
Terminal Evaluation of the GEF-UN Environment Project “Demonstration of Sustainable Alternatives to DDT and Strengthening of National Vector Control Capabilities In Middle East and North Africa”

GEF Project ID: 2546



Evaluation Office of UN Environment Programme

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Demonstration of Sustainable Alternatives to DDT and Strengthening of National Vector Control Capabilities In Middle East and North Africa
GEF Project ID 2546
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ABOUT THE EVALUATION¹

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Brief Description: This report is a terminal evaluation of a UN Environment-GEF project implemented between February 2009 and December 2015. The objective of the project was to reduce reliance on DDT during vector borne diseases outbreaks and minimize the potential to revert to DDT for the prevention and control of vector-borne diseases in all countries, through the use of sustainable, cost-effective and environmentally friendly alternative interventions.

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, the GEF, the Secretariat of the Stockholm Convention, WHO and the participating countries.

Key words: Vector borne diseases, reduction, DDT reliance, alternative interventions, WHO EMRO region.

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

Acronyms and Abbreviation

DDT	3-5 Dichloro Diphenyl Trichloroethane
DSSA	Demonstrating and Scaling up of Sustainable Alternatives to DDT
FAO	Food and Agriculture Organization
GEF	Global Environment Facility
IEC	Information, Education and Communication
IRS	Indoor Residual Spraying
ITN	Insecticide Treated Nets
IVM	Integrated Vector Management
LLIN	Long-Lasting Insecticidal Nets
LOA	Letter of Agreement
M&E	Monitoring and Evaluation
MSP	Medium Size Project
NGO	Nongovernmental Organization
NIP	National Implementation Plan
NMCP	National Malaria Control Programme
NPC	National Project Coordinator
PC	Project Coordinator
PIR	Project Implementation Review
POP	Persistent Organic Pollutant
QSP	Quick Start Project
SAICM	Strategic Approach to International Chemicals Management
STAC	Scientific and Technical Advisory Committee
TE	Terminal Evaluation
TOC	Theory of Change
TOR	Terms of Reference
UN	United Nations
VCNA	Vector Control Needs Assessment
UNEP	United Nations Environment Programme
WHO	World Health Organization

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Project Identification Table

Executing Agency:	World Health Organization Regional Office for the Eastern Mediterranean (WHO-EMRO), Cairo, Egypt		
Sub-programme:	Harmful substances and hazardous waste (MTS 2010-2013) / Chemicals and Waste (MTS 2014-17)	Expected Accomplishment(s):	MTS 2010-2013: EA(a) and EA(b) MTS 2014-17: EA(1) and EA(2)
UN Environment approval date:	18 December 2008	Programme of Work Output(s) 2016-2017:	3. Methodologies to monitor and evaluate impact of actions addressing chemicals releases to support sound management of harmful substances and MEA implemented at the national level. 4. Scientific and technical services, delivered through multi-stakeholder partnerships, to build the capacities of governments, the private sector and civil society to take action on the risks posed by chemicals including those listed in relevant MEAs; and SAICM, and lead and cadmium, as well as unsound management practices.
GEF project ID:	2546	Project type:	Full-size project
GEF Operational Programme #:	Operational Programme 14 on Persistent Organic Pollutants	Focal Area(s):	Persistent Organic Pollutants (POPs)
GEF approval date:	7 July 2008	GEF Strategic Priority:	GEF-4 Strategic Objective 2: Partnering in investments for NIP implementation. GEF-4 Strategic Objective 3: Partnering in the demonstration of feasible, innovative technologies and best practices for POPs reduction.
Expected start date:	May 2006	Actual start date:	29 February 2009
Planned completion date:	31 October 2013	Actual completion date:	31 December 2015
Planned project budget at approval:	\$13,026,416	Actual total expenditures reported as of June 2017:	3,939,951.67
GEF grant allocation:	\$3,960,014	GEF grant expenditures reported as of June 2017:	\$3,960,014

Project Preparation Grant - GEF financing:	\$650,000	Project Preparation Grant - co-financing:	\$0	
Expected Project co-financing:	\$8,416,403	Secured Project co-financing:	\$ 7,281,599	
First disbursement:	19 February 2009	Date of financial closure:	April 2014	
No. of revisions:	3	Date of last revision:	21 September 2015	
No. of Steering Committee meetings:	8	Date of last/next Steering Committee meeting:	Last: June 2015	Next:
Mid-term Review/ Evaluation (planned date):	Last quarter 2012	Mid-term Review (actual date):	20 November 2012 to 31 March 2013	
Terminal evaluation (planned date):	At end of project	Terminal Evaluation (actual date):	August 2019 – January 2020	
Coverage - Country(ies):	Djibouti, Egypt, Islamic Republic of Iran, Jordan, Morocco, Sudan, Syrian Arab Republic and Yemen	Coverage - Region(s):	North Africa and Middle East	
Dates of previous project phases:	I. II. MTR 28 May 2013	Status of future project phases:	N/A	

I. Executive Summary

A. Introduction

[1]. The regional full size project *“Demonstration of Sustainable Alternatives to DDT and Strengthening of National Vector Control Capabilities In Middle East and North Africa”* funded by the Global Environment Facility (GEF) was implemented from February 2009 to December 2015 by the United Nations Environment in Djibouti, Egypt, Islamic Republic of Iran, Jordan, Morocco, Sudan, Syrian Arab Republic and Yemen. The overall execution was done by the World Health Organization Regional Office for the Eastern Mediterranean, and at national level the project was executed the Ministry of Health.

[2]. The objective of the project was to reduce reliance on DDT during vector borne diseases outbreaks and minimize the potential to revert to DDT for the prevention and control of vector-borne diseases in all countries, through the use of sustainable, cost-effective and environmentally friendly alternative interventions. The purpose of the terminal evaluation was to provide evidence of results to meet accountability requirements, and to promote operational improvement, learning and knowledge sharing through results and lessons learned among UN Environment and main project partners.

B. Evaluation findings and conclusions

[3]. For this evaluation, no field visits were undertaken. The assessment was mainly based on in-depth review of project documentation, skype (or telephone) interviews, and feedback gathered through an online survey targeting key stakeholders such as national counterparts and WHO Country Offices. Based on the findings of the review and the discussions held, a theory of change of the project’s “impact pathways” was proposed by the evaluation and the review of outcome to impacts was also done, which led to the following findings.

[4]. Relevance: The project is complementary to United Nations Environment sub-programme - Harmful Substances and Hazardous Waste. It is also consistent with GEF-4 Strategic Objective 2: Partnering in investments for NIP implementation and GEF-4 Strategic Objective 3: Partnering in the demonstration of feasible, innovative technologies and best practices for POPs reduction

[5]. Efficiency: Due to re-organization at the level of WHO, the Arab Spring in 2011, and slow response of countries during initial stages, implementation was significantly delayed by twenty

six months. Thanks to the good project management and supervision provided, WHO EMRO was able to get the project on the right track. However, not all the outputs have been successfully delivered. In particular, demonstration projects on IVM were carried out in only five of the eight participating countries. Engaging FAO for coordinating the destruction of DDT stock instead of directly sub-contacting a service provider increased significantly the effectiveness of the interventions (all stock successfully disposed of), however this increased also significantly the costs of these interventions.

[6]. Effectiveness - Availability of outputs, achievement of outcomes and likelihood of impact: Only one – sound disposal of DDT stocks – of the project’s five intended direct outcomes was satisfactorily achieved. The other four were achieved in some countries only. For example, IVM has been accepted in all countries, however not all of them have developed IVM policies or have in place the adequate legal framework. Chances for impact of the project is considered moderately likely. The intermediate states, proposed in the theory of change, and that need to happen for impact, are occurring in only some of the countries. For example, all the countries have developed national IVM plans, but not all are implementing those plans.

[7]. Sustainability: Chances for sustainability of project results are moderate. Ownership of the project was high in most of the participating countries; the authorities gave strong support to the project. On the other hand, some financial risks have been identified as the endurance of project results are very dependent on external sources of funding.

[8]. Project implementation and management: The agreed approach described in the project document was adopted for implementation. UNEP was the GEF implementing agency and a task manager was nominated, who provided adequate supervision and close oversight of project progress through the monitoring of activities and progress reports. WHO EMRO was the executing agency, and was responsible for the day-to-day management and monitoring of the project activities including oversight of the performance by the participating countries. Despite the reorganization that occurred at WHO level, the project team led by a new coordinator was able to cope and to adequately manage the project. The WHO country offices contributed to this effective management by facilitating procedures and providing technical guidance in some cases to the participating countries.

[9]. Stakeholders’ participation: The participation of key stakeholders was satisfactory. They were engaged early in the preparatory phase for the vector control needs assessment process. During implementation, most of them were members of IVM and national steering committees. In many countries, these committees performed well and have been instrumental in mobilizing partnerships, optimizing the allocation of resources for vector control, and developing the strategic plan on IVM. In one country, however the IVM committee was not functioning properly due to lack of policy support.

[10]. Country ownership and driven-ness: Country ownership was high in most countries. The project benefitted from strong governmental support in most countries except in one where, due to lack of policy support, achievement was below expectation.

[11]. Financial planning and management: The financial information made available to the evaluation clearly indicated that GEF funds were effectively managed. However information regarding co-financing was lacking. At both the UNEP and WHO levels, the standard procedures of the agencies were applied for management of funds.

[12]. Monitoring and reporting: The monitoring & evaluation plan proposed in the project document was adequate and allowed for monitoring progress and results at output level. The Scientific and Technical Advisory Committee was established and all the planned meetings were held, but not all the meeting reports were available. According to Project Implementation Review reports, it was clear that the project results framework was used as a basis for project implementation by the executing agency, and the SMART verifiable indicators therein were used to track progress at results level. However, reporting was delayed in some cases and no country reports were available. The mid-term review was undertaken in 2013. It was not possible however to verify whether the recommendations made by the review were considered and actions taken.

[13]. The independent terminal evaluation was initiated three and a half years after the closure of the project. The reason given by the UNEP Evaluation Office is that there was insufficient staff capacity to initiate this evaluation, along with the evaluation of other DDT-related projects, any sooner.

Evaluation Criterion	Rating
A. Strategic Relevance	Highly Satisfactory
B. Quality of Project Design	Moderately Satisfactory
C. Nature of External Context	Moderately Unfavourable
D. Effectiveness	Moderately Satisfactory
E. Financial Management	Moderately Satisfactory
F. Efficiency	Moderately Unsatisfactory
G. Monitoring and Reporting	Moderately Satisfactory
H. Sustainability	Moderately Likely
I. Factors Affecting Performance	Moderately Satisfactory
Overall Project Rating	Moderately Satisfactory

C. Lessons learned

[14]. **Lesson 1:** Harmonizing efforts between initiatives would avoid unnecessary delays and wasting of resources.

[15]. **Lesson 2:** Capacity building on IVM and pesticide life cycle management should be done at the same time.

[16]. **Lesson 3:** Engaging local communities early in the process would get their buy-in and ensure success.

D. Recommendations

[17]. **Recommendation 1:** UNEP should review its guidance on the storage of key project documentation and ensure it is comprehensive and clear in terms of; which key documents must be kept, where they should be kept and who is responsible for their compilation and storage at the end of a project.

[18]. **Recommendation 2:** For future evaluations, it is recommended that implementing agencies should plan, where evaluation budgets are made available by the project and Evaluation Office staff resources allow, terminal evaluations according to the timeframe planned in the project documents.

[19]. **Recommendation 3:** The results and outcomes of this project should be considered by countries embarking on follow up initiatives during the implementation of these more current initiatives to ensure sustainability and also avoid duplication of efforts.

II. Introduction

1. The terminal evaluation (TE) of the Full-Size Project (FSP) “*Demonstration of Sustainable Alternatives to DDT and Strengthening of National Vector Control Capabilities in Middle East and North Africa*”, carried out on behalf of the UNEP, covered the implementation period from February 2009 to December 2015. Core funding for an amount of \$ 3,960,014 was granted by Global Environment Facility (GEF), and secured co-financing for a total amount \$ 8,416,402 (cash and in-kind) was obtained from the World Health Organization (WHO) and national governments. Originally planned for five years, the project was completed in 6 years and 10 months. The project was implemented in nine countries: Djibouti, Egypt, Islamic Republic of Iran, Jordan, Morocco, Sudan, Syrian Arab Republic and Yemen. The implementing agency was UNEP, Chemicals Branch, and the overall executing agency was WHO Regional Office for the Eastern Mediterranean (WHO-EMRO). At national level, the National Malaria Control Program (NMCP) or equivalent were the main executing partners.

2. As indicated in the Project Identification Table above, this project is aligned to Outputs 3 and 4 of UNEP’s Programme of Work (2016-17) and to GEF-4 Strategic Objective 2: Partnering in investments for NIP implementation and GEF-4 Strategic Objective 3: Partnering in the demonstration of feasible, innovative technologies and best practices for POPs reduction.

3. A Mid-Term Review was carried out in 2013, in accordance with GEF requirements. In line with the UN Environment Evaluation Policy² and the UN Environment Programme Manual³, the terminal evaluation was undertaken 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 had two main objectives: (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 and main project partners. The evaluation identified lessons of operational relevance for future project formulation and implementation.

4. In addition to the evaluation criteria outlined in the terms of reference (TOR), the evaluation addressed the following key strategic questions:

- (a) Pertaining to attribution, to what extent can the project be credited with having led to a reduction of DDT use for malaria control in the participating countries through the establishment of alternative malaria control strategies in these areas?

² <http://www.unep.org/eou/StandardsPolicyandPractices/UNEPEvaluationPolicy/tabid/3050/language/en-US/Default.aspx>

³ [UNEP Programme Manual May 2013](#). This manual is under revision.

- (b) To what level of success has regional information sharing and collaboration between governments in the participating countries been realised as a result of this project? To what extent has the project been replicated in non-project countries in the region?
- (c) What are some of the key results and experiences identified by the evaluation that could help provide strategic guidance to DDT phase-out work in Africa and the Global DSSA Programme⁴?
- (d) To what extent were synergies built between UNEP and WHO cooperation and what are some of the possible lessons for future projects that integrate health and environment?
- (e) In consideration of environmental and social safeguards, has the evaluation identified any unintended environmental or socio-economic impacts (positive or negative) in the project's demonstrations conducted in the field (pilot districts)?

III. Evaluation methods

5. The design did not include a theory of change (TOC) as it was not a requirement of project design at that time. However, based on the information contained in the project document, the evaluation reconstructed the TOC (see section V). This TOC at evaluation was discussed with the UNEP evaluation office, the UNEP task manager and WHO-EMRO. Their comments and feedback were considered to improve the TOC (see Figure 2 Section V).

6. No field mission was undertaken as per the TOR of this terminal evaluation. Instead, information was gathered through Skype interviews, and through an online survey (Annex II) that was developed by the evaluation team. A list provided by the UNEP evaluation office was used to contact the key stakeholders. It was possible to have Skype interviews with the previous UNEP task manager and WHO-EMRO. For the online survey, 5 of the 7 countries contacted responded positively, and while 4 countries answered fully the survey, one answered only partially. The list of persons interviewed by Skype and the country representatives who responded to the online survey is given in Annex I. The TE was thus based on a combination of desk review of documents related to the project that were provided by UNEP (Annex III), the Skype interviews and the responses from the survey. One limitation for this TE was that no country reports were available to the evaluation team despite several requests made to UNEP and WHO.

7. To verify factual errors and interpretation of key findings, a presentation of the main evaluation findings, conclusions and recommendations was made to the UNEP Evaluation Office, UNEP task manager, WHO HQ and WHO EMRO through a Skype conference on 5 December 2019. The comments and suggestions made during this conference were taken into consideration in this report.

⁴ Demonstrating and Scaling-up of Sustainable Alternatives to DDT in Vector Management Global Programme

IV. The Project

A. Context

8. Malaria is considered a major public health problem and obstacle to socio-economic development in most tropical countries. It is estimated that 80-90% of the global annual malaria cases (220 million in 2018) and deaths (405,000 in 2018⁵) occur in Africa.

9. One of the elements of the Global Technical Strategy for Malaria (2016-2030)⁶ is vector control, aimed at killing mosquitoes through Indoor Residual house Spraying (IRS). This involves infrequent spraying with insecticides inside human habitations to reduce mosquito lifespan and density, thereby reducing malaria transmission and the prevention of epidemics. DDT (Dichloro-diphenyl-trichloroethane), which was developed in the 1940s, is known as the first synthetic insecticide. It is also one of the twelve (12) insecticides recommended by WHO for use in IRS and has been in use in several countries around the world as an effective way of obtaining large-scale benefits at affordable cost. DDT was initially used with great effect to combat malaria, typhus and other insect-borne diseases, as well as insect control in crop and livestock production and in homes and gardens.

10. Although DDT is effective in vector control, continued exposure threatens both biodiversity and human health. DDT is listed as a persistent organic pollutant (POP) under Annex B of the Stockholm Convention (signed in 2001 and in effect since 2004). Like the other POPs, DDT poses significant global risks because it is toxic, bio-accumulates in the food chain, and is susceptible to long-range environmental transport (via air and water). Countries need DDT for insecticide resistance management, particularly now that resistance to synthetic pyrethroids, the most affordable insecticide next to DDT, has become wide-spread. It is with this background that the Stockholm Convention stipulated the use of DDT for disease vector control until the time when affordable and equally effective alternative tools would become available for use by national malaria control programs (NMCPs).

11. Under the Stockholm Convention, DDT production and/or use is currently restricted to selective and targeted vector control in accordance with WHO recommendations and guidelines. Countries that are party to the Convention can produce and/or use DDT for disease vector control when locally safe, effective and affordable alternatives are not available. Parties are required to notify the Secretariat of such production, use, or intention to use DDT.

12. An integrated vector management (IVM) approach has been promoted in the planning and selection of alternative methods for vector control. Implementation of IVM is intended to,

⁵ World Health Organization. World Malaria Report 2019.

⁶ <https://www.who.int/malaria/publications/atoz/9789241564991/en/>

inter alia, lead to reduced reliance on insecticides for public health protection applications. Since the initiation of the IVM process by WHO in 2001, countries are willing to implement IVM. However, this requires selection of appropriate vector control methods that can be applied in a well-defined area having specific and well-defined epidemiological conditions.

13. Countries in the Middle East and North Africa region have a long history of use of the persistent organic pollutant (POP) DDT for control of malaria and leishmaniasis. During the past decade, however, no country had reported the use of DDT for disease vector control. Nevertheless, many countries maintain large usable or obsolete stocks of this insecticide. Hence, an upsurge of malaria or other vector-borne diseases could trigger countries, especially resource-poor countries, to revert to the use of DDT.

14. The “*Demonstration of Sustainable Alternatives to DDT and Strengthening of National Vector Control Capabilities in Middle East and North Africa*” project (herein after referred to as “DDT MENA” or “the project”) was conceived by WHO in 2003. Countries selected for the project were: Djibouti, Egypt, Islamic Republic of Iran, Jordan, Morocco, Sudan, Syrian Arab Republic and Republic of Yemen. The Global Environment Facility (GEF) approved a project development phase (PDF-B) in 2005 (US\$ 650,000), and the eight countries established national coordinating mechanisms on vector control and completed a vector control needs assessment (VCNA) in 2006 and 2007.

15. The results of the VCNA disclosed that countries have inadequate evidence bases and capacity for vector control to comply with the principles of IVM and sound pesticide management. For example, data on the cost effectiveness of alternative products, methods and strategies to the use of DDT have been largely lacking. Also, countries identified stocks of obsolete POPs pesticides.

16. Based on the outcomes of the PDF-B, a regional Full-Sized Project was developed, and endorsed by the GEF (US\$ 3,960,000 in financing), with a starting date of 9 February 2009. The project was to be completed in October 2013, but was given budget-neutral extension, first, until 31 December 2014 and, later, until 31 December 2015. The Project was a component of the UNEP/WHO global portfolio of projects called “*Demonstrating and Scaling up Sustainable Alternatives to DDT in Vector Management*” (DSSA). Within this global portfolio, the Project has an important example function to other, later-developed projects, in that it generated scientific evidence on alternatives to DDT. The intention of the global portfolio was that procedures developed and lessons learnt would be shared among its projects.

B. Results framework

17. The development objective was to reduce reliance on DDT during vector borne disease outbreaks and minimize the potential to revert to DDT for the prevention and control of vector-

borne diseases in all countries, through the use of sustainable, cost-effective and environmentally friendly alternative interventions. To achieve this, the project objective was to establish an IVM framework, criteria and procedures for the prevention and control of vector-borne diseases through optimized use of tools and resources, strengthened inter- and intra-sectoral coordination, partnerships and community empowerment, as the basis for a reduced reliance on DDT. Building national capacities for IVM and for the sound management of pesticides was a crucial pre-requisite to successfully and sustainably comply with the obligations under the Stockholm Convention. The five substantive project components / outcomes, and the corresponding outputs as indicated in the formal project document are given below.

