Terminal Evaluation of the UN Environment/Global Environment Facility Project: "Development and Institution of a National Monitoring and Control System (Framework) For Living Modified Organisms (LMOs) and Invasive Alien Species (IAS) - Cameroon"

Terminal Evaluation Report

Evaluation Office of UN Environment

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National Monitoring Framework for Living Modified Organisms (LMOs) and Invasive Alien Species (IAS) in Cameroon

GEF ID: 3651
August/2018

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ABOUT THE EVALUATION[1]

Joint Evaluation: No

Report Language(s): English

Evaluation Type: Terminal Project Evaluation

Brief Description: This report is a terminal evaluation of a UN Environment project implemented by the Division of Environmental Policy Implementation. The project's overall development goal was to strengthen institutional capacity in the prevention and control of the introduction, establishment and spread of Invasive Alien Species and Living Modified Organisms in Cameroon through the implementation of a risk-based decision-making process. The evaluation sought 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 UN Environment and their implementing partners including the relevant agencies in the project participating countries.

Key words: Biosafety; Biodiversity; Biotechnology; Cartagena Protocol on Biosafety; Convention on Biological Diversity; Cameroon; Living Modified Organisms; Genetically Modified Organisms; Genetic Engineering; National Biosafety Frameworks; Capacity Building; TE; Terminal Evaluation; GEF; Global Environment Facility

[1] *This data is used to aid the internet search of this report on the Evaluation Office of UN Environment Website*

Acronyms

BCH	Biosafety Clearing House
CBD	Convention on Biological Diversity
CHM	Clearing House Mechanism
CPB	Cartagena Protocol on Biosafety
CSO	Civil Society Organizations
DCPI	UN Environment Division of Communication and Public Information
DELC	UN Environment Division of Environmental Laws and Conventions
DEPI	UN Environment Division of Environmental Policy Implementation
EO	Evaluation Office
GC	Governing Council (of UN ENVIRONMENT)
GEF	Global Environment Facility
GMO	Genetically Modified Organism
HQ	Head Quarters
IAS	Invasive Allen Species
IGO	Inter-Governmental Organizations
IPPC	International Plant Protection Convention
IUCN	International Union for the Conservation of Nature (World Conservation Union)
LMO	Living Modified Organism
MINADER	Ministry of Agriculture and Rural Development
MINCOM	Ministry of Communication
MINEPDED	Ministry of Environment and Natural Protection and Sustainable Development
MINFOF	Ministry of Forestry and Wildlife
MINEPIA	Ministry of Livestock, Fisheries and Animal Industries
MINSANTE	Ministry of Public Health
NGO	Non-Governmental Organizations
PAC	Project Advisory Committee
PBME	Project Benefit Monitoring and Evaluation
PCU	Project Coordination Unit
SMART	Specific, Measurable, Achievable, Relevant and Time-Bound
SPS	Sanitary and Phytosanitary Agreement of the WTO
ToC	Theory of Change

Contents

List of Annexes

List of Tables

Table 1: Project Identification

UN Environment PIMS ID:		**GEF project ID:**	3651
UN Environment Sub-programme:	Environmental Governance	**Expected Accomplishment(s):**	(MTS 2014-17) EA2 Law: The capacity of countries to develop and enforce laws and strengthen institutions to achieve internationally agreed environmental objectives and goals and comply with related obligations is enhanced
Focal Area(s):	Biodiversity	**GEF Strategic Priority/Objective:**	BD-SP6
UN Environment approval date:	March 29th, 2011	**Project Type:**	Full size project (FSP)
***Expected* start date:**	October 2010	**Actual start date:**	March 2011
***Planned* completion date:**	March 2015	**Actual completion date:**	July 2017
***Planned* project budget at approval:**	US$11,200,000	**Actual total expenditures reported as of June 2017:**	$5,930,345.96
***Planned* Environment Fund allocation:**	US$2,400,000	**Actual Environment Fund expenditures reported as of June 2017:**	$2,400,008
***Planned* Extra-Budgetary Financing:**	US$8,800,000	**Total co-financing realized as of 30 June 2017:**	
First disbursement:	April 2011	**Date of financial closure:**	
No. of revisions:	7	**Date of last revision:**	January 2017
No. of Steering Committee meetings:	6	**Date of last/next Steering Committee meeting:**	October 2016
Mid-term Review/ Evaluation *(planned date):*	April 2015	**Mid-term Review/ Evaluation (actual date):**	May 2015
Terminal Evaluation *(planned date):*	May 2015	**Terminal Evaluation (actual date):**	December 2017
Coverage - Country(ies):	Cameroon	**Coverage - Region(s):**	Central Africa

Executive Summary

1. The Cameroon Biosecurity project was implemented between 2011 and 2017. The UN Environment was the project implementing agency. The project was coordinated at the national level by the Ministry of Environment, Protection of Nature and Sustainable Development (MINEPDED). The project objective was to strengthen institutional capacity in the prevention and control of the introduction, establishment and spread of Invasive Alien Species and Living Modified Organisms in Cameroon through the implementation of a risk-based decision-making process. To achieve that objective, the project focused mainly on identifying potential threats to biosecurity, pathways of the spread of biological invaders including Living Modified Organisms (LMOs), developing a legal and institutional framework for biosecurity in the country and creating knowledge and developing attitudes to enhance practice. The project which attempts to implement Invasive Aliens Species (IAS) control and biosafety on the same platform is the first of its kind on the African continent**.**

Strategic Relevance of the Project

2. Prudent adoption of Living Modified Organisms has been found to hold great promise for agriculture in Cameroon by increasing crop yields. Invasive Alien Species however, constitutes a significant threat to Cameroon's biodiversity. Cross sectoral conflict in regulatory processes as well as land use conflicts (Forests and agriculture), climate change, and unsustainable use were identified as challenges in this project. Cameroon's biosecurity framework has seen considerable fragmentation as a result of the rapid growth of biotechnology. For example, responsibilities for the assessment of the environmental impacts of potential Living Modified Organism introduction to Cameroon is vested in the Ministry of Environment, Protection of Nature and Sustainable Development and Nature Protection (MINEPDED), while the infrastructure for the evaluation of new species introductions resides in the Ministry of Agriculture and Rural Development (MINADER).

3. At the global and national levels, the project was designed to contribute to, and is consistent with, GEF Strategic Programme (SP) 6 and SF 3 under the GEF 4 Biodiversity Strategy. SP 6 focuses on assisting countries to implement the provisions of the Cartagena Protocol on Biosafety, developing mechanisms to operationalize national biodiversity loss to Invasive Alien Species and to address cross-sectoral conflict in regulatory processes and in land-use.

Effectiveness

4. The project has produced a number of outputs, key among which are the following: a list of invaders and control methods, a black list of prohibited species whose introduction could cause adverse effects in the environment and on human health, a list of species that have low-risk of becoming invasive and for that matter authorized for importation, and a report that contains recommendations for the management of invasion pathways including contingency planning and emergency response management approaches. Other outputs include: a biological invasion monitoring network; an interoperable database of biological invaders, trained trainers to address capacity gaps in different areas; manuals developed on how to manage biological invasions, inspection systems, commodity audit systems and contingency planning and emergency response. In addition, the implementation plan of the biological invasion communication and awareness strategy was under development at the time of this evaluation.

5. The extent to which biosecurity concerns have been mainstreamed into sectoral agencies and civil society and biosecurity operations executed using a cross-sectoral approach, pilot risk-based systematic and transparent decision-making processes for the

management of biological invasions could not be easily determined. This is because the legislation which would create the enabling environment and institutional framework for biosecurity is not yet in place. However, through project implementation, some level of mainstreaming has occurred.

6. To facilitate the control of the entry, establishment and spread of Invasive Alien Species and the management of Living Modified Organisms, a key intervention was to build national capacity. To that extent, several training of trainers' workshops as well as national training activities have been carried out on risk analysis, Living Modified Organisms and Invasive Alien Species detection, diagnostics & monitoring, inspection systems & methods, commodity audit systems and contingency planning & emergency response.

7. The project has built on efforts to harmonize policy and approaches to building coordinated institutional frameworks with the capacity to detect, exclude, eradicate, control and effectively manage introduced organisms (Invasive Alien Species and Living Modified Organisms) that could pose a threat to biodiversity.

Likelihood of Impact

8. Results from the implementation of the project show that the project has not made much progress along the pathway from results to impact. Even though a significant number of outputs have been produced, it is difficult to determine progress from outcomes to impact. The project has developed a policy on biosecurity. However, the enabling legislation was still in draft at the time of this evaluation. Without the enabling legislation, the institutional framework conceived under the legislation cannot be implemented. Until such time that the Biosecurity Law is promulgated with its facilitating regulations and other relevant legislation amended so that they are mutually supportive and incorporated into the procedures of agencies whose mandates include issues relevant to biosecurity, it is unlikely that progress will be made along the causal pathway through intermediate states and onwards to impact.

9. Regarding other drivers for change, the major stakeholders have worked together on earlier biosafety initiatives and there is strong motivation to continue the partnership. In spite of substantial delays in project implementation, there seems to exist a strong drive, and ongoing work attests to this assertion, to bring the project to its logical conclusion even after the official end of the project. At the time of this evaluation the Government of Cameroon was in the process of releasing the delayed financial support for the biosecurity initiative. Public awareness has been raised but the extent to which public actions can be deployed as a potential driver for change could not be ascertained.

10. At the end of the project, the key indicators of project performance have only been partially fulfilled. A new cross-sectoral policy coordination framework for the control and management of Invasive Alien Species and Living Modified Organisms which promotes conformity with national guidelines and international standards has been formulated, reviewed and validated. Through substantial public awareness campaigns and the production and dissemination of public information materials, some categories of key stakeholder groups, in particular government agencies are aware of the risk of Invasive Alien Species and Living Modified Organisms and the need for biosecurity. Yet, there is more work to be done in this area. The information portals (clearing houses) that would provide access to information have not been fully developed. In general, as a result of the inability of the project to put in place the enabling biosecurity legislation, a fully functional government set-up with operational capacity to manage major control pathways of Invasive Alien Species and LMO introduction has not been achieved. Neither has a cost-effective control and mitigation program been installed.

Efficiency

11. In general, efficiencies are either built into project design or have been realised through the use of proven models which allowed the project to roll-out activities to a wider stakeholder group sometimes through workshops and training programmes. For example, the project organized several training courses in 2016 and 2017 using the proven concept of training of trainers on various subjects including risk analysis, detection, and diagnostics and monitoring of biological invaders, inspection systems and methods, on commodity audit systems, and contingency planning and emergency response. These training courses were based on manuals that had been developed and validated for the purpose. The project also took advantage of existing meetings to create awareness and get relevant government departments involved.

12. The use of partnerships contributed to both effectiveness and efficiency. The close involvement of the relevant ministries, government departments and universities increased efficiency as project implementation benefited from their better institutional knowledge and memory, contacts and experience. For example, many of the consultants who drafted the legislation, policy, manuals and other reports came from the various ministries and institutions. Trainers at the training courses in some instances came from government agencies and the universities. The capacities in the universities were leveraged to develop laboratories which were in the process of being upgraded at the time of this evaluation.

13. Inefficiencies involved slow project start-up for a variety of reasons including lateness in project approvals, late release of government co-funding resources, inefficiencies in the handling of foreign exchange transfers resulting in the loss in value of project funds, and the withdrawal of International Union for the Conservation of Nature from the project with the resultant loss of counterpart funding for the implementation of some project activities. Underlying some of these challenges was a limited staff complement at the project management unit, which might have been offset through, for example, increased collaboration with government departments. Funds may also be less of a limiting factor where resources can be amplified though increased use of partnerships. Other challenges involve the late finalization of outputs as a result of the national requirement to translate all outputs into English and French in a bilingual country. Attempts to improve efficiency involved flexibility in managing resources through rescheduling to mitigate funding challenges and the use of local expertise as extensively as was available.

Project Planning and Design

14. In general, the project was reasonably well designed and clearly drafted. The case for the need for the project was clearly made. Relevance of the project was articulated through a discussion of the project's consistency with Convention on Biological Diversity (CBD) articles 8b and 8g on the implementation of the Cartagena Protocol on Biosafety and the execution of the World Trade Organization (WTO) Sanitary and Phytosanitary (SPS) Agreement which embodies Convention on Biological Diversity and the International Plant Protection Convention (IPCC) common work programme. No reference was made to the Bali Strategic Plan and South-South Cooperation. However, linkages to other GEF and World Bank interventions were identified.

15. A log-frame was developed and a narrative of the intervention logic was included in the project document. However, the description does not detail causal linkages between the various project elements. Many activities were presented as outputs even at intermediate levels (i.e. even where a number of activities contribute to an output) resulting in an overly large number of outputs which had to be re-aggregated in the reconstructed theory of change of the project. This evaluation found, however, that the project design failed to anticipate that the time frame was far too short to complete the project as originally scheduled. It is not

surprising that, six months after the end of the project extension, key activities have still not been completed.

Project management

16. UN Environment was responsible for project implementation. Its specific responsibilities were supervision, technical advisory support, management, evaluation and reporting. The UN Environment Task Manager who was responsible for the project was apparently incredibly active in moving the project forward. This indication came from the project coordination unit and other stakeholders interviewed in-country. The project was executed at the country level by the Ministry of Environment, Protection of Nature and Sustainable Development– the National Executing Agency (NEA). the Ministry of Environment, Protection of Nature and Sustainable Development had a designated National Project Coordinator who was supported by administrative and financial assistants. The National Project Coordinator was accountable to the Ministry of Environment, Protection of Nature and Sustainable Development and to UN Environment for the delivery of agreed project outputs. He was responsible for overall supervision of the Project Coordination Unit (PCU). The Project Coordination Unit was responsible for monitoring the progress of project execution and communicated with the Task Teams routinely. The Project Coordination Unit developed annual work plans in collaboration with the component heads and Task Teams. The work plan targets were adjusted depending on the extent of progress achieved and this was done on a routine basis. These adaptations involve substantial effort and time. Task Teams comprising of participating institutions that were sub-contracted through the Project Coordination Unit, with sufficient specialised knowledge to ensure that project outputs are delivered on time and of the required quality, were created to execute different components of the project. The activities of the PCU and component taskforces were supported technically by 02 Project Technical Advisers.

17. A Project Advisory Committee (PAC) which comprised of representatives from key participating agencies was established at the national level to facilitate interagency coordination and to provide policy guidance to the project on political and administrative issues.

Project monitoring, reporting and evaluation

18. Elements of a monitoring plan were included in the project document. Indeed, a Project Benefit Monitoring and Evaluation framework was developed. Milestones seem adequate for measuring implementation progress. Project Implementation Reporting (PIR) and final project reports provided for this evaluation were found to be adequate. A substantial portion of the information used in this report on the achievement of planned project outputs was derived from these sources of information on project monitoring. Resources, allocated for reporting and, in particular, evaluation seemed adequate for undertaking the evaluation. Monitoring was not properly costed at project design. As a result of changes in project management and extensions to project duration, both the mid-term and final evaluations have been undertaken at later dates than had been anticipated.

19. The overall project performance was rated as Moderately Satisfactory. Table 7 below gives a summary of the ratings by criteria.

Table 2: Summary of Evaluation Rating by Criteria

Criterion	Rating
A. Strategic Relevance	HS
B. Quality of Project Design	S
C. Nature of External Context	MF
D. Effectiveness	MS
1. Achievement of outputs	MS
2. Achievement of direct outcomes	MU
3. Likelihood of impact	MU
E. Financial Management	MS
F. Efficiency	MS
G. Monitoring and Reporting	S
1. Monitoring design and budgeting	S
2. Monitoring of project implementation	MS
3.Project reporting	S
H. Sustainability of Outcomes	MU
1. Socio-political sustainability	ML
2. Financial sustainability	ML
3. Institutional sustainability	MU
I. Factors Affecting Project Performance	
1. Preparation and readiness	S
2. Quality of project management and supervision2	S
3. Stakeholders participation and cooperation	S
4. Responsiveness to human rights and gender equity	MS
5. Country ownership and driven-ness	S
6. Communication and public awareness	S
Overall project rating	**MS**

Summary of Recommendations

[1]. This evaluation recommends that the Project Coordination Unit should work with the Prime Minister's office to more effectively engage members of the legislature, create awareness, and effectively work to engage champions in the legislature who would shepherd a bill through parliament.

[2]. On-going communication among all partners involved in project implementation is crucial, therefore, for as long as the Project Coordination Unit remains open it must ensure that the project teams for the various components continue to meet to share knowledge until the Biosecurity legislation is promulgated and the apex organization conceived under the legislation is established.

[2] In some cases 'project management and supervision' will refer to the supervision and guidance provided by UNEP to implementing partners and national governments while in others, specifically for GEF funded projects, it will refer to the project management performance of the executing agency and the technical backstopping provided by UNEP.

[3]. More public awareness campaigns need to be undertaken therefore it is recommended that the Project Coordination Unit should disseminate information to promote the biosecurity project, while efforts are being made to adopt the policy and prepare a bill for promulgation in parliament. The government co-funding which had not been released prior to the official end of the project could be used for the translation of the guidelines and manuals into other languages and the preparation of public education materials aimed at local communities.

[4]. The Project Coordination Unit should, as a matter of urgency, transform the Advocacy Document prepared into a project document, and initiate efforts to seek funding for the elements yet to be implemented and any additional actions that may be required.

[5]. The evaluation recommends that the Project Coordination Unit must organise workshops to inform the private sector on the processes for applying for the importation of LMOs. This will provide the information required by industry stakeholders to catalyse action, promote the testing of the framework by imports, and check the practical robustness of the system.

[6]. In the interest of financial sustainability, it is imperative that the Project Coordination Unit develops a cost recovery plan as a part of its resource mobilization expectations, which involves the collection of revenue generated from services for import and export inspection (costs of border activities).

[7]. Based on Government Order No. 2003/006 of 21 April 2003, the Project Coordination office should be transformed into a permanent office within the Ministry of Environment, Protection of Nature and Sustainable Development to facilitate the establishment of the apex organization conceived under the biosecurity legislation.

[8]. In any follow-up to this project, national Training of Trainers must be undertaken particularly in risk-based approaches to biosecurity management, in order to develop capacity and mainstream biosecurity in the country.

[9]. This evaluation suggests that in future follow-up projects, a clear distinction should be made between: (i) monitoring for adaptive project management and (ii) monitoring for reporting purposes, with adequate resources allocated to both so as to enable adequate data collection and reporting.

Summary of Lessons Learned

[1]. Attempting to develop policy and legislation, produce a myriad of guidelines and technical manuals in two languages, as well as creating national awareness on biosecurity, while merging the two thematic areas of Living Modified Organisms and Invasive Alien Species, is challenging and unrealistic for a 4-year project duration.

[2]. There was a general problem of getting competent international consultants because of the low levels of remuneration offered under the project. Evaluation findings indicate that the capacity to undertake international consultancy contracts was within the country and should have been tapped into to prevent the consequent delays in implementing project activities. This evaluation suggests that future projects of this type should explore the availability of competent local consultants and only use international consultants to audit the work to ensure they meet international standards.

[3]. The legal and institutional framework which would provide a sound basis for mainstreaming the project into governmental operations was not in place at the end of the project. The time frame for its submission to the legislature and its promulgation was also unknown at the time of this evaluation. This constitutes a major risk to project sustainability. Because the legislation process can be long and politically sensitive, the development of laws and their promulgation should be initiated early in project execution in future similar projects.

[4]. Engagement of a wide cross-section of stakeholders at all levels, including local communities, is important in projects in which the achievement of the expected long-term impacts is highly dependent on their actions. Further, identifying 'champions' among the different groups of stakeholders not only contributes to successful project implementation but also facilitates progress along the causal pathway towards global environment objectives in the post-project period.

[5]. Co-financing of the project appeared strong in project design but became a serious challenge during implementation with the withdrawal of IUCN and the late release of funds from the government. In future projects there must be clarity in the way resources are to be disbursed and used. Request for fund disbursements from government must also be initiated early in project execution to avoid delays in the release of funds.

[6]. Although gender was not discussed in the project document, it was mainstreamed in project implementation. Gender is a key component in project designs in international development. Where gender has not been explicitly analysed in project design, it is feasible to execute projects with gender consideration in mind. gender analysis must be a key consideration in future projects.

