stakeholders should be ensured within the PSC at both the NSC and ISC levels (in the case of RBIPMA a minimum of two representatives were needed from the private sector and civil society sectors).

230. Indicative findings from the RBIPMA pilot projects show that mechanical and chemical control measures can be effective for immediate control and clearance of invasive plant species, but that these methods are expensive when large areas are involved (over 700 hectares of pastureland invaded by *Prosopis juliflora* in Afar Region of Ethiopia⁴²), or repeated treatments required for on-going control (the lake littoral area by *Mimosa pigra* in Lochinvar National Park in Zambia). Biological control measures, though resource intensive initially, if successfully introduced, can be a more cost-effective and sustainable method of control for the long-term. Consequently, biological control systems need to be introduced alongside chemical and manual systems to improve cost-effectiveness and long-term sustainability of control measures⁴³. The idea of introduction of biological control systems need to be introduced at an early stage and concerns and constraints addressed in order that these be introduced alongside chemical and manual systems to improve cost-effectiveness and long-term sustainability through creation of a cadre of keen IAS advocates within key organisations.
231. The project demonstrated that engagement with the education sector could be successful in raising awareness at graduate and post-graduate levels, through involvement of students in research associated with the project and incorporation of issues in teaching curricula. This was possible because institutions of tertiary education had the remit to independently make curriculum adjustments. The project was also active in seeking to raise awareness of IAS issues among secondary education students and was successful in doing so in contact with individual schools and in providing guidelines for additions to the curriculum. Implementation is reliant on incorporation of materials within text books and this may have to await scheduled re-printing timetables. With relatively new issues such as invasive plant species, which require raising of political and public awareness, as well as further in country research and analysis, it is important for projects to work with the education sector.

D Recommendations

The final evaluation makes the following recommendations for consideration in future project development and management.

⁴¹ Composition varied between countries

⁴² Experiences in *Prosopis* Management: Case study of Afar Region , Farm Africa, September 2008

⁴³ This finding is supported by experiences of control of water hyacinth on Lake Volta,

232. The terminal evaluation was unable to look in detail at expenditure by component, as required in TOR, because this data is not currently collected by the UNEP financial monitoring system.
233. **Recommendation 1:** UNEP should harmonize the ways in which project expenditures are monitored by agreeing that Fund Management Officers (FMOs) monitor project expenditures by component, also to comply with the reporting requirements in standard terminal evaluation TOR. This change would allow for better reconciliation of project accounts for assessment at the time of terminal evaluation.
234. The source of funding for M&E activities changed over the project lifetime, which led to adjustments having to be made in budgets.
235. **Recommendation 2:** Funding for M&E activities to be ring-fenced at design stage, to ensure that adequate resources are available throughout the life of the project. This funding should be set aside as soon as project funding has been obtained and cannot be used for any other purpose unless approved by the UNEP Quality Assurance Section (for the monitoring budget) or the Evaluation Office (for the evaluation budget). This should be made very clear in the project design document (to be verified by the Project Review Committee as part of the quality assurance of project design) and also mentioned as a general rule in the UNEP Programme Manual.

Annex 1 Evaluation TORs

Objective and Scope of the Evaluation

In line with the UNEP Evaluation Policy⁴⁴, the UNEP Evaluation Manual⁴⁵ and the Guidelines for GEF Agencies in Conducting Terminal Evaluations⁴⁶, the terminal evaluation of the Project “Removing Barriers to Invasive Plant Management in Africa” (RBIPMA) is undertaken at the end of the project to assess project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The evaluation has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote learning, feedback, and knowledge sharing through results and lessons learned among UNEP, governments, international and national executing agencies, the GEF and their partners. Therefore, the evaluation will identify lessons of operational relevance for future project formulation and implementation. It will focus on the following sets of **key questions**, based on the project’s intended outcomes, which may be expanded by the consultants as deemed appropriate:

Overall, how successful was the project in removing barriers to the management of IAS in the four countries?

To what extent the project strengthened the policy and institutional environment for cross-sectoral prevention and management of IAS? Was it successful in establishing an invasive species strategy and action plan, IAS policy guidelines and IAS apex body and cost recovery mechanisms for IAS management?

Has the project provided the appropriate information on risks, impacts and management of IAS to key stakeholders in IAS management and raised their awareness levels?

To what extent the project’s country interventions were able to implement strategies for the prevention, control and management of priority IAS? Were number of invasive species in the area and their abundance reduced?

How effective was to project in building capacity of existing staff and of students in multisectoral prevention and management of IAS?

Has the project set up an efficient and effective project management and coordination unit and system?

To what extent was the project successful in developing a multisectoral approach to IAS management involving agricultural and environmental sectors?

Has the project achieved a high replication value?

Overall Approach and Methods

The terminal evaluation of the Project “Removing Barriers to Invasive Plant Management in Africa” (RBIPMA) will be conducted by two independent consultants under the overall responsibility and management of the UNEP Evaluation Office (Nairobi), in consultation with the UNEP GEF Coordination Office (Nairobi).

⁴⁴ <http://www.unep.org/eou/StandardsPolicyandPractices/UNEPEvaluationPolicy/tabid/3050/language/en-US/Default.aspx>

⁴⁵ <http://www.unep.org/eou/StandardsPolicyandPractices/UNEPEvaluationManual/tabid/2314/language/en-US/Default.aspx>

⁴⁶ http://www.thegef.org/gef/sites/thegef.org/files/documents/TE_guidelines7-31.pdf

It will be an in-depth evaluation using a participatory approach whereby key stakeholders are kept informed and consulted throughout the evaluation process. Both quantitative and qualitative evaluation methods will be used to determine project achievements against the expected outputs, outcomes and impacts.

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

A **desk review** of project documents⁴⁷ including, but not limited to:

- Relevant background documentation, inter alia UNEP and GEF policies, strategies and programmes pertaining to biodiversity conservation and invasive species management;
- Project design documents; Annual Work Plans and Budgets or equivalent, revisions to the logical framework and project financing;
- Project reports such as progress and financial reports from countries to the EA and from the EA to UNEP; Steering Committee meeting minutes; annual Project Implementation Reviews and relevant correspondence;
- The Mid-term review report;
- Documentation related to project outputs such as: communication strategies, IAS Databases and Websites, learning institution curricula, final report (if ready by when the evaluation will start).

Interviews⁴⁸ with:

- Project management and execution support (CABI, IUCN Nairobi);
- UNEP Task Manager (Bangkok) and Fund Management Officer (Nairobi);
- Country lead execution partners and other relevant partners;
- Relevant staff of GEF Secretariat;
- Representatives of other relevant organisations;
- Local communities.

Country visits. The evaluation team will visit Nairobi to hold talks with the IEAs and to Ethiopia, Ghana and Zambia, including pilot sites, for practical control operations on existing invasive species and meeting with representatives of national executive agencies and local communities.

Key Evaluation principles

Evaluation findings and judgements should be based on **sound evidence and analysis**, clearly documented in the evaluation report. Information will be triangulated (i.e. verified from different sources) to the extent possible, and when verification was not possible, the single source will be mentioned⁴⁹. Analysis leading to evaluative judgements should always be clearly spelled out.

The evaluation will assess the project with respect to a **minimum set of evaluation criteria** grouped in four categories: (1) Attainment of objectives and planned results, which comprises the assessment of outputs achieved, relevance, effectiveness and efficiency and the review of outcomes towards impacts; (2) Sustainability and catalytic role, which focuses on financial, socio-political, institutional and ecological factors conditioning sustainability of project outcomes, and also assesses efforts and achievements in terms of replication and up-scaling of project lessons and good practices; (3) Processes affecting attainment of project results, which covers project preparation and readiness, implementation approach and management, stakeholder participation and public awareness, country ownership/drivenness, project finance, UNEP supervision and backstopping, and project monitoring and evaluation

⁴⁷ Documents to be provided by the UNEP and UNDP are listed in Annex 7.

⁴⁸ Face-to-face or through any other appropriate means of communication

⁴⁹ Individuals should not be mentioned by name if anonymity needs to be preserved.

systems; and (4) Complementarity with the UNEP strategies and programmes. The lead consultant can propose other evaluation criteria as deemed appropriate.

Ratings. All evaluation criteria will be rated on a six-point scale. However, complementarity of the project with the UNEP strategies and programmes is not rated. Annex 3 provides detailed guidance on how the different criteria should be rated and how ratings should be aggregated for the different evaluation criterion categories.

In attempting to attribute any outcomes and impacts to the project, the evaluators should consider the difference between **what has happened with** and **what would have happened without** the project. This implies that there should be consideration of the baseline conditions and trends in relation to the intended project outcomes and impacts. This also means that there should be plausible evidence to attribute such outcomes and impacts to the actions of the project. Sometimes, adequate information on baseline conditions and trends is lacking. In such cases this should be clearly highlighted by the evaluators, along with any simplifying assumptions that were taken to enable the evaluator to make informed judgements about project performance.

As this is a terminal evaluation, particular attention should be given to learning from the experience. Therefore, the **“why?” question** should be at front of the consultants’ minds all through the evaluation exercise. This means that the consultants needs to go beyond the assessment of “what” the project performance was, and make a serious effort to provide a deeper understanding of “why” the performance was as it was, i.e. of processes affecting attainment of project results (criteria under category 3). This should provide the basis for the lessons that can be drawn from the project. In fact, the usefulness of the evaluation will be determined to a large extent by the capacity of the consultants to explain “why things happened” as they happened and are likely to evolve in this or that direction, which goes well beyond the mere assessment of “where things stand” today.

Evaluation criteria:

Attainment of Objectives and Planned Results

The evaluation should assess the relevance of the project’s objectives and the extent to which these were effectively and efficiently achieved or are expected to be achieved.

Achievement of Outputs and Activities: Assess, for each component, the project’s success in producing the programmed outputs as presented in Table A1.1 (Annex 1), both in quantity and quality, as well as their usefulness and timeliness. Briefly explain the degree of success of the project in achieving its different outputs, cross-referencing as needed to more detailed explanations provided under Section 3 (which covers the processes affecting attainment of project objectives). The achievements under the regional and national demonstration projects will receive particular attention.

Relevance: Assess, in retrospect, whether the project’s objectives and implementation strategies were consistent with: i) Sub-regional environmental issues and needs; ii) the UNEP mandate and policies at the time of design and implementation; and iii) the relevant GEF focal areas, strategic priorities and operational programme(s).

Effectiveness: Assess to what extent the project has achieved its main objective **to reduce and removing barriers to the management of IAS through effective implementation of CDB Article 8 (h) in four countries in Africa using a multisectoral ecosystem approach** and its component objectives as presented in Table 2 above. To measure achievement, use as much as appropriate the indicators for achievement proposed in the Logical Framework Matrix (Logframe) of the project, adding other relevant indicators as appropriate. Briefly explain what factors affected the project’s success in achieving its objectives, cross-referencing as needed to more detailed explanations provided under Section 3.