18. **Outcome Component 1:** Viability, availability, sustainability and cost effectiveness of alternatives to the use of DDT demonstrated

- **Output 1.1:** A protocol formulated by the National Steering committee, following guidance from the WHO Regional Office with on-site review by an international expert completed for each participating country
- **Output 1.2:** Specific capacity building carried out that may be required for successful implementation of the protocol, based on the needs identified in the demonstration project proposal
- **Output 1.3:** Regional workshop for the harmonization of the country protocols with effective follow-up for the completion of the protocols, and final review by the Scientific and Technical Advisory Committee (STAC).
- **Output 1.4:** Assistance provided to the National Project coordinator for essential elements of demonstration projects implementation in line with agreed protocols
- **Output 1.5:** Project activities monitored through screening of annual reports by the National Steering Committee and STAC and by on-site visits to demonstration projects by STAC members, and dissemination of observations and recommendations
- **Output 1.6:** Technical support (through consultancies) provided for the analysis of datasets, including cost effectiveness and sustainability analysis, and the production of the final report; STAC meeting organized to review the national reports and draft the consolidated regional report, including lessons learnt, for submission to relevant parties

19. **Outcome Component 2:** Capacity built in each country to plan, implement and evaluate the application of alternatives based on the principles of IVM

- **Output 2.1:** National seminars organized for the review of policy and legal frameworks
- **Output 2.2:** Promotional documents produced, country visits conducted and national seminars organized, provision of examples and case studies of successful institutional arrangements between the sectors completed. Existing local health

services, agricultural extension services and farmer field schools are used to channel messages on IVM and the sound management of pesticides to rural communities

- **Output 2.3:** National vector control units are restructured to ensure that all essential IVM functions are performed well at all levels. Technical cooperation in the area of program management provided as needed
- **Output 2.4:** Guidelines and training materials for vector control professionals are developed, updated and reviewed

20. **Outcome Component 3:** Collection, repackaging and disposal of POPs pesticides used in public health and agriculture completed

- **Output 3.1:** Obsolete POPs pesticides used in public health and agriculture are collected, repacked and disposed

21. **Outcome Component 4:** Information on good practices and demonstrated cost-effective and sustainable alternatives are taken up by national institutions and in planning processes

- **Output 4.1:** Web pages in English, French and Arab created and at least two scientific publications produced and published in relevant science periodical

22. **Outcome Component 5:** National & transboundary coordination, information sharing and monitoring and evaluation mechanisms operational and effective in promoting Integrated Vector Management without the use of DDT

- **Output 5.1:** Project Coordinator (full-time) assigned by WHO; Assistant Project Coordinator recruited; 8 National Coordinators assigned, Mid-Term and Final Evaluations conducted
- **Output 5.2:** Establishment and operating of a National Steering committee in each participating country
- **Output 5.3:** Establishment of a Regional Scientific and Technical Advisory Committee

C. Stakeholders

23. The mapping of stakeholders described in different sections of the project document is considered adequate. In particular, during the preparatory phase⁷ various sectors were identified as part of the VCNA process, which included Ministries of Health, Ministries of Agriculture, Land, Water and Environment, local governments/administration, research institutions, civil associations (e.g. youth, women and church groups etc.) involved in public health promotion, local and international NGOs, as well as the private sector. This provided an opportunity to establish a strong basis for their continued involvement in the project. Furthermore, most of these stakeholders were members of the National Steering Committees (NSCs) that were set up

⁷ PDF-B phase

for the VCNA, and it was these committees that afterwards provided guidance on the implementation of the project at national levels.

D. Project implementation structure and partners

24. UNEP was the GEF Implementing Agency for this project and the Executing Agency was the World Health Organisation (WHO) Regional Office for the Eastern Mediterranean (EMRO). A full-time Project Coordinator and Programme Assistant (Secretary) were assigned in March 2009, and a full-time Assistant Technical Project Coordinator position was filled from August 2010 till September 2012. These three coordinator positions were made available by the WHO EMRO and the Government of Sudan, as co-financing contribution to the Project. Eight national project coordinators were assigned in June 2009, to coordinate country activities.

25. A Regional Scientific and Technical Advisory Committee (STAC) was established to provide overall guidance to the implementation of the Project's activities and to conduct annual reviews of project progress. The STAC's tasks, outlined in the project document, were to review national work plans and protocols, to advise on capacity building, to conduct annual reviews of project progress based on reports from national coordinators, to advise on challenges, constraints and problems in the implementation of national work plans, and to advise on stakeholder involvement, sustainability and replicability of the Project's activities. The STAC had 5 core members and several additional members with expertise in a number of specific areas. Meetings of the STAC were originally planned to be held twice per year.

26. The NSCs that were established during the project preparation phase were to continue to provide guidance on the implementation of the project at national levels. The National Project Coordinator and the relevant district project officer were to also participate. The NSCs were linked to country National Implementation Plan (NIPs) development through the inclusion of each national NIP project coordinator on respective NSCs to ensure cross-linkages and mutual benefits. NSC meetings were to be held twice per year in each of the participating countries and opportunities for bilateral and/or multilateral collaboration were to be explored.

E. Changes in design during implementation

27. One major change in the design was that pilot studies, which were supposed to be carried out in all countries, were not undertaken in Djibouti, Egypt and Jordan as it was considered that these countries did not have enough capacity to implement demonstration studies with epidemiological endpoints. In 2012, implementation of the project stopped in Syria due to civil uprising that resulted in a civil war. Finally, due to delays, three extensions were granted to allow for completion of project activities.

F. Project financing

28. The project funding for GEF grant and co-funding is given in Table 1 below. The table also shows expenditure per outcome/component. For co-funding, according to available information, \$ 7,281,599 of the total pledged at design (\$8,416,403) materialized during the implementation phase.

Table 1: Budget at design and expenditure by component

Outcomes/Components	GEF (\$)	Co-funding (\$)		
		Governments(\$)	WHO (\$)	Total (\$)
1: Viability, availability, sustainability and cost effectiveness of alternatives to the use of DDT demonstrated	1,905,680	5,835,770	185,000	6,020,770
2. Capacity in each country to plan, implement and evaluate the application of alternatives to DDT based on the principles of IVM strengthened.	946,000	328,000	37,000	365,000
3. Collection, repackaging and disposal of POPs pesticides used in public health and agriculture completed.	400,000	215,132	-	215132
4. Information on good practices and demonstrated cost-effective and sustainable alternatives taken up by national institutions and planning processes.	166,500	80,000	9,333	89,333
5. Transboundary & national coordination, information sharing and monitoring and evaluation mechanisms operational and effective in promoting Integrated Vector Management without the use of DDT	171,000	160,000	366,667	528,667
6. Project management	77,500	592,000	607,500	1,199,500
WHO support costs (8%)	293,334	-	-	-
Total	3,960,014	7,210,902	1,205,500	8,410,402

V. Theory of Change at Evaluation

Reconstructed Theory of Change at Evaluation

29. No explicit theory of change (TOC) was developed for this project as it was not a requirement under GEF4. However, the project document and the project results framework provided enough information that enabled the reconstruction of a theory of change describing how the project was expected to contribute to bring about conditions to achieve impact. The evaluation team discussed this TOC with the project team and the implementing agency, who all agreed on it.

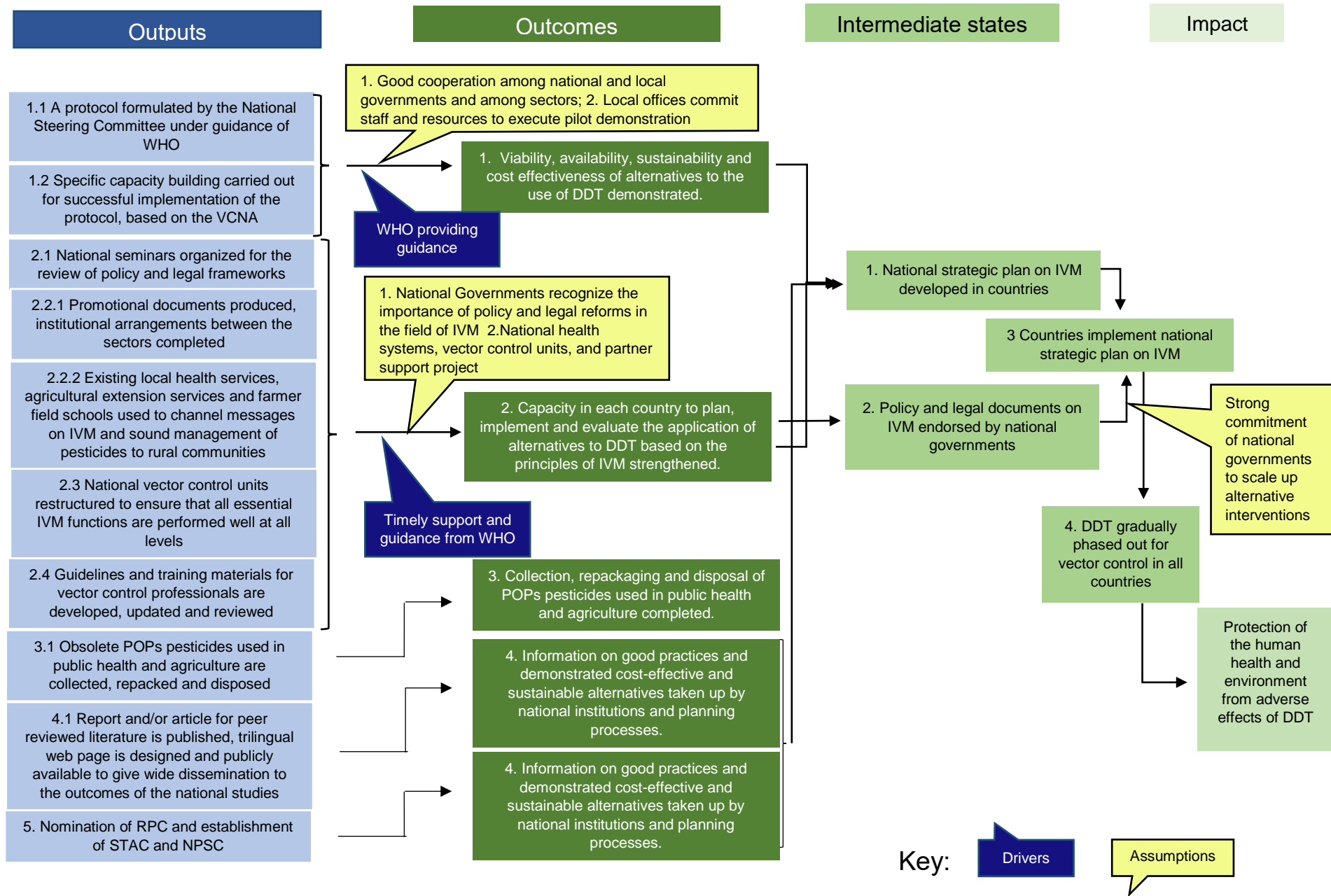
30. Figure 2 gives the Reconstructed TOC proposed by the evaluation. The outputs and outcomes in the TOC are those mentioned in the project document. Once the outputs have been successfully made available to the intended users/beneficiaries, these would contribute to the achievement of the intended outcomes. However, impact would happen only if the four intermediate states (Figure 2), identified by the evaluation, occur in the participating countries. For instance, viability, availability, sustainability and cost effectiveness of alternatives to the use of DDT demonstrated (Outcome 1), capacity in each country to plan, implement and evaluate the application of alternatives to DDT based on the principles of IVM strengthened (Outcome 2) and information on good practices and demonstrated cost-effective and sustainable alternatives taken up by national institutions and planning processes (Outcome 4) - the countries need all of these to occur in order to develop a national strategic plan on IVM (intermediate state 1).

31. To ensure that IVM is adopted across the country through the implementation of the national strategic plan (intermediate state 3), it is necessary that policy and legal documents on IVM produced by the project are endorsed by national governments (intermediate state 2). Once the plan is fully operational, reliance on DDT for vector control will gradually decrease until it is completely phased out (intermediate state 4).

32. Important key assumptions, mentioned in the project results framework, have been identified for the TOC to operate. These are: 1. Good cooperation among national and local governments and among sectors; 2. Local offices commit staff and resources to execute pilot demonstration; 3. National Governments recognize the importance of policy and legal reforms in the field of IVM; 4. National health systems, vector control units, and partners support the project and 5. Strong commitment of national governments to scale up alternative interventions. Some important drivers⁸ have also been identified and they are related to the timely support and guidance from WHO.

⁸ They were in fact assumptions proposed in the Project Results Framework of the ProDoc

Figure 2: Reconstructed Theory of Change



VI. Evaluation Findings

A. Strategic Relevance

33. This project was highly relevant as it was aimed to assist the participating countries to reduce their reliance on DDT and minimize potential to revert to the use of DDT by strengthening their capacity to scale up integrated vector management interventions. In doing so, it was responding to some of the NIP priorities of the participating countries, and at the same time helping them fulfill their obligations⁹ towards the Stockholm Convention to which all of them are party.

34. The project is in line with the UNEP sub-programme - Harmful Substances and Hazardous Waste. In particular, it was complementary to a DDT related project that UNEP was implementing in Mexico and Central America. Moreover, UNEP was involved in developing a DDT / IVM related project in the African Region as well as in WHO Southeast Asia and Western Pacific Regions. These projects were part of a global programmatic approach aimed at promoting sustainable alternatives for DDT use in vector control.

35. This project is consistent with the Chemicals Focal Area of the GEF, and in particular it met the objectives of the GEF operational program on POPs (OP#14) to provide incremental assistance to developing countries and countries with economies in transition to reduce and/or eliminate the release of POPs into the environment. This project was expected to contribute to the implementation of the GEF Strategic Priority POP-4: Promote partnering in demonstration of innovative technologies and practices for POPs reduction.

36. The rating on Relevance is **Highly Satisfactory**.

⁹ Annex B Part II of the Stockholm Convention text: “the parties, within their capabilities, to promote research and development of safe alternative chemical and non-chemical products, methods and strategies for parties using DDT, relevant to the conditions of those countries and with the goal of decreasing the human and economic burden of disease. Factors to be promoted when considering alternatives or combinations of alternatives shall include the human health risks and environmental implications of such alternatives. Viable alternatives to DDT shall pose less risk to human health and the environment, be suitable to disease control based on conditions in the parties in question and be supported with monitoring data.”

B. Quality of Project Design

37. The quality of the project design is based on the completed assessment¹⁰ done for the inception report. This assessment is restricted to information given in the project document and the main **Strengths** identified include:

- A comprehensive intervention logic and a clear and consistent approach with adequately planned activities to deliver outputs and outcomes.
- Participatory approach through PDF-B phase to develop project.
- Highly relevant project built within a larger global effort to reduce reliance on DDT for vector control.
- Comprehensive situation analysis in participating countries.
- Sustainability and replication strategies proposed.

38. Some identified **Weaknesses** of the project design are:

- Role and responsibilities of UNEP not clearly defined.
- Demonstration projects proposed by countries too ambitious – eight demonstration projects totaling 16 studies
- Indicator (300 T DDT) for development objective not adequate. As reported in the mid-term review report¹¹, the zero-use of DDT by project countries at baseline has posed a challenge for setting the impact indicators of the developmental objective. The project document stated that if all participating countries decided to revert to the use of DDT, based on available information this would result in an estimated annual use of at least 300 ton/year for malaria vector control. The weakness of this measure (indicator), however, is that future use of DDT would be highly dependent on the occurrence and severity of outbreaks in project countries. In the absence of outbreaks, the expected use of DDT would be zero, irrespective of the performance of the project. Consequently, the measured impact in terms of a reduction in DDT use relative to the projected figure would not necessarily be attributable to the Project
- The design could have benefitted from the inclusion of a regional project steering committee.
- Although easily reconstructed from the comprehensive intervention logic, TOC as well as casual pathways not described.
- Timing and frequencies of Scientific and Technical Advisory Committee (STAC) and National Steering Committee (NSC) meetings not mentioned.
- Complicated and time consuming to reconcile UNEP budget lines and budget for outputs/activities.

¹⁰ Annex C of the Inception report for this terminal evaluation. It is an Excel sheet rating the different aspects of project design

¹¹ Mid-term review: Demonstration of sustainable alternatives to DDT and strengthening of national vector control capabilities in Middle East and North Africa. WHO-EM/MAL/374/E

39. The rating on quality of project design is **Moderately Satisfactory**.

C. Nature of external context

40. Conflict, natural disaster and change of government were not identified as factors that could have likely happened and that would have affected project performance. However, due to conflict and political unrest, implementation stopped in two countries¹². For these reasons rating for nature of external context is **Moderately Unfavourable**.

D. Effectiveness

i. Availability of outputs

41. The project included 26 activities that were designed to deliver 17 outputs that would contribute to 5 substantive outcomes. Table 2 below provides a tabulated summary of assessment and ratings for these 17 outputs. 7 outputs pertained to the viability, availability, sustainability and cost effectiveness of the alternatives to the use of DDT (Component / Outcome 1). 5 outputs were to build capacities of countries to plan, implement and evaluate application of alternatives to DDT based on IVM principles (Component / Outcome 2). One output was for the collection and disposal of obsolete POPs pesticides (Component / Outcome 3) and one was for Component / Outcome 4 on information on good practices and demonstrated cost-effectiveness and sustainable alternatives taken up by national institutions for planning processes. Finally, the last three outputs were for transboundary and national coordination, information sharing and monitoring and evaluation mechanisms (Component / Outcome 5).

42. Analysis of Table 2 reveals that the project performed quite well in terms of delivery of outputs. Indeed the ratings for the outputs ranged from **Satisfactory** to **Moderately Satisfactory**¹³: **Satisfactory** for nine outputs, **Moderately Satisfactory** for seven outputs and **Unsatisfactory** for one output. These ratings correspond to an average rating found between **Satisfactory** and **Moderately Satisfactory**¹⁴.

43. Delivery of the seven outputs for Component 1 was in general quite satisfactory (Table 2). While five outputs were rated **S**, one was given a rating of **MS**. One (Output 1.4, Table 2) was, however, rated **U**¹⁵. This low rating for Output 1.4 (Table 2) is justified as the number of

¹² It stopped in 2011 in Syria and in 2015 in Yemen.

¹³ HS: highly satisfactory, S: satisfactory, MS: moderately satisfactory, MU: moderately unsatisfactory, U: unsatisfactory, HU: highly unsatisfactory

¹⁴ HS = 5; S = 4; MS = 3; MU = 2; U = 1 and HU = 0; $9S + 7MS + 1U = 9 \times 4 + 7 \times 3 + 1 \times 1 = 58$; average rating for 17 outputs = $58/17 = 3.4$; $S > 3.4 > MS$

¹⁵ See footnote 14

demonstration studies that were implemented was considerably lower than planned originally, 4 instead of 16. During the implementation phase, it was found that three countries (Djibouti, Egypt and Jordan) did not have the available capacity to undertake such demonstration studies. For the remaining 5 countries (Islamic Republic of Iran, Morocco, Syrian Arab Republic, Sudan and Yemen), STAC decided to limit to one demonstration study per country due to the size of project and limited available resources. These setbacks clearly indicate that the capacities of the countries were not properly assessed during the preparatory phase, and they also highlight the weaknesses in the project design for the planning and budgeting of the demonstration projects. The project in Syria was stopped due to conflict. In the end, only four demonstration studies were completed instead of sixteen.

44. Component 2 was related to capacity building on IVM, which is a management approach to improve the system of vector control, through optimization of the effective use of available resources. Implementation of IVM would lead to adaptive decision making on vector control that is evidence based, and that avoids wastage and over-use of chemical insecticides¹⁶. For this component, delivery has been moderately satisfactory: one output was rated **S** and four outputs **MS** (Table 2). The project was successful in putting in place national IVM committees. While these committees were meeting regularly in most countries, it was not functional in Jordan. The review legal framework for IVM was also successfully completed in all countries by high level committees and national strategies and action plans on IVM were developed in all countries as well. On the other hand, IVM policy frameworks and legal IVM legal arrangements were in place in some countries only. One key result for this component was the restructuring of the vector control units that are operating currently on the basis of IVM in all countries, except in Syria where implementation stopped due to civil war. Furthermore, several countries expanded the scope and mandate of this unit, but at local level, coordination is still sub-optimal or lacking¹⁷. WHO guidelines on IVM, pesticide management and testing of insecticide resistance were developed and shared with all countries. According to the final review report¹⁸, not all the countries adapted these guidelines, in some countries the guidelines were outdated. In-country training on IVM related topics were undertaken in all countries except Syria. Finally, for this component, advocacy and communication promoting IVM and sound management of pesticides and targeting rural communities was satisfactorily undertaken in some countries (Morocco, Sudan, Jordan and Egypt)¹⁹, but no evidence that this occurred in other countries as the country reports were not available.

45. The output for Component 3, which was to collect, repack and dispose of POPs pesticides used in public health and agriculture, was successfully completed. All DDT and

¹⁶ Final review report: Demonstration of Sustainable Alternatives to DDT and Strengthening of National Vector Control Capabilities in Middle East and North Africa. WHO, page 27, September 2015

¹⁷ Information taken from the final review report – See footnote 17.

