Terminal Evaluation of the UNEP/FAO/GEF Mainstreaming Biodiversity Conservation and Sustainable Use for Improved Human Nutrition and Well-being (BFN)
GEF ID: 3808
(2012-2018)

Evaluation Office of the United Nations Environment Programme

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Mainstreaming Biodiversity Conservation and Sustainable Use for Improved Human Nutrition and Well-being (BFN) GEF ID: 3808
(Date: 03/2022)

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ABOUT THE EVALUATION

Joint Evaluation: No

Report Language(s): English.

Evaluation Type: Terminal Evaluation

Brief Description: This report is a Terminal Evaluation of a FAO/UNEP/GEF project implemented between 2012 and 2019.The project's overall development goal was to contribute to the improvement of global knowledge of biodiversity for food and nutrition and thereby enhance the well-being, livelihoods and food security of target beneficiaries in Brazil, Kenya, Sri Lanka and Turkey through the conservation and sustainable use of this biodiversity and the identification of best practices for up-scaling. 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 FAO, UNEP, and the relevant agencies of the project participating countries.

Key words: Biodiversity; Conservation; Food; Nutrition;

Primary data collection period: October 2020 to March 2021

Field mission dates: No field missions carried out due to Covid-19 travel restrictions during the period of the evaluation

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LIST OF ACRONYMS

BFN	Biodiversity for Food and Nutrition
Bioversity	Bioversity International
CBD	Convention on Biological Diversity
CBR	Community biodiversity registers
CCI	Cross-cutting initiative
CFS	Committee on World Food Security
CGIAR	Formerly the Consultative Group on International Agricultural Research
CGRFA	FAO's Commission on Genetic Resources for Food and Agriculture
COP	Conference of the Parties
ET	Evaluation team
EMBRAPA	Brazilian Agricultural Research Corporation
FAO	Food and Agriculture Organization of the United Nations
GEF	Global Environment Facility
GPMU	Global Project Management Unit
INFOODS	International Network of Food Data Systems
ISC	International Steering Committee
KALRO	Kenya Agricultural and Livestock Organization
M&E	Monitoring and Evaluation
MoU	Memorandum of Understanding
MTR	Mid-Term Review
NBSAP	National Biodiversity Strategy and Action Plans
NGO	Non-Governmental Organisation
NRB	Nutrient-rich biodiversity
NSC	National Steering Committee
PFF	Plants for the Future Initiative (Brazil)
ProDoc	Project Document
SBSTA	Subsidiary Body for Scientific and Technological Advice
SDC	Swiss Development and Cooperation
SDG	Sustainable Development Goals
TAC	Technical Advisory Committee
TE	Terminal evaluation
ToC	Theory of Change
ToR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNEP	United Nations Environment Programme
WHO	World Health Organization
WFP	World Food Programme

PROJECT IDENTIFICATION TABLE

Table 1: Project Identification Table

GEF Project ID:	3808		
Implementing Agency:	UNEP (lead) and FAO	**Executing Agency:**	Bioversity International Biodiversity Conservation Department, Biodiversity and Forestry Secretariat, Ministry of Environment, Brazil; Kenya Agricultural and Livestock Research Organization (KALRO); Ministry of Mahaweli Development and Environment through the Department of Agriculture, Sri Lanka; General Directorate of Agricultural Research and Policies, Ministry of Food, Agriculture and Livestock, Ankara, Turkey.
Relevant SDG(s) and indicator(s):			
Sub-programme:	UNEP: Healthy and Productive Ecosystems	**Expected Accomplishment(s):**	UNEP: Contribute to CBD FAO: Contribute to CGRFA and INFOODS
UNEP approval date:	November 2011	**Programme of Work Output(s):**	UNEP: Healthy and productive ecosystems FAO: Biodiversity mainstreamed across agricultural sectors
GEF approval date:	November 2011	**Project type:**	FSP
GEF Operational Programme #:	BD	**Focal Area(s):**	BD1 SO2 To mainstream biodiversity in production landscapes/seascapes and sectors
		GEF Strategic Priority:	SP4: Strengthening the policy and regulatory framework for mainstreaming biodiversity SP5: Fostering markets for biodiversity goods and services respectively

***Expected* start date:**	November 2011	**Actual start date:**	April 2012
***Planned* completion date:**	October 2016	**Actual operational completion date:**	30 September 2018
***Planned* project budget at approval:**	US$35,069,932.20	**Actual total expenditures reported as of** 8 July 2019	US$64,502,651
GEF grant allocation:	US$ 5,517,618	**GEF grant expenditures reported as of 8 July 2019:**	US$ 5,438,115
Project Preparation Grant - GEF financing:	US$ 260,000	**Project Preparation Grant - co-financing:**	US$ 380,000
***Expected* Full-Size Project co-financing:**	US$29,552,314.20	**Secured Full-Size Project co-financing:**	US$ 64,502,652
First disbursement:	18 April 2012	**Planned date of financial closure:**	**Closed**
No. of formal project revisions:	1	**Date of last approved project revision:**	April 2018
No. of Steering Committee meetings:	**7**	**Date of last/next Steering Committee meeting:**	**Last:** **29-30/10/2018** / **Next:** **N/A**
Mid-term Review/ Evaluation *(planned date):*	Nov/Dec 2015	**Mid-term Review/ Evaluation (actual date):**	March 2017
Terminal Evaluation *(planned date):*	September 2019	**Terminal Evaluation (actual date):**	*December 2020*
Coverage - Countries:	Brazil, Kenya, Sri Lanka and Turkey	**Coverage - Region(s):**	Global – multi-country
Dates of previous project phases:	N/A	**Status of future project phases:**	N/A

EXECUTIVE SUMMARY

Project background

1. This document presents the final report for the Terminal Evaluation of the UNEP/FAO/GEF project "Mainstreaming Biodiversity Conservation and Sustainable Use for Improved Human Nutrition and Well-Being" (hereafter called "BFN project").
2. The BFN project is a Global Environmental Facility (GEF) full-sized global multi-country project implemented in four countries: Brazil, Kenya, Sri Lanka and Turkey. The project started in April 2012 and finished in September 2019. The overall project budget was US$ 35,100,000 comprising US$ 5,500,000 from GEF and US$ 29,600,000 co-financing committed at the start of the project, which has increased to US$ 64,500,000 by the end of the project.
3. The project was co-implemented by UNEP and FAO and was executed by Bioversity International.
4. The project sought to address the issue of diminishing local agrobiodiversity by contributing to the improvement of knowledge of biodiversity for food and nutrition and, concurrently, enhancing the well-being, livelihoods and food security of target beneficiaries in the four countries through the conservation and sustainable use of this biodiversity. In parallel, at a larger scale, the project aimed to promote good practices and guidelines for policy making and mainstreaming through the development of a network of national, regional and global partner institutions and experts who could contribute to the up scaling of activities related to biodiversity for food and nutrition worldwide. The Project Document stated that it would have greatest impact through "bringing together the actors and agencies from relevant sectors cutting across agriculture, health and environment, nationally and internationally, and creating suitable spaces for collaboration and integration."[1]
5. The project responded to the Cross-cutting Initiative on Biodiversity for Food and Nutrition of the Convention on Biological Diversity established in 2006 by a decision of the Convention on Biological Diversity's Conference of the Parties. The goal of the Cross-cutting Initiative on Biodiversity for Food and Nutrition was to promote the sustainable use of biodiversity in programmes contributing to food security and improved human nutrition by:
    - Developing and documenting knowledge on the composition and consumption of food genetic resources, as well as the relationship between biodiversity and nutrition;
    - Integrating biodiversity, food and nutrition issues into research and policy;
    - Conserving and promoting wider use of biodiversity for food and nutrition;
    - Increase public awareness of the importance of biodiversity.
6. The project was designed to address these aims such that its three components map directly onto them, namely:
    - Knowledge base (aim 1);
    - Policy and regulatory framework (aim 2);

[1] ProDoc p. 12

- Increased awareness and out scaling (a combination of aim 3 and 4).

The project was also designed to be relevant to the Convention on Biological Diversity's Strategic Plan for Biodiversity 2011-2020 and the related Aichi Biodiversity Targets.[2]

7. Four countries – Brazil, Kenya, Sri Lanka and Turkey – recognized as hotspots of biodiversity, were selected for this global multi-country project. These four countries are home to a vast array of agricultural biodiversity (agrobiodiversity), which are scarcely explored, appreciated or conserved. The nutritional potential of many of these plants and animals remains untapped, yet many of these species are rapidly disappearing due to environmental pressure or even lack of use.

This evaluation

8. This evaluation was carried out using UNEP Evaluation guidelines. It was undertaken to assess project performance in terms of: strategic relevance; quality of project design; nature of the external context; effectiveness; financial management; efficiency; monitoring and reporting; sustainability; factors affecting performance and cross-cutting issues; and, answers to key strategic questions identified by UNEP.
9. The evaluation took place between June 2020 and December 2021. It involved no field trips because of Covid-19 travel restrictions in place during most of the time.
10. The evaluation was guided in particular by a theory of change that the evaluation team developed during the inception phase, reconstructed from the project's results framework in the ProDoc, showing graphically what the project had set out to achieve. The ET also developed a matrix of evaluation questions during the inception phase, together with judgement criteria, and methods of analysis, to be used to answer them.
11. The main limitation was that the evaluators were not able to visit any of the four project countries because of Covid 19 travel restrictions in place during the period of the evaluation. The evaluation team compensated by making a special effort to identify and interview field-level staff and participants involved but inevitably were unable to gain the same grounded sense of project outcomes that is only possible from field visits. A second limitation was that it proved hard to interview participants from Sri Lanka.

Findings

12. The project findings relating to the evaluation questions and ratings are reported in Table 10 and summarized below.

Table 2: Summary of project ratings

Strategic relevance	Highly Satisfactory
Quality of project design	Satisfactory
Nature of external context	Moderately Favourable
Effectiveness	Satisfactory

[2] https://www.cbd.int/kb/record/decision/12268

Financial management	Satisfactory
Efficiency	Satisfactory
Monitoring and reporting	Moderately satisfactory
Sustainability	Moderately likely
Factors affecting performance	Satisfactory
Overall	**Satisfactory**

Answers to key strategic questions

13. The ET addressed six strategic questions of interest to UNEP and FAO.

How can the project results be used to influence future UNEP work on food systems transformation?

14. The relevance of the project to UNEP future work is through the Convention on Biological Diversity to which UNEP provides the secretariat. The way in which the project contributed to the Convention on Biological Diversity, and UNEP more broadly, are explained in paras 90 to 93 and in para 107. Project results can be used to continue to support achievement of the Aichi Biodiversity Targets and also to influence the Post-2020 Bioversity Framework being developed by Convention on Biological Diversity.[3]

How can the results of the project be used to upscale the use of agrobiodiversity in the health and nutrition sectors?

15. The way in which project results can be used to upscale the use of agrobiodiversity in the health and nutrition sectors is outlined in the project theory of change (**Figure 1**), which the evaluation team largely validated. Table 8, and the section on Effectiveness more generally, identify gaps in the theory of change and further work required to fill them. Conclusion 9 is that there is a strong case for the project to continue into a second phase, so as to help ensure the gaps are addressed.

To what extent was mainstreaming of BFN successful in the project countries? What factors enhanced/limited the project's mainstreaming achievements?

16. Mainstreaming of BFN was most successful in Brazil, followed by Kenya, Turkey and Sri Lanka. Brazil was able to show what is possible when a project is embedded in, and useful to, a larger, well established government program (see para 140). Brazil departed from the intended project approach to work nationally from the outset. This decision enhanced the mainstreaming success. Mainstreaming could have been more effective with greater involvement of UNEP and FAO country offices (see para 115)

To what extent did the multi-sectoral engagement at Ministry level in the project countries enhance the delivery of outputs and uptake of BFN? What were the lessons learned that could be used for better stakeholder engagement going forward?

17. Project engagement is described in the section on 'Stakeholders' participation and cooperation,' in particular in para 195. Ministry-level engagement was particularly

[3] https://www.cbd.int/conferences/post2020

strong in Brazil, which took a national-level approach, see para 225 above. A lesson going forward is to involve the country offices of the implementing agencies in ministerial engagement in particular. A second, is to embed work in existing, relevant and well-supported initiatives and then help achieve their goals.

To what extent was the United Nations Development Assistance Framework mechanism (UNDAF) used to improve cross-sector uptake of the project outcomes and results as well as global environmental benefits?

18. The UNDAF mechanism was not used according to the GEF Final Project Report. The Report said that "At the outset of the project, linkages were identified with Brazil UNDAF (2007-2011), Outcome area 1.2; Kenya UNDAF (2009-2013) – Priority Area 3; Sri Lanka UNDAF (2008-2012) – Outputs 1.3 (Food Security), 1.5 (Sustainable Natural Resources Management), 2.2 (Health and Nutrition) and 4.5; and Turkey UNDAF (2011-2015) – Result 3: Strengthened policy formulation and implementation capacity for the protection of the environment and cultural heritage."[4]
19. The Final Project Report went on to say that there was "that no evidence that effective sharing of information and coordination between project countries and relevant country UNDAF programmes occurred."

To what extent, and with what success, were the recommendations from the mid-term assessment taken up in the latter part of the project's implementation?

20. The mid-term review provided a series of recommendations, summarized as follows:
    - Negotiate a no-cost extension;
    - Strengthen activities aimed at stimulating public awareness and enlarge the target audience. In this regard, the mid-term evaluation advised to seek the engagement of a communication specialist;
    - Conduct end-of project assessment/impact analysis and in-depth studies into impact assessment;
    - Assess the balance/imbalance between supply and demand for BFN-related outputs;
    - Linking farmers to institutional markets, in particular school-feeding programmes and replicate the Farmer Business School Model.
21. Only the first of the points listed above was fully achieved. While the BFN project managed to conduct a remarkable amount of public awareness initiatives, it is also considered that much more could have been achieved in this regard by a project like the BFN. Regrettably, contrary to recommendations, the communication specialist was not engaged. No impact analysis was conducted and only some limited attempt was conducted to assess the balance between supply and demand for BFN outputs. Although the BFN managed to stimulate the replication of the Farmer Business School Model, it is felt that the project could have achieved more on linking farmers to institutional markets.

[4] GCP GLO 805 GFF Terminal Report final version.doc, p 9

Conclusions

22. Conclusion 1: The project was highly relevant as a result of its process of formation.
23. Conclusion 2: Quality of project design was good overall, however, in hindsight greater provision should have been made to involve the implementing agencies at country-level.
24. Conclusion 3: The external context affected the project in two major ways -- through change in levels of political support and the structural difficulties that UN agencies and the CGIAR have in sustaining integrated cross-cutting initiatives.
25. Conclusion 4: The project was judged as successful by the ET and nearly all interviewees, despite some gaps in the achievement of outcomes.
26. Conclusion 5: The project had more success at mainstreaming BFN at country-level than at global-level.
27. Conclusion 6: Project financial management was appropriate and in line with UNEP and FAO's financial policies and procedures.
28. Conclusion 7: The project set-up and intervention strategy allowed to achieve a remarkable level of efficiency.
29. Conclusion 8: The project managed to set-up a strong M&E system, despite a few limitations.
30. Conclusion 9: There was a strong case to continue the project after GEF funding finished. There are four possible reasons why the project did not continue.
31. Conclusion 10: The project did not specifically address issues relating to human rights, gender and indigenous people and local communities. Nevertheless, the project generated outcomes beneficial to all three areas.

Lessons Learned

32. Lesson Learned #1: In line with published findings elsewhere (see para 184) large, hierarchical organizations face structural difficulties implementing and sustaining cross-cutting initiatives that work in partnership on nuanced and inter-related issues such as biodiversity, food and nutrition.
33. Lesson Learned #2: Implementing successful country-level interventions, judged by output and strength of country teams, does not guarantee a needed second phase if ownership is not equally shared among implementing and executing organizations operating at global level.
34. Lesson Learned #3: Supporting ongoing initiatives may well yield more counterpart funding and results than working in project-designated pilot sites. However, doing so may require the project team to live through a period of uncertainty while it becomes clear how the project can make the most impactful contributions. For this to be successful, as it was in the case of Brazil, project leadership needs to recognize and support teams going through this period.

Recommendations

35. Recommendation 1: That the BFN Project is funded for a second phase to allow for further development and mainstreaming of the BFN approach to working on tackling issues relating to biodiversity, food and nutrition that brings together the UN Agencies and independent bodies with responsibilities in the three domains in

country, i.e., UNEP, FAO, WHO, CBD, CGRFA and Bioversity, such that country initiatives are integrated and synergistic.

36. Recommendation 2: That the GEF project funding mechanism be adapted to make it better at supporting cross-cutting initiatives in which the executing and implementing agencies need to collaborate and work well together in support of adaptive programming.
37. Recommendation 3: That future FAO and UNEP projects that seek to address nexus of issues by breaking down institutional silos take into account lessons learned as to why such projects tend to fail.

I. INTRODUCTION

38. This document presents the final report for the Terminal Evaluation (TE) of the UNEP/FAO/GEF project "Mainstreaming Biodiversity Conservation and Sustainable Use for Improved Human Nutrition and Well-Being" (hereafter called "BFN project").

39. The BFN project is a Global Environmental Facility (GEF) full-sized global multi-country project implemented in four countries: Brazil, Kenya, Sri Lanka and Turkey. The project started in April 2012 and reached operational completion in September 2019. The overall project budget was US$ 35,069,932 comprising US$ 5,517,618 from GEF and US$ 29,552,314 co-financing committed at the start of the project, which has increased to US$ 64,502,651 by the end of the project.

40. A Mid-term Review (MTR) was conducted in March 2017. With UNEP as the leading implementing agency and in line with the UNEP Evaluation Policy and the UNEP Programme Manual, the Terminal Evaluation is undertaken at completion of the project to assess project performance and determine project outcomes and impacts. 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 UNEP, FAO, Bioversity International, Governments of Brazil, Kenya, Sri Lanka and Turkey; The World Vegetable Centre, Crops for the Future, Earth Institute at Columbia University, World Agroforestry Centre, and World Food Programme (WFP).

41. A set of interrelated factors – such as globalisation, population growth and urbanization, among others – are contributing to change patterns of food production and consumption that affect ecosystems and human diets. The Food and Agriculture Organization of the United Nations (FAO) estimated in 1997 that 80% of the world's total dietary intake is obtained from 12 species, despite the availability of 30,000 edible plants (ProDoc, 2011).[5] Biodiversity is often undervalued in terms of its contribution to food security and nutrition, while instead biodiversity with high nutritional significance covers a vast array of cultivated and wild species that, if made available and utilized effectively, can contribute significantly to the dietary diversity, livelihoods and well-being of a large number of people in both developing and developed countries.

42. Four countries – Brazil, Kenya, Sri Lanka and Turkey – recognized as hotspots of biodiversity, were selected for this global multi-country project. These four countries are home to a vast array of agricultural biodiversity (agrobiodiversity), which are scarcely explored, appreciated or conserved. The nutritional potential of many of these plants and animals remains untapped, yet many of these species are rapidly disappearing due to environmental pressure or even lack of use. The BFN project sought to address the issue of diminishing local agrobiodiversity by contributing to the improvement of knowledge of biodiversity for food and nutrition and, concurrently, enhancing the well-being, livelihoods and food security of target beneficiaries in the four countries through the conservation and sustainable use of this biodiversity. In parallel, at a larger scale, the project aimed to promote good practices and guidelines for policy making and mainstreaming through the development of a network of national, regional and global partner institutions and

[5] 09-22-11 Project document PAD-1.pdf

experts who could contribute to the up scaling of activities related to biodiversity for food and nutrition worldwide.

43. Mainstreaming within the context of the project has been taken to mean that agrobiodiversity is considered as a matter of course in food, nutrition and health policy and programs at global and national scale, as well as to mean the adoption and use of an integrated approach to working on agrobiodiversity that brings in food, nutrition and health dimensions.

44. UNEP and FAO served as the GEF Co-implementing Agencies. Bioversity International was the Global Project Executing Agency and at national level the project was executed by governmental institutions. In terms of executing arrangements, as detailed in the ProDoc (2011):

    - As the lead Implementing Agency, UNEP provided overall coordination of the activities of national and international partners, technical and scientific expertise and enhancement of regional and international co-operation, transfer of financial resources, approval of expenditures on activities, monitoring and evaluation of execution and output performance in consultation with national executing agencies.
    - FAO provided supervision and guidance services and oversaw project implementation in accordance with the project documents and approved work plans and budgets in consultation with UNEP and the International Project Steering Committee, reported on progress to the GEF Secretariat and GEF Evaluation Office, provided financial reports to the GEF Trustee and, collaborated with UNEP on the project evaluations (Mid-Term Review and Terminal Evaluation).
    - Bioversity International was the Global Project Executing Agency, responsible for the coordination and execution of the project as per the approved results framework.

45. Being a global multi-country project with two implementing agencies and one executing agency, the project required major coordination efforts, which was ensured by a series of project units: the Global Project Management Unit (GPMU); the International Steering Committee (ISC); the Technical Advisory Committee (TAC); a set of National Steering Committees (NSC); and, ad-hoc national thematic committees.

II. EVALUATION METHODS

46. The evaluation was driven by an evaluation matrix developed and agreed with key stakeholders during the evaluation inception phase. The matrix was based on the evaluation questions provided in the terms of reference for the evaluation,[6] under nine criteria against which evaluation findings are reported. The TOR also identified five key strategic questions of interest to the implementing agencies – UNEP and FAO. These are included as sub-questions under the main evaluation questions relating to the nine criteria.

47. The second column of the evaluation matrix listed the indicators that the evaluation team used to answer the evaluation questions. The third column described the means of verification – in other words, how judgement was arrived at depending on progress made against the indicators.

48. The TE involved the following phases

- Inception: the writing, internal (FAO, Bioversity and UNEP) review and agreement of an inception report based on initial desk review and scoping interviews with key protagonists from the implementing and executing organizations. The inception report included a stakeholder analysis, assessment of project design quality, a reconstructed theory of change (ToC) at evaluation inception for the project and an evaluation matrix of evaluation questions together with judgement criteria and methods of analysis to be used to answer them. The reconstructed ToC (see Figure 2) was based heavily on the project's results framework, that appeared first in the ProDoc, and remained largely the same during project implementation.
- Data collection:
    - Full desk review of relevant background documentation including project design documents, project reports, project outputs, the mid-term review and management response to it, reviews of similar projects and on-line blogs and articles;
    - In-depth semi-structured interviews with key institutional stakeholders guided by questions from the evaluation matrix;
    - Use of ad-hoc context- and intervention specific questions for interviews with stakeholders at local level;
    - Selection of, and intensive follow-up to, interview key stakeholders from all four countries so as to ensure their engagement in the evaluation; particularly of Quilombo participants as representatives of the one indigenous people / local community included in the project.
    - Ensuring an audit trail and at the same time anonymity by referencing an anonymized list of interviewees.
- Limitations:
    - The main limitation was that the evaluators were not able to visit any of the four project countries because of Covid 19 travel restrictions in place during the whole period of the evaluation. The ET compensated by making a special effort to identify and interview field-level staff and participants involved but inevitably were unable to gain the same

[6] TOR_TE_GEF_BFN-20200520.pdf p. 7-14

grounded sense of project outcomes that is only possible from field visits. A second limitation was that it proved hard to interview participants from Sri Lanka.

- Analysis: The data collected was used to answer the evaluation questions, following the annotated report template provided in the ToR for the evaluation.[7] The ET analyzed if, how and to what extent the drivers identified in the ToC at evaluation were manifest and the assumptions held true. These findings were used when considering project effectiveness and sustainability. Analytical methods used were those agreed during the inception phase, derived from outcome harvesting[8] and process tracing.[9] These included the development and use of timelines of events and processes identified during data collection that had contributed to achieved project outcomes. The timelines helped with integrating, triangulating and making sense of the data gathered. The evaluation team also paid particular attention to make explicit and test the causal assumptions in the project theory of change.
- Performance Ratings: The Evaluation Team was guided by the UNEP Evaluation Office Criteria Ratings Matrix which provides a description of key features for each of the nine evaluation criteria[10] at each of the six points along the assessment scale (Highly Unsatisfactory; Unsatisfactory; Moderately Unsatisfactory; Moderately Satisfactory; Satisfactory and Highly Satisfactory). The determination of the overall project performance rating is supported by the UNEP Evaluation Office Weighted Ratings Table, which puts the emphasis on Achievement of Outcomes and Sustainability.
- Report writing and review: Writing of the draft evaluation report and subsequent modifications based on a) a peer review managed by the UNEP Evaluation Office and b) fact-checking and feedback from the project team and the wider group of stakeholders/respondents.

49. The evaluation had 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 UNEP, FAO, Bioversity International, Governments of Brazil, Kenya, Sri Lanka, Turkey, World Vegetable Centre, Crops for the Future, Earth Institute at Columbia University, World Agroforestry Centre and World Food Programme (WFP).[11]
50. To help achieve both purposes, the evaluation focused on understanding if and how the project contributed to its main achieved outcomes. In this regard, the evaluation team developed a timeline charting the progress towards project outcomes in terms of key events and processes thought to have led to them. The

[7] TOR_TE_GEF_BFN-20200520.pdf
[8] See Wilson-Grau, R. (2018). Outcome harvesting: Principles, steps, and evaluation applications. IAP.
[9] See Collier, D. (2011). Understanding process tracing. PS: Political Science & Politics, 44(4), 823–830. Retrieved from http://polisci.berkeley.edu/sites/default/files/people/u3827/Understanding Process Tracing.pdf
[10] Strategic Relevance; Effectiveness (including sub-categories of availability of outputs; achievement of outcomes and likelihood of impact); Efficiency and Sustainability as well as Quality of Project Design; Nature of External Context; Financial Management; Monitoring and Reporting and Factors Affecting Performance (including human rights and gender, safeguards, country ownership etc)
[11] TOR_TE_GEF_BFN-20200520.pdf, p. 6

timeline was a way of integrating, triangulating and making sense of the information provided in the in-depth interviews and gleaned from the desk review. The timeline was used to help validate the reconstructed theory of change, which in turn was used to help answer the evaluation questions. Overall, the evaluators used a naturalistic / quasi-judicial approach in which they endeavoured to build a credible case for the outcomes claimed by the project through unearthing and scrutinizing evidence.[12] This approach also draws from outcome harvesting[13] and contribution analysis.[14]

51. The evaluation team was not be able to travel to visit the project countries and sites due to Covid 19 restrictions. The ET made a particular effort to speak to local-level project participants and in the four countries through video calls. This proved possible in Brazil and Kenya, see the list of interviewees provided in Annex II.

[12] Page 10 of Gillham, B. (2000). Case study research methods. Bloomsbury Publishing
[13] See Paz and Douthwaite (2017) and the idea of working backwards from an outcome to identify its causes, as well as the idea of that outcomes emerge over time from outcome trajectories. Outcome trajectories are the pattern of interactions and causal links between actors, technologies and institutions that maintain and scale a coherent set of outcomes over time.
[14] See Mayne (2012) and the idea of outcomes being generated by causal packages. Project contributions are generally necessary but not sufficient.

III. THE PROJECT

A. Context

52. An enormous array of biological diversity exists within the four countries where the BFN project was implemented, including many endemic plant species of potentially high value from a nutritional and livelihoods perspective. However, the use of these indigenous genetic resources is still scarcely appreciated, despite their potential contribution to food security and nutrition. In addition, this biological diversity is increasingly exposed to threats, including unsustainable harvesting, land degradation, urbanization, changes in land use, drought and floods.

53. When the project started in 2012, the implementing countries Brazil, Kenya, Sri Lanka and Turkey had National Biodiversity Strategy and Action Plans (NBSAP) in place and had already undertaken activities in areas closely related to the BFN project. Also, they had been vocal in national, regional and global fora that drew attention to the importance of biodiversity for food and nutrition. For instance, in 2008 all four countries had actively supported the establishment of the Cross-cutting Initiative on Biodiversity for Food and Nutrition of the Convention on Biological Diversity (CBD). Nevertheless, while Brazil had established a globally recognized cross-sectoral institutional platform for dealing with the complexity of food security, the other three countries had only rudimentary policy frameworks covering biodiversity, nutrition and food security.

54. Overall, the external context was relatively favourable to project implementation. However, all four countries experienced political instability and change during the lifespan of the project, in particular Brazil and Turkey, leading to changes in personnel and budget priorities. This is explored in greater detail under the section on socio-sustainability.

B. Results framework

55. According to the ProDoc, the project objective was to mainstream conservation and sustainable management and use of agrobiodiversity into project country and global strategies and programmes so as to contribute to the goal of well-being, livelihoods and food security of target beneficiaries. A multi-country project was considered necessary to promote exchange, sharing and learning between countries and to bring outcomes and experiences to a much wider international arena for greater impact. The project sought to achieve its objectives through implementation of three components: building a knowledge base (Component 1); influencing policy and regulatory frameworks (Component 2); and generating awareness and outscaling (Component 3).[15] Each component undertook a number of activities so as to achieve an intended outcome. The mapping of activities onto intended outcomes is shown in the reconstructed ToC (Figure 2) that the ET developed during the evaluation inception phase, based on the project results framework. The results framework can be understood as the boxes and arrows in Figure 2 that go as far as the Project objective, while the ToC takes in the whole diagram together with the articulation of the drivers[16] and assumptions that the

[15] ProDoc p. 3

[16] Drivers are a statement of the project outputs, of which there are 11, and the change they are expected to make.

arrows represent, see Table 6. The ToC describes how the Project objective was expected to contribute to the project goal through three higher level outcomes, called intermediate states.