Efficiency: Assess the cost-effectiveness and timeliness of project execution. Describe any cost- or time-saving measures put in place in attempting to bring the project to a successful conclusion within its programmed budget and (extended) time. Analyse how delays, if any, have affected project execution, costs and effectiveness. Wherever possible, compare the cost and time over results ratios of the project with that of other similar projects. Give special attention to efforts by the project teams to make use of / build upon pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects etc. to increase project efficiency.

Review of Outcomes to Impacts (ROtI): Reconstruct the logical pathways from project outputs over achieved objectives towards impacts, taking into account performance and impact drivers, assumptions and the roles and capacities of key actors and stakeholders, using the methodology presented in the GEF Evaluation Office's ROtI Practitioner's Handbook⁵⁰ (summarized in Annex 8 of the TORs). Assess to what extent the project has to date contributed, and is likely in the future to further contribute to changes in stakeholder behaviour as regards to: i) the strengthening of the enabling policy and institutional environment for cross-sectoral prevention and management of IAS; ii) awareness and information on risks, iii) prevention and management of priority invasive alien species, and the likelihood of those leading to changes in the natural resource base and benefits derived from the environment regarding: the conservation of globally significant eco-systems, species and genetic diversity.

Sustainability and catalytic role

Sustainability is understood as the probability of continued long-term project-derived results and impacts after the external project funding and assistance ends. The evaluation will identify and assess the key conditions or factors that are likely to undermine or contribute to the persistence of benefits. Some of these factors might be direct results of the project while others will include contextual circumstances or developments that are not under control of the project but that may condition sustainability of benefits. The evaluation should ascertain to what extent follow-up work has been initiated and how project results will be sustained and enhanced over time. Application of the ROtI method will assist in the evaluation of sustainability.

Four aspects of sustainability will be addressed:

Socio-political sustainability. Are there any social or political factors that may influence positively or negatively the sustenance of project results and progress towards impacts? Is the level of ownership by the main national and regional stakeholders sufficient to allow for the project results to be sustained? Are there sufficient government and stakeholder awareness, interests, commitment and incentives to execute, enforce and pursue the programmes, plans, agreements, monitoring systems etc. prepared and agreed upon under the project?

Financial resources. To what extent are the continuation of project results and the eventual impact of the project dependent on continued financial support? What is the likelihood that adequate financial resources⁵¹ will be or will become available to implement the programmes, plans, agreements, monitoring systems etc. prepared and agreed upon under the project? Are there any financial risks that may jeopardize sustenance of project results and onward progress towards impact?

⁵⁰ http://www.thegef.org/gef/sites/thegef.org/files/documents/Impact_Eval-Review_of_Outcomes_to_Impacts-RotI_handbook.pdf

⁵¹ Those resources can be from multiple sources, such as the public and private sectors, income generating activities, other development projects etc.

Institutional framework. To what extent is the sustenance of the results and onward progress towards impact dependent on issues relating to institutional frameworks and governance? How robust are the institutional achievements such as governance structures and processes, policies, sub-regional agreements, legal and accountability frameworks etc. required to sustaining project results and to lead those to impact on human behaviour and environmental resources?

Environmental sustainability. Are there any environmental factors, positive or negative, that can influence the future flow of project benefits? Are there any project outputs or higher level results that are likely to affect the environment, which, in turn, might affect sustainability of project benefits?

Catalytic Role and Replication. The *catalytic role* of GEF-funded interventions is embodied in their approach of supporting the creation of an enabling environment and of investing in pilot activities which are innovative and showing how new approaches can work. UNEP and the GEF also aim to support activities that upscale new approaches to a national, regional or global level, with a view to achieve sustainable global environmental benefits. The evaluation will assess the catalytic role played by this project, namely to what extent the project has:

catalyzed behavioural changes in terms of use and application by the relevant stakeholders of: i) technologies and approaches show-cased by the demonstration projects; ii) strategic programmes and plans developed; and iii) assessment, monitoring and management systems established at a national and sub-regional level;

provided *incentives* (social, economic, market based, competencies etc.) to contribute to catalyzing changes in stakeholder behaviour;

contributed to *institutional changes*. An important aspect of the catalytic role of the project is its contribution to institutional uptake or mainstreaming of project-piloted approaches in the regional and national demonstration projects;

contributed to *policy changes* (on paper and in implementation of policy);

contributed to sustained follow-on financing (*catalytic financing*) from Governments, the GEF or other donors;

created opportunities for particular individuals or institutions ("*champions*") to catalyze change (without which the project would not have achieved all of its results).

Replication, in the context of GEF projects, is defined as lessons and experiences coming out of the project that are replicated (experiences are repeated and lessons applied in different geographic areas) or scaled up (experiences are repeated and lessons applied in the same geographic area but on a much larger scale and funded by other sources). The evaluation will assess the approach adopted by the project to promote replication effects and evaluate to what extent actual replication has already occurred or is likely to occur in the near future. What are the factors that may influence replication and scaling up of project experiences and lessons?

Processes affecting attainment of project results

Preparation and Readiness. Were the project's objectives and components clear, practicable and feasible within its timeframe? Were the capacities of executing agencies properly considered when the project was designed? Was the project document clear and realistic to enable effective and efficient implementation? Were the partnership arrangements properly identified and the roles and responsibilities negotiated prior to project implementation? Were counterpart resources (funding, staff, and facilities) and enabling legislation assured? Were adequate project management arrangements in place? Were lessons from other relevant projects properly incorporated in the project design? Were lessons learned and recommendations from Steering Committee meetings adequately integrated in the project approach?

What factors influenced the quality-at-entry of the project design, choice of partners, allocation of financial resources etc.?

Implementation Approach and Adaptive Management. This includes an analysis of approaches used by the project, its management framework, the project's adaptation to changing conditions (adaptive management), the performance of the implementation arrangements and partnerships, relevance of changes in project design, and overall performance of project management. The evaluation will:

Ascertain to what extent the project implementation mechanisms outlined in the project document have been followed and were effective in delivering project outputs and outcomes. Were pertinent adaptations made to the approaches originally proposed?

Assess the role and performance of the units and committees established and the project execution arrangements at all levels;

Evaluate the effectiveness and efficiency of project management by the EA and how well the management was able to adapt to changes during the life of the project;

Assess the extent to which project management responded to direction and guidance provided by the Steering Committee and IA supervision recommendations;

Identify administrative, operational and/or technical problems and constraints that influenced the effective implementation of the project, and how the project partners tried to overcome these problems;

Assess the extent to which MTE recommendations were followed in a timely manner.

Stakeholder⁵² Participation and Public Awareness. The term stakeholder should be considered in the broadest sense, encompassing project partners, government institutions, private interest groups, local communities etc. The assessment will look at three related and often overlapping processes: (1) information dissemination between stakeholders, (2) consultation between stakeholders, and (3) active engagement of stakeholders in project decision making and activities. The evaluation will specifically assess:

the approach(es) used to identify and engage stakeholders in project design and implementation. What were the strengths and weaknesses of these approaches with respect to the project's objectives and the stakeholders' motivations and capacities? What was the achieved degree and effectiveness of collaboration and interactions between the various project partners and stakeholders during the course of implementation of the project?

the degree and effectiveness of any public awareness activities that were undertaken during the course of implementation of the project; or that are built into the assessment methods so that public awareness can be raised at the time the assessments will be conducted;

how the results of the project (strategic programmes and plans, monitoring and management systems, sub-regional agreements etc.) engaged key stakeholders the management of IAS.

The ROTI analysis should assist the consultants in identifying the key stakeholders and their respective roles, capabilities and motivations in each step of the causal pathway from activities to achievement of outputs and objectives to impact.

⁵² Stakeholders are the individuals, groups, institutions, or other bodies that have an interest or stake in the outcome of the project. The term also applies to those potentially adversely affected by the project.

Country Ownership and Driven-ness. The evaluation will assess the performance of the Governments of the countries involved in the project, namely:

in how the Governments have assumed responsibility for the project and provided adequate support to project execution, including the degree of cooperation received from the various contact institutions in the countries involved in the project and the timeliness of provision of counter-part funding to project activities;

to what extent the political and institutional framework of the participating countries has been conducive to project performance. Look, in particular, at the extent of the political commitment to enforce (sub-) regional agreements promoted under the project;

to what extent the Governments have promoted the participation of communities and their non-governmental organisations in the project; and

how responsive the Governments were to CABI coordination and guidance, to UNEP supervision and Mid-Term review recommendations.

Financial Planning and Management. Evaluation of financial planning requires assessment of the quality and effectiveness of financial planning and control of financial resources throughout the project's lifetime. The assessment will look at actual project costs by activities compared to budget (variances), financial management (including disbursement issues), and co-financing. The evaluation will:

Verify the application of proper standards (clarity, transparency, audit etc.) and timeliness of financial planning, management and reporting to ensure that sufficient and timely financial resources were available to the project and its partners;

Assess other administrative processes such as recruitment of staff, procurement of goods and services (including consultants), preparation and negotiation of cooperation agreements etc. to the extent that these might have influenced project performance;

Present to what extent co-financing has materialized as expected at project approval (see Table 1). Report country co-financing to the project overall, and to support project activities at the national level in particular. The evaluation will provide a breakdown of final actual costs and co-financing for the different project components (see tables in Annex 4).

Describe the resources the project has leveraged since inception and indicate how these resources are contributing to the project's ultimate objective. Leveraged resources are additional resources—beyond those committed to the project itself at the time of approval—that are mobilized later as a direct result of the project. Leveraged resources can be financial or in-kind and they may be from other donors, NGO's, foundations, governments, communities or the private sector.

Analyse the effects on project performance of any irregularities in procurement, use of financial resources and human resource management, and the measures taken by the EA or IA to prevent such irregularities in the future. Assess whether the measures taken were adequate.

UNEP Supervision and Backstopping. The purpose of supervision is to verify the quality and timeliness of project execution in terms of finances, administration and achievement of outputs and outcomes, in order to identify and recommend ways to deal with problems which arise during project execution. Such problems may be related to project management but may also involve technical/institutional substantive issues in which UNEP has a major contribution to make. The evaluators should assess the effectiveness of supervision and administrative and financial support provided by UNEP including:

The adequacy of project supervision plans, inputs and processes;

The emphasis given to outcome monitoring (results-based project management);

The realism and candour of project reporting and ratings (i.e. are PIR ratings an accurate reflection of the project realities and risks);

The quality of documentation of project supervision activities; and

Financial, administrative and other fiduciary aspects of project implementation supervision.

