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**Terminal Evaluation of  
Building Capacities to Address Invasive Alien Species to  
Enhance the Chances of Long-term Survival of Terrestrial  
Endemic and Threatened Species on Taveuni Island,  
Surrounding Islets and Throughout Fiji  
(IAS Project)**

*PIMS # 5589  
GEF ID # 9095  
GEF Focal Area: Biodiversity  
Target country: Fiji*

**May 2023**

**Commissioned by United Nations Development Program, Multi  
Country Office, Fiji**

**Implementing Partner: Biosecurity Authority of Fiji**

**Terminal Evaluator Team: Jeremy Hills**

TE time frame: 28<sup>th</sup> March - 31<sup>st</sup> May, 2023

## Acknowledgements

The TE consultant wishes to extend special thanks to all organizations/institutions and stakeholders/individuals who made themselves available for discussions and interviews during the TE and values their continuous cooperation and assistance in completion of the TE. Special thanks are made to the Biosecurity Authority of Fiji operatives in Taveuni / Qamea who hosted the field interviews and visit. The TE consultant also extends his appreciation to the UNDP team for their support and cooperation, including arranging discussions and interviews with many project partners.

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## Abbreviations

BAF	Biosecurity Authority of Fiji
CEO	Chief Executive Officer
FRCA	Fiji Revenue and Customs Agency
GEF	Global Environment Facility
GII	Giant Invasive Iguana
IAS	Invasive Alien Species
M&E	Monitoring and Evaluation
MTR	Mid-term review
NBSAP	National Biodiversity Strategy and Action Plan
NGO	Non-governmental organisation
NISFSAP	National Invasive Species Framework and Strategic Action Plan
PIFS	Pacific Islands Forum Secretariat
PIR	Project Implementation Report
PPG	Project Preparation Grant
ProDoc	Project Document
RMI	The Republic of the Marshall Islands
RSC	Regional Steering Committee
SESP	Social and Environmental Screening Procedure
TE	Terminal Evaluation
ToR	Terms of Reference
UNDP	United Nations Development Programme

# 1. Executive Summary

## 1.1 Project information table

<b>Project title: Building capacities to address Invasive Alien Species to Enhance the Chances of Long - term Survival of Terrestrial Endemic and Threatened Species on Taveuni Island, Surrounding Islets and Throughout Fiji Project</b>			
<b>UNDP Project ID (PIMS #):</b>	5589	<b>PIF Approval Date:</b>	06 April 2017
<b>GEF Project ID (PIMS #):</b>	9095	<b>CEO Endorsement Date:</b>	7 April 2017
<b>ATLAS Business Unit, Award # Proj. ID:</b>	00084576	<b>Project Document (ProDoc) Signature Date (date project began):</b>	16 May 2018
<b>Country(ies):</b>	Fiji	<b>Date project manager hired:</b>	31 July 2018
<b>Region:</b>	Asia and the Pacific	<b>Inception Workshop date:</b>	26-27 September 2018
<b>Focal Area:</b>	BD	<b>Midterm Review completion date:</b>	24 May 2021
<b>GEF Focal Area Strategic Objective:</b>	Prevention, Control and Management of IAS	<b>Planned closing date:</b>	16 May 2023
<b>Trust Fund [indicate GEF TF, LDCF, SCCF, NPIF]:</b>	GEF TE	<b>If revised, proposed operational closing date:</b>	NA
<b>Executing Agency/ Implementing Partner:</b>	Biosecurity Agency of Fiji (BAF)		
<b>Other execution partners:</b>	N/A		

<b>Financial Information</b>		
<b>PPG</b>	<b>At approval (USD)</b>	<b>At PPG completion (USD)</b>
GEF PPG grants for project preparation	150,000	150,000
Co-financing for project preparation	-	-
<b>Project</b>	<b>At CEO Endorsement (USD)</b>	<b>At TE (USD)</b>
[1] UNDP contribution:	101,096	<b>101,096</b>
[2] Government:	26,763,418	<b>26,763,418</b>
[3] Other multi-/bi-laterals:		
[4] Private Sector:		
[5] NGOs:		
[6] Total co-financing [1 + 2 + 3 + 4 + 5]:	<b>26,864,514</b>	<b>26,854,514</b>
[7] Total GEF funding:	3,502,968	2391,403
[8] Total Project Funding [6 + 7]	<b>30,367,482</b>	<b>29,245,917</b>

## 1.2 Project Description

Invasive alien species (IAS) are the greatest threat to biodiversity in the Pacific Islands. Numerous IAS have been introduced to Fiji, with significant impacts on natural landscapes and biodiversity. The recent introduction of Giant Invasive Iguana – GII (Iguana iguana) – to Fiji represents the first established population of this species in the Pacific and is a potential bridgehead to some of the world’s most isolated island ecosystems.

To respond to the threat of IAS in Fiji a suite of preventative measures to reduce IAS incursion and establishment were planned to be delivered by this project. The focus areas of the project were national as well as specific interventions around the island of Taveuni and surrounding islets. The project started in May 2018 and completed in May 2023, with a mid-term review in May 2021.

The project objective was to improve the chances of the long-term survival of terrestrial endemic and threatened species on Taveuni Island and surrounding islets by building national and local capacity to prevent, detect, control and manage Invasive Alien Species.

The project had 4 Components:

- **Component 1 will strengthen national IAS frameworks, policy, coordination and capacity:** Without the project, biosecurity for Fiji will remain at or around its current level with some improvements over time, but without a clear comprehensive strategy or coverage, or comprehensive legislation to advance biosecurity.
- **Component 2 will put in place effective systems to prevent introduction and spread of IAS in the four island area:** Without the project, biosecurity for Taveuni, Qamea, Matagi and Laucala will remain at current limited levels or will be improved slowly in a piecemeal fashion with no overall comprehensive strategy. Surveillance and quarantine and inspection procedures and facilities will remain limited, with no random inspections and limited staff capacity.
- **Component 3 will develop and implement a well-planned and best practice eradication program for GII in the four island area:** Without the project, it is likely that the GII would not be eradicated from Fiji, and that impacts and damage to food crops, livelihoods, biodiversity and tourism would start to be felt as populations increased. Without eradication from the four island group, it would only be a matter of time before GII became widespread throughout Fiji and potentially nearby Pacific nations.
- **Component 4 will build national awareness and stakeholder support for biosecurity and improve the collation and use of biosecurity information:** Without the project, Fiji will remain under-capacitated because existing knowledge and information are not readily accessible to all stakeholders. IAS and biosecurity outreach efforts will remain limited with no coordinated programmatic approach, and public engagement will remain low.