56. The project had two other components: project management (component 4) and monitoring and evaluation (component 5). According to the ProDoc, the purpose of component 4 was to ensure "effective cooperation to achieve project outputs in accordance with established standards of project management and implementation and active participation of key stakeholders in project activities at national and global levels."[17]

57. The purpose of the monitoring and evaluation component (5) was to ensure "project outputs achieved in accordance with established standards of monitoring, and evaluation at national and global levels. The distribution of the GEF budget across the components was 38%, 18%, 27%, 10% and 7% respectively.

C. Stakeholders[18]

58. The multiple stakeholder participatory approach adopted in the four countries is considered a key element of the successful implementation of the project, particularly in view of the global multi-country nature of the intervention.

High power / high interest over the project

59. UNEP and the FAO were the GEF Co-Implementing Agencies, responsible for the overall project supervision.

60. Bioversity International was the Global Project Executing Agency and, as such, it was responsible for the overall coordination and execution of the project.

61. The International Steering Committee (ISC) was responsible for taking policy decisions about the implementation of the project.

62. At the national level the project was executed by National Ministries and/or their Agencies, which played a critical role in creating a favourable environment. The lead implementing ministries and organizations in the four countries were the following:

* Biodiversity Conservation Department, Biodiversity and Forestry Secretariat, Ministry of Environment, Brazil;

* Kenya Agricultural and Livestock Research Organization (KALRO);

* Ministry of Mahaweli Development and Environment through the Department of Agriculture, Sri Lanka;

* General Directorate of Agricultural Research and Policies, Ministry of Food, Agriculture and Livestock, Ankara, Turkey.

[17] ProDoc Annex 1 p.5

[18] Evaluation Office of UNEP identifies stakeholders broadly as all those who are affected by, or who could affect (positively or negatively) the project's results. At a disaggregated level key groups should be identified, such as: implementing partners; government officials and duty bearers (e.g., national focal points, coordinators); civil society leaders (e.g., associations and networks) and beneficiaries (e.g., households, tradespeople, disadvantaged groups, members of civil society etc). UNEP recognizes the nine major groups as defined in Agenda 21: Business and Industries, Children & Youth, Farmers, Indigenous People and their Communities, Local Authorities, NGO's, the Scientific & Technological Community, Women, Workers and Trade Unions.

63. National Steering Committees (NSC) were established in the participating countries, formed by representatives of major partners actively involved in the activities of the project. The NSCs were instrumental in engaging stakeholders and supporting partnership development.

High power / low interest over the project

64. The Convention on Biological Diversity's Cross-Cutting Initiative on Biodiversity for Food and Nutrition (CBD) played an active advisory role.

Low power / high interest over the project

65. Local and indigenous communities played a minor role in project design through preliminary consultations; nevertheless, they contributed critical knowledge on which the project was focused.

66. National and international research institutions provided technical support to project activities: Brazilian Agricultural Research Corporation (EMBRAPA); Federal University of Ceará; State University of Ceará; Federal University of Goiás; Federal University of Rio Grande do Sul; Federal University of São Paulo; Mackenzie University; National Institute of Amazonian Research; São Paulo State University Federal University of Pará; Federal University of Santa Catarina; Federal University of Paraná; Kenyatta University; Kisii University; Mundika High School; National Museums of Kenya; Kenya Medical Research Institute; Bandaranayake Memorial Ayurvedic Research Institute; University of Peradeniya; University of Ruhuna; Wayamba University; West Mediterranean Agricultural Research Institute; Field Cops Central Research Institute; Central Research Institute of Food and Feed Control; The World Agroforestry Centre; The World Vegetable Centre; Earth Institute, Columbia University; Crops for the Future; International Potato Center; Agriculture for Nutrition and Health.

67. The World Food Programme played their part in the project, although their engagement was below initial expectations due to budget constraints.

68. NGOs and civil society were instrumental in promoting the involvement of local communities. The following NGOs and other partners were involved:

* Brazil: Brazilian Biodiversity Fund;

* Kenya: National Museums of Kenya, Rural Outreach Programme;

* Sri Lanka: Biodiversity Secretariat, Green Movement Sri Lanka, Community Development Centre, Saaraketha Lanka Pvt. Ltd., Sewalanka Foundation Agriculture Project;

* Turkey: Turkish Association for the Conservation of Nature and Natural Resources, Union of Turkish Chambers of Agriculture, Association of Turkish Dieticians, Istanbul Commodity Exchange.

D. Project implementation structure and partners[19]

69. The two GEF Co-Implementing Agencies were responsible for the overall project supervision to ensure consistency with GEF and UNEP and FAO policies and

[19] This section draws heavily on Hunter, D., Borelli, T. and Gee, E. (2020). Biodiversity, Food and Nutrition: A New Agenda for Sustainable Food Systems. Routledge, Abingdon p 122 - 124

procedures and to provide guidance on linkages with related UNEP, FAO and GEF-funded activities.

70. As Global Project Executing Agency, Bioversity International established a Global Project Management Unit (GPMU). The unit was composed by a Global Project Coordinator and a Scientific Programme Assistant and was hosted at Bioversity International headquarters.

71. The ISC was responsible for taking policy decisions about the project implementation strategy. It was composed of representatives from: a) both Implementing Agencies, b) the Global Executing Agency, and c) the National Executing Agency from each of the four countries. The ISC met once a year, hosted in turn by each project country.

72. At the country level the project implementation was led and coordinated by a National Project Management Unit (NPMU). The NPMU served as the critical link between the project pilot sites and district and national committees and the GPMU to ensure that lessons learned were shared among national committees and between countries. Of the four countries, only Brazil's NPMU was hosted by the Ministry of Environment. In the other three countries the NPMU was hosted by the Agricultural sector. The lead implementing ministries and organizations in the four countries were the following:

* Biodiversity Conservation Department, Biodiversity and Forestry Secretariat, Ministry of Environment, Brazil;

* Kenya Agricultural and Livestock Research Organization (KALRO);

* Ministry of Mahaweli Development and Environment through the Department of Agriculture, Sri Lanka;

* General Directorate of Agricultural Research and Policies, Ministry of Food, Agriculture and Livestock, Ankara, Turkey.

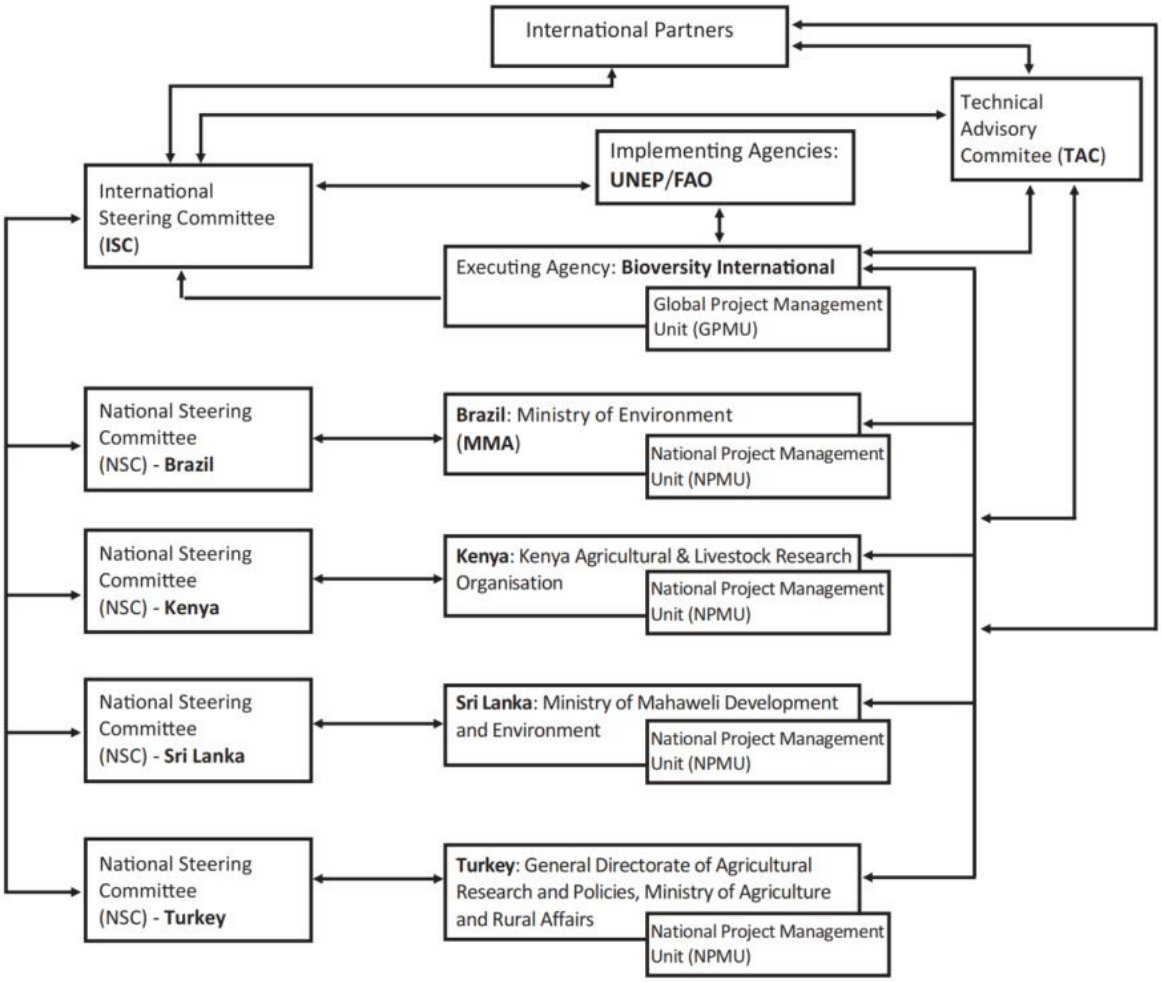
73. Each country, guided by the NPMU, established a NSC. Each NSC consisted of representatives of major partners involved in project activities – e.g., representatives from Government agencies, private institutions, local institutions, NGOs, civil society organizations, and academia depending on the country's focus.

74. A remarkable network of research institutions were involved in the project, such as among others: Brazilian Agricultural Research Corporation (EMBRAPA); Federal University of Ceará; State University of Ceará; Federal University of Goiás; Federal University of Rio Grande do Sul; Federal University of São Paulo; Mackenzie University; National Institute of Amazonian Research; São Paulo State University (USP); Federal University of Pará; Federal University of Santa Catarina; Federal University of Paraná; Kenyatta University; Kisii University; Mundika High School; National Museums of Kenya; Kenya Medical Research Institute; Bandaranayake Memorial Ayurvedic Research Institute; University of Peradeniya; University of Ruhuna; Wayamba University; West Mediterranean Agricultural Research Institute; Field Cops Central Research Institute; Central Research Institute of Food and Feed Control; The World Agroforestry Centre; The World Vegetable Centre; Earth Institute, Columbia University; Crops for the Future; International Potato Center; CGIAR Research Program on Agriculture for Nutrition and Health.

75. The Technical Advisory Committee (TAC) played an advisory role at global level. It involved processes and initiatives such as the CBD, FAO, FAO's Commission on Genetic Resources for Food and Agriculture (CGRFA), Committee on World Food

Security (CFS), Scaling Up Nutrition (SUN) and the United Nations System Standing Committee on Nutrition (UNSCN).

Figure 1: Organigram of the Project with key project stakeholders



Source: Hunter et al., 2020

E. Changes in design during implementation

76. Since the early conception of the BFN project, it was not expected that the same set of activities would be implemented in each of the four countries of project implementation. In particular, the consideration that national initiatives and programmes relevant to BFN were existing and operational in Brazil before the launch of the BFN project led Brazil to select to implement the project at federal level only. As a consequence, the following activity was not applicable:

    i. Activity 3.1.6 Plan and implement best practices in selected sites

77. As a consequence of budget constraints due to the low GEF allocation committed by Kenya, activities in Kenya were prioritized and scaled down. The project was re-focused on one pilot site and the following activities were not carried out:

    i. Activity 1.2.5 Design appropriate database for associated indigenous knowledge of local foods and sustainable use practices for agrobiodiversity

ii. Activity 1.3.3 Identify food consumption surveys and methods used or to be used in each country

iii. Activity 1.3.4 Adapt Dietary Diversity methodology and/or other methods aimed at collecting intake data on consumption of foods from agrobiodiversity

iv. Activity 1.3.5 Evaluate trend of the Nutrition Indicator for Biodiversity on food consumption and composition between the beginning and the end of the project

v. Activity 3.4.1 Prepare guidelines for improved use, processing, food safety, packaging, quality control, marketing, certification (fair-trade, eco-labelling), promotion

78. A series of delays were experienced at the beginning of the project, such as the two-year gap between when the project was designed to its commencement, delays in finalizing and signing the grant agreement between FAO and BI, delays at national level in setting up the necessary management arrangements, delays in formally appointing NPCs and changes to NPCs in Kenya and Turkey. Delays were experienced also with the implementation of biodiversity indicators and of nutritional analysis.

79. The delays faced during project implementation led to two no-cost extensions (approved respectively in September 2017 and April 2019) and to changes in the logical framework and workplan. As recognized through the MTR, changes in the logical framework and workplan were made to improve implementation and activities removed were very generally covered by other activities. Nevertheless, the MTR also remarked that it would have been useful to retain Activities 3.2.6 and 3.3.7 which focused on monitoring and evaluating the capacity building plan and the national campaign strategy to improve the impact assessment component of and potential lessons learnt for the project. This consideration is acknowledged by the Final Project Report.

80. The MTR provided the project with 28 recommendations, 11 at global level and 19 split between the four countries. This is a lot of recommendations, and the ET judges that the project did well to respond fully to 18, partially to 7 and to decline 3.

81. The major recommendations provided by the MTR can be grouped and summarised as follows: a) raise the effectiveness of capacity building and of impact analysis; b) improve communication; c) strengthen supply-vs-demand analysis, particularly in support of linking farmers to institutional markets. The longer-term recommendations could not be addressed at the level of the BFN project. A few other recommendations, although motivated by good intentions, could not be adopted by the BFN management because they were outside the scope of the approved GEF project. This is the case of the recommendation to repeat some aspects of the baseline assessment through some follow-up surveys to collect and analyse detailed nutrition and health data. It is clear that any impact of the project activities on health and nutrition cannot be captured in the short term, and it is clear as well that the GEF projects do not provide budget for activities after the project closure. Likewise, it is understandable how the MTR recommendation to use the BFN to highlight the link between climate change mitigation has been rejected by BFN management because it was outside of the project scope. There were three recommendations where a greater response, in retrospect, would have been helpful:

- Employing surveys of random samples of attendees at information/public awareness events to assess what they had gained from attending the event.

- The promotion of BFN to a wider audience in Turkey, Sri Lanka and Kenya by hiring a media relations agency to draw up a communications plan and disseminate messages about BFN, as was done by BFN Brazil.
- To expand value chain analysis to establish the need for improved infrastructure, seed systems and other supply-side gaps.

F. Project financing

82. The project budget is given in Table 3. The overall budget was US$ 35,069,932 comprising US$ 5,517,618 from GEF and US$ 29,552,314 co-financing committed at the start of the project. The GEF allocation was split between the two implementing agencies as follows: US$ 2,878,630 to UNEP and US$ 2,638,988 to FAO.

Table 3: Budget planned by component and financing source

Component	GEF (US$)	Co-finance			TOTAL (US$)
		Government (US$)	Other Counterpart (US$)	Total Co-finance (US$)	
1 Personnel	2,182,325.00	N/A	N/A	6,714,426.34	8,896,751.34
2 Sub-contracting	1,301,500.00	N/A	N/A	7,116,229.52	8,417,729.52
3 Training	1,246,000.00	N/A	N/A	6,656,254.80	7,902,254.80
4 Equipment & Premises	154,500.00	N/A	N/A	3,710,993.97	3,865,493.97
5 Miscellaneous	633,293.00	N/A	N/A	5,354,409.57	5,987,702.57
Total	**5,517,618.00**	**26,858,314.19**	**2,694,000.01**	**29,552,314.20**	**35,069,932.20**

source: Project Document

83. The amount of co-financing realized during the lifespan of the project was US$ 64.5 million compared to an anticipated US$ 29.6 million at the start of the project. This more than doubling was as a result of large-scale initiatives in Brazil, such as school-feeding programs, who were asked to report on ongoing activities as part of country co-financing.[20] Details of co-financing are provided in Table 4 and Table 5.

[20] Respondent 27

Table 4: Budget and expenditures by component and financing source

Component	GEF			GEF and Co-finance		
	Estimated cost at design* (US$)	Actual cost** (US$)	Expenditure ratio	Estimated cost at design* (US$)	Actual cost** (US$)	Expenditure ratio
1 Personnel	2,182,325	3,027,866	138.74%	8,896,751	3,462,760	38.92%
2 Sub-contracting	1,301,500	421,444	32.38%	8,417,730	52,559,278	624.39%
3 Training	1,246,000	1,715,400	137.67%	7,902,255	2,103,141	26.61%
4 Equipment & Premises	154,500	66,830	43.26%	3,865,494	429,792	11.12%
5 Miscellaneous	633,293	206,575	32.62%	5,987,703	5,947,681	99.33%
Total	**5,517,618**	**5,438,115**	**98.56%**	**35,069,932**	**64,502,652**	**183.93%**

sources: * Project document; ** BI Financial report

Table 5: Co-financing

Co-financing (Type/Source)	IA own financing UNEP + FAO (mill US$)		Gov.nt own financing BR + KE + SL + TU (mill US$)		Other sources BI + WFP + IGOs + EI (mill US$)		Total financing (mill US$)		Total disbursed (mill US$)
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	
Grants	0	0	8.96	49.51	0.59	0.13	9.55	49.64	49.64
Loans	0	0	0	0	0	0	0	0	0
Credits	0	0	0	0	0	0	0	0	0
Equity investments	0	0	0	0	0	0	0	0	0
In-kind support	0.43	0.54	17.90	13.63	1.67	0.69	20.00	14.86	14.86
Total	**0.43**	**0.54**	**26.86**	**63.14**	**2.26**	**0.83**	**29.55**	**64.50**	**64.50**

84. Besides co-financing, the project was able to secure additional funds (approximately US$ 390,000 of leveraged funds) from the Australian Centre for International Agricultural Research and from the McArthur Foundation. Such additional resources provided critical support to run the intervention in Kenya.

IV. THEORY OF CHANGE AT EVALUATION

85. The ET developed a reconstructed theory of change for the project during the evaluation inception phase. This was necessary because the project was designed and funded in 2011 before it became a requirement to include a theory of change (ToC) in the ProDoc[21]. The MTR had developed a ToC; however, the ET found the causal logic to be unclear and developed a version in which the postulated causal drivers and assumptions were made more explicit, and thus more amenable to review, see Table 6: .

86. The reconstructed project ToC is shown in Figure 2. It consists of a causal diagram that shows how project outputs contributed to project outcomes and in turn, how project outcomes contributed to achieving the project objective, intermediate states and the project goal. It is based heavily on the project's results framework,[22] that appeared first in the ProDoc, and remained largely the same during project implementation.

87. During evaluation inception, the ET negotiated some changes to the text and causal logic in the project's results framework, namely:

- Some wording was changed, mainly to shorten results framework text so it would fit in the ToC boxes.
- The main addition, by which the ToC qualifies as a ToC rather than a results framework, was to make explicit the causal drivers and assumptions. These are the lettered arrows in the causal diagram, which are written out in Table 6: . Drivers link outputs to outcomes, are within the project's control and so can be directly triggered by project intervention. Other lines in ToC diagram represent assumptions which are causal pathways that were outside the project's sphere of control but were nevertheless important to achieving the project goal. The project may be able to indirectly influence assumptions. The diagram also indicates broad assumptions understood as necessary conditions on which the project expected to have no influence.
- The ET inferred the so-called 'intermediate states' from the ProDoc causal logic as these were not made explicit in that document.
- A causal assumption (assumption u) was added that scaling, if it happens, will be driven by the self-reinforcing feedback loops indicated by two-way arrows in Figure 1. The importance of feedback, positive or negative, is well established in the system dynamics literature (e.g., Senge 1990), and in the growing literature on evaluation of complex interventions (e.g., Douthwaite and Hoffecker, 2017). It also resonates with the evaluation team's own experience from both leading and evaluating projects that seek to scale their outcomes.

88. The ET analyzed if, how and to what extent the drivers were manifest and the assumptions held true and highlighted the achievements and gaps with respect to drivers, see **Table 6:** . These findings were used to assess the extent to which the

[21] The Evaluation Office of UNEP notes that TOCs have been required in UNEP project documents since 2013

[22] 09-22-11 Project document PAD-1.pdf, Appendix 4

project triggered drivers when considering project effectiveness, and the project's influence on assumptions when considering sustainability.

Figure 2: Reconstructed project theory of change, based on project results framework

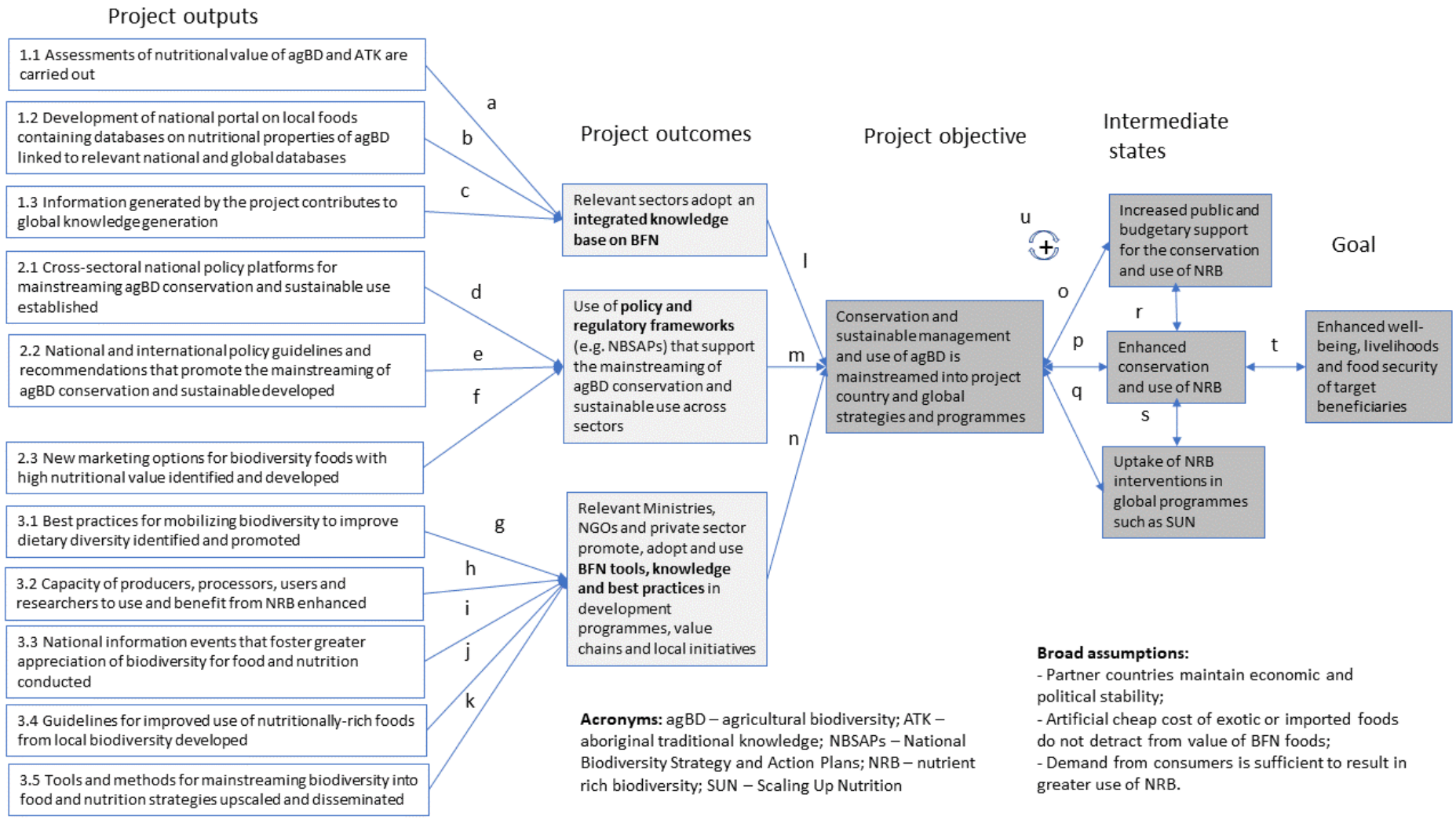


Table 6: Drivers and assumptions underpinning the project theory of change

Arrows	Drivers postulated at project design
a	Project-led assessments of nutritional value of agrobiodiversity and aboriginal traditional knowledge *ATK) contribute to partner countries adopting an integrated knowledge base on biofortification, food and nutrition (BFN).
b	Project-led development of national portals[23] linked to relevant national and global databases contribute to partner countries adopting an integrated knowledge base on BFN
c	Project-led assessment of the contribution of biodiversity indicators contribute to partner countries adopting integrated knowledge base on BFN
d	The project supports national policy platforms to develop policy and regulatory frameworks that support the mainstreaming of conservation and sustainable use of agrobiodiversity across sectors
e	The project supports the development and use of national and international policy guidelines and recommendations that contribute to the mainstreaming of conservation and sustainable use of agrobiodiversity across sectors and in international arenas
f	The project identifies and develops new marketing options for nutrient rich BD foods that contributes to the mainstreaming of conservation and sustainable use of agrobiodiversity across sectors
g	The project identifies and promotes best practices[24] that contribute to the adoption and use of BFN tools, knowledge and best practices
h	The project carries out capacity development of beneficiaries and stakeholders that contributes to adoption and use of BFN tools, knowledge and best practices
i	The project carries out national information events that foster greater appreciation of agrobiodiversity that contributes to adoption and use of BFN tools, knowledge and best practices
j	The project develops guidelines for improved use of nutritionally-rich foods from local biodiversity that contribute to adoption and use of BFN tools, knowledge and best practices

[23] National portals contain project-generated databases on nutritional properties of agBD
[24] The best practices are for mobilizing BFN to improve dietary diversity

k	The project works to upscale and disseminate tools and methods for mainstreaming agrobiodiversity[25]
	Assumptions postulated at project design
l	The adoption of an integrated knowledge base by relevant sectors in partner countries leads to the mainstreaming of agrobiodiversity
m	The development of policy and regulatory frameworks contribute to the mainstreaming of agrobiodiversity
n	Use of BFN tools, knowledge and best practice contribute to the mainstreaming of agrobiodiversity
o	Mainstreaming of agrobiodiversity leads to increased public and budgetary support for the conservation, and vice versa
p	Mainstreaming of agrobiodiversity leads to enhanced use of nutrient rich biodiversity (NRB(, and vice versa
q	Mainstreaming of agrobiodiversity leads to enhanced use of NRB and policy recommendations in global programmes and negotiation bodies, and vice versa
r	Increased public and budgetary support contribute to enhanced use of NRB, and vice versa
s	Increased uptake of NRB approach (i.e., BFN approach) in global programs contributes to enhanced use of NRB, and vice versa
t	Enhanced conservation and use of NRB contributes to enhanced well-being, livelihoods and food security of the target beneficiaries
u	Beginning to achieve the project objective kick-starts positive feedback that drives scaling of the project objective and goal

[25] Mainstreaming of agBD means that considering and including the conservation and sustainable management and use of agBD in relevant partner country and global strategies and programmes becomes a matter of course

V. EVALUATION FINDINGS

A. Strategic Relevance

EQ A: To what extent was the project relevant to the priorities and polices of the target group, recipient and donor at the time of project approval?

Alignment to the UNEP's Medium-Term Strategy and Program of Work and FAO's Strategic Objectives

89. The UNEP 2010-2013 Medium Term Strategy covered the period in which the project was developed and approved, in 2012. The document mentions biodiversity just once in the main text where it notes "UNEP has a special relationship with multilateral environmental agreements dealing with biodiversity"[26] i.e., the agreements made under the Convention on Biological Diversity (CBD).