Monitoring and Evaluation. The evaluation will include an assessment of the quality, application and effectiveness of project monitoring and evaluation plans and tools, including an assessment of risk management based on the assumptions and risks identified in the project document. The evaluation will assess how information generated by the M&E system during project implementation was used to adapt and improve project execution, achievement of outcomes and ensuring sustainability. M&E is assessed on three levels:

M&E Design. Projects should have sound M&E plans to monitor results and track progress towards achieving project objectives. An M&E plan should include a baseline (including data, methodology, etc.), SMART indicators and data analysis systems, and evaluation studies at specific times to assess results. The time frame for various M&E activities and standards for outputs should have been specified. The evaluators should use the following questions to help assess the M&E design aspects:

- Quality of the project logframe as a planning and monitoring instrument; analyse/compare logframe in Project Document, revised logframe if any and logframe used in Project Implementation Review reports to report progress towards achieving project objectives;
- SMART-ness of indicators: Are there specific indicators in the logframe for each of the project objectives? Are the indicators measurable, attainable (realistic) and relevant to the objectives? Are the indicators time-bound?
- Adequacy of baseline information: To what extent has baseline information on performance indicators been collected and presented in a clear manner? Was the methodology for the baseline data collection explicit and reliable?
- Arrangements for monitoring: Have the responsibilities for M&E activities been clearly defined? Were the data sources and data collection instruments appropriate? Was the frequency of various monitoring activities specified and adequate? In how far were project users involved in monitoring?
- Arrangements for evaluation: Have specific targets been specified for project outputs? Has the desired level of achievement been specified for all indicators of objectives and outcomes? Were there adequate provisions in the legal instruments binding project partners to fully collaborate in evaluations?
- Budgeting and funding for M&E activities: Determine whether support for M&E was budgeted adequately and was funded in a timely fashion during implementation.

M&E Plan Implementation. The evaluation will verify that:

- the M&E system was operational and facilitated timely tracking of results and progress towards projects objectives throughout the project implementation period;
- annual project reports and Progress Implementation Review (PIR) reports were complete, accurate and with well justified ratings;
- the information provided by the M&E system was used during the project to improve project performance and to adapt to changing needs;

- projects had an M&E system in place with proper training, instruments and resources for parties responsible for M&E.

Complementarities with UNEP strategies and programmes

UNEP aims to undertake GEF funded projects that are aligned with its own strategies. The evaluation should present a brief narrative on the following issues:

Linkage to UNEP's Expected Accomplishments and POW 2010-2011. The UNEP MTS specifies desired results in six thematic focal areas. The desired results are termed Expected Accomplishments. Using the completed ROTI analysis, the evaluation should comment on whether the project makes a tangible contribution to any of the Expected Accomplishments specified in the UNEP MTS. The magnitude and extent of any contributions and the causal linkages should be fully described. Whilst it is recognised that UNEP GEF projects designed prior to the production of the UNEP Medium Term Strategy (MTS)⁵³/ Programme of Work (POW) 2010/11 would not necessarily be aligned with the Expected Accomplishments articulated in those documents, complementarities may still exist.

*Alignment with the Bali Strategic Plan (BSP)*⁵⁴. The outcomes and achievements of the project should be briefly discussed in relation to the objectives of the UNEP BSP.

Gender. Ascertain to what extent project design, implementation and monitoring have taken into consideration: (i) possible gender inequalities in access to and the control over natural resources; (ii) specific vulnerabilities of women and children to environmental degradation or disasters; and (iii) the role of women in mitigating or adapting to environmental changes and engaging in environmental protection and rehabilitation. Assess whether the intervention is likely to have any lasting differential impacts on gender equality and the relationship between women and the environment. To what extent do unresolved gender inequalities affect sustainability of project benefits?

South-South Cooperation. This is regarded as the exchange of resources, technology, and knowledge between developing countries. Briefly describe any aspects of the project that could be considered as examples of South-South Cooperation.

The Consultants' Team

For this evaluation, a team of two independent consultants will be hired, preferably of mixed gender, at least one of which is from the project sub-region. The Team Leader will have the following expertise and experience (at least ten years long) in:

Evaluation of environmental projects, preferably GEF funded projects,

Agriculture,

Natural Resources Management, in particular biodiversity conservation,

Coupled by education in botany and/or agriculture (at least at M.Sc level).

The Supporting Consultant will have the following expertise and experience (at least ten years long) in agriculture coupled by education in agriculture related studies at least at M.Sc. level).

The **Team Leader** will be responsible for coordinating the data collection and analysis phase of the evaluation, and preparing the inception report and the main report. (S)He will ensure that all evaluation

⁵³ <http://www.unep.org/PDF/FinalMTSGCSS-X-8.pdf>

⁵⁴ <http://www.unep.org/GC/GC23/documents/GC23-6-add-1.pdf>

criteria are adequately covered by the team. **Annex 6** provides a matrix which presents the distribution of responsibilities between evaluation team members which will be finalized by the Team Leader and be part of the inception report.

The **Supporting Consultant** will prepare a technical working paper that will be appended to the main report, the content of which will be agreed upon with the Team Leader. The Supporting Consultant is also expected to contribute to selected sections of the main report as agreed with the Team Leader, and provide constructive comments on the draft report prepared by the Team Leader.

By undersigning the service contract with UNEP/UNON, the consultants certify 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. In addition, they will not have any future interests (within six months after completion of their contract) with the project's executing or implementing units.

Evaluation Deliverables and Review Procedures

The Team Leader will prepare an **inception report** containing a thorough review of the project design quality and the evaluation framework. The review of design quality will cover the following aspects:

- Project relevance (see paragraph 39 (b));
- A desk-based Theory of Change of the project (see Annex 8 - ROtI analysis);
- Sustainability consideration (see paragraphs 40-41) and measures planned to promote replication and upscaling (see paragraph 43);
- Preparation and readiness (see paragraph 44);
- Financial planning (see paragraph 49);
- M&E design (see paragraph 52(a));
- Complementarities with UNEP strategies and programmes (see paragraph 53);
- Using the above, complete and assessment of the overall quality of the project design (see Annex 9)

The evaluation framework will present in further detail the evaluation questions under each criterion with their respective indicators and data sources. In addition it will present the evaluation methodologies, detailed division of roles and responsibilities in the evaluation team, revised logistics and work plan.

The inception report will be submitted for review by the Evaluation Office according to the tentative evaluations schedule in Annex 10 and **before** the evaluation team conducts any field visits.

The main evaluation report should be brief (no longer than 35 pages – excluding the executive summary and annexes), to the point and written in plain English. The report will follow the annotated Table of Contents outlined in Annex 2. It must explain the purpose of the evaluation, exactly what was evaluated and the methods used (with their limitations). The report will present evidence-based and balanced findings, consequent conclusions, lessons and recommendations, which will be cross-referenced to each other. The report should be presented in a way that makes the information accessible and comprehensible. Any dissident views in response to evaluation findings will be appended in footnote or annex as appropriate.

Technical working paper. The format and contents of the working paper prepared by the Supporting Consultants should be agreed upon with the Team Leader and approved by the UNEP Evaluation Office before any data collection and analysis work is undertaken. It is recommended that the working papers follow the same structure as the main evaluation report, for easy reference by the Team Leader (Annex

2). The Team Leader will carry out a first review of the working papers and provide comments to the Supporting Consultants for improvement. Only a version acceptable to the Team Leader will be submitted to the EO as an appendix to the draft main report.

Report summary. The Team Leader will prepare a 15-slide presentation summarizing the preliminary findings, lessons learned and recommendations of the evaluation. This presentation will be given at the final meeting in Nairobi with the IAS. The purpose of this presentation is to engage the main project partners in a discussion on the evaluation results.

Review of the draft evaluation report. The Team Leader will submit the zero draft report according to the tentative schedule in Annex 10 to the UNEP EO and revise the draft following the comments and suggestions made by the EO. The EO will then share the first draft report with the UNEP GEF Coordination Office (Nairobi) and the UNEP Division for of Environmental Policy Implementation (DEPI) GEF regional focal point Asia. The UNEP Task Manager will forward the first draft report to the other project stakeholders, in particular CABI, IUCN and NEAs_for review and comments. Stakeholders may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions. Comments would be expected within two weeks after the draft report has been shared. Any comments or responses to the draft report will be sent to the UNEP EO for collation. The EO will provide the comments to the Team Leader for consideration in preparing the final draft report. The Team Leader will submit the final draft report no later than 10 days after reception of stakeholder comments. The Team Leader will prepare a **response to comments** that contradict the findings of the evaluation team and could therefore not be accommodated in the final report. This response will be shared by the EO with the interested stakeholders to ensure full transparency.

Consultations will be held between the consultants, EO staff, the UNEP/GEF, UNEP/DEPI and key members of the project execution team. These consultations will seek feedback on the proposed recommendations and lessons.

Submission of the final Terminal Evaluation report. The final report shall be submitted by Email to:

Segbedzi Norgbey, Head
UNEP Evaluation Office
P.O. Box 30552-00100
Nairobi, Kenya
Tel.: (+254-20) 762 3387
Email: segbedzi.norgbey@unep.org

The Head of Evaluation will share the report with the following persons:

Maryam Niamir-Fuller, Director
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Email: maryam.niamir-fuller@unep.org

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Max Zieren
GEF Regional Focal Point Asia/Task Manager Biodiversity and Land Degradation
Division of Environmental Policy Implementation (DEPI)
UNEP Regional Office Asia Pacific
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The final evaluation report will be published on the UNEP Evaluation Office web-site www.unep.org/eou and may be printed in hard copy. Subsequently, the report will be sent to the GEF Office of Evaluation for their review, appraisal and inclusion on the GEF website.

As per usual practice, the UNEP EO will prepare a **quality assessment** of the zero draft and final draft report, which is a tool for providing structured feedback to the evaluation consultants. The quality of the report will be assessed and rated against both GEF and UNEP criteria as presented in Annex 5.

The UNEP Evaluation Office will also prepare a **commentary** on the final evaluation report, which presents the EO ratings of the project based on a careful review of the evidence collated by the evaluation team and the internal consistency of the report. These ratings are the final ratings that the UNEP Evaluation Office will submit to the GEF Office of Evaluation

Annex 2 The Evaluation Framework

Evaluation methodology

UNEP Evaluation Office, in consultation with the project Task Manager, has determined that the terminal evaluation will be conducted by two consultants with a period for desk review, liaison with project implementing agencies and UNEP, fifteen days for field visits, followed by a period for report writing and review. A participatory approach is required, defined by keeping key stakeholders informed and consulted throughout the evaluation process. Both qualitative and quantitative evaluation methods will be used to determine project achievements against the expected outputs, outcomes and impacts.

The main methods that the evaluation team plan to use are:

1. Desk review of project and related documents

All project documents listed in the TOR together with other documents that the mission has identified (see table 2)

2. Meetings and Discussions with key stakeholders both in person and by telephone

This will serve to collect the information required, including different viewpoints and allow triangulation of data collected.