## 1.3 Summary of Conclusions, Recommendations and Lessons Learned

The overall ratings table is as follows (for ratings detail see Annex 9):

<b>Monitoring &amp; Evaluation (M&amp;E)</b>	<b>Rating (score)</b>
M&E design at entry	MS (4)
M&E Plan Implementation	MS (4)
Overall Quality of M&E	MS (4)
<b>Implementation &amp; Execution</b>	<b>Rating</b>
Quality of UNDP Implementation/Oversight	S (5)
Quality of Implementing Partner Execution	MS (4)
Overall quality of Implementation/Execution	MS (4)
<b>Assessment of Outcomes</b>	<b>Rating</b>
Relevance	S (5)
Effectiveness	MU (3)
Efficiency	MS (4)
Overall Project Outcome Rating	MS (4)
<b>Sustainability</b>	<b>Rating</b>
Financial resources	MU (2)
Socio-political/economic	ML (3)
Institutional framework and governance	ML (3)
Environmental	MU (2)
Overall Likelihood of Sustainability	MU (2)
<b>Gender equality and women's empowerment</b>	<b>Rating</b>
Contribution of gender	S (5)
Advanced outcomes	S (5)
Overall contribution to gender equality and women's empowerment	S (5)
<b>Cross-cutting issues</b>	<b>Rating</b>
Local community involvement	S (5)
Capacity and awareness	S (5)
Knowledge management	MS (4)
Overall support to cross-cutting issues	S (5)



## 1.4 Findings, conclusions and Lessons learned

The main findings are as follows:

1. Project formulation was largely adequate, fit-for-purpose and aligns to UNDP, GEF and national priorities. It was developed in a participatory way and included experience from other projects / areas.
2. Wider appreciation of risks to investment based on assumptions and their uncertainties is required. The benefits of GII removal were predicated on uncertain assumptions based on ecological intuition and comparisons from islands in the Caribbean; the importance of these assumptions on the risk of the investment was inadequately considered in project formulation.
3. The project missed opportunities in data management and statistical analysis to make credible trend analysis and population size estimates of GII which would usefully inform control strategies. Early input from an (ecological) statistician in field protocols and statistical analysis could have enhanced the effectiveness of field activity and also provided much sounder basis for development of ongoing GII control strategies.
4. There are clear and demonstrative components of adaptive management in project implementation, partially overcoming challenges caused by COVID-19. For example, field based GII eradication activity became innovative, professional and well-targeted. Adaptive solutions were inadequate in some areas, such as failing to secure access to one of the target islands (Laucala).
5. The project has contributed to the national and local capacity to manage alien invasive species and the relevance of the project has ranked as good due to the IAS priority in Fiji. In particular, the project was highly successful at building awareness of IAS in local communities in the target islands. However, some areas demonstrated insufficient progress, especially the endorsement of a reformed national IAS policy and associated institutional coordination arrangements.
6. Project effectiveness was moderately unsatisfactory due to a number of weaknesses in securing Outcome level achievements, especially related to policy reform and GII populations. Some of this loss of efficiency may have been caused by direct and secondary impacts of COVID-19. However, efficiency was moderately satisfactory with project management and governance adequate.
7. Within the cultural norms of the beneficiary communities, gender equality and women's empowerment was satisfactory in terms of contribution of gender and advancing outcomes. Reporting of events used gender-disaggregated figures, such as the 36% female contribution to the 887 attendees of local training events on Vanua Levu, Taveuni, Qamea and Matagi meaning that IAS awareness was spread across the community including women. Professional training gender balance reflected staff composition, with less contribution by women, such as 10% women's contribution to health and safety training.
8. Whilst improvements were made in biosecurity knowledge management during the project, these should not yet be seen as having a replicative or scaling up catalytic role. Consulted stakeholders did not seem to have intention to build on project knowledge management systems and extend them more broadly, geographically or with more invasive species included; in some way the exit point could have been more clearly identified and planned for.

The following conclusions were made:

I. This well-designed project fitted national priorities and targeted national governmental, as well as local community stakeholders. The project responded to the general need for enhanced IAS control in Fiji nationally, as well as a new invasive species (GII) in a number of islands which had a perceived socio-economic effect.

II. The project delivered many achievements across its Outcomes, with especially successful Outcomes in relation to capacity and awareness of IAS. From discussions with various stakeholders, the country seems to be in a better position regarding control and eradication of invasives at the end of the project.

III. The financing for the project was adequate, and the project was moderately successful in effectiveness and efficiency in implementation. COVID-19 affected the timeliness of some outputs, but adaptive management was inadequate to overcome all those delays. At project completion there was project budget underspend.

IV. The lack of official ratification of the IAS policy developed through the project, coupled to the lack of formation of the new institutional coordination arrangements therein, obviates some of the future benefits of the investment. The policy may be endorsed post-project, but this is not guaranteed, especially due to the multi-year in-operation of the pivotal National Environmental Council (NEC).

V. Eradication action in the field was well-targeted and effective at removing GII, however, the outcome was related to population suppression rather than eradication. However, weak data management of the action undermined the value field action in understanding the population dynamics of the GII and thus targeting of future operations. The failure to access one target island (Laucala), which had the potential to colonize Qamea, should have been overcome especially as BAF has mandate for this.

VI. Participatory elements of the project were generally strong. Government partnerships in the areas of IAS were enhanced by the project, but more NGO partnerships could have been strengthened. Within the cultural norms of the beneficiary communities, gender equality and women's empowerment was satisfactory in terms of contribution of gender and advancing outcomes.

VII. Much of the sustainability of the investments within the project rest with BAF. Securing its policy reform and targeting additional resources at IAS is necessary to secure the gain in the longer term. Knowledge management of project information and more broadly of IAS is required to institutional knowledge developed during the project.

The following lessons emerged:

A. ***Blockages in policy reform processes need to be addressed from early on in the project to allow approval and ratification to be secured.*** The project has developed a new IAS policy but further advancement for approval is blocked by the lack of operation of NEC, which needs to approve it prior to Cabinet submission. BAF should have conversed with the DoE to ensure passage of the IAS policy, possibly through a joint Cabinet paper, opening the way for direct Cabinet approval in lieu of NEC. Combined with the new IAS policy are the institutional coordination arrangements, which will not

come into operation until the policy is formally approved. Effort should have been put into securing the approval process, as well as the development of the text of the policy.

- B. **Knowledge and data management are vital for dealing with complex challenges.** The data and knowledge management procedures were inadequate to allow an incisive understanding of the dynamics of GII populations or their impact on endemic iguana species. Poor data analysis has meant that optimized solutions to the GII issue cannot be derived from the data and then field tested in the future. BAF should have reached out to national expertise to develop improved data management and analysis systems; this existing within organizations such as Birdlife, Nature Fiji and USP.
- C. **Development of partnerships is vital for invasive species control.** Dealing with IAS is a complex task and effective control involves ecological, economic and social dimensions. Building awareness and establishing functional partnerships across the sectors (government, private sector and communities) is vital. The linkage between IAS and livelihood / economic aspects is important to focus on, as this project has done as this brings vested interest to private sector and local communities.

### 1.5 Recommendations summary table

The following table identifies the Recommendations:

Rec #	TE Recommendation	Entity Responsible	Time frame (start date and duration)
<b>Area: Policy</b>			
1	The NISFSAP policy development undertaken during the project was not approved by the government, this needs to be endorsed by the National Environment Council and be approved by Cabinet (linked to finding 5, 6).	BAF	June 2023, 1 year
<b>Area: GII control</b>			
2	As the GII population still exists and there is the potential for spread, the GII eradication programme needs to be continued to maintain GII population suppression (linked to finding 2, 3).	BAF	June 2023, In perpetuity
3	As improved GII understanding will help with control, improved knowledge and data management, and statistical techniques, need to be used to better assess GII population status and the effectiveness of eradication process (linked to finding 3).	BAF	As required, 3 years
4	To ensure coverage of infested islands, using established mandate, and after exhausting other informal ways of securing access, there needs to be a GII population survey and damage assessment of Laucala islet. If GII population is high, then eradication activity needs to be implemented (linked to finding 3, 6).	BAF	By October 2023, 1 year
<b>Area: Partnership and capacity</b>			

5	To maintain investment in intergovernmental collaboration, established government partnerships should be continued (e.g. with Ministry of Agriculture and Revenue Service) and mainstreaming of IAS across government should be promulgated at each opportunity (linked to finding 8).	BAF	June 2023, 3 years
6	To further enhance knowledge BAF should develop and work in partnership with IAS and ecological expertise of the NGO sectors, and involve them where appropriate in projects and actions (linked to finding 8).	BAF	July 2023, 5 years
7	To maintain local capacity in IAS, awareness activities in local communities in the targeted islands should be maintained at a base level to ensure messages are not forgotten; provision of posters etc. should be maintained also (linked to finding 8).	BAF	June 2023, 5 years

## 2. Introduction

### 2.1 Purpose and objective of the TE

In accordance with UNDP and GEF M&E policies and procedures, all full sized GEF financed projects are required to undergo a Terminal Evaluation (TE). The TE report assessed the achievement of project results against what was expected to be achieved and draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming. The TE report promotes accountability and transparency and assesses the extent of project accomplishments.