¹⁸ See footnote 17

¹⁹ Information obtained from the final review report.

associated wastes were eliminated from Jordan, Morocco, and Iran as planned. 95 tons of DDT and wastes were collected and shipped for incineration. The use of FAO²⁰ as a subcontractor to manage this disposal proved to be effective but was costly²¹. Furthermore, due to lack of harmonization between Strategic Approach to International Chemicals Management Quick Start Program (SAICM/QSP) and this project in Morocco, the packaging done by SAICM/QSP project was not according to UN standards, and the project had to conduct repackaging, thus wasting time and resources.

46. The output designed for Component 4 on dissemination of information on good practices, and demonstrated cost-effective and sustainable alternatives was satisfactorily achieved. The results and outcomes of the demonstration projects are reported in five articles published in international scientific journals²². WHO EMRO revamped its tri-lingual website²³, but no information about the project could be traced back from this website. On the other hand, it contains the malaria profile of four (Djibouti, Islamic Republic of Iran, Sudan, and Yemen) of the eight participating countries.

47. Three outputs were designed for Component 5 concerning trans-boundary coordination, information sharing and monitoring and evaluation mechanisms being operational and effective in promoting IVM; two of the three were rated **MS** and the third one **S** (Table 2). A full-time Project coordinator as well as an administrative assistant were assigned in 2009 by WHO. A full-time assistant technical project coordinator was recruited for the period 2010 – 2012. National project coordinators (NPCs) were assigned in the 8 participating countries in 2009. But according to information available, communication with, and response from, several of these NPCs were poor. WHO EMRO initiated a regional database on insecticide resistance and vector distribution in response to the problem of insecticide resistance in the EMRO Region. Information on these two topics are contained in the malaria country profile found in the WHO EMRO website. However, it is not known to what extent the project contributed to generate those data.

²⁰ FAO was sub-contracted by WHO to undertake this output.

²¹ Inputs on this topic were received from UNEP project management staff

²² 1) Implementation of integrated vector management for disease vector control in the Eastern Mediterranean where are we and where are we going? *Eastern Mediterranean Health Journal Vol. 17 No. 5, 2011*; 2) Management of the use of public health pesticides in the face of the increasing burden of vector-borne diseases in the Eastern Mediterranean region. *Eastern Mediterranean Health Journal Vol. 18 No. 1, 2012*; 3) Field evaluation of alphacypermethrin in indoor residual spraying for leishmaniasis control in an endemic area, northern Morocco *Parasites & Vectors 2013, 6:354*; 4) Effectiveness and Cost of Insecticide-Treated Bed Nets and Indoor Residual Spraying for the Control of Cutaneous Leishmaniasis: A Cluster-Randomized Control Trial in Morocco. *Am J Trop Med Hyg. 2016 Mar 2; 94(3): 679–685*; 5) High heterogeneity of malaria transmission and a large sub-patent and diverse reservoir of infection in Wusab As Safil district, Republic of Yemen. *Malar J. 2016; 15: 193*

²³ <http://www.emro.who.int/>

48. Based on the overall rating of all outputs²⁴, rating for achievement of outputs is **Moderately Satisfactory**.

Table 2: Assessment and rating of outputs for the Project

Outputs	Comments	Rating*
1.1: A protocol formulated by the National Steering committee, following guidance from the WHO Regional Office with on-site review by an international expert completed for each participating country	<ul style="list-style-type: none"> ➤ 8 protocols (1 for each country) completed ➤ Mechanisms for all countries in place for their implementation 	S
1.2: Specific capacity building carried out that may be required for successful implementation of the protocol, based on the needs identified in the demonstration project proposal	<ul style="list-style-type: none"> ➤ 7 countries (except Syria due to conflict) given the necessary support for implementation of protocols 	S
1.3: Regional workshop conducted for the harmonization of the country protocols with effective follow-up for the completion of the protocols, and final review by the STAC	<ul style="list-style-type: none"> ➤ 1 regional harmonization workshop was conducted in Jordan (2008) ➤ Harmonized country protocols, standardized methods and template for reporting produced during the STAC meeting in 2009 ➤ 8 harmonized country reports produced 	S
1.4: Project Coordinators for essential elements of demonstration projects implementation in line with the agreed protocols	<ul style="list-style-type: none"> ➤ 16 demonstration studies planned at design. Reduced to 5 demonstration studies because 3 countries (Djibouti, Egypt and Jordan) had insufficient available capacity. For the remaining 5 countries (Islamic Republic of Iran, Morocco, Syrian Arab Republic, Sudan and Yemen) STAC decided on 1 demonstration study per country due to size of project and available resources ➤ Project in Syria discontinued due to conflict ➤ In the end only 4 demonstration studies implemented out of 16 	U
1.5: Screening of annual reports by the National Steering Committee and STAC and by on-site visits to demonstration projects by STAC members, and dissemination of observations and recommendations	<ul style="list-style-type: none"> ➤ Onsite technical support was given to Morocco, Yemen and Sudan. Remote control support was given to Iran. Egypt received support to develop IVM strategy ➤ 8 STAC meeting reports produced 	S
1.6.1: Technical support (through consultancies) provided for the analysis of datasets, including cost effectiveness and sustainability analysis, and the production of the final report	<ul style="list-style-type: none"> ➤ Internal mid-Term review conducted in 2012 ➤ Final Evaluation conducted in 2015; report available ➤ 3 reports for cost analysis of data developed, and progress reports (with technical inputs from the consultants) submitted by Jordan, Iran and Morocco 	MS

²⁴ See footnote 14

Outputs	Comments	Rating*
1.6.2: STAC meeting held to review the national reports and draft the consolidated regional report, including lessons learnt, for submission to relevant parties	➤ The final 8 th STAC meeting held in Iran (June 2015)	S
2.1: National seminars organized for the review of policy and legal frameworks	<ul style="list-style-type: none"> ➤ National strategies and action plans developed ➤ National IVM committees in place all countries but not functional in Jordan. ➤ Review of legal framework for IVM completed in all countries by high level committees ➤ Regional resolution on management of public health pesticides adopted by WHO EMRO in 2011 ➤ Not all countries have an IVM policy framework and IVM legal arrangements in place 	MS
2.2.1: Promotional documents produced, country visits conducted and national seminars organized, provision of examples and case studies of successful institutional arrangements between the sectors completed	<ul style="list-style-type: none"> ➤ Seminars to increase intersectoral collaboration conducted in all countries ➤ Posters and brochures in several key languages for the Region ➤ 7 countries restructured Vector Control Unit operating on the basis of IVM (excluding Syria) 	S
2.2.2: Existing local health services, agricultural extension services and farmer field schools are used to channel messages on IVM and the sound management of pesticides to rural communities	➤ Advocacy and communication promoting IVM and sound management of pesticides and targeting rural communities satisfactorily undertaken in some countries (Morocco, Sudan, Jordan, Egypt) , but no evidence in other countries – country reports not available	MS
2.3: National vector control units are restructured to ensure that all essential IVM functions are performed well at all levels. Technical cooperation in the area of program management provided as needed	<ul style="list-style-type: none"> ➤ 7 countries restructured Vector Control Unit operating on the basis of IVM (excluding Syria) ➤ Several countries expanded the scope and mandate of their vector control coordination unit during the Project period, but at local level, coordination is still sub-optimal or lacking 	MS
2.4: Guidelines and training materials for vector control professionals are developed, updated and reviewed	<ul style="list-style-type: none"> ➤ WHO guidelines on IVM, pesticide management and testing of insecticide resistance developed and shared with all countries ➤ Updated strategic framework for integrated vector management (2016-2020) to be published by the Regional Office ➤ Although guidelines in all countries, but were outdated and not updated during project in a few countries ➤ In-country training on IVM related topics undertaken in all countries except Syria 	MS
3.1: Obsolete POPs pesticides used in public health and agriculture are collected, repacked and disposed	➤ All DDT and associated waste eliminated from Jordan, Morocco, and Iran as planned. 95 tons safeguarded and shipped for incineration in France	S
4.1: Report and/or article for peer reviewed literature is published, trilingual web page is designed and	➤ 5 articles published in international scientific journals	S

Outputs	Comments	Rating*
publicly available to give wide dissemination to the outcomes of the national studies	<ul style="list-style-type: none"> ➤ WHO EMRO revamped its tri-lingual MCE web site, which includes project results: https://tinyurl.com/uc83cmv 	
5.1: (Part-time) Project Coordinator assigned by WHO, Assistant Technical Project Coordinator recruited and eight National Coordinators assigned; transboundary & national coordination, information sharing, monitoring and evaluation assured	<ul style="list-style-type: none"> ➤ Full-time Project coordinator was assigned in 2009 ➤ Full-time Assistant Technical Project coordinator was recruited from 2010 – 2012 ➤ 8 national project coordinators (NPCs) assigned in 2009, but poor response from several NPCs ➤ Mid-Term Review conducted in 2012 & Final Review conducted in 2015; reports available ➤ WHO EMRO initiated a regional database on insecticide resistance and vector distribution in response to the problem of insecticide resistance in the Region 	MS
5.2: Establishment / functioning of a National Steering Committee in each participating country	<ul style="list-style-type: none"> ➤ National Steering Committees (NSCs) established in 7 countries except Syria. ➤ NSCs functional and meeting regular in 5 of 7 countries 	MS
5.3: Establishment / functioning of a Regional Scientific and Technical Advisory Committee	<ul style="list-style-type: none"> ➤ STAC established and met annually as planned 	S

***HS**: highly satisfactory, **S**: satisfactory, **MS**: moderately satisfactory, **MU**: moderately unsatisfactory, **U**: unsatisfactory, **HU**: highly unsatisfactory

ii. *Achievement of project outcomes*

49. The assessment of the achievement of the project outcomes was based on the progress made with respect to the proposed indicators for each of the five outcomes. This assessment, which is based on available information and responses of the survey carried out, is summarized in Table 3.

50. Two indicators were proposed for **Outcome 1** in the project logical framework (Table 3). For the first indicator '*Number of mortal vector borne diseases in the demonstration areas in the 8 participating countries has been significantly reduced while no DDT has been applied*', no information on the number of mortal vector borne diseases was available. However, results of some of the pilot demonstration projects showed the efficiency of IVM. For example, in Morocco it was concluded that both IRS (using the insecticide alphacypermethrin) and the use of long-lasting insecticidal nets (LLIN) reduced leishmaniasis²⁵ incidence at the pilot sites. For the

²⁵ **Leishmaniasis** is a disease caused by an intracellular protozoan parasite (genus *Leishmania*) transmitted by the bite of a female phlebotomine sandfly. The clinical spectrum of **leishmaniasis** ranges from a self-resolving cutaneous ulcer to a mutilating mucocutaneous disease and even to a lethal systemic illness.

second indicator (see Table 3), Morocco withdrew from the DDT register in 2015. Yemen asked for DDT exemption in 2005 for vector control, but stopped its use due to the availability of alternatives. The other countries did not request for DDT exemption²⁶. Given that no information is available on the number of mortal vector diseases, **Outcome 1** is considered partially achieved.

51. The indicator '*8 countries with an IVM policy framework and IVM legal arrangements in place*' was proposed for **Outcome 2**. There are strong indications that IVM is being taken up in all countries, except in Syria where implementation stopped in 2011 due to civil war. All the countries have in place a vector control department / unit and most have expanded their scope to include IVM. Capacity building on IVM has been extensively done in most countries through training on IVM, development of guidelines and training material. For example, in Egypt a total of 120 staff from vector control units have received extensive training on IVM, including decision making on when to use pesticide, which product to use, and how to conduct environmental management. Likewise, in Jordan, eight training courses on IVM have been held during the period 2011-15, and 172 staff from the ministry of health and other ministries have been trained²⁷. In all countries, initiatives to review policy and legal frameworks on IVM and pesticide management have been undertaken. In some countries such as Sudan or Morocco, these have resulted in national strategies on IVM. In others, like Jordan or Egypt, no national strategies exist yet. Similarly IVM legal arrangements exist in only a few countries (e.g. Morocco and Sudan). In view of shortcomings in some countries, **Outcome 2** is considered to be only partially achieved.

52. For **Outcome 3** pertaining to sound disposal of POPs pesticides and associated wastes, two indicators were suggested (Table 3). It is worthy to note that the disposal of POPs pesticides were planned in only four of the participating countries not covered by the African Stockpile Project. In the end disposal was done in only 3 countries, namely Morocco, Jordan and Iran. With regards to indicator one, inventories were completed in the three countries. Similarly for indicator 2, all the POPs pesticides and wastes from the three countries were successfully repacked, shipped and soundly disposed of in France. **Outcome 3** is thus considered fully achieved.

53. For indicator one of **Outcome 4** (Table 3), as mentioned earlier under **Outcome 2**, in countries, where pilot projects were undertaken, there are indications that the demonstrated alternatives have been accepted / adopted for vector control. However, not all the countries have developed and implemented IVM strategies. For indicator 2, awareness and sharing of information and best practices were satisfactorily undertaken, but these demonstrated alternatives have not been introduced to other areas of the pilot countries. **Outcome 4** is considered partially achieved.

²⁶ Information obtained from the Stockholm Convention website.

²⁷ Information taken from the final review report of the project

54. **Outcome 5**, which was on the promotion and operational of IVM strategies, was partially achieved (Table 3). For indicator 1, IVM strategies are being implemented in only some countries. As for indicator 2, according to available information, while in some countries national funding has been allocated to support IVM practices, in others funding is very dependent on external sources (e.g. Global Fund).

55. As not all the outcomes have been fully achieved, achievement of project outcomes is rated **Moderately Satisfactory**.

Table 3: Assessment of direct outcomes

Outcome	Indicators	Achievements	Conclusion
1. Viability, availability, sustainability and cost effectiveness of the alternatives to the use of DDT demonstrated.	1. Number of mortal vector borne diseases in the demonstration areas in the 8 participating countries has been significantly reduced while no DDT has been applied 2. None of the 8 countries request exemption for DDT use with the Secretariat of the Stockholm Convention	1. Generally, no information available on number of mortal vector borne diseases. However, results of pilot demonstration projects show efficiency of IVM (e.g. LLIN, IRS) and decrease in vector borne disease cases 2. Morocco withdrew from DDT register in 2015. Yemen asked for exemption for use in 2005 but stopped its use due to availability of alternatives. Other countries did not ask	Partially achieved
2. Capacity in each country to plan, implement and evaluate the application of alternatives to DDT based on the principles of IVM strengthened.	8 countries with an IVM policy framework and IVM legal arrangements in place	There are indications that IVM is being taken up in all countries. However, not all countries have developed IVM policy framework and have IVM legal arrangement in place	Partially achieved
3. Collection, repackaging and disposal of POPs pesticides used in public health and agriculture completed.	1. Inventory of all POPs pesticides in the 8 participating countries completed 2. Collection, repackaging and disposal of at least 100 tons POPs in 4 countries not covered under the Africa	Inventory in all countries All of DDT and associated waste soundly (95 tons) from Jordan, Morocco and Iran soundly disposed of	Achieved

Outcome	Indicators	Achievements	Conclusion
	Stockpiles Program completed by end of project		
4. Information on good practices and demonstrated cost-effective and sustainable alternatives taken up by national institutions and planning processes.	<p>1. 8 countries have accepted demonstrated alternatives in their national vector control policy and planning processes</p> <p>2. Best practices for addressing integrated vector management without the use of DDT and inter sectoral approaches mainstreamed in planning and development processes to allow wider introduction in other areas of the 8 countries</p>	<p>Indications that countries have accepted / adopted alternatives for vector control, but IVM strategies no in all countries</p> <p>Awareness and sharing of information and best practices undertaken in 7 countries (not Syria), but no indication of wider introduction in other areas of the pilot countries</p>	Partially achieved
5. Transboundary & national coordination, information sharing and monitoring and evaluation mechanisms operational and effective in promoting Integrated Vector Management without the use of DDT	<p>1. Integrated Vector Management programmes to reduce vector borne diseases without applying DDT being implemented and monitored by the 8 countries in the selected demo areas, reviewed by national (Steering Committees) and regional (STAC) structures and project activities widely shared and available.</p> <p>2. Regular budgetary allocations from governments to IVM practices in all 8 countries involved</p>	<p>Technical consultation held to update the strategic framework for integrated vector management in the East Mediterranean Region (11th-12th March 2015). But IVM strategies implemented in only some countries</p> <p>While in some countries national funding has been allocated to support IVM practices, in others funding is very dependent on external sources (e.g. Global Fund)</p>	Partially achieved

iii. *Likelihood of impact*

56. Assessment of impact can be associated to the extent to which project interventions have brought about changes in the human condition or in the environment. Changes, whether intended or unintended, can be positive or negative. For this project, the evaluation did not find any evidence of negative impacts on human health or on the environment as a result of project interventions in the participating countries. Likelihood of impact can also be assessed on the

extent of occurrence of the intermediate states proposed in the TOC (see Figure 2) in the participating countries. This has been done and summarized in Table 4.

57. The summary presented in Table 4 clearly indicates that the project has significantly contributed to the occurrence of the intermediate states of the TOC. However, except for the fourth one, not all intermediate states have occurred in all countries. Only some countries have developed and implemented a national strategic plan on IVM (Intermediate state 1) and implemented them (Intermediate state 3). Similarly IVM policy frameworks and IVM legal arrangements (Intermediate state 2) are in place in only a few countries. On the other hand, while Morocco withdrew its exemption request in 2015 and Yemen stopped the use of DDT, none of the other countries have requested DDT exemption from the Stockholm Convention for vector control purposes (Intermediate state 4). However, given that some of the participating countries have not yet implemented IVM, and in case of severe malaria or other vector borne disease outbreak there are some risks that these countries might revert back to DDT. For these reasons, likelihood of impact is rated **Moderately Likely**.

58. Taking into consideration the rating given for availability of outputs and achievement of project outcomes, and likelihood of impact, effectiveness is rated **Moderately Satisfactory**.

Table 4: Status of intermediate states of the TOC

Intermediate State	Comments / observations
1. National strategic plan on IVM developed in countries	1. Not all countries developed National IVM plan e.g. Sudan national strategy plan 2014 – 2018; Morocco 2013 – 2017; Iran developed their 2015 – 2019 national insecticide resistance management plan; Yemen (2016-2021)
2. Policy and legal documents on IVM endorsed by national governments	2. IVM policy framework and IVM legal arrangement in place in a few countries only
3. Countries implement national strategic plan on IVM	3. IVM plan implemented in some countries only
4. DDT gradually phased out for vector control in all countries	4. Only Morocco and Yemen requested exemption for DDT use. Morocco withdrew exemption in 2015 and Yemen stopped use of DDT as a result of project

E. Financial management

59. As agreed the overall execution of the project was done by WHO. In this context a letter of agreement (LOA) was signed between WHO EMRO and UN Environment in February 2009 for a total amount of US\$3,894,894. According to information available, the management of GEF funds were compliant with the relevant UN financial procedures. For instance, once the LOA was signed, the UN task Manager informed the UNEP financial office for an initial cash disbursement of US\$500,000 as per the terms of the LOA. For subsequent disbursements, the UNEP task

manager ensured that financial and other technical reports were received before informing the financial officer to release the funds. For example, a second disbursement for an amount US\$2,155,249 was done in 2010 after submission of financial and progress report by WHO.

60. At the level of the executing agency, the WHO internal procedures were applied to manage the GEF funds. From feedback gathered, during the whole project duration, the WHO EMRO project coordinator had close communication with the financial officer to ensure that all necessary procedures and protocols were followed for payments and for disbursement of funds. Due to delays in project execution (see Efficiency section), two extensions were granted to allow for completion of activities. UNEP was helpful to re-phase the unspent funds over the extended periods. The project manager also coordinated with the UNEP for reallocation project funds. As reported in Table 5, at 26 November 2016 the total amount of GEF funds (\$3,394,874) has been disbursed to cover fifteen types of expenses. However, as the budgets in the project document were allocated per activity and per component, it was very challenging to reconcile these budgets with those reported in Table 5, which are according to expenditure type.

61. According to the LOA, the executing agency was also supposed to report annually on materialized co-financing. Although the TOR of this terminal evaluation mentions that the project was able to secure \$ 7,281,599.00 of the planned \$8,416,403, however no documentation was available.

62. As it was not easy to reconcile the figures of Table 5 with those of the project document and as documentation was not available regarding co-financing, rating on Financial Management is **Moderately Satisfactory**.