3. Country visits, to three of four countries implementing pilot projects

The mission will be visiting 3 of the 4 countries involved in the project and a representative sample of pilot sites, six of the nine total pilot sites.

Planned interviews for country visits include the national executing agencies, who will coordinate further meetings with other stakeholders such as National project coordinators and their operational teams, IAS apex organisations, cooperating government departments and agencies, Civil Society representatives, and stakeholders involved at project sites, including the local communities.

4. Questionnaire

A questionnaire has been prepared by the mission and has been circulated to the IAS apex body and National Executing agencies in all four countries. The countries will have two weeks for completing the questionnaire prior to field visits. The questionnaire will form the basis for interview questions and gives stakeholders an idea of the scope and focus of the evaluation.

Evaluation questionnaire

The evaluation questionnaire consists of eight open key questions, each with additional, supplementary questions, following the key questions as outlined in the TOR and based on the project's intended outcomes. A further question on finance and co-finance arrangements has been added.

The questionnaire will also be used to guide individual interviews with project partners and stakeholders during country visits, during which additional country-specific and further questions will be added, informed by progress of the evaluation.

1) What evidence can you provide to show the impact of the project in removing barriers to the management of IAS?

Indicators:

1.1 What evidence is there that the amount, availability and accessibility of IAS information has increased?

1.2 What evidence is there of recognised legitimacy of IAS guidelines, policies, plans and institutional arrangements?

1.3 What evidence is there that rate of spread of Invasive Alien Species in project pilot sites has been reduced over the project life time? What is happening to rate of spread of IAS since closure of the project? Has rate of spread of IAS outside pilot areas been impacted by project activities?

1.4 What evidence is there that the economic cost of IAS has been reduced over the project life time? What is happening to economic cost of IAS since closure of the project?

1.5 What evidence is there of change in biodiversity indices at pilot sites? Can these be linked with greater control of IASs?

2) Do you have evidence to show how the project has strengthened the policy and institutional environment for cross-sectoral prevention and management of IAS?

Indicators:

2.1 Was the project successful in establishing an invasive species strategy and action plan?

2.2 What progress has been made with implementation of the action plan? Has it led to revision of any other plans, policies, laws or regulations?

2.3 What IAS policy guidelines have been developed?

2.4 What progress has been made with implementation of these guidelines?

2.5 Has an IAS apex body been established, where is it located and how is it made-up?

2.6 What Cost recovery mechanisms have been introduced for IAS management. Where are these being implemented and what income have they generated?

3) What evidence do you have that the project provided appropriate information on risks, impacts and management of IAS to key stakeholders in IAS management?

Indicators

3.1 Is there evidence that these stakeholders now have raised awareness levels?

3.2 How has this increased awareness reflected in their work?

4) To what extent the project's country interventions were able to implement strategies for the prevention, control and management of priority IAS? Were number of invasive species in the area and their abundance reduced?

Indicators:

4.1 What monitoring and reporting systems for early detection of invasives have been developed and where are they being implemented? What have been the findings from these systems to date?

4.2 Has a database been compiled of the result of surveys, including indigenous knowledge, on the status and impact of IAS already present in each country? How is this accessible by stakeholders and what mechanisms are in place for it to be periodically updated?

4.3 What evidence is there from pilot sites on effective control of invasive species? What has been the impact on biodiversity and what has the socio-economic impacts been?

5) How effective was the project in building capacity of existing staff and of students in multisectoral prevention and management of IAS?

Indicators:

- 5.1 Who has been trained under the project? Are courses that had IAS components added and short courses specifically on IAS topics still being given? If so by whom and how are these supported, now that the project has closed?
- 5.2 Who has received longer post-graduate training under the project, what course did they take and where are they now?
- 5.3 What research projects linked to pilot sites were undertaken and what are the findings from these? Are these findings being utilised to inform IAS policy?
- 5.4 What training has been given to students on IAS as an important environmental issue? How has the capacity of trainers to teach on IAS issues been improved? Where have IAS issues been added into existing school and tertiary curricula and courses?
- 5.5 How has the project impacted quarantine services (particularly inspection units at border points such as air and sea ports)? Have IAS control units been established and are rapid response teams operational?

6) Did the project set up an efficient and effective project management and coordination unit and system?

Indicators:

- 6.1 What arrangements were made for overall project administration and implementation infrastructures?
- 6.2 What training workshops for personnel in project countries were held and what was their impact?
- 6.3 Record of attendance at national steering committee meetings and their input to the project
- 6.4 Record of attendance at international steering committee meetings and inputs/ outputs.
- 6.5 Reports from implementation of M&E plans
- 6.6 Action taken on mid-term recommendations with outcomes.

7) To what extent was the project successful in developing a multisectoral approach to IAS management involving agricultural and environmental sectors?

Indicators

- 7.1 Which agencies were involved in the execution of the project?
- 7.2 How did these agencies collaborate in their approach to the management of IAS?
- 7.3 What challenges have been faced in the development of a multisectoral approach to IAS management and how have these been overcome?

8) Has the project achieved a high replication value?

Indicators

- 8.1 To what extent have project findings been used outside of the project pilot sites and project environment? Please give concrete examples of use where possible.
- 8.2 What strategies are being employed to make these efforts sustainable?

Annex 3 Evaluation Programme and List of Interviewees

Kenya, Zambia and Ethiopia

Date	Day	Location	Event
15/04	Sunday	Fly London to Nairobi	
16/04	Monday	UN offices Nairobi	Meetings: Carla De Gregorio (EO) 9.00am Segbedzi Norgbey, Chief, EO 10.00am Mela Shah (PA, EO) 11.00am Michael Carbon 12.30pm Arne Witt (IPM) CABI 3.30pm Geoffrey Howard IUCN 4.30-5.30pm
17/04	Tuesday	UN offices, Nairobi	Meetings Rod Vorley and Paul Vrontamitis, fund managers for RBIPMA 10-11.00am Michael Carbon 12.30pm
18/04	Wed	CABI offices	Roger Day, Dep Dir Development, CABI Sarah Simons, Director international liaison, CABI Morris Akiri, Regional Director, CABI, Arne Witt, Project Coordinator RBIPMA
19/04	Thurs	GEF offices	Maryam Niamir-Fuller, Director and GEF Exec. Coordinator. 10.30am Steve Tomlow, previously with GEF coordination unit and oversaw Max as task manager.
20/04	Friday		Max Zieren, Task Manager, UNEP conference call to his office Bangkok. Wrap-up with Carla, EO pm
21/04	Sat	Hotel	Preparing for field trips
22/04	Sunday	Fly Nairobi, Kenya to Lusaka, Zambia	08.25 Jomo Kenyatta Int Kenya airways flight KQ724 08.25 arrives 10.05 (2.40hr) Meeting with Rodwell Chandipo to discuss itinerary
23/04	Monday	Lusaka Travel to Monze	Joseph Sakala, acting Director ZEMA 8.30am John Mwangi, Fisheries Department Zook Muleya, Zambia Wildlife Authority Musawa Hamusonde, National Heritage Commission. Chilliba Midape, member Nat. steering committee, Plant Protection and Phyto-sanitary Patrick Shawa, Wildlife and Environment Conservation society, Zambia Monze overnight
24/04	Tuesday	Visit to Lochinvar National Park	Meetings with stakeholders at Lochinvar Brain Nkandu (ex-proj coord 2005-10) Griffin Shanungu, ZAWA/ WWF (site coord) Francis Samalumo, ZAWA ranger for NP. Chief Hamusonde Representative of Chief Tronga Nkole –Ecologist Men who worked on project in village and Women in village: Mary Syabbai, Harembo, Caroline, Puprose Syakulya, Brenda Muzeya, Davis Moonde. Monze overnight
25/04	Wed	08.00 Travel to Livingstone 14.00 meetings with stakeholders	Titus Chilongo- Principal Inspector, ZEMA Mr Lioko, Zesco Russell Young- Maramba River Lodge Nkomo, ZAWA Joan Sobby- Sun International Rogers Nkhoma, area warden, ZAWA Livingstone overnight
26/04	Thurs	08.00 Visit to pilot site	Angela Livingstone Municipal Council (provincial

		with NHCC	capital) Mr Lioko Sitali, operations engineer, ZESCO Gadafi Muchindu worker on project site Weinright Muyembi worker on project site Livingstone overnight
27/04	Friday	08.00 Travel to Lusaka	Lusaka Sorting expenses with Rodwell Chandipo
28/04	Sat	Fly Lusaka to Addis Ababa, Ethiopia	Ethiopian airlines ET873 15.25 Lusaka to Bole airport, Addis Ababa, Ethiopia, arrive 20.25
29/04	Sunday		Rezene Fessehaie – project coordinator Semunigus Yemane- publication officer Visit to Wonji sugar estate am, control of water hyacinth. Visit to Welenchitti, parthenium control pm. Overnight Addis Ababa
30/04	Monday	Visit UNDP offices to get cash for field trips.	Dr Solomons - EIAR Director general Haimanot Abebe- weed control expert, MoA Ababu Anage-UNDP climate change specialist Shimelis Fekadu – UNDP DRR and CC team leader Overnight Adama
1/05	Tuesday	Amibara pilot site Awash Nat. park	Werer Agricultural Station Mr WoldGebriel T/Mariam – Centre chief Mr Fekadu Andeta – tech assistant Elias Kebede – irrigation and water harvesting Mr Ali Ebrahim - Halysumde community leader Mr Ali Euro - Halysumde community leader Mr Mohammed Enahaba - Hankemela comm..leader Mr Ahmed Brigo - Hankemela community leader Gebresilasie Gebregzabiher- wildlife expert Awash nat. park. Overnight Adama
2/05	Wed	Travel from Adama to Addis Ababa	Travel Hirut – Farm Africa, Prosopis team leader Kassaye Mezmur – Farm Africa programme manager
3/05	Thurs		Berhanu Solomon – GEF focal point EPA Berhanu Gebremedhin – plant quarantine inspector Abiyot Berhanu- Director public relations and communications Directorate.
4/05	Friday		Amanuel Kassie – operations manager CARE International Charles Hopkins – pastoralist programme, CARE Sorting accounts for evaluation and dispensing payments. Round-up with Rezene Fessehaie
5/05	Sat	Fly Addis Ababa to London	Ethiopian Airlines ET710, terminal 2 01.05 arrives 07.15 Heathrow, terminal 3 (8.10 hrs)

Ghana

6th May Arrival in Accra of Evaluation Team

7th May

8.30am Meeting with Project Coordinator/Assistant Coordinator- CSIR Head Office

9.30am Meeting Mr. Asiegbor, Curriculum Research Unit,-Cordinator for Agric. Education, Min. Of Education and Staff.