Further to this, the objectives of the TE were to:

- assess the achievement of project results supported by evidence (i.e., progress of project's outcome targets),
- assess the contribution and alignment of the project to relevant national development plans or environmental policies.
- assess the contribution of the project results towards the relevant outcome and output of the Sub Regional Programme Document (SRPD) & United Nation Pacific Strategy (UNPS/UNDAF)
- assess any cross cutting and gender issues using the gender scale effective scale (GRES)
- examination on the use of funds and value for money
- assess the impact of COVID-19 on project's implementation
- and to draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming

The TE was conducted according to the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF Financed Projects. The lack of a National TE Consultant as planned in the ToR may affect the depth and quality of the TE, however, best efforts are to be made to ensure that a coherent and comprehensive TE is delivered.

### 2.2 Scope

The scope of the TE will be to assess the achievement of project results against what was expected to be achieved and draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming. The TE report promotes accountability and transparency and assesses the extent of project accomplishments. The scope of the TE report is further details in the ToR (Annex 1). The TE report covers the period from project commencement in May 2018 to the last month of activity in April 2023.

### 2.3 Approach and Methodology

An Inception Report was produced to facilitate delivery of the TE (Annex 2). In line with ToR and Guidelines for Conducting Terminal Evaluations Reviews of GEF-Financed Projects, the TE used the following methodologies:

- **Desk Review of official records and documents**

Review of project documents, official records, and secondary sources were the main sources for data collection. Qualitative and quantitative data was extracted from various project-related documents and secondary sources and were used to assess project progress and performance based on mentioned assessment categories and indicators and targets of the Project Results Framework. Similarly, data related to financial aspects and co-financing was obtained from project financial statements and records. A list of documents reviewed during the TE work are provided in Annex 3.

- **Key Informants Interviews**

Key informant's interviews will be the main instruments for the collection of primary data. Key persons among stakeholders have been identified in the ToR based on project experience. Some interviews were undertaken face-to-face in the field sites (Taveuni / Qamea) and other in the national capital in Suva. Subsequent interviews may be undertaken remotely although internet connections in the Pacific region can be challenging, especially out of main urban centers.

The main areas for consideration during the interviews were drawn from the questions identified in the Evaluation Criteria Matrix which was devised specifically for this project TE (Annex 4) and used in relation to stakeholders consulted (Annex 5).

Delivery of the methodology within the TE timeline involved sequential periods of Inception Report production, field site visits (Taveuni, Qamea and Suva), additional data collection, and report preparation and revision (as outlined in proposed timeline in Annex 6).

## 2.3 Data Collection & analysis

The acquired data were analyzed both qualitatively and quantitatively. Since most of the primary data was acquired in qualitative form, these were processed using qualitative data analysis techniques like triangulations, validations, interpretations, and abstractions.

Efforts were made to logically interpret stakeholder's opinions and statements, while analyzing data, keeping in view the specific perspectives of various respondents. Similarly, where applicable, available data were analyzed using disaggregation of data from a gender and human rights lens.

Data collected from review of documents, key informant interviews and discussions were validated and triangulated through comparing data from different sources to identify similarities, contradictions, and patterns.

Quantitative data related to project outcome and objective level indicators were reviewed to assess progress towards end of project targets. The same will be validated and triangulated against data obtained from interviews/discussions with key stakeholders etc.

## 2.4 Ethics

As per the Guidance for UNDP supported GEF financed projects and as outlined in the ToR, the TE team maintained the highest ethical standards and signed a code of conduct upon acceptance of the assignment. This evaluation was conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation.' In summary, the evaluator must safeguard the rights and confidentiality of information providers, and must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of

information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses without the express authorization of UNDP and partners.

The UNEG Code of Conduct form signed by the TE consultant is provided in Annex 7.

## 2.5 Limitations to the evaluation

The TE evaluation had two main limitations. Firstly, on logistics, the time line of the evaluation was tight, with 6 field days (Sunday to Friday) for field visit to Tavenui / Qamea and stakeholder interviews in Suva, and the whole TE process to be completed within 5 weeks. Illness and lack of availability for interviews in the limited time in Suva by stakeholder representatives of organizations involved in the project required organisation of further online consultations for comprehensive stakeholder coverage. Secondly on person-power, the TE team involved a single international consultant working alone and was not supported by a national consultant as per the ToR. This could potentially have affected various aspects such as the project scoring system as a discussion and consensus view was not possible. To mitigate this as board as possible suite of consultations were carried out and all available documentation was reviewed in depth, to provide robust insights and evaluation. It is considered that the limitations of the TE process were relatively small compared to the confidence in overall outcomes and lessons identified in this TE.

## 2.6 Structure of the TE report

The structure of the report follows the recommendation in the ToR. Subsequent to this introductory section, Chapter 3 provides a more detail description of the project. Then Chapter 4 focusses on findings from the TE which are divided into three sub-sections: projects design / formulation, project implementation and projects results and impact. In this Chapter a number of aspects of the project are rated using standard rating systems. Finally, Chapter 5 summarizes the main findings, conclusions and recommendations emerging from the TE work.

A number of Annexes are provided which are referenced at the relevant point(s) in the main text. At the start of this report a comprehensive Executive Summary is provided which succinctly outlines emerging outcomes from the TE process.

## 3. Project Description

### 3.1 Project timeline

The project was approved by the CEO on 7<sup>th</sup> April 2017 and the project commenced on 16<sup>th</sup> May 2018. A project manager was hired on 31<sup>st</sup> July 2018 and the Inception workshop was held at the end of September 2018. The mid-term review was completed in May 2021, during the COVID-19 period. The project duration was 60 months, meaning a termination date of 15<sup>th</sup> May 2023.

### 3.2 Development context

Invasive alien species (IAS) are the greatest threat to biodiversity in the Pacific Islands. The isolated nature and extreme vulnerability of island ecosystems and species to impacts such as habitat destruction and invasive alien species (IAS) has resulted in many species of this region becoming endangered. As biodiversity is a significant source of revenue for Fiji (including tourism) and a direct source of income and livelihood for local communities, the spread of IAS has significant economic impacts. As an example, Fiji's gross earnings from tourism for the first quarter of 2009, estimated at USD 83.8 million, is at potential threat from IAS.

The sub-section of the northern division of Fiji is considered as an important biosecurity area under the project and includes Taveuni Island and the surrounding islets of Qamea, Matagi and Laucala. This region has retained significant forest and wetland ecosystems across its full altitudinal range, and endemic and other native species are better protected than in many other areas of Fiji. Taveuni has not yet been severely impacted by some of the numerous IAS that are established on the larger islands of Viti Levu and Vanua Levu. However, the Giant Invasive Iguana (GII: *Iguana iguana*), an aggressive invasive pest, was imported illegally into Fiji in 2000 and introduced to nearby Qamea, with the first free-living record is from 2009. Since then GII is known to have established on two adjacent islands: Laucala and Matagi. The proximity of these islands to Taveuni is of particular concern. Fiji's 2013 State of the Birds Report notes that it "would be a biodiversity conservation disaster" if GII were to spread to Taveuni.