[7]. To avoid the loss of project resources as a result of fluctuations in exchange rates and financial transfers, projects must promptly open foreign exchange accounts prior to initial project fund disbursements from donor agencies.

1 Introduction

1. This report presents the findings of the terminal evaluation of the Global Environment Facility (GEF) full size project "Development and Institution of a National Monitoring and Control System (Framework) For Living Modified Organisms (LMOs) and Invasive Alien Species (IAS) – Cameroon".

2. The United Nations Environment, specifically the Division of Environmental Policy Implementation was the implementing agency and the project was executed by the Ministry of Environment and Natural Protection and Sustainable Development (MINEPDED), Cameroon, a Project Management Unit (PMU) was established and hosted within MINEPDED in Yaounde.

3. The overall objective of the project was "to strengthen institutional capacity in the prevention and control of the introduction, establishment and spread of Invasive Alien Species and Living Modified Organisms in Cameroon through the implementation of a risk-based decision-making process".

4. The project was expected to cost a total of US$11,393,000. This includes the project preparation grant. The total comprises US$2,400,000 in GEF grants and a project co-financing budget of US$8,800,000. IUCN was expected to contribute US$600,000 in cash and US$400,000 in kind with the Government of Cameroon contributing US$ 700,000 in Cash and the equivalent of US$7,100,000 in-kind.

5. The project was implemented from March 2011 to June 2017. The planned mid-term review was carried out in May 2015. This evaluation was initiated in December 2017.

2 Evaluation Methods

2.1 Purpose and Scope of the Evaluation

6. The evaluation has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among UN Environment, The GEF and the National Executing Agencies and other national partners mentioned in Section 1 (4). Therefore, the evaluation will identify lessons of operational relevance for future project formulation and implementation especially for the second phase of the project, if applicable.

2.1.1 Key Evaluation Questions

7. The key questions to be addressed by the evaluation are the following:

i. What is the status of the development of a national policy and regulatory framework that was identified as a prerequisite for the effective coordination and control of introduced organisms (IAS and LMOs) in Cameroon? And to what extent is the framework in conformity with the existing guidelines and international standards?

ii. Has the project been successful in establishing risk-based control and mitigation programmes and capacity for IAS and risk-based management systems for LMOs in Cameroon? Has the project developed/established a monitoring system for IAS and LMOs? And to what degree of success have

these biosecurity strategies been mainstreamed into sectoral agencies and civil society?

iii. To what extent has the project contributed to developing awareness, capacity, education and access to information among relevant government agencies and key stakeholder groups, in biosecurity activities related to the management of IAS and LMOs?

iv. Was the project able to assist Cameroon to establish a regulatory regime and administrative systems that respond to their obligations under the Cartagena Protocol on Biosafety, as well as their national needs for viable and cost-effective measures to prevent, control and manage Invasive Alien Species in terrestrial, freshwater, marine and coastal systems?

2.1.2 Approach

8. This section discusses the methods that were used for data collection in response to the objectives, key questions and indicators. This evaluation is an in-depth, independent exercise conducted with oversight from the UN Environment Evaluation Office, and in accordance with the following principles to ensure a fair evaluation:

- *Focus on results:* Expected results, performance indicators, as well as potential risks are identified to ensure coherent and integrated results-based management (RBM) to frame the evaluation.
- *Learning*: The Evaluation Team adapted RBM principles, tools and indicators (i.e. the evaluation matrix), based on the needs and context of this evaluation, with the aim of increasing the potential for learning and focus on the achievements of the Living Modified Organisms (LMOs) and Invasive Alien Species (IAS) project in Cameroon.
- *Participatory approach*: The evaluation process involved a consultative and collaborative approach with the UN Environment staff members - Project Coordinator, Programme/project managers, and the Office for Operations (OfO) - and other relevant internal and external stakeholders who will be kept informed and regularly consulted throughout the assessment.
- *Evidence-based*: The evaluation gained insights and conclusion based on a variety of data and data collection methods, and, wherever possible, triangulating information in order to ensure the reliability and validity of evaluation analysis and conclusions.

2.1.3 Timeframe, data collection and limitations of the evaluation

9. Both primary and secondary data were collected and analysed as part of the evaluation process. Secondary data were obtained mainly from the UN Environment Evaluation Office, Division of Environmental Policy Implementation, as well as relevant partners and other organizations. Primary data were gathered through qualitative and quantitative methods, including desk reviews and semi-structured interviews. Findings from the Inception review further informed the methods used for this evaluation and informed refinement of the evaluation framework by filling information gaps and helping to identify further data collection needs. The list of project documents reviewed by the consultants is contained in Annex 1.0

10. **Interviews:** A limited number of phone and personal interviews were conducted with UN Environment staff and managers during the inception phase to help orient the Evaluation Team and inform the development of the Inception Report. Interviews conducted during the data collection phase were primarily semi-structured, based on the evaluation matrix presented in the inception report, and were conducted with project stakeholders including HQ staff. Interviewees included: UN Environment Nairobi office staff and managers, cooperating partners in other UN and non-UN institutions, national and local government administrations involved in project implementation (Ministries of the Environment), CSOs, NGOs, bilateral organizations, regional and local institutions and research Centres and other key informants as relevant. The evaluation maintained a manageable number of meaningful interviews. A detailed list of interviewees is included in annex 2 to this report. In particular, key staff in the agencies in the table (2) below were interviewed.

Table 3: Key Agencies Interviewed

Institution & Staff	Location
UN Environment Fund Management Officer	Nairobi
UN Environment Project Manager and key staff in the project management team	Nairobi
Ministry of Environment and Nature Protection and Sustainable Development (MINEPDED)	Yaounde, Cameroon
Selected representatives from among the project partners Ministry of Agriculture and Rural Development Ministry of Scientific Research and Innovation Ministry of Higher Education Ministry of Forestry and Wildlife Ministry of Fisheries and Animal Industries Ministry of Public Health	Yaounde, Cameroon
IUCN	Yaounde, Cameroon
Representatives of NGOs, CSO represented by CBSD	Yaounde, Cameroon
Prime Minister's Office	Yaounde, Cameroon

11. The evaluation was conducted by a team of two consultants between November 2017 and February 2018. An inception visit was undertaken to the UN Environment HQ in Nairobi, to allow for face-to-face meetings with members of the project team and Nairobi HQ. These visits provided the opportunity for the evaluation team to gain a better understanding of the project and the current status of implementation. It also allowed the evaluation team to collect data and set up the modalities for accessing project information in Anubis, the global project information sharing facility. The field visits to project countries again enhanced the understanding of the project team on the strengths and weaknesses of the project with regards to country/local situation and context, and how beneficiaries and other key stakeholders perceive the project effectiveness, sustainability and impact. The field visits also helped the Evaluation Team to assess limitations and opportunities presented by implementation challenges, address cross-cutting issues (such as gender), and identify possible areas and means for programme improvements

12. The evaluation team undertook a field visit to Cameroon where face-to-face meetings took place with members of the project team. Semi-structured interviews were organized with

project staff and stakeholders including, NGOs, CSOs, and other primary executing or otherwise affected entities in order to capture their views and perspectives regarding the project's relevance and performance at the local level.

13. The Mid-term Review (MTR), which was conducted in 2015, made a number of recommendations that helped to greatly improve project performance. Information in the review is taken into account in the Terminal Evaluation (TE) report where relevant, but the TE focuses on the performance and achievements of the project in the period following the MTR. The evaluation timeline and itinerary are provided in Annex 3. In terms of limitations, the Terminal Evaluation was undertaken about 6 months following official project completion. At this time, a number of the key planned project activities had not been completed. This made it difficult to make any meaningful determination on project outcomes and progress towards higher level results.

3 The Project

3.1 Context of the Project

14. Cameroon is endowed with rich biodiversity, both in variety and in quantity. Ninety (90%) of African ecosystems are represented in Cameroon and the country ranks fourth in Africa in floral richness and fifth in faunal diversity. Cameroon's biodiversity is characterised by a high degree of globally significant national and regional endemic species, many of which are threatened. Invasive alien species (IAS) however constitute a significant threat to Cameroon's biodiversity.

15. Agriculture is vital to the economy of Cameroon and Living Modified Organisms (LMOs) adoption holds great promise for the country for example by increasing crop yields by utilizing 'green' practices such as the reduction of pesticide use and irrigation. However, no applications for the import of plant and animal LMOs have been received or considered in spite of expressions of interest in utilizing and developing LMOs in Cameroon.

16. Invasive Alien Species are a subset of all introduced species, the vast majority of which do not become invasive. LMOs are also a subset of all introduced species although their introduction in Cameroon has a short history, it is not possible to conclude that the very few LMO species are likely to become invasive at this stage. However, the history of (non-LMO) species introductions supports this assertion.

17. Biosecurity in Cameroon has achieved insufficient progress to date because of the following barriers: (i) Ineffective policy, regulatory and institutional framework for the effective prevention and control of the introduction, establishment and spread of biological invaders; (ii) Inadequate implementation of cost-effective risk-based biosecurity measures; (iii) Insufficient capacity for a risk-based approach to biosecurity management; and (iv) Lack of information to inform management and low levels of awareness among key stakeholder groups. Although the Government of Cameroon has established policies, regulations and infrastructure to perform its duties under relevant international law and sector-based national legislation that deal with biosecurity issues, there is need to improve management effectiveness through identifying risks and gearing interventions towards reducing the highest risks.

18. The prevention and management of biological invasions under the biosecurity umbrella requires a synergistic approach that promotes the sharing of resources and expertise across various agencies in Cameroon tasked with the management of LMOs and

Invasive Alien Species (IAS). This project was designed to remove a number of the barriers identified above, by building upon existing policies and, regulatory and institutional regimes to ensure that biodiversity management objectives pertaining to biological invasions are mainstreamed into policy planning and implementation. The project was also designed to establish an objective risk-based approach to the evaluation of proposed species (LMO and non-LMO) introductions and introduction pathways.

19. The project approach builds upon strategies traditionally undertaken in the agricultural sector (i.e. quarantine and phytosanitary measures), strengthening structures that are already operational, and emphasizing the hierarchical approach promoted by the Convention on Biological Diversity (i.e. prevention, early detection and removal, containment, suppression and control), based on the consideration that financial investments in the early stages of an invasive process may be far more cost-effective than controlling already established invasive species.

20. It is expected that the approaches used in this project will have a high replication value, providing an opportunity to disseminate knowledge and good practice in addressing biological invasions through cross-sectoral and ecosystem approaches that can be replicated in other African countries undergoing similar threats.

3.2 Project Objectives and Components

21. The main objective of this project is to strengthen institutional capacity in the prevention and control of the introduction, establishment and spread of Invasive Alien Species and Living Modified Organisms in Cameroon through the implementation of a risk-based decision-making process. The project activities were categorized into five project components with corresponding activities, outputs and outcomes, as summarized in Table 3 below.

Table 4: Summary of Project Components and Expected Outcomes as presented in the Project Document

Component	Expected Outcomes
Component 1: Development of policy, regulatory and institutional framework for effective prevention and control of the introduction, establishment and spread of biological invaders (establish policy, regulatory and institutional framework)	Policy, regulatory and institutional framework for effective prevention and control of the introduction, establishment and spread of biological invaders. • New cross-sectoral and cooperative policy coordination framework for the prevention and control of IAS and LMOs which promotes conformity with existing national guidelines and international standards is in place and supported by end of project. • New cross-sectoral and cooperative regulatory framework for the prevention and control of IAS and LMOs which promotes conformity with existing national guidelines and international standards is incorporated into the legislation of all agencies

Component	Expected Outcomes
Component 2: Implementation of sustainable strategies for the risk-based management of priority pathways and species for IAS and LMOs (implement sustainable biosecurity strategies).	Cost effective risk-based control and mitigation programmes for IAS in place and cost-effective risk-based management system for LMOs operationalised from existing legal instruments. • Biosecurity concerns mainstreamed in sectoral agencies and civil society and biosecurity operations executed using a cross-sectoral approach. • Revenues generated from services for import and export inspection are retained by the relevant executing government agency for operational costs. • Pilot risk-based management procedures in accordance with international procedures in place for IAS and LMOs.
Component 3: Build capacity to enable the control of the entry, establishment and spread of IAS and LMOs (Capacity building).	Functioning government agencies with operational capability to manage major pathways of IAS and LMO introduction, establishment and spread. • Human capacity built for the operationalization of biosecurity activities for all relevant agencies. • Sufficient equipment and infrastructure are available to ensure that priority pilot biosecurity measures can be implemented.
Component 4: Raise awareness of key stakeholder groups on risks, impacts and management of IAS and LMOs (Information and awareness).	Key stakeholder groups (decision makers, travelling public, traders, tourism operators, importers, shipping agents, community groups, etc.) aware of risks of IAS and LMOs and need for biosecurity and have access to information at the appropriate level of detail concerning risk pathways and risk organisms. • Impact of project interventions on awareness levels of key stakeholder groups understood • Biosecurity communications and awareness raising plan implemented. • Cross-sectoral impact of biological invasions in Cameroon understood. • Biosecurity information made available through existing national and international portals.
Component 5: Project management and coordination.	Project efficiently managed and coordinated to maximise effectiveness. • Infrastructure and arrangements for overall project administration completed. • Project Inception phase completed

3.3 Stakeholders

22. Key stakeholders in the biosecurity project are mainly government ministries, universities and research organizations, civil society groups and NGOs. Ministries with legislative powers including Ministry of Environment, Protection of Nature and Sustainable Development (MINEPDED), Ministry of Agriculture and Rural Development (MINADER), Ministry of Forestry and Wildlife (MINFOF), Ministry of Health (MINSANTE) were involved in project implementation by making strategic policy decisions through the Project Management Unit and the Project Advisory Committee. The government ministries were also involved in the drafting of new legislation and served as resource persons to assess the socio-economic impact of IAS and LMOs. At the operational level, Quarantine Officers, Customs Officials, Police, Health Officers and Immigration Officers served as both resource

Officers and participants at workshops, monitoring of post releases of IAS and LMOs and participated in outreach and communication activities.

23. The Universities and research institutions provided experts to conduct risk analysis as technical inputs for the Technical Advisory Committees of the decision-making bodies/agencies on the management of IAS and LMOs.

24. Civil Society organizations and NGOs were involved in the development of the communication strategy and outreach, sensitization of media on the subject of biosecurity and in control operations and pilot field activities.

3.4 Project Implementation Structure and Partners

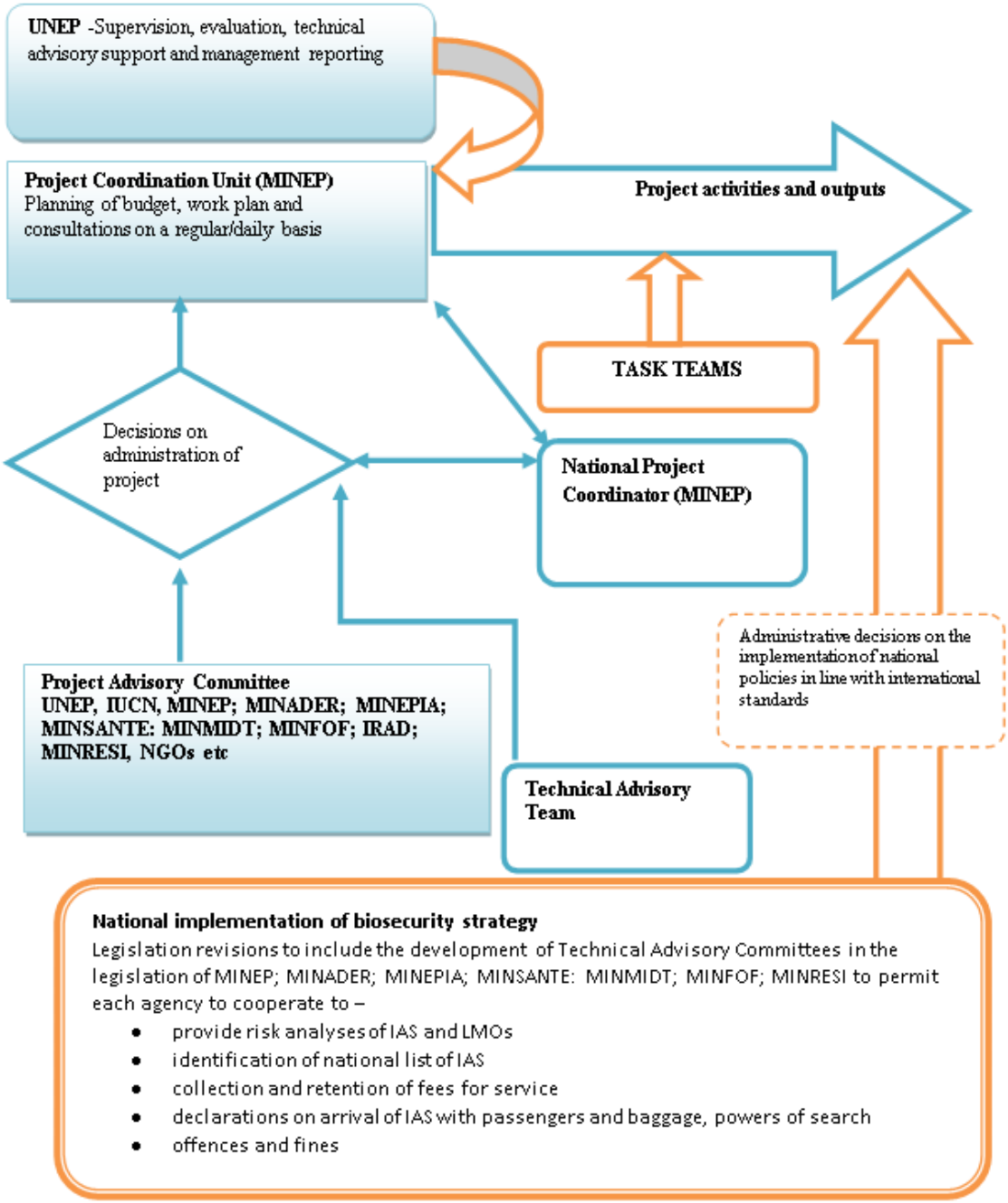
25. The project was implemented by UN Environment (Implementing Agency). The UN Environment Division of Environmental Policy Implementation had specific responsibility for project implementation. Its responsibilities were supervision, evaluation, technical advisory support and management, and reporting. The project was executed at the country level by the Ministry of Environment, Protection of Nature and Sustainable Development (MINEPDED) – the National Executing Agency (NEA). MINEPDED had a designated National Project Coordinator who was supported by one administrative and financial assistant each. The National Project Coordinator was accountable to MINEPDED and to UN Environment for the delivery of agreed project outputs. He was responsible for overall supervision of the Project Coordination Unit (PCU). The PCU which was established within MINEPDED was responsible for the day to day running of the project. The PCU received support from two Project Technical Advisors (PTAs) with international experience, to assist in the technical delivery of project components and to provide mentoring and re-enforcement training for national staff.

26. The Project Coordination Unit was responsible for monitoring the progress of project execution and communicated with the Task Teams routinely. The PCU developed annual work plans in collaboration with the component heads and Task Teams. The work plan targets were adjusted depending on the extent of progress achieved and this was done on a routine basis. These adaptations involve substantial effort and time. However, the complement of staff in the Project Coordination unit was limited (3 staff: a Project Coordinator; an Administrative Assistant and a Financial Assistant.

27. Task Teams comprising of institutions that were sub-contracted through the Project Coordination Unit with sufficient specialised knowledge to ensure that project outputs are delivered on time and of the required quality were formed.

28. A Project Advisory Committee (PAC) was established at the national level to facilitate interagency coordination and to provide policy guidance to the project on political and administrative issues. The PAC also, provided technical support to the Task Teams. The Committee comprised representatives from the Ministry of Agriculture and Rural Development (MINADER), Ministry of Environment (MINEPDED), and other key ministries (e.g. Forestry and Wildlife (MINFOF), Livestock, Fisheries and Animal Industries (MINEPIA), and, Information and Awareness (MINRESI)), as well as representatives of intergovernmental organizations, NGOs and Civil Society. The Advisory Committee was chaired by the Secretary General of MINEPDED. The PAC convened quarterly to discuss project implementation issues as reflected in the PIRs. The decision-making system for the project is presented below in Figure 2 below.