11.0am Meeting with Ms Jewel Kudjahu -Rep of EPA on IAS

11.30am UNDP to check on funds transfer from UNEP for evaluation

2.00pm- Travel to Dambai through Nkwanta

Tuesday 8th May

6.30am Travel from Nkwanta to Dambai
8.30 am Meeting with Site Coordinator and visit to pilot sites
11.00am Discussions with site management committee Chairman and members, technician and community members
1.00pm Visit to District Assembly offices to meet District Chief Executive/Cordinating Director
2.00pm Travel to Accra
9.00 pm Arrival in Accra

Wednesday 9th

8.30am Meeting with Director PPRSD
11.00am Meeting with Dr. Owusu Benoah (Steering Committee member and Ist Director of Project
12.30pm To UNDP to collect funds for evaluation-not successful
1.30 Meeting with Mr. Amlalo, Ex. Dir. EPA and Ms Jewel Kudjahu -Rep of EPA, IAS
2.30 Meeting with Mr. Prince James Quarcoo, Admin. Asst. MEST, in the Offices of Mr. Amanin Okoree
3.30 Meeting with Mrs. Diana Bamful , Director of Operations, CEPS, Accra
4.30 Discussions with Project Coordinator and Assistant

Thursday 10th.

8.30am To Dizengoff to discuss equipment
10.00 To UNDP offices to collect funds
11.00 To See Mr. Amanin Okoree-Sec. Biodiversity Committee (Sick)
12.00 To See Mr. E. Brako, Fin/Admin Manager-RBIPMA (CSIR)-Not available
12.30 Travel to Kumasi/Offinso

Friday 11th May

8.30am-12.00 Visit to AHFR site and discussions with Cordinator, Site Manager/Technician Community members and farmers - Rained all day; Death of Site Coordinator. Could not meet with community/farmers
2.00 Arrival in Kumasi- Unavailability of Directors of FORIG and CRI; Discussions with staff –impossible due to death of Dr. Owusu Sekyere that morning.
2.30pm Return to Accra of rest of team

Zambia

Name	Organization	Telephone	E-mail address
Rodwell Chandipo	Zambian Environmental Management Agency (ZEMA). Project coordinator 2010-2011 Assistant project coordinator 2005-2010	0966878593	rchandipo@zema.org.zm
Dr Joseph Sakala	Project Director Acting Director, ZEMA		jskala@zema.org.zm
Brain Nkandu	ZEMA		mrbnkandu@gmail.com

	Project coordinator 2005-2010		
Griffin Shanungu	Zambia Wildlife Authority (ZAWA) seconded to World Wildlife Fund (WWF).	0969282452	griffinks@gmail.com
Zook Muleya	National steering committee member, ZAWA		
Patrick Shawa	National Steering committee member (NSCM), NGO representative. Wildlife and Environment Conservation society, Zambia (WECSZ)	0977780770	wecsz@coppernet.zm
Chiluba Midape	Plant Quarantine and Phytosanitary Services, NSCM.	0977467185	chilubah@gmail.com
Musawa M Hamusonde	National Heritage Conservation Council, NHCC.	0977710923	Musmus7703@yahoo.com
John Mwango	Fisheries Department, Lusaka		
Gray Mwiinga	Representative of Chief Choongo CRB Chairperson	975750960	
Nkole Mwaba	Zambia Wildlife Authority Ecologist Kasue Plats	977852300	ellenmwaba@yahoo.com
Mary Syabbai	Community		
Carolin Haleembo	Community		
Purpose Syakulya	Community		
Brenda Mzeya	Community		
Davis Monde	Community		
Rodgers Nkhoma	Zawa - Livingston	977438477	rodgers.nkhoma@yahoo.com
Chishika Joreck	Zawa - Livingstone	977625104	chishikajoreck@gmail.com
Jones Masonde	AWF - Livingstone	9771702050	
Lisa Mwiinga			
Angellah K. Sianjina	Livingstone City Council	976681370	kasiweas@hotmail.com
Lioko Sitali	ZESCO - Operation Engineer	977786206	lsitali@zesco.co.zm
Edward Simbaya	ZESCO Station Manager	977540445	esimbaya@zeko.co.zm
Russell Young	Maramba River Lodge	977702726	
Dean Pitty	Zambezi Sun Hotel	977321405	dean.pitt@zm.suninternational.com
Joanne Selby	Zambezi Sun Hotel	+260 213321122	joanne.selby@zm.suninternational.com
Charity	Livingstone, ex- worker on lantana	968165594	

	control plots.		
Gadafi Muchindu	Livingstone, worker on lantana control plots, now NHCC worker		
Weinright Muyembi	Livingstone, worker on lantana control plots, now NHCC worker		

Ethiopia

Name	Designation	Telephone	E-mail Address
Dr Solomon Assefa	Project Director Director General EIAR	251-11-646-03-80	ssolomoet@yahoo.com
Rezene Fessehaie	National Project Co-ordinator UNEP/GEF RBIPMA Project, EIAR	251 912 053509	rezenefesseha@rocketmail.com
Semunigus Yemane	Publications Officer, MoA	0911714939	yemaneseemunigus@yahoo.com
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Annex 5 Summary of co-finance information and Statement of Project Expenditure

Project Costs and co-financing figures in format required by Terminal Evaluation and provided by CABI on 12th May 2012.

Project costs

Component	Estimated cost at design USD	Actual cost at close of project USD	Expenditure
			Actual/planned
Component 1	234,482	232,371.54	99%
Component 2	414,022	410,296.15	99%
Component 3	1,228,306	1,217,251.36	99%
Component 4	633,621	627,918.51	99%
Component 5	2,489,568	2,467,162.43	99%
Total	4,999,999.00	4,954,999.99	99%

Co-financing

Co-financing	Sources						Total (US\$)		Expenditure Actual/planned
	IA (UNEP) own financing (US\$)		Government (US\$)		Other ⁵⁵ (US\$) CABI & IUCN		Planned	Actual	
Type	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	
Grants			2,000,000	1,987,195	500,000	811,977	2,500,000	2,799,172	112%
Loans									
Credits									
Equity investments									
In-kind support			2,392,980	1,715,579	500,000	421,875	2,892,980	2,137,454	74%
Other ³									
Total			4,392,980	3,702,774	1,000,000	1,233,852	5,392,980	4,936,626	92%

⁵⁵ This refers to contributions mobilised for the project from other multilateral agencies, bilateral development cooperation agencies, NGOs, the private sector and beneficiaries. Please specify the source.

Annex 6 The review of project design

1. Context

In its capacity as an Implementing Agency for the Global Environmental Facility (GEF), UNEP has been providing administrative and technical support to pilot countries in Africa to address threats to biodiversity and sustainable development posed by invasive alien species (IAS). Management of IAS in Africa was identified as a priority due to adverse effects on local and globally significant biodiversity, together with threats to agricultural production and food security, a key priority at national level⁵⁶.

The main barriers constraining countries in Africa from effectively implementing the Convention on Biological Diversity (CBD) Article 8 (h) and addressing the problem were identified. These formed the focus for activities of the UNEP-GEF project “Removing Barriers to Invasive Plant Management in Africa (RBIPM)”:

- Weak policy and institutional environment
- Lack of information and awareness
- Inadequate implementation of prevention and control
- Lack of capacity

The RBIPM project addressed constraints in four pilot countries (Ethiopia, Ghana, Uganda and Zambia). Pilot countries were selected so as to provide a range of situations and learning experiences to maximise potential for project replicability in other countries in the region.

The four year project was launched in December 2005 and with two no-cost extensions, had a total duration of five and a half years, with completion date of June 2011. This terminal evaluation is being conducted nine months after close of the project and six years and three months since its start. The coffee table book planned to fulfil the role of a final technical report (contractual requirement) and provide added value as an accessible summary of key project findings and achievements, has still to be produced.

Project timeline

Original project duration 48 months, December 2005- November 2009

YEAR	DATE	STAGE
2002		PDF-A project development funds made available for identification of IAS priorities in collaborating countries.
2003	May	PDF-B project development funds made available for preparations at national level to host the project.
2005	December	Project launch
2006	January	Effective start of project activities
2008	June-July	Mid-term Review and Report
2009	November 2009- December 2010	1 st no cost extension
2010	January 2011 -June	2 nd no-cost extension

⁵⁶ The Global Invasive Species Program (GISP) synthesis meeting, September 2000.

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	2011	
2011	June	End of project
2012	April	Terminal evaluation. Still awaiting coffee table book and associated financial reporting.

The objective of the terminal evaluation is to assess project performance in terms of relevance, effectiveness and efficiency, and to determine actual and potential outcomes and impacts stemming from the project, including their sustainability. Consequently this evaluation has two primary purposes:

- to provide evidence of results to meet accountability requirements,
- to promote learning, feedback, and knowledge sharing through results and lessons learned among UNEP, governments, international and national executing agencies, the GEF and their partners.

The evaluation will also seek to identify lessons of operational relevance for future project formulation and implementation (UNEP evaluation manual, 2008).

This inception report sets the framework for the final evaluation of the project and in line with the terms of reference contains:-

- An initial theory of change analysis
- A review of the project design quality
- The development of the evaluation process plan

2. Initial Theory of Change (TOC) Analysis

The initial Theory of Change (TOC) analysis, based on project design documents, aims to map the proposed change pathways leading from the intended project outputs to expected outcomes and on to the intended impacts of the project. The analysis involves identification of the project's intended impacts, review of the projects' logical framework and modelling and assessment of the projects' intended outputs-outcomes-impact pathway. It should be noted that the project document does not include such an analysis and the requirement for this analysis is an addition since the project was initiated.

2.1 *Intended Project Impact*

To conserve globally significant ecosystems, species and genetic diversity in Africa by protecting it from the threat of invasive alien species.

This will contribute to the global environmental benefit of: **enhanced Conservation of Biological Diversity.**

2.2 *Intended Project Outcomes*

The project contributes to the implementation of the Invasive Species Programme of the Action Plan on the Environmental Initiative of NEPAD adopted by the Second Assembly of Heads of State of the African Union, held in Maputo, Mozambique in July 2003.

The major project outcome was: **to reduce and remove barriers to the management of invasive alien species through effective implementation of the Conservation of Biological Diversity (CBD) Article 8 (h) in the four pilot countries using a multisectoral ecosystems approach.**

Article 8 of CBD, deals with in-situ conservation and section (h) with "Prevent the introduction of, control, or eradicate those alien species which threaten ecosystems, habitats or species."

This overall project outcome was addressed in each country with support under four operational components, each with its immediate outcome to be reached:

1. Strengthening the enabling policy environment for IAS management;
2. Provision and exchange of critical information amongst key stakeholders in IAS management;
3. Implementation of IAS control and prevention programmes, and
4. Building capacity for sustainable IAS management and lessons learnt disseminated for replication in other countries in Africa.

A fifth component provided support and structure to project management and coordination that proved to produce important drivers in moving from outputs to outcomes.

In contributing to the achievement of the main Outcome, the implementation of the project in the four representative countries was to deliver specific activities and outputs in support of each component.