### 3.3 Problems addressed by the project

The recent introduction of Giant Invasive Iguana – GII (*Iguana iguana*) – to Fiji represents the first established population of this species in the Pacific and is a potential bridgehead to some of the world's most isolated island ecosystems. GII have already caused harm throughout the Caribbean where they exist at exceptionally high densities and cause significant detrimental effects, including on biodiversity, agriculture and tourism. Although there are several national and local-level initiatives to address IAS in Fiji, these efforts, lack adequate capacity and an overall comprehensive strategy to ensure a systematic and effective protection of biodiversity-rich and important areas. An effective, systematic and comprehensive eradication effort against GII, before populations grow beyond the point where they can be controlled, is currently lacking and urgently needed.



### 3.4 Development objective

The development objective of the project is: *To improve the chances of the long-term survival of terrestrial endemic and threatened species on Taveuni Island, surrounding islets and throughout Fiji by building national and local capacity to manage Invasive Alien Species.*

The development objective will be achieved through four interrelated Components namely:

- Component 1: Strengthened IAS policy, institutions and coordination at the national level to reduce the risk of IAS entering Fiji
- Component 2: Improved IAS prevention and surveillance operations on Taveuni, Qamea, Laucala and Matagi
- Component 3: Long-term measures for protection of terrestrial ecosystems and their biodiversity in Taveuni, Qamea, Matagi and Laucala
- Component 4: Increased awareness of risks posed by IAS and need for biosecurity of local communities, travelling public, tour operators and shipping to invasive alien species and biosecurity

### 3.5 Expected results

The Expected Results under the 4 Components are as follows:

- Component 1 will strengthen national IAS frameworks, policy, coordination and capacity: Without the project, biosecurity for Fiji will remain at or around its current level with some improvements over time, but without a clear comprehensive strategy or coverage, or comprehensive legislation to advance biosecurity. The GEF increment will provide technical support, training and equipment for strengthening pre-border, border and post-border biosecurity, compilation of IAS information for Fiji and development of a national IAS strategy and action plan and strengthened biosecurity legislation, development of black and white lists of organisms and guidelines for determining such lists, development of a BAF multi-year strategy, development of a national-level Early Detection and Rapid Response (EDRR) program trialed in Viti Levu, capacity building of biosecurity officers and cross training of front-line staff from other front-line agencies to help improve biosecurity inspection services at key national and domestic seaports and airports, and improving understanding of potential economic impacts of IAS. Government co-financing support from BAF and other agencies will finance the improvement of inspection services at international and domestic airports and seaports, improved incineration facilities and upgrading of laboratory facilities, improved detection and inspections, rapid response measures, and additional staff.
- Component 2 will put in place effective systems to prevent introduction and spread of IAS in the four island area: Without the project, biosecurity for Taveuni, Qamea, Matagi and Laucala will remain at current limited levels or will be improved slowly in a piecemeal fashion with no overall comprehensive strategy. Surveillance and quarantine and inspection procedures and facilities will remain limited, with no random inspections and limited staff capacity. The GEF increment will provide technical support and equipment for development of a collated database of information on IAS on the four-islands site and preparation of island-specific black and white lists, technical support and training for improving IAS prevention and management capacities in the four-islands site, and technical support for improving biosecurity at all ports, jetties, wharfs and landing. Improved training in all aspects of biosecurity

services for front-line inspectors as well as other agency staff on the four islands will provide for more comprehensive inspection/quarantine services at ports of entry and improved detection of arriving pests. Government co-financing will support the above actions on a long-term basis through the establishment of a four island multi-sectoral IAS taskforce, improved biosecurity staff and facilities, vehicles and communication equipment, quarantine and incineration facilities, veterinary services, vehicle and watercraft sanitation facilities, and enhanced inspections of inter-island domestic cargo and passengers.

- Component 3 will develop and implement a well-planned and best practice eradication program for GII in the four island area: Without the project, it is likely that the GII would not be eradicated from Fiji, and that impacts and damage to food crops, livelihoods, biodiversity and tourism would start to be felt as populations increased. Without eradication from the four island group, it would only be a matter of time before GII became widespread throughout Fiji and potentially nearby Pacific nations. This GEF increment will allow for an immediate program of comprehensive survey and public outreach on Taveuni and an increase in the search effort and take rate of GII on the islands of Qamea, Matagi, and Laucala, through the provision of international technical support and access to new techniques, training and technology to support eradication efforts (e.g. use of trained detector dogs, use of small-caliber rifles, thermal imaging, night vision, infrared technology). It will also build evidence bases of the impacts of GII on livelihoods and biodiversity. To achieve eradication, the Government of Fiji will significantly increase its efforts and commitment immediately (finding eradication teams, office space and operational costs) and sustain that commitment through to final eradication, a period likely to be ten years or more. GEF funding will supplement this co-financing, providing the accelerated effort needed to quickly depress GII numbers over the next five critical years and provide essential access to best practice eradication techniques and tools.
- Component 4 will build national awareness and stakeholder support for biosecurity and improve the collation and use of biosecurity information: Without the project, Fiji will remain under-capacitated because existing knowledge and information are not readily accessible to all stakeholders. IAS and biosecurity outreach efforts will remain limited with no coordinated programmatic approach, and public engagement will remain low. The GEF increment will allow for the establishment of national public and visitor awareness and outreach campaigns, the creation and maintenance of an online public access IAS clearing-house and the establishment of a national IAS database. Recognition that IAS impacts everyone at all levels will ensure that prevention and management efforts receive public and government support, ensuring their continuance and maximizing their effectiveness. Co-financing will support the coordination and dissemination of outreach programs developed with GEF funds.

### 3.6 Main stakeholders

The main project stakeholders are listed below:

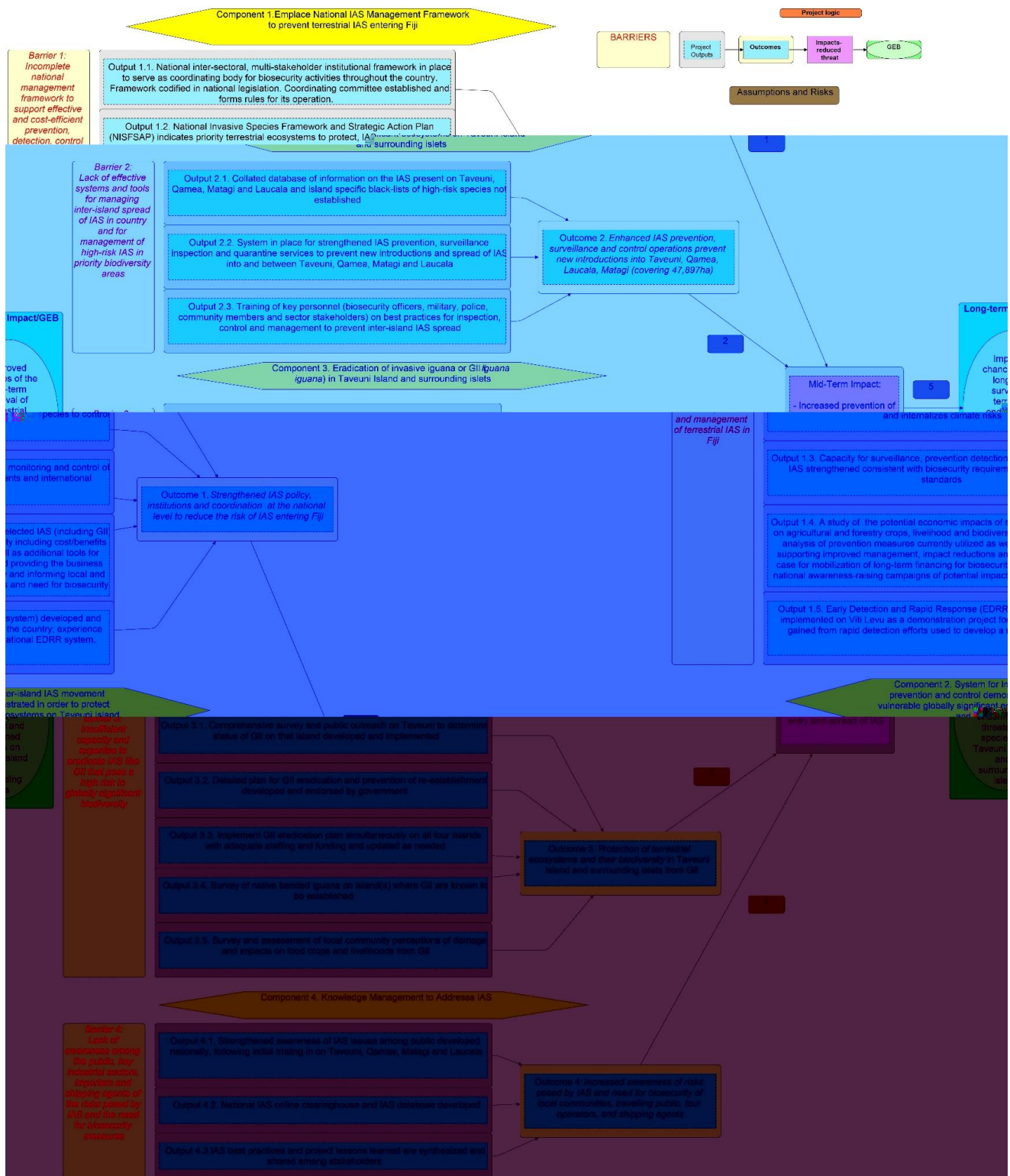
Key Stakeholder	Role and responsibilities	Role in the project
Biosecurity Authority of Fiji (BAF)	Key government agency responsible for biosecurity in Fiji. Is involved with monitoring, prevention, control and eradication, as well as promoting biosecurity among the different sectors in the country, coordination of biosecurity	Implementing Partner.

	actions, training, establishing regulations and standards, community outreach and awareness creation.	
Ministry of Economy, Public Enterprises, Public Services and Communication	Responsible for overseeing reform and monitoring of public enterprises to facilitate improvement in services to the public. Ministry under which BAF falls.	Responsible for budgetary and staffing aspects related to BAF.
Ministry of Industry, Trade and Tourism	Tourism and trade promotion entity of the Fijian government.	Creation of awareness in the tourism and trade sectors on IAS issues.
Ministry of Agriculture	Responsible for maintaining food security through extension and research services for livestock and crops, commodity projects, building capacity of farmers to increase production, sustainable management of natural resources through flood protection and sustainable land management.	Its National Disaster Management Office can be potential lead partner for rapid response action relating to IAS.
Ministry of Fisheries and Forestry	Responsible for the formulation and implementation of policies to promote best practice in Fisheries and Forestry sector.	Important partner for ensuring prevention of entry of forest pests into the country, undertakes pest risk analysis for incoming seeds and plants for BAF.
Ministry of <i>iTaukei</i> Affairs	Responsible for developing, maintaining and promoting policies that will provide for the continued good governance and welfare of the itaukei or native people in the country. The Ministry operates at the district and provincial level.	Support for community awareness and outreach, particularly at local level and with communities in four-island area.
Ministry of Local Government, Housing and Environment	Focused on legislative reviews, urban planning and managing the impacts of rapid urbanization, municipal reforms, fire protection and disaster management, and control and regulation of land use.	Department of Environment provides overall environmental guidance and oversight, monitoring and reporting to various conventions and international agreements.
Ministry of Health and Medical Services	Overseas management and control of IAS related health diseases.	Awareness raising and training on health-related IAS concerns.
Ministry of Education	Ministry of Education is concerned with broad policy issues on all aspects of education and ensuring that available resources are judiciously allocated and put to optimum use to ensure that relevance and quality of education provided at all levels of the education system particularly in rural areas.	Supporting awareness by including IAS in all levels of curriculum.
Ministry of Defense, Police and Military	Maintaining law and order and upholding rule of law effectively.	Enforcing and strengthening collaboration with BAF in biosecurity measures.
Fiji Revenue and Customs Authority (FRCA)	Responsible for enforcement of control of imports and exports from the country, including IAS and pests, in collaboration with BAF.	Collaboration with BAF to enhance enforcement of biosecurity regulations at borders.
Airports Fiji Limited (AFL)	Responsible for control and management of travellers into and within Fiji, including biosecurity related issues in collaboration with BAF.	Collaboration with BAF to enhance enforcement of biosecurity regulations at borders.
Northern Division Offices of Agriculture, Environment, <i>iTaukei</i> , Forests, Fisheries, etc.	Providing extension support for ministerial activities at the division level.	Participate in related activities at four islands.
Resort Owners on four island site	Operate and runs resorts on the islands of Taveuni, Qamea, Matagi and Laucala, and responsible for tourist lodging, recreation and food.	Collaboration with BAF and GII eradication teams in undertaking biosecurity measures.

Local communities on four island sites	Mainly farmers, skilled workers, local government staff, small-business persons, etc.	Provide support for GII eradication and biosecurity measures.
Academic and research institutions (SPREP, FNU, USP, etc.)	Academic courses, taxonomic and IAS related research, etc.	Training, education and capacity building relating to IAS.
Non-governmental organizations (CI, IUCN, Birdlife, WWF etc.)	Involved in a range of activities (biological surveys, IAS eradication, conservation activities, community conservation initiatives, financing local initiatives, environmental education, etc.).	Sharing of lessons and best practices, training resources, etc.
Pacific Invasive Partnership (PIP) and Pacific Invasive Learning Network (PILN)	PIP is umbrella regional coordinating body (coordinated by Island Conservation with Fiji members being Birdlife International, Secretariat of the Pacific Community, and the University of the South Pacific) for agencies working on IAS in more than one country of the Pacific and PILN) is a network for invasive species workers in the countries and territories themselves.	Potential opportunities for South-South cooperation and mutually beneficial learning.

### 3.7 Theory of change

The project document includes a detailed Theory of Change, with associated assumptions and risks, and which takes into account Lessons Learned in Fiji and from the region, including from NGOs such as Nature Fiji and Birdlife International, and describes partnerships in detail. Consultations were reported to be to some extent limited at times during project development, due to some reticence by key decision-makers over the aim and details of the project. But finally consultations seem to have been comprehensive and inclusive, and have sufficiently informed the project. The Theory of Change diagram is as follows (Figure 3 of the ProDoc):



The change provided by the project requires preventative measures to reduce IAS incursion and establishment that will be introduced by this project, including: (Component 1) Strengthened IAS policy, institutions and coordination at the national level to reduce the risk of IAS entering Fiji, including a comprehensive multi-sectorial coordination mechanism to ensure the best possible use of resources and

capacities for prevention, management, eradication, awareness and restoration, and capacity building of biosecurity staff; (Component 2) Improved IAS prevention and surveillance operations at the island level on Taveuni, Qamea, Matagi and Laucala to reduce potential for pest species to enter and establish within the four-island group and move between these islands; (Component 3) Implementation of a comprehensive eradication plan for GII based on comprehensive survey and public outreach on Taveuni and an increase in removal effort of GII on the islands of Qamea, Matagi, and Laucala; and (Component 4) Strengthened knowledge management and awareness raising that targets the general public, tour operators and visitors, so as to safeguard the nation from IAS. Components 1 and 4 will both operate at the national level, with components 2 and 3 operating sub-nationally at the four island area.