90. UNEP provides the secretariat to CBD. The recommendation to establish CBD came from the UNEP-led Ad Hoc Working Group of Experts on Biological Diversity in 1988. The CBD was entered into force at the Rio Earth Summit in 1993 by 163 parties. It recognized for the first time in international law that the conservation of biodiversity is "a common concern of humankind" and is an integral part of the development process. The agreement covered all ecosystems, species, and genetic resources. It linked traditional conservation efforts to the economic goal of using biological resources sustainably. It set principles for the fair and equitable sharing of the benefits arising from the use of genetic resources, notably those destined for commercial use.[27]

91. The project was highly relevant to the CBD because it was born out of the CBD Cross-Cutting Initiative (CCI) on Biodiversity for Food and Nutrition (BFN)established in 2006 by a decision of the CBD's Conference of the Parties. The goal of the CCI on BFN was to promote the sustainable use of biodiversity in programmes contributing to food security and improved human nutrition.[28] The CCI on BFN aimed to:

    - Develop and document knowledge on the composition and consumption of food genetic resources, as well as the relationship between biodiversity and nutrition;
    - Integrate biodiversity, food and nutrition issues into research and policy;
    - Conserve and promote wider use of biodiversity for food and nutrition;
    - Increase public awareness of the importance of biodiversity.

92. The project was designed to address these aims such that its three components map directly onto them, namely:

    - Knowledge base (aim 1);
    - Policy and regulatory framework (aim 2);
    - Increased awareness and out scaling (a combination of aim 3 and 4).

[26] https://wedocs.unep.org/handle/20.500.11822/12624?show=full p. 16
[27] https://en.wikipedia.org/wiki/Convention_on_Biological_Diversity
[28] https://www.cbd.int/agro/food-nutrition/

93. The project was also designed to be relevant to the CBD Strategic Plan for Biodiversity 2011-2020 and the related Aichi Biodiversity Targets.[29] The ProDoc[30] expected the project to support achievement of the following Strategic Goals and Targets:
Strategic Goal C: *Improve the status of biodiversity by safeguarding ecosystems, species and genetic diversity.*
Target 13: By 2020, the genetic diversity of cultivated plants and farmed and domesticated animals and of wild relatives including other socio-economically as well as culturally valuable species, is maintained, and strategies have been developed and implemented for minimal genetic erosion and safeguarding their genetic diversity.
Strategic Goal D: *Enhance the benefits to all from biodiversity and ecosystem services.*
Target 14: By 2020, ecosystems that provide essential services including services related to water, and contribute to health, livelihoods and well-being are restored and safeguarded, taking into account the needs of women, indigenous and local communities, and the poor and the vulnerable.
Strategic Goal E*: Enhance implementation through participatory planning, knowledge management and capacity building*
Target 18: By 2020, traditional knowledge, innovations and practices of indigenous and local communities relevant for the conservation and sustainable use of biodiversity, and their customary use of biological resources, are respected, subject to national legislation and relevant international obligations, and fully integrated and reflected in the implementation of the Convention with the full and effective participation of indigenous and local communities, at all relevant levels.

94. The project appears to be more relevant to the current UNEP Medium Term Strategy 2018 – 2021 with biodiversity mentioned numerous times. This almost certainly is the result of the launch of the 2030 Agenda for Sustainable Development in 2015 that included 17 globally-agreed goals, including one on biodiversity (#15). No mention is made in the Strategy of nutrition, despite their being a goal on it as well (#2). No mention is made of agrobiodiversity either.

95. The project was relevant to FAO Strategic Framework and in particular to Strategic objectives 1 and 2:
Strategic Objective 1: *Contribute to the eradication of hunger, food insecurity and malnutrition;*
Strategic Objective 2: *Increase and improve the provision of goods and services from agriculture, forestry and fisheries in a sustainable manner.*

96. The project is also in line with the FAO Strategy for mainstreaming biodiversity across agricultural sectors:
Goal 1: *Promote sustainable use and management of biodiversity with special focus on landscape and ecosystem approaches in agricultural sectors;*
Goal 2: *Conserve, enhance and restore biodiversity and ensure the continued provision of*
ecosystem services;

[29] https://www.cbd.int/kb/record/decision/12268

[30] 09-22-11 Project document PAD-1.pdf

Goal 3: *Promote sustainable agriculture and food systems that integrate the conservation,*
recognition and promotion of biodiversity throughout value chains;
Goal 4: *Safeguard the livelihoods of small-scale producers and indigenous peoples and local communities as custodians of biodiversity, and emphasize the role of all relevant stakeholders as custodians of biodiversity.*

97. The project contributed to INFOODS and the Food Composition Database for Biodiversity hosted by FAO.

98. The project relates with the objectives of the Commission on Genetic Resources for Food and Agriculture (CGRFA), hosted by FAO. As an independent intergovernmental body, it cannot be considered as part of FAO strategy but close collaboration with CGRFA is relevant to the project. This is discussed in para 106 and para 185.

Rating for Alignment to the UNEP's Medium-Term Strategy and Program of Work and FAO's Strategic Objectives: Highly Satisfactory

Alignment to GEF Strategic Priorities

99. The ProDoc stated that it expected its results would be relevant to GEF's:

- Biodiversity Strategic Objective 2 (SO2): To mainstream biodiversity in production landscapes/seascapes and sectors;
- GEF IV Strategic Program (SP4): Strengthening the policy and regulatory framework for mainstreaming biodiversity;
- GEF IV Strategic programme (SP5): Fostering markets for biodiversity goods and services respectively.

This was a reasonable expectation, given the project's theory of change (Figure 2) and summary of project outputs (Table 7) cover and contribute to the three priorities.

100. GEF is the financial mechanism for the CBD, meaning GEF takes strategic direction from the CBD. Given the project was strategically relevant to the CBD, because it was the main component of the CoP-approved CCI, it follows logically that the project is entirely relevant to GEF priorities.

Rating for Alignment to GEF Strategic Priorities: Highly Satisfactory

Relevance to regional, sub-regional and national environmental priorities

101. The project was relevant to national environmental priorities in all four countries at the start. In Brazil, the ProDoc noted that Brazil had been centrally involved in the development of the CBD's "cross-cutting initiative on biodiversity for food and nutrition." It also saw that project's documentation of nutritional benefits to be derived from agrobiodiversity was fully in line with Brazil's national priority specified in the Zero Hunger Programme. The ProDoc also identified the relevance of the project to the on-going project 'Plants for the Future.'

102. In Kenya, the ProDoc recognized that the project would be relevant to the National Food Security and Nutrition Policy that had the objective "to increase access to adequate, diverse and healthy diets." It also saw the project as relevant to the 2008 agricultural bill that called for the establishment of the Kenya Bioversity Centre as well as supporting the carrying out an inventory of biological diversity.

The ProDoc claimed that Kenya saw the immediate potential for mainstreaming and managing biodiversity to cope with nutritional inadequacy.[31]

103. In Sri Lanka, the ProDoc recognized that the project was relevant to Sri Lanka's National Action Plan for Agrobiodiversity Conservation and Sustainable Utilization, launched in 2008. The Plan recognized the need to "foster, preserve and disseminate traditional knowledge in agriculture relating to organic farming, pest control and preservation and processing food for nutritional and medicinal purposes and facilitate exchange of such knowledge among the farming community" and includes the sustainable use of neglected and underutilized crops for poverty alleviation.[32]

104. In Turkey, the ProDoc identified that the country had published a National Biodiversity Strategy and Action Plan in 2001 and later updated in light of CBD. The Plan recognized the need to "foster, preserve and disseminate traditional knowledge in agriculture relating to organic farming, pest control and preservation and processing food for nutritional and medicinal purposes and facilitate exchange of such knowledge among the farming community." The Plan emphasized the importance of the sustainable use of neglected and underutilized crops for poverty alleviation, something the project would directly address.[33]

Rating for Relevance to regional, sub-regional and national environmental priorities: Highly Satisfactory

Complementarity with Existing Interventions

105. Part of the rationale for the CCI and the funding of the project was that the nexus of biodiversity, food and nutrition (BFN nexus) needed to be tackled together but was not happening, evidenced by years of ineffective agricultural and health sector interventions aimed at solving global malnutrition.[34] At the start of the project, according to the BFN book.[35] "The global consensus was that broader, multi-sectoral approaches were to be adopted to effectively address the underlying causes of food and nutrition insecurity, but cooperation efforts remained largely uncoordinated both horizontally and vertically. While the CBD and WHO bilaterally engaged on issues of biodiversity and health, WHO and FAO worked on agriculture and health, and FAO and CBD worked agriculture and biodiversity."[36] No initiative was attempting work on all three, which is why there was a call for a CCI in the first place. In this respect, the project was set up not so much to be 'complementary' but rather to seek ways of fostering greater inter-agency collaboration in work to address BFN at the same time in an integrated manner, at both global and national levels.

106. That said, the BFN project was fully complementary with respect to the Commission on Genetic Resources for Food and Agriculture (CGRFA), hosted by

[31] ProDoc, p. 70
[32] ProDoc, p. 71
[33] Ibid
[34] Beltrame et al., (2019) as quoted in BFN Book, p. 88
[35] Hunter, D., Borelli, T., & Gee, E. (Eds.). (2020). *Biodiversity, Food and Nutrition: A New Agenda for Sustainable Food Systems*. Routledge

[36] BFN Book, p. 94

FAO.[37] CGRFA was established as an independent intergovernmental body, to cover all components of biodiversity of relevance to food and agriculture. It has a workstream on genetic resources and their contribution to food security and nutrition. The workstream supports the development of guidelines for mainstreaming genetic resources in national nutritional policies, which are consistent with BFN project objectives. CGRFA saw the BFN project as an outlet for Commission messages and a testing ground for some of those in the field. CGRFA has only a small staff of about four, and relies on initiatives such as the BFN project to carry out its work. The Commission regularly reported to the CBD on progress made by the BFN project.[38] One FAO respondent[39] said that CGRFA had been concerned that the BFN project was reporting successes built on the back of FAO efforts, e.g., in Brazil where FAO projects had been pushing a similar agenda, without proper acknowledgement. This may have affected collaboration between CGRFA and the project.

107. The ET found reference to the project contributing to the following important publications and processes:

- Publication in 2016 by FAO and CGRFA of "Voluntary Guidelines for Mainstreaming Biodiversity into Policies, Programmes and National and Regional Plans of Action on Nutrition." The structure and content of the guidelines was strongly influenced by the thinking behind the CCI and the BFN project, e.g., organizing the guidelines around research, implementation and awareness.
- As a chapter author to the Bioversity book: "Mainstreaming Agrobiodiversity in Sustainable Food Systems: Scientific Foundations for an Agrobiodiversity Index" in 2017.
- As a content contributor to the publication commissioned by the Committee on World Food Security (CFS) on "Nutrition and Food Systems. A Report of a High-Level Panel of Experts on Food Security and Nutrition" in 2017.
- In 2019, the BFN project contributed a case to the FAO-CGRFA report on "The State of the world's biodiversity for food and agriculture".[40]
- As a contributing author to WHO book: "Guidance on Mainstreaming Biodiversity for Nutrition and Health" in 2020."[41]

108. BFN interviewees said that the BFN project contributed to the following programmes and policies, although the respective publications do not mention the BFN project or staff by name nor include any mention of "biodiversity for food and nutrition."

[37] Respondent 23
[38] Respondent 23
[39] Respondent 20
[40] http://www.fao.org/3/CA3129EN/CA3129EN.pdf, p 435
[41] https://www.who.int/docs/default-source/climate-change/maintreaming-biodiversity---final.pdf?sfvrsn=afd00782_1&download=true

- Publication in 2015 of technical advice by SBSTTA "Strategic Scientific and Technical Issues Relating to the Implementation of the Strategic Plan for Biodiversity 2011-2020.[42]
- Contribution in 2019 to South Asia Food and Nutrition Security Initiative (SAFANSI) Round Table on High-Impact and Underrepresented Nutrition-Sensitive Food Systems in South Asia.[43]
- Working with CBD to develop new Aichi Targets to accompany the yet-to-be-finalized Strategic Plan for Biodiversity 2021-2030.[44]

109. The project strove to be coherent with on-going initiatives at country level, in particular Brazil and Turkey. In Brazil, the country team persuaded the project to change, track and work with the Plants for the Future Initiative (PFF) at country level, rather than in pilot sites as was the original plan. The goal of the PFF, which began in 2004, was "to identify native plants of current or potential economic value, increase knowledge, promote more widespread use of Brazilian flora, diversify options available to different sectors in creating new opportunities for use and development of new products."[45] PFF worked with over 500 partners.

110. A key member of the project's Brazilian team[46] recounted that they went through a difficult period at the start before it became clear how the project could best support the on-going work of PFF. When this became clear, the team said they felt they were able to achieve much more, much more widely, than if they had taken the originally-planned pilot site approach.

111. In Turkey the BFN project contributed to a strong biodiversity program that had begun in the 1960s, but which had not worked much on food composition of wild relatives, that would encourage their greater use. The project team was able to successfully link the project to folk food fairs. The project team itself was motivated by the idea of saving indigenous knowledge with respect to underutilized and neglected species before the older generation passed away.

112. In the four countries, the project purposively chose to implement work through relevant ministries and/or universities to help ensure coherence and ownership, and as a strategy for project results to go to scale. Interviews with members of the country teams suggest that this proved to be worthwhile, and something they would do again.

Rating for Complementarity with Existing Interventions and Coherence: Highly Satisfactory

Rating for Strategic Relevance: Highly Satisfactory

[42] https://www.cbd.int/doc/meetings/sbstta/sbstta-19/information/sbstta-19-inf-01-en.pdf
[43] https://www.worldbank.org/en/news/feature/2019/06/26/championing-better-nutrition-in-south-asia
[44] Respondent 26
[45] BFN Book, p. 117
[46] Information given during the interview of the Brazilian BFN team

B. Quality of Project Design

EQ B: What was the quality of project design in terms of strengths and weaknesses?

113. The assessment of the quality of project design followed the guidance of the Evaluation Office of UNEP.[47] It was based on a detailed analysis of the project document and also took into consideration the assessment of project design conducted through the MTR. The present assessment found some key strengths and weaknesses.

114. The major strengths of the project design were:

- The BFN project was aligned with GEF, UNEP and FAO strategic priorities.
- The complexities related to the global multi-country nature of the project, as well as to its multi-agency management structure, were mitigated by the meticulous preparatory work carried out during project design.
- The project governance was solid and appropriate to the size and complexities of the global multi-country project. Roles and responsibilities among project partners were clearly set.
- In each of the four countries of implementation, the project to some extent, built upon pre-existing institutions through agreements and partnerships. This contributed to increase project efficiency and value for money.
- The strategy of placing four countries together under one global project allowed economies of scope as well as access to considerable international expertise which otherwise would not have been available through a single-country approach.[48]
- The project design was based on adequate and clear problem and situational analysis as well as on adequate stakeholder analysis, highlighting the highly participatory nature of the project elaboration process.
- The project promoted strategies to scale up, replicate and encourage coordinated catalytic action.
- The project had a successful resource mobilization strategy which managed to achieve a remarkable contribution through co-financing.
- The ProDoc detailed monitoring arrangements and a set of verifiable indicators.

115. The major weaknesses of project design can be identified as follows:

- The BFN project is a global multi-country project with two implementing agencies and one executing agency. Although this arrangement is not unusual for the GEF modality, it contributes to make the BFN project a complex one.
- Staff participation from implementing agencies was foreseen only from Headquarters, while participation from the implementing agencies' country/regional offices was negligible.[49] This was a result of the GEF funding

[47] GEF requirements were taken into account when designing the UNEP evaluation guidance tools used by the ET, see https://www.unep.org/evaluation-office/our-evaluation-approach/templates-and-tools.
[48] The global nature of the project allowed a country like Kenya – which was severely compromised by the drastic reduction of the GEF funding allocated for the project – to remarkably benefit despite an initial starting point of disadvantage.
[49] Respondents highlighted that the participation of country representatives from IA offices was negligible to say the least, although it was at the outset sought by the country PMUs and it was

modality that precludes implementing agencies becoming involved on the ground, in project execution.

- No TOC was required nor presented in the ProDoc. The logical framework provided a description of the causal pathways.[50] Having said that, given that the project was a global multi-country one, the description of the key causal pathways was too general to be able to reflect the specificities of local and national contextual patterns.
- Some of the planned outcomes of the project were rather ambitious, particularly with respect to the timeframe of the intervention
- Although the allocation of roles and responsibilities among project partners is clear, neither the ProDoc nor any other document made available to the Evaluation Team provide evidence of any assessment of the capacity of external partners.
- Although sustainability issues were discussed in the ProDoc, no exit strategy was set at design stage. While this was not a GEF requirement, the ET consider it good practice.

116. The project design was satisfactory. At the design stage the project was fully in alignment with the national priorities and institutional settings. Nevertheless, the global multi-country nature of the project, as well as its multi-agency management structure, highlight the complexities that the project has tackled. The meticulous preliminary activities allowed to set up a solid project governance; nevertheless, the project did not manage to fully integrate within the various country programs of the implementing agencies, undermining its sustainability. This was in part a result of the GEF funding modality that precluded engagement of FAO and UNEP, the implementing agencies, in becoming involved on the ground.

Rating for Project Design: Satisfactory

C. Nature of the External Context

EQ C: What challenging external factors affected the project performance and were they taken into consideration at project design?

117. Two aspects of the external context affected the project in particular. The first was the change in government in Brazil in 2019, when President Bolsonaro was elected. The second was that the apparent institutional preference of UN agencies to work individually or bilaterally, despite calls for cross-cutting initiatives by CBD, and the project's effort to make a CCI on BFN work.

118. Starting with Brazil, from the early 2000s, the Ministry of Environment set as a priority making better use of Brazil's biodiversity for food and nutrition. The Ministry addressed the priority through the Plants for the Future (PFF) Initiative, with which the BFN project worked. The idea of the CCI on Biodiversity, as part of CBD, was championed by Brazil in 2004 when Braulio Dias was head of the Biodiversity Secretariat within the Ministry of Environment. Dias later became the

encouraged by national partners. Other respondents commented that at the project design stage, UNEP delivery model did not consider the involvement of regional offices in the implementation.

[50] At the time the project was approved there was no requirement to provide a ToC in the ProDoc. The need for a ToC arose during the MTR.

head of CBD. In short, the BFN project enjoyed a very enabling political environment when it began working in Brazil in 2012.

119. This changed abruptly in 2019 when Bolsonaro became President. The new government placed less priority on protecting biodiversity. According to respondents, the new presidency brought about root and branch changes in personnel in the Ministry of the Environment, as well as the Ministry of Social Affairs and the Ministry of Agriculture with whom the project also worked. A key respondent said that he had never seen the enabling environment for a project change so quickly for the worse.[51]

120. Nevertheless, despite the change in priority and personnel, members of the Brazilian project team said that they have been able to keep momentum going since the end of the project. Project publications were ready to come out. All the regional coordinators and partners were members of an active WhatsApp group on food and nutrition. The work has good support in the Ministry of Agriculture.[52]

121. The project team in Turkey experienced a similar upheaval within their team and key partners as a result of the failed coup in 2016 after which more than 130,000 civil servants in the country lost their jobs.

122. The ProDoc considered the risk of political and economic instability, judging it to be a medium-level risk, saying that its strategy to mitigate it was to work with key actors in the four countries.[53] The strategy appears to have worked well in Brazil.

123. As discussed in paragraph 105, the CCI and the BFN project were established in part to encourage greater inter-agency collaboration, in response to years of ineffective agricultural and health sector interventions as a result of working in silos or bilaterally. The ET found little evidence to suggest that this context had shifted. For example, one change that might reasonably have been expected was for FAO to have been involved in the publication of 'Guidance on Mainstreaming Biodiversity for Nutrition and Health' published in 2020. An FAO respondent said that there was realization that FAO should engage and a plan to do so which did not happen, in part through dislocations caused by the Covid 19 pandemic. Instead, the issue of inter-agency interest in the publication was handled through an Interagency Liaison Group on Biodiversity and Health. The Liaison Group covered the issue during their second meeting, held 4-6 May 2020, one month before publication. This left little time for substantive feedback or additions to be incorporated that may have helped build a greater sense of shared ownership.[54] The BFN project was able to include BFN concepts in the document through authorship. While it may not have altered agency 'business as usual' to any extent, it did help raise awareness that greater inter-agency collaboration is preferable and should be planned for.

124. In hindsight, the expectation that a relatively modestly-funded project could make changes to how large agencies work together was over ambitious. Every person that the ET talked to said that the project had been very successful in terms of achievement of outputs and initial outcomes. Indeed, the CGIAR, the umbrella

[51] Respondent 26
[52] Interview with Brazil BFN team
[53] ProDoc p. 68
[54] https://www.who.int/publications/i/item/guidance-mainstreaming-biodiversity-for-nutrition-and-health p iii

organization to which Bioversity International belongs, chose the project as one of its 51 most significant innovations over its 50 years of existence. On the other hand, the BFN project has not yet been successful in securing a second phase, despite concerted effort by the BFN leadership team since 2018. The view of the ET is that a second phase is necessary to achieve what the ProDoc saw as the project's main impact in "bringing together the actors and agencies from relevant sectors cutting across agriculture, health and environment, nationally and internationally, and creating suitable spaces for collaboration and integration."[55] The GPMU said at the end of the project that it was still the only such cross-cutting initiative in existence working on the agrobiodiversity, food and nutrition nexus.

125. It would appear that the main BFN nexus agencies – Bioversity International, FAO, UNEP, GEF, CBD, WHO and CGRFA – could not individually or collectively find relatively modest funding to keep a successful cross-cutting initiative going. As a rule, GEF does not provide second phase funding. The reasons for this are unpacked in the section on sustainability.

Rating for Nature of External Context: Moderately Favourable

D. Effectiveness

EQ D: To what extent has the project achieved its main objective and expected outcomes and outputs?

Availability of Outputs

126. The BFN project published 'Outcomes of the Biodiversity for Food and Nutrition Project 2012-2020'.[38] The publication lists more than 550 outputs which the project led on or contributed to, with links provided for many. The document itself represents an impressive effort of cataloguing and archiving so as to make the project outputs available.

127. The ET has summarized the information provided in the document in **Table** 7: which shows similarities and differences in the way the Country and Global Project teams worked.

128. All four countries produced peer-reviewed journal articles, contributed to recipe books and food composition tables, contributed to other programmes and policies, organized events and participated in numerous conferences and meetings. Examples include:

- Book: Hunter, D., Borelli, T. and Gee, E. (eds) (2020). Biodiversity, Food and Nutrition: A New Agenda for Sustainable Food Systems. Routledge.[56]
- Book chapter: Jones, A.D., Kennedy, G., Raneri, J.E., Borelli, T., Hunter, D. and Creed-Kanashiro, M. (2019) *Agricultural biodiversity and diets: Evidence, indicators and*

[55] ProDoc p. 12
[56] https://www.routledge.com/Biodiversity-Food-and-Nutrition-A-New-Agenda-for-Sustainable-Food-Systems/Hunter-Borelli-Gee/p/book/9780367141516

next steps. In: Zimmerer, K.S. and de Haan, S. (eds) (2019) Agrobiodiversity - Integrating knowledge for a sustainable future. The MIT Press. Cambridge, Massachusetts.57

- Peer-reviewed journal article: das Chagas do Amaral Souza, F., Silva E.P., Aguiar Lopes, J.P. (2020) Vitamin characterization and volatile composition of camu-camu (*Myrciaria dubia* (HBK) McVaugh, Myrtaceae) at different maturation stages. *Food Science and Technology*. https://doi.org/10.1590/fst.27120
- Recipe book: Tan, A., Adanacioğlu, N., Tuğrul Ay, S., Çınar, A. and Karabak, S. (2017) *Biodiversity for food and nutrition*. Recipe book (English and Turkish)58
- Policy: Ministério do Meio Ambiente (2018) Consecutive ordinances for Brazilian sociobiodiversity – Defines and supports measures for the production and sale of native 'neglected and underutilized' species with nutritional value. 62 of BFN focus species are included.59
- Organized event: Food Festival in Busia County, Kenya, in 2015, where the BFN project was working
- Conference paper: Samarasinghe, W.L.G., Samaradiwakara, S.H.M.R.N.P., Abeywickrama, K.G.T.A.K. Hunter, D., Madhujith, T., Pushpakumara, D.K.N.G. and Sartaj, A.B. (2018) *Promoting home gardening to enhance conservation and use of agrobiodiversity*. Presented at the Wayamba International Conference (WINC 2018)60

Table 7: Summary of project outputs (derived from Outcomes of the Biodiversity for Food and Nutrition Project 2012-2020)

Output type	Global	Brazil	Kenya	Sri Lanka	Turkey	Total
Books	13					13
Chapters in books	17					17
Peer-reviewed journals	12	4	3	4	6	29
Recipe books and contributions to food composition tables		3	3	3	2	11
Training	1	2	1			4
Contributions to programmes and policies	7[61]	10	2	1	10	30
Organization of events	10	6	7	10	9	42
Conference papers/Poster presentations/Meeting abstracts	34	6	30	57	15	142
Dissertations		16				16
Project implementation reports	12					12
Other project reports	1		6	3		10
Fact sheets and briefs	6	1	5			12
Blogs/E-newsletters/articles	15	30	14	1	2	62
Press releases/coverage	19	90	6	3		118
Videos	2		3	3	1	9

[57] https://books.google.es/books?id=2VWRDwAAQBAJ&printsec=frontcover#v=onepage&q&f=false
[58] http://www.bfn-tr.org/WebForm7.aspx#p=3
[59] https://tinyurl.com/56xh3rr8
[60] https://cgspace.cgiar.org/handle/10568/100279
[61] Based on ET's own analysis that identified seven, four validated and three claimed. Claim made by the project in its Outcomes publication was 3.

Awareness-raising material	1	1	2	8	14	26
Total	**150**	**169**	**82**	**93**	**59**	**553**

129. In terms of quantity of output produced, the table suggests that the Global and Brazil teams were the most active. This coincides with where the main push for CCIs and the project came from (see Timeline). Brazil was the only country to support student dissertations, resulting from its decision to work with universities at a national scale. Brazil made the greatest contribution to national programmes and policy. Kenya produced an impressive amount of output given it received less funding from GEF than the other countries. The main difference between the project teams was the priority given to awareness raising through blogs and press releases by the Global, Brazil and Kenya teams compared to Sri Lanka and Turkey that placed more emphasis on conference presentations (Sri Lanka) and the production of other types of awareness-raising material, such as flyers and brochures (Turkey). The reason for this is unclear, but it may relate to the Sri Lanka and Turkey teams feeling their respective analysis of issues relating to BFN and proposed solutions required further work before engaging in more mainstream awareness raising, and policy influence.

130. The BFN project also contributed to making its outputs available to intended users, including lessons learned, through the publication of the BFN book described above (Hunter et al., 2020). One of the book's three main sections is on the BFN project, describing:

- The conceptual and historical context in which the project developed
- The necessary steps to plan the project: situational analysis, development of partnerships and identification of entry points
- The actions taken to implement the project with country-specific highlights, lessons learned and best practices.

131. Participants in the BFN project continued to find outlet for project outputs and experience after the end of the project. Two notable examples are:

- Learning Route Final Report that highlights the BFN project's work in Busia County in Kenya as a successful experience relating to home-grown school feeding, published by FAO and Procasur.[62]
- Chapter on the BFN mainstreaming toolkit as a roadmap to using neglected and underutilized species for food system change in the book 'Orphan Crops for Sustainable Food and Nutrition Security: Promoting Neglected and Underutilized Species.'[63]

132. The project's self-assessment of its achievement of outputs in its 2018 Project Implementation Report was that the project had completed nearly 100% of its outputs, i.e., implementation status was almost 100% across all activities.[64] The

62 http://www.fao.org/3/cb3843en/cb3843en.pdf?utm_source=newsletter&utm_medium=email&utm_campaign=Learning+Route+on+HGSF+Programmes+in+Africa

63 https://www.routledge.com/Orphan-Crops-for-Sustainable-Food-and-Nutrition-Security-Promoting-Neglected/Padulosi-King-Hunter-Swaminathan/p/book/9780367902827

64 3808_PIR _BFN_FY2018 - checking results framework.dic p. 18

lowest completion score was 70% for Sri Lanka for a delay in delivery of a report for submission to FAO/INFOODS by Wayambu University. While the ET did not have the resources to carry out an exhaustive check of output delivery, we received no response and encountered no evidence to question the project team's self-assessment of highly satisfactory, which is in line with the large quality and quantity of outputs produces and also consistent with the rating given by the Mid-Term Review.

Rating for Achievement of Outputs: Highly Satisfactory

Achievement of Project Outcomes

133. The ET's assessment of the achievement of project outcomes is shown in **Table** 8: . The table lists the drivers identified in the project ToC (Figure 2) that were assumed at project design. A driver consists of a ToC output, of which there are 11, and what it is assumed the output will change. In the next column, the ET provide a summary description, drawn from their findings, of how each driver manifested itself during implementation. The next column is an assessment of the main achievements and gaps for each driver. The ET's finding is that the project's achievement of its three outcomes was partial by the time it finished. This is to be expected given that projects never have full control over outcomes.