Table 5: Expenditures for GEF Funds at 26 November 2016

Expense Type	Expenditures (US\$)					
	2009	2010 - 2011	2012 - 2013	2014 - 2015	Total	%
1. Staff costs	42,205	9,024	349	37,111	88,689	2.3
2. Contractual service general	14,034	559,883	480,789	177,276	1,231,982	31.6
3. Medical supplies, Literature	24,520	139,718	29,748	13,928	207,914	5.3
4. Equipment, vehicle, furniture	41,326	850	0	196	42,372	1.1
5. Training	48,932	0	0	267,231	316,163	8.1
6. Travel	21,741	227,435	147,184	4,006	400,366	10.3
7. Telecommunications	0	10,564	0	0	10,564	0.3
8. General Operating costs	15,135	1,641	6,487	1,872	25,135	0.65
9. Direct financial cooperation	9,973	446,293	608,350	12,140	1,076,756	27.65

	Expenditures (US\$)					
10. Consulting, research services	0	21,481	8,885	20,563	50,929	1.3
11. Fellowships, GEA	0	24,288	0	0	24,288	0.6
12. SSA expenses	0	0	21,600	19,769	41,369	1.1
13. Direct implementations	0	0	0	20,632	20,632	0.53
14. Courtesy expenses	0	0	0	3,635	3,635	0.1
15. Programme support costs	21,787	144,118	130,339	57,836	354,080	9.1
	239,65				3,894,87	
Total	3	1,585,295	1433731	636,195	4	100

F. Efficiency

63. The project was approved in October 2008, and an inception meeting was held in November 2008 in Amman, Jordan. The report of this meeting was not available to the evaluation. As mentioned earlier (see Section E, Financial management) an LOA was signed in February 2009 between the implementing and the executing agencies. This five-year project was supposed to be completed on 31 October 2013. For various reasons, discussed in the following paragraphs, the project was delayed (by 26 months) and it was closed on 31 December 2015.

64. Part of the delays in the execution of the project was due to the reorganization / restructuring that occurred within WHO in 2011. WHO was reducing staffing costs by about 30 %, and the contracts of many staff were terminated or not renewed²⁸. The WHO EMRO office was particularly affected by this re-organization as two members of the project team, including the project coordinator, left. This delayed project execution as it took time for the incoming project coordinator to take over. Delays were also due to the Arab Spring that started in 2011 and affected implementation. The project was delayed in many countries, and stopped in Yemen and Syria where the protests turned into conflicts. The recruitment of an assistant project coordinator in 2012 greatly helped the remaining project team to put the project on the right track again. At country level, poor responses of some national coordinators as well as national project steering committees underperforming during initial phases caused a slow start of project. It was also mentioned that high turnover in several countries also caused disruption in project execution and added to the delays.

65. Table 5 presents the total cost of the project by type of expenditure. The necessary documentation²⁹ to properly assess whether the GEF funds have been effectively used were not available. However, the \$400,366 allocated for travel representing 10.3% of the total funds is

²⁸ Information gathered from mission report of UN task manager

²⁹ Documentation such as contract with FAO and reports for component three, country reports and contract with countries were not available.

clearly high and quite difficult to justify, although this was a regional project that required frequent missions to the countries. At its 5th meeting in Cairo, Egypt, 10 – 12 July 2012, STAC recommended WHO to increase the budget for Component 3 by a maximum of \$336,000 to cover the full-service safeguarding and disposal contract and also recommended that FAO should issue the contract as soon as possible. If this recommendation had been implemented, then a total of \$736,000³⁰ would be used for the final disposal of 95 tons of DDT (see Table 3, Outcome 3) corresponding to about \$7,750 per ton. The cost for hazardous wastes disposal is generally between \$3,000 and \$5,000³¹ per ton inclusive of collection, repacking, shipment and destruction. This clearly indicates that subcontracting FAO for the disposal of the DDT has been costly but effective (ultimately, all the DDT stocks had been successfully disposed of). It should be further noted that UNEP had no experience at all with international tendering related to chemical waste disposal hence the involvement of the center of expertise of FAO³². Moreover, due to lack of harmonization between SAICM/QSP and the project in Morocco, time and resources have been wasted (See Section D, achievement of output under Component 3). Furthermore, as mentioned previously (Table 3, Output 1.4) only 4 of the 16 initially planned demonstration studies have been implemented and yet all the project funds have been disbursed, which also points to low cost-effectiveness.

66. On the other hand, the project has been able to build upon pre-existing institutions such as the NMCP and has generated significant co-financing (\$ 7,281,599) that promoted efficiency to some extent. However, given the issues raised with regards to unexplained high travel cost, the rating on Efficiency is **Moderately Unsatisfactory**.

G. Monitoring and reporting

i. Monitoring Design and Budgeting

67. A plan consistent with UNEP standard procedures for monitoring and evaluation (M&E) was proposed in the project document. The evaluation considers that the plan is adequate and would allow for the proper monitoring of progress at results level. This monitoring was facilitated by the proposed objectively verifiable SMART indicators as well as their sources of verification in the project logical framework³³. Realistic assumptions for the project outcomes and outputs have also been identified in this framework. Adequate reporting requirements and responsibilities indicating the content, format and timing as well as the responsibility for

³⁰ \$400,000 budgeted for Component 3 in the project document

³¹ These are generally the costs proposed by internationally reputed hazardous waste disposal facilities, however these disposal facilities do not provide the guidance and capacity building as was provided by FAO

³² Inputs on this topic were received from UNEP project management staff

³³ Annex B of the project document

reporting have also been proposed³⁴. The proposed M&E plan was not costed however. The only costed activities were the mid-term review and the independent terminal evaluation, and the amount (US\$60,000)³⁵ budgeted for the two activities seem adequate.

ii. Monitoring of Project Implementation

68. The guidance and supervision of the project was done by STAC. According to the terms of reference³⁶, STAC was supposed to provide the following:

- (i) To review and comment on the national work plans and the harmonized protocols for the national demonstration projects for their relevance to the project objectives, their feasibility and technical soundness, and their completeness in addressing all elements required by the project;
- (ii) To give advice on all aspects of capacity building in the context of the project;
- (iii) To carry out an annual review of the progress reports of the demonstration projects, submitted by the National Coordinators, and to advise on scientific, technical and managerial aspects for the strengthening of the projects;
- (iv) To give advice on all challenges, constraints and problems encountered in the implementation of the national work plans including the implementation of the national demonstration project;
- (v) To review the final reports of the demonstration projects and support the preparation of a consolidated regional report;
- (vi) To advise on ways and means to ensure that specific cross-cutting issues (cost-effectiveness analysis, sustainability) receive adequate attention in all relevant project activities;
- (vii) To advise on the mechanisms for inter-agency coordination and coordination between different sectors at the national level (including communities) in support of the implementation of the project; and
- (viii) To advise the WHO Regional Office, based on the national and regional experiences, about the steps needed to sustain the project's gains in the eight participating countries and to expand these gains to other countries in the Region.

69. Eight annual STAC meetings were held between 2008 and 2015. Reports of only three (1st meeting in November 2008; 3rd meeting in July 2010 and 5th meeting in July 2012) of the meetings were available in the set of documentation submitted to the evaluation team. The other reports were missing. According to the available reports, STAC was providing adequate guidance on technical and financial aspects of the project. For example, during the July 2010 meeting, STAC recommended that planned interventions in each of the pilot demonstration project should be carried out at the same time to allow for appropriate comparison of impact of

³⁴ Annex K of the project document

³⁵ Table 2 of project document

³⁶ Annex O of project document

the interventions. And during the July 2012 meeting, STAC recommended that the budget for Component 3 (disposal of DDT) should be increased to a maximum of \$336,000 due to the high expected costs.

70. The mid-term review of the project was undertaken in 2013 and twenty-seven recommendations were made. Although the last WHO EMRO regional project coordinator confirmed that a number of these recommendations were considered and actions taken, it was not possible to verify if all of them were considered during STAC meetings and actions taken given that STAC meeting reports for the post mid-term review period were not available. The independent terminal evaluation was initiated three and a half years after the closure of the project. The reason given by the UNEP Evaluation Office is that there was insufficient staff capacity to initiate this evaluation, along with the evaluation of other DDT-related projects, any sooner. This greatly affected the TE exercise as many of the key stakeholders, more specifically the national counterparts, directly involved in the project could not be reached for interviews as had either retired or moved to other positions.

iii. Project Reporting

71. Reporting from the executing agency was quite satisfactory. Comprehensive progress reports as well as PIRs were submitted. While all the PIR reports were available, the two progress reports for 2014 and one for 2015 were missing. Some of the progress reports were submitted with delays of up to six months in a few cases. Based on these reports, it is clear that project implementation was based on the project logical framework and the SMART indicators proposed therein were used to track progress. According to STAC reports, reporting from countries was inconsistent, some countries were reporting regularly, and others were not. The quality of some of the reports was average to poor. It is to be noted that none of the reports produced by the countries was available, which was a major limitation for this TE. The rating on Monitoring and Reporting is **Moderately Satisfactory**.

H. Sustainability

72. Sustainability is understood as the likelihood of continued benefits after an intervention ends. This criterion has been assessed in terms of the risks confronting the project, the higher the risks the lower the likelihood of endurance of project benefits. For this TE, all the three dimensions or aspects of risks to sustainability as mentioned in the terms of reference, namely socio-political, financial, and institutional risks were assessed.

i. Socio-political sustainability

73. All the participating countries are parties to the Stockholm Convention and according to feedback gathered from surveys³⁷ and available information³⁸ the governments have given strong support to the project, which indicates high ownership. Moreover, all the countries have signed (and ratified in some cases) a number of multilateral environmental agreements such as the Basel Convention on the transboundary of hazardous wastes or the Minamata Convention on mercury, indicative of the strong political will to soundly manage hazardous chemicals and wastes. Prior to the project, the respective governments were committed to protecting the health of their populations against vector borne diseases through existing NMCPs or equivalent. While it is not possible to foresee the priorities of future governments, there is no particular reason to expect that this will change in the long term. As there are conflicts on-going in two of the participating countries, rating for socio-political sustainability is **Moderately Likely**.

ii. Financial sustainability

74. According to the final review report of the project, national funding was available to support and / or sustain project results in some countries. For example, funds from regular budgets were re-allocated for the proper functioning of the IVM committees, established in the context of the project. In other countries however, the report mentioned that national funds were scarce and these countries were very dependent on external sources of funding such as the Global Fund or the Melinda and Bill Gates funds for continued sustainability of project results. Given these identified risks, the rating on financial sustainability is **Moderately Likely**.

iii. Institutional sustainability

75. Prior to the project, vector control units or equivalent existed in all the NMCPs. It was those units (renamed IVM units in some countries) that were directly in the project. In particular, they were directly involved in the pilot demonstration projects for IVM capacity building. National IVM committees have been established in all the participating countries. In many countries these committees have been built on existing ones or the mandate of existing committees (for vector control) have been expanded to include IVM. The project has also contributed to the development of national IVM plans in all countries, but not all countries are implementing the plans. With regard to IVM policies, only a few countries have developed such policies. These observations clearly indicate that institutional capacities on IVM have been built and / or strengthened to some extent in all participating, but as some risks have been identified, this aspect of sustainability is rated **Moderately Likely**.

³⁷ Representatives of two of the eight countries answered the survey carried out

³⁸ Information from PIRs, progress reports and final review report.

76. The overall rating on sustainability is **Moderately Likely**.

I. Factors Affecting Performance

Preparation and Readiness

77. The key national stakeholders were identified early in the project (during the preparatory phase), and they were engaged to undertake VCNA. However, their capacities were not properly assessed. During implementation, it was found that Egypt, Ethiopia and Jordan did not have the available capacity to undertake the demonstration projects designed in Component 1. Furthermore, the proposed demonstration projects were way too ambitious (weakness identified in Section VI.B – Quality of project design), and for the 5 remaining countries they were limited to one demonstration study per country due to the size of project and available resources (see Table 2 – Output 1.4). Initial staffing at WHO level, was adequate. However, the re-organization, which occurred in 2012, significantly delayed the implementation process (See Efficiency section). At the first STAC meeting in November 2008 in Amman, Jordan, key points such as roles and responsibilities of the different partners as well as the project structure, budget and work plan as well as activities and actions for each country were reviewed and discussed, and targets set for the first year of the project. Given the shortcoming on initial national capacity assessment, preparation and readiness is rated **Moderately Satisfactory**.

Quality of Project Management and Supervision

78. The agreed approach described in the project document was adopted for project implementation. UNEP was the GEF implementing agency and a task manager was nominated, who was responsible for the overall project supervision, overseeing the project progress through the monitoring of the project activities and progress reports. In particular, the UNEP task manager was responsible for organising the mid-term review and the UNEP Evaluation Office for the independent terminal evaluation. The task manager changed during the course of the project. According to available information the task managers attended all the STAC meetings. However, only the 1st, 3rd and 5th STAC meeting reports were available, which confirmed the participation of the former task manager. According to these reports, he provided valuable guidance. For example, during the 3rd meeting in 2010, given the need for additional resources to look into the management of vector resistance as part of their demonstration activities on DDT alternative interventions, the task manager suggested that WHO EMRO and the participating countries could submit a phase II project proposal to seek funding from GEF.

79. WHO EMRO was the executing agency of the project. A project team lead by a regional coordinator was established and was responsible for the day-to-day management and monitoring of the project activities including oversight of the performance by the participating countries. They were also responsible for the management of project funds. As mentioned earlier (see Section on Efficiency), the reorganization that took place within WHO affected

implementation. The workload of the project team increased due to a decrease in staffing, but the team was able to cope and to adequately manage the project. The WHO country offices contributed to this effective management by facilitating procedures and providing technical guidance in some cases to the participating countries³⁹. The two countries, who responded to the survey carried out, appreciated the assistance provided by both WHO EMRO and country offices.

80. At national level, national coordinators were responsible for coordinating project activities, organising national project steering committee meetings and reporting to WHO EMRO at specific periods. As no documentation such as country reports, financial reports or meeting reports were available, it was not possible to assess the quality of project management at national level. For these reasons, the rating on Quality of Project Management and Supervision is **Moderately Satisfactory**.

Stakeholder Participation and Cooperation

81. As reported in the project document, for the VCNA process during the preparatory phase, the involvement and cooperation of key stakeholders was very satisfactory. These included Ministries of Health, Ministries of Agriculture, Land, Water and Environment, local governments/administration, research institutions, civil associations (e.g. youth and women and groups) involved in public health promotion, local and international NGOs, as well as the private sector. This provided an opportunity to establish a strong basis for their continued involvement in the project.

82. During implementation, key stakeholders participated and cooperated in the project through national steering committees on IVM. In most countries these committees existed prior to the project. While some were dormant and had to be re-activated others were functioning satisfactorily. Membership of these committees were generally from key ministries such as health, environment, and agriculture, from academia and research institutions, private sector and in a few cases from NGOs as well. In most countries these committees performed satisfactorily. In many countries, these committees have been instrumental in mobilizing partnerships, optimizing the allocation of resources for vector control, and developing the strategic plan on IVM. In one country however, this committee was not functioning properly, and the reasons put forward were amongst others: the members and chair were not in a sufficiently senior-level position to execute the assigned mandate; inadequate knowledge and guidance on IVM; no continuity of the focal person; lack of policy support; and (perhaps most importantly) lack of budget allocation.⁴⁰

³⁹ Interview data with the last WHO EMRO Regional Coordinator

⁴⁰ Information taken the final review report of the project.

83. Given the short-coming seen in one country, rating for this criteria is **Moderately Satisfactory**.

Responsiveness to Human Rights and Gender Equity

84. The aspect of human rights and indigenous peoples as well as gender equity was not covered in the project design as they were not requirements under GEF-4. However, this is not considered as an oversight given the nature of the project, which was aiming at promoting IVM to decrease reliance on DDT for vector control. POPs are highly toxic chemicals that pose risks to all human populations causing severe health problems such reproductive and developmental problems, interfere with hormones and can cause cancer. For example, research has shown that POPs can cause birth defects, and premature birth or to low-weight babies⁴¹. Men can also be specifically affected such as reduced sperm count⁴². In achieving success, the project would be beneficial to all the population including indigenous peoples. They would be less exposed to DDT and thereby reducing risks of developing the above-mentioned health problems. As it was not considered in the design, this criterion has not been rated.

Country Ownership and Driven-ness

85. As described earlier (Stakeholder participation and cooperation section), involvement of national key stakeholders in the project has been satisfactory and was instrumental in mobilizing partnerships, optimizing the allocation of resources for vector control, and developing strategic plans on IVM in many of the participating countries. Feedback gathered from the survey carried out and from the interview with the regional project coordinator confirmed the strong support given by the respective governments to the project in most countries. In some countries the national strategic plan on IVM is already being implemented indicative of high ownership of the project. Despite that in one country the project did not get the required support from the authorities, country ownership and driven-ness is nevertheless rated **Satisfactory**.

Communication and Public Awareness

86. According to the final report of the project, advocacy and communication promoting IVM and sound management of pesticides and targeting rural communities were satisfactorily undertaken in Morocco, Sudan, Jordan and Egypt⁴³. In Sudan, advocacy materials, case studies

⁴¹ Toichuev, et al.. 2017b. "Organochlorine Pesticides in Placenta in Kyrgyzstan and the Effect on Pregnancy, Childbirth, and Newborn Health." *Environ Sci Pollut Res*. <https://doi.org/10.1007/s11356-017-0962-6>.

⁴² <https://www.scientificamerican.com/article/ddt-linked-to-abnormal-sperm1/> High DDT and PCB exposure during adolescence and adulthood is associated with abnormal chromosomes in sperm

⁴³ The final project report reported only these countries only.

and messages on IVM and pesticide management were prepared and communicated to stakeholders and the public. The NMCP and the health promotion department developed a strategy for community mobilization on IVM, supported by policies, legislation and allocation of resources. Campaigns on behavioural change in relation to LLIN use were conducted in ten states. The campaigns involved 600 trained health promoters and benefited an estimated 1.5 million people. Community leaders, religious leaders, women and youth organizations were actively involved in the community mobilization. For this purpose, more than 1000 community leaders have received specific training on taking the lead in vector control (including larval source management, IRS and LLIN campaigns). In addition, over 2000 youth have been trained in malaria control and vector control nationwide to promote vector control and personal protection at community level. In Egypt, campaigns on behavioural change on vector control were conducted at community level during the malaria outbreak of 2014 in Aswan governorate, 140 government staff and 13,700 community members were trained. In Jordan, brochures on the use of personal and community protective measures against malaria, schistosomiasis and leishmaniasis, as well as posters produced by WHO/EMRO were distributed through the health system and to other stakeholders. Other advocacy activities on IVM and vector control were plays, radio programmes/interviews, competitions in schools, and lectures. These activities targeted health workers, local communities, secondary school children and university students. In Morocco, the public was informed in advance about the vector control interventions in advance of the mass campaigns on IRS, LLIN and active case detection regarding the pilot demonstration study. The public was also informed through the media that the DDT stock has been soundly disposed of thanks to the contribution of the project. Given the substantial efforts made to promote the project results in many countries, communication and public awareness is rated **Satisfactory**.

VII. Conclusions and Recommendations

A. Conclusions

87. In the terms of reference for this terminal evaluation, the evaluation was asked to address the strategic / substantive questions listed below. The questions have been addressed based on the findings of the TE

- (a) *Pertaining to attribution, to what extent can the project be credited with having led to a reduction of DDT use for malaria control in the participating countries through the establishment of alternative malaria control strategies in these areas?*

To some extent – Morocco withdrew from DDT in 2015 register and Yemen stopped its use. The other countries did not request DDT exemption. Moreover, the two countries that responded to the survey carried out by the evaluation mentioned that due to the availability of alternatives such use of other types of pesticides (other than DDT) for IRS contributed to the reduction of DDT use.

- (b) *To what level of success has regional information sharing and collaboration between governments in the participating countries been realized as a result of this project?*

After the expiry of the regional strategic framework on IVM (2004-12), EMRO convened an expert consultation, 11-12 March 2015, in Cairo, aiming to review the achievements and challenges in implementation of IVM and to revise the strategic framework on IVM. The draft of the revised framework (2016-2020) was presented at the final STAC meeting, 9-11 June 2015, Tehran, which had broad participation from Project countries and non-Project countries in the EMRO region. The revised framework was unanimously adopted by countries.

WHO EMRO established a regional database on insecticide resistance and vector distribution in response to the resistance situation in the participating countries. The database feeds into a global database managed by WHO/HQ. WHO EMRO's website on malaria control and elimination has been expanded to include webpages describing the Project, and with links to the demonstration studies.

Two countries (feedback from survey) informed the evaluation that they shared information and collaborated with other participating countries. However, no information was available on the nature of the information shared and on the type of collaboration engaged.

- (c) *To what extent has the project been replicated in non-project countries in the region?*

Non-project countries have been invited to participate in some activities of the project. They were invited to a sub-regional IVM course held in October 2014, Islamabad, Pakistan. WHO EMRO undertook a survey questionnaire on IVM targeting non project countries. They were also invited to participate in last STAC meeting in 2015. However, replication of the project has not been done in these non-participant countries as this was not in the design.

- (d) *What are some of the key results and experiences identified by the evaluation that could help provide strategic guidance to DDT phase-out work in Africa and the Global DSSA Programme?*

The key experiences and lessons would be to build on the successes of the pilot projects such as use of bed nets, and to involve the local communities at the onset that would gain their buy-in early in the process, which would contribute to achieve success. Moreover, the project has revealed that pesticide management was weak in many countries. This is not compatible with development in the scaling up of vector control interventions (such as IRS using non DDT pesticides), thus raising concern over sound pesticide management. Thus building capacity on IVM and the life cycle management of pesticides should be done at the same time.