## 4. Findings

### 4.1 Project Design/Formulation

#### *Results Framework*

The Project Document (ProDoc) is well-articulated and follows global designs and standards for such type of invasive species projects. The development challenge, and the barriers and threats at different levels are relevant and well described and have been confirmed with consultations during the TE. The project formulation included a wide range of consultations during the PPG stage. Initial stakeholder analysis during the PIF stage was followed up with broader consultation on the design and stakeholder expectations of the project. A stakeholder validation workshop was held in August 2016 in Suva. The inclusion of multiple approach to IAS in the project design through institutional and policy strengthening (Component 1), awareness and surveillance (Component 2 and 4) and direct action against GII (Component 3) is a robust mix of action.

The Project's objectives fit also well in the GEF, UNDP and National Priorities. The project document includes a detailed Theory of Change, takes into account Lessons Learned in Fiji and from the region, including from NGOs such as Nature Fiji and Birdlife International. The project is aligned with the strategic priorities of the Fiji National Biodiversity Strategy and Action Plan (NBSAP) of 2007 and its Implementation Framework that identify control of IAS as critical to the success of biodiversity conservation.

The MTR suggested a number of modifications to the indicators, baseline, and mid- / end-project targets to strengthen the results framework. Some of these suggestions were taken up with revision compared to the ProDoc, however, others were not. (such as inclusion of Viubani island in 2.1, and international vessel and aircraft clearing training in 2.2).

The Results Framework was largely adequate and fit-for-purpose. Some indicators were not SMART but a bit vague (e.g. indicator 1.2 on interagency IAS working, which should have focused on FIST being operational, indicator 3.2 should have a quantified baseline, and 4.1 should include a communication strategy), but they were adequate to permit tracking of the main areas of project progress.

#### *Assumptions and Risks*

The risks and assumptions are mainly suitably covered and include political, institutional, capacity and knowledge based risks. The role of natural disasters in IAS could have been more specifically identified in the risks. The project identifies under assumption of 3.4 the "Resources and commitment will be available beyond the duration of the project" to ensure limited invasion of GII. Inclusion of risks and assumption derived through stakeholder discussions at the Inception Workshop were not officially added to the Results Framework, as identified in the MTR.

However, there are some key assumptions regarding GII which are not made clear and demonstrate that the work planned is somewhat anticipatory and relatively high risk in terms of investment. Firstly, there is no described evidence of GII damage in the Pacific islets<sup>1</sup>, and the future expected damage is

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<sup>1</sup> Minor bank collapse was observed in Qamea during the TE probably caused by burrowing of nesting GII – this was of a few metres of extent within a resort complex.

predicated on comparisons with Caribbean countries<sup>2</sup>. There are many ecological factors which may naturally preclude similar damage by GII in Pacific islets (low fecundity due to climate, high predation of eggs, lack of secure nesting sites etc.), so it is a significant but uncertain assumption that damage levels in the Pacific will mirror Caribbean levels experienced. Secondly, the interaction between GII and native iguana species is unknown, and the assumption that removal of GII would benefit native species should have been an explicit assumption which should have been researched. Discussions with various stakeholder on this during the TE process generally concluded that the species live in different areas, and that competition for space and food was unlikely. These assumptions should have been made clear, as the risk is that beach damage levels and populations status of native species would not be affected by investments in GII removal.

#### *Lessons from other projects*

The ProDoc seemed to include experience from other projects undertaken by the wide range of governmental and non-state actors. In particular, ongoing BAF initiatives and previous work by Nature Fiji on GII feed directly into the project design through the consultative development process. Reference was however not made to the portfolio of other GEF project globally working on similar IAS issues, from which certain lessons may have been salient.

#### *Stakeholder participation*

The project was comprehensively designed in relation to stakeholder participation. The design addresses capacity and awareness in multiple stakeholders across the Components, including institutional involvement and capacity building in BAF and governmental entities (under Outcome 1), in the island administrations (Outcome 2) and tour operators, hotels etc. (Outcome 4) and local people (Outcome 3). The planned stakeholder participation was a strong element of the project design.

#### *Cross-cutting issues*

Cross-cutting issues are addressed in the Project Document, but no clear actions have been included such as around gender in which staff and workshop attendees were reported at disaggregated fashion (in PIR 2022) and definitive links to socio-economic conditions of local communities. The survey undertaken on tarot beetle (by BAF and Min. of Agriculture) has economic relevance to tarot marketing and trade (nationally and internationally). In addition, the social-and economic impacts of GII infestation were not fully clarified; during the visit to the Qamea undertaking the TE the only direct damage by GII observed was in an exclusive tourism resort. However, although some cross-cutting opportunities were not fulfilled, the general outcome is that awareness of IAS would help sustainability of agricultural / rural / tourism livelihoods and contribute to poverty reduction.

Further consideration of the interaction of GII with Native iguana species and relevance to conservation could have been made in respect to the Fiji National Biodiversity Strategy and Action Plan (NBSAP). The potential damage of GII to resort frontage could have been raised through the tourism authorities at national and maybe regional level; the potential interaction of collapsed beach frontage and climate-induced sea level rise and more intense storms was not considered. The potential of increased resilience of native iguana to climate change species, by virtue of removal of GII, was not considered. A human rights based approach was not mentioned in project documents or by consulted stakeholders.

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<sup>2</sup> As in this newspaper article of 2021, for example: <https://www.fijitimes.com/giant-invasive-iguana-what-their-presence-really-means-for-fiji/>



The focus and mandate of BAF, the Implementing Partner, was focused on practical biosecurity issues. This means that building bridges into cross-cutting sectors was not a normal way of doing business within the institution. This is reflected for example, in the focus on levels of eradication of GII (the biosecurity function), rather than understanding population and fecundity dynamics in order to isolate effective control methods (and applied ecological function). Economic, livelihood, climate and potentially rights-based approach had relevance to the project, but deeper partnerships, especially with the NGO sector in these sectors, would have expanded cross-cutting gains.

## 4.2 Project Implementation

### *Adaptive management*

The project was affected by COVID-19 and has had to undertake a range of variations to the original plan as outlined in the ProDoc. The management seems to have undertaken reorientation of approaches to delivery in a sensible and careful way, adding much to the project delivery during difficult times. Adaptation forced by circumstance, include an increased degree of reliance on national consultants due to inability of international consultants to travel during COVID-19 periods, use of trail cameras to identify GII in the field, ongoing use of a unmandated ad hoc coordinating group, whilst FIST (Fiji Invasive Species Task Force) remains inoperative (since 2018) and in lieu of a National IAS Committee (predicated on NISFSAP ratification).

One area where adaptive management has been severely lacking is ensuring access to one of the four infested islands, Laucala Island. The island is infested with GII, as seen from team observation in passing boats, and passage of individual GII from Laucala to Qamea Island is possible, especially at low tide when walking between islets is possible. The island is in private ownership, seemingly through a Trust system with traditional owners, and has denied access to the project team during the project; meaning that no survey or eradication activities have happened on the island. Inadequate adaptive channels to secure access have been followed up to permit access at least for a survey. Engagement with traditional owners and their Trust entity should have ensured access to Laucala Island. This would have been without resorting to the legal provision for access that BAF has through its IAS mandate. The upshot of this is that in reality the project only targeted three of the four islands in relation to GII eradication.