Table 8: How drivers and assumptions underpinning the project ToC were manifest during implementation

Arrows	Drivers postulated at project design	Evidence of how driver/assumption played out in practice at time of evaluation	Achievements and gaps
Outcome 1: Relevant actors adopt an integrated knowledge base on BFN			
a	Project-led assessments of nutritional value of agrobiodiversity and ATK contribute to partner countries adopting an integrated knowledge base on BFN	• Project made data available for 195 prioritised species.[65] • Data on traditional knowledge and loss of food options was documented in all countries. • Best practices for managing and deploying native biodiversity with nutrition potential were developed by all countries. • More broadly, knowledge on BFN built based on collaboration with over 50 national universities[66] and agencies to carry out data collection across the four countries, resulting in 29 peer-reviewed articles, 13 book, 17 book chapters and 16 dissertations.[67]	• Highly impressive contribution to knowledge base
b	Project-led development of national portals[68] linked to relevant national and global databases contribute to partner countries adopting an integrated knowledge base on BFN	• Brazil, Sri Lanka and Turkey establish national portals, as the envisioned 'integrated knowledge bases,' and publish data on local edible biodiversity • Data also sent to the FAO/INFOODS database, put not published due to lack of resources.[69] • Nutrition data used to update national food composition tables in Kenya.	• National portals established but hard to find / not used much as of 2021 • Limited global (INFOODS – Turkey only) publication of data

[65] Final project report, p. 38
[66] Final report, p.30
[67] Outcomes of the Biodiversity for Food and Nutrition Project 2012-2020
[68] National portals contain project-generated databases on nutritional properties of agBD
[69] Respondent 30

c	Information generated by the project leads to an increase in the use of Nutritional Indicators for Biodiversity on Food Composition and Consumption that in turn contributes to partner countries adopting integrated knowledge base on BFN	Three of the four countries submitted a national progress report of Nutritional Indicators for Biodiversity on Composition and Consumption,[70] although the reports are not listed among project outputs. The project found a gap in the four countries' capacity to compile national Nutritional Indicators for Biodiversity in Food Composition and Consumption. As part of the project, FAO carried out workshops to strengthen national capacity. [71] No reported increase in the use of Nutritional Indicators as a result. FAO training was not included in the project list of outputs. At a global level, the project contributed to the Bioverity International work on the Agrobiodiversity Index, that was not widely picked up.[72]	• Work on indicators carried out at national and global scale, including support to development of global-level nutritional indicators • No evidence of any increase in the use of nutritional indicators at country level • The BFN book (2020) concluded that the need for better nutritional indicators is addressed in the postponed CBD CoP 15.[73]
<u>Outcome 2: Development and use of policy and regulatory frameworks and guidelines that support the mainstreaming of BD conservation and sustainable use across sectors</u>			
d	The project supports national policy platforms to develop policy and regulatory frameworks that support the mainstreaming of conservation and sustainable use of agrobiodiversity across sectors	• In Brazil, the project developed a list of nutritious indigenous species that was the basis of Interministerial Ordinance 284.[74] The Ordinance supported a system of financial inducement to encourage greater institutional consumption of nutritious indigenous species. • The project identified key steps to mainstreaming biodiversity[75]	• Happened in just one country (Brazil) at national level
e	The project supports the development and use of national and international policy guidelines and recommendations that contribute to the	• In Brazil, the project contributed recommendations relating to the conservation and sustainble use of agrobiodiversity to several cross-sectoral	• Happened in all four countries and at global scale

[70] Final report,
[71] BFN book p. 112
[72] https://www.bioversityinternational.org/abd-index/
[73] BFN Book p. 94
[74] https://tinyurl.com/56xh3rr8
[75] BFN book, p. 108

	mainstreaming of conservation and sustainable use of agBD across sectors and in international arenas	Programmes and Action Plans such as PLANAPO, the National Food and Nutrition Security Plan (PLANSAN), the School Feeding Programme (PNAE), and provided inputs for the revision of its NBSAP. • In Kenya, the project helped develop the first-ever biodiversity strategy in Kenya for Busia County. • National policy briefs were finalised by all countries and launched at the 14th Meeting of the Conference of the Parties to the Convention on Biological Diversity (COP14) in November 2018.[76] • Global project team contributed to several relevant processes, in particular the development and publication in 2016 of the FAO-CGRFA "Voluntary Guidelines for Mainstreaming Biodiversity into Policies, Programmes and National and Regional Plans of Action on Nutrition."	
f	The project identifies and develops new marketing options for nutrient rich BD foods that contributes to the mainstreaming of conservation and sustainable use of agrobiodiversity across sectors	Work on market options took place in all four countries, notably: institutional market options in Brazil and Kenya, selection of three species for value chain upgrading in Turkey,[77] and the facilitation of the opening of food outlets selling diverse traditional local foods in Sri Lanka.[78]	• Progress made in all four countries • Not clear whether the project was able to overcome known issues with marketing native and wild species
<u>Outcome 3: Promotion, adoption and use of BFN tools, knowledge and best practices in development programmes, value chains and local initiatives</u>			
g	The project identifies and promotes best practices[79] that contribute to the adoption and use of BFN tools, knowledge, and best practices	This is the driver to which the project contributed the most, as evident in the number (>550) and types of project outputs (see Table 7:). Contribution ranges from: guides to sustainably collect native species; on-line	• This driver more than met expectations

[76] Final report, p.23
[77] BFN book p. 133
[78] https://www.bfnsrilanka.org/opening-helabojunhala-center
[79] The best practices are for mobilizing BFN to improve dietary diversity

		courses; an approach to linking farming communities to institutional markets; contribution to global panels and forums; and, publication of a book documenting BFN project learning.	
h	The project carries out capacity development of beneficiaries and stakeholders that contributes to adoption and use of BFN tools, knowledge and best practices	All countries strengthened farmer/producer capacity to use and benefit from BFN. This included 24 farmer groups in Busia, one quilombo community in Brazil, producers at pilot sites in Turkey and women farmer groups in Sri Lanka. The project supported 15 Masters and PhD students in Brazil	• Expectations met
i	The project carries out national information events that foster greater appreciation of agrobiodiversity that contributes to adoption and use of BFN tools, knowledge and best practices	The project's list of outputs identifies 42 awareness raising events organized globally (10) and in all four countries (32) which it led or helped organize. These include events in local schools, food festivals, national and international symposia, and side events at high level meetings.	• Expectations exceeded
j	The project develops guidelines for improved use of nutritionally-rich foods from local biodiversity that contribute to adoption and use of BFN tools, knowledge and best practices	The project's list of outputs identifies the publication of eight recipe books across the four countries. Data generated on priority and target species has formed the basis of guidelines on aspects of production/collection and utilization in all countries.[80] Food safety guidelines for native fruits were produced in Brazil	• Expectations met
k	The project works to upscale and disseminate tools and methods for mainstreaming agrobiodiversity[81]	The project's list of outputs shows: contribution to FAO-CGRFA Voluntary Guidelines for Mainstreaming Biodiversity into Policies, Programmes and National and Regional Plans of Action on Nutrition; contribution to a Bioversity International book and toolkit on	• Expectations met • Main gap was that the BFN project, as a vehicle to mainstream agrobiodiversity at

[80] Final report, p. 28

[81] Mainstreaming of agBD means that considering and including the conservation and sustainable management and use of agBD in relevant partner country and global strategies and programmes becomes a matter of course

		mainstreaming biodiversity; publication of a journal article on mainstreaming methodologies and lessons; development of an e-learning course; and, numerous conference papers and presentations.	country and global level, did not find the support required to continue for a second phase
Impact assumptions			
l	The adoption of an integrated knowledge base by relevant sectors in partner countries leads to the mainstreaming of agrobiodiversity	The national portals established as the envisioned 'integrated knowledge bases,' were not used much and did not provide much of an integrating effect on BFN work	• Assumption did not hold true
m	The development of policy and regulatory frameworks contribute to the mainstreaming of agrobiodiversity	Through the development and official recognition of an ordinance by the project helped increase the use of NRB in institutional feeding programs in Brazil	• Assumption valid in Brazil
n	Use of BFN tools, knowledge and best practice contribute to the mainstreaming of agrobiodiversity	As seen above, the project was highly successful in producing outputs whose use has the potential to make the consideration of agrobiodiversity in food, nutrition and health initiatives the norm. The project contributed to a number of global-level documents and guidelines supported such an integrated approach. The full extent of mainstreaming is still to be seen, and may be difficult to attribute to the project	• Assumption partially valid
o	Mainstreaming of agrobiodiversity leads to increased public and budgetary support for the conservation and use of NRB, and vice versa	In Brazil, see assumption m	• Assumption valid in Brazil
p	Mainstreaming of agrobiodiversity leads to enhanced use of NRB, and vice versa	In Brazil, see assumption m	• Assumption valid in Brazil
q	Mainstreaming of agrobiodiversity leads to greater use of NRB and policy recommendations in global programmes and negotiation bodies, and vice versa	Global project team contributed to several relevant processes, in particular the development and publication in 2016 of the FAO-CGRFA "Voluntary Guidelines for Mainstreaming Biodiversity into Policies, Programmes and National and Regional Plans of Action on Nutrition"	• Assumption partially valid – it was engagement of project staff in global processes that led to the uptake, backed up by project outputs

r	Increased public and budgetary support contribute to enhanced use of NRB, and vice versa	In Brazil, see assumption m	• Assumption valid in Brazil
s	Increased uptake of NRB approach (i.e., BFN approach) in global programs contributes to enhanced use of NRB, and vice versa	Evidence that global institutions find it institutionally difficult to adopt an integrated approach to consider agrobiodiversity in food, nutrition and health initiatives	• Assumption not valid
t	Enhanced conservation and use of NRB contributes to enhanced well-being, livelihoods and food security of the target beneficiaries	The project's work on value chains did not go far enough to provide evidence of this assumption holding true	• Assumption not proven
u	Beginning to achieve the project objective kick-starts positive feedback that drives scaling of the project objective and goal	Too early to expect evidence of positive feedback loop in which achieving the project objective helps achieve the intermediate states, and vice versa	• Assumption not proven

134. The gaps identified by the ET are with respect to the three project outcomes, not the targets, given that some targets related to outputs not outcomes.

135. The following points can be drawn from Table 8:

Outcome 1: Relevant sectors adopt integrated knowledge on BFN

- The project has made a very impressive contribution to knowledge on BFN, embedded in the more than 550 outputs it has produced.
- The project established BFN portals as integrated knowledge bases in Brazil, Sri Lanka and Turkey during the lifetime of the project. Kenya used the data to update its national food composition table. The Brazilian and Sri Lanka portals still exist.[82] The Kenya Food Composition Table is available on the Ministry of Health website.[83] The Turkish data is available on the national food composition database.[84]
- None of the portals have emerged as the hoped-for foundation of more integrated and cross-cutting approaches to mainstreaming BFN envisaged in the ProDoc. The project team acknowledge that the mainstreaming process was not as quick as they would have wanted, pointing to competing political and economic interests that prevent BFN to be utilized more effectively in food systems.[85]
- The project provided compositional data to INFOODS, which was only published for Turkey. This was because FAO did not have the resources to check the data before entry.[86] As a result, there was no real link between national and global-level portals as hoped for.
- Despite capacity development and contribution to knowledge, less progress was made on inclusion and use of nutritional indicators at national and international level than might have been hoped.

Outcome 2: Use of Policy, regulatory frameworks and guidelines that support the mainstreaming of biodiversity conservation and sustainable use across sectors

- The project's main achievements were to play a leading role in the development and official approval of: an ordinance of recognized nutritionally-rich indigenous species in Brazil and a biodiversity strategy for Busia County in Kenya. Project teams were able to lever their networks, and the BFN knowledge they compiled and generated, to mainstream agrobiodiversity into a number of programmes and guidelines, such as school feeding programmes, technical education and National Biodiversity Strategy and Action Plans (NBSAP).
- The project-developed ordinance in Brazil proved particularly impactful because it removed the constraint that institutional feeding programs did not know which were the indigenous crops that they should include to receive a subsidy under CCI. The idea and approval to produce a national-level ordinance emerged only after an uncomfortable period of time while the project team sought to identify how they could be of most use to CCI.
- Project teams worked on linking harvesters and producers of indigenous crops to markets, and vice versa. While largely successful, none of the efforts moved beyond pilot scale, except in Brazil where institutional markets for native species

[82] Brazil https://ferramentas.sibbr.gov.br/ficha/bin/view/FN and https://www.bfnsrilanka.org/
[83] https://www.nutritionhealth.or.ke/programmes/healthy-diets-physical/food-composition-tables/
[84] http://www.turkomp.gov.tr/food-sevketi-bostan-695
[85] Respondent 27
[86] Respondent 30

are much further developed and supported politically, in part due to the long-running 'Crops for Life' programme with which the project worked.

Outcome 3: Relevant stakeholders promote, adopt and use BFN tools, knowledge and best practices in development programmes, value chains and local initiatives

- More than 80% of project outputs relate to awareness raising to support the promotion, adoption and use of BFN tools, knowledge and best practices in development programmes, value chains and local initiatives. When asked what had been the project's main contribution, key respondents[87] said that it was raising awareness of the possibility and importance of using underutilized and neglected species to both improve nutrition and protect agrobiodiversity. This outcome underpinned the two proceeding outcomes which also relate to adoption and use of project outputs.

136. As discussed in paragraph 124, in 2021, in an important indicator of the success of the BFN project in achieving significant outcomes, the CGIAR selected BFN as one of its 51 most significant innovations over the last 50 years.[88] The innovation is described as an "innovative approach to prioritization, research and promotion of biodiversity for food security and nutrition." The choice is unusual: out of the 31 environmental health and biodiversity innovations in the list, BFN is one of just three innovations that is no longer ongoing. It is also unusual in its time span of just seven years compared to the average lifespan of 25 years for the other 30 innovations. This begs the question as to why an innovation, chosen as one of the CGIAR's most impactful over 50 years, ran for less than a third of the average time before stopping? This is dealt with in the next section on likelihood of impact.

Rating for Achievement of Outcomes: Satisfactory

Likelihood of Impact

137. The assessment of likelihood of impact is made with reference to the project's reconstructed theory of change (Figure 1). The ET take the accepted view that projects and programs have little or no control over the eventual impact of their activities and outputs, particularly when operating at a global scale.

138. Table 8 shows the ten impact assumptions by which project outcomes are expected to achieve the project objective, intermediate states and eventually the project goal. It shows that six out of the ten assumptions are partially valid or valid in Brazil. It was too soon to judge whether assumption t was valid because the work on value NRB value chains had not progressed far enough. It was also too early to assess whether assumption u relating to positive feedback between achieving project objectives and intermediate states was valid or not.

139. One assumption judged to be invalid related to national-level portals becoming an integrating mechanism (assumption l, see outcome 1 under para 135).

140. Project achievements in Brazil have shown that the theory of change is essentially valid through the project supporting the development and use NRB ordinance that helped with the implementation of an existing institutional feeding

[87] Respondents 31, 30 & 22,
[88] https://www.cgiar.org/innovations/biodiversity-for-food-and-nutrition/

programs under the government's long-established Plants for the Future (PFF) Programme (see outcome 2 under para 135 and para 118).

141. It is clear from the previous section that while the project has successfully made some progress towards it objective, much more needs to be done. The ToC suggests that there still needs to be:

- Increased public and budgetary support for the conservation and use of nutrient rich biodiversity (NRB);
- Enhanced conservation and use of NRB;
- Greater uptake of NRB interventions in global processes.

142. A key member of the GPMU characterized the project's impact as follows. Through increasing the knowledge base on nutrient diversity and genetic diversity of species, the project was able to support activities to improve nutrition and bring about healthier diets. This was done through using a greater diversity of underutilized and local species while simultaneously supporting the conservation of local and underutilized species by their continued or increased use, including through value chain development.[89]

143. As stated above, the ProDoc says that project's greatest impact would come from "bringing together the actors and agencies from relevant sectors cutting across agriculture, health and environment, nationally and internationally, and creating suitable spaces for collaboration and integration."[90] This happened to some extent in Brazil, where the project worked under the umbrella of the PFF initiative. It did not happen at the global level. The section on outputs and outcomes above indicate that the project was able to raise awareness of the importance of agrobiodiversity for food and nutrition in on-going global processes, but simply did not have the agency to make them more inclusive or cross-cutting, given its size. For example, the project was not able to broker that FAO be a lead organization on the WHO and CBD 'Guidance on Mainstreaming Biodiversity for Nutrition and Health.' As one of the respondents said, a modest project like BFN can only hope to 'chip away' at bringing actors and agencies together from across agriculture, health and the environment. The project could never have been a global mover and shaker.[91] It is for these reasons that the ET judged that the assumption that 'increased uptake of the BFN approach in global programs would contribute to enhanced use of NRB' was invalid.

144. Despite the need, and the project's acknowledged success, none of the main partners involved have individually or collectively been able to fund a second phase of the project that would make impact much more likely. The following reasons were provided to the evaluation team as to why a second phase of the project has not been funded:

- GEF does not fund second phases.
- FAO, which has the mandate for agrobiodiversity through its own strategy and by hosting of CGRFA, had little ownership of the project. At the same time FAO staff were distracted by Covid and a change in FAO leadership and priority.[92]

[89] Respondent 27
[90] ProDoc p. 12
[91] Respondent 26
[92] Respondent 28

- Bioversity International, who had been an extremely strong supporter of the project, was unable to leverage a 'once in a lifetime' 10-year funding opportunity for BFN provided by Swiss SDC because of the politics of a merger between Bioversity and CIAT.[93] The new joint Bioversity and CIAT Alliance leadership set up a joint panel made up of four focal points to collectively decide how to respond to the call in a way that would share resources and work packages between the two centres. The leader of the BFN project was not one of the four focal points.

145. The reported lack of ownership of the project by FAO has, in the view of the ET, has the most serious implications for future project impact. This is because FAO, through its hosting of the CGRFA, has the global mandate to work on agrobiodiversity.[94] The reasons for, and effects of, the lack of ownership are given in para 194 in the section on Factors Affecting Project Performance.

146. During implementation, project staff found that many of the beneficiaries were women, and from an indigenous group in Brazil. Gender and social safeguarding are further discussed in paragraphs 200 to 213.

147. The ET found no evidence that the project had contributed to unintended negative effects. The ProDoc identified negative perceptions towards local, traditional food as an important potential barrier and took steps to address it through enlisting a well-known chef in Brazil and developing cookbooks, among others.

148. In the medium term, the project is likely to contribute to SDG 2 to end hunger, achieve food security and improved nutrition and promote sustainable agriculture. This will be as a result of the awareness the project has raised of the importance of biodiversity for food and nutrition, its useful outputs and its support to both CBD and CGRFA.

Rating for Likelihood of Impact:	**Likely**

Rating for Effectiveness:	**Satisfactory**

E. Financial Management

Adherence to UNEP and FAO's Financial Policies and Procedures

149. The evaluation verified the application of proper financial management standards and adherence to UNEP's financial management policy, established the actual spend of project funds, and compared final expenditures against the initial budget.

150. Timely submission of expenditure reports was reported, as well as regular analysis of expenditure against budget and workplan.

[93] Respondent 26

[94] CGRFA full title according to its website FAO's Commission on Genetic Resources for Food and Agriculture https://www.fao.org/cgrfa/overview/how-we-work/the-secretary/en/

Rating for Adherence to UNEP and FAO's financial policies and procedures: Satisfactory

Completeness of Financial Information

151. All essential documentation to effectively conduct the evaluation was made available to the evaluators, including financial and audit reports. Some project legal agreements (e.g., SSFA and ICA) were not accessible to the evaluators. Also detailed proof of fund transfers were not provided to the ET; nevertheless, there is no reason to consider that fund transfers did not take place.

Rating for Completeness of Financial Information: Satisfactory

Table 9: Financial management components

Financial management components:		**Rating**	**Evidence/ Comments**
1. Adherence to UNEP/FAO/GEF's policies and procedures:		**S**	
Any evidence that indicates shortcomings in the project's adherence[95] to UNEP or donor policies, procedures or rules		No	
2. Completeness of project financial information[96]:			
Provision of key documents to the evaluator (based on the responses to A-H below)		**S**	
A.	Co-financing and Project Cost's tables at design (by budget lines)	Yes	Co-financing at design is clear by activity component and level (country / global) of implementation.
B.	Revisions to the budget	Yes	The MTR recommended to revise the logical framework and the budget to take into account some delays related to the project administrative and management process. Two no-cost extensions were agreed upon.
C.	All relevant project legal agreements (e.g., SSFA, PCA, ICA)	No	Some project legal agreements (e.g., SSFA and ICA) were not accessible to the evaluators.
D.	Proof of fund transfers	No	Detailed proofs of fund transfers were not provided to the ET; nevertheless, there are no reasons to consider that they did not occur regularly.
E.	Proof of co-financing (cash and in-kind)	Yes	The report of co-finance was made available to the ET.
F.	A summary report on the project's expenditures during the life of the project (by budget lines, project components and/or annual level)	Yes	Summary reports by budget line at annual level were made available to the TE.

[95] If the evaluation raises concerns over adherence with policies or standard procedures, a recommendation maybe given to cover the topic in an upcoming audit, or similar financial oversight exercise.
[96] See also document 'Criterion Rating Description' for reference

G.	Copies of any completed audits and management responses *(where applicable)*	Yes	The TE got access to completed audits and management responses.
H.	Any other financial information that was required for this project	No	No additional financial information was considered necessary by the evaluators.
3. Communication between finance and project management staff		**HS**	
Project Manager and/or Task Manager's level of awareness of the project's financial status.		HS	Project Manager and Task Manager in both Executing agency and Implementing agencies were highly aware of financial status throughout project implementation.
Fund Management Officer's knowledge of project progress/status when disbursements are done.		HS	FMOs had clear overview of project progress when disbursements were done.
Level of addressing and resolving financial management issues among Fund Management Officer and project Manager/Task Manager.		HS	A good degree of cooperation among PMOs, PM and TM has been a regular feature of the BFN project. In two occasions in the very early stages of project implementation there were some delays due to changes in the structure of financial reports, as well as to the delayed start of the contract between FAO and BI.
Contact/communication between by Fund Management Officer, Project Manager/Task Manager during the preparation of financial and progress reports.		S	The preparation of financial and progress reports benefitted from the good degree of communication between the FMOs, the PM and the TM. As the BFN was the first contract signed by Bioversity with the two IAs (UNEP and FAO), double reporting was officially required. This inefficiency was subsequently overcome by allowing the Bioversity to submit the same report to both IAs.
Project Manager, Task Manager and Fund Management Officer responsiveness to financial requests during the evaluation process		S	PM, TM and FMOs responded to queries and provided the info requested by the ET.
Overall rating		**S**	

Communication Between Finance and Project Management Staff

152. Throughout the life of the project there was a good level of communication between the project managers of both the IAs and of the EA. This was a reflection of the family environment that the project management had achieved to set up among all project staff. This was also facilitated by the fact that UNEP TM was based in Rome and serving as Liaison with FAO and BI. Within the general overview, the communication between the financial administration and project staff is rated as highly satisfactory since both the Task Manager and the Finance staff had a good knowledge of the financial state of the project, produced reports and submitted/processed cash advance requests as required.

Rating for Communication Between Finance and Project Management Staff: Highly Satisfactory

153. The financial management of the project was appropriate. Essential documentation was made available to the TEs. Communication between Finance and Project Management staff was highly satisfactory.

Rating for Financial Management: Satisfactory

F. Efficiency

154. As mentioned in Section III, timeliness was an issue for the BFN project. From the very beginning of the project, a two-year gap was experienced between when the project was designed and its actual commencement. Delays were faced at various levels. While at global level there were delays in finalizing and signing the grant agreement between FAO and Bioversity, at national level there were delays in setting up the management arrangements, which were worsened by repeated replacement of National Project Coordinators and other management staff. The delays incurred during the project led to two no-cost extensions and to changes in the logical framework and workplan.

155. Given the multi-faceted scope and breadth of the project, as well as its global multi-country set-up, most of the difficulties encountered during project implementation are understandable. It is also important to consider that, despite the delays and difficulties, project activities were implemented within the planned budget, as stated in the Final Report submitted by the EA. Nevertheless, it is also necessary to consider that changes in the logical framework and workplan led to the dropping of a few initially planned activities focused on monitoring, capacity building and the national campaign strategy – i.e., activities which would have provided a relatively important contribution in terms of lessons learnt.

156. As highlighted by the MTR and repeatedly remarked in this report, the meticulous preparatory work before the BFN project started, its ability to build upon existing institutions, foster agreements and partnerships at all levels (i.e., from the global level to local one), produce and share data and complement other initiatives, played a critical role in the performance of the project, contributing to raise the overall degree of project efficiency.

157. Needless to say, as foreseen at project-design level,[97] the global multi-country set-up of the project as well as its multi-sectorial strategy have allowed to achieve remarkable savings compared to alternative intervention strategies designed at country and sectoral level.

158. A final remark about project efficiency refers to the high degree of co-financing achieved by the Project. As highlighted in Section F of this report, the amount of co-financing more-than-doubled during the project life. This is a major achievement for the project, which highlights how its performance convinced the Governments of the countries of project implementation – mainly Brazil – to increase their contribution towards the project resources. Having said that, such increase of co-financing complicates the analysis of project efficiency, since it makes it difficult to estimate how much project performance has been affected by such a remarkable increase of project resources.

[97] ProDoc, Section 3.7, Incremental Cost Reasoning

159. The project was able as well to secure additional funds from the Australian Centre for International Agricultural Research, from FAO (through a TCP) and from the McArthur Foundation to support the intervention in Kenya.

160. While on one side the complexities of the global multi-country structure of the project caused some delays, on the other side the multi-country and multi-sector set-up adopted by the project allowed to achieve a remarkable level of efficiency.

Rating for Efficiency:	**Satisfactory**

G. Monitoring and Reporting

EQ G: To what extent was the project's monitoring and reporting able to track results and progress towards project objectives?

Monitoring Design and Budgeting

161. The ProDoc contained a Monitoring and Evaluation (M&E) Plan with tools to monitor the project progress and evaluate results and impacts.[98] The M&E Plan stated that the project would follow UNEP and FAO standard monitoring, reporting and evaluation processes and procedures, and that the M&E Plan was consistent with the GEF Monitoring and Evaluation Policy.

162. The M&E Plan included SMART indicators for each expected outcome, as well as mid-term and end-of-project targets, which were expected to be – along with the key deliverables and benchmarks included in Appendix 6 – the main tools for assessing the project implementation progress and achievement of results.

163. Being a global multi-country project, the M&E design managed to combine the requirement for a standard solid monitoring system with the necessary flexibility to adapt monitoring activities to specific country and/or local contexts. The M&E initial formulation stated that the M&E plan would be reviewed and revised as necessary during the project inception workshop and indicators and their means of verification may be fine-tuned.

164. A costed M&E Plan was presented in Appendix 7 of the ProDoc. As remarked by the MTR, the M&E activities were budgeted adequately. The costed M&E Plan provided a timeframe of activities and details attribution of responsibilities for specific M&E activities.

165. In addition to the standard M&E activities related to project implementation, the M&E Plan stated its intention to provide a significant contribution to the tracking of relevant global indicators in the area of biodiversity, health and agriculture and food security. The M&E Plan stated that results and outcomes of the BFN project could be used to measure progress against global initiatives such as the CBD Strategic Plan for Biodiversity 2011-2020, the Aichi Biodiversity Targets and the CBD's Global Strategy for Plant Conservation, among others.[99]

[98] Final Report, Section D, Implementation of Work Plan and Budget.

[99] While the M&E Plan may appear to be over-ambitious, providing a contribution to the tracking of relevant global indicators was from the beginning the intention of the global project. The project EA

166. As documented in the Final Project Report, it was unfortunate that "changes in the logical framework and workplan included the deletion of Activities 3.2.6 and 3.3.7 which focused on monitoring and evaluating the capacity building plan and the national campaign strategy to improve the impact assessment component and potential lessons learnt".[100] This undermined the possibility to fully appreciate the impact of the project as well as of the lessons learnt that can be drawn from it.

Rating for Monitoring Design and Budget: Moderately Satisfactory

Monitoring of Project Implementation

167. As indicated in the project design, project supervision maintained an adaptive management approach. The M&E system, and in particular the logical framework and workplan, were discussed at project meetings and at the Technical and Planning Workshop. Any changes to the logical framework identified as required by the project were discussed fully with all stakeholders at ISC meetings.

168. Preliminary project activities considered at length the contextual factors in each target country, from pre-existing scientific knowledge and capacity, to political will, governance and mutual supportiveness between biodiversity and development priorities. At the beginning of the project the M&E Plan addressed the gap of baseline data. Background studies evaluated the status of relevant biodiversity and nutrition work and highlighted barriers that needed to be overcome, particularly in terms of legislative frameworks regulating the mainstreaming of biodiversity conservation into policies and strategies. This approach helped to select activities best suited for effective implementation in the respective contexts.

169. The project has made a remarkable contribution in terms of expanding the knowledge base. The initial analysis conducted by the project revealed a gap in the countries' capacity to compile nutritional indicators for biodiversity in food composition. Filling this gap was a necessary preliminary step to assess and monitor progress on the use of biodiversity and its role in nutrition and food security strategies. This capacity building effort enabled the project to contribute data on 188 species. While this is claimed by respondents to be one of the largest single contributions to the FAO/INFOODS dataset,[101] the TE found that only Turkish data had been inputted.