- (e) *To what extent were synergies built between UNEP and WHO cooperation and what are some of the possible lessons for future projects that integrate health and environment?*

This project was implemented in the context of a Global Programme for Demonstration and Scaling up Alternatives (DSSA) to DDT for vector control. A good cooperation was seen between the two agencies. While the UNEP task manager was providing adequate

supervision and guidance to maintain UNEP support to this important DSSA project, WHO, through its WHO EMRO regional office and its country offices was providing technical assistance to the participating countries for capacity building on IVM. During the implementation of the project, it was observed that getting the environment (responsible for the sound management of chemicals), and the health (using pesticides for vector control) sectors working together was quite a challenge in a few countries. In future projects where these sectors would be involved, getting them involved early in the process (during the preparatory phase of the proposal for example) and assigning them key roles during project execution would probably ensure good collaboration.

(f) *In consideration of environmental and social safeguards, has the evaluation identified any unintended environmental or socio-economic impacts (positive or negative) in the project's demonstrations conducted in the field (pilot districts)?*

In one country, environmental sanitation has been made a priority for various stakeholders. 30 additional officers were planned to be posted in priority areas, and local authorities would coordinate with communities on solid waste disposal, under supervision of the Ministry of Interior. In another country, the project has led to a more effective collaboration on the maintenance of water pipes between health and infrastructure sectors.

88. This GEF funded and UNEP implemented regional project that covered eight countries of the EMRO region was executed by WHO EMRO, which was assisted by WHO country offices. Due to re-organization at the level of WHO, the Arab Spring in 2011, and slow response of countries during initial stages, implementation was significantly delayed by twenty-six months. Thanks to the good project management and supervision provided, WHO was able to get the project on the right track. Despite those efforts, not all the outputs have been successfully delivered. In particular, demonstration projects on IVM were carried out in only five of the eight participating countries.

89. Only one of the five direct outcomes of the project was satisfactorily achieved. The four others were only partially attained. While all countries have accepted IVM as a good approach for vector control, not all of them have developed IVM policies or have in place the adequate legal framework. Chances for impact of project are considered moderate. The intermediate states, proposed in the TOC, and that need to happen for impact, are occurring in only some of the countries. For example, all the countries have developed national IVM plans, but not all are implementing those plans. Sustainability of project results is considered as moderately likely. Ownership of the project was high in most of the participating countries; the authorities gave strong support to the project. On the other hand, some financial risks have been identified as the sustainability of project results are very dependent on external sources of funding.

90. Overall, the project is rated **Moderately Satisfactory**. The ratings of the different evaluation criteria are summarized in the table below.

Table 6: Summary of Performance Ratings

Criterion	Summary Assessment	Rating
A. Strategic Relevance		HS
<i>1. Alignment to MTS and POW</i>	Project is complementary to UN Environment's Subprogram 5	HS
<i>2. Alignment to UN Environment /Donor/GEF strategic priorities</i>	The project is consistent with GEF-4 Strategic Objective 2: Partnering in investments for NIP implementation and GEF-4 Strategic Objective 3: Partnering in the demonstration of feasible, innovative technologies and best practices for POPs reduction.	HS
<i>3. Relevance to regional, sub-regional and national environmental priorities</i>	The project is responding to countries' NIP priorities to reduce or to eliminate the use of DDT for vector control in the context of integrated strategies.	HS
<i>4. Complementarity with existing interventions</i>	The project is complementary to existing interventions funded by other sources such the Global Fund for vector disease control	HS

Criterion	Summary Assessment	Rating
B. Quality of Project Design	A comprehensive intervention logic and a clear and consistent approach with adequately planned activities to deliver outputs and outcomes. Some identified weaknesses such as timing and frequency of STAC meetings not mentioned in ProDoc	MS
C. Nature of External Context	Conflicts in two countries affected project implementation	MU
D. Effectiveness⁴⁴		MS
<i>1. Delivery of outputs</i>	Due to inadequate assessment of national capacity, demonstration projects not undertaken in 3 of the 8 countries	MS
<i>2. Achievement of direct outcomes</i>	Of the five direct outcomes, only one fully achieved, the four others only partially achieved	MS
<i>3. Likelihood of impact</i>	The intermediate states proposed in the TOC occurring only in some countries	ML
E. Financial Management		MS
<i>1. Completeness of project financial information</i>	Reports on co-financing not available	MS
<i>2. Communication between finance and project management staff</i>	Adequate communication between finance and project team	S
F. Efficiency	Despite the materialization of significant co-financing, cost effectiveness of the project, especially for DDT destruction, was low	MU

⁴⁴ 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, ratings for Effectiveness, Efficiency and/or Sustainability may be increased at the discretion of the Evaluation Consultant and Evaluation Manager together.

Criterion	Summary Assessment	Rating
G. Monitoring and Reporting		MS
<i>1. Monitoring design and budgeting</i>	Indicator for development objective not adequate, but monitoring and evaluation properly budgeted	MS
<i>2. Monitoring of project implementation</i>	Evidence project results framework used to monitoring progress	S
<i>3. Project reporting</i>	Some reports not timely submitted. No country reports available	MU
H. Sustainability		ML
<i>1. Socio-political sustainability</i>	Governments committed to protect health of population from vector borne diseases but conflicts in two countries	ML
<i>2. Financial sustainability</i>	External Financial support required for sustainability of project results in some countries	ML
<i>3. Institutional sustainability</i>	IVM policy in place in a few countries only	ML
I. Factors Affecting Performance⁴⁵		MS
<i>1. Preparation and readiness</i>	WHO adequately staffed initially but capacity of national counterparts to undertake demonstration projects not properly assessed	MS
<i>2. Quality of project management and supervision⁴⁶</i>	Adequate management and supervision provided by WHO EMRO	S

⁴⁵ 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. Catalytic role, replication and scaling up should be discussed under effectiveness if they are a relevant part of the TOC.

⁴⁶ 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, as the Implementing Agency.

Criterion	Summary Assessment	Rating
3. <i>Stakeholders participation and cooperation</i>	Participation of key stakeholders satisfactory in most countries, engaged early in the preparatory phase for VCNA process. In one country, however the IVM committee was not functioning properly due to lack of policy support	MS
4. <i>Responsiveness to human rights and gender equity</i>	.Not a requirement under GEF-4	N/A*
5. <i>Country ownership and driven-ness</i>	Project benefitted from strong governmental support in most countries	S
6. <i>Communication and public awareness</i>	Advocacy and communication promoting IVM adequately undertaken in many countries	S
Overall Project Rating		MS

*Not applicable: criteria not rated

B. Lessons Learned

91. The project has been completed and the following lessons emerged.

Lesson Learned #1:	Harmonizing efforts between initiatives would avoid unnecessary delays and wasting of resources.
Context/comment:	In Morocco, the destruction of DDT stocks was co-financed by the SAICM/QSP project. Due to lack of harmonization, the packaging of the DDT stocks, which was done by SAICM/QSP project but not according to UN standards, had to be carried out again, thus wasting time and resources

Lesson Learned #2:	Capacity building on IVM and pesticide life cycle management should be done at the same time
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Context/comment:	IRS, which required the use of pesticides, was one among the IVM interventions proposed in the demonstration projects. Project execution revealed that pesticide management was weak in many of the participating countries. This would not be compatible with the scaling up of IRS interventions as this would raise concern regarding sound management of pesticides. In these countries, building capacity building on IVM as well as on pesticide life cycle management should be done at the same time.
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Lesson Learned #3:	Engaging local communities early in the process would get their buy-in and ensure success
Context/comment:	Implementation of some of the demonstration studies was delayed due to the reluctance of the local communities to participate in the project. However, as the purpose and objective of the interventions was properly explained to them, they finally agreed to participate in the project.

C. Recommendations

Recommendation #1:	UNEP should review its guidance on the storage of key project documentation and ensure it is comprehensive and clear in terms of; which key documents must be kept, where they should be kept and who is responsible for their compilation and storage at the end of a project.
Context/comment:	A number of routine project documents were not made available to the evaluation team. Although it is acknowledged that this Terminal Evaluation was carried out several years after the project end date, one would expect such critical documents to have been stored at an institutional level (e.g. all country progress and annual reports, co-financing reports, all project steering committee reports, contracts with countries, documentation and information regarding in-country implementation, workshop reports, and guidance document for DDT reporting, and assessment reports mentioned in the mid-term review report).
Priority Level ⁴⁷:	Important

⁴⁷ Select priority level from these three categories:

Responsibility:	Evaluation Office to pass recommendation to Senior Management
Proposed implementation time-frame:	Within six months of finalization of the evaluation process.

Recommendation #2:	For future evaluations, it is recommended that implementing agencies should plan, where evaluation budgets are made available by the project and Evaluation Office staff resources allow, terminal evaluations according to the timeframe planned in the project documents.
Context/comment:	Due to its late planning, this evaluation exercise was faced with many challenges. In particular it was very difficult to obtain the views and feedback of many key stakeholders involved in the project as either they retired or they moved to other positions.
Priority Level:	Important
Responsibility:	UNEP Evaluation Office in consultation with Senior Management
Proposed implementation time-frame:	Within six months of finalization of the evaluation process.

Recommendation #3:	The results and outcomes of this project should be considered by countries embarking on follow up initiatives during the implementation of these more current initiatives to ensure sustainability and also avoid duplication of efforts.
Context/comment:	For countries embarked / that would embark in follow up initiatives (on-going or future), it is recommended that the results and outcomes of the project be considered during the implementation of these initiatives to ensure sustainability and also avoid duplication of efforts.
Priority Level:	Critical

Critical recommendation: address significant and/or pervasive deficiencies in governance, risk management or internal control processes, such that reasonable assurance cannot be provided regarding the achievement of programme objectives.

Important recommendation: address reportable deficiencies or weaknesses in governance, risk management or internal control processes, such that reasonable assurance might be at risk regarding the achievement of programme objectives. Important recommendations are followed up on an annual basis.

Opportunity for improvement: comprise suggestions that do not meet the criteria of either critical or important recommendations, and are only followed up as appropriate during subsequent oversight activities.

Responsibility:	Project Team to ensure implementing countries receive and acknowledge receipt of the findings of this evaluation.
Proposed implementation time-frame:	Within six months of finalization of the evaluation process.

ANNEX I. PEOPLE CONSULTED DURING THE EVALUATION/SURVEY RESPONDENTS

List of persons interviewed

1. ZAMANI, Ghasem, WHO EMRO, Regional Project Coordinator
2. BETLEM, Jan, former UNEP Task Manager
3. HOYER, Stefan Detlef Leo, WHO HQ, Project Manager

List of persons who responded to online survey

1. Abdullah Ameen Salem Awash, NMCP, Yemen
2. Mustafa Othman, NMCP, Yemen
3. Lama Jalouk, Director of Leishmaniasis Control Center, Ministry of Health, Syrian Arab Republic
4. Hmooda Toto Kafy, Head, Integrated Vector Management Department, MOH, Sudan
5. Ameer Btissam, Head of vector control service, MOH, Morocco
6. Khalil Kanani, Head of Parasitic and Zoonotic Diseases/ at Directorate of Communicable Diseases, MOH, Jordan
7. Rahim Taghizadeh Asl, National Professional Officer, WHO Country Office, Iran
8. Kevin Helps, GEF C&W Portfolio Manager, UNEP

ANNEX II. ONLINE SURVEY QUESTIONNAIRE

Survey Questionnaires to Countries

Terminal Evaluation of the GEF Regional Project implemented by UNEP and executed by WHO:
Demonstration of Sustainable Alternatives to DDT and Strengthening of National Vector Control Capabilities in Middle East and North Africa (GEF ID 2546) (also known as **MENA Project**)

Date of Implementation: February 2009 to December 2015

Section 1: Information regarding the respondent and involvement in the project:

1) **Personal data:**

Name:

Country:

Name of your organisation:

Position in organisation:

2) **Involvement in the above mentioned project:**

(i) Were you actively involved at the time the project was executed?

a. If 'Yes', proceed to **Section 2**

b. If 'No', do you have contact details of a **person** that was directly involved?

Name of person:

Email:

Phone number:

Section 2: Information on the implementation of the project in your country

- 1) List the main stakeholders that were actively involved in the project.
- 2) In which activities of the project did these main stakeholders participate?
- 3) What were the main difficulties (or challenges) encountered during implementation of the project?
- 4) How were the difficulties (or challenges) overcome?
- 5) Was the support and guidance provided by WHO adequate and timely?

Section 3: Information regarding the Project outcomes

1) Is DDT still being used for vector control in your country presently? [Yes/No]

a. If 'Yes', go to Question 2 below at the MENA Project.

b. If 'No', when did the use of DDT stop? [Give the month and year]

i. What was the main **Reason** for discontinuing the use of DDT in your country?

Reason:

ii. Has the discontinued use of DDT resulted in the introduction of alternative vector control strategies proposed by the MENA project? [Yes/No]

2) Has the MENA project resulted in a reduction of DDT use for malaria control in your country?

(i) If 'Yes', to what extent has DDT use been reduced? [<25%; 25-50%; 50-75%; 75-100%]

- (ii) If 'No', please comment on the main reason for the continued use of DDT in your country
- 3) Have alternative vector control strategies been considered or implemented during or after the MENA Project?
- (i) If 'Yes', what has been the focus of these alternative strategies [Tick the different options given below - more than 1 option is possible]
 - a. Use of other insecticide(s) class(es) for IRS
 - b. Larval source management (larviciding, source removal, larvivorous fish)
 - c. LLIN distribution campaigns
 - d. House improvement (screening)
 - e. Case management (early diagnosis and prompt treatment)
 - f. Other [Provide option to elaborate]
 - (ii) If 'No', comment on the main reason that prevented your country from introducing alternative strategies for vector control.
- 4) Has your country collaborated and/or shared information with other participating MENA Project countries during or after the Project? [Yes/No] – If yes, list the countries
- 5) Are you aware of any country that did not participate in the MENA Project that adopted practices developed during the MENA Project?
- a. If 'Yes', please list the countries
 - b. If 'No', was there an attempt to disseminate outcomes to other countries [Yes/No]
- 6) Comment on the good experiences or key lessons learnt from the MENA Project that will contribute to the global reduction of DDT use for vector control.
- 7) Has the implementation of MENA Project pilot trials of IVM in any way yielded any unintended environmental or socio-economic impacts (either positive or negative)?
- a. If 'Yes', please elaborate

Thank you very much for taking the time to complete the Survey Questionnaire

ANNEX III. KEY DOCUMENTS CONSULTED

1. Project document and annexes Routing slip for new projects
2. Project action sheet
3. Letter of Agreement (LOA) between UNEP and WHO
4. Progress report Feb 2009 – June 2011
5. Progress report July 2011 – June 2013
6. Progress report July 2013 – Dec 2013
7. Progress report Jan - Jun 2015
8. PIR July 2009 – June 2010
9. PIR July 2010 – June 2011
10. 2012: PIR July 2011 – June 2012
11. 2013: PIR July 2012 – June 2013
12. 2014: PIR July 2013 – June 2014
13. 2015: PIR July 2014 – June 2015
14. 2016: PIR August 2015 – Dec 2015
15. Midterm review report - EMROPUB_2014_EN_1605
16. Final project report - GEF2546 v2
17. Appendix 1 and 2 Budgets MENA
18. Certified Cash Statement
19. Final Cash Advance
20. Final Financial Statement_GEF_EMRO
21. Cofinance budget template at design
22. STAC meeting report 1 – Nov 2008
23. STAC meeting report 3 – July 2010
24. STAC meeting report 5 – July 2012
25. Insecticide resistance training report, 2013
26. IVM regional course report, 16-21 August 2014
27. IVM sub-regional workshop report, 2014
28. Report of regional consultation on public health pesticides management in the Eastern Mediterranean Region 2011
29. Djibouti VCNA Report and draft GEF proposal
30. Egypt draft VCNA Report
31. Iran pesticide report of the VCNA
32. Iran VCNA report
33. Jordan VCNA Report
34. Morocco VCNA Report
35. Sudan VCNA report
36. Syria VCNA Report
37. Yemen VCNA Report final sent 26Jan2014.
38. Yemen VCNA Report
39. Egypt IVM strategy Draft 2 CGB
40. Iran National Vector Control Plan 2015

41. IVM strategy Yemen draft
42. Jordan IVM strategic plan 2006
43. Morocco IVM plan for 2013-2017
44. Morocco IVM Plan 2008-2012
45. Morocco-Project
46. Iran IVM strategic plan (2007-2011)
47. Sudan IVM Strategic Plan 2007-2012
48. Sudan IVM strategy 2014-2018 Syria IVM Plan 2006
49. Djibouti budget for IVM plan of action
50. Four published articles for Sudan, Morocco, on IVM and for Afghanistan
51. Posters for results of demonstration project in Sudan, Morocco and Iran
52. Posters on POPs and IVM

ANNEX IV. EVALUATION TERMS OF REFERENCE

Terminal Evaluation of the UN Environment/Global Environment Facility project: “Demonstration of Sustainable Alternatives to DDT and Strengthening of National Vector Control Capabilities in Middle East and North Africa” (GEF ID 2546)

Section 1: BACKGROUND AND OVERVIEW OF THE PROJECT

Project general information

Table 1. Project Summary⁴⁸

Executing Agency:	World Health Organization Regional Office for the Eastern Mediterranean (WHO-EMRO), Cairo, Egypt		
Sub-programme:	Harmful substances and hazardous waste (MTS 2010-2013) / Chemicals and Waste (MTS 2014-17)	Expected Accomplishment(s):	MTS 2010-2013: EA(a) and EA(b) MTS 2014-17: EA(1) and EA(2)
UN Environment approval date:	18 December 2008	Programme of Work Output(s) 2016-2017:	3. Methodologies to monitor and evaluate impact of actions addressing chemicals releases to support sound management of harmful substances and MEA implemented at the national level. 4. Scientific and technical services, delivered through multi-stakeholder partnerships, to build the capacities of governments, the private sector and civil society to take action on the risks posed by chemicals including those listed in relevant MEAs; and SAICM, and lead and cadmium, as well as unsound management practices.
GEF project ID:	2546	Project type:	Full-size project
GEF Operational Programme #:	Operational Programme 14 on Persistent Organic Pollutants	Focal Area(s):	Persistent Organic Pollutants (POPs)
GEF approval date:	7 July 2008	GEF Strategic Priority:	GEF-4 Strategic Objective 2: Partnering in investments for NIP implementation. GEF-4 Strategic Objective 3: Partnering in the demonstration of feasible, innovative technologies

⁴⁸ Source: Prodoc and GEF PIR Fiscal Year 16

			and best practices for POPs reduction.	
Expected start date:	May 2006	Actual start date:	29 February 2009	
Planned completion date:	31 October 2013	Actual completion date:	31 December 2015	
Planned project budget at approval:	\$13,026,416	Actual total expenditures reported as of June 2017:	3,939,951.67	
GEF grant allocation:	\$3,960,014 USD	GEF grant expenditures reported as of June 2017:	\$3,960,014	
Project Preparation Grant - GEF financing:	\$650,000 USD	Project Preparation Grant - co-financing:	\$0	
Expected Project co-financing:	\$8,416,403 USD	Secured Project co-financing:	\$ 7,281,599.00	
First disbursement:	19 February 2009	Date of financial closure:	April 2014	
No. of revisions:	3	Date of last revision:	21 September 2015	
No. of Steering Committee meetings:	8	Date of last/next Steering Committee meeting:	Last: June 2015	Next:
Mid-term Review/ Evaluation (planned date):	Last quarter 2012	Mid-term Review (actual date):	20 November 2012 to 31 March 2013	
Terminal evaluation (planned date):	At end of project	Terminal Evaluation (actual date):	August 2019 – January 2020	
Coverage - Country(ies):	Djibouti, Egypt, Islamic Republic of Iran, Jordan, Morocco, Sudan, Syrian Arab Republic and Yemen	Coverage - Region(s):	North Africa and Middle East	
Dates of previous project phases:	■ ■MTR 28 May 2013	Status of future project phases:	N/A	

Project Background and Rationale

Malaria is considered as a major public health problem and obstacle to socio-economic development in most tropical countries. It is estimated that 80-90% of the global annual malaria cases (300 million) and deaths (1 million) occur in Africa. In sub-Saharan Africa alone, it is estimated that malarial mortality among children is in the range of 430,000 and 680,000 per year.

One of the elements of the Global Malaria Control strategy is vector control, aimed at killing mosquitoes through Indoor Residual house Spraying (IRS). This involves infrequent spraying with insecticides inside human habitations to reduce mosquito lifespan and density, thereby reducing malaria transmission and the prevention of epidemics. DDT (Dichloro-diphenyl-trichloroethane), which was developed in the 1940s, is known as the first synthetic insecticide. It is also one of the twelve (12) insecticides recommended by the World Health Organization (WHO) for use in Indoor Residual house Spraying and has been in use in

several countries in the World as an effective way of obtaining large-scale benefits at affordable cost. DDT was initially used with great effect to combat malaria, typhus and other insect-borne diseases, as well as insect control in crop and livestock production and in homes and gardens.