The evaluation will look at relevance and progress towards achievement of planned outputs under each component, summarised below:

1. Strengthening the enabling policy environment for IAS management;
 - Development of an Invasive Species Strategy and Action Plan (ISSAP) in each country and degree to which these are being used to guide activities, including revision of other policies, plans, laws and regulations including National Biodiversity Strategies and Action Plans (NBSAPs).
 - Standardisation of strategies to control invasive alien species
 - Establishment of national coordinating mechanism and cost-recovery mechanisms for IAS management.
2. Provision and exchange of critical information amongst key stakeholders in IAS management;
 - Development of national IAS information system.
 - Effective sharing of national IAS information with global databases and websites.
 - Promoting awareness of IAS issues and coordinated action to manage existing IAS.
 - Provide required information on risks, impacts and management of IAS to policy makers.
3. Implementation of IAS control and prevention programmes.
 - Development and implementation of monitoring and reporting systems for early detection of IAS for most vulnerable and easily damaged ecosystems.
 - Inclusion of IAS with Pest Risk Analysis systems.
 - Testing of practical control measures in nine pilot sites of high biodiversity importance nationally and globally, within ecosystem management plans that will reduce environmental and economic impact.
4. Building capacity for sustainable IAS management and lessons learnt disseminated for replication in other countries in Africa.
 - Setting up training programmes for officials, quarantine officers, community members and other groups affected by invasive species.
 - Capacity building of staff through addition of modules on IAS within existing courses, short courses on awareness, identification skills, risk analysis and control methods. Also post-graduate training in environmental law and economics, and support to research projects linked to pilot site activities.

2.3 Causal logic

The evaluation will look at how these proposed outputs have contributed to achieving the intended outcomes (indicated by component title) and in turn the extent to which these have led to realising the project overall outcome, of removing barriers to effective management of IAS. There are key drivers and assumptions relating to effective realisation of project outcome from component outcomes and these are summarised in the Theory of Change at Design of RBIPMA⁵⁷ (figure 1).

Impact drivers are defined as the significant factors that if present are expected to contribute to the realization of the intended impacts and *can be influenced* by the project/ project partners and stakeholders.

Assumptions are the significant factors that if present are expected to contribute to the realization of the intended impacts, but are *largely beyond the control* of the project/ project partners and stakeholders.

Figure 1 gives a diagrammatic illustration of our understanding of the causal logic of the RBIPMA project gathered from the project document and other UNEP-GEF Biodiversity conservation documents made available to the mission. The briefings received from UNEP, CABI and IUCN have also contributed to identifying key issues to be addressed and to further understanding with regard to the assumptions underlying the project's logical framework.

It is apparent that in the design of the project an assumption was made that all collaborating countries required strengthening of enabling policies and institutions. Indeed some countries were not considered (for example Kenya) because of their relatively advanced policy framework and existing donor support to the sector. While the countries shared clear opportunity for capacity strengthening at this level, there were still significant differences between countries in their policy and institutional environments. Such differences in starting positions will have influenced the impact and effectiveness of project activities. The country visits during the evaluation process are crucial to assess to what extent this has influenced project outputs.

The idea for a regional initiative on invasive alien plant species originated at the first Global Invasive Species Conference in South Africa in 2000. The resultant project, now being evaluated, was groundbreaking in that it was the first Pan-African initiative in the sector and involved significant co-financing from partners.

The logic of the project was that strengthening of the policy and institutional environment was crucial to enable better co-ordinated cross-sectoral prevention and management. This would address instances where both promotion and control of the same species was practiced in a given country due to its dual properties of economic significance and invasive characteristics. It would also build enabling platforms for co-ordination between government departments that traditionally worked in isolation, by sector. Links were particularly sought between the production sectors, both public and private and the environmental management, phytosanitary and border control agencies.

Lack of knowledge and understanding of the importance of invasives, both in terms of economic impact on livelihoods and destruction of ecosystems, was identified as a key constraint to support at all levels. At the design level, awareness raising was consequently a key activity, both among the public and all key stakeholder groups. National IAS information systems would act as a focal point to help inform these campaigns. Linkages with regional and international fora were seen as important for sharing of information. The low level of initial capacity within institutions was identified as a key constraint at the

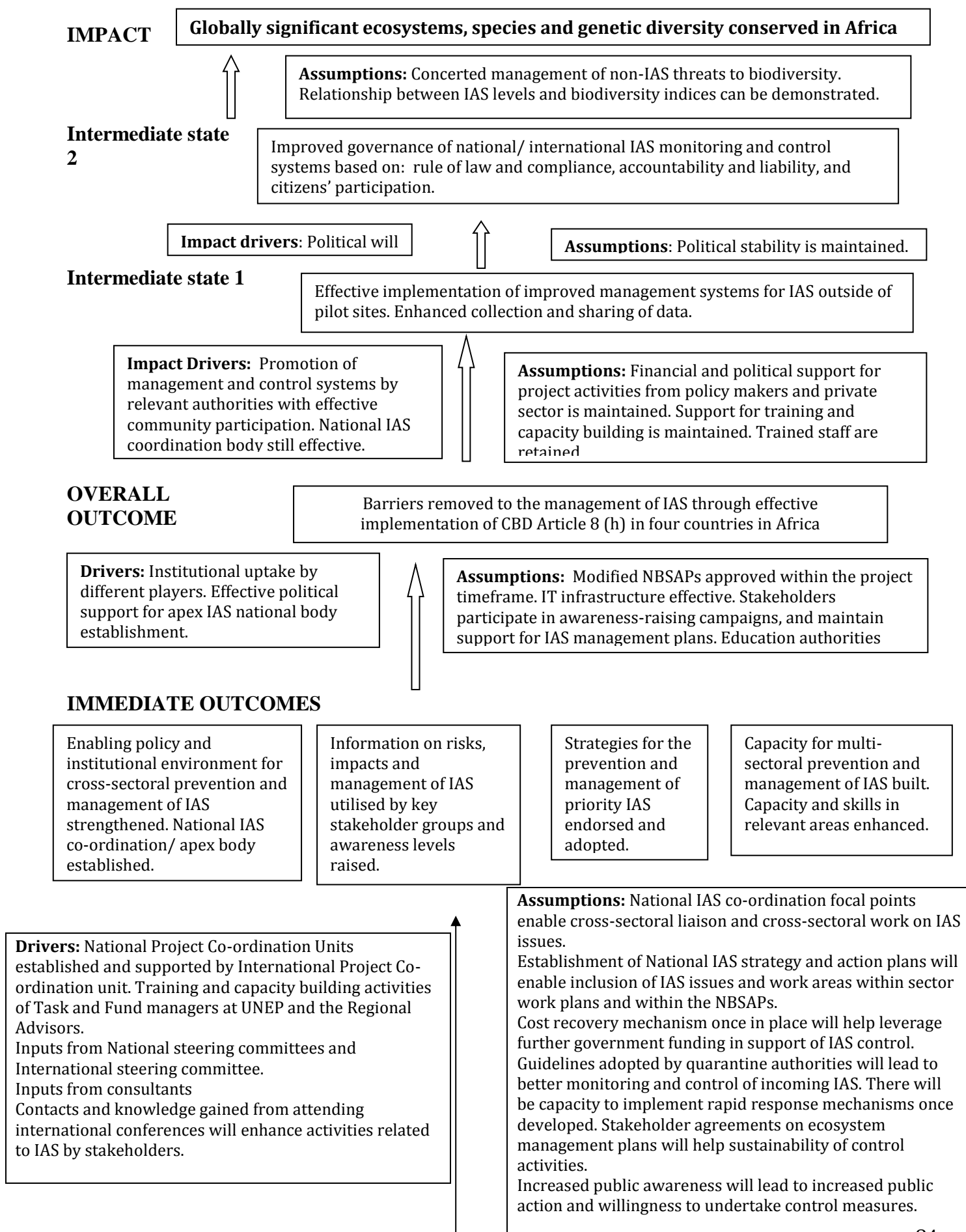
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design level, addressed by inclusion of IAS issues in school and tertiary education curricula together with multi-sectoral training and capacity building in relevant areas.

The fourth component, implementation of strategies for the prevention and management of priority IAS, looking to show practical implementation of the improved policy guidelines. This had a wide range of intended outcomes, ranging from improved risk analysis by quarantine authorities, through rapid response mechanisms to implementation of community-based ecosystem IAS management plans in 9 pilot sites across the four countries.

The logic linking the interventions is clear, normative activities supported by capacity building leading to implementation, at organisational and pilot site level. Originally designed as phase one of a longer-term programme, continuation was inhibited by changes in funding policy during the implementation of phase one, with phase two projects no longer accepted by GEF. The breadth of activities is wide and very ambitious for what was originally a four year project. The data collection and analysis stage of the evaluation will look at how this impacted project implementation in each country.

Figure 1 Theory of Change



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Support to development of National IAS strategy and Action Plan/Policy guidelines for IAS incorporation into National-Provincial sector plans/Cost recovery mechanisms for IAS management in place in two countries.

Support to establishment of National IAS information systems and Public awareness raising campaigns in-country. Presentation of national IAS information to regional and international forums, and linked with global databases and published in

Support to the design of Technical guidelines for IAS risk analysis and National inter-sectoral monitoring and rapid response mechanisms and of Ecosystem IAS management

Support to the development of Multi-sectoral IAS training strategy and to Integration of IAS issues into school



3.0 Review of Quality of Project design

The review of the Project design Quality has been conducted looking at the original project design document, logframe and annexes. These included country-specific programme designs for components. The assessment of project quality is then translated into a rating, according to the standard UNEP evaluation rating system based on a six-point scale that ranges from Highly Satisfactory (HS) to Highly Unsatisfactory (HU).

The detailed review and ratings of quality of project design can be found in table 1 below.

3.1 Summary of ratings for each aspect of design

3.1.1 Relevance

The design of the project in relation to the problem of invasive species it seeks to address and the geographic and institutional environment present was found to be highly satisfactory (HS).

3.1.2 Intended Results and Causality

In terms of intended results and the theory of change leading from project activities to these results the project design was found to be seriously over ambitious for its initial four year duration, but clear in how it sought to support achievement of results. This aspect of design was negatively impacted by changes in funding availability and changes in sourcing of funding for terminal evaluations, leading to a moderately satisfactory (MS) ranking.

3.1.3 Efficiency

The project was very well linked with existing institutions in country and internationally. The design, however, was expensive, with four in-country project coordination offices, with five to six staff each, in addition to the executing agency project coordination office and support for both national and international steering committees. Indeed the regional component identified limited added value. Moderately Satisfactory (MS).