Figure: 1: Decision-making flowchart and organizational chart (Source: Project Document)



3.5 Project Financing

29. The overall project budget was US$11,393,000 including the project preparation grant. This comprises US$2,400,000 in GEF grants and a project co-financing budget of US$8,800,000. IUCN was expected to contribute US$600,000 in cash and US$400,000 in kind with the Government of Cameroon contributing US$ 700,000 in Cash and the equivalent of US$7,100,000 in-kind as summarized in Table 4 below.

Table 5: Project Financing

	Project Preparation	Project Implementation	Total	Agency Fee
GEF Financing	93,000	2,400,000	2,493,000	249,300
Co-Financing	100,000	8,800,000	8,900,000	
Total	**193,000**	**11,200,000**	**11,393,000**	

3.6 Modifications to project design before or during Implementation

30. No specific modifications were made to project design before implementation. During project implementation however IUCN, a project partner, withdrew from the project. This withdrawal resulted in the loss of approximately US$1 million in technical and financial resources to the project and affected timely execution of project activities. In order to replace the lost resources, the project forged bilateral partnerships with Canada and New Zealand, countries which were more advanced in the implementation of Biosecurity. In addition, the Project Coordinating Unit signed a collaboration agreement with METABIOTA a global health research institution to implement the Global Health biosecurity agenda. With this agreement METABIOTA agreed to conduct activities in Component 2 (Policy, Legal and Institutional) of the project with additional funding in the amount of $50,000. The agreement support was to come to an end May 31, 2017.

31. A second modification which extended the project duration to December 2016 was signed in March 2015. The implication of this is that while the project was officially coming to a close in December 2016, project activities were continuing through May 2017. The total cost to the GEF however remained unchanged.

4 Project Theory of Change

32. An explicit Theory of Change (TOC) that maps out and describes the results framework was not required at the time of the development of the project and none was developed even during project implementation. For the purpose of this evaluation, a draft Theory of Change has been reconstructed in order to gain a better understanding of the conceptual thinking behind project design and to assist with the assessment of project effectiveness and likelihood of impact, sustainability and up-scaling.

33. The reconstructed Theory of Change of the project seeks to define:

i. nature and scope of the changes to which the project is expected to contribute;

ii. cause-effect relationships between outputs delivered by the project and expected higher-level changes (also called results chains or causal pathways);

iii. external factors and conditions that would allow the project to achieve the expected higher-level changes. These are considered in two groups: assumptions are external conditions over which the project has no influence or control; drivers are external factors that the project can influence with specific activities or outputs; and

iv. role of key stakeholders in making those changes happen.

34. The reconstructed Theory of Change (Figure 2) enhances our common understanding of the underlying programme logic. It depicts what and how the project planned and achieved results and maps out the underlying intervention logic, identifying key drivers of impact and the underlying assumptions.

35. The reconstructed Theory of Change of the project is based on the actual results statements in the project document which have been "broken up" and re-arranged to better conform to UN Environment definitions of the different results levels[3] and to show the theoretical cause-effect relationships. The reconstructed Theory of change was shared with project staff and stakeholders in Yaounde, Cameroon during the evaluation mission.

36. The project objective is to strengthen institutional capacity in the prevention and control of the introduction, establishment and spread of Invasive Alien Species (IAS) and LMOs. The reductions in the risk of the spread of IAS will result from the enhanced capacities achieved at the direct outcome level.

37. Enhanced capacities result from putting in place policy and regulatory regimes, institutional structures, a cost-effective risk-based mitigation and control programme for Invasive Alien Species (IAS) and Living Modified Organism (LMOs) and built awareness of key stakeholders including government agencies, Universities and NGOs of the risk of IAS and LMOs.

38. All these activities are expected to be coordinated by a functional administrative system with the capacity to manage biological invaders. Strengthened capacity, where there is political will and financial support from government as well as an informed public and civil society engagement, is expected to result in Cameroon transitioning to sound management of alien invasive species and living modified organisms

39. In reconstructing the Theory of Change, the evaluators noted that the **project objective** is actually an **intermediate state** towards a desired impact, which is that the risk of the spread of invasive alien species is reduced and introduction of LMOs managed.

40. For changes to happen along the causal chain from outcomes to impact a number of external conditions need to be met or external factors need to be present. Key assumptions made by the project (over which the project has no influence) are that partner governments agencies, universities and research institutions, IGOs, NGO and industry who are key stakeholders reach consensus on legal reforms needed, and that laws and reforms would be developed and enacted promptly to reduce the risks of the spread of invasive alien species.

41. Other assumptions include the existence of political commitment of government and strong support for the legislation, support by the partner agencies in achieving project objectives, and adequate human and financial resources.

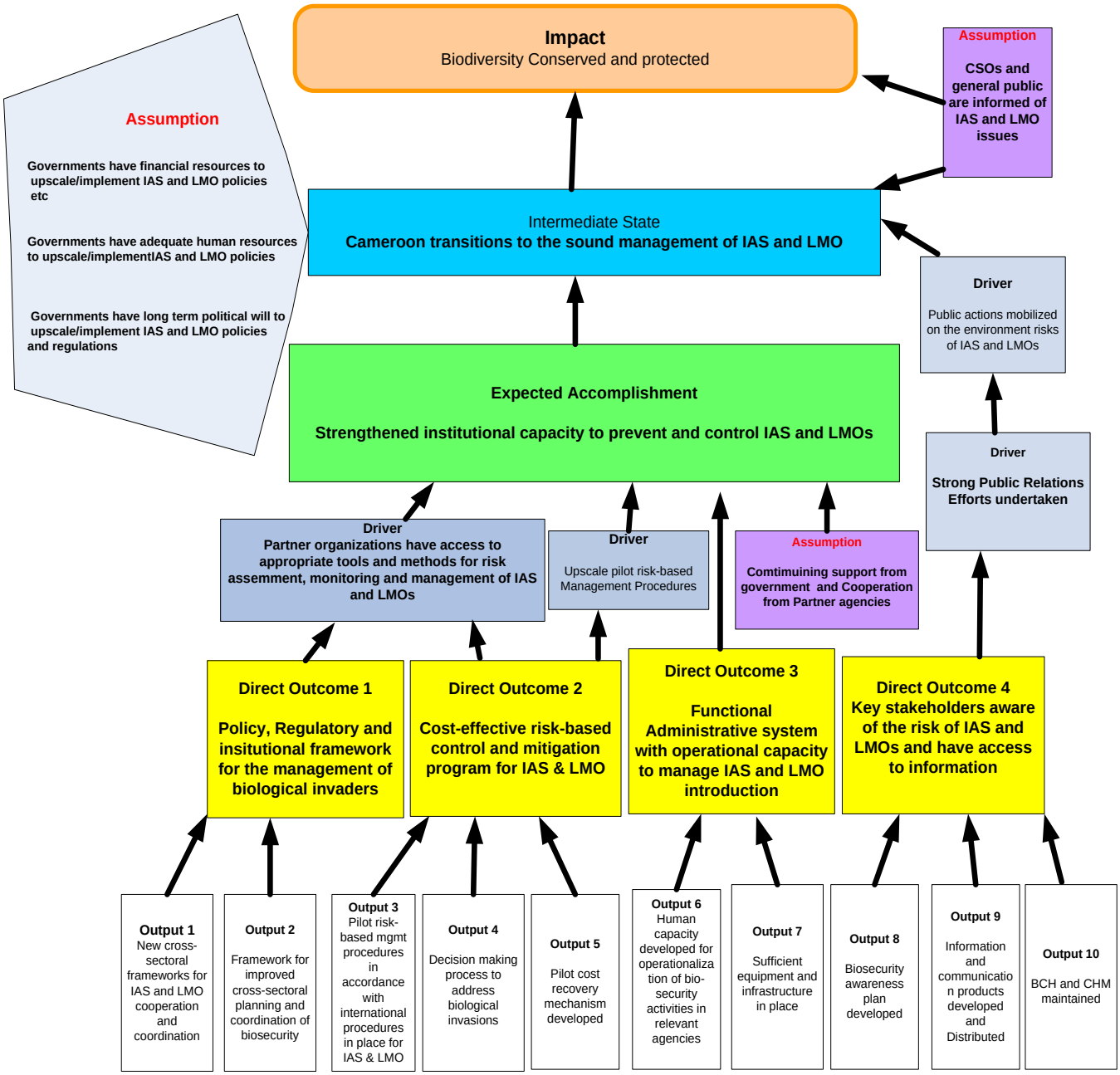
[3] UNEP Programme Manual – November 2012 version**. Outputs** are defined as products and services which result from the completion of activities within an intervention. **Outcomes** are intended or achieved short-term and medium-term effects of an intervention's outputs, usually requiring the collective effort of partners. Outcomes represent changes which occur between the completion of outputs and the achievement of impact. Outcomes could be a change in capacity (immediate outcome) or behaviour (medium-term outcome). **Impact** is defined as positive and negative, primary and secondary, lasting and significant effects contributed to by an intervention. In UNEP, these effects usually concern the environment, and how it affects human life and livelihoods

42. Another assumption is that management of IAS and LMOs can be undertaken through a rational and transparent science-based and independent process. There is also an assumption that sufficient national capacity and information exists for the management of LMOs and raising awareness on the risk of invasive species.

43. Key drivers (i.e. factors within the influence of the project) for change are that key stakeholders mostly government agencies and the universities have worked together on the earlier biosafety initiative and there is strong motivation to continue the partnership; UN Environment worked with the Government of Cameroon and the GEF to seek financial support for the biosecurity initiative; there is strong political will to enact legislation to manage LMOs and reduce the risk of the spread of Invasive Alien Species. Strong public support and mobilized public actions are potential drivers for achieving the objective of Cameroon transitioning to sound management of IAS and LMOs.

44. The evaluation assessed the likelihood that the project contributes to the desired impact, by combining evidence about project effectiveness (i.e. contribution to direct outcomes), progress on the project objective (i.e. the intermediate state towards impact) and validity of assumptions and presence of drivers. The latter also provided the basis for assessing the likelihood of sustainability and up-scaling of project achievements.

Figure 2: Reconstructed Theory of Change



5 Evaluation Findings

5.1 Strategic relevance

45. As stated in section 1 of this report, Cameroon's biodiversity is characterised by a high degree of globally significant national and regional endemic species, many of which are threatened. Invasive alien species (IAS) however constitute a significant threat to Cameroon's biodiversity. Cross sectoral conflict in regulatory processes as well as land use conflicts (Forests and Agricultural), climate change, and unsustainable use were identified as challenges in this project. Cameroon's biosecurity framework has seen considerable fragmentation as a result of the rapid growth of biotechnology and the differing rates of growth and mandates of various Ministries. Responsibilities for the assessment of the environmental impacts of potential LMO introductions to Cameroon is vested in the Ministry of Environment and Nature Protection (MINEP) while the infrastructure for the evaluation of new species introductions resides in the Ministry of Agriculture and Rural Development (MINADER), Ministry of Higher Education and Ministry of Scientific Research and Innovation. While Cameroon's biosafety legislation (Act # 2003/006 on biotechnology) was promulgated in 2003, there have been no requests for permits for the introduction of LMOs.

46. At the global and national levels, the project was designed to contribute to, and is consistent with, GEF Strategic Programme (SP) 6 and SF under the GEF 4 Biodiversity Strategy. SP 6 which focuses on assisting countries to implement the provisions of the Cartagena Protocol on Biosafety and in developing mechanism to operationalize national biosafety loss from invasion by Alien Species (IAS). The International Plant Protection Convention which has been in force since 1951 (revised in 1997) is focused on the safe movement of agricultural commodities internationally and the effects of organisms in trade on the environment.

47. The project was aligned with the UNEP Biennial Programme of Work (PoW) 2010-2011:Sub-Programme Environmental Governance with Expected Accomplishment (EA) B: The capacity of States to implement their environmental obligations and achieve their environmental priority goals, targets and objectives through strengthened laws and institutions is enhanced with Output 2: Legal and policy instruments are developed and applied to achieve synergy between national and international environment and development goals; and Output 3: Countries' legislative and judicial capacity to implement their international environmental obligations is enhanced through implementation of policy tools.

48. Even though the GEF Biosafety projects had not been mainstreamed into the UN Environment Medium-term Strategy 2010-2013 and its programmatic framework at the time this project was designed, Biosafety activities were a substantial part of the Biodiversity portfolio of UN Environment. The project was consistent with the programmatic objectives and Expected Accomplishments Ecosystem Management, and Environmental Governance sub-programmes.

49. The project builds on efforts to harmonize policy and approaches to building coordinated institutional frameworks with a capacity to detect, exclude, eradicate, control and effectively manage introduced organisms (IAS and LMOs) that could pose a threat to biodiversity.

50. At the Regional level, a discussion of the linkages to a Regional Summit on Forests and subsequent establishment of a regional body – Forestry Commission of Central Africa was presented as relevant to the project.

51. The overall rating for strategic relevance is **Highly satisfactory**

5.2 Quality of Project Design

5.2.1 Project design logic

52. An assessment of the initial design of the project was undertaken as a part of the inception phase of this evaluation (see Annex 4). It helped to refine the questions and issues defined in the evaluation matrix and the Reconstructed Theory of Change (Figure 1) for the project by identifying causal links, assumptions and drivers. Key sources of information for project design quality assessment included the approved project document, the Project Review Committee (PRC) review sheets, and the project logical framework.

53. In general, the project was reasonably well designed and clearly drafted. The case for the need for the project was clearly made. Relevance of the project was articulated through a discussion of the project's consistency with CBD Articles 8b and 8g on the implementation of the Cartagena Protocol on Biosafety and the execution of the WTO SPS Agreement which embodies CBD and IPPC common work programme. No reference was made to the Bali Strategic Plan and South-South Cooperation. However, linkages to other GEF and World Bank interventions were identified. The problem of Invasive Alien Species and Living Modified organisms and the barriers to effective biosecurity were clearly and adequately articulated in the project document.

54. A clear description of the existing situation with respect to LMO and IAS was done and opportunities and constraints to project implementation were identified and documented in the project document. The project document includes a clear description of stakeholder analysis. It provides in annex 17 a good listing of stakeholders and clearly describes partner competencies and there is every indication that the stakeholders identified were involved in project design through a consultative process initiated by Ministry of Environment, Protection of Nature and Sustainable Development (MINEPDED).

55. A log-frame was developed and a narrative of the intervention logic was included in the project document. However, the description does not detail causal linkages between the various project elements. Many activities were presented as outputs even at intermediate levels (i.e. even where a number of activities contribute to an output) resulting in an overly large number of outputs which had to be re-aggregated in the reconstructed theory of change of the project. A project implementation diagram was developed and a clear description of roles and responsibilities was attached as appendix 17 to the project document. The role of UN Environment was not clearly articulated.

56. An M&E Plan was developed and included as appendix 7. Responsibilities for monitoring of activities were included in a detailed chart. A cost was assigned to project monitoring specifically but how it was derived was not explained. However, the evaluation learned that the cost of monitoring was subsumed under the project coordination budget. Milestones were defined in the work plan and scheduled and responsibilities for monitoring of activities were included in a detailed chart.

57. The Evaluation Team agrees with the assessment of the Mid-Term Review that the project design failed to anticipate that the time frame was far too short to complete the project as originally scheduled. It is not surprising that, six months after the end of the project extension, key activities had still not been completed. In particular, the drafting of the

controlling legislation had not been finalized. Without the legislation the institutional framework within which the program would operate cannot be put in place.

5.2.2 Critical success factors and risks

58. For the most part, critical success factors have been identified and seemed to have been adequately considered. A Risk analysis table was included in the project document. Some critical risks related to the ability to mobilize the required resources to undertake the projects were clearly identified as a high risk and measures stated to mobilize the resources. Efforts to mobilize these resources for some components of the project met with limited success especially in a situation where a key partner – IUCN – withdrew from the project. This is also a critical factor not only for the delivery of project outputs and outcomes but also for its sustainability. A key unstated assumption made in this project was the willingness of the government to provide pledged resources in a timely manner. Yet, at the time of this evaluation the resources expected from government as its cash contribution had not been released for project implementation.

The rating of Project design is **moderately satisfactory**

5.3 Nature of External Context

Over the period of project implementation, political disturbances in some provinces threatened to affect the field trials that were being conducted particularly in the north-western part of the country. While Boko haram, a militant group, was an effective threat to security in the border regions of the country with Nigeria to the west, their activities had not, in any significant way, affected the field trials being conducted. Yet, the group had the potential to disrupt trade and allow into the country banned species under existing laws because the boundaries cannot be effectively protected as a result of continuing skirmishes on the borders.

5.4 Effectiveness

59. At the end of project implementation, the key indicators of project performance have only been partially fulfilled. A new cross-sectoral policy coordination framework for the control and management of IAS and LMO which promotes conformity with national guidelines and international standards has been formulated, reviewed and validated. Through substantial public awareness campaigns and the production and dissemination of public information materials, some categories of key stakeholder groups, in particular, government agencies, are aware of the risk of IAS and LMOs and the need for biosecurity. Yet, there is more work to be done in this area. The information portals (clearing houses) that would provide access to information have not been fully developed.

60. In general, as a result of the inability of the project to put in place the enabling biosecurity law, a fully functioning government set-up with operational capacity to manage major control pathways of IAS and LMO introduction has not been achieved. Neither has a cost-effective control and mitigation program been installed.

5.4.1 Delivery of Outputs

61. Evaluation of the achievement of results at the output level is based on the log frame and the reconstructed theory of change developed for this project. A review of the log frame clearly shows that all activities and outputs were necessary and appropriate, and taken

together, formed series of logical, sequential steps which will potentially lead to the achievement of the project outcomes and objectives.

62. The evaluation finds that, at the time the project officially came to an end, a number of outputs were still under development; key among them is the legal and institutional framework which underpins the entire project. However, many of the planned outputs had not been completed.

63. Table 5 below presents a summary of the planned outputs and what was actually produced at the end of the project.

Table 6: Planned Versus Actual Outputs

COMPONENT 1: ESTABLISH POLICY, REGULATORY AND INSTITUTIONAL FRAMEWORK			
Component Outcome: Policy, regulatory and institutional framework for effective prevention and control of the introduction, establishment and spread of biological invaders			
Planned Project Outputs:	**Indicators**	**Actual Outputs**	**Comments**
Output 1.1: New cross-sectoral policy coordination framework for the prevention and control of IAS and LMOs is established.	• Comprehensive cross-sectoral and cooperative policy coordination mechanism for biosecurity produced within 24 months • Letter of transmission to the PM/HG indicating that a policy mechanism for biosecurity is legally supported by end of project.	• The draft review and policy documents have been prepared examined and validated by the taskforce. • The review and policy documents have been translated.	• At the time of the evaluation it was not clear that the policy document had been forwarded to the appropriate authorities indicating that a policy mechanism is in place.
Output 1.2: New cross-sectoral policy coordination framework for the prevention and control of IAS and LMOs is incorporated into the legislation of all agencies.	• Comprehensive cross-sectoral and cooperative legal framework for biosecurity is produced within 24 months. • Letter of transmission to the PM/HG indicating that a framework for biosecurity is legally supported by end of project.	• Draft biosecurity law has been prepared	• At the time of this evaluation the draft biosecurity law was being validated
COMPONENT 2: IMPLEMENT SUSTAINABLE BIOSECURITY STRATEGIES			
Component Outcome: Cost effective risk-based control and mitigation programmes for IAS in place and cost-effective risk-based management system for potentially invasive LMOs operationalised from existing legal instruments.			
Planned Project Outputs:	**Indicators**	**Actual Outputs**	**Comments**
Output 2.1: Cross-sectoral and cooperative biosecurity policy coordination framework is in place and supported.	• Procedures in line with international guidelines outlined in operational manuals, piloted within 30 months as indicated in audit reports on performance of government agencies.	• A Component Advisory Group (CAG) was set up in consultation with UNEP. • Several Component Advisory Group Meetings have been organised with the following major outcomes: • Preparation of the 2016 – 2017 project action plan • Preparation of the implementation plan of the project midterm review • Finalisation of the 2015 project action plan • Finalisation of the 2014 project action plan • Adoption of guidelines for consultancy operationalization • Revision of the timelines of project work plan	• Procedures have been developed and manuals prepared.