Although DDT is effective in vector control, continued exposure threatens both biodiversity and human health. DDT is listed as a persistent organic pollutant (POP) under Annex B of the Stockholm Convention (signed in 2001 and in effect since 2004). Like the other POPs, DDT poses significant global risks because it is toxic, bioaccumulates in the food chain, and is susceptible to long-range environmental transport (via air and water). Countries need DDT for insecticide resistance management particularly now when resistance against pyrethroids, the most affordable insecticide next to DDT, is wide spread. It is with this background that the Stockholm Convention stipulated the use of DDT for disease vector control until when affordable and equally effective alternative tool is made available to national malaria control programs (NMCPs).

Under the Stockholm Convention, its production and/or use is currently restricted to selective and targeted vector control in accordance with World Health Organization (WHO) recommendations and guidelines. Countries that are party to the Convention can produce and/or use DDT for disease vector control when locally safe, effective and affordable alternatives are not available. Parties are required to notify the Secretariat of such production, or use, or intention to use DDT.

An integrated vector management (IVM) approach has been promoted in the planning and selection of alternative methods for vector control. Implementation of IVM is intended to, *inter alia*, lead to reduced reliance on insecticides for public health protection applications. Since the initiation of the IVM process by WHO in 2001, countries are willing to implement IVM, however this requires selection of appropriate vector control methods that can be applied in a well-defined area having specific and well-defined epidemiological conditions.

Countries in the Middle East and North Africa region have a long history of use of the persistent organic pollutant (POP) DDT for control of malaria and leishmaniasis. During the past decade, however, no country had reported the use of DDT for disease vector control. Nevertheless, many countries had large usable or obsolete stocks of this insecticide. Hence, the occurrence of epidemics of malaria or other vector-borne diseases could trigger countries, especially resource-poor countries, to revert to the use of DDT.

The “Demonstration of Sustainable Alternatives to DDT and Strengthening of National Vector Control Capabilities in Middle East and North Africa” project (herein after referred to as “DDT MENA” or “the project”) was conceived by WHO in 2003. Countries selected for the project were: Djibouti, Egypt, Islamic Republic of Iran, Jordan, Morocco, Sudan, Syrian Arab Republic and Republic of Yemen. The Global Environment Facility (GEF) approved a project development phase (PDF-B) in 2005 (US\$ 650,000), and in 2006 and 2007, the eight countries established national coordinating mechanisms on vector control and completed a vector control needs assessment (VCNA).

The results of the VCNA disclosed that countries have inadequate evidence bases and capacity for vector control to comply with the principles of Integrated Vector Management (IVM) [4] and sound pesticide management [5]. For example, data on the cost effectiveness of alternative products, methods and strategies to the use of DDT have been largely lacking. Also, countries identified stocks of obsolete POPs pesticides.

Based on the outcomes of the PDF-B, a regional Full-Sized Project was developed, and endorsed by the GEF (US\$ 3,960,000 in financing), with a starting date of 9 February 2009. The project was to be completed in October 2013, but was given budget-neutral extension, first, until 31 December 2014 and, later, until 31 December 2015.

The Project was component of the UNEP/WHO global portfolio of projects called “Demonstrating and Scaling up Sustainable Alternatives to DDT in Vector Management” (DSSA). Within this global portfolio, the Project has an important example function to other, later-developed projects, in that it generated scientific evidence on alternatives to DDT. The intention of the global portfolio was that procedures developed and lessons learnt would be shared among its projects.

Project objectives and components

The overall goal of the project is: “Demonstration of regional and ecosystem specific alternative approaches to vector borne diseases control as contribution to the formulation of (and in line with) UNEP’s global DDT project related portfolio promoting a global vector borne diseases control policy without the application of DDT through the use of sustainable, cost effective and environment friendly alternatives.”

The environmental objective is to reduce the negative effects of DDT in public health and the global environment through the introduction of sustainable, cost effective and environment friendly alternative interventions. The development objective is to reduce the reliance on DDT in case of outbreaks of vector borne diseases and to minimize the potential to revert to DDT use.”

The project aimed to build upon on-going efforts at national and international level to: (i) demonstrate viability, availability, sustainability and cost-effectiveness of the vector control alternatives to DDT, based on principles of IVM; (ii) strengthen national capacities for the planning, implementation and evaluation of the application of alternatives to DDT based on the principles of integrated vector management; (iii) to collect, repackage and dispose stockpiles of obsolete POPs; and (iv) disseminate good practices, demonstrated alternatives and lessons learned in the participating countries.

In accordance, the Project’s logical framework outlines five components/outcomes and corresponding outputs as stated in the approved Project Document:

Outcomes/Components	Outputs
1: Viability, availability, sustainability and cost effectiveness of alternatives to the use of DDT demonstrated	1.1 A protocol formulated by the National Steering Committee, following guidance from the WHO Regional Office with on-site review by an international expert completed for each participating country. 1.2 Specific capacity building carried out that may be required for successful implementation of the protocol, based on the needs identified in the demonstration project proposal. 1.3 Regional workshop conducted for the harmonization of the country protocols with effective follow-up for the completion of the protocols, and final review by the STAC 1.4 Project Coordinators for essential elements of demonstration projects implementation in line with the agreed protocols 1.5 Screening of annual reports by the National Steering Committee and STAC and by on-site visits to demonstration projects by STAC members, and dissemination of observations and recommendations 1.6.1 Technical support (through consultancies) provided for the analysis of datasets, including cost-effectiveness and sustainability analysis, and the production of the final report 1.6.2 STAC meeting held to review the national reports and draft the consolidated regional report, including lessons learnt, for submission to relevant parties.
2. Capacity in each country to plan, implement and evaluate the application of alternatives to DDT	2.1 National seminars organized for the review of policy and legal frameworks

based on the principles of IVM strengthened.	2.2.1 Promotional documents produced, country visits conducted and national seminars organised, provision of examples and case studies of successful institutional arrangements between the sectors completed 2.2.2 Existing local health services, agricultural extension services and farmer field schools are used to channel messages on IVM and the sound management of pesticides to rural communities 2.3 National vector control units are restructured to ensure that all essential IVM functions are performed well at all levels. Technical cooperation in the area of program management provided as needed 2.4. Guidelines and training materials for vector control professionals are developed, updated and reviewed
3. Collection, repackaging and disposal of POPs pesticides used in public health and agriculture completed.	3.1 Obsolete POPs pesticides used in public health and agriculture are collected, repacked and disposed
4. Information on good practices and demonstrated cost-effective and sustainable alternatives taken up by national institutions and planning processes.	4.1. Report and/or article for peer reviewed literature is published, trilingual web page is designed and publicly available to give wide dissemination to the outcomes of the national studies
5. Transboundary & national coordination, information sharing and monitoring and evaluation mechanisms operational and effective in promoting Integrated Vector Management without the use of DDT	5.1. (Part-time) Project Coordinator assigned by WHO, Assistant Technical Project Coordinator recruited and eight National Project Coordinators assigned; transboundary & national coordination, information sharing, monitoring and evaluation assured 5.2. Establishment / functioning of a National Steering Committee in each participating country 5.3. Establishment / functioning of a Regional Scientific and Technical Advisory Committee

Executing Arrangements

UN Environment is the GEF **Implementing Agency** for this project and the **Executing Agency** is the World Health Organisation (WHO) Regional Office for the Eastern Mediterranean. A full-time Project Coordinator and Programme Assistant (Secretary) were assigned in March 2009, and a full-time Assistant Technical Project Coordinator was filled from August 2010 till September 2012. These three coordinator positions were made available by the WHO Regional Office for the Eastern Mediterranean and the Government of Sudan, as co-financing contribution to the Project. Eight national project coordinators were assigned in June 2009, to coordinate country activities.

A **Regional Scientific and Technical Advisory Committee** (STAC) was established to provide overall guidance to implementation of the Project's activities and to conduct annual reviews of project progress. The STAC's tasks, outlined in the Project document, were to review national work plans and protocols, to advice on capacity building, to conduct annual reviews of project progress based on reports from national coordinators, to advice on challenges, constraints and problems in the implementation of national work plans, and to advice on stakeholder involvement, sustainability and replicability of the Project's activities. The STAC had 5 core members and several additional members with expertise in a number of specific areas. Meetings of the STAC were originally planned to be held twice per year.

The **National Steering Committees** (NSCs) that were established during the project preparation phase were to continue to provide guidance on the implementation of the project at national levels. The **National Project Coordinator** and the relevant district project officer were to also participate. The NSCs were linked to country National Implementation Plan (NIPs) development through the inclusions of each national NIP project coordinator on respective NSCs to ensure cross-linkages and mutual benefits. NSC meetings were

to be held twice per year in each of the participating countries and opportunities for bilateral and/or multilateral collaboration were to be explored.

Project Cost and Financing.

Table 2 presents a summary of the overall project cost at the design (component-specific budgets are available in the Project Document).

Table 2. Project budget at design – DDT MENA

GEF funding:	GEF project funding	\$3,960,014
	PDF A	\$0
	PDF-B	\$650,000
	Agency Fee	\$414,901
	SUB TOTAL GEF	\$5,024,915
CO-Financing:		
Governments in-kind & cash:		\$7,210,902
Contributions from other organisations:		
The World Health Organization		\$1,205,500
PDF-B Co-financing		\$746,500
SUB TOTAL CO-FINANCING		\$9,162,902
TOTAL PROJECT COST + PDF-B		\$14,187,817

Implementation issues.

A Mid-Term Review was conducted November 2012 – February 2013. It concluded that the demonstration projects made important progress in Sudan, Morocco, Islamic Republic of Iran and Yemen, with well-designed studies, successful rolling-out of interventions, sound systems of epidemiological and entomological surveillance in place in several countries, and promising preliminary data on cost-effectiveness. The Project's progress reports noted significant advances in the development of policy and regulatory control, institutional arrangements and advocacy on IVM and/or pesticide management, but a lack of progress was reported in relation to training and IVM capacity building. A major unforeseen risk was the security situation in the Region, which affected activities in Yemen and led to abandonment of the demonstration project in the Syrian Arab Republic. A concern for long-term sustainability was the development of insecticide resistance, in view of the continued reliance on insecticidal vector control methods (mainly IRS and LLIN).

In the final year of the Project, 2015, a review was conducted with the aim to examine the project's procedures, outputs and outcomes, derive lessons learnt, and identify requirements for follow up. The review was an internal one, aiming to advise WHO and countries on their strategies of vector control. The review built onto the results of the Mid-Term Review. The final review concluded that the 6-year regional project had made major advancements in the areas of demonstration trials, IVM capacity building and POPs disposal, despite various challenges, and with large differences between countries. Pesticide management emerged as a priority issue in several countries, noting that important improvements were made in policy and training during the project period. However, guidelines, regulations and monitoring during various stages of the pesticide life-cycle remained weak or absent in most countries, even as vector control operations had been scaled up. The Review also noted that significant developments had taken

place in IVM capacity building, including policy development, capacity building, advocacy and guidelines. However, further efforts were needed to continue the transition of vector control systems along the principles of IVM.

A very likely limitation to the implementation of this evaluation will be the loss of institutional memory and/or difficulty in accessing project information due to the duration since its terminal reporting (September 2015) - although some key persons (e.g. the former UN Environment Task Manger and Project Manager) are still relatively easy to contact.

Section 2. OBJECTIVE AND SCOPE OF THE EVALUATIONS

Key Evaluation principles

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

The “Why?” Question. As this is a terminal evaluation and a follow-up project is likely [or similar interventions are envisaged for the future], particular attention should be given to learning from the experience. Therefore, the “*Why?*” question should be at the front of the consultants’ minds all through the evaluation exercise and is supported by the use of a theory of change approach. This means that the consultants need to go beyond the assessment of “*what*” the project performance was, and make a serious effort to provide a deeper understanding of “*why*” the performance was as it was. This should provide the basis for the lessons that can be drawn from the project.

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

Communicating evaluation results. A key aim of the evaluation is to encourage reflection and learning by UN Environment staff and key project stakeholders. The consultant should consider how reflection and learning can be promoted, both through the evaluation process and in the communication of evaluation findings and key lessons. Clear and concise writing is required on all evaluation deliverables. Draft and final versions of the main evaluation report will be shared with key stakeholders by the Evaluation Manager. There may, however, be several intended audiences, each with different interests and needs regarding the report. The Evaluation Manager will plan with the consultant(s) which audiences to target and the easiest and clearest way to communicate the key evaluation findings and lessons to them. This may include some or all of the following; a webinar, conference calls with relevant stakeholders, the preparation of an evaluation brief or interactive presentation.

Objective of the Evaluation

In line with the UN Environment Evaluation Policy⁴⁹ and the UN Environment Programme Manual⁵⁰, the Terminal Evaluation (TE) is undertaken at completion of the project to assess project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The evaluation has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among UN Environment and WHO as well as the country level partners. Therefore, **the evaluation will identify lessons of operational relevance for future project formulation and implementation of similar projects** (e.g. interventions under the GEF “Demonstrating and Scaling up of Sustainable Alternatives to DDT in Vector Management Programme” (Global DSSA Programme)).

Special considerations

Given the duration between the project completion and the timing of the evaluation, the evaluation of the DDT MENA Project will be handled as a desk-based study. No field missions to any of the participating countries is envisioned unless it is deemed useful during the inception phase.

Running concurrently with this evaluation are those of the DDT-AFRO⁵¹ (GEF ID. 1331) and the Global DDT Reporting⁵² (GEF ID. 2546) projects. The terminal evaluation for the DDT Caucasus and Central Asia project⁵³ (GEF ID. 3614) was completed in August 2018, and that of the DDT Mexico and Central America project⁵⁴ (GEF ID. 1591) in November 2009.

Key Strategic Questions

In addition to the evaluation criteria outlined in Section 8 below, the evaluations will address the **strategic questions** listed below. These are questions of interest to UN Environment and to which the project is believed to be able to make a substantive contribution:

Pertaining to attribution, to what extent can the project be credited with having led to a reduction of DDT use for malaria control in the participating countries through the establishment of alternative malaria control strategies in these areas?

To what level of success has regional information sharing and collaboration between governments in the participating countries been realised as a result of this project? To what extent has the project been replicated in non-project countries in the region?

What are some of the key results and experiences identified by the evaluation that could help provide strategic guidance to DDT phase-out work in Africa and the Global DSSA Programme⁵⁵?

⁴⁹ <https://www.unenvironment.org/resources/other-evaluation-reportsdocuments/evaluation-policy-2016>

⁵⁰ This manual is under revision.

⁵¹ Demonstrating Cost-effectiveness and Sustainability of Environmentally Sound and Locally Appropriate Alternatives to DDT for Malaria Vector Control in Africa [GEF ID131]

⁵² Establishment of efficient and effective data collection and reporting procedures for evaluating the continued need of DDT for disease vector control [GEF ID 3349]

⁵³ Demonstrating and Scaling Up Sustainable Alternatives to DDT for the control of vector borne diseases in Southern Caucasus and Central Asia

⁵⁴ Regional Program of Action and Demonstration of Sustainable Alternatives to DDT for Malaria Vector Control in Mexico and Central America

⁵⁵ Demonstrating and Scaling-up of Sustainable Alternatives to DDT in Vector Management Global Programme

To what extent were synergies built between UN Environment and WHO cooperation and what are some of the possible lessons for future projects that integrate health and environment?

In consideration of environmental and social safeguards, has the evaluation identified any unintended environmental or socio-economic impacts (positive or negative) in the project's demonstrations conducted in the field (pilot districts)?

Evaluation Criteria

All evaluation criteria will be rated on a six-point scale. Sections A-I below, outline the scope of the criteria and a link to a table for recording the ratings is provided in Annex 1). A weightings table will be provided in excel format (link provided in Annex 1) to support the determination of an overall project rating. The set of evaluation criteria are grouped in nine categories: (A) Strategic Relevance; (B) Quality of Project Design; (C) Nature of External Context; (D) Effectiveness, which comprises assessments of the achievement of outputs, achievement of outcomes and likelihood of impact; (E) Financial Management; (F) Efficiency; (G) Monitoring and Reporting; (H) Sustainability; and (I) Factors Affecting Project Performance. The evaluation consultants can propose other evaluation criteria as deemed appropriate.

Strategic Relevance

The evaluation will assess, in line with the OECD/DAC definition of relevance, *'the extent to which the activity is suited to the priorities and policies of the target group, recipient and donor'*. The evaluation will 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. Under strategic relevance an assessment of the complementarity of the project with other interventions addressing the needs of the same target groups will be made. This criterion comprises four elements:

Alignment to the UN Environment Medium Term Strategy⁵⁶ (MTS) and Programme of Work (POW)

The evaluation should assess the project's alignment with the MTS and POW under which the project was approved and include reflections on the scale and scope of any contributions made to the planned results reflected in the relevant MTS and POW.

Alignment to UN Environment /GEF/Donor Strategic Priorities

Donor, including GEF, strategic priorities will vary across interventions. UN Environment strategic priorities include the Bali Strategic Plan for Technology Support and Capacity Building⁵⁷ (BSP) and South-South Cooperation (S-SC). The BSP relates to the capacity of governments to: comply with international agreements and obligations at the national level; promote, facilitate and finance environmentally sound technologies and to strengthen frameworks for developing coherent international environmental policies. S-SC is regarded as the exchange of resources, technology and knowledge between developing countries. GEF priorities are specified in published programming priorities and focal area strategies.

⁵⁶ UN Environment's Medium-Term Strategy (MTS) is a document that guides UN Environment's programme planning over a four-year period. It identifies UN Environment's thematic priorities, known as Sub-programmes (SP), and sets out the desired outcomes, known as Expected Accomplishments (EAs), of the Sub-programmes.

⁵⁷ <http://www.unep.org/GC/GC23/documents/GC23-6-add-1.pdf>

Relevance to Regional, Sub-regional and National Environmental Priorities

The evaluation will assess the extent to which the intervention is suited, or responding to, the stated environmental concerns and needs of the countries, sub-regions or regions where it is being implemented. Examples may include: national poverty plans, National Implementation Plan on POPs, national/regional Malaria control strategies etc.

Complementarity with Existing Interventions

An assessment will be made of how well the project, either at design stage or during the project mobilization, took account of ongoing and planned initiatives (under the same sub-programme, other UN Environment sub-programmes, or being implemented by other agencies) that address similar needs of the same target groups. The evaluation will consider if the project team, in collaboration with Regional Offices and Sub-Programme Coordinators, made efforts to ensure their own intervention was complementary to other interventions, optimized any synergies and avoided duplication of effort. Examples may include UNDAFs or One UN programming. Linkages with other interventions should be described and instances where UN Environment's comparative advantage has been particularly well applied should be highlighted. Equally the evaluator should look at complementarities between this and other DDT projects implemented under the Global DSSA programme (Demonstrating and Scaling-up of Sustainable Alternatives to DDT in Vector Management Global Programme).

Factors affecting this criterion may include: stakeholders' participation and cooperation; responsiveness to human rights and gender equity and country ownership and driven-ness.

Quality of Project Design

The quality of project design is assessed using an agreed template during the evaluation inception phase, ratings are attributed to identified criteria and an overall Project Design Quality rating is established. This overall Project Design Quality rating is entered in the final evaluation ratings table as item B. In the Main Evaluation Report a summary of the project's strengths and weaknesses at design stage is included.

Factors affecting this criterion may include (at the design stage): stakeholders participation and cooperation and responsiveness to human rights and gender equity, including the extent to which relevant actions are adequately budgeted for.

Nature of External Context

At evaluation inception stage a rating is established for the project's external operating context (considering the prevalence of conflict, natural disasters and political upheaval). This rating is entered in the final evaluation ratings table as item C. Where a project has been rated 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. A justification for such an increase must be given.

Effectiveness

The evaluation will assess effectiveness across three dimensions: achievement of outputs, achievement of direct outcomes and likelihood of impact.

i. Achievement of Outputs

The evaluation will assess the project's success in producing the programmed outputs (products and services delivered by the project itself) and achieving milestones as per the project design document (ProDoc). Any *formal* modifications/revisions made during project implementation will be considered part of the project design. Where the project outputs are inappropriately or inaccurately stated in the ProDoc, a table should, for transparency, be provided showing the original formulation and the amended version. The achievement of outputs will be assessed in terms of both quantity and quality, and the assessment will consider their usefulness and the timeliness of their delivery. The evaluation will briefly explain the reasons behind the success or shortcomings of the project in delivering its programmed outputs and meeting expected quality standards.

Factors affecting this criterion may include: preparation and readiness and quality of project management and supervision⁵⁸.

ii. Achievement of Direct Outcomes

The achievement of direct outcomes is assessed as performance against the direct outcomes as defined in the reconstructed⁵⁹ Theory of Change (TOC). These are the first-level outcomes expected to be achieved as an immediate result of project outputs. A table can be used where substantive amendments to the formulation of direct outcomes as necessary. The evaluation should report evidence of attribution between UN Environment's intervention and the direct outcomes. In cases of normative work or where several actors are collaborating to achieve common outcomes, evidence of the nature and magnitude of UN Environment's contribution should be included.