170. All country teams reported to have made use of appropriate tracking tools.

171. Project implementation at country level required to adopt different strategic approaches to find the most viable entry points. This flexibility was balanced by a strong coordination which was exercised through a solid global project management unit. This strategic global/local articulation provided a critical contribution to the successful performance of the project. The strong coordination of country programmes run continuously by the GPMU, as well as the participation of all key stakeholders to annual workshops which were run on rotation in the

already had monitoring and reporting mechanisms in place for broader institutional reporting to the CBD and other related forums.

[100] BFN Final Report, Section D.

[101] Hunter, Borelli and Gee (2020), Biodiversity, Food and Nutrition. A New Agenda for Sustainable Food Systems, pag.112.

various project countries, allowed to stimulate the necessary cross-fertilization among different country teams.

172. While not a GEF requirement when the project was designed, it is surprising and regrettable that the project paid no attention to monitoring the representation and participation of disaggregated groups (including gendered, vulnerable or marginalised groups) in project activities as per UNEP policy.

Rating for Monitoring of Project Implementation: Satisfactory

Project Reporting

173. The evaluation team has reviewed a set of relevant project reports, including all PIR reports and Periodic Progress Reports, and a set of Global and Country Technical reports and of ISC meeting minutes. All reviewed reports, including the Final Project Report, were complete and accurate.

174. Although the MTR concluded that the project was well aligned with UN Environment's Policy and Strategy on Gender Equity, project reports did not make frequent use of gender disaggregated data.

Rating for Project Reporting: Satisfactory

175. In its design, the M&E system managed to combine the requirements for a solid monitoring system with the necessary flexibility to adapt monitoring activities to specific country and/or local contexts. However, as acknowledged in the Final Report, the potentialities of the M&E system were affected by changes in the logical framework and workplan. All reports reviewed by TEs were accurate enough; despite an insufficient adoption of gender-disaggregation.

Rating for Monitoring and Reporting: Satisfactory

H. Sustainability

EQ H: To what extent does the continuation and further development of project outcomes depend on external or contextual factors?

Socio-Political Sustainability

176. The opportunity the project sought to address – better nutrition and health through greater use, appreciation and conservation of agrobiodiversity – is at least as valid in 2021 as when the project was conceived ten years previously. Nevertheless, while offering the only comprehensive approach to exploit the opportunity, the project was unable to secure funding for a second phase, and has ended. The project was reported as being largely invisible to FAO[102], the organization with the mandate for the conservation and use of agrobiodiversity, and the obvious organization to support a second phase. As discussed above, the lack of visibility in FAO, is likely a result of FAO not being involved in project execution, and a sense among at least two of the four assigned Lead Technical Officers (LTOs) that the funding for FAO participation in the project was insufficient

[102] Respondents 20 & 30

which made it hard for Bioversity-led Global Project Management Team to properly involve them. The fact that the project is unanimously judged to have been a success, including by former FAO LTOs, seemed to have made no difference, likely because FAO did not feel ownership of that success. Success is seen to belong more to Bioversity and the CBD and less to FAO and CGRFA.

177. Political support for the project from elsewhere has waxed and waned during its lifespan. As discussed above, the political environment for work on the conservation of biodiversity was very high in Brazil but became significantly less enabling after the Bolsonaro Government took power in 2019 (para 119). Politics also negatively affected the project in Turkey (para 121).

178. Nevertheless, there is evidence that former national-level project staff continue to champion biodiversity for food and nutrition when opportunities arise, particularly in Kenya and Brazil. In the latter, the former project regional coordinators and partners remain in contact through WhatsApp, sharing information. The former GPMU also maintain a WhatsApp group at global level[103].

179. Political support for the project was extremely high from Bioversity's Director General from 2013 until she left in 2019. When this DG first joined Bioversity she found that the project helped her frame the new strategy she developed for Bioversity, one that included a shift from the conservation of genetic resources to one of use. She included the project in the 60 to 100 high-level presentations she gave each year and found that the project generated a great deal of interest among European donors and the private sector, in particular. Her replacement came in to be the Director General for both Bioversity and CIAT and has prioritized making this Alliance work (para 144).

180. While not earmarking SDC funding for a second phase of the BFN project, the Bioversity and CIAT Alliance has signalled that it considers the work important. The Alliance submitted a proposal for consideration as part of the Post 2020 Global Diversity Framework process and by the 23rd meeting of the Subsidiary Body on Specific, Technical and Technological Advice (SBSTTA-23) of the CBD, held November 2019. The submission was to include food systems, biodiversity, nutrition and health in the Post-2020 Global Biodiversity Framework.[104]

Rating for Socio-Political Sustainability: Moderately Likely

Financial Sustainability

181. As CGRFA says "biodiversity for food and agriculture is among the Earth's most important resources. Thousands of species and their genetic variability make up the web of life and are indispensable to adapt to new conditions, including climate change." Biodiversity is a common good for which the expenditure of public funding is justified. Putting it another way, without continued public funding on the conservation and use of agrobiodiversity, common-good benefits will not emerge, or emerge far more slowly. The sustainability of BFN work requires on-

[103] Information received after data collection completed: *"All countries through their CBD focal point further used project results in formal submissions to CBD post 2020 Global biodiversity process: strategy and monitoring framework development"*

[104] https://www.cbd.int/api/v2013/documents/6CD5FB27-3475-1E09-291D-41C0F41B834C/attachments/ABI-2.pdf

going public sector investment. Priorities identified for such funding by interviewees include:

- Continue to document existing agrobiodiversity, including food composition data and related indigenous knowledge with respect to conservation and use in more countries
- Expand the BFN approach to more countries
- Facilitate the private sector playing a more substantive part in exploiting the BFN opportunity, e.g., Unilever supporting the use of 50 nutritious and indigenous foods in their product lines.[105]
- To maintain and increase the visibility of the BFN opportunity on the global stage by continuing to engage in relevant global processes.

182. Many of these priorities are still being pursued including a number of expanded project proposals being developed which build on the BFN work in relation to school meals and public procurement. There are also ongoing collaborations with FAO in finalizing a new book on sustainable public food procurement which will hopefully bring attention to some of these issues.[106]

Rating for Financial Sustainability: Moderately Likely

Institutional Sustainability

183. Given the way that the BFN project was positioned as a major part of a CBD-sanctioned cross-cutting initiative (see para 91), it would have been reasonable to expect the project and its outcomes to have received institutional backing such that a second phase was forthcoming. The Global Project Management Unit thought a second phase was necessary, and worked to achieve one from 2018.

184. It is the evaluation team's view that the failure of the BFN project continue into a second phase is to a large extent an institutional failing. UN Agencies are large, hierarchical and bureaucratic organizations with established ways of working. The norm is for projects that are led by one agency which sub-contracts other organizations to work on separate parts of the results framework. Different organizations are responsible for different work packages, which are effectively silos. The ET's experience in evaluating other evaluations[107] is that cross-cutting initiatives that are co-implemented and led by more than one agency, can incur such high transaction costs in agreeing common ways of working, responsibilities, reporting and budgeting formats, etc., that staff may prefer not to engage in a

[105] https://www.wwf.org.uk/sites/default/files/2019-02/Knorr_Future_50_Report_FINAL_Online.pdf
106 Respondent 26
[107] Specifically, the Agrinatura- and FAO-led Capacity Development for Agricultural Innovation Systems (CDAIS) project (http://www.fao.org/3/ca9582en/CA9582EN.pdf) and the Inter-Organization Programme for the Sound Management of Chemicals (IOMC)-led Toolbox for Decision Making in Chemical Chemicals Management project (https://unitar.org/sites/default/files/media/file/IOMC%20Toolbox_Mid-term%20evaluation%20report-phase3.pdf).

second phase despite a strong belief in the work. This characterization correlates with the experience of the BFN project.[108]

185. That the project was viewed with some suspicion by CGRFA (para 194) is surprising given the scale of the project's contribution to CGRFA. With FAO colleagues, project staff developed and delivered plenary statements during various Regular Sessions, collaborated on satellite side events at CGRFA events and most importantly collaborated on the development of the Voluntary Guidelines for Mainstreaming Biodiversity into Policies, Programmes and National and Regional Plans of Action on Nutrition, which were endorsed by the CGRFA at its 15th Regular Session. The Project also supported and facilitated BFN country partners to participate in the CGRFA through their country delegations.[109]

186. The CGIAR system, to which Bioversity belongs, has its own institutional challenge in implementing broad holistic approaches, given its technological-driven roots. History shows that while the CGIAR System is good at initiating integrated work, the tendency is for such approaches to fair badly during funding cuts when the institution reverts to type.[110]

187. Project outcomes were more sustainable at country level, particularly in the case of Kenya and Brazil. In the latter, a key BFN champion who had previously been the Head of CBD worked closely with key former project staff to find ways to continue with a BFN approach in Brazil, despite a change in government in 2019 that greatly reduced political support for conservation and use of agrobiodiversity. In Kenya, FAO continued to support the work in Busia County after the end of the project, using it as an example in Learning Route work on home-grown school feeding programs in Africa, carried out with Procasur.[111] FAO also secured funding from a TCP to support the collection of food composition data.[112] Other counties showed an interest in Busia County's biodiversity strategy, as the first of its kind in the country.

Rating for Institutional Sustainability: Moderately Likely

Rating for Sustainability: Moderately Likely

I. Factors Affecting Performance and Cross-Cutting Issues

Preparation and readiness

[108] Respondents 26 &30

[109] Respondent 26

[110] Douthwaite, B., Apgar, J. M., Schwarz, A.-M., Attwood, S., Senaratna Sellamuttu, S., & Clayton, T. (2017). A new professionalism for agricultural research for development. International Journal of Agricultural Sustainability, 15(3), 238–252.

[111] http://www.fao.org/3/cb3843en/cb3843en.pdf?utm_source=newsletter&utm_medium=email&utm_campaign=Learning+Route+on+HGSF+Programmes+in+Africa

[112] Respondent 20

EQ I.1 What was the extent to which project stakeholders were adequately identified and sufficiently involved in project development? To what extent was the project's objectives clear and feasible within the project timeframe?

188. The BFN put considerable efforts into building effective partnerships. To determine the best possible match for the project, a stakeholder mapping exercise was carried out during the planning phase. Bioversity International and the national executing agencies undertook extensive stakeholder consultations both at national and international levels to explore roles and possible synergies. All these efforts led to the selection of relevant government ministries, research centres, NGOs and CBOs.

189. The project objectives were clear, but some of the planned outcomes of the project were rather ambitious, particularly with respect to the timeframe of the intervention. The project was ambitious in its attempt to address a group of inter-related sectors, and particularly in its attempt of doing so at multiple scales – i.e., at global level and in four countries. From the beginning the BFN institutional set-up induced some delays. While the execution agreement between UNEP and Bioversity was signed in November 2011, the execution agreement between FAO and Bioversity was concluded only in February 2013 due to lengthy negotiations between the two organizations which required alternative ways of channelling the funds through FAO.

190. The meticulous preparatory activities conducted both at global and at country level led to build up a solid project governance.

Rating for preparation and readiness: Satisfactory

Quality of Project Management and Supervision

EQ I.2 To what extent was the performance of the executing and implementing agencies fit for purpose?

By the EA

191. The quality of project management by the executing agency – Bioversity – can be judged as high on the basis of the output produced. Everyone interviewed thought the project was successful. Part of the success came from the GPMU being able to build a strong sense of belonging to the "BFN family" such that members would go beyond their job descriptions to implement and champion BFN work. The sense of belonging was built by the project holding regular in country and cross-country meetings as well as visits from the project Coordinator to resolve issues as they arose. For example, in Brazil the project was able to find ways of paying for work done when normal channels proved unwieldy. The sense of belonging to the BFN family continued after the project finished, one manifestation of which are still-active WhatsApp groups.

Rating for Quality and Project Management and Supervision by the EA: Satisfactory

By the IAs

192. Project implementation by FAO was more problematic. As discussed elsewhere, FAO had expected to execute the project. LTOs felt that they were not called upon to provide technical oversight as they should have been.[113] Continuity

[113] Respondents 20 & 30

of LTO involvement was no doubt affected by there being four LTOs during the life span of the project. One LTO said that the administration involved with implementation and execution was "just too much" saying that there had been more meetings around administrative issues than technical ones.[114]

193. Project implementation by UNEP went smoothly, facilitated by having the same task manager during the duration of the project who was physically housed in FAO in Rome. This helped with communication between FAO and UNEP.

194. Lack of ownership of the project by FAO was identified above as potentially the most serious factor affecting the likelihood of project impact. Several reasons for lack of ownership and visibility, and its effects, were suggested by interviewees, the timeline and previous experience:

- FAO had expected to execute the project on the ground and felt that they could do so on their own.[115] However, GEF Secretariat preferred that FAO implement the project, meaning that together with UNEP, FAO was responsible for technical oversight, project supervision, and evaluation.[116] Bioversity was selected as the executing agency, responsible for day-to-day management. UNEP as lead implementing agency, established a Global Project Management Unit (GPMU) that in turn set up National Project Management Units (NPMUs). The project worked through various ministries and a research organization. FAO's country offices were not involved. It appears that FAO and UNEP were expecting that Bioversity would execute the project according to their technical direction. It was suggested that Bioversity relied on their own technical expertise, leaving FAO staff in particular feeling uninvolved.[117]
- FAO appointed a Rome-based Lead Technical Officer (LTO) to the project. There were four LTOs in total. One of the LTOs told the evaluation team that they, and at least one other, felt the GPMU did not share sufficient information for them to fulfil their technical oversight responsibility. The respondent put this down to the GPMU needing to move quickly. Also, the LTO complained that FAO received very little funding from the project, insufficient even for checking food composition data supplied by the Brazilian and Sri Lankan country teams so that it could be uploaded into the INFOODS database.[118] FAO and UNEP received just USD 55,000 per year which covered attendance of key technical staff at project meetings, and little else.[119]
- The FAO-hosted Commission for Genetic Resources for Agriculture (CGRFA), with the global mandate to work on agrobiodiversity, was apparently reluctant in engaging with Bioversity, concerned that Bioversity was "stealing" the work of FAO.[120]

[114] Respondent 30
[115] Respondent 26
[116] Respondent 19
[117] Respondents 20 & 30

[118] Respondent 30
[119] Respondent 27
[120] Respondent 20

Rating for Quality of Project Management and Supervision by the IAs: Moderately Satisfactory

Rating for Quality of Project Management and Supervision: Satisfactory

Stakeholders' participation and cooperation

EQ I.3: To what extent did project partners and stakeholders, including beneficiaries, participate during project design and implementation?

195. As already discussed, the project adopted an inclusive approach which led to the active participation of multiple stakeholders. In each of its four countries, the project built strong national teams with requisite skills, expertise and experience. A diverse set of stakeholders were involved, ranging from policy institutions to research centres as well as to NGOs and CBOs – reflecting the multiple scales at which the project worked. The execution modality was adjusted to country context. For example, in Brazil where the project engaged nationally, partners included 10 universities and other types of research centre as well including five ministries on the national steering committee, and was implemented through the Ministry of Environment. In Kenya, the project was implemented through a research organization – the Kenya Agriculture and Livestock Research Organization (KALRO) with links to four universities, three ministries and a high school in the pilot site. In Kenya, an initial shortfall in funding created opportunities for ACIAR, MacArthur Foundation and the FAO Kenya office to support aspects of the work, without which the project would not have achieved what it did.[121]

196. In all four countries, Bioversity International, as the Executing Agency, played a key role in setting up, managing and coordinating project activities at national and global level. The UNEP task manager and the FAO HQ lead technical officer attended international-level events such as annual project international steering committee meetings and other meetings of global processes involving biodiversity, food and nutrition. UNEP task manager coordinated national agencies and political support, facilitating BI's engagement with national institutions. The task manager and lead technical officer played an important advocacy role. FAO and UNEP country offices and staff were not involved to any real extent in the four countries, with the exception of FAO in Kenya. This was partly because neither organization was involved in executing the project, according to GEF guidelines.

197. As discussed above, greater participation of FAO and UNEP country offices would likely have contributed to a greater visibility and ownership of the project among the UN agencies involved in the biodiversity, food and nutrition nexus in which the project was working. This is considered an opportunity lost both for the BFN project and for the country offices of the two IAs.

198. Relevant to the lack of involvement of FAO and UNEP country offices, the GEF final project report said that there was "no evidence that effective sharing of information and coordination between project countries and relevant country UNDAF programmes occurred."[122] The United Nations Development Assistance Framework (UNDAF) is a strategic, medium-term results framework that describes

[121] Respondent 27

[122] GCP GLO 805 GFF Terminal Report final version.doc, p 9

the collective vision and response of the UN system to national development priorities and results.

199. The project built strong national teams with appropriate skills, expertise and experience. The national teams would have very likely been stronger with greater involvement of FAO and UNDP country offices. GEF guidelines about country-level involvement of IA staff may have worked against the cross-cutting intent of the project.

Rating for stakeholders' participation and cooperation: Satisfactory

Responsiveness to human rights and gender equity

EQ I.4: To what extent was the project responsive to human rights and gender equity?

200. The Final Project Report made passing reference to the UN Common Understanding of the Human Rights-Based Approach to Development Cooperation[123] and the UN Declaration on the Rights of Indigenous People published in 2015,[124] saying that "the approach of BFN and its focus on local biodiversity addresses many of the issues related to the provision of nutritious food which is culturally appropriate and which is embedded in the articles of the Human Right to Food, in the Convention on the Rights of the Child as well as Declaration on Indigenous Rights."[125] The Final Project Report makes no reference to UNEP's Policy and Strategy for Gender Equality and the Environment, published in 2015.[126] or to FAO strategy on Gender equality published in 2003 and updated in 2020.[127]

201. The project began in November 2011. Earlier in May, GEF passed a policy on gender mainstreaming, applicable to GEF agencies and the GEF Secretariat. The policy stipulated that there should be inclusion of gender aspects in the design of GEF projects and monitoring and evaluation of gender dimensions in the context of GEF projects.[128] Specifically, it meant that the project's two implementing agencies – FAO and UNEP – should have ensured that social assessment, including gender analysis, was undertaken to assess the potential roles, benefits, impacts and risks for women and men of different ages, ethnicities, and social structure and status, and these findings be used to inform project formulation, implementation and monitoring and evaluation.

202. The ProDoc says "project interventions will pay particular attention to gender and youth mainstreaming as well as observance of the standard environmental and social safeguards put in place by GEF implementing agencies."[129] Gender is mentioned in two other places in the ProDoc -- as part of the indicator for achievement of the project objective: "By the end of the project, relevant Ministries, NGOs and private sector routinely promote gender sensitive good practices to

[123] https://unsdg.un.org/resources/human-rights-based-approach-development-cooperation-towards-common-understanding-among-un
[124] https://www.ohchr.org/documents/issues/ipeoples/undripmanualfornhris.pdf
[125] Annex 10_UNEP_Final Report_12112019.docx, p.8
[126] https://www.unep.org/resources/policy-and-strategy/un-environment-policy-and-strategy-gender-equality-and-environment

[128] https://www.thegef.org/sites/default/files/documents/Gender_Mainstreaming_Policy-2012_0.pdf
[129] ProDoc p. 45

deploy nutritionally rich biodiversity." Gender is also mentioned as part of a target: "At least one national agency/sector in each country routinely promotes gender sensitive good practices to deploy nutritionally rich biodiversity by the end of the project."[130]

203. The ProDoc makes no mention of social assessment or gender analysis that informed the design of the project, nor that would take place during the project to take account of gender mainstreaming, or identify gender sensitive good practice. This is probably because the project was largely designed and agreed before GEF passed the gender mainstreaming policy.

204. The project's Mid-Term Review evaluated the project against its commitment to pay particular attention to gender mainstreaming. It found that:

- In Brazil, gender-sensitive policies and programmes were already being implemented;
- In Kenya, a national partner was supporting women and youth groups;
- In Sri Lanka, several gender-sensitive income generating programs were being implemented;
- In Turkey, the project was supporting extension services in promoting gender-sensitive good practices.

The MTR provided no indication of what the project actively did to take into account gender mainstreaming, beyond working alongside what was already happening.

205. Under the midterm review criteria, the MTR was expected to "ascertain to what extent project design, implementation and monitoring have taken into consideration: (i) possible gender inequalities in access to and the control over natural resources; (ii) specific vulnerabilities of women and children to environmental degradation or disasters; and (iii) the role of women in mitigating or adapting to environmental changes and engaging in environmental protection and rehabilitation."[131] This was not done. The MTR concluded that the project was well aligned with UNEP's Policy and Strategy on Gender Equity and the Environment, without specifying in what ways. No mention was made of how the project should respond mid-term to GEF's policy on mainstreaming gender.

206. TE interviewees acknowledged that gender had not been explicitly considered in the project design.[132] Nevertheless, the same respondents said that gender differences were clear during implementation, for example that:

- Women hold much of the local knowledge relating to underutilized crops, partly as a result of their role as care givers;
- The project gave most of its training to women;
- Women were employed in the outlets selling indigenous food in Kenya
- Women were heavily engaged in implementing the project as managers and task group leaders.

207. The project was not explicit as to how it would take into account human rights and gender issues in the ProDoc, partly because most, but not all, guidance from GEF and the two implementing agencies was published after the project began.

[130] ProDoc p. 109
[131] MTR_MS.doc, p. 98
[132] Respondent 21 & 27

The project's MTR did little to change this situation. In fact, human rights and gender issues are only marginally touched upon through outputs, outcomes and drivers. In the end, marginalized and vulnerable groups, including women, benefited from project outcomes, although much more could have been made of this by the project.

208. GEF practice it is not to evaluate projects based on strategies and directions which did not exist at the Council approval stage. The project was largely designed and agreed before GEF passed the gender mainstreaming policy. However, the view of the ET is that more should have been done to keep up with guidance as it came out.

Rating for responsiveness to human rights and gender equity: Moderately Unsatisfactory

Environmental and Social Safeguards

EQ I.5: To what extent did the project consider and/or address environmental, social and economic impacts to the key stakeholders and, in particular, to the most vulnerable groups?

209. The main social safeguarding issue that faced the project related to the recognition and acknowledgement of indigenous people and local communities.

210. According to some global estimates, traditional indigenous territories contain up to 80% of the earth's biodiversity.[133] Given this, in 2018 FAO and Bioversity entered into an agreement to engage in analytical and field activities on indigenous food systems.[134] This led to FAO launching a global hub on indigenous peoples' food systems.[135] There was no clear contribution to this initiative from the BFN project, or mention of the BFN approach. This is surprising given that the project is a CBD cross-cutting initiative, and that the project was involved in field activities in Brazil with local communities. One reason may be that the BFN ProDoc says little about indigenous people and local communities as guardians of biodiversity. It may also be evidence of the institutional bias to plan and work in silos, even within cross-cutting initiatives.

211. Despite little mention of indigenous people and local communities in the ProDoc, [136] the project played a remarkable role in the analysis and communication about the nutritional and cultural value of biodiversity among the Quilombo communities in Brazil. Among other outputs, the activities conducted with the Quilombo communities led to the production of a booklet of typical recipes from the Quilombo cuisine. Besides its rich informative contribution, which has allowed the enhancement of local species and products, such initiative has helped emphasize the relevance of indigenous culture. As directly reported to the evaluators by Quilombo representatives, the interest from the international

[133] See GEF project document on *Assessment and Recommendations on Improving Access of Indigenous Peoples to Conservation Funding*, 2007
[134] https://www.un.org/development/desa/indigenouspeoples/wp-content/uploads/sites/19/2019/01/LAST-FINAL-REPORT-HLESIFS-2018.pdf, p. 2
[135] http://www.fao.org/indigenous-peoples/global-hub/background/en/
[136] Respondents acknowledged that in some of the project countries the issue of indigenous people is either sensitive or ignored.

community about the Quilombo culture has brought along a feeling of recognition and of empowerment.

212. Although the project appears to have generated positive outcomes with respect to one local community in Brazil, the project did not explicitly seek to identify, avoid and mitigate any potential negative social and environmental impacts of its work on indigenous people and local communities.

213. In an effort to promote nutrient-rich biodiversity, the project explored and worked with partners – e.g., schools, farmer groups, CBOs and traders – to develop a workable food procurement model based on forgotten crops. Such an initiative generated interesting results supporting the argument that it is feasible to promote the conservation of local food biodiversity while improving farmer livelihoods and promoting healthier school meals. The project explored this initiative only at local level due to limited availability of funds for the intervention in Kenya and to a lower extent in Sri Lanka and Turkey, however the TE considers this initiative of general interest as a way to consistently address environmental, social and economic issues.

214. The project provided recognition of indigenous people and local communities, however the project focus on such groups was limited. Interventions for the promotion of production and procurement of local vegetable varieties - particularly in Kenya - and initiatives aimed at the promotion of Quilombo traditional culinary culture focused on the use of local varieties in Brazil were the notable exceptions.

Rating for environmental and social safeguards: Satisfactory

Country ownership and driven-ness

EQ I.6 How well did the project stimulate country ownership of project outputs and outcomes?

215. Aspects of country ownership and driven-ness is covered under Sustainability. A strong indicator of driven-ness and ownership is that members of the Global and National Project Management Units, and their close contacts, have continued to work towards project outcomes after the official end of the project. This is in part a testimony to the enduring urgency of the project's objective and the strength of the network that the project created.

216. Further evidence of country ownership and driven-ness is that the project was able to bring together from multiple government ministries, in particular environment, health and agriculture.

Rating for country ownership and driven-ness: Satisfactory

Communication and public awareness

EQ I.7: How effective was the project at communication to key audiences and raising public awareness?

217. As discussed under Effectiveness, more than 80% of project outputs relate to communication and awareness raising, suggesting this is the outcome to which the project contributed the most, specifically raising awareness of the importance of agrobiodiversity to nutrition and health. A wide variety of communication and awareness raising outputs and approaches were used targeting key audiences, developed from the beginning of the project. An influential strategy has been

project staff to lobby to include experience from the BFN project in key strategic documents underpinning global processes relating to BFN. These are listed in para 107.

218. Global, Brazil and Kenya teams gave priority to raise awareness among the general public through blogs and press releases while in Sri Lanka and Turkey project teams put more emphasis on reaching a more academic and limited audience through conference presentations (Sri Lanka) and the production of other types of awareness-raising material, such as flyers and brochures (Turkey).

219. As discussed under para 191, project teams have and continue to communicate between each other through the use of WhatsApp groups.

220. The BFN theory of change (Figure 2) suggests that there is no simple pathway by which biodiversity for food and nutrition will achieve impact at scale.[137] The BFN project competed for attention and funding with other initiatives, for example biofortification. The biofortification message is much simpler – that widely planted crops such as sweet potato and maize, can be modified through traditional breeding practices to contain significantly higher levels of micronutrients such as vitamin A and iron that lead to positive health outcomes. Donors have invested half a billion dollars in biofortification research and development, and the approach has received support from high-level bodies such as the African Union.[138]

221. The project was effective at communicating to key audiences and raising public awareness at country and global scale. However, as an integrating and cross-cutting initiative, the project has struggled to communicate a simple, clear message about how a BFN approach can realistically achieve impact at scale. This not the fault of the project. It has to do with the complex and location-specific nature of co-developing BFN solutions where value chains do not yet exist and agreement on the way forward has not been reached.

Rating for communication and public awareness: Highly Satisfactory

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

J. Answers to Key Strategic Questions

222. In addition to the evaluation criteria addressed above, the evaluation TOR requested the ET address six strategic questions of interest to UNEP and FAO to which the project is believed to have made a substantive contribution. As per agreement in the Inception Report, the ET answer the six questions drawing upon the findings from addressing the nine evaluation criteria above.

How can the project results be used to influence future UNEP work on food systems transformation?

223. The relevance of the project to UNEP future work is through the CBD to which UNEP provides the secretariat. The way in which the project contributed to the CBD and UNEP more broadly are explained in paras 90 to 93 and in para 107. Project

[137] A view supported by respondent 32
[138] https://cgspace.cgiar.org/handle/10568/109849

results can be used to continue to support achievement of the Aichi Biodiversity Targets and also to influence the Post-2020 Bioversity Framework being developed by CBD.[139]

How can the results of the project be used to upscale the use of agrobiodiversity in the health and nutrition sectors?

224. The way in which project results can be used to upscale the use of agrobiodiversity in the health and nutrition sectors is outlined in the project theory of change (**Figure 1**), which the ET largely validated. Table 8, and the section on Effectiveness more generally, identify gaps in the theory of change and further work required to fill them. Conclusion 9 is that there is a strong case for the project to continue into a second phase, so as to help ensure the gaps are addressed.

To what extent was mainstreaming of BFN successful in the project countries? What factors enhanced/limited the project's mainstreaming achievements?

225. Mainstreaming of BFN was most successful in Brazil, followed by Kenya, Turkey and Sri Lanka. Brazil was able to show what is possible when a project is embedded in, and useful to, a larger, well established government program (PFF) (see para 140). Brazil departed from the intended project approach to work nationally from the outset. This decision enhanced the mainstreaming success. Mainstreaming could have been more effective with greater involvement of UNEP and FAO country offices (see para 115)

To what extent did the multi-sectoral engagement at Ministry level in the project countries enhance the delivery of outputs and uptake of BFN? What were the lessons learned that could be used for better stakeholder engagement going forward?