		• Finalisation of the 2013 project action plan	
Output 2.2: Revenues generated from services for import and export inspection is retained by the relevant executing government agency for operational costs.	• 20 % of operational costs of border activities recovered within 24 months as indicated by audit reports on performance of government agencies and funding arrangements of the border control agencies and their earnings. • 50% of operational costs of border activities recovered within 36 months verified by the above indicators. • 75% of operational costs of border activities recovered within 48 months verified by the above indicators.	• The report (financial mobilization plans) which would form the basis for cost recovery and revenue generation has not been completed.	• The production of this output was delayed as a result of the withdrawal of the international consultant who was recruited to prepare the report. The recruitment of a new international consultant has been completed. Data collection and analysis are on-going.
Output 2.3: Pilot risk-based management procedures in accordance with international procedures are in place for IAS and LMOs.	• Pilot risk-based management procedures implemented for prevention, contingency planning and emergency response and established invasions within 36 months as indicated by audit reports on the performance of government agencies and surveys of travellers and traders.	• Draft report on the identification of major risk pathways examined by the taskforce and final report validated. Testing of technical manuals at pilot sites on-going.	• Revision of LMO risk manual in progress
COMPONENT 3: CAPACITY BUILDING			
Component Outcome: Functioning government agencies with operational capability to manage major pathways of IAS and LMO introduction, establishment and spread.			
Planned Project Outputs:	**Indicators**	**Actual Outputs**	**Comments**
Output 3.1: Human capacity to manage major pathways of introduction, establishment and spread of potentially invasive species is built.	• Functioning government agencies with operational capability to manage major pathways of IAS and LMO introduction, establishment and spread within 30 months as indicated by training manuals, project reports, annual reports of the relevant regulatory ministries, capacity and awareness survey reports (see Component 4) and equipment inventories.	• Several training activities have been carried out on pertinent issues related to biosecurity such as; detection, diagnostics and monitoring, pest/LMO risk analysis, inspection systems and methods, commodity audit systems, contingency planning and emergency response mechanisms. To strengthen the institutional capacity of some biotechnology laboratories the tender procedure for the purchase of laboratory equipment as support to the functioning of the Biotechnology Centre of Yaounde and the Biotechnology Unit of the University of Buea has been launched and was on-going.	•

Output 3.2: Sufficient equipment and infrastructure is available to ensure that priority pilot biosecurity measures can be implemented.	• Sufficient equipment and infrastructure to ensure that priority pilot biosecurity measures can be implemented secured within 24 months as indicated by equipment inventories.	• Training of trainers has been carried out and the draft training manual has been examined and validated by the taskforce. The tender procedure for the purchase of laboratory equipment as support to the functioning of the Biotechnology Centre of Yaounde I and the Biotechnology Unit of the University of Buea has been launched and is on-going.	• .At the time of the evaluation this output was only partially complete. Translation of the training manuals had not been completed.
		• Resource requirements identified to address major management barriers along priority pathways.	• Resource requirements to address major management barriers along priority pathways identified within 24 months as indicated by a resource needs assessment report.
		• Priority materials and infrastructure acquired.	• Priority materials and infrastructure acquired within 24 months as indicated by equipment and infrastructure inventories.
COMPONENT 4: INFORMATION AND AWARENESS			
Component Outcome: Key stakeholder groups (decision makers, travelling public, traders, tourism operators, importers, shipping agents, community groups, etc.) aware of risks of IAS and LMOs and need for biosecurity and have access to information at the appropriate level of detail concerning risk pathways and risk organisms.			
Planned Project Outputs:	**Indicators**	**Actual Outputs**	**Comments**
Output 4.1: The impact of project interventions on key stakeholder groups is understood.	• Results of surveys of awareness levels of key stakeholder at 6 months, 27 months and 40 months published in survey reports.	• A study to quantify baseline knowledge levels concerning biological invasions completed and the report validated and translated. A mid-project level survey was also undertaken and the resulting report validated. The end of project knowledge levels study was on-going at the time of this evaluation	• Final project knowledge levels study was initiated in June 2017 and had not been completed at the time of this evaluation.
4.1.1. Baseline knowledge levels concerning biological invasions quantified.	• Results of surveys of awareness levels of key stakeholder at 6 months published in survey reports.		
4.1.2. Mid-project knowledge levels concerning biological invasions quantified.	• Results of surveys of awareness levels of key stakeholder at 27 months published in survey reports.		

4.1.3. End of project knowledge levels concerning biological invasions quantified.	• Results of surveys of awareness levels of key stakeholder at 40 months published in survey reports.		
Output 4.2: A biosecurity communications and awareness raising plan is implemented.	• Results of surveys of awareness levels of key stakeholder at 6 months, 27 months and 40 months published in survey reports.	• A report on Biosecurity communications and awareness raising plan was developed. The first series of communication products (brochures, folders, book-lets and posters) have been produced • The scope of work for the production of second series (brochures, flyers, notebooks, posters, folders, and radio programs) based on good practices has been developed pending validation by the task team. • The production of second series (T-shirts, caps, flyers, notebooks, posters, folders, roll-up, pens, stickers, exercise books) is on-going and will last throughout the project lifespan. • Biosecurity information packs produced and disseminated nationally, sub regionally and regionally.	
Output 4.3: The impact of biological invasions in Cameroon is understood	• Up to date lists of invasive species in Cameroon produced. • Occurrence and abundance of priority invasive species in Cameroon quantified • Social, cultural, economic, environmental and biological impact of priority invasive species quantified • Black and white lists of priority invasive species and management approaches formulated. • Biological invasions monitoring network designed	• The final report on an up to date lists of invasive species in Cameroon has been validated by the Task Team • At the end of the project recruitment of consultants was on-going and in its final phase • The final report on the quantification of the social, cultural, economic, environmental and biological impact of priority invasive species has been validated by the taskforce. A translation firm has been contracted to carry out the translation of the report. • The draft report on black and white lists of priority invasive species and management approaches has been prepared examined and the final report has been validated by the taskforce • The draft report has been examined by the Taskforce and the final report has been	.

		validated.	
Output 4.3: The impact of biological invasions in Cameroon is understood.	• Information on cross-sectoral impact of biological invasions available and understood by key stakeholders within 24 months as indicated by reports on impact assessments, inputs by specialists and others into the production of revised species lists and the results of awareness levels surveys conducted by the project.	• Studies on baseline as well as mid-term knowledge levels concerning biological invasions have been undertaken. Preparations were underway to conduct an end of project knowledge levels concerning biological invasions. The production of the second series of awareness products (T-shirts, caps, flyers, notebooks, posters, folders, roll-up, pens, stickers, and exercise books) was on-going	
Output 4.4: Biosecurity information is provided through existing national and international portals.	• Relevant project materials made available on national and international websites within 18 months as indicated by project reports, search engine results and hits on websites.	• The portals have been developed and were commissioned at the time of this evaluation. However the data portals had not been populated.	
COMPONENT 5: PROJECT MANAGEMENT AND COORDINATION			
Component Outcome: Project efficiently managed and coordinated to maximise effectiveness.			
Planned Project Outputs:	**Indicators**	**Actual Outputs**	**Comments**
Output 5.1: Infrastructure and arrangements for overall project administration are completed.	• Project Coordination Unit (PCU) and Project Advisory Committee (PAC) operating within 3 months as indicated by project reports and PAC minutes.	• Project coordinating Unit established as planned and a project Advisory Committee established by the end of June 2011.	• Completed as planned.
Output 5.2: Project inception phase is completed.	• Inception phase completed within 6 months as indicated by project reports and inception phase report.	• The inception phase was completed as planned.	• Completed as planned
Output 5.3: Project M&E system is operational.	• Project M&E plan finalised within 6 months and M&E activities implemented throughout the project as indicated by project reports, the project M&E plan, the inception phase report and a UNEP independent study report.	• A draft PBM&E manual has been developed and submitted to the Project Coordination Unit by the consultants. The draft was reviewed validated and a final PBM&E system produced and submitted for translation • Project audit for the years 2011 & 2012, 2013, 2014 & 2015 have been completed. The end of project audit (for 2016 and 2017) has been carried out. • A Project Midterm review by UNEP has been carried out. • The documents of the Final project reports have been prepared.	• This output was completed as planned

Source: Information in this table has been assembled from PIR reporting and the 2017 Final Project Report

A new cross-sectoral policy coordination framework for the prevention and control of IAS and LMOs is established.

64. The project anticipated a comprehensive cross-sectoral and cooperative policy coordination mechanism and legal framework for biosecurity to be produced within 24 months of project initiation and a letter of transmission sent to the Prime Minister's Office indicating that a policy mechanism for biosecurity is legally supported by end of project. Through technical retreats, training, and workshops, the project expected progressive awareness among key stakeholder groups on biosecurity related issues.

65. At the end of the project, draft review and policy documents have been prepared examined and validated by the taskforce. The review and policy documents have been translated. The Cameroon Biosecurity Law has been drafted and was pending review during the evaluation mission. The Law envisages the setting up of an effective National Biosecurity Agency or Authority and a transitional ad hoc biosecurity committee. This legal framework once in place will greatly facilitate decision making with regards to biosecurity issues.

66. The Cameroon Biosecurity Project has made progress towards the GEF 6 Strategic Priorities with the creation of the National Biosafety Committee by Order N° 039/CAB/PM of 30th of January 2012. This Committee is charged with examining questions relating to the application of the Cartagena Protocol on Biosafety in Cameroon at the national level via Law N° 2003/006 of 21st April 2003 laying down safety regulations governing modern biotechnology in Cameroon.

67. However, at the end of the project, the key deliverable, the biosecurity law, while drafted had not been validated and submitted to the Prime Minister's Office as anticipated in spite of an extension to the project duration.

Cross-sectoral and cooperative biosecurity policy coordination framework including revenue generation and risk-based management procedures in place and supported.

68. This output puts in place a coordination system for government agencies, a cost recovery framework and a risk-based management system. With regards to the coordination of the work of government institutions, a functioning Component Advisory Group (CAG) was set up in 2011 and was to continue to operate through the lifetime of the project. Several Component Advisory Group Meetings had been organised. The CAG was responsible for the preparation of all project action plans, guidelines for the recruitment and the management of consultancies and an action plan for the conduct of the project mid-term review.

69. At the end of the project the development of a financial mobilization plan and a Biosecurity Cost Recovery system & Setup of equipment and infrastructure to ensure priority pilot biosecurity implementation had not been achieved. Two main challenges were responsible for the projects inability to execute this activity: 1) the activity was predicated on the identification of major risk pathways which had not been developed until later in 2017; and 2) the international consultant who was recruitment to carry-out out this activity had resigned and this resulted in a delay in the implementation of this activity.

70. Two key decision processes: contingency planning and emergency response, and a mechanism to address established biological invasions were formulated. In addition, several manuals have been developed and validated. Among the most important are the following: manuals on inspection systems and methods including treatments; manuals on commodity audit systems for compliance with risk assessment profiles; a manual on invasive species control systems and procedures (systems approach utilising the most appropriate combination of methods e.g. manual, chemical, biological, cultural); and a manual on contingency planning and emergency

response. The current LMO risk assessment manual has also been revised and a new manual on risk analysis developed.

Human capacity to manage major pathways of introduction, establishment and spread of potentially invasive species is built and sufficient equipment and infrastructure is available to ensure that priority pilot biosecurity measures can be implemented

71. Several training activities have been carried out on pertinent issues related to biosecurity such as; LMO and IAS detection, diagnostics and monitoring, pest/LMO risk analysis, inspection systems and methods, commodity audit systems, contingency planning and emergency response mechanisms etc. However, there is need to replicate these training activities in order to achieve greater impact. To strengthen the institutional capacity of some biotechnology laboratories, the tender procedure for the purchase of laboratory equipment as support to the functioning of the Biotechnology Centre of Yaounde and the Biotechnology Unit of the University of Buea has been launched and was on-going.

The impact of project interventions on key stakeholder groups and impact of biological invasions understood., awareness raising plans implemented and Biosecurity information is provided through existing national and international portals

72. Studies on baseline as well as mid-term knowledge levels concerning biological invasions have been undertaken. Preparations were underway to conduct an end of project knowledge levels concerning biological invasions. The production of the second series of awareness products (T-shirts, caps, flyers, notebooks, posters, folders, roll-up, pens, stickers, and exercise books) was on-going.

Infrastructure and arrangements for overall project administration completed and project M&E system is operational.

73. A Project Coordinating Unit was established as planned and a project Advisory Committee established by the end of June 2011. Up to 12 PAC meetings were held by the time the project came to an end. A Project Benefit Monitoring and Evaluation (PBM&E) manual was developed and submitted to the Project Coordination Unit by the consultants. The draft was reviewed, validated and a final PBM&E manual produced and submitted for translation. Project audits for the years 2011 & 2012, 2013, 2014 & 2015 were completed and the end of project audit (for 2016 and 2017) has been carried out. A Project Midterm review by UNEP was carried out in 2015 and the Final project reports have been prepared.

74. The rating for the achievement of outputs is rated **Moderately Satisfactory**

5.4.2 Achievement of Direct Outcomes

75. The overall goal of the project is to secure the ecological integrity of terrestrial, freshwater, marine and coastal ecosystems of Cameroon for the conservation and sustainable use of biodiversity. This was to be achieved through a combination of legal, policy and other normative interventions including development of reports / manuals on inspection systems & methods, commodity audit systems, invasive species control systems and procedures and risk analysis. The approach was expected to result in developing a framework for the management of Living Modified Organisms (LMO) and prevention and control of Invasion Alien Species (IAS) on different dimensions of: awareness and information; policy options for addressing risk; and technical and methodological capacity building to strengthen implementation of the Cartagena Protocol.

76. The approach was adopted because there exists ineffective policy, regulatory and institutional framework for the effective prevention and control of the introduction, establishment and spread of biological invaders, inadequate implementation of cost-effective risk-based biosecurity measures, insufficient capacity for a risk-based approach to biosecurity management and a lack of information to inform management and low levels of awareness among key stakeholder groups. Information is lacking on the status of existing biological invasions in Cameroon. Successful implementation of the project was expected to strengthen institutional capacity in the prevention and control of the introduction, establishment and spread of Invasive Alien Species (IAS) and LMOs.

77. In approximately 6 years of project implementation a policy document was prepared and validated. However, promulgation of a Biosecurity Act and formulation of the framework for improved cross-sectoral planning and coordination of biosecurity were still on-going at the end of the project. The inability of the project to deliver the Biosecurity Act and the framework for cross-sectoral planning and coordination on time has important ramifications for progress towards the delivery and sustainability of outcomes in other areas of the intervention.

78. With regards to the implementation of sustainable biosecurity strategies in Cameroon, reports/ manuals on inspection systems and methods, commodity audit systems, invasive species control systems & procedures and risk analysis have been developed. The existing LMO risk manual was also under revision at the time of this evaluation. The extent to which biosecurity concerns have been mainstreamed into sectoral agencies and civil society and biosecurity operations executed using a cross-sectoral approach through the execution of pilot risk-based systematic and transparent decision-making processes for the management of biological invasions is not easily determined. This is because the legislation which creates the enabling environment and institutional framework is not in place. However, through project implementation, some level of mainstreaming has occurred.

79. To facilitate the control of the entry, establishment and spread of IAS and management of LMOs, a key intervention was to build national capacity. To that extent, several training of trainers' workshops as well as national training activities have been carried out on risk analysis, LMO and IAS detection, diagnostics & monitoring, inspection systems & methods, commodity audit systems and contingency planning & emergency response. The need to replicate these training activities in order to produce a critical mass of staff and achieve greater impact is evident. In addition, the institutional capacity of some biotechnology laboratories is in the process of being strengthened. The tender procedure for the purchase of laboratory equipment to support the proper functioning of the Biotechnology Centre of Yaounde and the Biotechnology Unit of the University of Buea has been launched albeit late and was on-going at the time of this evaluation.

80. Another direct outcome of the project is that key stakeholder groups (decision makers, travelling public, traders, tourism operators, importers, shipping agents, community groups, etc.) gain knowledge and are aware of the risks of IAS and LMOs. The need for biosecurity through a nationally coordinated communication strategy and access to information at the appropriate level of detail from databases concerning risk pathways was achieved. The production of communication and information materials including the production of the second series (T-shirts, caps, flyers, notebooks, posters, folders, roll-up, pens, stickers, exercise books) is on-going. The assessment reports on mid-term knowledge levels concerning biological invaders has been validated, the uploading of biosecurity information into information hubs is in its final phase. Based on the baseline reports prepared earlier, the mid-term assessment report shows increased understanding of the issue of biological invaders and approaches to control its spread. Thus meeting or exceeding planned target levels.

The Rating for the achievement of outcomes is **moderately unsatisfactory**

5.4.3 Likelihood of Impact

81. Figure 2 (see section 4) presents the reconstructed Theory of Change of the project based on the actual results statements in the project document which have been "broken up" and re-arranged to better conform to UN Environment definitions of the different results levels and to show the theoretical cause-effect relationships. Results from the implementation of the project show that the project has not made much progress along the pathway from results to impact. Even though a significant number of outputs have been produced, it is difficult to determine the progress through outcomes to impact as discussed in the sections below.

Policy and Law

82. As stated above, the project has developed a policy on biosecurity however; the enabling legislation was still at the draft stage at the time of this evaluation. Without the enabling legislation, the institutional framework conceived under the legislation cannot be implemented. Until such time that the Biosecurity Act with its facilitating legislation is promulgated and other relevant legislation amended so that they are mutually supportive and incorporated into the procedures of agencies whose mandates include issues relevant to biosecurity, it is unlikely that progress will be made along the causal pathway through intermediate states and onwards to impact.

83. This inability of the project to produce a Biosecurity Law over the duration of the project is a major risk to sustainability. **The promulgation of the draft law is central to any progress towards impact and some of the key drivers include willingness in the Prime Minister's Office to strongly support the process of the draft Law through Parliament.**

84. The evaluators have had the opportunity to have discussions with the Prime Minister who indicated strong support for the process. What would be required are additional actions to create awareness and knowledge among legislators and to identify champions who can shepherd the bill through Parliament.

Knowledge and Awareness

85. A direct outcome of the project is that key stakeholder groups (decision makers, travelling public, traders, tourism operators, importers, shipping agents, community groups, etc.) gain knowledge, and are aware of the risks of IAS and LMOs and the need for biosecurity, through a nationally coordinated communication strategy as well as access to information at the appropriate level of detail.

86. A report on the communication plan has been prepared. However, there is no indication that a full strategy has been developed. Databases concerning risk pathways were developed but yet to be populated and operationalized at the time of this evaluation. The second series of communication and information materials (T-shirts, caps, flyers, notebooks, posters, folders, roll-up, pens, stickers, exercise books) is on-going.

87. These reports and other information materials which were widely distributed nationally, created knowledge which in turn promoted action among government agencies including the development draft legislation that would prevent and control the introduction, establishment and spread of Invasive Alien Species (IAS) and management of LMOs in Cameroon.

Capacity Building

88. Simultaneously with creating knowledge and raising awareness, the project supported government institutions, NGOs, Universities and journalists through training to develop capacity in the areas of pest/LMO risk analysis, detection, diagnostics and monitoring of biological invaders, inspection systems and methods including treatments, commodity audit systems, and contingency planning and emergency response. These capacity building activities involved the training of trainers followed, in each case, by national training workshops. To ensure adequate built national capacity in the areas mentioned above, a critical mass of trained personnel is required. Therefore, there is need to replicate these training activities in order to operationalize the biosecurity framework that would be put in place through implementation of the biosecurity law. It is only in this way that progress can be made towards higher level results.

89. At the time of this evaluation the capacity of some biotechnology laboratories was in the process of being strengthened. The tender procedure for the purchase of laboratory equipment to support the functioning of the Biotechnology Centre of Yaounde and the Biotechnology Unit of the University of Buea had been launched. An interoperable database for national biosecurity operations had been created under the BCH and biosecurity information was being uploaded into information hubs.