Factors affecting this criterion may include: quality of project management and supervision; stakeholders' participation and cooperation; responsiveness to human rights and gender equity and communication and public awareness.

iii likelihood of Impact

Based on the articulation of longer-term effects in the reconstructed TOC (i.e. from direct outcomes, via intermediate states, to impact), the evaluation will assess the likelihood of the intended, positive impacts becoming a reality. Project objectives or goals should be incorporated in the TOC, possibly as intermediate states or long-term impacts. The Evaluation Office's approach to the use of TOC in project evaluations is outlined in a guidance note available on the EOU website: <https://www.unenvironment.org/about-un-environment/evaluation/our-evaluation-approach/theory-change> (also refer 'Likelihood of Impact Decision Tree' in Annex 1). The evaluation will also consider the likelihood that the intervention may lead,

⁵⁸ 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.

⁵⁹ UN Environment staff are currently required to submit a Theory of Change with all submitted project designs. The level of 'reconstruction' needed during an evaluation will depend on the quality of this initial TOC, the time that has lapsed between project design and implementation (which may be related to securing and disbursing funds) and the level of any changes made to the project design. In the case of projects pre-dating 2013 the intervention logic is often represented in a logical framework and a TOC will need to be constructed in the inception stage of the evaluation.

or contribute to, unintended negative effects as part of the analysis of Environmental, Social and Economic Safeguards⁶⁰.

The evaluation will assess the likelihood of the project to make a substantive contribution to the high-level results prioritised by UN Environment's Expected Accomplishments, the Sustainable Development Goals⁶¹ and/or the Global DSSA Programme. The evaluation will consider the extent to which the project has played a catalytic role or promoted scaling up and/or replication⁶², and the factors that are likely to contribute to longer term impact.

Factors affecting this criterion may include: quality of project management and supervision, including adaptive project management; stakeholders' participation and cooperation; responsiveness to human rights and gender equity; country ownership and driven-ness and communication and public awareness.

Financial Management

Financial management will be assessed under three broad themes: completeness of financial information, communication between financial and project management staff and compliance with relevant UN financial management standards and procedures. The evaluation will establish the actual spend across the life of the project of funds secured from all donors. This expenditure will be reported, where possible, at output level and will be compared with the approved budget. The evaluation will assess the level of communication between the Task Manager and the Fund Management Officer as it relates to the effective delivery of the planned project and the needs of a responsive, adaptive management approach. The evaluation will consider the application of proper financial management standards and adherence to UN Environment's financial management policies to extent possible. Any financial management issues that have affected the timely delivery of the project or the quality of its performance will be highlighted.

Factors affecting this criterion may include: preparation and readiness and quality of project management and supervision.

Efficiency

In keeping with the OECD/DAC definition of efficiency, the evaluation will assess the cost-effectiveness and timeliness of project execution. Focusing on the translation of inputs into outputs, cost-effectiveness is the extent to which an intervention has achieved, or is expected to achieve, its results at the lowest possible cost. Timeliness refers to whether planned activities were delivered according to expected timeframes as well as whether events were sequenced efficiently. The evaluation will also assess to what extent any project extension could have been avoided through stronger project management and identify any negative impacts caused by project delays or extensions. The evaluation will describe any cost or time-saving measures put in place to maximise results within the secured budget and agreed project timeframe and consider whether the project was implemented in the most efficient way compared to alternative interventions or approaches.

⁶⁰ Further information on Environmental, Social and Economic Safeguards (ESES) can be found at

<https://www.unenvironment.org/about-un-environment/why-does-un-environment-matter/environmental-social-and-economic>

⁶¹ A list of relevant SDGs is available on the EO website <https://www.unenvironment.org/about-un-environment/evaluation/our-evaluation-approach/sustainable-development-goals>

⁶² *Scaling up* refers to approaches being adopted on a much larger scale, but in a very similar context. *Scaling up* is often the longer-term objective of pilot initiatives. *Replication* refers to approaches being repeated, or lessons being explicitly applied in new/different contexts e.g. other geographic areas, different target group etc. Effective replication typically requires some form of revision or adaptation to the new context. It is possible to replicate at either the same or a different scale.

The evaluation will give special attention to efforts by the project team to make use of/build upon pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects etc. to increase project efficiency. The evaluation will also consider the extent to which the management of the project minimised UN Environment's environmental footprint.

Factors affecting this criterion may include: preparation and readiness (e.g. timeliness); quality of project management and supervision and stakeholders' participation and cooperation.

Monitoring and Reporting

The evaluation will assess monitoring and reporting across three sub-categories: monitoring design and budgeting, monitoring of project implementation and project reporting.

i. Monitoring Design and Budgeting

Each project should be supported by a sound monitoring plan that is designed to track progress against SMART⁶³ indicators towards the achievement of the project's outputs and direct outcomes, including at a level disaggregated by gender or groups with low representation. The evaluation will assess the quality of the design of the monitoring plan as well as the funds allocated for its implementation. The adequacy of resources for mid-term and terminal evaluation/review should be discussed if applicable.

ii. Monitoring of Project Implementation

The evaluation will assess whether the monitoring system was operational and facilitated the timely tracking of results and progress towards project objectives throughout the project implementation period. It will also consider how information generated by the monitoring system during project implementation was used to adapt and improve project execution, achievement of outcomes and ensure sustainability. The evaluation should confirm that funds allocated for monitoring were used to support this activity.

iii. Project Reporting

Projects funded by GEF have specific evaluation requirements with regard to verifying documentation and reporting (i.e. the Project Implementation Reviews, Tracking Tool and CEO Endorsement template⁶⁴), which will be made available by the Task Manager. The evaluation will assess the extent to which both UN Environment and donor reporting commitments have been fulfilled.

Factors affecting this criterion may include: quality of project management and supervision and responsiveness to human rights and gender equity (e.g. disaggregated indicators and data).

Sustainability

Sustainability is understood as the probability of direct outcomes being maintained and developed after the close of the intervention. The evaluation will identify and assess the key conditions or factors that are

⁶³ SMART refers to indicators that are specific, measurable, assignable, realistic and time-specific.

⁶⁴ The Evaluation Consultant(s) should verify that the annual Project Implementation Reviews have been submitted, that the Tracking Tool is being kept up-to-date and that in the CEO Endorsement template Table A and Section E have been completed.

likely to undermine or contribute to the persistence of achieved direct outcomes. Some factors of sustainability may be embedded in the project design and implementation approaches while others may be contextual circumstances or conditions that evolve over the life of the intervention. Where applicable an assessment of bio-physical factors that may affect the sustainability of direct outcomes may also be included.

i. Socio-political Sustainability

The evaluation will assess the extent to which social or political factors support the continuation and further development of project direct outcomes. It will consider the level of ownership, interest and commitment among government and other stakeholders to take the project achievements forwards. In particular the evaluation will consider whether individual capacity development efforts are likely to be sustained.

ii. Financial Sustainability

Some direct outcomes, once achieved, do not require further financial inputs, e.g. the adoption of a revised policy. However, in order to derive a benefit from this outcome further management action may still be needed e.g. to undertake actions to enforce the policy. Other direct outcomes may be dependent on a continuous flow of action that needs to be resourced for them to be maintained, e.g. continuation of a new resource management approach. The evaluation will assess the extent to which project outcomes are dependent on future funding for the benefits they bring to be sustained. Secured future funding is only relevant to financial sustainability where the direct outcomes of a project have been extended into a future project phase. The question still remains as to whether the future project outcomes will be financially sustainable.

iii. Institutional Sustainability

The evaluation will assess the extent to which the sustainability of project outcomes is dependent on issues relating to institutional frameworks and governance. It will consider whether institutional achievements such as governance structures and processes, policies, sub-regional agreements, legal and accountability frameworks etc. are robust enough to continue delivering the benefits associated with the project outcomes after project closure.

Factors affecting this criterion may include: stakeholders' participation and cooperation; responsiveness to human rights and gender equity (e.g. where interventions are not inclusive, their sustainability may be undermined); communication and public awareness and country ownership and driven-ness.

Factors and Processes Affecting Project Performance

These factors are rated in the ratings table, but are discussed as cross-cutting themes as appropriate under the other evaluation criteria, above.

i. Preparation and Readiness

This criterion focuses on the inception or mobilisation stage of the project. The evaluation will assess whether appropriate measures were taken to either address weaknesses in the project design or respond

to changes that took place between project approval, the securing of funds and project mobilisation. In particular the evaluation will consider the nature and quality of engagement with stakeholder groups by the project team, the confirmation of partner capacity and development of partnership agreements as well as initial staffing and financing arrangements. (Project preparation is covered in the template for the assessment of Project Design Quality).

ii. Quality of Project Implementation and Execution

Specifically for GEF funded projects, this factor refers separately to the performance of the executing agency and the technical backstopping and supervision provided by UN Environment, as the implementing agency.

The evaluation will assess the effectiveness of project management with regard to: providing leadership towards achieving the planned outcomes; managing team structures; maintaining productive partner relationships (including Steering Groups etc.); communication and collaboration with UN Environment colleagues; risk management; use of problem-solving; project adaptation and overall project execution. Evidence of adaptive project management should be highlighted.

iii. Stakeholder Participation and Cooperation

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

iii. Responsiveness to Human Rights and Gender Equity

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

The report should present the extent to which the intervention, following an adequate gender analysis at design stage, has implemented the identified actions and/or applied adaptive management to ensure that Gender Equity and Human Rights are adequately taken into account. In particular, the evaluation will consider to what extent project design (section B), the implementation that underpins effectiveness (section D), and monitoring (section G) have taken into consideration: (i) possible gender inequalities in access to and the control over natural resources; (ii) specific vulnerabilities of women and children to environmental degradation or disasters; (iii) the role of women in mitigating or adapting to environmental changes and engaging in environmental protection and rehabilitation.

iv Country Ownership and Driven-ness

The evaluation will assess the quality and degree of engagement of government / public sector agencies in the project. The evaluation will consider the involvement not only of those directly involved in project

execution and those participating in technical or leadership groups, but also those official representatives whose cooperation is needed for change to be embedded in their respective institutions and offices. This factor is concerned with the level of ownership generated by the project over outputs and outcomes and that is necessary for long term impact to be realised. This ownership should adequately represent the needs and interests of all gender and marginalised groups.

v. Communication and Public Awareness

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

Section 3. EVALUATION APPROACH, METHODS AND DELIVERABLES

The Terminal Evaluation will be an in-depth evaluation using a participatory approach whereby key stakeholders are kept informed and consulted throughout the evaluation process. Both quantitative and qualitative evaluation methods will be used as appropriate to determine project achievements against the expected outputs, outcomes and impacts. It is highly recommended that the consultant maintains close communication with the project team and promotes information exchange throughout the evaluation implementation phase in order to increase their (and other stakeholder) ownership of the evaluation findings. Where applicable, the consultant should provide a geo-referenced map that demarcates the area covered by the project and, where possible, provide geo-reference photographs of key intervention sites (e.g. sites of habitat rehabilitation and protection, pollution treatment infrastructure, etc.)

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

(a) A **desk review** of:

Relevant background documentation, inter alia relevant country programmes and strategies (NIPs and malaria programme documents at country level); relevant UN Environment, WHO and GEF programme guidelines and strategies;

Project design documents (including minutes of the project design review meeting at approval); Annual Work Plans and Budgets, revisions to the project (Project Document Supplement), the logical framework;

Project reports such as six-monthly progress and financial reports, progress reports from collaborating partners, meeting minutes, relevant correspondence and including the Project Implementation Reviews, and Tracking Tool etc.;

Project outputs: technical reports, evidence concerning capacity building/training events (agendas and participant lists), academic articles, presentations or other communications tools, studies, publications and any other relevant documented outputs;

Mid-Term review and terminal report of the project;

- (b) **Interviews** (individual or in group) with:
 - UN Environment Task Manager and other relevant staff;
 - UN Environment, Head of Chemicals and Health Branch
 - UN Environment Project Fund Management Officer (FMO);
 - Project management team (WHO);
 - Sub-Programme Coordinator (Chemicals and Waste)
 - Regional Coordinator for Chemicals, Waste and Air Quality, West Asia
 - Regional Scientific and Technical Advisory Committee members
 - National Project Coordinators from the project countries, National Steering Committee members (regional and national), representatives from relevant government ministries
 - Other relevant resource persons.
- (c) **Surveys** (if deemed useful in inception stage)
- (d) **Field visits:** (if deemed useful in inception stage)
- (e) **Other data collection tools**

Evaluation Deliverables and Review Procedures

The evaluation team will prepare:

- i) **Inception Report:** (see Annex 1 for links to all templates, tables and guidance notes) containing an assessment of project design quality, a draft reconstructed Theory of Change of the project, project stakeholder analysis, evaluation framework and a tentative evaluation schedule.
- ii) **Preliminary Findings Note:** typically, in the form of a Powerpoint presentation, the sharing of preliminary findings is intended to support the participation of the project team, act as a means to ensure all information sources have been accessed and provide an opportunity to verify emerging findings.
- iii) **Draft and Final Evaluation Report:** (see links in Annex 1) containing an executive summary that can act as a stand-alone document; detailed analysis of the evaluation findings organised by evaluation criteria and supported with evidence; lessons learned and recommendations and an annotated ratings table.
- iv) **Evaluation Brief:** a 2-page summary of key evaluation findings and lessons learned for wider dissemination through the EOU website.

Review of the draft evaluation report. The evaluation team will submit a **Draft Evaluation report** to the Evaluation Manager and revise the draft in response to their comments and suggestions. Once a draft of adequate quality has been peer-reviewed and accepted, the Evaluation Manager will share the cleared draft report with the Project Manager, who will alert the Evaluation Manager in case the report contains any blatant factual errors. The Evaluation Manager will then forward revised draft report (corrected by the evaluation team where necessary) to other project stakeholders, for their review and comments. Stakeholders may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions as well as providing feedback on the proposed recommendations and lessons. Any

comments or responses to draft reports will be sent to the Evaluation Manager for consolidation. The Evaluation Manager will provide all comments to the evaluation team for consideration in preparing the final report, along with guidance on areas of contradiction or issues requiring an institutional response.

Based on a careful review of the evidence collated by the evaluation consultant and the internal consistency of the report, the Evaluation Manager will provide an assessment of the ratings in the final evaluation report. Where there are differences of opinion between the evaluator and the Evaluation Manager on project ratings, both viewpoints will be clearly presented in the final report. The Evaluation Office ratings will be considered the final ratings for the project.

The Evaluation Manager will prepare a quality assessment of the first and final drafts of the main evaluation report, which acts as a tool for providing structured feedback to the evaluation consultants. The quality of the report will be assessed and rated against the criteria specified in template listed in Annex 1 and this assessment will be appended to the **Final Evaluation Report**.

At the end of the evaluation process, the Evaluation Office will prepare a **Recommendations Implementation Plan** in the format of a table, to be completed and updated at regular intervals by the Task Manager. The Evaluation Office will track compliance against this plan on a six-monthly basis.

The Evaluation Team

For this evaluation process, the evaluation team will consist of a Team Lead and a Supporting Consultant, working under the overall responsibility of the Evaluation Office represented by an Evaluation Manager (Martina Bennett), in consultation with the UN Environment Task Manager (Mr. Kevin Helps), Programme Budget Officer (Ms. Anuradha Shenoy), and the Sub-programme Coordinator of the Chemicals and Waste sub-programme. The evaluation team will liaise with the Evaluation Manager on any procedural and methodological matters related to the evaluation. It is, however, the consultants' individual responsibility to arrange for their visas and immunizations as well as to plan meetings with stakeholders, organize online surveys, obtain documentary evidence and any other logistical matters related to the assignment. The UN Environment Task Manager and project team will, where possible, provide logistical support (introductions, meetings etc.) allowing the consultants to conduct the evaluation as efficiently and independently as possible.

The Team Lead will be hired for over the period June 2019 to February 2020 and should have an advanced degree in environmental sciences, public health or other relevant area; a minimum of 15 years of technical experience including work on POPs, pesticide management and environmental risk assessment; evaluation of large, regional or global programmes preferably by using a Theory of Change approach; a broad understanding of DDT and malaria control; sufficient regional knowledge; excellent communication (including writing) skills in English; a working knowledge of French and/or Arabic is considered an advantage; and if possible, knowledge of the work of UN Environment and/or WHO.

The Supporting Consultant will be hired for 6 months spread over the period August 2019 to January 2020 and should have: an advanced university degree in environmental sciences, public health or other relevant area; a minimum of 10 years of technical experience in integrated vector control and alternatives to DDT; excellent writing skills in English and, where possible, knowledge of the UN system, specifically of the work of UN Environment. Experience in managing partnerships, knowledge management and communication is desirable for all evaluation consultants.

The Team Leader will be responsible, in close consultation with the Evaluation Office of UN Environment, for overall management of the evaluation and timely delivery of its outputs, described above in Section 11 Evaluation Deliverables, above. The Team Lead will ensure that all evaluation criteria and questions

are adequately covered. Detailed guidelines for Consultants can be found on the Evaluation Office website: (<https://www.unenvironment.org/about-un-environment/evaluation>).

The Supporting Consultant will make substantive and high quality contributions to the evaluation process and outputs. Both consultants will ensure together that all evaluation criteria and questions are adequately covered. Detailed roles and responsibilities related to data collection and analysis and reporting will be agreed upon within the Team and specified in the Inception Report.

Specifically, Evaluation Team members will undertake the following:

Team Leader

The Team Leader will be responsible for overall management of the evaluation, in close consultation with the UN Environment Evaluation Office, and timely delivery of its outputs as described in the evaluation terms of reference. (S)He will lead the evaluation design, data collection and analysis, and report-writing with full support and substantive inputs from the Supporting Consultants. More specifically the Team Leader will:

Manage the inception phase of the evaluation, including:

- conduct a preliminary desk review and introductory interviews with project staff;
- draft the reconstructed Theory of Change of the project;
- prepare the evaluation framework;
- develop the desk review and interview protocols;
- draft the survey protocols (partner survey and user survey);
- plan the evaluation schedule;
- distribute tasks and responsibilities among the evaluation team members; and
- prepare, together with the Supporting Consultant, the inception report, including comments received from the Evaluation Office, project team, key partners, donors and Evaluation Reference Group, where appropriate. The Inception Report should be complete and coherent and follow the Evaluation Office guidelines on Content and Structure of the Inception Report (see Evaluation Office of UN Environment website (<https://www.unenvironment.org/about-un-environment/evaluation>)).

Coordination of the data collection and analysis phase of the evaluation, including:

- carry out, in conjunction with the Supporting Consultant and as agreed with the Evaluation Office, field missions for primary data collection;
- conduct further document reviews and in-depth interviews with key stakeholders of the project;
- provide methodological support to the Supporting Consultant regarding information collection, data analysis, surveys etc.;
- regularly monitor progress of the Supporting Consultant in information gathering and analysis; and
- prepare, together with the Supporting Consultant, preliminary findings to support discussion with in-country respondents or the project team and, where appropriate, the Evaluation Reference Group⁶⁵.

Coordination of the reporting phase, including:

⁶⁵ Typically, preliminary findings are expected to be in the form of a PowerPoint which may be presented in country at the end of a field mission or presented to the project team by the evaluation team via Skype. Its purpose is to promote participation by sharing top level findings very shortly after the field mission and to provide a framework for early discussions. Preliminary findings are not intended to become word documents that go through a review loop, unless there is an Evaluation Reference Group or the evaluation is highly strategic/sensitive.

- assign writing responsibilities to the Supporting Consultant(s) for the main report;
- receive and review/edit the first draft of sections written by the Supporting Consultant(s);
- write key sections of the main report, ensuring a complete and coherent report both in substance and style. The main report should follow the Evaluation Office guidelines on Content and Structure of the Main Evaluation Report (see Evaluation Office of UN Environment website (<https://www.unenvironment.org/about-un-environment/evaluation>));
- submit all elements of the main report (i.e. including case studies) to the Evaluation Office for them to circulate for factual feedback and comments;
- respond to consolidated comments received from the Evaluation Office and ensure that comments are taken into account during finalization of the main report; and
- prepare a Response to Comments annex for the main report, listing those comments not accepted by the evaluation team and indicating the reason for their rejection.

Managing internal and external relations of the evaluation team, including:

- maintain a positive relationship with all evaluation stakeholders, ensuring that the evaluation process is as participatory as possible but at the same time maintains its independence;
- avoid and resolve any misunderstandings, tensions and performance issues within the team; and
- communicate in a timely manner with the Evaluation Office on any issues requiring its attention and intervention.

The Team Leader shall have had no prior involvement in the formulation or implementation of the Project and will be independent from the participating institutions.

Supporting Consultant

The Supporting Consultant will be responsible for delivering timely and high-quality contributions to the evaluation process and outputs as described in the evaluation terms of reference under the leadership and supervision of the Team Leader. (S)He will participate actively in evaluation design, document analysis, fieldwork and report-writing. The Supporting Consultant will specifically provide:

Substantive contributions to the inception phase of the evaluation, including:

- conduct a preliminary desk review and introductory interviews with Project staff;
- support the Team Leader in drafting the reconstructed Theory of Change of the programme;
- assist in the preparation of the evaluation framework;
- contribute to the desk review and interview protocols;
- contribute to drafting the survey protocols (partner survey and user survey);
- contribute to sections of the inception report as agreed with the Team Leader; and
- any other tasks during the inception phase as requested by the Team Leader.