226. Project engagement is described in the section on 'Stakeholders' participation and cooperation,' in particular in para 195. Ministry-level engagement was particularly strong in Brazil, which took a national-level approach, see para 225 above. A lesson going forward is to involve the country offices of the implementing agencies in ministerial engagement in particular. A second, is to embed work in existing, relevant and well-supported initiatives and then help achieve their goals.

To what extent was the UNDAF mechanism used to improve cross-sector uptake of the project outcomes and results as well as global environmental benefits?

227. The UNDAF mechanism was not used according to the GEF Final Project Report. The Report said that "At the outset of the project, linkages were identified with Brazil UNDAF (2007-2011), Outcome area 1.2; Kenya UNDAF (2009-2013) – Priority Area 3; Sri Lanka UNDAF (2008-2012) – Outputs 1.3 (Food Security), 1.5 (Sustainable Natural Resources Management), 2.2 (Health and Nutrition) and 4.5; and Turkey UNDAF (2011-2015) – Result 3: Strengthened policy formulation and implementation capacity for the protection of the environment and cultural heritage."[140]

228. The Final Project Report went on to say that there was "that no evidence that effective sharing of information and coordination between project countries and relevant country UNDAF programmes occurred."

[139] https://www.cbd.int/conferences/post2020

[140] GCP GLO 805 GFF Terminal Report final version.doc, p 9

To what extent, and with what success, were the recommendations from the mid-term assessment taken up in the latter part of the project's implementation?

229. The MTR provided a series of recommendations, summarized as follows:

- Negotiate a no-cost extension;
- Strengthen activities aimed at stimulating public awareness and enlarge the target audience. In this regard, the MTR advised to seek the engagement of a communication specialist;
- Conduct end-of project assessment/impact analysis and in-depth studies into impact assessment;
- Assess the balance/imbalance between supply and demand for BFN-related outputs;
- Linking farmers to institutional markets, in particular school-feeding programmes and replicate the Farmer Business School Model.

230. Only the first of the points listed above was fully achieved. While the BFN project managed to conduct a remarkable amount of public awareness initiatives, it is also considered that much more could have been achieved in this regard by a project like the BFN. Regrettably, contrary to recommendations, the communication specialist was not engaged. No impact analysis was conducted and only some limited attempt was conducted to assess the balance between supply and demand for BFN outputs. Although the BFN managed to stimulate the replication of the Farmer Business School Model, it is felt that the project could have achieved more on linking farmers to institutional markets.

VI. CONCLUSIONS AND RECOMMENDATIONS

A. Conclusions

Conclusion 1: The project was highly relevant as a result of its process of formation

231. The project was highly relevant to CBD because it was designed in response to a call for a cross-cutting initiative to work on BFN, approved in 2006 by CBD's Conference of the Parties. From this beginning, it follows that the project was relevant to GEF, which is the funding mechanism for CBD, and to WHO with its focus on nutrition and biodiversity, and FAO with its focus on agriculture and food.

Conclusion 2: Quality of project design was good overall, however, in hindsight greater provision should have been made to involve the implementing agencies at country-level.

232. In general terms, the project design managed to set up a solid project governance capable to handle the complexities related to a global multi-country intervention articulated in an integrated manner over a plurality of sectors. However, the project did not manage to fully integrate the various country offices of the implementing agencies, undermining its sustainability.

Conclusion 3: The external context affected the project in two major ways -- through change in levels of political support and the structural difficulties that UN agencies and the CGIAR have in sustaining integrated cross-cutting initiatives

233. There were two main external factors that affected project performance. The first was the level of political support for the work in the four countries. Efforts in Brazil and Turkey experienced setbacks after the Bolsonaro became president in 2019 and there was a failed coup attempt in Turkey in 2016, respectively. Damage was mitigated by the ownership that executing staff and stakeholders felt towards the work. The second external factor was that UN agencies struggle institutionally to implement cross-cutting initiatives in which several partners operate on a similar footing, as opposed to one in which a lead organization sub-contracts work packages to subsidiaries (para 184). This likely contributed to the failure to find sufficient support from the implementing UN agencies to continue with a second phase of the BFN project. The GPMU believed a second phase was needed, in part because the project did not sufficiently achieve what the ProDoc foresaw as its greatest impact (para 124) - mainstreaming a cross-cutting approach to the conservation, sustainable management and use of agrobiodiversity into global nutrition, food and livelihood security strategies and programmes. The CGIAR, of which Bioversity is a part, also struggles to sustain cross-cutting initiatives beyond a single project or program cycle.

Conclusion 4: The project was judged as successful by the ET and nearly all interviewees, despite some gaps in the achievement of outcomes[141]

234. The project was judged as successful by everyone interviewed by the ET. Its success was acknowledged by the CGIAR who selected the project's BFN approach as one of the 51 most important innovations in the last 50 years (see

[141] This conclusion answers the key strategic question: To what extent did the multi-sectoral engagement at Ministry level in the project countries enhance the delivery of outputs and uptake of BFN?

para 136). The project was also highly productive, producing more than 500 outputs, with publications being added more than a year after the end of the project (see para 127). The project's main policy achievement was to play a leading role in the development and official approval of: an ordinance of recognized nutritionally-rich indigenous species in Brazil and a biodiversity strategy for Busia County in Kenya (see para 135).

235. Part of the project's success was a result of how it engaged with partners in each of the four countries (see para 195). Nevertheless, there were some gaps in the achievement of outcomes, most significant of which was the failure to upload food composition data into the FAO INFOODS database, except for Turkey. A second was that none of the country-level portals emerged as the hoped-for foundation of more integrated and cross-cutting approaches to mainstreaming BFN envisaged at the start of the project.

Conclusion 5: The project had more success at mainstreaming BFN at country-level than at global-level[142]

236. The main hoped-for impact at the start of the project was to mainstream more collaborative and integrated ways of working on BFN issues among relevant actors and agencies across agriculture, health and environment, nationally and globally (see para 143). While project country teams were able to work in more collaborative and integrated ways, this did not take root at global scale. Evidence of this is that the GPMU said at the end of the project that it was still the only such cross-cutting initiative in existence working on the agrobiodiversity, food and nutrition nexus. There appear to have been institutional reasons why actors and agencies working on BFN issues found it hard to work together more closely, even if individuals wanted to do so (see para 184).

237. The project's mainstreaming approach at global level has been for senior BFN staff to participate in on-going processes by attending meetings and writing BFN project findings and lessons into books and other documents that inform these processes, such as WHO's 'Guidance on Mainstreaming Biodiversity for Nutrition and Health.'

238. At country-level, the project was most successful in mainstreaming BFN in Brazil. This was helped by the decision at the start of the project to align project work with an on-going national level initiative called Crops for the Future, that enjoyed strong political support until 2019 (see para 109). This is evidenced by counterpart funding of USD 59.6 million in Brazil compared to the USD 3.5 million for the other three countries put together. BFN teams in other countries also aligned themselves to on-going initiatives, but to a lesser extent. For example, in Turkey the BFN project contributed to a strong biodiversity program that had begun in the 1960s, but which had not worked much on food composition of wild relatives, that would encourage greater use (see para 111).

Conclusion 6: Project financial management was satisfactory

[142] This conclusion, and the corresponding lesson learned, answers the strategic question: To what extent was mainstreaming of BFN successful in the project countries? What factors enhanced the project's mainstreaming focus?

239. The financial management of the project was appropriate and in line with UNEP and FAO's financial policies and procedures. Financial documentation consulted during the TE is adequate and reflects proper financial management standards. Communication between Finance and Project Management staff was reported to be satisfactory and in line with UNEP's financial management policy.

Conclusion 7: The project set-up and intervention strategy allowed to achieve a remarkable level of efficiency

240. The project was clearly ambitious in its attempt to address a group of inter-related sectors, and particularly in its attempt of doing so at multiple scales – i.e., at global level and in four countries. The complex set-up of the project structure, reflected in its multi-agency implementation, caused some delays. This complication was somehow expected and, overall, it was dealt with in a relatively efficient manner. Concurrently, the global and multi-country intervention strategy adopted by the project allowed the achievement of a remarkable level of efficiency mainly through a cross-fertilization of country experiences.

241. The large increase of co-financing in Brazil indicated a high level of engagement in the project by the Government of Brazil.

Conclusion 8: The project managed to set-up a strong M&E system, despite a few limitations

242. In its design, the M&E system managed to combine the requirements for a solid monitoring system with the necessary flexibility to adapt monitoring activities to specific country and/or local contexts, despite the cutting of activities linked to the capacity building plan and to the impact assessment component. Also, the M&E system lacked a human rights and gender approach, although this was not a GEF requirement when the project was designed.

Conclusion 9: There was a strong case to continue the project after GEF funding finished. There are four possible reasons why the project did not continue.

243. One reason the project did not continue is that GEF does not fund second phase projects. Rather, GEF projects wishing to continue must convince member countries to apply for a new project. The GPMU did not have the resources to develop the necessary visibility for this to happen.

244. Secondly, the project also lacked visibility within FAO, partly through FAO staff being less involved in the project than they expected. Stronger support from FAO, who hold the mandate for the conservation and use of agricultural biodiversity, would, in the view of the ET, have increased the chances of continued funding (para 144).

245. Thirdly, Bioversity could have chosen to use funding from SDC to fund a second phase, but chose not to because of a merger with another CGIAR Centre, with other priorities (para 180).

246. Fourthly, as an integrating and cross-cutting initiative, the project has struggled to communicate a simple, clear and compelling message about how a BFN approach can realistically achieve impact at scale. This is in comparison to other agriculture and nutrition initiatives such as HarvestPlus' work on biofortification (para 220).

Conclusion 10: The project did not specifically address issues relating to human rights, gender and indigenous people and local communities. Nevertheless, the project generated outcomes beneficial to all three areas.

247. GEF passed a policy just after the project was approved that stipulated FAO and UNEP, as GEF agencies, should have ensured that social assessment, including gender analysis, was undertaken to assess the potential roles, benefits, impacts and risks for women and men of different ages, ethnicities, and social structure and status, and these findings be used to inform project formulation, implementation and monitoring and evaluation. GEF did not require the project to make late changes to the ProDoc, or immediately after the Mid-Term Review.

B. Summary of project findings and ratings

248. The table below provides a summary of the ratings and findings discussed in Chapter V. Overall, the project demonstrates a rating of Satisfactory.[143]

Table 10: Summary of project findings and ratings

Criterion	Summary assessment	Rating
Strategic Relevance		**HS**
1. Alignment to MTS and POW	The project was relevant to the UNEP Medium Term Plan and Program of Work as a result of being the major component of a cross-cutting initiative on biodiversity for food and nutrition called for by the CBD CoP in 2006. It was also relevant to FAO Strategic framework.	HS
2. Alignment to UN Environment /Donor strategic priorities	The project was relevant to GEF Strategic Priorities, for the same reason, given that GEF is the funding mechanism for the CBD	HS
3. Relevance to regional, sub-regional and national environmental priorities	The project was relevant to national policies in all four countries	HS
4. Complementarity with existing interventions	Rather than being complementary, the project set out to challenge global processes on BFN to adopt a more integrated and cross-cutting approach to the use and conservation of agrobiodiversity. The project endeavoured to be complementary to country-level initiatives, particularly in Brazil and Turkey.	HS
Quality of Project Design	The project design was satisfactory. The global multi-country nature of the project, as well as its multi-agency management structure, highlight the complexities that the project has tackled. The meticulous preliminary activities allowed to set up a solid project governance; nevertheless, the project did not manage to fully integrate within the various country offices of the implementing agencies, undermining its sustainability.	**S**
Nature of External Context	The rating is the same as given in the inception report. While the project faced some serious difficulties as a result of changing external context, in particular political change, it also enjoyed periods of time in which the external context was very favourable.	**MF**
Effectiveness		**S**
1. Availability of outputs	The project was highly satisfactory with respect to producing a large number of different types of output as well as curating them	HS

[143] The overall estimated rating is 4.9 within the range between 0 and 6.

Criterion	Summary assessment	Rating
2. Achievement of project outcomes	The project was less successful with respect to achieving expected outcomes and its objective. While the project has developed an approach to mainstreaming the conservation and sustainable management and use of agrobiodiversity in project country and global processes, much more needs to be done before the mainstreaming of the approach, and the project objective, can be said to have been achieved at scale.	S
3. Likelihood of impact	Six out of ten impact assumptions proved valid, at least in Brazil. For two it is too soon to judge. Two assumptions were judged invalid. Likelihood of project impact at scale is reduced by the organizations involved, while recognizing rhetorically the importance of the project as a necessary cross-cutting initiative, have not been able between them to fund a continuation of the work. This is balanced by project teams continuing to champion the mainstreaming of BFN after project finished.	L
Financial Management		**HS**
1. Adherence to UNEP's financial policies and procedures	The financial management of the project was appropriate and in line with UNEP's financial policies and procedures.	S
2. Completeness of project financial information	Financial documentation made available to the TE is adequate and reflects proper financial management standards.	S
3. Communication between finance and project management staff	Communication between Finance and Project Management staff was satisfactory	HS
Efficiency	While on one side the complexities of the global multi-country structure of the project caused some delays, on the other side the multi-country and multi-sector set-up adopted by the project allowed to achieve a remarkable level of efficiency. The high increase of co-financing experienced by the project during its life complicates the analysis of project efficiency by raising questions about what would have been the project performance in the absence of such budget increase.	S
Monitoring and Reporting		**S**
1. Monitoring design and budgeting	In its design, the M&E system managed to combine the requirements for a solid monitoring system with the necessary flexibility to adapt monitoring activities to specific country and/or local contexts. M&E were budgeted adequately. However, as acknowledged in the Final Report, the potentialities of the M&E system were affected by activities being dropped	MS
2. Monitoring of project implementation	Project supervision maintained an adaptive management approach. All country teams made use of appropriate tracking tools and any changes to the logical framework identified as necessary were discussed fully with all stakeholders at NSCs and ISC meetings.	S
3. Project reporting	All reports reviewed by ET were accurate enough; despite an insufficient adoption of gender-disaggregation.	S
Sustainability		**ML**

Criterion	Summary assessment	Rating
1. Socio-political sustainability	There was and remains strong political support for mainstreaming the conservation and use of agrobiodiversity in relevant global processes, but less so in some national ones due to changes of government. There is less support in practice at global level for the BFN project as an integrated cross-cutting initiative working to mainstream an approach to engaging in BFN	ML
2. Financial sustainability	Agrobiodiversity is a global public good that justifies the use of public funding to support its conservation and use. However, socio-political and institutional issues threaten the provision of continuing funding to the BFN approach	ML
3. Institutional sustainability	Taking a cross-cutting and integrated approach runs counter to UN and CGIAR norms and this threatens the institutional sustainability of the BFN approach at global scale. Institutional sustainability is more likely at country-level, in particular in Brazil and Kenya.	ML
Factors Affecting Performance		**S**
1. Preparation and readiness	The meticulous preparatory activities conducted both at global and at country level led to build up a solid project governance.	S
2. Quality of project management and supervision		S
a. EA	The quality of project management carried out by Bioversity, as the executing agency, was high, manifest in quantity and quality of output produced and the sense among those involved in the project of belonging to the "BFN family."	S
b. IAs	The quality of project implementation was not as high overall, partly because Bioversity did not require some of the technical oversight on offer, and partly because little funding was made available to FAO and UNEP, as IAs, beyond allowing the respective TM and LTO to attend some project meetings.	MS
• Stakeholders' participation and cooperation	The project built strong national teams with appropriate skills, expertise and experience. The national teams would have very likely have been stronger with greater involvement of FAO and UNDP country offices. GEF guidelines limiting country-level involvement of implementing agency staff may have worked against the cross-cutting intent of the project.	S
• Responsiveness to human rights and gender equity	The project was not explicit as to how it would take into account human rights and gender issues in the ProDoc, partly because most, but not all, guidance from GEF and the two implementing agencies was published after the project began. The project's MTR did little to change this situation, even after the MTR. Nevertheless, marginalized and vulnerable groups, including women, benefited from project outcomes.	MU
• Environmental, social and economic safeguards	The project provided recognition of indigenous people and local communities, however the project focus on such groups was limited. Interventions for the promotion of production and procurement of local vegetable varieties – particularly in Kenya - and initiatives aimed at the promotion of Quilombo traditional culinary culture focused on the use of local varieties in Brazil were the notable exceptions.	S

Criterion	Summary assessment	Rating
• Country ownership and driven-ness	Aspects of country ownership and driven-ness is covered under Sustainability. A strong indicator of driven-ness and ownership is that members of the Global and National Project Management Units, and their close contacts, have continued to work towards project outcomes after the official end of the project. This is in part a testimony to the enduring urgency of the project's objective and the strength of the network that the project created.	S
• Communication and public awareness	The project was effective at communicating to key audiences and raising public awareness at country and global scale. However, as an integrating and cross-cutting initiative, the project has struggled to communicate a simple, clear message about how a BFN approach can realistically achieve impact at scale. This not the fault of the project. It has to do with the complex and location-specific nature of co-developing BFN solutions where value chains do not yet exist and agreement on the way forward has not been reached.	HS
Overall Project Performance Rating	The project was highly successful with respect to strategic relevance and successful with respect to effectiveness. That the project was chosen as one of the CGIAR's 50 or so most significant innovations is notable. Where the project was less than successful it was often as a result of the siloed institutional context in which it worked and the nature of the complex issue it addressed, i.e., matters outside of its control	**S**

C. Lessons learned

Lesson Learned #1:	**In line with published findings elsewhere (see para 184) large, hierarchical organizations face structural difficulties implementing and sustaining cross-cutting initiatives that work in partnership on nuanced and inter-related issues such as biodiversity, food and nutrition.**
Context/comment:	The structural difficulties relate to meeting bureaucratic requirements that differ from one agency to the next. The default way of working is for one agency to lead and others, if required, to be subcontracted to deliver on separate work packages. They are contractors co-opted to deliver on pre-determined results given to them, rather than full partners who agree together. While this may be easier bureaucratically, it does not create much space for implementing and executing organizations to learn from each other and change, something that is required for system transformation. GEF's approach to splitting project implementation between implementing and executing agencies pre-supposes that the executing agency will follow the lead of the implementing agency or agencies, i.e., it is a model that would seem to implicitly assumes co-option rather than full partnership. This is further reinforced by precluding implementing agencies from becoming involved on the ground and gaining ownership and understanding of progress made.

Lesson Learned #2:	**Implementing successful country-level interventions, judged by output and strength of country teams, does not guarantee a needed second phase if ownership is not equally shared among implementing and executing organizations operating at global level.**
Context/comment:	Ownership comes from feeling fully informed and involved. Ownership was somewhat lacking as a result of GEF funding rules, whereby the two implementing agencies were not expected to become involved at country level. This hampered efforts to achieving the project's main impact – "bringing together the actors and agencies from relevant sectors cutting across agriculture, health and environment, nationally and internationally, and creating suitable spaces for collaboration and integration."[144]

Lesson Learned #3:	**Supporting ongoing initiatives may well yield more counterpart funding and results than working in project-designated pilot sites. However, doing so may require the project team to live through a period of uncertainty while it becomes clear how the project can make the most impactful contributions. For this to be successful, as it was in the case of Brazil, project leadership needs to recognize and support teams going through this period.**
Context/comment:	This learning comes from the Brazilian case which went through a process by which a large number of committed stakeholders taking part in the Zero Hunger initiative sought to find ways in which the BFN project could add value.

D. Recommendations

Recommendation #1:	That the BFN Project is funded for a second phase to allow for further development and mainstreaming of the BFN approach to working on tackling issues relating to biodiversity, food and nutrition that brings together the UN Agencies and independent bodies with responsibilities in the three domains in country, i.e., UNEP, FAO, WHO, CBD, CGRFA and Bioversity, such that country initiatives are integrated and synergistic
Challenge/problem to be addressed by the recommendation:	• The BFN project's greatest expected impact was to bring together the actors and agencies from relevant sectors cutting across agriculture, health and environment, nationally and internationally, and creating suitable spaces for collaboration and integration.

[144] ProDoc p. 12

	• While progress has been made, such an approach has not yet been mainstreamed. In the meantime, funding for the project has ceased. • Discussion and agreement on what to continue to support coming out of the BFN project should be carried out in the context of the new Aichi Targets to accompany the yet-to-be-finalized Strategic Plan for Biodiversity 2021-2030
Priority Level:	Very important
Type of Recommendation	Project Level
Responsibility:	UNEP, FAO, WHO, CBD, CGRFA and Bioversity
Proposed implementation time-frame:	By mid-2022

Recommendation #2:	**That the GEF project funding mechanism be adapted to make it better at supporting cross-cutting initiatives in which the executing and implementing agencies need to collaborate and work well together in support of adaptive programming**
Challenge/problem to be addressed by the recommendation:	• The GEF funding mechanism precludes implementing organizations becoming involved in project execution, risking subsequent lack of ownership of, and engagement in, the project. • It also does not expect projects to take into account guidelines representing good practice, e.g., gender guidelines, that are published after project approval. This should change.
Priority Level:	Important
Type of Recommendation	Project Level
Responsibility:	GEF together with UNEP, FAO and Bioversity
Proposed implementation time-frame:	By end of 2022

Recommendation #3:	**That future FAO and UNEP projects that seek to address nexus of issues by breaking down institutional silos talk into account lessons learned as to why such projects tend to fail**

Challenge/problem to be addressed by the recommendation:	• The challenges to be addressed are the institutional impediments to undertaking the integrated cross-cutting initiatives required to breakdown and work across silos. • This evaluation report would be an input into a high-level reflective process • Future planning should take into account lesson 1 about structural challenges facing agencies in working in partnership
Priority Level:	Important
Type of Recommendation	Organizational Level
Responsibility:	UNEP and FAO together with Biodiversity, CBD and CGRFA
Proposed implementation time-frame:	By end of 2022

ANNEX I. STAKEHOLDER COMMENTS

Section /Paragraph	Comment/ Feedback from Stakeholder	Evaluation Team Response	UNEP Evaluation Office Response
Introduction, para 43	Mainstreaming agrobiodiversity for food and nutrition is a standard CBD terminology (CBD cross-cutting initiative of biodiversity and nutrition) , hence there was no need for such a definition	Readers will not know this definition, and as it is central to what the project was trying to do, it is necessary to define it	Response from ET is acceptable – no further change is necessary.
Results Framework para 55	The reconstructed ToC is different for the one developed at MTE stage	This was reconstructed to meet UNEP definitions, OECD/DAC guidelines so as to evaluate the project as per UNEP, FAO and GEF policy and the TORs.	TORs outlining this process were circulated to the core team prior to the TE taking place. Additionally, at inception of the TE, comments/feedback were sought from the core team and agreed upon prior to the data collection phase. No further change required
Para 79	All No-cost extensions were justified formally with supporting documentation	No change made	No changes made to the report. The justification of no cost extensions is assessed under 'Efficiency'
Para 85	The reconstructed ToC should be based on the most recent revised results framework	It was	As per the process outlined in the inception report, the reconstructed ToC was based on the revised results framework as well as a desk review of project documents.
Quality of Project design, para 115	The GEF requirements should be also taken into consideration when assessing the quality of project design	The UNEP Guidance note on assessment of Quality of Project Design has been referenced as a footnote reference added	GEF requirements have been taken into account when designing the guidance tool. Footnote accepted – no further changes to be made.
Para 115	This was not a GEF requirement	Whether it is a GEF requirement or not, providing detail of how implementation is going to look like in individual countries is considered good practice	UNEP evaluations aim to assess the quality of the design of the project vis-à-vis its purpose of setting out an intended scope of work and Theory of Change

			that will deliver desired results, rather than assessing the quality of the GEF templates. GEF requirements, along with those of other funding partners, have been taken into account when designing the UNEP guidance tool on assessing the Quality of Project Design
Para 115	As above no GEF requirement. The design team follow all GEF requirements for ProDoc		GEF requirements, along with those of other funding partners, have been taken into account when designing the UNEP guidance tool on assessing the Quality of Project Design
Para 115	As above no GEF requirement. The design team follow all GEF requirements for ProDoc		GEF requirements, along with those of other funding partners, have been taken into account when designing the UNEP guidance tool on assessing the Quality of Project Design
Rating for Efficiency	Securing a high level of co-financing which is a GEF requirement should be seen as very satisfactory	This is only part of what is being rated	ET response accepted – no change made in the report
Monitoring – Design and Budget Para 166	REFERENCE IS TO PRODOC NOT MINUTES FROM SC APPROVID CHANGES. This was activity not related to the M&E plan. This section should assess the M&E plan design and implementation by the IAs. The rating is not supported by information justifying MS	The changes affected the capacity initially considered appropriate to monitor project outputs	ET response accepted – no change made in the report
Monitoring of Project Implementation, Para 172	This was not envisaged as per the GEF requirements at the time and does not justify MS rating	Indeed, this was not envisaged as per the GEF requirements at the time of project design. Nevertheless, no action was taken afterwards to update the M&E Plan accordingly	ET response accepted – no change made in the report

Monitoring. Project Reporting para 174	No such requirement was made. Please refer to UNEP Gender requirements at the time of project implementation	Whether it was or was not a requirement, it was widely established good practice. Also, the ProDoc said the project would pay particular attention to mainstreaming – which is not possible if not recording gender disaggregated data	ET response accepted – no change made in the report Furthermore, Gender Mainstreaming came into UNEP's MTS in 2010. The Medium-Term Strategy (MTS) 2010-2013: Gender responsiveness. "UNEP is committed to the integration of gender equality and equity in all its policies, programmes and projects and within its institutional structures. This commitment is extended to the environment and sustainable development work that UNEP undertakes with its various partners and other United Nations agencies. Ensuring that the Medium-term Strategy will be implemented in a gender responsive manner requires the full implementation of UNEP Governing Council decision 23/11 on gender equality and the environment and the draft UNEP gender policy and gender plan of action. Consequently, UNEP will strengthen the capacities of its staff and its partners with regards to gender issues and analysis to ensure that UNEP supports gender responsive environmental management. This will entail continuous support to strengthen capacity internally and to build strategic alliances with external partners. At the administrative level, UNEP will continue to ensure that it abides by the United Nations Secretariat's recommended guidelines on gender-sensitive human resource management practices and implements " In 2011 GEF Unit introduced Safeguards Review Checklist which includes consideration of disproportionate effects on vulnerable groups, including women, under Social Impacts.