3.1.4 Sustainability/ Replication and Catalytic effects

The project has a strong sustainability aspect with capacity building, awareness raising and enabling policy and institutional environment as key outputs. However a crucial aspect of how to finance this, outside of central government programmes (for example with development of cost-recovery mechanisms) is given less importance. Cost recovery issues also influence replication and catalytic effects. Significant emphasis was placed by the project on training and capacity building of staff, enabling the development of champions, both individuals and institutions, however the necessary funding, to support their continued involvement, was not addressed. Satisfactory (S)

3.1.5 Risk Identification and Social Safeguards

Risks and safeguards are rather poorly identified. Assumptions are clearly flagged in most of the logframe, but these are a mixture of drivers (within the control of the project) and assumptions (outside project control in many places). However this distinction was introduced post project inception. The economic importance of some IAS (*Prosopis*) and suspicion of biological control methods are clearly identified. Performance according to the criteria is moderately unsatisfactory, but the retrospective nature of these requirements leads this evaluation to give the project Moderately Satisfactory (MS).

3.1.6 Governance and Supervision Arrangements

The project governance model is clear, with well-defined roles and responsibilities and supervision arrangements clear and appropriate. They are not, however, comprehensive in that there was no provision for the involvement of civil society in the management and running of the pilot sites. Such involvement could have provided an opportunity for continuation of activities beyond the life of the project, introducing an institutional framework and opening up alternative funding channels for what would be an up-scaling implementation phase. Moderately Satisfactory (MS).

3.1.7 Management, Execution and Partnership Arrangements

Execution arrangements are clear as are roles and responsibilities of partners. Assessment of capacities of partners was not achieved prior to design, leading to incremental objectives at outcome level to accommodate. Differences in capacities may well have led to significant differences in relevance of design at country level. Moderately Unsatisfactory (MU).

3.1.8 Financial Planning/Budgeting

No obvious deficiencies identified and financial arrangements clearly described. A high proportion of the project budget was assigned to project management and co-ordination (almost 50%), which raises the question of what added value was added by the regional dimension of the project. Moderately Satisfactory (MS)

3.1.9 Monitoring

The logical framework captures the Theory of Change for the project up to project outcome level, but not beyond. However, this is another post-inception requirement.

Milestones and performance indicators appear appropriate, however the baseline data and targets identified for measurement of project impacts were not realistic in terms of absence of suitable methodology and in some cases unrealistic size of impact expected. The indicators appeared logically sound, but were not technically sound. Specifically in terms of techniques in existence for the biodiversity measurements required, and in terms of the size of change expected in awareness and in spread of IAS. The number of actors involved in the design process together with their variable understanding of conditions on the ground apparently contributed to these weaknesses in design. Moderately Satisfactory (MS)

3.1.10 Evaluation

Time frame and plan for evaluation at mid-term and at termination was good. Change in source of finance for the evaluation from within UNEP-GEF management funds, to within the project budget during the life-time of the project, has led to budgetary constraints to the terminal evaluation. While the MTE visited all four countries, the TE is only able to visit three. Lack of ring-fencing of evaluation budget within the project budget also contributed to the problem. Moderately Satisfactory (MS).

The 10 rankings contain one HS, one S, seven MS and one MU rankings. The evaluation has found that the project was generally well designed, with significant thought and consideration given to key issues. Consequently the evaluation finds that the most representative overall ranking for design at this stage of the analysis is Moderately Satisfactory (MS).

Table 1: Review of quality of project design

Relevance		Evaluation Comments	Prodoc reference
Are the intended results likely to contribute to UNEPs Expected Accomplishments and programmatic objectives?		YES: The project's aim to remove barriers to the management of invasive alien plants through effective implementation of CBD Article 8 (h) is in line with UNEP's programme to support implementation of the Convention on Biological Diversity (CBD). It also links with the joint UNEP-GEF programme on development of National Biosafety Frameworks, building in effective control and management of IAS into these frameworks	UNEP 1 UNEP 2
Does the project form a coherent part of a UNEP-approved programme framework?		Yes, the project fits clearly within UNEP programme. It sits clearly within the matrix management arrangements at the intersection of the Ecosystems Management cross-cutting theme group and the Division of Environmental Policy Implementation (DEPI)	UNEP 1 UNEP 2
Is there complementarity with other UNEP projects, planned and ongoing, including those implemented under the GEF?		Five further full-sized projects on-going that are looking at removing threats, improved management and control of IAS. Two of these are regional (insular Caribbean and Pacific Islands) and follow-on from RBIPMA. Both were designed with input from the RBIPMA Task Manager (now organisational expert on IAS). The Cameroon project has cross linkages via one of the same EAs, IUCN, and the projects in Cuba and Seychelles are managed by UNDP.	GEF
Are the project's objectives and implementation strategies consistent with:	i) Sub-regional environmental issues and needs?	Yes: Conservation of biodiversity is a global challenge, with transboundary and regional implications.	Projdoc CBD
	ii) the UNEP mandate and policies at the time of design and implementation?	Yes: The project fulfils the UNEP mandate to facilitate the implementation international environmental agreements, specifically the CBD and COP7 (Decision VII/20) to address threats of IAS.	Projdoc UNEP 1
	iii) the relevant GEF focal areas, strategic priorities and operational programme(s)? (if appropriate)	Yes: the project fits within the Biological Diversity focal area of the GEF Operational Strategy, supporting conservation and sustainable use of biological resources in three specific ecosystems. The project contributes directly to biodiversity focal area strategic priorities numbers 2 (BD-2 Mainstreaming Biodiversity	Projdoc GEF

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		in Productive Landscapes and Sectors) and 4 (BD-4 Generation and Dissemination of Best Practices for Addressing Current and Emerging Biodiversity Issues).	
	iv) Stakeholder priorities and needs?	Yes: IAS pose economic and food security threats that are a priority issue for many national governments and local populations.	Projdoc
Overall rating for Relevance		Highly satisfactory (HS)	
Intended Results and Causality			
Are the objectives realistic?		Yes: At outcome level (component level) objectives realistic as incremental achievements identified and practical interventions limited to specific pilot sites. Partly: At project purpose level, objective less realistic as implicitly implies barriers can be permanently removed by action of a single project.	Projdoc ToC analysis
Are the causal pathways from project outputs [goods and services] through outcomes [changes in stakeholder behaviour] towards impacts clearly and convincingly described? Is there a clearly presented Theory of Change or intervention logic for the project?		No. While the linkages between project outputs and outcomes are partially described, a clear presentation of the causal pathway is not given and drivers and assumptions are not clearly identified. Theory of change analysis of the relationship between outcome to intended impact is completely lacking.	Projdoc ToC analysis
Is the timeframe realistic? What is the likelihood that the anticipated project outcomes can be achieved within the stated duration of the project?		The initial timeframe was not realistic, as illustrated by the need for two extensions and present unavailability of the final coffee table publication. The intention to change policy and institutional relationships are objectives that require a longer time frame than the original 4 year project, as are ecosystem management plans involving local stakeholders, where community participation is a new initiative and new techniques being introduced. At the time of design, however, the project was envisaged as phase one of a longer programme, which has been curtailed by changes in GEF funding policy (no second phase projects now funded).	Projdoc ToC analysis
Are the activities designed within the project likely to produce their intended results		Yes: activities generally in line with identified outcomes	Projdoc
Are activities appropriate to produce outputs?		Yes: activities appropriate to outputs	Projdoc
Are activities appropriate to drive change along the intended causal pathway(s)		Yes: though different starting positions found in different	Projdoc

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	countries means that a four year input is likely to achieve different level of results.	
Are impact drivers, assumptions and the roles and capacities of key actors and stakeholders clearly described for each key causal pathway?	No: Not well identified, nor described, though roles of key actors are.	Projdoc ToC analysis
Overall rating for Intended Results and causality	Moderately satisfactory (MS) as new criteria introduced since project inception	
Efficiency		
Are any cost- or time-saving measures proposed to bring the project to a successful conclusion within its programmed budget and timeframe?	Not specifically identified within the project documents available. However discussions and reports available indicate significant additional resources supplies by EA and NEAs over life span of project in order to achieve required outputs.	Projdoc
Does the project intend to make use of / build upon pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects etc. to increase project efficiency?	Yes, well linked in with global databases and institutions, existing national institutions and initiatives on IAS management.	Projdoc
Overall rating for Efficiency	Moderately satisfactory (S)	
Sustainability / Replication and Catalytic effects		
Does the project design present a strategy / approach to sustaining outcomes / benefits?	Yes; the project design shows strong support for sustaining results in terms of capacity building, institutional development and co-ordination and policy development. However limited emphasis on cost-recovery activities, which are crucial for long-term sustainability of activities.	Projdoc
Does the design identify the social or political factors that may influence positively or negatively the sustenance of project results and progress towards impacts? Does the design foresee sufficient activities to promote government and stakeholder awareness, interests, commitment and incentives to execute, enforce and pursue the programmes, plans, agreements, monitoring systems etc. prepared and agreed upon under the project?	Yes; the project has significant number of components focused on awareness raising, training and institutional development in support of project activities. Only on receipt of final technical reports will it become clear whether these were sufficient and effective.	Projdoc
If funding is required to sustain project outcomes and benefits, does the design propose adequate measures / mechanisms to secure this funding?	Commitment of national governments is identified, however with many competing demands on limited resources this is not sufficient in itself.	Projdoc
Are there any financial risks that may jeopardize sustenance of project results and onward progress towards impact?	Yes. The continued support of national government to activities may be threatened by national budgetary restrictions. Cost-recovery mechanisms may not be	Analysis

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		highly developed enough to support continued activities.	
Does the project design adequately describe the institutional frameworks, governance structures and processes, policies, sub-regional agreements, legal and accountability frameworks etc. required to sustain project results?		No; this represents rather a gap in project design	Projdoc
Does the project design identify environmental factors, positive or negative, that can influence the future flow of project benefits? Are there any project outputs or higher level results that are likely to affect the environment, which, in turn, might affect sustainability of project benefits?		Yes: Factors other than IAS affecting biological diversity.	Projdoc
Does the project design foresee adequate measures to catalyze behavioural changes in terms of use and application by the relevant stakeholders of (e.g.):	i) technologies and approaches showcased by the demonstration projects;	Yes: trainings and capacity building activities for all stakeholders.	Projdoc
	ii) strategic programmes and plans developed	Yes; building activities into national, regional and local-level plans. Changes in laws, regulations and guidelines at national level foreseen.	Projdoc
	iii) assessment, monitoring and management systems established at a national and sub-regional level	Yes at national level. Less clear link to sub-regional level.	Projdoc
Does the project design foresee adequate measures to contribute to institutional changes? [An important aspect of the catalytic role of the project is its contribution to institutional uptake or mainstreaming of project-piloted approaches in any regional or national demonstration projects]		Yes: Project identifies numerous measures to contribute to institutional change, including: National IAS co-ordinating body and information system, development of IAS strategy and action plan, modification of NBSAPs to include IASs. The evaluation will further explore if these were adequate.	Projdoc
Does the project design foresee adequate measures to contribute to policy changes (on paper and in implementation of policy)?		Yes: IAS policy guidelines for national and provincial sector planning and promotion of issues. Modification of NBSAPs	Projdoc
Does the project design foresee adequate measures to contribute to sustain follow-on financing (catalytic financing) from Governments, the GEF or other donors?		No: Limited cost-recovery mechanisms being investigated. Rather reliance on continued government funding	Projdoc
Does the project design foresee adequate measures to create opportunities for particular individuals or institutions (“champions”) to catalyze change (without which the project would not achieve all of its results)?		Yes: Extensive training and capacity building present within the project, including exposure to regional and global fora, with potential to inspire individuals to take issues further.	Projdoc
Are the planned activities likely to generate the level of ownership by the main national and regional stakeholders necessary to allow for the project results to be sustained?		Yes: National priorities and ownership built-in to project design	Projdoc
Overall rating for Sustainability / Replication and Catalytic effects		Satisfactory (S)	
Risk identification and Social Safeguards			
Are critical risks appropriately addressed?		No section on this	Projdoc