Functional Administrative System

90. While the project coordination unit was still in place during the evaluation, it in no way represents a functional administrative structure with operational capacity to manage IAS and LMOs in Cameroon. What is required is the establishment of the proposed Biosecurity Agency as envisaged in the Biosecurity legislation once promulgated.

Drivers and Assumptions

91. Key drivers at this level are that government departments, IGOs, NGO and industry who are key stakeholders reach consensus on legal reforms needed and that laws and reforms would be developed and enacted promptly to reduce the risks of the spread of invasive alien species. Others include political commitment of government and strong support for the legislation, support by the partner agencies in achieving project objectives, and adequate human and financial resources. Another assumption is that management of IAS and LMOs can be undertaken through a rational and transparent science-based and independent process. There is also an assumption that sufficient national capacity and information exist for raising awareness of the risk of invasive species and for the management of LMOs.

92. During the process of developing the project, there was wide consultation with stakeholders and consensus was built to develop the policies and laws required to institutionalize the required integrated framework to manage LMOs and reduce the risk of the spread of invasive alien species. As noted above the policy and controlling legislation have been developed but the law has not been enacted. Yet, there seems to be strong support for the legislation in the Prime Minister's office. Interviews with the government agencies have indicated strong commitment to achieving project objectives. For Cameroon to transition to the sound management of LMO and IAS the project assumptions related to the availability of adequate human and financial resources to upscale policies as well as changes in consumer behaviour were realized, in part, through GEF funding and awareness raising activities. However, delays in the release of government funding resulted in delays in the implementation of some project activities. While human capacity has been built, a critical mass has not been achieved to ensure effective and sustained program implementation.

The capacity to undertake a science-based process exists in the country and clearly reflected in the implementation of project activities.

93. Regarding other drivers for change, the major stakeholders have worked together on earlier biosafety initiatives and there is strong motivation to continue the partnership. In spite of substantial delays in project implementation, there seems to exist a strong drive, and on-going work attests to this assertion, to bring the project to its logical conclusion even after the official end of the project. At the time of this evaluation, the Government of Cameroon was in the process of releasing the delayed financial support for the biosecurity initiative. Public awareness has been raised but the extent to which public actions can be deployed as a potential driver for change could not be ascertained.

94. At the end of the project, the key indicators of project performance have only been partially fulfilled. A new cross-sectoral policy coordination framework for the control and management of IAS and LMO which promotes conformity with national guidelines and international standards has been formulated, reviewed and validated. Through substantial public awareness campaigns and the production and dissemination of public information materials some categories of key stakeholder groups, in particular, government agencies, are aware of the risk of IAS and LMOs and the need for biosecurity. Yet, there is more work to be done in this area. The information portals (clearing houses) that would provide access to information have not been fully developed. In general, as a result of the inability of the project to put in place the enabling biosecurity legislation, a fully functioning governmental set-up with operational capacity to manage major control pathways of IAS and LMO introduction has not been achieved. Neither has a cost-effective control and mitigation program been established.

95. The overall rating of the likelihood of impact achievement **is Moderately Unlikely**

5.5 Financial Management

96. The administration of the entire project complied with UN Environment's administrative standards. The budget planning and expenditure reports that accompany the subsequent project revisions were well documented and fully transparent. In the project revisions, the budget adjustments are adequately explained and justified. Project partners in the project perceived the role of the UN Environment overall as positive which significantly facilitated project implementation and solved national project conflicts.

97. The project's financial plan and a detailed budget (in UN Environment format) were presented in the Project Document. The overall project budget was US$11, 393,000 including the project preparation grant in the amount of US$93,000.

98. As stated earlier, 1 Million US Dollars co-financing (600,000 in-kind and 400,000 in cash) expected from IUCN did not materialize as a result of the withdrawal of IUCN from the project. In December 2016, the Project Coordination Unit signed a collaboration agreement with METABIOTA for the execution of the Global Health Security Agenda project funded by the Centres for Disease Control. Within this collaboration agreement, METABIOTA agreed to support Component 1 (Policy, legal and institutional component) of the project with additional funding worth USD 50 000 (Fifty thousand US Dollars). While METABIOTA's entrance was a welcome addition to the project as an executing partner, the withdrawal of IUCN left a gaping hole from which the project could not recover easily. It is worth noting though that subsequent further annual collaboration agreements with METABIOTA are envisaged. Together with the inability of the government to release some of its co-funding on time, the project was faced with delays in the execution of activities.

99. In addition to the withdrawal of IUCN and the late release of funds from the Government of Cameroon, there has been the loss of significant amounts of funds as a result of the inability of the project to anticipate potential foreign currency exchange risks. Until 2013 the project kept a Communite Financiere en Afrique (CFA) account where payments made to international consultants were done in dollars. There was significant financial loss to the project as a result of converting funds (obtained from GEF/ UNEP) from dollars to CFA and back into dollars. It is not clear to this evaluation team why the problem was not resolved expeditiously since this was an obvious problem to detect and a new dollar account opened. The problem was resolved only in March 2013 with the opening of a dollar account. This evaluation recommends that, for the smooth execution of future projects, provision should be made for the opening of both a dollar account and a bank account in the local currency.

100. As of July 2017, the entire $2.4 million GEF allocation to the project had been spent. Yet, the government disbursements of co-financing in cash had not taken place leaving the project in a financial limbo. The revisions to the budget were designed primarily to re-phase unspent balances and extend the project duration.

101. In general, the planned funding target had not been met. Financial reports were provided to UN Environment and the GEF and financial audits were undertaken for the project. The financial status reflected a clear breakdown of resources and expenditures of the GEF funds. There did not appear to be any communication problems between the project team with UN Environment Headquarters on financial matters.

102. Table 6 below presents an assessment of the management of the finances of the project.

Table 7: Financial Management

Financial management components:		**Evidence/ Comments**
1. Questions relating to financial management across the life of the project:		
Compliance with financial requirements and procedures of UN Environment and all funding partners (including procurement rules, financial reporting and audit reports etc.)		S
Timeliness of project financial reports and audits		S
Quality of project financial reports and audits		S
Contact/communication between the PM/TM & FMO		S
PM/TM & FMO responsiveness to addressing and resolving financial issues		S
2. Questions relating to financial information provided during the evaluation:		
Provision of key documents to the evaluator (based on the provision of A-F below)		S
A.	An up-to-date 'Co-financing and Project Cost's table	Y
B.	A summary report on the project's annual financial expenditures during the life of the project.	Y
C.	Financial documents from Mid-Term Evaluation/Review (where appropriate)	Y
D.	All relevant project legal agreements (e.g. SSFA, PCA, ICA) – where appropriate	Y
E.	Associated financial reports for legal agreements (where applicable)	Y
F.	Copies of any completed audits	Y
Demonstrated knowledge by the PM/TM & FMO of partner financial expenditure		S
PM/TM & FMO responsiveness to financial requests during the evaluation process		S
Overall rating		**S**

The overall rating of financial management of the project is **moderately satisfactory**

5.6 Efficiency

103. Efficiency is a performance issue regarding the timeliness and cost-effectiveness of the implementation of planned activities and the delivery of outputs and outcomes. These could include positive contributions to performance such as: cost and time saving measures; use of existing systems to support project design/activity; and fullest use of human and financial inputs; as well as negative contributions to performance such as: administrative delays and management delays.

104. The design of this project drew largely on the internal expertise of the Cameroonian Government with assistance and support from the UN Environment. The biosecurity project, while innovative, is not a new initiative. It is built on existing Invasive Alien Species as well as Biosafety legislations. Therefore, the basic building blocks for this project to take off were in existence. In general, efficiencies are either built into project design or have been realised through the use of proven models which allowed the project to roll-out activities to a wider stakeholder group, sometimes through workshops and training programmes. For example, the project organized several training courses in 2016 and 2017 using the proven concept of training of trainers on various subjects including risk analysis, LMO and IAS detection, and diagnostics and monitoring of biological invaders, inspection systems and methods, on commodity audit systems, and the training of journalists. These training courses were based on manuals that had been developed and validated for the purpose. The project also took advantage of existing meetings to create awareness and get relevant government departments involved.

105. The use of partnerships contributed to both effectiveness and efficiency. The role of partnerships in project implementation was discussed in some detail in section 4.1.3 of this report. The close involvement of the relevant Ministries, Government Departments and Universities, increased efficiency as project implementation benefited from their better institutional knowledge and memory, contacts and experience. For example, many of the consultants who drafted the legislation, policy, manuals and other reports came from the various ministries and institutions. Trainers at the training courses in some instances came from government agencies and the universities. The capacities in the universities were leveraged to develop labs which were in the process of being upgraded at the time of this evaluation

106. Inefficiencies involved slow project start-up for a variety of reasons including lateness in project approvals, administrative delays in access to systems, late release of government co-funding resources, inefficiencies in the handling of foreign exchange transfers resulting in the loss in value of project funds, and the withdrawal of IUCN from the project with the resultant loss of the counterpart funding for the implementation of some project activities.

107. Underlying some of these challenges was a limited staff complement at the Project Management Unit, which might have been offset through, for example, increased collaboration with government departments. Funds may also be less of a limiting factor where resources can be amplified though increased use of partnerships. Other challenges involve the late finalization of outputs as a result of the national requirement to translate all outputs into English and French in a bilingual country. Attempts to improve efficiency involved flexibility in managing resources through rescheduling to mitigate funding challenges.

The overall rating of the efficiency is **moderately satisfactory**

5.7 Monitoring and Reporting

108. The project document was signed in UN Environment in March 2011. The responsible Division in UN Environment is the Division of Environments Policy Implementation.

109. Elements of a monitoring plan were included in the project document. Milestones seem adequate for measuring implementation progress. Project Implementation Reporting and final project reports provided for this evaluation were found to be adequate. A substantial portion of the information used in this report on the achievement of planned project outputs was derived from these sources of information on project monitoring. Resources allocated for reporting and evaluation seemed adequate for undertaking the evaluation. Monitoring was not properly costed at project design. As a result of changes in project management and extensions to project duration, the final evaluation has been undertaken at a later date than was anticipated.

110. The UN Environment Task Manager who is responsible for the project was apparently incredibly active in moving the project forward. This indication came from the Project Coordination Unit and other stakeholders interviewed in-country. The Task Manager overall played an important oversight role. He attended the inception meetings and subsequent key meetings that required his presence.

111. At project inception initial training was organized by his office on the Anubis database system which made reporting and access to project information easy. He led a comprehensive Project Implementation Reporting effort in 2014 and subsequently in 2017. The information produced through these processes has been very useful in preparing this evaluation. As a result of the late delivery of project outputs and the general slow execution of project activities the Task Manager conducted an internal self-evaluation to determine the challenges and bottlenecks and how to move the project activities forward. Overall, staff in the Project Coordination Unit were immensely grateful for the role he played in moving project activities along.

112. For this evaluation, the consultants held face-to-face discussions in Nairobi with the Task Manager and regularly exchanged email messages during the conduct of the Terminal Evaluation. The Task Manager provided the evaluation team access to the ANUBIS database, the repository of most of the project information.

113. As noted above, oversight and supervision by the Task Manager was based mainly on the PIRs and country visits. The PIRs provided detailed information on the assessment of project progress as well as actions needed to address identified problems. Over the duration of the project, 25 PIRs (4 per year between 2011 and 2017) were prepared and reflected the change in the status of the project. The PIRs also included a detailed analysis of risks, and the Task Manager was responsible for providing ratings on his assessment of risks to the project. This evaluation found that ratings assigned in the PIRs were realistic.

114. The Task Manager closely monitored project progress and regularly communicated with the lead Project Coordination Office to ensure that problems and challenges in project implementation were promptly addressed. The Task Manager worked with the Project Coordination Unit to ensure that the recommendations of the Mid-Term Review were implemented in a timely manner.

115. It is not clear if UN Environment could have done anything proactively to prevent the delays in the delivery of the key components of the project especially knowing that some of the problems were related to the withdrawal of IUCN and therefore the loss of resources to the project, the resignation of some international consultants, changes in national project coordinator, and the delay in the release of government co-funding.

116. The Project Coordination Unit and partners said mostly positive things about the role of the Task Manager and believed they had a very good working relationship with him. The Task Manager is a biosafety specialist and did not only ensure that the project was being satisfactorily implemented as planned but also made substantive technical contributions to the project

117. Elements of a monitoring plan were included in the project document. Milestones seem adequate for measuring implementation progress. Project Implementation Reporting and final project reports provided for this evaluation were found to be adequate. A substantial portion of the information used in this report on the achievement of planned project outputs was derived from these sources of information on project monitoring.

118. Resources allocated for reporting and evaluation seemed adequate for undertaking the evaluation. Monitoring was not properly costed at project design. As a result of changes in project management and extensions to project duration, the final evaluation has been undertaken at a later date than was anticipated.

5.7.1 Monitoring design and budgeting

119. M & E design followed UNEP's standard monitoring and evaluation procedures. The original project log frame (or results framework) included objectively verifiable indicators and means of verification for the project objectives, outcomes and outputs. The project document described, for the output level, the M & E activities, responsible parties, and performance indicators. It also described monitoring and progress reporting at the project level (PIRs). Both mid-term and terminal evaluations, financial reporting, timing and responsible parties were included in the M&E plan. As discussed in section in section 1.5 no significant changes were made at the results framework.

120. The project budget included the costs for M & E activities. Both mid-term and terminal evaluations were costed at $20,000 and $50,000 respectively. This funding, while adequate was not sufficient to allow for detailed field study for this evaluation which would have involved longer stays in-country and travel to the border regions and field sites for observation and interviews. While cost estimates were assigned to monitoring and evaluation the way the costs were derived was not shown even though the elements of the monitoring plan were detailed out.

The rating on budgeting and funding for M&E is **Moderately Satisfactory**.

5.7.2 Monitoring Implementation

121. As mentioned above, no significant changes were made to the results framework. Monitoring of project performance and progress was undertaken in accordance with the Monitoring plan developed for the project. Day to day monitoring of implementation progress was undertaken by the Project Coordination Unit based on the project's annual work plan. Twenty-five PIRs for the years 2011 to 2016 were prepared by the Project Coordination Unit and with inputs from the Task Manager. The PIRs provided a good description of implementation progress for each activity and output and assigned ratings to progress on activities and outputs. Problems encountered were described. Internal and external risks to the project were also addressed in the PIRs. Funding and the withdrawal of international consultants were often identified as a threat to the delivery of some outputs on time.

The rating on M & E implementation is **moderately satisfactory**

5.7.3 Project Reporting

122. Monitoring of project implementation was reported through Project Implementation Reports (PIRs) the project reporting tool for GEF projects. All PIR reporting was duly done against output indicators and milestones. Financial reports including a final financial report prepared in July 2017 on the GEF grant were also submitted to UN Environment.

123. The project reports reviewed for this evaluation show that project performance reporting is done mostly at the output level because output monitoring was an easier task and the achievement of outputs became a surrogate for the outcomes. Development of capacity at the national level for example was often reported as training activities, workshops, seminars or meetings organized inferring -but not proving- built capacity. The assumption is made –but no evidence is provided- that the reported training workshops and meetings will result in knowledge, skills and/or attitudinal changes that will lead to sounder management of LMOs and IAS. Compliance with reporting requirements at the project level was adequate. Progress reports for individual projects were easily found in Anubis and as noted, often describe activities and outputs. Higher level results were not frequently reported on. The Annual Performance Reports were reviewed and approved by the Project Steering Committee.

The rating on project Reporting is **satisfactory**

5.8 Sustainability of Project Outcomes

124. Sustainability is understood to mean the extent to which outcomes and impacts derived from project implementation are likely to continue after external funding and assistance end. Factors and conditions affecting sustainability have been considered in three areas: socio-political factors, financial conditions, and institutional conditions.

125. While the biosecurity project neither presented any explicit strategy to sustain results nor articulated an exit strategy, the project elements and project activities such as capacity building and legal structures developed have inbuilt sustainability elements. The project was designed with a specific end date and responsibilities for executing various activities given to specific institutions. Some of the elements of the project have already been tested in emergency response to non-LMO or IAS related issue such as the bird flu outbreak.

The overall rating of sustainability is **moderately unsatisfactory**.

5.8.1 Socio-political factors

126. The creation of knowledge and the raising of awareness are means by which the project attempted to ensure sustainability among the general populace and within government. The project was endorsed by government in February 2008 and co-funding in the amount of US$8,900 allocated for its implementation. This is evidence of government commitment which, under normal circumstances would result in its sustainability.

127. Through capacity building, the project intended to produce a critical mass of staff nationally to operate the legal and institutional framework created by the project into the future. In creating partnerships with high level support and specified commitment from the Minister of Environment, and the participation of appropriate government agencies, the project has ensured that implementation and monitoring of activities can continue into the future. This is all predicated on the fact that the required legislation and institutional framework is put in place before institutional inertia sets in.

128. The evaluation team had the opportunity to visit with the Prime Minister and was convinced of the government's commitment to the biosecurity in Cameroon. While the above is true, the inability of the government to release the pledged funds to move the implementation of project activities forward may serve as foreboding at the end of the project especially when the legislation and the anticipated institutional structures are not in place.

Rating for socio-political factors is **moderately satisfactory.**

5.8.2 Financial conditions

129. The availability of financial resources was already discussed above as an assumption that is required to transform policy, plans, regulations and skills into action. While financial resources from the GEF had been secured, the cash component of the counterpart contribution promised by government had delayed substantially and this, in turn, delayed the execution of some activities. In addition, as a result of the withdrawal of IUCN from the project a significant component of the co-funding did not materialize. While a partnership was forged with another NGO (METABIOTA), the resources anticipated could only be recovered in a limited way. Even though a five-year project advocacy document has been developed, this document is yet to be developed further into a concrete project proposal for potential external funding bodies. However, the institutional framework anticipated to operationalize biosecurity management was expected to be mainstreamed into the Cameroonian Government implying that government budget allocations would ensure the sustainability of program activities.

Rating for financial conditions is **moderately satisfactory.**

5.8.3 Institutional Sustainability

130. This dimension of sustainability addresses the issue of the sustainability of results and onward progress towards impact as it relates to factors associated with processes, policies, national agreements, legal and regulatory frameworks and governance structures. All four direct outcomes discussed above in section 3.4.2 of this report have a direct bearing on this dimension of sustainability.

131. As discussed in greater detail in the assessment of effectiveness, the building of partnerships and the development of laws and policy were instrumental in developing institutional capacity which would enable the Government of Cameroon to transition to the sound management of IAS and LMOs. A policy on biosecurity was formulated, reviewed and validated but as stated, the draft legislation was still under review during the period of this evaluation.

132. Through workshops and information materials technical capacity was built in government agencies and in the universities and such capacities will likely remain in the various agencies and institutions into the future. If the legal regime is in place and adequate technical capacity built the results of the project are likely to be sustained in the long term.

Rating of institutional factors is **moderately unsatisfactory**.

5.9 Stakeholder participation

5.9.1 Project Partners

133. The project document presented a thorough identification and analysis of the various stakeholders in all four components of the project. The partners include a large number of government agencies, inter-governmental organizations [UN agencies, NGOs (IUCN, METABIOTA),

Inter African Phytosanitary Council (African Union), International Maritime Organization, World Authority for Animal Health (OIE), non-governmental organizations, and bilateral organizations, the scientific community and ultimate beneficiaries. The analysis defined roles of the various stakeholders by project component and defined challenges and opportunities. Indeed, competencies of the individual partners are clearly described in appendix 17 of the project document. UN partners such as FAO, IMO (International Maritime Organisation), as well as internal UN Environment partners were clearly identified.

134. These partners were selected based on a number of criteria, including presence and on-going programmes in the country and region, relevance of mandate, goals and on-going programmes (government agencies), on-going activities and experience in the country (NGOs), technical/scientific capabilities, and availability of relevant data and information (academic/research institutions).,

135. While there is evidence that the various partners may have been consulted during project design the nature of such consultation and involvement was not clearly documented in the project document. There is evidence however, that while the expectation of some local NGOs who initially expected to play a much larger role in the project as partners did not materialize they, nevertheless, have been involved in the execution of some project activities.