Para 175	This was not a requirement to GEF projects and can not be used to justify MS rating	See comment above.	Please see the note above – no changes to the rating have been made.
Para 176	This is no option for GEF project it is not appropriate to judge sustainability by this criteria	We are judging the project against what it set out to do, which was develop and promote an integrated approach to BFN, which was part of the raison d'etre of the Cross Cutting Initiatives of which the project was part	ET response accepted – no change made in the report
Para 176	It is against the GEF rules an IA to also perform EX functions	If execution builds ownership then perhaps this is a lesson for GEF	ET response accepted – no change made in the report
Para 176	Not correct interpretation, this is not stand alone FAO or CGIAR project - ownership belongs to countries as IAs support them to fulfil obligations to CBD commitments.	Except this was not a standard single-country GEF project. It was a multi-country CCI, borne out of a CBD-led process	ET response accepted – no change made in the report
Para 178	All countries through their CBD focal point further used project results in formal submissions to CBD post 2020 Global biodiversity process: strategy and monitoring framework development	This was not brought to our attention during the evaluation.	This has been added as footnote
Para 180	This is not CGIAR project. However UNEP incorporated all project results in its new MTS and Programme framework	We are not saying it is, but the CGIAR claimed it as one of their 51 most important innovations in the last 50 years and they could have legitimately found funding for a second phase	ET response accepted – no change made in the report
Para 183	Institutional sustainability can not be judged by this factor. It is important how further project	We beg to differ, given what the project was trying to do, and how it judged its own sustainability.	ET added final sentence – no further changes to be made.

	results were mainstreamed into institutional and global agendas and countries contribution to CBD pot 2020 global biodiversity process		
Para 184	Do not agree with this as it was never envisaged for this project to have second phase This is not a norm for GEF co-implementing agencies Not justified statement Comparison with stand alone FAO projects is not appropriate	The project team clearly wanted there to be one This was not a normal GEF, single country project. As said above, this was a cross-cutting initiative to work across countries, not only within them It is supported by para 162 – text changed to reflect this. Text changed to reflect this	Text changed to reflect the ET's views – no further changes to be made.
Para 185	This statement is not supported by the sentences bellow in the same para. All possible channels to promote project results through CGRFA were fully utilised but the CGRFA is not a mechanism to formally cannel GEF projects	This is not about changing a GEF project – GEF was the donor. It was about channelling a CBD-supported cross-case initiative	ET response accepted – no change made in the report
Para 186	Evaluators should assess project results sustainability at national level as IAs and EAs only facilitate the process to assist countries to utilise GEF support for fulfilling their CBD obligations. GEF projects should not be mixed with agencies mandates as the GEF trust fund	We are evaluating the project against what it set out to do; against its ToC and view of the impact it wanted to achieve	ET response accepted – no change made in the report

	can not be used for core mandate functions of IAs and EAs.		
Para 196	There were not focal points but Task managers and UNEP TM coordinated national agencies and political support, not only attending meting but facilitating Bioversity's engagement with national institutions	But being the implementing agencies should not preclude respective country offices getting involved in the project which is trying to be work across biodiversity, food and nutrition	ET response accepted – no change made in the report
Responsiveness to Human rights and Gender Equity, 200	This was not a requirement	Text added to reflect this comment	HR and GE have been UNEP and GEF requirements since 2011. See comment above.
Environmental and Social Safeguards	THIS SECTION SHOULD REFER TO *Checklist for Environmental and Social issues* prepared by UNEP at the project approval stage not to some related FAO documents- this is not FAO project	Our approach is to evaluate the project, which is attempting to be a cross-cutting initiative bringing different elements together, including gender and IPLC issues. The fact that the executing agency and an implementing agency were working on a global hub on indigenous peoples' food systems without mention of the BFN is worthy of note.	ET response accepted – no change made in the report
Para 223	Why only UNEP and not also future FAO work ? This topic of great importance for FAO also, especially after the UN Food Systems Summit and the importance of transforming food systems for healthy diets.	These were the questions provided to the ET as per the TORs	The draft TORs were circulated to UNEP and FAO project teams as well as FAO Evaluation Office for comment and feedback under Key Strategic Questions to be considered before a final version was completed. This was not raised by FAO at the time and the evaluation team gathered data accordingly.
Para 227	Project results were communicated by UNEP regional offices to relevant UNDAF discussions and for a. Also it was	This does not amount to using the mechanism to improve cross-sector uptake	ET response accepted – no change made in the report

	a requirement at the design stage to identify linkages – they are stated in the ProDoc		
Para 227	Not such a study was conducted	This is a quote from the Final Project Report!	ET response accepted – no change made in the report
Para 229	This was not supposed to be done by the project. GEF does not support activities which are core mandate of the GEF Agencies. FAO should had support this..	It was reported to us a part of the project – see reconstructed ToC based on ProDoc	ET response accepted – no change made in the report
Para 236	Mainstreaming is not measured by existing of similar projects but by mainstreaming of BFN agenda into policies at all levels- One Health, WHO guidance, etc. are good evidence. UNEP MTS also, as well as Global post 2020 biodiversity framework , particularly its monitoring framework (targets and indicators)	The ProDoc said biggest impact would be organizations working together in a cross-cutting manner, i.e., mainstreaming of the BFN approach, not the use of BFN project outputs	ET response accepted – no change made in the report

ANNEX II. PEOPLE CONSULTED DURING THE EVALUATION

Table 11: People consulted during the Evaluation

Organization	Name	Position	Gender
UNEP	SAKALIAN, Marieta	Former BFN Task Manager	F
FAO	TARTANAC, Florence	Former BFN Task Manager and FAO Lead Technical Officer	F
FAO	CHARRONDIERE, Ruth	Former BFN Task Manager and FAO Lead Technical Officer	F
UNEP	ROBINSON, Johan	Former BFN Task Manager	M
Meridian Institute	TUTWILER, Ann	Former Bioversity Director General	F
CGRFA	HOFFMAN, Irene	Secretary	F
UNEP	GORO, Elizabeth	UNEP Project Finance Manager	F
FAO	KIMANI, Angela	Former FAO Kenya Nutritionist	F
Bioversity	HUNTER, Danny	Former BFN Global Coordinator	M
Bioversity	BORELLI, Teresa	Former BFN Deputy Coordinator	F
Bioversity	WEISE, Stephan	Deputy Director General Research	M
University of Brasilia	DE SOUZA DIAS, Braulio	Former Secretary of Biodiversity – Ministry of Environment	M
Independent consultant	CORADIN, Lidio	Former BFN-BR National Project Coordinator	M
Ministry of Environment – Brazil	MOURA DE OLIVEIRA BELTRAME, Daniela	Former BFN-BR Technical Coordinator	F
Ministry of Environment – Brazil	OLIVEIRA, Camila	Former BFN-BR National Project Manager	F
Ministry of Environment – Brazil	HASENCLEVER DE LIMA BORGES, Leonardo	Observer	M
Federal University of . – Brazil	SANTIAGO, Raquel	Nutritionist	F
University of Cearà – Brazil	SIQUEIRA, Adriana	Nutritionist	F
Quilombo Community – Brazil	TAVARES, Lucy	Quilombo Community Leader	F
Quilombo Community – Brazil	RAYANI, Maria	Quilombo Community Member	F
Kenya Agricultural and Livestock Research Organization – Kenya	WASIKE, Victor	Former BFN-KE Country Coordinator	M
Mundika High School – Kenya	OBONYO, Mark	Former Head Teacher	M
Sustainable Income Generating Initiative – Kenya	BURLUMA, William	SINGI Chairman	M
Ministry of Agriculture and Forestry – Turkey	GÜNER, Birgül	Former BFN-TU National Project Sub-coordinator	F
Ministry of Agriculture and Forestry - Turkey	YÜCE ARSLAN, Hilal	Former BFN-TU Member of National PMU	F
Ministry of Agriculture and Forestry – Turkey	AYDEMİR, Serdar	Former BFN-TU Member of National PMU	M
Ministry of Agriculture and Forestry – Turkey	TAN, Ayfer	Former BFN-TU Regional Coordinator	F
Ministry of Agriculture and Forestry – Turkey	ÖZBEK, Kürşad	Former BFN-TU Regional Coordinator	M

Organization	Name	Position	Gender
Ministry of Agriculture and Forestry – Turkey	KARABAK, Sevinç	Former BFN-TU Sectoral Coordinator	F
Ministry of Agriculture and Forestry – Turkey	GÜZELSOY, Nurcan A.	Former BFN-TU Sectoral Coordinator	F
Horticultural Crops Research and Development Institute – Sri Lanka	SAMARASINGHE, Gamini	Former BFN-SL	M
International Institute for Food Policy Research (IFPRI)	JOHNSON, Nancy	Researcher	F

ANNEX III. KEY DOCUMENTS CONSULTED

Project planning and reporting documents

- ProDoc – Project Document
- Project Identification Form
- Request for CEO Endorsement/Approval and GEF CEO Endorsement Letter
- GEF Secretariat Review
- Project Cooperation Agreement
- Project Amendments
- PIR FYs 2013-2018
- Quarterly Expenditure Statements
- Cash Advance Statements
- Report of Planned and Actual Co-Finance
- Final Report
- Final Financial Statement of Expenditures

Project outputs – Overall

- Reports of International Steering Committee Meetings

Previous evaluations

- Mid-Term Evaluation Report
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ANNEX IV. BRIEF CV OF THE EVALUATOR

Name: Boru Douthwaite

Profession	Evaluator
Nationality	Irish
Country experience	• Asia – Philippines, Thailand, Indonesia, Laos, Cambodia, Bangladesh, Malaysia • Africa – Nigeria, Benin, Botswana, Ethiopia • Latin America – Colombia, Bolivia, Ecuador, Argentina
Education	• PhD in Agriculture • MSc in Agricultural Machinery Engineering • BSc in Mechanical Engineering

Short biography

Boru has a proven track record in designing and implementing program activities relating to generating and evaluating outcomes and impacts. He has pioneered the adaptation and use of theory of change concepts in the CGIAR as a framework for communications, monitoring, evaluation, learning and impact assessment.

Key specialties and capabilities cover:

- Complexity-aware evaluation
- Use of theory of change

Selected assignments and experiences
Independent evaluations:

- Led a mid-term evaluation of the IOMC Toolbox for Decision Making in Chemicals Management – Phase III managed by UNITAR (2020)
- Led a final evaluation for FAO Office of Evaluation of the EU and FAO-funded project "Capacity Development in Agricultural Innovation Systems" (2019)
- Led a cluster evaluation of three pesticide risk reduction projects in Botswana, Eritrea and Mozambique for FAO-GEF (2019)
- Led a learning review for Itad of a World-Bank-led dedicated funding mechanism for indigenous people and local communities (2018)

Name: Alessandro De Matteis

Profession	Economist
Nationality	Italian
Country experience	Brazil, Burkina Faso, Burundi, Cameroon, Colombia, Congo, Democratic Rep. of Congo, Egypt, Eritrea, Ethiopia, Haiti, Kenya, Madagascar, Malawi, Malaysia, Morocco, Mozambique, Rwanda, Somalia, South Africa, South Sudan, Sri Lanka, Sudan, Swaziland, Syria, Tanzania, Tchad, Turkey, Uganda, Zambia, Zimbabwe
Education	• PhD in Development Economics • MSc in Development Economics • Diploma in Statistics • BSc in Economics

Short biography

Alessandro is a research fellow at the University of East Anglia, Norwich (UK). He has long-term experience with foreign aid policy and management, accrued while serving in international organisations.

Key specialties and capabilities cover:

- Strong analytical and quantitative skills

Selected assignments and experiences
Independent evaluations:

- Led a final evaluation for FAO Office of Evaluation of the project "Agriculture and Food Information System for Decision Support in South Sudan" (2015-16)
- Contributed to a mid-term review of the European Commission Food Security Programme in Ethiopia (2005-06)

ANNEX V. TERMS OF REFERENCE

Terminal Evaluation of the UNEP/FAO/GEF project

"Mainstreaming Biodiversity Conservation and Sustainable Use for Improved Human Nutrition and Well-being GEF ID 3808"

Section 1: PROJECT BACKGROUND AND OVERVIEW

Project general information

Table 12: Project Summary

GEF Project ID:	3808		
Implementing Agency:	UNEP (lead) FAO	**Executing Agency:**	Bioversity International
Relevant SDG(s) and indicator(s):			
Sub-programme:	**UNEP:** Healthy and Productive Ecosystems **FAO:** will be confirmed during the inception phase (desk review) of the TE	**Expected Accomplishment(s):**	**UNEP & FAO:** will be confirmed during the inception phase (desk review) of the TE
UNEP & FAO approval date:	**UNEP:** November 2011	**Programme of Work Output(s):**	**UNEP & FAO:** will be confirmed during the inception phase (desk review) of the TE
GEF approval date:	November 2011	**Project type:**	FSP
GEF Operational Programme #:	BD	**Focal Area(s):**	BD1 SO2 To mainstream biodiversity in production landscapes/seascapes and sectors
		GEF Strategic Priority:	SP4: Strengthening the policy and regulatory framework for

			mainstreaming biodiversity SP5: Fostering markets for biodiversity goods and services respectively
***Expected* start date:**	November 2011	**Actual start date:**	April 2012
***Planned* completion date:**	October 2016	**Actual operational completion date:**	30 September 2018
***Planned* project budget at approval:**	US$ 35,069,932.20	**Actual total expenditures reported as of [date]:**	will be confirmed during the inception phase (desk review) of the TE
GEF grant allocation:	US$ 5,517,618	**GEF grant expenditures reported as of [date]:**	will be confirmed during the inception phase (desk review) of the TE
Project Preparation Grant - GEF financing:	US$ 260,000	**Project Preparation Grant - co-financing:**	US$ 380,000
***Expected* Full-Size Project co-financing:**	US$ 29,552,314.20	**Secured Full-Size Project co-financing:**	will be confirmed during the inception phase (desk review) of the TE
First disbursement:	18 April 2012	**Planned date of financial closure:**	
No. of formal project revisions:	**1**	**Date of last approved project revision:**	**April 2018**
No. of Steering Committee meetings:		**Date of last/next Steering Committee meeting:**	**Last:** **Next:**
Mid-term Review *(planned date):*	Nov/Dec 2015	**Mid-term Review (actual date):**	March 2017
Terminal Evaluation *(planned date):*	September 2019	**Terminal Evaluation (actual date):**	Jan 2019
Coverage - Countries:	Brazil, Kenya, Sri Lanka, Turkey	**Coverage - Region(s):**	Global – multi-country
Dates of previous project phases:		**Status of future project phases:**	

Project rationale

1. With global change, especially climate change, there is an increased inter-dependency between farmers and communities all over the world. Biodiversity, both wild and cultivated, provides the genetic diversity and

material needed to drive innovation, adaptation, ecosystem services and processes, which underpin the sustainability of agricultural production. Globalisation, industrial development, population increase and urbanization have changed patterns of food production and consumption that affect ecosystems and human diets.

2. The Food and Agriculture Organisation of the United Nations (FAO) estimated in 1997, that there are 30,000 edible plants, yet 80% of the world's total dietary intake is obtained from only 12 species (ProDoc, 2011). In many parts of the world, replacing traditional foods with convenience foods has resulted in the decrease in the quality of diet and contributed to the soaring prevalence of diet related chronic diseases among indigenous communities[145]. The result is a double burden of 'malnutrition' and 'hidden hunger' in developing countries.

3. Biodiversity is often undervalued in terms of its contribution to food security, nutrition and for the reduction of malnutrition in vulnerable groups. Biodiversity with high nutritional significance (biodiversity for food and nutrition – BFN) covers a wide range of cultivated and wild species that, if made available and utilized effectively, can contribute significantly to the dietary diversity, livelihoods and well-being of the millions of individuals in both developing and developed countries.

4. Four countries – Brazil, Kenya, Sri Lanka and Turkey were selected for this project, each with its own unique local biodiversity rich in nutrition and associated traditional knowledge, as well as their recognition of the importance of BFN to potentially contribute to improvements in the national health status and simultaneously provide ready sources of income to cash-poor households. **Brazi**l is one of the countries with the highest biodiversity on Earth, with six different biomes: Amazon, Cerrado, Caatinga, Atlantic, Forest, Pampa, and Pantanatal; representing 18% of the global plant diversity, but BFN remains underexplored. **Kenya** has a range of biomes from savannas, forests, wetlands and temperate deserts; and has recently led the way in showing how value chains from African Leafy Vegetables provide high nutrition and improve livelihoods. **Sri Lanka** has a considerable diversity amongst the major crops cultivated in the forests, urban areas of the Western Province, and Knuckles Forest that are essential for foods – especially rice, vegetables, fruit trees and palm that provide a basis for the national diet. **Turkey** has biomes ranging from mountain forests, temperate deciduous forest, alpine meadows, steppe grasslands and drylands rich in landacres of wheat, emmer, barley, chestnuts, sesame, thyme, grapes and pomegranate – crops which are of major global importance and essential for food security and dietary health.

5. By highlighting the value and benefits of value additions and contributions to livelihoods, this project aimed to make a significant contribution to generating incentives for the conservation of relevant species and habitats and their sustainable utilization. The global environmental benefits arising as a result of improved mainstreaming of BFN are recognised as being:

   - long term conservation of globally significant species, and habitats;

   - safeguarding the valuable traditional ecological knowledge associated with these species and habitats;

   - enhanced role of productive landscapes in harbouring significant levels of biodiversity;

   - more diverse productive landscapes with enhanced resilience to climate change and land degradation;

   - enhanced awareness and management of BFN and its promotion through relevant sectors;

   - dissemination of information at the global level, promoted through extensive global partner networks;

   -globally applicable lessons learned, good practices and guidelines for policy making and mainstreaming;

   - the development of a network of national, regional and global partner institutions and experts who can significantly contribute the up scaling of BFN worldwide through a variety of networks and global initiatives.

Project objectives and components

6. The project's goal as per the Project Document was 'to contribute to the improvement of global knowledge of biodiversity for food and nutrition and thereby enhance the well-being, livelihoods and food security of target

[145] Indigenous People's food systems: the many dimensions of culture, diversity, and environment for nutrition and health, 2009, CINE, FAO.

beneficiaries in Brazil, Kenya, Sri Lanka and Turkey through its conservation and sustainable use and identification of best practices for up-scaling'.

7. The project objective was 'to strengthen the conservation and sustainable management of agricultural biodiversity through mainstreaming into national and global nutrition, food and livelihood security strategies and programmes'.
8. The BFN project was organized with three 'results' components, each with its own outcome and output statements (as summarised in the table below), and two project management components.

Table 13: Components, Outcomes and Outputs of the BFN Project as per the ProDoc (2011)

Component 1: Knowledge Base	Component 2: Policy and Regulatory Framework	Component 3: Increased awareness and outscaling
Outcome 1: Relevant sectors including agriculture, environment and public health in the four partner countries adopt the integrated knowledge base on BFN to build support for biodiversity conservation and enhanced well being.	**Outcome 2**: Enhanced policy and regulatory frameworks support the mainstreaming of biodiversity conservation and sustainable use across sectors	**Outcome 3**: Tools, knowledge and best practices adopted and scaled up in development programmes, value chains and local community initiatives.
Output 1.1: Assessment of nutritional value of agricultural biodiversity and associated traditional knowledge is carried out in 3 ecosystems in Brazil, Sri Lanka and Turkey, and 1 ecosystem in Kenya.	**Output 2.1**: Cross-sectoral national policy platforms for mainstreaming agricultural biodiversity conservation and sustainable use into nutrition, health and education programme established.	**Output 3.1**: Best practices for mobilizing biodiversity identified and promoted.
Output 1.2: National portal on local foods, containing databases on nutritional properties of agricultural biodiversity and associated traditional knowledge, developed in each country and linked to relevant national and global nutritional databases.	**Output 2.2**: National and International policy guidelines and recommendations that promote the mainstreaming of agricultural biodiversity conservation and sustainable use into nutrition, health and education developed.	**Output 3.2**: Capacity of producers, processors, users and researchers to deploy and benefit from nutritionally relevant biodiversity enhanced.
Output 1.3: The contribution of biodiversity indicators for Food Composition and Consumption for agricultural biodiversity conservation and sustainable use is assessed.	**Output 2.3**: New marketing options for biodiversity foods with high nutritional value identified and developed.	**Output 3.3**: National information campaigns that foster greater appreciation of biodiversity as a resource for development and well-being conducted.
		Output 3.4: Guidelines for improved use of nutritionally-rich foods from local biodiversity, including processing food safety measures, and recipes adapted to modern lifestyles based on traditional food systems developed
		Output 3.5: Tools and methods for mainstreaming biodiversity into food and nutrition strategies upscaled and disseminated.

Executing Arrangements

9. UNEP and FAO were Co-Implementing Agencies, with UNEP as the lead Implementing Agency as per the ProDoc (2011). UNEP was to provide overall coordination of the activities of national and international partners, technical and scientific expertise and enhancement of regional and international co-operation, transfer of financial resources, approval of expenditure on activities, monitoring and evaluation of execution and output performance in consultation with national executing agencies. Specifically, UNEP was to be responsible for the implementation of Component 1: Output 1.1; Component 2: Outputs 2.1, 2.2, 2.3; Components 4 and 5.

10. FAO was to provide supervision and technical guidance services for the implementation of Component 1: Outputs 1.2 and 1.3; and Component 3: Outputs 3.1, 3.2, 3.3, 3.4 and 3.5. In addition, FAO was to oversee and monitor project implementation in accordance with the project document and approved work plans and budgets in consultation with UNEP and the International Project Steering Committee, report on progress to the GEF Secretariat and GEF Evaluation Office, provide financial reports to the GEF Trustee and jointly with UNEP commission the mid-term and terminal evaluations of the project.

11. Bioveristy International was the Global Project Executing Agency, responsible for the overall co-ordination and execution of the project as per the approved results framework. At the national levels, the project was to be executed by:

    - Biodiversity Conservation Department, Biodiversity and Forestry Secretariat, Ministry of Environment, Brazil
    - Kenya Agricultural and Livestock Research Organisation (KALRO), Nairobi, Kenya.
    - Ministry of Mahaweli Development and Environment through the Department of Agriculture, Sri Lanka; and

      General Directorate of Agricultural Research and Policies, Ministry of Food, Agricultural and Livestock, Ankara, Turkey.

12. An International Steering Committee (ISC) was to be established and made up with representatives from UNEP, FAO, Bioversity, national executing agency representatives from each of the countries, relevant partner organisations forming part of the Project Technical Advisory Committee. The ISC was to be responsible for taking policy decisions about the implementation of the project, making management decisions (by consensus) for the project, provide strategic directions for the implementation of the project and to guarantee necessary inter-institutional co-ordination.

13. The Technical Advisory Committee was to be established to provide expert guidance in relation to implementation of biodiversity food-based approaches; policy and regulatory frameworks; information management; marketing and value-add; provide ongoing technical advice to the project and participate in the ISC meetings.

14. National Steering Committees(NSC) and thematic committees were to be established in each of the partner countries consisting of representatives of major partners actively involved in the activities of the project and work in partnership with Bioversity International in execution of the project activities at the national level and to enable constant exchange of information and experiences among the countries involved, and with the executing and implementing agencies at the international level. Made up of a mix of representatives from i) national executing agency, ii) GEF focal point, iii) government agencies (Agriculture, Environment, Health and Natural Resources), iv) private institutions, v) local institutions, vi) non-governmental agencies (NGOs), vii) women's organisations, viii) farmers' organisations, and ix) national project co-ordinator, as deemed necessary in each country.

15. A Global Project Management Unit (GPMU) was to be established and hosted by Bioversity International to be responsible for overall execution of the project, co-ordination with the national executing offices and each of the project's national counterparts, as well as, provide secretariat support for all ISC meetings.

16. A National Project Management Unit (NPMU) was to be established in each partner country to serve as a critical link between the project pilot sites and district and national committees and the GPMU to ensure that lessons learned are shared among sites and within national committees and between countries and to provide visibility of the Project at the national and international level. The NPMU and the GPMU were to be responsible for ensuring adequate communication of information to all national and international partners.

17. The figure below shows the decision-making flow chart as per the ProDoc (2011).

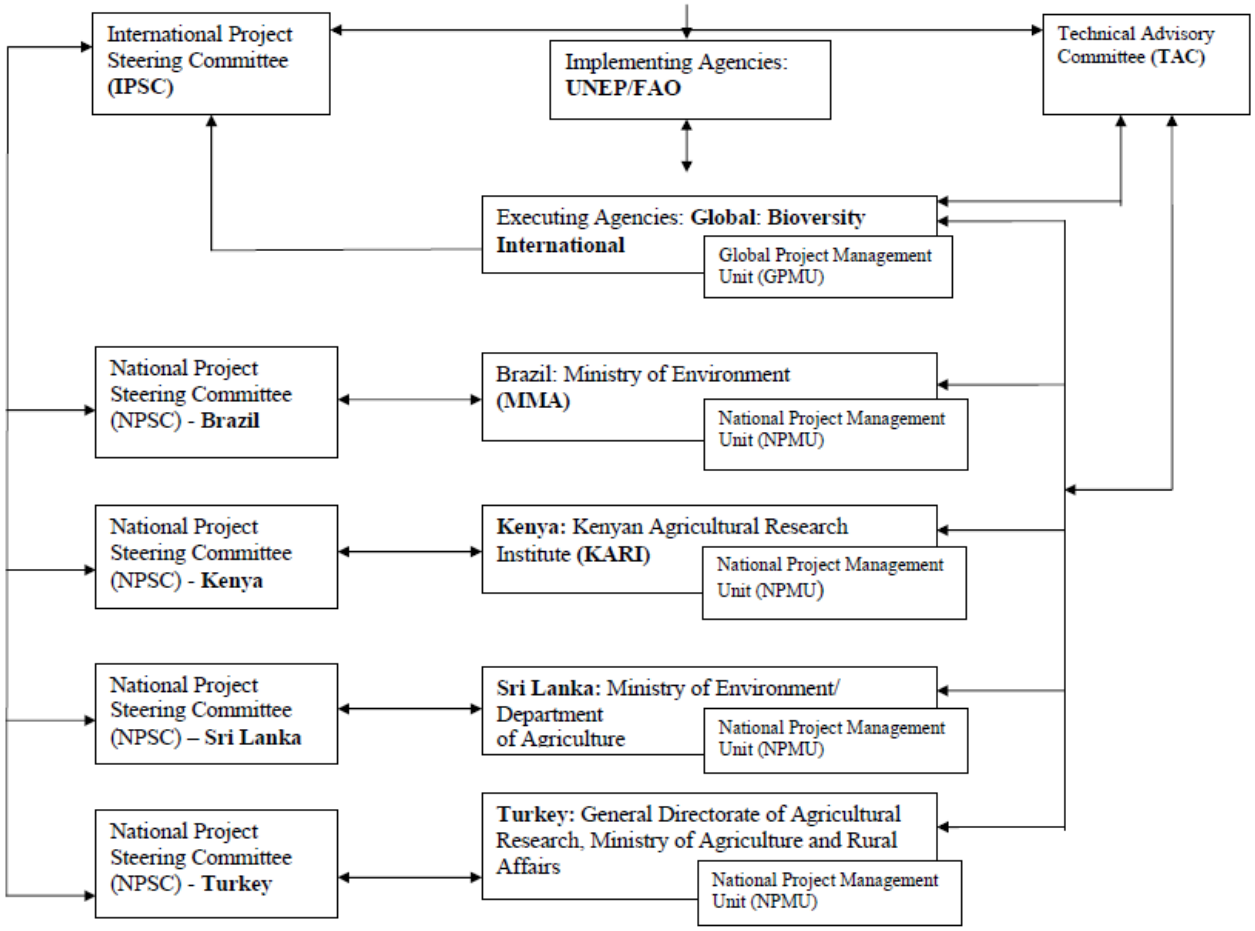

Figure 3: Decision-Making Flowchart as taken from the ProDoc (2011)

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Project Cost and Financing

18. The total estimated cost at project design was US$ 35,069,932.20. **US$ 5,517,618** was to come from GEF, **US$ 9,548,111.09** cash co-finance (US$ 6,962,3017.65 from the Government of Brazil, US$ 454,545.44 from Government of Sri Lanka, US$ 1,541,000 from the Government of Turkey, and US$ 590,258 from Bioversity International), and the remainder **US$ 20,004,203.11** from in-kind co-finance from Governments of Brazil, Kenya, Sri Lanka, and Turkey, Bioversity International, UNEP, FAO, WFP, World Vegetable Centre, World Agroforestry Centre, Crops for Future and Columbia University (Earth Institute).
19. The table below shows the budget of the project broken down by GEF, co-finance and component

Table 14: Project Cost Estimation at Design (taken from the ProDoc 2011)

Component	GEF allocation (US$)	Co-finance (US$) - Cash (US$ 9,548,111.09) and In-Kind (US$ 20,004,203.11)

1. Knowledge Base	2,140,180	9,322,614.96
2. Policy and Regulation	986,777	7,368,015.39
3. Increased Awareness and Outscaling	1,468,898	7,908,924.58
4. Project Management	551,763	3,665,146.61
5. Monitoring and Evaluation	370,000	1,287,612.66
Total	5,517,618	29,552,314.20

-

20. As per the 2018 PIR document, UNEP expenditure was US $2,684,889 and FAO expenditure was US$ 2,590,910 (i.e. US$ 5,275,799) as at 30th June 2018 and realised co-finance (cash and in-kind) was US$ 60,592,428.

Implementation Issues

21. There were no major implementation issues reported in the PIRs and MTR. However, some minor changes were made to the results framework and approved by the ISC at the 3rd and 4th meetings on 9th – 11th December 2014 and November 2015 respectively.
22. In Brazil, a decision was made to shift the focus to delivering the project at the federal level, based on existing national initiatives and programmes relevant to BFN.
23. Due to budgetary constraints in Kenya (GEF allocation committed by Kenya was deemed low), 5 activities (1.2.5, 1.3.3, 1.3.4, 1.3.5, and 3.4.1) were dropped. This change was formalized in during the mid-term review (refer to page 25 of the mid-term review report) and the 4th meeting of the ISC.

Section 2. OBJECTIVE AND SCOPE OF THE EVALUATION

Objective of the Evaluation

In line with the UNEP Evaluation Policy[146] and the UNEP Programme Manual[147], the Terminal Evaluation 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 UNEP, FAO, Bioversity International, Governments of Brazil, Kenya, Sri Lanka, Turkey, World Vegetable Centre, Crops for the Future, Earth Institute at Columbia University, World Agroforestry Centre, and World Food Programme (WFP). Therefore, the evaluation will identify lessons of operational relevance for future project formulation and implementation, especially for the second phase of the project, where applicable

Key Evaluation Principles

24. Evaluation findings and judgements will 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.
25. **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 will 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

[146] https://www.unenvironment.org/about-un-environment/evaluation-office/policies-and-strategies

[147] https://wecollaborate.unep.org

supported by the use of a theory of change approach. This means that the consultant(s) needs to go beyond the assessment of "*what*" the project performance was and make a serious effort to provide a deeper understanding of "*why*" the performance was as it was. This should provide the basis for the lessons that can be drawn from the project.

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

27. **Communicating evaluation results.** A key aim of the evaluation is to encourage reflection and learning by UNEP and FAO staff and key project stakeholders. The consultant(s) 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 consultant(s) will plan with the Evaluation Manager 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.

Key Strategic Questions

28. In addition to the evaluation criteria outlined in Section 10 below, the evaluation will address the **strategic questions** listed below. These are questions of interest to UNEP and FAO and to which the project is believed to be able to make a substantive contribution:

(b) How can the project results be used to influence future UNEP work on food systems transformation?