An MTR was delivered in May 2021 which was sound and comprehensive; the subsequent management response to the plan did not appear to be fully comprehensive in terms of implementation of recommendations. For example, suggested change in clarity in the results framework were not used in revised version. The project has produced Quarterly and Annual reports which adequately identify progress in the Components and spending. Project Implementation Reports (PIRs) have been produced on an annual basis and provide a relatively detailed view of progress and challenges in project delivery as well as management responses. Management of the operational side of the project has been moderately efficient

### *Actual stakeholder participation*

The project built-in stakeholder consultation developed during the project formulation stage during implementation to leverage actual stakeholder participation and valuable partnership arrangements. Local administrations and stakeholders in Taveuni area were aware and engaged with the project; especially with regard to developing awareness in the communities in IAS. Collaborative work between BAF Taveuni station and various stakeholders on the island was undertaken to strengthen the partnerships in government and indigenous entities. Efforts were made to ensure gender balance in

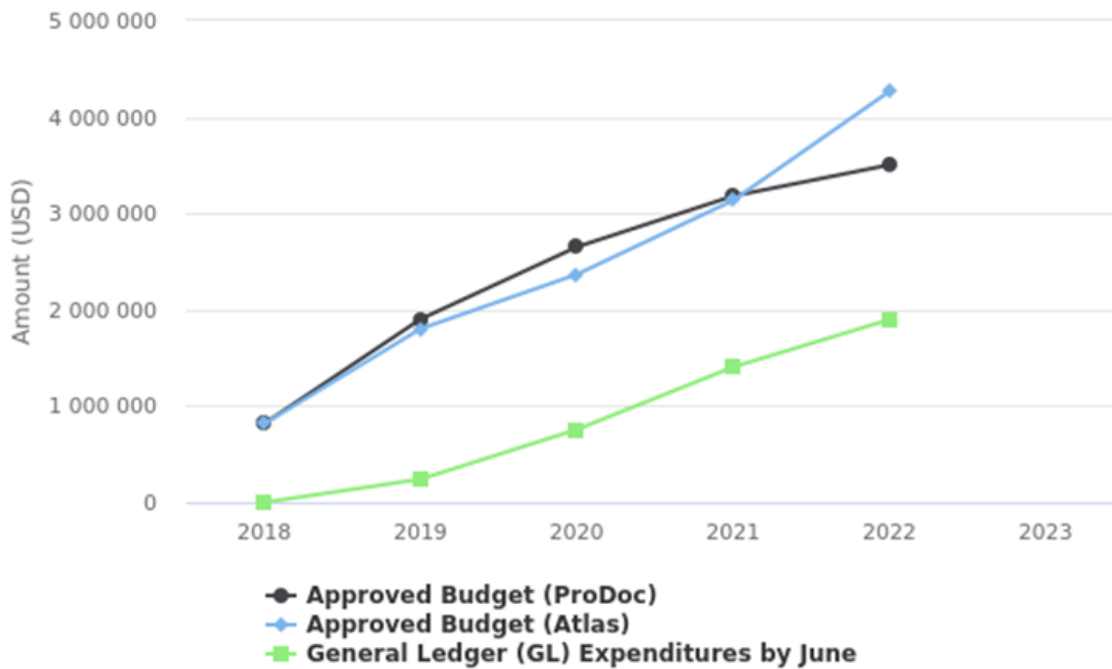
various training and awareness activities, and disaggregated recording of events was undertaken. Overall, project activities led to high levels of awareness of IAS in community and local institutions, as identified through TE consultation.

At the national level the project developed new partnerships (e.g. Ministry of Agriculture and BAF, wrt taro beetle) as well as strengthened pre-existing collaborations (e.g. FRCA and BAF, wrt to taro export). However, leverage of these developing partnerships was partly obviated by the lack of policy approval and renewed institutional arrangements (under Component 1) This has a bearing on the continuance of some of the partnerships and sustainability moving forward once project funds are terminated. From discussions with various agencies it did seem that ad hoc coordination of IAS was operational to date, but revised policy approval would secure the rather ad hoc national of coordination presently in operation.

Participation and involvement of expertise from the NGO sector was inadequate. Prior to the project much work was undertaken by NGO’s including BirdLife and Nature Fiji on the GII; this technical expertise was not adequately included in the project delivery by BAF; this had a particular negative effect on the data management and analysis of GII population data.

*Project Finance and Co-finance*

Due to delays in project implementation mainly caused by COVID-19 the actual project expenditure considerably lagged expected expenditure as identified in project planning and the ProDoc. This had inevitable knock-on effects on delivery across the project by the MTR stage, some of which was successfully achieved through accelerated delivery once COVID restraints were over as demonstrated in the graph below from the 2022 PIR. However, even though expenditure rate increased, it was not accelerated enough to complete budget expenditure.



The project budget at the closure of the TE exercise was as follows:

Outcomes	GEF Budget (USD)	Expenses 2018 - 2022 (USD)	Balance (USD)
1	1,010,000.00	685,964.54	324,035.46
2	721,000.00	401,560.42	319,439.58
3	1,203,000.00	863,421.68	339,578.32
4	403,000.00	303,062.89	99,937.11
PMC	165,968.00	152,525.87	13,442.13
Exchange Gain	0	-15,131.90	15,131.90
<b>Total</b>	<b>3,502,968.00</b>	<b>2,391,403.50</b>	<b>1,111,564.50</b>

However, acquittals of FJD 125K and advance of FJD 972K (approx. USD \$494K) need to be added to the budget. Based on this information, the final project balance of unspent GEF support can be expected to be around USD 600k. This demonstrates that the acceleration of expenditure was inadequate to fully commit the budget and an underspend representing about 17% of the GEF grant can be expected.

Project financial management appeared to be adequate to allow project re-orientation to overcome COVID-19 challenges. The budget reporting was undertaken in each Quarterly Report suggesting adequacy in financial management. However, a comprehensive acceleration plan as recommended in the MTR was not put in place, although activity and rate of expenditure did increase. An underspend of the GEF budget component by the end of the project was the most likely outcome since the MTR and PIR 2022.

Co-finance of the project was about USD 27m (full details in table below). The MTR identified co-finance spend of USD 14.5m. Requests were made for estimated co-finance expenditures at the point of the TE but were not received.

However, co-finance flows of ~USD 27 million aligned to the ProDoc were identified by the main co-financing entity consultees, and including BAF. Although no documentary sources of direct cost assessments were available, much of the co-finance was to be targeted to allow involvement in training and awareness raising activities and some joint work with BAF at local and national level. As the source of co-finance was primarily recurrent then documentary evidence of precise spend is challenging to obtain.