136. Besides the withdrawal of IUCN the project successfully engaged the category and number of stakeholders identified in the project document. A list of partners engaged is included in Annex 5. The mix of partners was effective and efficient, with each partner making important contributions towards different aspects of the project, which were necessary for the achievement of project outcomes. Based on interviews conducted with partners during the evaluation mission as well as examination of the progress reports, PIRs, and project accomplishments (terminal report and technical outputs), it is clear that there was excellent collaboration among the partners driven, in part, by their interest in and enthusiasm for the project. The missing aspect of stakeholder engagement is the limited involvement of the private sector.

5.9.2 Public Awareness Activities

137. The project was set up to allow, at its conclusion, for definitive statements to be made about knowledge and awareness levels on biosecurity by establishing baseline information and conducting surveys, midterm and at the end of project, to determine incremental knowledge and awareness levels. At the time of the evaluation the final surveys had not been completed. However, the midterm surveys revealed that the public awareness campaigns were being effective in increasing knowledge and awareness generally. The campaigns used various media to reach different stakeholders. Posters were prepared and leaflets, notebooks, T-shirts, and newspaper articles were being used to inform the general public and policy-makers. Seminars and workshops were organized for government officials. There was no formal assessment of the commitment of the stakeholders as a result of the public awareness campaign.

138. As a way of establishing a decision-making process to address biological invasion, an assessment study of pilot site intervention was being undertaken during the period of this evaluation. This activity engaged a local community in the Northern part of the country in working towards the expected outputs of the project. The study is still on-going and it is not possible to make any definitive conclusions about the success of the community engagement effort.

139. The project document is silent on gender equality issues in data collection/analysis and policy formulation. While no gender analysis was presented, women were nevertheless heavily involved in project implementation. Many of the project participants interviewed including

consultants were women. There is certainly a case to be made for disaggregated data on gender roles and involvement in the design of projects including this project.

The overall rating of stakeholder participation is **Satisfactory**

5.9.3 Country Ownership and Driven-ness

140. The Biosecurity project was formally endorsed by the government of Cameroon on February 26, 2008.indicating full support for the project because of the project's consistency with national priorities and commitments made by Cameroon under global environmental conventions. In addition the endorsement noted that the project has been discussed with relevant stakeholders in accordance with GEF's policy of public involvement.

141. The Partnership formed to execute the project the project itself was made up mostly of Government agencies and public universities with local NGOs participating in the execution of specific activities. Country ownership of the project was also demonstrated through a very large co-funding mostly in-kind. Some cash contribution was also allocated. The evaluation team had the opportunity to visit with the Prime Minister and was convinced of the government's commitment to the biosecurity in Cameroon. While the above is true, the inability of the government to release the pledged funds to move the implementation of project activities forward may prove foreboding at the end of the project, especially when the legislation and the anticipated institutional structures are not in place.

The rating for country ownership is **satisfactory**

6 Conclusions and Recommendations

6.1 Conclusion

142. The project was designed to strengthen institutional capacity in the prevention and control of the introduction, establishment and spread of Invasive Alien Species and Living Modified Organisms in Cameroon through the implementation of a risk-based decision-making process. To achieve this objective, the project focused primarily on identifying potential threats to biosecurity, pathways of the spread of biological invaders including Living Modified Organisms (LMOs), a legal and institutional framework for biosecurity in the country and the creation of knowledge and development of attitudes to enhance biosecurity practice. The project which attempts to implement Invasive Aliens Species control and the management of Living Modified Organisms on the same platform is the first of its kind on the African continent.

143. At the technical level, there seems to exist a common vision of biosecurity in the country. What is uncertain however, is whether at the political level a common understanding exists. An interim committee is anticipated to coordinate a biosecurity programme, but it is not clear whether there are champions within parliament to help promulgate the law.

144. In approximately 7 years of project implementation, progress on working with key partners and stakeholders for a common approach to Invasive Alien Species control and LMO management has been made. A substantial amount of work has been done and a lot has been accomplished. However, this evaluation concludes that the capacity built in the various areas may not be sufficient to roll out an initiative of the magnitude conceived under this project. The need exists for increased capacity in the various areas. In addition, and more importantly, the controlling biosecurity legislation and the apex organization conceived under the legislation have not been put in place.

145. Substantial effort was expended on stakeholder consultation and participation and this is reflected in work accomplished by the participating agencies. A policy document, the list of species that pose risks to biodiversity, identification of invasion pathways including contingency planning and emergency response approaches, a biological invasion monitoring network and an interoperable database for biological invaders are among a list of many outputs produced. Substantial public awareness-raising has also taken place.

146. At the time of this evaluation, a project website was still under construction. The biosecurity communication strategy had not been finalized and the laboratory capacity for the detection of biological invasions was yet to be established.

147. As discussed in this report, the resource mobilization targets were not reached and at the time of the evaluation, government co-funding had not been fully released to complete project activities. Again, this poses a potential risk to sustainability beyond the official closure of the project.

148. Gender was not discussed in the project document, but gender was mainstreamed in project implementation. Women were recruited as consultants and a large number of women from various ministries played substantive roles in project execution. Women were also substantially represented as workshop participants.

149. The overall project performance was rated as Moderately Satisfactory. Table 7 below gives a summary of the ratings by criteria.

Table 8: Summary of Evaluation Rating by Criteria

Criterion	Summary Assessment	Rating
A. Strategic Relevance	At the global and national levels, the project was designed to contribute to, and is consistent with, GEF SP 6 and SF under the GEF 4 Biodiversity Strategy. SP 6 which focuses on assisting countries to implement the provisions of the Cartagena Protocol on Biosafety and in developing mechanism to operationalize national biosafety loss from invasion by Invasive Alien Species (IAS) and to address cross-sectoral conflict in regulatory processes and in land-use. The project is also consistent with UN Environment mandate, capacity building activities and south-South cooperation goals.	**HS**
B. Quality of Project Design	In general, the project was reasonably well designed and clearly drafted. The case for the need for the project was clearly made. Relevance of the project was articulated through a discussion of the project's consistency with CBD Articles 8b and 8g on the implementation of the Cartagena Protocol on Biosafety and the execution of the WTO SPS Agreement which embodies CBD IPCC common work programme. No reference was made to the Bali Strategic Plan and South-South Cooperation. However, linkages to other GEF and World Bank interventions were identified. The problem of invasive Alien Species and Living Modified organisms and the barriers to effective biosecurity were clearly and adequately articulated in the project document. A clear description of the existing situation with respect to LMO and IAS was done and opportunities and constraints to project implementation were identified and documented in the project document. The project document includes a clear description on stakeholder analysis. The project provides a good listing of stakeholders in annex 17that clearly describes partner	**S**

Criterion	Summary Assessment	Rating
	competencies and there is every indication that the stakeholders identified were involved in project design through a consultative process initiated by MINEP A logframe was developed and a narrative of the intervention logic was included in the project document. However, the description does not detail causal linkages between the various project elements. Many activities were presented outputs even at intermediate levels (i.e. even where a number of activities contribute to an output) resulting in an overly large number of outputs which had to be re-aggregated in the reconstructed in the project theory of change. A project implementation diagram was developed and a clear description of roles and responsibilities was attached as appendix 17 to the project document. The Role of UNEP was not clearly articulated and the implementation during was overly optimistic.	
C. Nature of External Context	Over the period of project implementation, political disturbances in some provinces threatened to affect the field trials that were being conducted particularly in the north-western part of the country. While Boko Haram was (a terrorist group) an effective threat to security in the border regions of the country with Nigeria to the west. However, their activities had not, in any significant way, affected the field trials being conducted. Yet, However the group had the potential to disrupt trade and allow into the country banned species under existing laws because the boundaries cannot be effectively protected as a result of continuing skirmishes on the borders.	**MF**
D. Effectiveness[4]	Substantial effort has been expended on stakeholder consultation and participation and this is reflected in work accomplished by the participating agencies. A policy document, the list of species that pose risks to biodiversity, identification of invasion pathways including contingency planning and emergency response approaches, a biological invasion monitoring network and an interoperable database for biological invaders are among a list of many outputs produced. Substantial public awareness-raising has also taken place. At the time of this evaluation, the controlling biosecurity legislation and the apex organization conceived under the legislation have not been put in place. A project website was still under construction. The biosecurity communication strategy had not been finalized and the laboratory capacity for the detection of biological invasions has yet to be installed	**MS**
1. Achievement of outputs	The evaluation finds that, at the time the project officially came to an end, a number of outputs were still under development; key among them is the legal and institutional framework which underpins the entire project. However, many of the planned outputs had been completed.	**MS**

[4] Where a project is rated, through the assessment of Project Design Quality template during the evaluation inception stage, as facing either an Unfavourable or Highly Unfavourable external operating context, the overall rating for Effectiveness may be increased at the discretion of the Evaluation Consultant and Evaluation Manager together.

Criterion	Summary Assessment	Rating
2. Achievement of direct outcomes	At the technical level, there seems to exist a common vision of biosecurity in the country. What is uncertain is whether at the political level a common understanding exists. An interim committee is anticipated to coordinate a biosecurity program but it is not clear whether there are champions in parliament to help promulgate the law. In approximately 7 years of project implementation, progress on working with key partners and stakeholders for a common approach to Invasive Alien Species control and LMO management has been made. A substantial amount of work has been done and a lot has been accomplished. However, this evaluation concludes that the capacity built in the various areas may not be sufficient to roll out an initiative of the magnitude conceived under this project. The need exists for increased capacity in the various areas. In addition, and more importantly, the controlling biosecurity legislation and the apex organization conceived under the legislation have not been put in place. Substantial effort was expended on stakeholder consultation and participation and this is reflected in work accomplished by the participating agencies. A policy document, the list of species that pose risks to biodiversity, identification of invasion pathways including contingency planning and emergency response approaches, a biological invasion monitoring network and an interoperable database for biological invaders are among a list of many outputs produced. Substantial public awareness-raising has also taken place. At the time of this evaluation, a project website was still under construction. The biosecurity communication strategy had not been finalized and the laboratory capacity for the detection of biological invasions has yet to be established. As discussed in this report, the resource mobilization targets were not reached and at the time of the evaluation, government co-funding had not been fully released to complete project activities. Again, this poses a potential risk for sustainability even beyond the official closure of the project Gender was not discussed in the project document but gender was mainstreamed in project implementation. Women were recruited as consultants and a large number of women from various ministries played substantive roles in project execution. Women were substantially represented as workshop participants	**MU**
3. Likelihood of impact	Results from the implementation of the project show that the project has not made much progress along the pathway from results to impact. Even though a significant number of outputs have been produced, it is difficult to determine progress from outcomes to impact. The project has developed a policy on biosecurity. However; the enabling legislation was still in draft stage at the time of this evaluation. Without the enabling legislation, the institutional framework conceived under the legislation cannot be implemented. Until such time that the Biosecurity Act is promulgated and other relevant legislation amended so that they are mutually supportive and incorporated into the procedures of agencies whose mandates include issues relevant to biosecurity, it is unlikely that progress will be made	**MU**

Criterion	Summary Assessment	Rating
	along the causal pathway though intermediates and onwards to impact.	
E. Financial Management	The cash component of the project was funded substantially from GEF resources. The 1 million dollar co-financing (600,000 in-kind and 400,000 in cash) expected from IUCN did not materialize as a result of the withdrawal of IUCN from the project. The PCU signed a collaboration agreement with METABIOTA for the execution of the Global Health Security Agenda project funded by the Centre for Disease Control. While the government fulfilled its in-kind support obligations under the project the late release of the cash components of its pledge remained unpaid at the time of the evaluation leaving a number of activities unfunded and therefore uncompleted.	**MS**
F. Efficiency	In general, efficiencies are either built into project design or have been realised through the use of proven models which allowed the project to roll-out activities to a wider stakeholder group sometimes through workshops and training programmes. The project also took advantage of existing meetings to create awareness and get relevant government departments involved. The use of partnerships contributed to both effectiveness and efficiency. The close involvement of the relevant ministries, government departments and universities increased efficiency as project implementation benefited from their better institutional knowledge and memory, contacts and experience. The capacities in the universities were leveraged to develop laboratories which were in the process of being upgraded at the time of this evaluation. Inefficiencies involved slow project start-up for a variety of reasons including lateness in project approvals, late release of government co-funding resources, inefficiencies in the handling of foreign exchange transfers resulting in the loss in value of project funds, and the withdrawal of IUCN from the project with the resultant loss of counterpart funding for the implementation of some project activities.	**MS**
G. Monitoring and Reporting	The M & E design is according to the requirements of UN Environment. The logical framework has SMART indicators. M & E activities were conducted throughout the project. PIR reporting was adequate. A final project report was prepared and came useful in preparing this evaluation. Project implementation reporting was duly done. A mid-term evaluation was organized and the recommendations were useful in adaptive management. A final evaluation has been conducted	**S**
1. Monitoring design and budgeting	The M & E design satisfied the requirements of UN Environment and the GEF.	**S**
2. Monitoring of project implementation	. Monitoring of project performance and progress was undertaken in accordance with the Monitoring plan developed for the project. Day to day monitoring of implementation progress was undertaken by the PMU based on the project's annual work plan. Twenty-fFive annual PIRs for the years 2011 to 2016 were prepared by the PMU and with inputs from the Task Manager. The PIRs provided a good description of implementation progress for each activity and output, and assigned ratings to progress on activities and outputs. Problems encountered were described. Internal and external risks to the project	**MS**

Criterion	Summary Assessment	Rating
	were also addressed in the PIRs	
3.Project reporting	Compliance with reporting requirements at the project level was adequate. Progress reports for individual projects were easily found in Anubis and as noted, often describe activities and outputs. Higher level results were not frequently reported on. The Annual Performance Reports were reviewed and approved by the Project Steering Committee.	**S**
H. Sustainability *(the overall rating for Sustainability will be the lowest rating among the three sub-categories)*		**MU**
1. Socio-political sustainability	The project was endorsed by government in February 2008 and co-funding in the amount of US$8,900 allocated for its implementation. This is evidence of government commitment which, under normal circumstances' result in its sustainability. Through capacity building, the project intended to produce a critical mass of staff nationally to operate the legal and institutional framework created by the project into the future. In creating partnerships with high level support and specified commitment from the Minister of Environment and the participation of appropriate government agencies the project has ensured that implementation and monitoring of activities can continue into the future. This is all predicated on the fact that the required legislation and institutional framework is put in place before institutional inertia sets in.	**ML**
2. Financial sustainability	The availability of financial resources was already discussed above as an assumption that is required to transform policy, plans, regulations and skills into action. While financial resources from the GEF had been secured, the cash component of the counterpart contribution promised by government had delayed substantially and this, in turn, delayed the execution of some activities. In addition, as a result of the withdrawal of IUCN from the project a significant component of the co-funding did not materialize. While a partnership was forged with another NGO (METABIOTA), the resources anticipated could only be recovered in a limited way. Even though a five-year project advocacy document has been developed, this document is yet to be developed further into a concrete project proposal for potential external funding bodies. However, the institutional framework anticipated to operationalize biosecurity management was expected to be mainstreamed into the Cameroonian Government implying that government budget allocations would ensure the sustainability of program activities	**ML**
3. Institutional sustainability	The building of partnerships and the development of laws and policy were instrumental in efforts to develop institutional capacity which would enable the Government of Cameroon transition to the sound management of IAS and LMOs. A policy on biosecurity was formulated, reviewed and validate but as stated. The draft legislation was still under review during the period of this evaluation. Through workshops and information materials technical capacity was built in government agencies and in the universities and such capacities will likely remain in the various agencies and institutions into the future. If the legal regime is in place and adequate technical capacity built the results of the	**MU**

Criterion	Summary Assessment	Rating
	project are likely to be sustained in the long term	
I. Factors Affecting Performance[5]		
1. Preparation and readiness	The project document was clearly drafted and objectives as well as results to be achieved clearly defined. Roles and responsibilities of various stakeholders well defined and the implementation approach reasonably well defined. However, the description does not detail causal linkages between the various project elements. Many activities were presented as outputs even at intermediate levels (i.e. even where a number of activities contribute to an output) resulting in an overly large number of outputs which had to be re-aggregated in the reconstructed theory of change of the project.	**S**
2. Quality of project management and supervision[6]	UN Environment was responsible for project implementation. Its specific responsibilities were supervision, technical advisory support, management, evaluation and reporting. The GEF Task Manager who was responsible for the project was apparently incredibly active in moving the project forward. This indication came from the project coordination unit and other stakeholders interviewed in-country. The project was executed at the country level by the Ministry of Environment, Protection of Nature and Sustainable Development (MINEPDED) – the National Executing Agency (NEA). MINEPDED had a designated National Project Coordinator who was supported by administrative and financial assistants. The National Project Coordinator was accountable to MINEPDED and to UN Environment for the delivery of agreed project outputs. He was responsible for overall supervision of the Project Coordination Unit (PCU). The Project Coordination Unit was responsible for monitoring the progress of project execution and communicated with the Task Teams routinely. The PCU developed annual work plans in collaboration with the component heads and Task Teams. The work plan targets were adjusted depending on the extent of progress achieved and this was done on a routine basis. These adaptations involve substantial effort and time. Task Teams comprising of participating institutions that were sub-contracted through the Project Coordination Unit, with sufficient specialised knowledge to ensure that project outputs are delivered on time and of the required quality, were created to execute different components of the project	**S**
3. Stakeholders participation and cooperation	The project has successfully engaged the category and number of stakeholders identified in the project document. Partners were selected based on a number of criteria, including presence and on-going programmes in the country and region, relevance of mandate, goals and on-going programmes (government agencies), on-going activities and experience in the country (NGOs), technical/scientific capabilities,	**S**

[5] While ratings are required for each of these factors individually, they should be discussed within the Main Evaluation Report as cross-cutting issues as they relate to other criteria. Note that catalytic role, replication and scaling up are expected to be discussed under effectiveness if they are a relevant part of the TOC.

[6] In some cases 'project management and supervision' will refer to the supervision and guidance provided by UNEP to implementing partners and national governments while in others, specifically for GEF funded projects, it will refer to the project management performance of the executing agency and the technical backstopping provided by UNEP.

Criterion	Summary Assessment	Rating
	on-going activities, and availability of relevant data and information (academic/research institutions)., While there is evidence that the various partners may have been consulted during project design the nature of such consultation and involvement was not clearly documented in the project document. There is evidence however, that while the expectation of some local NGOs who initially expected to play a much larger role in the project as partners did not materialize they, nevertheless, have been involved in the execution of some project activities. Besides the withdrawal of IUCN the project successfully engaged the category and number of stakeholders identified in the project document. The private sector was not sufficiently engaged in project implementation.	
4. Responsiveness to human rights and gender equity	The project document is silent on gender equality issues in data collection/analysis and policy formulation. While no gender analysis was presented, women were nevertheless heavily involved in project implementation. Many of the project participants interviewed including consultants were women. There is certainly a case to be made for disaggregated data in the design of of projects including this project	**MS**
5. Country ownership and driven-ness	82.99. The Biosecurity project was formally endorsed by the government of Cameroon on February 26, 2008 indicating full support for the project because of the project's consistency with national priorities and commitments made by Cameroon under global environmental conventions. In addition. the endorsement noted that the project has been discussed with relevant stakeholders in accordance with GEF's policy of public involvement. The evaluation team had the opportunity to visit with the Prime Minister and was convinced of the government's commitment to the biosecurity in Cameroon. While the above is true, the inability of the government to release the pledged funds to move the implementation of project activities forward may serve as foreboding at the end of the project especially when the legislation and the anticipated institutional structures are not in place	**S**
6. Communication and public awareness	120. The project was set up to allow, at its conclusion, for definitive statements to be made about knowledge and awareness levels on biosecurity by establishing baseline information and conducting surveys, midterm and at the end of project, to determine incremental knowledge and awareness levels. At the time of the evaluation the final surveys had not been completed. However, the midterm surveys revealed that the public awareness campaigns were being effective in increasing knowledge and awareness generally	**S**
Overall project rating	Based on a weighted scoring method, the overall project performance is rated as Moderately Satisfactory	**MS**

6.2 Recommendations

150. While there is every indication from the Prime Minister's office of support for the project and promise of prompt action to move the process of the promulgation of the law forward, and there is evidence of some level of awareness in the legislature, there does not seem to be champions in the legislature to move the processes forward to quickly promulgate the law so institutional inertia does not stall the momentum gained during project implementation. **This evaluation recommends that, as a matter of urgency, the Project Coordination Unit should work with the Prime Minister's office to more effectively engage members of the legislature, create awareness, and effectively work to engage champions in the legislature who would shepherd a bill through parliament.**

151. On-going communication among all partners involved in project implementation is crucial. Participating agencies in the biosecurity project should continue to be engaged in knowledge-sharing through their networks in order to keep the momentum gained from the project implementation and avoid institutional inertia. **To that extent, for as long as the Project Coordination Unit remains open, it must ensure that the project teams from the various components continue to share knowledge until the Biosecurity legislation is promulgated and the apex organization conceived under the legislation is established.**

152. More public awareness campaigns need to be undertaken. It is therefore recommended that the Project Coordination Unit which continues to operate post project **re-initiate efforts to disseminate and promote the biosecurity project with the flyers and other information materials produced as part of this project while efforts are being made to adopt the policy and prepare a bill for promulgation in parliament.** The government co-funding which had not been released prior to the official end of the project could be used for the translation of the guidelines and manuals into other languages and the preparation of public education materials aimed at local communities.