(c) How can the results of the project be used to upscale the use of agrobiodiversity in the health and nutrition sectors?

(d) To what extent was mainstreaming of BFN successful in the project countries? What factors enhanced/limited the project's mainstreaming achievements?

(e) To what extent did the multi-sectoral engagement at Ministry level in the project countries enhance the delivery of outputs and uptake of BFN? What were the lessons learned that could be used for better stakeholder engagement going forward?

(f) To what extent was the UNDAF mechanism used to improve cross-sector uptake of the project outcomes and results as well as global environmental benefits?

(g) To what extent, and with what success, were the recommendations from the mid-term assessment taken up in the latter part of the project's implementation?

Evaluation Criteria

29. 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 availability 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 consultant(s) can propose other evaluation criteria as deemed appropriate.

A. Strategic Relevance

30. The evaluation will assess *'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 UNEP's and FAO's mandate and its alignment with UNEP's and FAO'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:

i. *Alignment to the UNEP Medium Term Strategy[148] (MTS) and Programme of Work (POW) and FAO's Strategic Objectives*

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

ii. *Alignment to UNEP /FAO/ Donor/GEF Strategic Priorities*

32. Donor, including GEF, strategic priorities will vary across interventions. UNEP strategic priorities include the Bali Strategic Plan for Technology Support and Capacity Building[149] (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.

iii. *Relevance to Regional, Sub-regional and National Environmental Priorities*

33. 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 or sub-national development plans, poverty reduction strategies or Nationally Appropriate Mitigation Action (NAMA) plans or regional agreements etc.

iv. *Complementarity with Existing Interventions*

34. An assessment will be made of how well the project, either at design stage or during the project inception or mobilization[150], took account of ongoing and planned initiatives (under the same sub-programme, other UNEP sub-programmes, or being implemented by FAO and 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 UN Development Assistance Frameworks or One UN programming. Linkages with other interventions should be

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

[149] http://www.unep.fr/ozonaction/about/bsp.htm

[150] 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.

described and instances where UNEP's and FAO's comparative advantage have been particularly well applied should be highlighted.

Factors affecting this criterion may include:

- Stakeholders' participation and cooperation
- Responsiveness to human rights and gender equity
- Country ownership and driven-ness

B. Quality of Project Design

35. 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 (www.unenvironemnt.org/about-un-environment/our-evaluation-approach/templates-and-tools). 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, while the complete Project Design Quality template is annexed in the Inception Report.

Factors affecting this criterion may include (at the design stage):

- Stakeholders' participation and cooperation
- Responsiveness to human rights and gender equity

C. Nature of External Context

36. 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[151]). 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, and/or a negative external event has occurred during project implementation, the ratings for Effectiveness, Efficiency and/or Sustainability may be increased at the discretion of the evaluation consultant and Evaluation Manager together. A justification for such an increase must be given.

D. Effectiveness

i. Availability of Outputs[152]

37. The evaluation will assess the project's success in producing the programmed outputs 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, reformulations may be necessary in the reconstruction of the TOC. In such cases a table should be provided showing the original and the reformulation of the outputs for transparency. The availability of outputs will be assessed in terms of both quantity and quality, and the assessment will consider their ownership by, and usefulness to, intended beneficiaries and the timeliness of their provision. 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:

[151] 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 by the project team.

[152] Outputs are the availability (for intended beneficiaries/users) of new products and services and/or gains in knowledge, abilities and awareness of individuals or within institutions (UNEP, 2019)

- Preparation and readiness
- Quality of project management and supervision[153]

ii. Achievement of Project Outcomes[154]

38. The achievement of project outcomes is assessed as performance against the project outcomes as defined in the reconstructed[155] Theory of Change. These are outcomes that are intended to be achieved by the end of the project timeframe and within the project's resource envelope. As with outputs, a table can be used where substantive amendments to the formulation of project outcomes is necessary. The evaluation should report evidence of attribution between UNEP's and FAO's intervention and the project outcomes. In cases of normative work or where several actors are collaborating to achieve common outcomes, evidence of the nature and magnitude of UNEP's and FAO's 'substantive contribution' should be included and/or 'credible association' established between project efforts and the project outcomes realised.

Factors affecting this criterion may include:

- Quality of project management and supervision
- Stakeholders' participation and cooperation
- Responsiveness to human rights and gender equity
- Communication and public awareness

iii. Likelihood of Impact

39. Based on the articulation of long-lasting effects in the reconstructed TOC *(i.e., from project 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-lasting impacts. The Evaluation Office's approach to the use of TOC in project evaluations is outlined in a guidance note available on the Evaluation Office website, https://www.unenvironment.org/about-un-environment/evaluation and is supported by an excel-based flow chart, 'Likelihood of Impact Assessment Decision Tree'. Essentially the approach follows a 'likelihood tree' from project outcomes to impacts, taking account of whether the assumptions and drivers identified in the reconstructed TOC held. Any unintended positive effects should also be identified and their causal linkages to the intended impact described.

40. The evaluation will also consider the likelihood that the intervention may lead, or contribute to, unintended negative effects. Some of these potential negative effects may have been identified in the project design as risks or as part of the analysis of Environmental, Social and Economic Safeguards.[156]

[153] 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.

[154] Outcomes are the use (i.e. uptake, adoption, application) of an output by intended beneficiaries, observed as changes in institutions or behavior, attitude or condition (UNEP, 2019)

[155] All submitted UNEP project documents are required to present 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 formal changes made to the project design.

[156] Further information on Environmental, Social and Economic Safeguards (ESES) can be found at http://wedocs.unep.org/handle/20.500.11822/8718

41. The evaluation will consider the extent to which the project has played a catalytic role or has promoted scaling up and/or replication[157] as part of its Theory of Change and as factors that are likely to contribute to longer term impact.

42. Ultimately UNEP and FAO's and all its partners aim to bring about benefits to the environment and human well-being. Few projects are likely to have impact statements that reflect such long-term or broad-based changes. However, the evaluation will assess the likelihood of the project to make a substantive contribution to the long-lasting changes represented by the Sustainable Development Goals and/or the intermediate-level results reflected in UNEP's Expected Accomplishments and the strategic priorities of funding partners.

Factors affecting this criterion may include:

- Quality of Project Management and Supervision (including adaptive management)
- Stakeholders' participation and cooperation
- Responsiveness to human rights and gender equity
- Country ownership and driven-ness
- Communication and public awareness

E. Financial Management

43. Financial management will be assessed under three themes: *adherence* to UNEP's and FAO's financial policies and procedures, *completeness* of financial information and *communication* between financial and project management staff. 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 verify the application of proper financial management standards and adherence to UNEP's and FAO's financial management policies. Any financial management issues that have affected the timely delivery of the project or the quality of its performance will be highlighted. The evaluation will record where standard financial documentation is missing, inaccurate, incomplete or unavailable in a timely manner. The evaluation will assess the level of communication between the Project/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.

Factors affecting this criterion may include:

- Preparation and readiness
- Quality of project management and supervision

F. Efficiency

44. The evaluation will assess the extent to which the project delivered maximum results from the given resources. This will include an assessment of the cost-effectiveness and timeliness of project execution. Focussing 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

[157] *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.

agreed project timeframe and consider whether the project was implemented in the most efficient way compared to alternative interventions or approaches.

45. The evaluation will give special attention to efforts made by the project teams during project implementation to make use of/build upon pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities[158] 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 UNEP's and FAO's environmental footprint.

46. The factors underpinning the need for any project extensions will also be explored and discussed. As management or project support costs cannot be increased in cases of 'no cost extensions', such extensions represent an increase in unstated costs to implementing parties.

Factors affecting this criterion may include:

- Preparation and readiness (e.g., timeliness)
- Quality of project management and supervision
- Stakeholders' participation and cooperation

G. Monitoring and Reporting

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

i. Monitoring Design and Budgeting

48. Each project should be supported by a sound monitoring plan that is designed to track progress against SMART[159] results towards the provision of the project's outputs and achievement of project outcomes, including at a level disaggregated by gender, vulnerability or marginalisation. 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

49. The evaluation will assess whether the monitoring system was operational and facilitated the timely tracking of results and progress towards projects objectives throughout the project implementation period. This should include monitoring the representation and participation of disaggregated groups (including gendered, vulnerable and marginalised groups) in project activities. 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

50. UNEP has a centralised project information management system (Anubis) in which project managers upload six-monthly progress reports against agreed project milestones. This information will be provided to the Evaluation Consultant(s) by the Evaluation Manager. Some projects have additional requirements to report regularly to funding partners, which will be supplied by the project team (e.g., the Project Implementation Reviews and Tracking Tool for GEF-funded projects). The evaluation will assess the extent to which both UNEP,

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

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

FAO and donor reporting commitments have been fulfilled. Consideration will be given as to whether reporting has been carried out with respect to the effects of the initiative on disaggregated groups.

Factors affecting this criterion may include:

- Quality of project management and supervision
- Responsiveness to human rights and gender equity (e.g., disaggregated indicators and data)

H. Sustainability

51. Sustainability is understood as the probability of project outcomes being maintained and developed after the close of the intervention. The evaluation will identify and assess the key conditions or factors that are likely to undermine or contribute to the persistence of achieved project outcomes (i.e., 'assumptions' and 'drivers'). 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 project outcomes may also be included.

i. Socio-political Sustainability

52. The evaluation will assess the extent to which social or political factors support the continuation and further development of project 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

53. Some project 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 project 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 project's outcomes have been extended into a future project phase. Even where future funding has been secured, the question still remains as to whether the project outcomes are financially sustainable.

iii. Institutional Sustainability

54. The evaluation will assess the extent to which the sustainability of project outcomes (especially those relating to policies and laws) 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. In particular, the evaluation will consider whether institutional capacity development efforts are likely to be sustained.

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
- Country ownership and driven-ness

I. Factors Affecting Project Performance and Cross-Cutting Issues

(These factors are rated in the ratings table but are discussed within the Main Evaluation Report as cross-cutting themes as appropriate under the other evaluation criteria, above. Where the issues have not been addressed under other evaluation criteria, the consultant(s) will provide summary sections under the following headings.)

i. Preparation and Readiness

55. This criterion focuses on the inception or mobilisation stage of the project (i.e., the time between project approval and first disbursement). 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 included in the template for the assessment of Project Design Quality).*

ii. Quality of Project Management and Supervision

56. In some cases, 'project management and supervision' will refer to the supervision and guidance provided by UNEP and FAO 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 and supervision provided by UNEP and FAO.

57. 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 UNEP and FAO colleagues; risk management; use of problem-solving; project adaptation and overall project execution. Evidence of adaptive management should be highlighted.

iii. Stakeholder Participation and Cooperation

58. 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 UNEP, FAO and the Executing Agency. 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.

iv. Responsiveness to Human Rights and Gender Equity

59. 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 UNEP's Policy and Strategy for Gender Equality and the Environment[160].

60. In particular the evaluation will consider to what extent project design, implementation and monitoring have taken into consideration: (i) possible gender inequalities in access to, and the control over, natural resources; (ii) specific vulnerabilities of women, youth and children to environmental degradation or disasters; and (iii) the role of women in mitigating or adapting to environmental changes and engaging in environmental protection and rehabilitation.

[160]The Evaluation Office notes that Gender Equality was first introduced in the UNEP Project Review Committee Checklist in 2010 and, therefore, provides a criterion rating on gender for projects approved from 2010 onwards. Equally, it is noted that policy documents, operational guidelines and other capacity building efforts have only been developed since then and have evolved over time. https://wedocs.unep.org/bitstream/handle/20.500.11822/7655/-Gender_equality_and_the_environment_Policy_and_strategy-2015Gender_equality_and_the_environment_policy_and_strategy.pdf.pdf?sequence=3&isAllowed=y

v. Environmental and Social Safeguards

UNEP projects address environmental and social safeguards primarily through the process of environmental and social screening, risk assessment and management (avoidance or mitigation) of potential environmental and social risks and impacts associated with project and programme activities. The evaluation will confirm whether UNEP requirements[161] were met to: screen proposed projects for any safeguarding issues; conduct sound environmental and social risk assessments; identify and avoid, or where avoidance is not possible, mitigate, environmental, social and economic risks; apply appropriate environmental and social measures to minimize any potential risks and harm to intended beneficiaries and report on the implementation of safeguard management measures taken.

vi. Country Ownership and Driven-ness

61. The evaluation will assess the quality and degree of engagement of government / public sector agencies in the project. While there is some overlap between Country Ownership and Institutional Sustainability, this criterion focuses primarily on the forward momentum of the intended projects results, i.e., either a) moving forwards from outputs to project outcomes or b) moving forward from project outcomes towards intermediate states. 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. Ownership should extend to all gendered and marginalised groups.

vii. Communication and Public Awareness

62. 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 gendered or 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

63. 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(s) 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(s) will 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.)

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

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

- Relevant background documentation, inter alia UNEP, FAO and GEF policies, strategies, National Biodiversity Action Plans for each of the partner countries, CBD Strategic Plan for Biodiversity 2011-2020, Aichi Biodiversity Targets;

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

- Project design documents (including minutes of the project design review meeting at approval); Annual Work Plans and Budgets or equivalent, revisions to the project (Project Document Supplement), the logical framework and its budget;
- 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: local and national policies and regulatory frameworks on mainstreaming BFN, ecological and traditional food knowledge exchange documents, tools and methods used to mainstream BFN;
- Mid-Term Review (2017) of the project;
- Evaluations/reviews of similar projects.

(b) **Interviews** (individual or in group) with:

- Current and Former UNEP and FAO Task Managers (TM);
- Project management team, including the Project Manager within the Executing Agency;
- Current and Former UNEP Fund Management Officers (FMO) and FAO Funding Liaison Officers
- UNEP: Portfolio Manager and Sub-Programme Coordinator;
- FAO: Lead Technical Officer and Budget Holders where appropriate;
- Project partners, including Governments of Brazil, Kenya, Sri Lanka, Turkey, World Vegetable Centre, Crops for the Future, Earth Institute at Columbia University, World Agroforestry Centre, and World Food Programme (WFP);
- Relevant resource persons.

(c) **Surveys** as deemed necessary and designed during the inception phase of the evaluation.

(d) **Field visits** *these will be determined during the inception phase of the evaluation together with the restrictions on international and national travel plans due to COVID-19.*

(e) **Other data collection tools** as deemed necessary and designed during the inception phase of the evaluation.

Evaluation Deliverables and Review Procedures

65. The evaluation team will prepare:

- **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.
- **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. In the case of highly strategic project/portfolio evaluations or evaluations with an Evaluation Reference Group, the preliminary findings may be presented as a word document for review and comment.
- **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.

66. An **Evaluation Brief,** (a 2-page overview of the evaluand and key evaluation findings) for wider dissemination through the UNEP and FAO websites may be required. This will be discussed with the Evaluation Manager no later than during the finalization of the Inception Report.

67. **Review of the draft evaluation report**. The evaluation team will submit a draft 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 Task Manager (UNEP), Budget Holder (FAO) and 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 consultant(s) 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 consultant(s) for consideration in preparing the final report, along with guidance on areas of contradiction or issues requiring an institutional response.

68. Based on a careful review of the evidence collated by the evaluation consultants 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.

69. The Evaluation Manager will prepare a **quality assessment** of the first draft of the main evaluation report, which acts as a tool for providing structured feedback to the evaluation consultants. The quality of the final 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.

70. 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 for a maximum of 18 months.

The Evaluation Team

71. For this evaluation, the evaluation team will consist of a Principal Evaluator and one Evaluation Specialist who will work under the overall responsibility of the Evaluation Office represented by an Evaluation Manager, Neeral Shah, in consultation with the UNEP Task Manager, Johan Robinson, FAO FLO, Kuena Morebotsane and FAO LTO Florence Tartanac, UNEP Fund Management Officer Pooja Bhimjiani , FAO Budget Holder, and the UNEP Sub-programme Coordinator of the Healthy and Productive Ecosystems, Marieta Sakalian, and the equivalent at FAO (which will be determined during the inception phase of the TE). The consultants will liaise with the Evaluation Manager on any procedural and methodological matters related to the evaluation. It is, however, each consultant's 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 UNEP 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.

72. The Principal Evaluator will be hired over a period of 9 months 10 June 2020 to 09 March 2021 and should have the following: a university degree in environmental sciences, international development or other relevant political or social sciences area is required and an advanced degree in the same areas is desirable; a minimum of 10 years of technical / evaluation experience is required, preferably including evaluating large, regional or global programmes and using a Theory of Change approach a good understanding of agricultural systems, food and nutrition is desired. English and French are the working languages of the United Nations Secretariat. For this consultancy, fluency in oral and written English is a requirement. Working knowledge of the UN system and specifically the work of UNEP/FAO is an added advantage. The work will be home-based with possible field visits.

73. The Evaluation Specialist will be hired over a period of 9 months 10 June 2020 to 09 March 2021 and should have the following: an undergraduate university degree in environmental sciences, international development or other relevant political or social sciences area is required; a minimum of 8 years of technical/monitoring/evaluation experience is required and a broad understanding of agricultural systems, food and nutrition is required. English and French are the working languages of the United Nations Secretariat. For this consultancy fluency in oral and written English is a requirement and knowledge of Portuguese is

desirable. Working knowledge of the UN system and specifically the work of UNEP/FAO is an added advantage. The work will be home-based with possible field visits.

74. The Principal Evaluator will be responsible, in close consultation with the Evaluation Office of UNEP for overall management of the evaluation and timely provision of its outputs, described above in Section 11 Evaluation Deliverables, above. The Evaluation Specialist 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.

75. Specifically, Evaluation Team members will undertake the following:

Inception phase of the evaluation, including:
- 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 (if relevant);
- develop and present criteria for country and/or site selection for the evaluation mission;
- plan the evaluation schedule;
- prepare the Inception Report, incorporating comments until approved by the Evaluation Manager

Data collection and analysis phase of the evaluation, including:
- conduct further desk review and in-depth interviews with project implementing and executing agencies, project partners and project stakeholders;
- (where appropriate and agreed) conduct an evaluation mission(s) to selected countries, visit the project locations, interview project partners and stakeholders, including a good representation of local communities. Ensure independence of the evaluation and confidentiality of evaluation interviews.
- regularly report back to the Evaluation Manager on progress and inform of any possible problems or issues encountered and;
- keep the Project/Task Manager informed of the evaluation progress.

Reporting phase, including:
- draft the Main Evaluation Report, ensuring that the evaluation report is complete, coherent and consistent with the Evaluation Manager guidelines both in substance and style;
- liaise with the Evaluation Manager on comments received and finalize the Main Evaluation Report, ensuring that comments are taken into account until approved by the Evaluation Manager
- prepare a Response to Comments annex for the main report, listing those comments not accepted by the evaluation consultant and indicating the reason for the rejection; and
- (where agreed with the Evaluation Manager) prepare an Evaluation Brief (2-page summary of the evaluand and the key evaluation findings and lessons)

Managing 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;
- communicate in a timely manner with the Evaluation Manager on any issues requiring its attention and intervention.

Schedule of the evaluation

76. The table below presents the tentative schedule for the evaluation.

Table 15: Tentative schedule for the evaluation

Milestone	Tentative Dates

Evaluation Initiation Meeting	June 2020
Inception Report	July 2020
Evaluation Mission	Dependent on UN, international and national regulations due to COVID-19
Telephone interviews, surveys etc.	August/September 2020
Powerpoint/presentation on preliminary findings and recommendations	October 2020
Draft report to Evaluation Manager (and Peer Reviewer)	November 2020
Draft Report shared with UNEP/FAO Task Managers and team	December 2020
Draft Report shared with wider group of stakeholders	January 2021
Final Report	February 2021
Final Report shared with all respondents	March 2021

Contractual Arrangements

77. Evaluation consultants will be selected and recruited by the Evaluation Office of UNEP under an individual Special Service Agreement (SSA) on a "fees only" basis (see below). By signing the service contract with UNEP /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 sigh the Code of Conduct Agreement Form.
78. 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:
79. Schedule of Payment for the Principal Evaluator:

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

80. Schedule of Payment for the Evaluation Specialist:

Deliverable	**Percentage Payment**
Approved Inception Report (as per annex document 7)	30%

Approved Draft Main Evaluation Report (as per annex document 13)	40%
Approved Final Main Evaluation Report	30%

81. Fees only contracts: Air tickets will be purchased by UNEP and 75% of the Daily Subsistence Allowance for each authorised travel mission will be paid up front. Local in-country travel will only be reimbursed where agreed in advance with the Evaluation Manager and on the production of acceptable receipts. Terminal expenses and residual DSA entitlements (25%) will be paid after mission completion.
82. The consultants may be provided with access to UNEP's Anubis information management system 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.
83. 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 UNEP 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 UNEP's quality standards.
84. If the consultant(s) fail to submit a satisfactory final product to UNEP 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 VI. QUALITY ASSESSMENT OF THE EVALUATION REPORT

Evaluand Title:

UNEP/FAO/GEF Mainstreaming Biodiversity Conservation and Sustainable Use for Improved Human Nutrition and Well-being (BFN) Project 3808

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		
Quality of the Executive Summary: The Summary should be able to stand alone as an accurate summary of the main evaluation product. It should include a concise overview of the evaluation object; clear summary of the evaluation objectives and scope; overall evaluation rating of the project and key features of performance (strengths and weaknesses) against exceptional criteria (plus reference to where the evaluation ratings table can be found within the report); summary of the main findings of the exercise, including a synthesis of main conclusions (which include a summary response to key strategic evaluation questions), lessons learned and recommendations.	Final report: Summary of KSQ has been included in the Exec summary	5
I. Introduction A brief introduction should be given identifying, where possible and relevant, the following: institutional context of the project (sub-programme, Division, regions/countries where implemented) and coverage of the evaluation; date of PRC approval and project document signature); results frameworks to which it contributes (e.g. Expected Accomplishment in POW); project duration and start/end dates; number of project phases (where appropriate); implementing partners; total secured budget and whether the project has been evaluated in the past (e.g. mid-term, part of a synthesis evaluation, evaluated by another agency etc.) Consider the extent to which the introduction includes a concise statement of the purpose of the evaluation and the key intended audience for the findings?	Final report: All missing elements satisfactorily completed.	5
II. Evaluation Methods 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.). Methods to ensure that potentially excluded groups (excluded by gender, vulnerability or marginalisation) are reached and their	Final report: All missing elements satisfactorily completed.	5

experiences captured effectively, should be made explicit in this section. The methods used to analyse data (e.g. scoring; coding; thematic analysis etc.) should be described. It should also address evaluation limitations such as: low or imbalanced response rates across different groups; 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. 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?		
III. The Project This section should include: • *Context:* Overview of the main issue that the project is trying to address, its root causes and consequences on the environment and human well-being (i.e. synopsis of the problem and situational analyses). • *Results framework*: Summary of the project's results hierarchy as stated in the ProDoc (or as officially revised) • *Stakeholders:* Description of groups of targeted stakeholders organised according to relevant common characteristics • *Project implementation structure and partners:* A description of the implementation structure with diagram and a list of key project partners • *Changes in design during implementation:* Any key events that affected the project's scope or parameters should be described in brief in chronological order • *Project financing:* Completed tables of: (a) budget at design and expenditure by components (b) planned and actual sources of funding/co-financing	Final report:	5
IV. Theory of Change The *TOC at Evaluation* should be presented clearly in both diagrammatic and narrative forms. Clear articulation of each major causal pathway is expected, (starting from outputs to long term impact), including explanations of all drivers and assumptions as well as the expected roles of key actors. This section should include a description of how the *TOC at Evaluation*[162] was designed (who was involved etc.) and applied to the context of the project? 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 *TOC at Evaluation*. *The two results hierarchies should*	Final report: The reconstructed TOC at evaluation was well presented with drivers and assumptions well thought out.	5

[162] During the Inception Phase of the evaluation process a *TOC at Evaluation Inception* is created based on the information contained in the approved project documents (these may include either logical framework or a TOC or narrative descriptions), formal revisions and annual reports etc. During the evaluation process this TOC is revised based on changes made during project intervention and becomes the *TOC at Evaluation*.

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'.		
V. Key Findings **A. Strategic relevance:** 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/mobilisation[163]), 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: 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	Final report: Missing analysis on FAO Strategic Objectives has been included	5
B. Quality of Project Design To what extent are the strength and weaknesses of the project design effectively summarized?	Final report: A thorough and fair assessment of the Project Design Quality was done	6
C. Nature of the External Context For projects where this is appropriate, key external features of the project's implementing context that limited the project's performance (e.g. conflict, natural disaster, political upheaval[164]), and how they affected performance, should be described.	Final report:	5
D. Effectiveness **(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. The effects of the intervention on differentiated groups, including	Final report: Assessment of outputs and outcomes satisfactorily completed using the reconstructed ToC at evaluation.	5

[163] 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.

[164] 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.

those with specific needs due to gender, vulnerability or marginalisation, should be discussed explicitly.	A good summary table of the availability of outcomes including drivers and assumptions was presented.	
(ii) Likelihood of Impact: How well does the report present an integrated analysis, guided by the causal pathways represented by the TOC, of all evidence relating to likelihood of impact? How well are change processes explained and the roles of key actors, as well as drivers and assumptions, explicitly discussed? Any unintended negative effects of the project should be discussed under Effectiveness, especially negative effects on disadvantaged groups.	Final report: Assessment of likelihood of impact satisfactorily completed using the reconstructed ToC at evaluation.	5
E. Financial Management This section should contain an integrated analysis of all dimensions evaluated under financial management and include a completed 'financial management' table. Consider how well the report addresses the following: • *Adherence* to UNEP's financial policies and procedures • *completeness* of financial information, including the actual project costs (total and per activity) and actual co-financing used • *communication* between financial and project management staff	Final report: All subsections and summary table satisfactorily completed	5
F. Efficiency To what extent, and how well, does the report present a well-reasoned, complete and evidence-based assessment of efficiency under the primary categories of cost-effectiveness and timeliness including: • Implications of delays and no cost extensions • Time-saving measures put in place to maximise results within the secured budget and agreed project timeframe • Discussion of making use 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.	Final report:	5
G. Monitoring and Reporting How well does the report assess: • Monitoring design and budgeting *(including SMART results with measurable indicators, resources for MTE/R etc.)* • Monitoring of project implementation *(including use of monitoring data for adaptive management)*	Final report: Missing sub sections have been included.	5

• Project reporting *(e.g. PIMS and donor reports)*		
H. Sustainability How well does the evaluation identify and assess the key conditions or factors that are likely to undermine or contribute to the persistence of achieved project outcomes including: • Socio-political Sustainability • Financial Sustainability • Institutional Sustainability	Final report: All sections were satisfactorily addressed	5
I. Factors Affecting Performance These factors are not 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: • Preparation and readiness • Quality of project management and supervision[165] • Stakeholder participation and co-operation • Responsiveness to human rights and gender equity • Environmental and social safeguards • Country ownership and driven-ness • Communication and public awareness	Final report:	5
VI. Conclusions and Recommendations i. **Quality of the conclusions:** The key strategic questions should be clearly and succinctly addressed within the conclusions section. It is expected that the conclusions will highlight the main strengths and weaknesses of the project and connect them in a compelling story line. 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.	Final report:	6
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 are intended to be adopted any time they are deemed to be	Final report:	5

[165] 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.

relevant in the future and must have the potential for wider application (replication and generalization) and use and should briefly describe the context from which they are derived and those contexts in which they may be useful.		
iii) Quality and utility of the recommendations: 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. At least one recommendation relating to strengthening the human rights and gender dimensions of UNEP interventions, should be given. Recommendations should represent a measurable performance target in order that the Evaluation Office can monitor and assess compliance with the recommendations. In cases where the recommendation is addressed to a third party, compliance can only be monitored and assessed where a contractual/legal agreement remains in place. Without such an agreement, the recommendation should be formulated to say that UNEP project staff should pass on the recommendation to the relevant third party in an effective or substantive manner. The effective transmission by UNEP of the recommendation will then be monitored for compliance. Where a new project phase is already under discussion or in preparation with the same third party, a recommendation can be made to address the issue in the next phase.	Final report:	5
VII. Report Structure and Presentation Quality		
i) Structure and completeness of the report: To what extent does the report follow the Evaluation Office guidelines? Are all requested Annexes included and complete?	Final report: All elements that were missing have been added and tables, figures and paragraphs correctly referenced.	5
ii) **Quality of writing and formatting:** Consider whether the report is well written (clear English language and grammar) with language that is adequate in quality and tone for an official document? Do visual aids, such as maps and graphs convey key information? Does the report follow Evaluation Office formatting guidelines?	Final report:	5
OVERALL REPORT QUALITY RATING		**5**

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?		
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?	N/a	
18. Was close communication between the Evaluation Consultant, Evaluation Office and project team maintained throughout the evaluation?	**Y**	
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 stakeholder comments to the draft evaluation report sent directly to the Evaluation Office	**Y**	
29. Did the Evaluation Consultant(s) respond 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.

Process Criterion Number	**Evaluation Office Comments**
11	Due to the COVID-19 pandemic, there were delays on getting the evaluation started within the 6 month time frame.