Substantive contributions to data collection and analysis, including:

- carry out, under the guidance of the Team Leader, field missions for primary data collection;
- conduct further document reviews and in-depth interviews with key stakeholders of the project as assigned by the Team Leader;
- support the Team Leader with the presentation of preliminary findings; and
- any other tasks related to data collection and analysis as requested by the Team Leader.

Substantive contributions to the main report, including:

- write key sections of the main report, as assigned by the Team Leader, including case studies;
- review/edit sections written by the Team Leader;

- review comments received from the UN Environment Evaluation Office, project team, key partners, donors and Evaluation Reference Group, where appropriate;
- assist the Team Leader with finalizing the main report; and
- any other tasks related to reporting as requested by the Team Leader.

Ensure good team work and external relations, including:

- maintain a positive relationship with evaluation stakeholders, ensuring that the evaluation process is as participatory as possible but at the same time maintains its independence;
- be a team player, avoid and help resolve any misunderstandings, tensions and performance issues within the team; and
- communicate in a timely manner with the Team Leader and/or the Evaluation Office on any issues requiring their attention and/or intervention.

The Supporting Consultant shall have had no prior involvement in the formulation or implementation of the Project and will be independent from the collaborating institutions and other partners of the project.

Schedule of the evaluation

The table below presents the tentative schedule for the evaluation.

Table 3. Tentative schedule for the evaluation(s)

Milestone	Deadline
Inception Meeting (Skype)	06 August 2019
Inception Desk Review	August - September 2019
Inception Report (1 st submission)	September 2019
Inception Report (final submission)	September 2019
Document review, telephone/skype interviews, etc.	October-November 2019
Field Mission (if deemed useful)	October-November 2019
Powerpoint/presentation on preliminary findings and recommendations	November 2019
Draft report to Evaluation Office (peer reviewer)	December 2019
Draft Report shared with UN Environment Task Manager and Project Team	January 2020
Draft Report shared with wider group of stakeholders	January 2020
Final Report	January 2020

Contractual Arrangements

Evaluation Consultants will be selected and recruited by the Evaluation Office of UN Environment under an individual Special Service Agreement (SSA) on a “fees only” basis (see below). By signing the service contract with UN Environment/UNON, the consultant(s) certify that they have not been associated with the design and implementation of the project in any way which may jeopardize their independence and impartiality towards project achievements and project partner performance. In addition, they will not have any future interests (within six months after completion of the contract) with the project’s executing or implementing units. All consultants are required to sign the Code of Conduct Agreement Form.

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

Schedule of Payment for the Team Leader:

Deliverable	Percentage Payment
Approved Inception Report (<i>as per annex document 7</i>)	30%
Approved Draft Main Evaluation Report (<i>as per annex document 13</i>)	30%
Approved Final Main Evaluation Report	40%

Schedule of Payment for the Support Consultant:

Deliverable	Percentage Payment
Approved Inception Report (<i>as per annex document 7</i>)	30%
Approved Draft Main Evaluation Report (<i>as per annex document 13</i>)	30%
Approved Final Main Evaluation Report	40%

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

The consultants may be provided with access to UN Environment’s Programme Information Management System (PIMS) and if such access is granted, the consultants agree not to disclose information from that system to third parties beyond information required for, and included in, the evaluation report.

In case the consultants are not able to provide the deliverables in accordance with these guidelines, and in line with the expected quality standards by the UN Environment Evaluation Office, payment may be withheld at the discretion of the Director of the Evaluation Office until the consultants have improved the deliverables to meet UN Environment’s quality standards.

If the consultants fail to submit a satisfactory final product to UN Environment in a timely manner, i.e. before the end date of their contract, the Evaluation Office reserves the right to employ additional human resources to finalize the report, and to reduce the consultants’ fees by an amount equal to the additional costs borne by the Evaluation Office to bring the report up to standard.

Annex 1: Tools, Templates and Guidance Notes for use in the Evaluation

The tools, templates and guidance notes listed in the table below, and available on the Evaluation Office website (<https://www.unenvironment.org/about-un-environment/evaluation>), are intended to help Evaluation Managers and Evaluation Consultants to produce evaluation products that are consistent with each other and which can be compiled into a biennial Evaluation Synthesis Report. The biennial summary is used to provide an overview of progress to UN Environment and the UN Environmental Assembly. This suite of documents is also intended to make the evaluation process as transparent as possible so that all those involved in the process can participate on an informed basis. It is recognised that the evaluation needs of projects and portfolio vary, and adjustments may be necessary so that the purpose of the evaluation process (broadly, accountability and lesson learning), can be met. Such adjustments should be decided between the Evaluation Manager and the Evaluation Consultant in order to produce evaluation reports that are both useful to project implementers and that produce credible findings.

ADVICE TO CONSULTANTS: As our tools, templates and guidance notes are updated on a continuous basis, kindly download documents from these links during the Inception Phase and use those versions throughout the evaluation.

Document	Name	URL link
1	Evaluation Process Guidelines for Consultants	Link
2	Evaluation Consultants Team Roles (<i>Team Leader and Supporting Consultant</i>)	Link
3	List of documents required in the evaluation process	Link
4	Evaluation Criteria (<i>summary of descriptions, as in these terms of reference</i>)	Link
5	Evaluation Ratings Table (only)	Link
6	Matrix Describing Ratings by Criteria	Link
7	Weighting of Ratings (excel)	Link
8	Project Identification Tables (GEF and non-GEF)	Link
9	Structure and Contents of the Inception Report	Link
10	Template for the Assessment of the Quality of Project Design (Word template)	Link
	Template for the Assessment of the Quality of Project Design (Excel tool)	Link
11	Guidance on Stakeholder Analysis	Link
12	Gender Note for Evaluation Consultants	Link
13	Use of Theory of Change in Project Evaluations	Link
14	Assessment of the Likelihood of Impact Decision Tree (Excel)	Link
15	Possible Evaluation Questions	Link
16	Structure and Contents of the Main Evaluation Report	Link
17	Cover Page, Prelims and Style Sheet for Main Evaluation Report	Link
18	Financial Tables	Link
19	Template for the Assessment of the Quality of the Evaluation Report	Link

ANNEX V. BRIEF CV OF CONSULTANTS

Dr. Nee Sun CHOONG KWET YIVE holds a PhD in Chemistry, obtained from Montpellier University, France. He is currently associate professor at the University of Mauritius where he is lecturing in Physical and Analytical Chemistry at both undergraduate and post graduate levels since more than 20 years.

Dr Choong Kwet Yive was a member (2006 – 2013) of the Toolkit Expert Working Group of the Stockholm Convention. And since 2007, he is a member of the Medical and Chemicals Technical Options Committee of the Montreal Protocol.

He has undertaken numerous consultancy assignments in the context of the Stockholm and Minamata Conventions in more than 30 countries for UN agencies (e.g. UNIDO, UN Environment and UNDP), and these include project development and project evaluation.

Dr. Bart Geert Jan KNOLS holds a PhD in Medical Entomology, obtained jointly from the Wageningen University, Netherlands and the Research Centre and National Institute for Medical Research, Tanzania. He is currently teaching at the following institutions / universities: (1) Royal Tropical Institute (KIT), Amsterdam: since 2010, MSc course in International Public Health, modules Malaria epidemiology and Malaria vector biology/entomology and Control; (2) Wageningen University & Research Centre, Wageningen: since 2011 PhD level courses on 'Science communication' and 'The route from academia to entrepreneurship'; (3) RadboudUMC, Nijmegen: since 2015, MSc level courses on Malaria epidemiology and vector biology/entomology and Control, and Dengue fever/vector biology and control; (4) Radboud University, Nijmegen: since October 2016 the master track 'Science, Management and Innovation; (5) University of Amsterdam & VU University Amsterdam: since 2015 MSc course international public health.

Dr Knols has a vast and extensive work experience on vector borne diseases and as owner of companies: (1) 5.5 yrs Kenya (malaria & trypanosomiasis); (2) 2.5 yrs Zambia (trypanosomiasis); (3) 2.5 yrs Tanzania (malaria), (4) 3 yrs United Nations (IAEA; Austria); (5) 7.5 yrs Wageningen University & Research Centre (Netherlands)(malaria); (6) 2.5 yrs University of Amsterdam (malaria); (7) 11.5 years Director K&S Consulting. (8) 3.5 yrs Co-owner Twiga Ventures Ltd. (Uganda). (9) 6 yrs Co-owner and Director at In2Care BV.

Dr Knols is also the Founder and Editor of MalariaWorld, the global scientific and social network for malaria professionals with more than 9800 members in more than 140 countries.

ANNEX VI. QUALITY ASSESSMENT OF THE EVALUATION REPORT

Evaluand Title:

Demonstration of Sustainable Alternatives to DDT and Strengthening of National Vector Control Capabilities In Middle East and North Africa (MENA)” GEF Project ID: 2546

All UNEP 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.

	UNEP Evaluation Office Comments	Final Report Rating
Substantive Report Quality Criteria		
<p>Quality of the Executive Summary:</p> <p>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.</p>	<p>Final report:</p> <p>Executive Summary reads well – is clear and of appropriate level of detail.</p>	5
<p>I. Introduction</p> <p>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.)</p> <p>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?</p>	<p>Final report:</p> <p>Complete and concise.</p>	4

	UNEP Evaluation Office Comments	Final Report Rating
<p>II. Evaluation Methods</p> <p>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; strategies used to increase stakeholder engagement and consultation; details of how data were verified (e.g. triangulation, review by stakeholders etc.).</p> <p>Methods to ensure that potentially excluded groups (excluded by gender, vulnerability or marginalisation) are reached and their experiences captured effectively, should be made explicit in this section.</p> <p>The methods used to analyse data (e.g. scoring; coding; thematic analysis etc.) should be described.</p> <p>It should also address evaluation limitations such as: low or imbalanced response rates across different groups; gaps in documentation; 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.</p> <p>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. Is there an ethics statement?</p>	<p>Final report:</p> <p>Clear and complete, limitations acknowledged. The limitations meant that more elaborate methods could not be applied.</p>	4
<p>III. The Project</p> <p>This section should include:</p> <ul style="list-style-type: none"> • <i>Context:</i> 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). • <i>Results framework:</i> Summary of the project's results hierarchy as stated in the ProDoc (or as officially revised) • <i>Stakeholders:</i> Description of groups of targeted stakeholders organised according to relevant common characteristics • <i>Project implementation structure and partners:</i> A description of the implementation structure with diagram and a list of key project partners • <i>Changes in design during implementation:</i> Any key events that affected the project's scope or parameters should be described in brief in chronological order • <i>Project financing:</i> Completed tables of: (a) budget at design and expenditure by components (b) planned and actual sources of funding/co-financing 	<p>Final report:</p> <p>Complete and concise section</p>	5

	UNEP Evaluation Office Comments	Final Report Rating
<p>IV. Theory of Change</p> <p>The <i>TOC at Evaluation</i> 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.</p> <p>Where the project results as stated in the project design documents (or formal revisions of the project design) are not an accurate reflection of the project's intentions or do not follow UNEP's definitions of different results levels, project results may need to be re-phrased or reformulated. In such cases, 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 <i>TOC at Evaluation</i>. <i>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'.</i></p>	<p>Final report:</p> <p>All elements covered.</p>	5
<p>V. Key Findings</p> <p>A. Strategic relevance:</p> <p>This section should include an assessment of the project's relevance in relation to UNEP's mandate and its alignment with UNEP's policies and strategies at the time of project approval. An assessment of the complementarity of the project at design (or during inception/mobilisation⁶⁶), 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:</p> <ul style="list-style-type: none"> i. Alignment to the UNEP Medium Term Strategy (MTS) and Programme of Work (POW) ii. Alignment to Donor/GEF Strategic Priorities iii. Relevance to Regional, Sub-regional and National Environmental Priorities iv. Complementarity with Existing Interventions 	<p>Final report:</p> <p>Clear and concise.</p>	5
<p>B. Quality of Project Design</p> <p>To what extent are the strength and weaknesses of the project design effectively <u>summarized</u>?</p>	<p>Final report:</p> <p>Adequate summary</p>	5
<p>C. Nature of the External Context</p> <p>For projects where this is appropriate, key <u>external</u> features of the project's implementing context that limited the project's</p>	<p>Final report:</p> <p>Requirement met</p>	5

⁶⁶ A project's inception or mobilization period is understood as the time between project approval and first disbursement. Complementarity during project implementation is considered under Efficiency, see below.

	UNEP Evaluation Office Comments	Final Report Rating
performance (e.g. conflict, natural disaster, political upheaval ⁶⁷), and how they affected performance, should be described.		
<p>D. Effectiveness</p> <p>(i) Outputs and Project Outcomes: How well does the report present a well-reasoned, complete and evidence-based assessment of the a) availability of outputs, and b) achievement of project outcomes? How convincing is the discussion of attribution and contribution, as well as the constraints to attributing effects to the intervention.</p> <p>The effects of the intervention on differentiated groups, including those with specific needs due to gender, vulnerability or marginalisation, should be discussed explicitly.</p>	<p>Final report:</p> <p>Good section despite limited information. The justification for ratings is laid out and the assessment is transparent and credible. Limited project documentation and responses weaken this section.</p>	4
<p>(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?</p> <p>How well are change processes explained and the roles of key actors, as well as drivers and assumptions, explicitly discussed?</p> <p>Any unintended negative effects of the project should be discussed under Effectiveness, especially negative effects on disadvantaged groups.</p>	<p>Final report:</p> <p>The justification for ratings is laid out and the assessment is transparent and credible.</p>	5
<p>E. Financial Management</p> <p>This section should contain an integrated analysis of all dimensions evaluated under financial management and include a completed 'financial management' table.</p> <p>Consider how well the report addresses the following:</p> <ul style="list-style-type: none"> • <i>Adherence</i> to UNEP's financial policies and procedures • <i>completeness</i> of financial information, including the actual project costs (total and per activity) and actual co-financing used • <i>communication</i> between financial and project management staff 	<p>Final report:</p> <p>Adequate section.</p> <p>(Adherence is a new sub-category so record as not rated)</p>	4

⁶⁷ Note that 'political upheaval' does not include regular national election cycles, but unanticipated unrest or prolonged disruption. The potential delays or changes in political support that are often associated with the regular national election cycle should be part of the project's design and addressed through adaptive management of the project team.

	UNEP Evaluation Office Comments	Final Report Rating
<p>F. Efficiency</p> <p>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:</p> <ul style="list-style-type: none"> • 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 during project implementation 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 UNEP’s environmental footprint. 	<p>Final report:</p> <p>Clear and concise</p>	5
<p>G. Monitoring and Reporting</p> <p>How well does the report assess:</p> <ul style="list-style-type: none"> • Monitoring design and budgeting (<i>including SMART results with measurable indicators, resources for MTE/R etc.</i>) • Monitoring of project implementation (<i>including use of monitoring data for adaptive management</i>) • Project reporting (<i>e.g. PIMS and donor reports</i>) 	<p>Final report:</p> <p>Adequate section.</p>	5
<p>H. Sustainability</p> <p>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 project outcomes including:</p> <ul style="list-style-type: none"> • Socio-political Sustainability • Financial Sustainability • Institutional Sustainability 	<p>Final report:</p> <p>Clear and complete</p>	5
<p>I. Factors Affecting Performance</p> <p>These factors are <u>not</u> discussed in stand-alone sections but are integrated in criteria A-H as appropriate. Note that these are described in the Evaluation Criteria Ratings Matrix. To what extent, and how well, does the evaluation report cover the following cross-cutting themes:</p> <ul style="list-style-type: none"> • Preparation and readiness • Quality of project management and supervision⁶⁸ • Stakeholder participation and co-operation • Responsiveness to human rights and gender equity • Environmental and social safeguards 	<p>Final report:</p> <p>Adequate section.</p>	5

⁶⁸ 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.

	UNEP Evaluation Office Comments	Final Report Rating
<ul style="list-style-type: none"> Country ownership and driven-ness Communication and public awareness 		
<p>VI. Conclusions and Recommendations</p> <p>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. Human rights and gender dimensions of the intervention (e.g. how these dimensions were considered, addressed or impacted on) should be discussed explicitly. Conclusions, as well as lessons and recommendations, should be consistent with the evidence presented in the main body of the report.</p>	<p>Final report:</p> <p>Section complete and strategic questions addressed.</p>	4
<p>ii) Quality and utility of the lessons: Both positive and negative lessons are expected and duplication with recommendations should 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.</p>	<p>Final report:</p> <p>Section complete and now formatted as per requirements.</p>	4
<p>iii) Quality and utility of the recommendations:</p> <p>To what extent are the recommendations proposals for specific action 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.</p> <p>At least one recommendation relating to strengthening the human rights and gender dimensions of UNEP interventions, should be given.</p> <p>Recommendations should represent a measurable performance target in order that the Evaluation Office can monitor and assess compliance with the recommendations.</p>	<p>Final report:</p> <p>Section complete and now formatted as per requirements.</p>	4
<p>VII. Report Structure and Presentation Quality</p>		
<p>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?</p>	<p>Final report:</p> <p>Follows UNEP's Evaluation Office guidelines.</p>	5
<p>ii) Quality of writing and formatting:</p>	<p>Final report:</p>	

	UNEP Evaluation Office Comments	Final Report Rating
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?	Good quality writing and formatting.	6
OVERALL REPORT QUALITY RATING		4.7

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.

At the end of the evaluation, compliance of the evaluation process against the agreed standard procedures is assessed, based on the table below. *All questions with negative compliance must be explained further in the table below.*

Evaluation Process Quality Criteria	Compliance	
	Yes	No
Independence:		
1. Were the Terms of Reference drafted and finalised by the Evaluation Office?	Y	
2. Were possible conflicts of interest of proposed Evaluation Consultant(s) appraised and addressed in the final selection?	Y	
3. Was the final selection of the Evaluation Consultant(s) made by the Evaluation Office?	Y	
4. Was the evaluator contracted directly by the Evaluation Office?	Y	
5. Was the Evaluation Consultant given direct access to identified external stakeholders in order to adequately present and discuss the findings, as appropriate?	Y	
6. Did the Evaluation Consultant raise any concerns about being unable to work freely and without interference or undue pressure from project staff or the Evaluation Office?		N
7. If Yes to Q6: Were these concerns resolved to the mutual satisfaction of both the Evaluation Consultant and the Evaluation Manager?		N/A
Financial Management:		
8. Was the evaluation budget approved at project design available for the evaluation?	Y	
9. Was the final evaluation budget agreed and approved by the Evaluation Office?	Y	
10. Were the agreed evaluation funds readily available to support the payment of the evaluation contract throughout the payment process?	Y	
Timeliness:		
11. If a Terminal Evaluation: Was the evaluation initiated within the period of six months before or after project operational completion? Or, if a Mid Term Evaluation: Was the evaluation initiated within a six-month period prior to the project's mid-point?		N
12. Were all deadlines set in the Terms of Reference respected, as far as unforeseen circumstances allowed?	Y	
13. Was the inception report delivered and reviewed/approved prior to commencing any travel?	Y	
Project's engagement and support:		
14. Did the project team, Sub-Programme Coordinator and identified project stakeholders provide comments on the evaluation Terms of Reference?	Y	
15. Did the project make available all required/requested documents?	Y	
16. Did the project make all financial information (and audit reports if applicable) available in a timely manner and to an acceptable level of completeness?	Y	
17. Was adequate support provided by the project to the evaluator(s) in planning and conducting evaluation missions?	Y	
18. Was close communication between the Evaluation Consultant, Evaluation Office and project team maintained throughout the evaluation?	Y	

Evaluation Process Quality Criteria	Compliance	
19. Were evaluation findings, lessons and recommendations adequately discussed with the project team for ownership to be established?	Y	
20. Did the project team, Sub-Programme Coordinator and any identified project stakeholders provide comments on the draft evaluation report?	Y	
Quality assurance:		
21. Were the evaluation Terms of Reference, including the key evaluation questions, peer-reviewed?	Y	
22. Was the TOC in the inception report peer-reviewed?	Y	
23. Was the quality of the draft/cleared report checked by the Evaluation Manager and Peer Reviewer prior to dissemination to stakeholders for comments?	Y	
24. Did the Evaluation Office complete an assessment of the quality of both the draft and final reports?	Y	
Transparency:		
25. Was the draft evaluation report sent directly by the Evaluation Consultant to the Evaluation Office?	Y	
26. Did the Evaluation Manager disseminate (or authorize dissemination) of the cleared draft report to the project team, Sub-Programme Coordinator and other key internal personnel (including the Reference Group where appropriate) to solicit formal comments?	Y	
27. Did the Evaluation Manager disseminate (or authorize dissemination) appropriate drafts of the report to identified external stakeholders, including key partners and funders, to solicit formal comments?	Y	
28. Were all stakeholder comments to the draft evaluation report sent directly to the Evaluation Office?	Y	
29. Did the Evaluation Consultant(s) respond adequately to all factual corrections and comments?	Y	
30. Did the Evaluation Office share substantive comments and Evaluation Consultant responses with those who commented, as appropriate?	Y	

Provide comments / explanations / mitigating circumstances below for any non-compliant process issues.

<u>Process Criterion Number</u>	<u>Evaluation Office Comments</u>