153. At the end of the project several activities had not been completed; and where completed, the need exists to for example, continue capacity building activities to achieve a critical mass of trained personnel. **The Project Coordination Unit should, as a matter of urgency, transform the Advocacy document prepared into a project document and initiate efforts to seek funding for the project elements yet to be implemented, as well as any additional actions that may be required**.

154. The private sector is a key player in the importation of LMOs. Yet, besides universities and research institutions the private sector was not involved in the project to any significant extent. It is not surprising that applications for LMO importation have been few and far between. The evaluation recommends that the Project Coordination Unit must organise workshops to inform industry on the processes for applying for the importation of LMOs. This will provide the information required by industry stakeholders to catalyse action, promote the testing of the framework by imports, and check the practical robustness of the system.

155. As a part of its resource mobilization expectations, a cost recovery plan which involves the collection of revenue generated from services for import and export inspection (costs of border activities), to be retained by the relevant executing government agency for operational costs, had not been developed. The development of the cost recovery plan was predicated on the identification of major risk pathways. This report has now been produced and testing of technical manuals at pilot sites is on-going. **In the interest of financial sustainability of project activities, it is imperative that the Project Coordination Unit ensures that a cost recovery plan is developed expeditiously and put in place promptly**.

156. Based on government order No 2003/006 of 21 April 2003, the Project Coordination office should be transformed into a permanent office within the Ministry of Environment, Protection of

Nature and Sustainable Development. This will facilitate the establishment of the new apex organization conceived under the biosecurity legislation.

157. A substantial number of training workshops have been conducted. However, very little follow-up has been undertaken. To increase capacities in various areas, and in particular, for a risk-based approach to biosecurity management, the need exists to utilize the trained trainers produced during the project to strengthen national capacity, and to ensure that mainstreaming of the various elements of the project is effective. In any follow-up to this project, **national training in areas where training of trainers has been conducted must be undertaken in order to develop capacity and mainstream biosecurity in the country**.

158. This evaluation recommends that in future follow-up projects, a clear distinction should be made between monitoring for adaptive project management and monitoring for reporting purposes and resources allocated to both to enable adequate data collection and reporting.

6.3 Lessons Learned

159. The project suffered lots of delays as a result of changes in management, delays in recruitment of international consultants, and delays in the release of co-funding from government. Besides these delays, attempting to develop policy and legislation, produce a myriad of guidelines and technical manuals in two languages, as well as creating national awareness on biosecurity, merging the two thematic areas of LMOs and IAS was challenging and unrealistic for the planned 4-year duration of the project. There was a general problem of getting competent international consultants because of the low levels of remuneration offered under the project. Some consultants accepted and signed contracts but eventually required the Project Coordination Unit to start the process afresh. **Information from our interviews indicates that the capacity to undertake the international consultancy contracts is within country and should have been tapped to prevent the consequent delays in implementing project activities. This evaluation suggests that future projects of this type should explore the availability of competent local consultants and only use international consultants to audit the work to ensure they meet international standards.**

160. As stated in our findings above, the legal and institutional framework which would provide a sound basis for mainstreaming the project into governmental operations was not in place at the end of the project. Indeed, the draft Law was still undergoing internal review at the time of this evaluation. The time frame for its submission to the legislature and its promulgation is not known. This constitutes a major risk to project sustainability. **Because the legislation process can be long and politically sensitive, the development of laws and its promulgation in future similar projects should be initiated early in project execution.**

161. Engagement of a wide cross-section of stakeholders at all levels, including local communities, is important in projects in which the achievement of the expected long-term impacts is highly dependent on their actions. Further, identifying 'champions' among the different groups of stakeholders not only contributes to successful project implementation but also facilitates progress along the causal pathway towards global environment objectives in the post-project period.

162. Co-financing of the project appeared strong in project design. However, it became a serious challenge during project implementation with the withdrawal of IUCN and the late release of funds from the government. **In future projects there must be clarity in the way resources are to be disbursed and used. Request for fund disbursements from government must be initiated early in project execution to avoid delays in the release of funds**.

163. Gender was not discussed in the project document, but gender was mainstreamed in project implementation. Women were recruited as consultants and a large number of women from various ministries played substantive roles in project execution. Women were substantially represented as workshop participants. **Gender is a key component in project designs in international development. Where gender has not been explicitly analysed in project design, it is feasible to execute projects with gender consideration in mind. In future projects gender analysis must be a key consideration.**

164. To avoid the loss of project resources in future projects as a result of fluctuations in exchange rates and financial transfers, projects must promptly open foreign exchange accounts prior to initial project fund disbursements from donor agencies (see section 5.5).

Annexes

Annex 1. Documentation list

- The Development and Institution of a National Monitoring and Control System for Living Modified Organism (LMO) and Alien Invasive Species (AIS) in Cameroon Project Document 2015
- The Development and Institution of a National Monitoring and Control System for Living Modified Organism (LMO) and Alien Invasive Species (AIS) in Cameroon Amendment No.1 to the PCA
- The Development and Institution of a National Monitoring and Control System for Living Modified Organism (LMO) and Alien Invasive Species (AIS) in Cameroon: Project Benefit, Monitoring and Evaluation System
- Mid-term Evaluation of the UNEP/GEF Project: The Development and Institution of a National Monitoring and Control System for Living Modified Organism (LMO) and Alien Invasive Species (AIS) in Cameroon , 2015
- Cameroon Biosecurity Project Overview, Project, Progress, Challenges and Lessons Leaned
- Project Terminal Report (draft if final version not available)
- Project progress reports, PIRs, including financial reports submitted
- Formative Evaluation of the UN Environment Program of Work
- Project supervision plan, with associated budget
- Half-Yearly Progress Reports 2011- 2017
- Supervision mission reports
- Steering Committee meeting documents, including agendas, meeting minutes, and any summary reports
- MINEPDED : Final Report Cameroon Biosecurity Project, 2017
- Cameroon Biosecurity Project, Ministry of Environment, Protection of Nature, and Sustainable Development: Financial Statement for the Period January 1, 2016 – June 30th 2017
- UNEP-GEF Cameroon FSP: Final Financial Statement Printed 25-7-2017
- UNEP-GEF: UNEP GEF PIR Fiscal Year 17 (1 July 2016 to 30 June 2017)
- MINEPDED: Biosecurity in Cameroon: Building on Firm Foundations, July 2017

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Annex 3: Evaluation Schedule

Phase	Activities & Deliverables	Proposed timeline (2017-2018)
Inception	Start-up teleconference	October 18, 2017
	Initial documentation review	October 18-30
	Initial consultative interviews with UN ENVIRONMENT Staff	November 1-4
	Draft Inception report	November 13
	(Internally) Finalized Inception report	November 20
Data Collection and Analysis	In-depth documentation review	November - December
	Survey Launch	as necessary
	Interviews in Swaziland, Namibia, Cameroon	December 1 - 19
	Telephone Interviews (where needed)	November 20- Dec 30
	Data analysis and triangulation	December– January
	Draft Report shared for comments within UN ENVIRONMENT	February 15, 2018
	UN ENVIRONMENT comments due	March 1, 2018
	Final Report	March 30, 2018

Annex 4. Assessment of project design quality (PDQ)

A.	Nature of the External Context[7]		YES/NO	Comments/Implications for the evaluation design *(E.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc.)*	Section Rating: *(see footnotes 2 & 3)*
1	Does the project face an unusually challenging operational environment that is likely to negatively affect project performance?	i) On-going/high likelihood of conflict?	**yes**	Cross sectoral conflict in regulatory processes as well as land use conflicts (FORESTS AND AGRICULTURAL) Systems, climate change, and unsustainable use were identified as challenges in this Project	
		ii) On-going/high likelihood of natural disaster?	**No**	No challenges related to natural disaster was indicated.	
		iii) On-going/high likelihood of change in national government?	**No**	The likelihood of a change in government was not identified as a serious risk to project implementation and performance	
B.	**Project Preparation**		**YES/NO**	**Comments/Implications for the evaluation design** *(E.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc.)*	**Section Rating:** *(see footnote 2)*
2	Does the project document entail a clear and adequate problem analysis?		Yes	The problem of invasive Alien Species and Living Modified organisms and the barriers to effective biosecurity were clearly and adequately articulated in the project document	
3	Does the project document entail a clear and adequate situation analysis?		Yes	A clear description of the existing situation with respect to LOM and IAS was done and Opportunities and constraints to project implementation were identified and documented in the project document	
4	Does the project document include a clear and adequate stakeholder analysis?		Yes/no	The project document includes a sound and a section on stakeholder analysis. The project provides a good listing of stakeholders in an annex what seems to be missing is description of partner competencies. However, the analysis indicates that the stakeholders identified were involved in project design through a consultative process initiated by MINEP	
5	*If yes to Q4:* Does the project document provide a description of stakeholder consultation during project design process? *(If yes, were any key groups overlooked: government, private sector, civil society and those who will potentially be negatively affected)*		yes	The stakeholders identified were involved in project design through a meeting organized by MINEP. It also helped to identify potential partners	

[7] For Nature of External Context the 6-point rating scale is changed to: Highly Favourable = 1, Favourable = 2, Moderately Favourable = 3, Moderately Unfavourable = 4, Unfavourable = 5 and Highly Unfavourable = 6. *(Note that this is a reversed scale)*

6	Does the project document identify concerns with respect to human rights, including in relation to sustainable development?	i)Sustainable development in terms of integrated approach to human/natural systems	No	No human rights concerns were discussed	
		ii)Gender	No	Gender was not addressed in the project document	
		iii)Indigenous peoples	No	No discussion of indigenous people was presented	
C	**Strategic Relevance**		**YES/NO**	**Comments/Implications for the evaluation design** *(E.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc.)*	**Section Rating:**
7	Is the project document clear in terms of its alignment and relevance to:	i) UN Environnent MTS and PoW	No		
		ii) UN Environment /GEF/Donor strategic priorities (including Bali Strategic Plan and South-South Cooperation)	Yes/No	Project discussed consistency with CBD Articles 8b and 8g and the implementation of the Cartagena Protocol on Biosafety and the EXECUTION OF WTO SPS Agreement that embodies CBD IPCC common work programme. No reference was made to the Bali Strategic Plan and South-South Cooperation. Linkages to other GEF and World Bank interventions were identified.	
		iii) Regional, sub-regional and national environmental priorities?	yes	A discussion of the linkages to a Regional Summit on Forests and subsequent establishment of a regional body – Forestry Commission of Central Africa was presented.	
		iv. Complementarity with other interventions	Yes	Discussed in (ii) above	
D	**Intended Results and Causality**		**YES/NO**	**Comments/Implications for the evaluation design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating:**
8	Is there a clearly presented Theory of Change?		No	No Theory of Change was required and none was prepared. No Causal links between the various project elements were not described	
9	Are the causal pathways from project outputs (goods and services) through outcomes (changes in stakeholder behaviour) towards impacts (long term, collective change of state) clearly and convincingly described in either the logframe or the TOC?		No	A logframe was included and a narrative of the intervention logic was included in the project document however the description does not detail Causal linkages between the various project elements. All activities were translated into outputs even at intermediate levels (i.e. even where a number of activities contribute to an output) resulting in an overly large number of outputs.	
10	Are impact drivers and assumptions clearly described for each key causal pathway?		Yes	Assumptions were stated in the logframe	
11	Are the roles of key actors and stakeholders clearly described for each key causal pathway?		yes	Roles of the key actors was detailed in a table	

12	Are the outcomes realistic with respect to the timeframe and scale of the intervention?		Yes	Outcomes are clear and realistic and could be achieved within the project timeframe	
E	**Logical Framework and Monitoring**		**YES/NO**	**Comments/Implications for the evaluation design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc.)*	**Section Rating:**
13	Does the logical framework	i) Capture the key elements of the Theory of Change/ intervention logic for the project?	No	A results framework (logical framework was attached as annex for which captures elements of the intervention	
		ii) Have 'SMART' indicators for outputs?	Yes	The output indicators are well constructed. However activities were presented as outputs.	
		ii) Have 'SMART' indicators for outcomes?	Yes	Relevant outcome indicators were developed	
14	Is there baseline information in relation to key performance indicators?		No		
15	Has the desired level of achievement (targets) been specified for indicators of outputs and outcomes?		Yes		
16	Are the milestones in the monitoring plan appropriate and sufficient to track progress and foster management towards outputs and outcomes?		No	An M&E Plan was included as appendix 7. Responsibilities for monitoring of activities were included in a detailed chart No costs were attached. Milestones were defined in the work plan and schedule	
17	Have responsibilities for monitoring activities been made clear?		No	Responsibilities for monitoring of activities were included in a detailed chart	
18	Has a budget been allocated for monitoring project progress?		No		
19	Is the work plan clear, adequate and realistic? *(eg. Adequate time between capacity building and take up etc)*		No	A work Plan was prepared. However, it lacks clarity.	
F	**Governance and Supervision Arrangements**		**YES/NO**	**Comments/Implications for the evaluation design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating:**
20	Is the project governance and supervision model comprehensive, clear and appropriate? *(Steering Committee, partner consultations etc.)*		No	A project implementation diagram is presented. However no description of roles and responsibilities was present. The Role of UNEP was missing. It represents country implementation	
21	Are roles and responsibilities within UN Environment clearly defined?			The Role of UNEP was missing. It represents country implementation	
G	**Partnerships**		**YES/NO**	**Comments/Implications for the evaluation design** **(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)**	**Section Rating:**
22	Have the capacities of partners been adequately assessed?		No	If assessed, it has not been presented in the document	
23	Are the roles and responsibilities of external partners properly specified and appropriate to their capacities?		Yes	A table of stakeholders and the type of involvement anticipated for them was included in the project document	

H	Learning, Communication and Outreach	YES/NO	Comments/Implications for the evaluation design *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	Section Rating:
24	Does the project have a clear and adequate knowledge management approach?	No	No specific knowledge management strategy was developed.	
25	Has the project identified appropriate methods for communication with key stakeholders during the project life? *If yes, do the plans build on an analysis of existing communication channels and networks used by key stakeholders?*	Yes	A communication and mainstreaming strategy was outlined in the product	
26	Are plans in place for dissemination of results and lesson sharing at the end of the project? *If yes, do they build on an analysis of existing communication channels and networks?*	Yes	It is one of the project components	
I	**Financial Planning / Budgeting**	**YES/NO**	**Comments/Implications for the evaluation design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating:**
27	Are there any obvious deficiencies in the budgets / financial planning at design stage? *(coherence of the budget, do figures add up etc.)*		There does not appear to be any obvious deficiencies in the approach to budgeting	
28	Is the resource mobilization strategy reasonable/realistic? *(E.g. If the expectations are over-ambitious the delivery of the project outcomes may be undermined or if under-ambitious may lead to repeated no cost extensions)*	Yes	While there does not appear to be any obvious deficiencies in the approach project implementation, there are no specific strategies for obtaining resources from the GEF, UNEP and the Government of Cameroon	
J	**Efficiency**	**YES/NO**	**Comments/Implications for the evaluation design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating:**
29	Has the project been appropriately designed/adapted in relation to the duration and/or levels of secured funding?	Yes		
30	Does the project design 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	The design used mostly pre-existing institutions and partners. It synergized with regional activities and partners and linked with on-going activities and partners from NGOs and multi lateral organizations	
31	Does the project document refer to any value for money strategies (ie increasing economy, efficiency and/or cost-effectiveness)?	No	No value for money analysis was undertaken	
32	Has the project been extended beyond its original end date? *(If yes, explore the reasons for delays and no-cost extensions during the evaluation)*	Yes	To complete project activities	
K	**Risk identification and Social Safeguards**	**YES/NO**	**Comments/Implications for the evaluation design**	**Section Rating:**

			(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)	
33	Are risks appropriately identified in both the TOC/logic framework and the risk table? *(If no, include key assumptions in reconstructed TOC)*	YES	Risks were identified in the logical framework matrix, however no discussion of the nature of the risks was presented in the prodoc	
34	Are potentially negative environmental, economic and social impacts of the project identified and is the mitigation strategy adequate? *(consider unintended impacts)*		No negative social and environmental impacts identified	
35	Does the project have adequate mechanisms to reduce its negative environmental foot-print? *(including in relation to project management)*	No	None were identified	
L	**Sustainability / Replication and Catalytic Effects**	**YES/NO**	**Comments/Implications for the evaluation design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating:**
36	Was there a credible sustainability strategy at design stage?	No	PROJECT elements and project activities such as capacity building and legal structure developed have inbuilt sustainability components	
37	Does the project design include an appropriate exit strategy?	Yes	The project was designed with specific a specific end date and responsibilities for sustainability given to specific institutions	
38	Does the project design present strategies to promote/support scaling up, replication and/or catalytic action?	Yes.	Some of the elements of the project have already been tested for emergency response to unrelated issues	
39	Did the design address any/all of the following: socio-political, financial, institutional and environmental sustainability issues?	Yes	Institutional sustainability and environmental sustainability have been factored into project design	
M	**Identified Project Design Weaknesses/Gaps**	**YES/NO**	**Comments/Implications for the evaluation design** *(e.g. questions, TOC assumptions and drivers, methods and approaches, key respondents etc)*	**Section Rating:**
40	Were recommendations made by the PRC adopted in the final project design? If no, what were the critical issues raised by PRC that were not addressed.	Yes		
41	Were there any critical issues not flagged by PRC?	No		

CALCULATING THE OVERALL PROJECT DESIGN QUALITY SCORE

	SECTION	**RATING** (1-6)	**WEIGHTING**	**TOTAL** (Rating x Weighting)
A	Project Context and Complexity	5.5	0.4	2.2
B	Project Preparation	5.0	1.2	6.0
C	Strategic Relevance	5.0	0.8	4.0
D	Intended Results and Causality	4.5	1.6	7.2

	SECTION	**RATING** (1-6)	**WEIGHTING**	**TOTAL** (Rating x Weighting)
E	Logical Framework and Monitoring	4.5	0.8	3.6
F	Governance and Supervision Arrangements	5.0	0.4	2.0
G	Partnerships	5.0	0.8	4.0
H	Learning, Communication and Outreach	4.0	0.4	1.6
I	Financial Planning / Budgeting	5.0	0.4	2.0
J	Efficiency	4.5	0.8	3.6
K	Risk identification and Social Safeguards	4.5	0.8	3.6
L	Sustainability / Replication and Catalytic Effects	4.0	1.2	4.8
M	Identified Project Design Weaknesses/Gaps	4.0	0.4	1.6
			TOTAL SCORE *(Sum Totals)*	**46.2**
			AVG SCORE *(Divide Total Score by 13)*	**3.55 = Moderately Satisfactory**

1 (Highly Unsatisfactory)	< 1.83	4 (Moderately Satisfactory)	>=3.5 <=4.33
2 (Unsatisfactory)	>= 1.83 < 2.66	5 (Satisfactory)	>4.33 <= 5.16
3 (Moderately Unsatisfactory)	>=2.66 <3.5	6 (Highly Satisfactory)	> 5.16

Annex 5: List of Project Personnel

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3	HAMAN UNUSA	New GEF Operational Focal Point	(+237) 699 49 05 10 / 679 38 87 47 hamanunusa@yahoo.fr

Annex 6: Brief Resumes of the Consultants

Segbedzi NORGBEY, Ph. D. (Lead Consultant)

As Chief Executive Officer of the Sustainable Development Group (SDG) International, I coordinate a group of international professionals to provide cutting edge professional and advisory services to governments, intergovernmental organizations and NGOs on development issues in the fields of Agriculture, Environment and Development, Biodiversity/Biosafety, Gender Studies, Science and Technology Education with specific focus on Program Planning, Research, Program/Project Management, Monitoring and Evaluation.