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Are assumptions properly specified as factors affecting achievement of project results that are beyond the control of the project?	No: assumptions identified in fact mixture of drivers (defined as within control of project) and assumptions (beyond the control of the project).	Projdoc
Are potentially negative environmental, economic and social impacts of projects identified	Yes: The fact that some IAS species have both positive and negative economic impacts is identified, with subsequent implications for users. Suspicion of biological control measures also identified, though not acknowledged as environmental risk.	
Overall rating for Risk identification and Social Safeguards		
Governance and Supervision Arrangements		
Is the project governance model comprehensive, clear and appropriate?	Partially; The model is clear with regard to involvement of government institutions, but not with regard to involvement of civil society. Community involvement is seen in terms of groups of users, rather than different communities that might have, or need representation by local and/or provincial/ national institutions.	Projdoc
Are roles and responsibilities clearly defined?	Yes	Projdoc
Are supervision / oversight arrangements clear and appropriate?	Yes, clearly defined. Evaluation will show if appropriate	Projdoc
Overall rating for Governance and Supervision Arrangements		
Management, Execution and Partnership Arrangements		
Have the capacities of partner been adequately assessed?	No: Capacity at National level was not assessed during project formulation, leading to incremental objectives at outcome level that could accommodate different National starting positions. It is expected that this will have contributed to different impact levels.	Projdoc
Are the execution arrangements clear?	Yes: National partners have the main responsibility for implementation of project components, with coordination provided by two international organisations, CABI and IUCN and overall supervision by UNEP.	Projdoc
Are the roles and responsibilities of internal and external partners properly specified?	Yes for internal partners. Less clear for external partners.	Projdoc
Overall rating for Management, Execution and Partnership Arrangements		
Financial Planning / budgeting		
Are there any obvious deficiencies in the budgets / financial planning	No obvious deficiencies in identified activities and operational budget.	Projdoc
Cost effectiveness of proposed resource utilization as described in project budgets and	A high proportion of project budget, almost 50% was	Projdoc

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viability in respect of resource mobilization potential	assigned project management and coordination. This was twice the budget assigned for practical IAS control and prevention activities.	
Financial and administrative arrangements including flows of funds are clearly described	Yes: Financial and administrative arrangements are clear.	Projdoc
Overall rating for Financial Planning / budgeting	Moderately satisfactory	
Monitoring		
Does the logical framework: <ul style="list-style-type: none"> capture the key elements in the Theory of Change for the project? have 'SMART' indicators for outcomes and objectives? have appropriate 'means of verification' adequately identify assumptions 	The logical framework does not capture the key elements in the Theory of change for the project beyond project outcome level. Indicators for outcomes and objectives generally follow the SMART model. Means of verification appear suitable in theory, but quality and their existence has still to be identified (affected by late delivery of final technical report). Poor identification of assumptions.	Projdoc
Are the milestones and performance indicators appropriate and sufficient to foster management towards outcomes and higher level objectives?	Milestones and performance indicators appear appropriate and sufficient, but quality of impact studies, surveys and trainings is crucial in their efficacy.	Projdoc
Is there baseline information in relation to key performance indicators?	No there is generally poor baseline information available, due to poor planning in identification of realistic indicators.	Projdoc
Has the method for the baseline data collection been explained?	No, not clearly explained. In fact the methodology for collection of required information on biodiversity and spread of invasive species either very complex, or not yet known.	Projdoc
Has the desired level of achievement (targets) been specified for indicators of Outcomes and are targets based on a reasoned estimate of baseline??	Yes, overall project objective clearly linked to baseline values. Less clearly linked under some components, though clear targets set. However, as explained above, logical links do not mean that the proposed indicators are practically feasible.	Projdoc
Has the time frame for monitoring activities been specified?	Yes; there are clear and defined deadlines for technical and financial reporting.	Projdoc
Are the organisational arrangements for project level progress monitoring clearly specified	Yes, through output delivery and project technical support and coordination by International partners and supervision by UNEP.	Projdoc
Has a budget been allocated for monitoring project progress in implementation against outputs and outcomes?	No specific budget within project document, included within reporting costs for project management.	Projdoc
Overall, is the approach to monitoring progress and performance within the project	Yes: the theoretical approach to monitoring within the	Projdoc

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adequate?	project would appear adequate. However technically indicators and level of achievement identified in indicators were unrealistic in some cases.	
Overall rating for Monitoring	Moderately satisfactory (MS)	
Evaluation		
Is there an adequate plan for evaluation?	Yes, MTR and TE planned, however budgets not ring fenced which has led to problems in financing the TE.	Projdoc Discussions with EO and FMO- UNEP
Has the time frame for Evaluation activities been specified?	Yes, for both the MTR and TE	Projdoc
Is there an explicit budget provision for midterm review and terminal evaluation?	Not in the original project design as at this time understanding was that it was covered by UNEP management fee from GEF. Retrospectively assigned to project, which significantly impacted EAs budgets.	
Is the budget sufficient?	TE not visiting Uganda, due to budgetary constraint	
Overall rating for Evaluation	Moderately Satisfactory (MS)	

Annex 7 Brief CVs of the consultants

Name: Elizabeth Kiff **Nationality:** British

Specialisms: Rural livelihoods development. Community-based natural resource management. Project and programme design, management, implementation, monitoring and evaluation.

Contact details: Tel: 00 44 (0)1737 843579 Mobile: 00 44 (0)7773 205896
e-mail liz@kiff.orangehome.co.uk and lizkiff@yahoo.com . www.theNRGroup.net

Over 25 years experience of engagement with international development projects and programmes including working with national and international NGOs, national governments, UN organisations such as IFAD, FAO and UNDP and the European Union. Assignments that show progressively wider remit and greater responsibility, moving from project implementation and management to programme management and design and more recently 10 year programme evaluations and lesson learning feeding into design initiatives and evaluation assessments.

Qualifications:

1978 - 1982 University of Reading. BSc (Hons) Agricultural Botany, UK.
1988 - 1989 University of East Anglia (School of Development Studies) MSc in Agricultural Research and Development, UK.
2005 – 2011 Postgraduate Diploma in Environmental strategy, Surrey University, UK.

Further training:

2009 Positive Action Leadership Training, National Police Improvement Agency, UK.
2008 Certificate in Coaching, Coaching Academy, UK.
2000 Medicinal Plants, Purdue University, USA
1999 Advanced Excel, Parity training, Holburn, London, UK.

Other skills:

Fully computer literate: Microsoft Office (Word, Excel, PowerPoint, Access, Outlook), SPSS, Genstat, Dbase.

Specific country experience:

Afghanistan, Bhutan, Democratic People's Republic of North Korea, Ethiopia, Ghana, India, Indonesia, Kenya, Nepal, Pakistan, the Philippines, Sudan, Tajikistan, Vietnam, Zambia, Zimbabwe.

Funding Agency experience;

DfID, EU, IFAD, FAO, WFP, CONCERN, OXFAM, ADB, FINNIDA, UNDP, UNEP

Recent publications:

Evaluation of Environmental Support Programme (2006-2011) for UNDP, Botswana. (2011)
www.unbotswana.org.bw.

Evaluation of WFP country programme 2002-2009, Nepal, 2010.
<http://home.wfp.org/stellent/groups/public/documents/reports/wfp227593.pdf>

Independent Assessment of the UNDP Human Initiative in Myanmar, 2010. Natural Resource Management and Environmental components.
<http://erc.undp.org/evaluationadmin/manageevaluation/viewevaluationdetail.html?evalid=5268>

Evaluation of DFID Country Programmes. Country study: Nepal (2007)
<http://www.dfid.gov.uk/aboutdfid/performance/files/ev679.p>

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He is the Chair of Agroforestry and Snr. Lecturer at the Department of Agroforestry, Faculty of Renewable Natural Resources, College of Agriculture and Natural Resources, KNUST, Kumasi, Ghana. He holds a PhD degree in Agronomy from the University of Adelaide in S. Australia. He has worked for over thirty years both in Ghana and abroad in teaching, research, development and transfer of technologies to farmers and industry. He has a wide range of research interests but his current interests are in the fields of Biological Nitrogen Fixation (BNF), Biofuels (*Jatropha curcas*) and Cropping Systems. He has 35 articles in scientific journals, proceedings, technical monographs and manuals. He has been a Consultant to a number of projects and organizations including the African Development Bank, Social Enterprise Development Foundation of West Africa (SEND Foundation), the European Economic Commission (EEC). Lead Trainer for TCC on the Millennium Development Authority (MIDA) programme for Farmer Based Organisations in the Ejura and Mampong Districts on Commercial Development of Farmer Based Organisation (CDFO) Activities

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- Nutsugah, S.K., **Oti-Boateng, C.**, Tsigbey, F.K. and Bradenburg, R.L. (2004) Assessment of yield losses due to early and late leaf spots of groundnuts. Ghana Journal of Agricultural Science, Vol. 37, (in press)
- Darkwa, E.O., Johnson, B.K., Nyalemegbe, K., Yangyuoru, M., **Oti-Boateng, C.**, Willcocks, T.J. and Terry, P.J. (2001). Weed management on vertisols for small-scale farmers in Ghana. International Journal of Pest Management, 47: 299-303.
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- Nyalemegbe, K.K., Sekou, E. T. and **Oti-Boateng, C.** (2010) Importance of constitutional collaboration in rice production at the Rice Irrigation Project, Kpong, Ghana. Paper prepared for the United Kingdom Foresight Future Project for Africa.
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- Yangyuoru, M., Oteng, J.W., **Oti-Boateng, C.** and Asiedu, E.K. (1999) Strategies and options to mitigate the effects of drought on agricultural production. Paper presented at the WMO/FAO/UNEP Roving Seminar on application of Climatic data for drought preparedness and management of sustainable agriculture. Accra, Ghana
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