For about 12 years, I directed and managed the financial and human resources of the Evaluation Office in the UN Environment. I provided intellectual leadership and guidance to the Evaluation Office, led the development of UN Environment's Evaluation policy and provided strategic guidance in its implementation. I developed monitoring and evaluation plans and conducted independent evaluations of UNEP's programs including those aimed at providing strategic input into program planning. The Evaluation Synthesis reports I have prepared for the Governing Council have been commended in the UN Secretary General's report to the General Assembly. I have led the development of tools, guidelines, processes and methods for undertaking monitoring and evaluations, managed the work of a large number of independent consultants and promoted partnership with other UN systems organizations, through effective participation in the United Nations Evaluation Group and bilaterally by serving on Evaluation Management Groups in UNDP, GEF, UNEG, and UN Habitat.

Prior to my appointment as Head of Evaluation, I worked as Senior Program Officer responsible for coordinating, project design, formulation, review and approval methodologies, guidelines and procedures to increase the efficiency of the respective process, especially by making them consistent with project design criteria used by the Global Environmental Facility (GEF) and donors. Further, I ensured that the processes correspond with UNEP's requirements for transparency and oversight. As Secretary to UNEP's Project Approval Group and the Technical Peer Review Committee, I have done the necessary preparatory work for meetings of the committees and organized and conducted numerous meetings. I have reviewed numerous projects and provided guidance to program/ project managers on project design and formulation.

Earlier in my career I worked for The Michigan Department of Environmental Quality for 14 years to conduct assessments of hazardous waste sites and manage brownfields programs.

Charles GBEDEMAH

Education

Master of Philosophy Degree in Mycology, University of Ghana, Legon (1991)

Core skills: Includes Biosafety programme design/evaluation, Science programme formulation, technical support, policy development and Capacity building, Institutional Capacity Assessments, Institutional Functional review.

Professional experience

- May 2016 – February 2017, Director, Science and Policy Support Division, Secretariat of the Convention on Biological Diversity (CBD), Montreal, Canada;
- May 2014 – December 2016, Lead Director, Functional Review of the Secretariat of the Convention on Biological Diversity (CBD), Montreal, Canada;
- January 2007 – April 2016, Director, Biosafety Division, Secretariat of the Convention on Biological Diversity (CBD), Montreal, Canada:
- June 2001 – December 2006: Regional Coordinator for Africa, Biosafety, UNEP/GEF Coordination Office, Nairobi, Kenya;
- January 1995 – June 2006: Africa Project Scientific Consultant, Ghana Atomic Energy Commission, Accra, Ghana;
- January 1979 – January 1995: Scientific Officer, Ghana Atomic Energy Commission, Accra, Ghana.

Annex 7: Evaluation Brief

Summary of evaluation findings and lessons from the the UN Environment/Global Environment Facility Project: "Development and Institution of a National Monitoring and Control System (Framework) For Living Modified Organisms (LMOs) and Invasive Alien Species (IAS) - Cameroon"

Background

The Cameroon Biosecurity project was implemented between 2011 and 2017. The UN Environment was the project implementing agency. The project objective was to strengthen institutional capacity in the prevention and control of the introduction, establishment and spread of Invasive Alien Species and Living Modified Organisms in Cameroon through the implementation of a risk-based decision-making process. To achieve that objective, the project focused mainly on identifying potential threats to biosecurity, pathways of the spread of biological invaders including Living Modified Organisms (LMOs), developing a legal and institutional framework for biosecurity in the country and creating knowledge and developing attitudes to enhance practice

Implementation Arrangements

UN Environment was responsible for project implementation. The UN Environment Task Manager who was responsible for the project was apparently incredibly active in moving the project forward. The project was executed at the country level by the Ministry of Environment, Protection of Nature and Sustainable Development (MINEPDED) – the National Executing Agency (NEAThe Project Coordination Unit was responsible for monitoring the progress of project execution and communicated with the Task Teams routinely. The PCU developed annual work plans in collaboration with the component heads and Task Teams. The work plan targets were adjusted depending on the extent of progress achieved and this was done on a routine basis. These adaptations involve substantial effort and time. A Project Advisory Committee (PAC) which comprised of representatives from key participating agencies was established at the national level to facilitate interagency coordination and to provide policy guidance to the project on political and administrative issues.

Project Performance

To facilitate the control of the entry, establishment and spread of IAS and the management of LMOs, several training of trainers' workshops as well as national training activities have been carried out on risk analysis, LMO and IAS detection, diagnostics & monitoring, inspection systems & methods, commodity audit systems and contingency planning & emergency response.

The project has built on efforts to harmonize policy and approaches to building coordinated institutional frameworks with the capacity to detect, exclude, eradicate, control and effectively manage introduced organisms (IAS and LMOs) that could pose a threat to biodiversity.

Results from the implementation of the project show that the project has not made much progress along the pathway from results to impact. The enabling legislation was still in draft at the time of this evaluation. Without the enabling legislation, the institutional framework conceived under the legislation cannot be implemented. The key indicators of project performance have only been partially fulfilled. A new cross-sectoral policy coordination framework for the control and management of IAS and LMO which promotes conformity with national guidelines and international standards has been formulated, reviewed and validated. Through substantial public awareness campaigns and the production and dissemination of public information materials, some categories of key stakeholder groups, in particular government agencies are aware of the risk of IAS and LMOs and the need for biosecurity. The information portals (clearing houses) that would provide access to information have not been fully developed. A fully functional government set-up with operational capacity to manage major control pathways of IAS

and LMO introduction has not been achieved. Neither has a cost-effective control and mitigation program been installed.

Efficiency

The use of partnerships contributed to both effectiveness and efficiency. The close involvement of the relevant ministries, government departments and universities increased efficiency as project implementation benefited from their better institutional knowledge and memory, contacts and experience. Inefficiencies involved slow project start-up for a variety of reasons including lateness in project approvals, late release of government co-funding resources, inefficiencies in the handling of foreign exchange transfers resulting in the loss in value of project funds, and the withdrawal of IUCN from the project with the resultant loss of counterpart funding for the implementation of some project activities. Underlying some of these challenges was a limited staff complement at the project management unit, which might have been offset through increased collaboration with government departments. Funds may also be less of a limiting factor where resources can be amplified through increased use of partnerships. Attempts to improve efficiency involved flexibility in managing resources through rescheduling to mitigate funding challenges and the use of local expertise as extensively as was available.

Lessons

- The project suffered lots of delays as a result of changes in management, delays in recruitment of international consultants, and delays in the release of co-funding from government. There was a general problem of getting competent international consultants because of the low levels of remuneration offered under the project. This evaluation suggests that future projects of this type should explore the availability of competent local consultants first and only use international consultants to audit the work to ensure they meet international standards.

- Because the legislation process can be long and politically sensitive, the development of laws and its promulgation in future similar projects should be initiated early in project execution.

- Engagement of a wide cross-section of stakeholders at all levels, including local communities is important in projects in which the achievement of the expected long- term impacts is highly dependent on their actions. Further, identifying ‘champions’ among the different groups of stakeholders not only contributes to successful project implementation but also facilitates progress along the causal pathway towards global environment objectives in the post-project period.

- Request for fund disbursements from government must be initiated early in project execution to avoid delays in the release of funds.

- Where gender has not been explicitly analysed in project design, it is feasible to execute projects with gender consideration in mind. In future projects gender analysis must be a key consideration.

- To avoid the loss of project resources in future projects as a result of fluctuations in exchange rates and financial transfers, projects must promptly open foreign exchange accounts prior to initial project fund disbursements from donor agencies.

- In future follow-up projects a clear distinction should be made between monitoring for adaptive project management and monitoring for reporting purposes and resources allocated to both to enable adequate data collection and reporting.

- Any follow-up to this project, national training in areas where training of trainers has been conducted must be undertaken in order to develop capacity to mainstream biosecurity in the country.

Quality Assessment of the Evaluation Report

Evaluation Title:

Terminal Evaluation of the UN Environment/Global Environment Facility Project: "Development and Institution of a National Monitoring and Control System (Framework) For Living Modified Organisms (LMOs) and Invasive Alien Species (IAS) - Cameroon"

All UN Environment evaluations are subject to a quality assessment by the Evaluation Office. This is an assessment of the quality of the evaluation product (i.e. evaluation report) and is dependent on more than just the consultant's efforts and skills. Nevertheless, the quality assessment is used as a tool for providing structured feedback to the evaluation consultants, especially at draft report stage. This guidance is provided to support consistency in assessment across different Evaluation Managers and to make the assessment process as transparent as possible.

	UN Environment Evaluation Office Comments	Final Report Rating
Substantive Report Quality Criteria		
Quality of the Executive Summary: The Summary should be able to stand alone as an accurate summary of the main evaluation product. It should include a concise overview of the evaluation object; clear summary of the evaluation objectives and scope; overall evaluation rating of the project and key features of performance (strengths and weaknesses) against exceptional criteria (plus reference to where the evaluation ratings table can be found within the report); summary of the main findings of the exercise, including a synthesis of main conclusions (which include a summary response to key strategic evaluation questions), lessons learned and recommendations.	Gives a brief introduction on the evaluation object. Key strategic questions are not explicitly presented but the summary provides a suitable overview of the project and its performance highlights under some of the main evaluation criteria. The lessons learned and the recommendations are also included.	5
I. Introduction A brief introduction should be given identifying, where possible and relevant, the following: institutional context of the project (sub-programme, Division, regions/countries where implemented) and coverage of the evaluation; date of PRC approval and project document signature); results frameworks to which it contributes (e.g. Expected Accomplishment in POW); project duration and start/end dates; number of project phases (where appropriate); implementing partners; total secured budget and whether the project has been evaluated in the past (e.g. mid-term, part of a synthesis evaluation, evaluated by another agency etc.) Consider the extent to which the introduction includes a concise statement of the purpose of the evaluation and the key intended audience for the findings?	The introduction is very brief but most of these aspects are covered under other sections of the report (chapters 2, 3).	5
II. Evaluation Methods This section should include a description of how the *TOC at Evaluation*[8] was designed (who was involved etc.) and applied to the context of the project? A data collection section should include: a description of evaluation methods and information sources used, including the number and type of respondents; justification for methods used (e.g. qualitative/quantitative; electronic/face-to-face); any selection criteria used to identify respondents, case studies or sites/countries visited;	This section and the definition of approach, timelines, data collection, and limitations, are satisfactory	5

8 During the Inception Phase of the evaluation process a *TOC at Design* is created based on the information contained in the approved project documents (these may include either logical framework or a TOC or narrative descriptions). During the evaluation process this TOC is revised based on changes made during project intervention and becomes the *TOC at Evaluation*.

strategies used to increase stakeholder engagement and consultation; details of how data were verified (e.g. triangulation, review by stakeholders etc.). The methods used to analyse data (e.g. scoring; coding; thematic analysis etc.) should be described. It should also address evaluation limitations such as: low or imbalanced response rates across different groups; extent to which findings can be either generalised to wider evaluation questions or constraints on aggregation/disaggregation; any potential or apparent biases; language barriers and ways they were overcome. Ethics and human rights issues should be highlighted including: how anonymity and confidentiality were protected and strategies used to include the views of marginalised or potentially disadvantaged groups and/or divergent views.		
III. The Project This section should include: • *Context:* Overview of the main issue that the project is trying to address, its root causes and consequences on the environment and human well-being (i.e. synopsis of the problem and situational analyses). • *Objectives and components*: Summary of the project's results hierarchy as stated in the ProDoc (or as officially revised) • *Stakeholders:* Description of groups of targeted stakeholders organised according to relevant common characteristics • *Project implementation structure and partners:* A description of the implementation structure with diagram and a list of key project partners • *Changes in design during implementation:* Any key events that affected the project's scope or parameters should be described in brief in chronological order • *Project financing:* Completed tables of: (a) budget at design and expenditure by components (b) planned and actual sources of funding/co-financing	This section is also complete and covers all the required sub-topics in a concise manner.	5
IV. Theory of Change A summary of the project's results hierarchy should be presented for: a) the results as stated in the approved/revised Prodoc logframe/TOC and b) as formulated in the TOC at Evaluation. *The two results hierarchies should be presented as a two column table to show clearly that, although wording and placement may have changed, the results 'goal posts' have not been 'moved'.* The TOC at Evaluation should be presented clearly in both diagrammatic and narrative forms. Clear articulation of each major causal pathway is expected, (starting from outputs to long term impact), including explanations of all drivers and assumptions as well as the expected roles of key actors.	The TOC diagram is coherent and is a result of a consultative process. The narrative is brief but clear enough to explain the linkage between the main outcomes, drivers and assumptions for change.	5
A. Strategic relevance: This section should include an assessment of the project's relevance in relation to UN Environment's mandate and its alignment with UN Environment's policies and strategies at the time of project approval. An assessment of the complementarity of the project with other interventions addressing the needs of the same target groups should be included. Consider the extent to which all four elements have been addressed: 1. Alignment to the UN Environment Medium Term Strategy (MTS) and Programme of Work (POW)	Section covers all the main aspects of relevance prescribed in the TOR in sufficient detail	6

2. Alignment to UN Environment/GEF/Donor Strategic Priorities 3. Relevance to Regional, Sub-regional and National Environmental Priorities 4. Complementarity with Existing Interventions		
B. Quality of Project Design To what extent are the strength and weaknesses of the project design effectively summarized?	The strengths and weaknesses of the design are sufficiently described too include the identification of the success factors and risks	6
C. Nature of the External Context For projects where this is appropriate, key external features of the project's implementing context that may have been reasonably expected to limit the project's performance (e.g. conflict, natural disaster, political upheaval) should be described.	The TE sufficiently describes the key external issues that had a potential to affect the project's performance.	6
D. Effectiveness **(i) Outputs and Direct Outcomes:** How well does the report present a well-reasoned, complete and evidence-based assessment of the achievement of a) outputs, and b) direct outcomes? How convincing is the discussion of attribution and contribution, as well as the limitations to attributing effects to the intervention.	Outputs are described by component, and with sufficient evidence to support the assessment of the delivery of outputs. Qualitative aspects of output delivery are included The chapter also presents a satisfactory analysis of the Direct Outcomes achieved using examples that underpin the judgement on the extent of their achievement. Assessments made in this section are consistent with the reconstructed Theory of Change (TOC) presented in section 4 or the report.	5
(ii) Likelihood of Impact: How well does the report present an integrated analysis, guided by the causal pathways represented by the TOC, of all evidence relating to likelihood of impact? How well are change processes explained and the roles of key actors, as well as drivers and assumptions, explicitly discussed?	The narrative provides a well-considered analysis of the causal pathways from outcomes to intermediate states through to impact. Cross referencing to the TOC has also been used and the main risks, key actors, drivers and assumptions have been discussed.	6
E. Financial Management This section should contain an integrated analysis of all dimensions evaluated under financial management. And include a completed 'financial management' table. Consider how well the report addresses the following: • *completeness* of financial information, including the actual project costs (total and per activity) and actual co-financing used • *communication* between financial and project management staff and • *compliance* with relevant UN financial management standards and procedures.	Issues related to financial management, including co-financing and the implications on project implementation are discussed. A table summarizing financial management performance is included. Issues of completeness, communication and compliance are adequately addressed.	5

F. Efficiency To what extent, and how well, does the report present a well-reasoned, complete and evidence-based assessment of efficiency under the primary categories of cost-effectiveness and timeliness including: • Implications of delays and no cost extensions • Time-saving measures put in place to maximise results within the secured budget and agreed project timeframe • Discussion of making use of/building on pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects etc. • The extent to which the management of the project minimised UN Environment's environmental footprint.	This section has been covered quite well. It discusses issues of time- and cost-effectiveness during project implementation and their implications on the project's performance.	6
G. Monitoring and Reporting How well does the report assess: • Monitoring design and budgeting *(including SMART indicators, resources for MTE/R etc.)* • Monitoring implementation *(including use of monitoring data for adaptive management)* • Project reporting *(e.g. PIMS and donor report)*	This section is also well covered and goes beyond assessing the reporting element of M&E, by also looking into the implications of the M&E design on results-based monitoring. It identifies the gaps in the overall M&E system and a recommendation has been formulated in this regard.	6
H. Sustainability How well does the evaluation identify and assess the key conditions or factors that are likely to undermine or contribute to the persistence of achieved direct outcomes including: • Socio-political Sustainability • Financial Sustainability • Institutional Sustainability *(including issues of partnerships)*	The assessment of sustainability identifies the most pertinent issues likely to undermine the persistence of achieved project outcomes. Section 5.9 also details several other factors that are affecting the sustainability of the project's outcomes	5.5
I. Factors Affecting Performance These factors are <u>not</u> discussed in stand-alone sections but are **integrated in criteria A-H as appropriate**. To what extent, and how well, does the evaluation report cover the following cross-cutting themes: • Preparation and readiness • Quality of project management and supervision[9] • Stakeholder participation and co-operation • Responsiveness to human rights and gender equity • Country ownership and driven-ness • Communication and public awareness	The required sub-criteria are all covered sufficiently across the report. Partnerships, public awareness, country ownership and driven-ness are given special attention.	5.5
VI. Conclusions and Recommendations **i. Quality of the conclusions:** The key strategic questions should be clearly and succinctly addressed within the conclusions section? It is expected that the conclusions will highlight the main strengths and weaknesses of the project, and connect them in a compelling story line. Conclusions, as well as lessons and recommendations, should be consistent with the evidence presented in the main body of the report.	The conclusions section presents the most critical findings of the evaluation. Responses to the key strategic questions are not addressed explicitly but can be gleaned from the text.	5
ii) Quality and utility of the lessons: Both positive and negative lessons are expected and duplication with recommendations should	The context is summarized well, and the lessons learned have a potential	6

[9] In some cases 'project management and supervision' will refer to the supervision and guidance provided by UN Environment to implementing partners and national governments while in others, specifically for GEF funded projects, it will refer to the project management performance of the executing agency and the technical backstopping provided by UN Environment.

be avoided. Based on explicit evaluation findings lessons should be rooted in real project experiences or derived from problems encountered and mistakes made that should be avoided in the future. Lessons must have the potential for wider application and use and should briefly describe the context from which they are derived and those contexts in which they may be useful.	for wider application.	
iii) Quality and utility of the recommendations: To what extent are the recommendations proposals for specific actions to be taken by identified people/position-holders to resolve concrete problems affecting the project or the sustainability of its results. They should be feasible to implement within the timeframe and resources available (including local capacities) and specific in terms of who would do what and when. Recommendations should represent a measurable performance target in order that the Evaluation Office can monitor and assess compliance with the recommendations.	The recommendations are relevant, clear, and based on findings presented in the report.	6
VII. Report Structure and Presentation Quality		
i) Structure and completeness of the report: To what extent does the report follow the Evaluation Office guidelines? Are all requested Annexes included and complete?	Report is for the most part complete though an older reporting guideline was used.	5.5
ii) **Quality of writing and formatting:** Consider whether the report is well written (clear English language and grammar) with language that is adequate in quality and tone for an official document? Do visual aids, such as maps and graphs convey key information? Does the report follow Evaluation Office formatting guidelines?	The report is well written and of good quality and tone for an official document	6
OVERALL REPORT QUALITY RATING		**HS**

A number rating 1-6 is used for each criterion: Highly Satisfactory = 6, Satisfactory = 5, Moderately Satisfactory = 4, Moderately Unsatisfactory = 3, Unsatisfactory = 2, Highly Unsatisfactory = 1. The overall quality of the evaluation report is calculated by taking the mean score of all rated quality criteria.