There was no indication of a discrepancy between planned and actual co-finance, as identified below, although evidence to support this beyond stakeholder confirmation is not available:

Co-financing (type / source)	UNDP (USD)		Government (USD)		Partner agency (USD)		Total (USD)	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
Grants			20,102,045	20,102,045			20,102,045	20,102,045

<b>Loans / Concessions</b>								
<b>In-kind</b>	101,096	101,096	6,661,373	6,661,373			6,762,469	6,762,469
<b>Other</b>								
<b>Total</b>	191,986	101,096	26,763,418	26,763,418			26,864,514	26,864,514

Sources of originally committed co-finance were mainly recurrent expenditure, as follows:

<b>Sources of Co-financing</b>	<b>Name of Co-financier</b>	<b>Type of Co-financing</b>	<b>Investment mobilized</b>	<b>Amount (USD)</b>
Recipient Government	Biosecurity Authority of Fiji	Grant	Recurrent expenditure	9,063,064
Recipient Government	Biosecurity Authority of Fiji (BAF)	In-kind	Recurrent expenditure	6,000,000
Recipient Government	Ministry of Local Government, Housing and Environment	Grant	Recurrent expenditure	700,000
Recipient Government	Fiji Revenue and Customs Authority	Grant	Recurrent expenditure	1,763,981
Recipient Government	Fiji Revenue and Customs Authority	In-kind	Recurrent expenditure	661,373
Recipient Government	Fiji Airports Limited	Grant	Recurrent expenditure	6,300,000
Recipient Government	Fiji National University	Grant	Recurrent expenditure	2,275,000
GEF Agency	UNDP	In-kind	Investment mobilized	101,096
<b>Total Co-financing</b>				<b>26,864,514</b>

There was no evidence or mention of additional, leveraged resources that were committed as a result of the project, be they financial or in-kind, from other donors, NGOs, foundations, governments, communities or the private sector. Future investment perpetuating or building on project outcomes seems to be predominantly reliant on the domestic budget of BAF, or maybe more specifically, the prioritization of funding areas within BAF based on their limited and squeezed budget. The lack of leverage and lack of diversity in ongoing support to elements of the IAS work developed during the project is not a positive situation.

### *Monitoring and evaluation*

At entry, the project document contained a detailed Monitoring and Evaluation Plan and Budget. Roles and responsibilities for M&E were identified in the ProDoc, and the role of UNDP to support the Project Coordinator in implementation of M&E was stated. A Project Inception Workshop and good number of monitoring visits by the Project Manager, CTA, other consultants and UNDP team were conducted. The indicators were generally SMART, and strengthened following the MTR (but see Results Framework subsection of 4.1) although a revised Theory of Change was not produced. Baseline data on GII population numbers was not obtained from a survey early in the project allowing clear comparison of population following eradication action.

Adequate resourcing was targeted at M&E with a total budget of USD 258,500, of which USD 168,500 was from GEF and the remainder from co-finance. Project boards meetings were covered by USD 2.5k (plus USD 10k co-finance) and MTR and TE costs were included of USD 30K and USD 35K, respectively.

During the project implementation Back To Office reports from UNDP CO staff were produced and shared, as well as from consultants. Normal Project Quarterly, Annual Reports and PIRs were produced on time and are of acceptable quality and comprehensiveness. Although the project was not of high risk, periodic review of the SESP would have been advisable.

Overall, the M&E process was adequate for the project and reported in adequate detail with timeliness.

### *UNDP implementation/oversight, Implementing Partner execution, and Overall Assessment of implementation/oversight and execution*

The UNDP Country Office through its NEX/NIM Modality and as per the signed Letter of Agreement with the Government, is responsible for provision of financial and audit services; recruitment of project staff, consultants and other service providers; procurement of goods and services; and oversight over project expenditures against approved project annual workplans and budgets.

The Resilience and Sustainable Development Team has wide experience of project management and supporting implementation an oversight. The MTR process was successfully implemented by UNDP and reporting to GEF, such as PIRs, provided as required. Support provided to respond adaptively to COVID-19 was provided suggesting adequate responsiveness to significant implementation problems. A further focus on risk management through updating of SESP would have been beneficial. No issues with UNDP implementation and oversight during the project were raised by stakeholders consulted during the TE consultations. Thus, implementation / oversight of UNDP were considered as satisfactory (S).

The Implementing Partner (BAF) has performed moderately during the project. The main factor delaying the project directly and through secondary impacts (COVID-19) was independent and external to BAF. BAF has shown endurance and resilience in this regard with project adaptation and revision to accommodate limitations imposed by the pandemic. For example, some of the MTR recommendations were taken up to increase progress in implementation and project staff were also progressing delivery though efficient and effective approaches (such as in GII eradication). However, a comprehensive acceleration plan, as proposed in PIR 2022, was not taken up although the project did systematically pick up the pace on some components within its control in the latter half of the project.

If the pandemic had not happened, then it seems likely that progress and expenditures in the project would be largely as planned in the ProDoc. As it was, BAF responded to the situation and adapted and progressed some components to adequate competition. However, the acceleration response was not

comprehensive and work to remove some barriers to progress (such as access to Laucala island, and pushing for approval of NISFSAP) could have been more robust. Thus, Implementing Partner execution was considered as moderately satisfactory (MS).

Overall, and based on BAF being the institution most involved in project implementation, the project is rated moderately satisfactory (MS) for implementation/ oversight.

### *Risk Management*

The UNDP Environmental and social safeguard requirements have been followed in the development of this project. In accordance with the UNDP Social and Environmental Screening Procedure, the project is categorized as medium risk and is not expected to have significant negative environmental or social impacts that cannot be effectively managed through simple risk management actions. The SESP was not updated, even with additional risks identified, and this was noted in the MTR.

Additional risks relevant to SESP were identified during implementation of the project. In particular, the use of firearms (air rifles) to shoot GII which would create a risk to team members and the public during eradication operations. This risk was mitigated through training officers with assistance from Fiji Shooting Club, Fiji Police Force and Republic of Fiji Military Forces. Firearms were stored at the Taveuni police station with a written protocol for access (and confirmed with a visit to the police station commander by the TE team). Additional risks were identified with the eradication team related to working in difficult terrain, such as on cliffs, and health and safety training was undertaken.

There was also a financial risk associated with delivery of the project, with the trajectory of expenditure much behind the planned expenditures in the ProDoc budget. This was largely due to COVID-19, but further aggravated by slow but normal progress in areas such as recruitment (such as the replacement Project Manager) and procurement. A response to financial risk was identified, such as clustering work of procurement (PIR 2022), but the response was not adequately comprehensive to fully mitigate financial risks.

Furthermore, a risk not identified, was the risk to the project investment of not understanding adequately the population status and dynamics of the GII through more robust field collection and analysis procedures. In addition, for example, observations that GII tended to congregate around areas of cut and piled-up vegetation cleared from hotel frontages may have been useful knowledge to change such practices within the hotel. This lack of knowledge management, means that to maintain the presently suppressed GII population a blanket approach is needed, rather than a more cost-effective approach targeted at specific times at specific places (for example, nesting areas during egg incubation).

## 4.3 Project Results and Impacts

### *Progress towards objective and outcomes*

The project has contributed to the national and local capacity to manage alien invasive species, especially GII (see Annex 8). However, a number of significant shortfalls in achievements can be noted, including:

- Lack of government endorsement of the National Invasive Species Framework and Strategic Action Plan (NISFSAP) probably due to the lack of operational of NEC (National Environmental Council) over many years required prior to approval by Cabinet, under Outcome 1.2.

- Corresponding lack of ratification and mandate of FIST (Fiji Invasive Species Taskforce) in Outcome 1.1, this institutional coordination gap is maintained on a more ad hoc basis by an IAS Technical committee in operation prior to the project commencement.
- GII populations on one of the islands target for eradication left out of the project (Laucala) due to access not being arranged (Outcome 3).
- GII population was suppressed and not eradicated as implied in Outcome 3.2. Population suppression activity was well designed and implemented, however, poor data recording, management and analysis means that knowledge of population levels and eradication success was substantially below what could have been achieved; it will not be possible to optimize post-project GII suppression activities due to this data management inadequacy.

Looking the project outcomes in a different way, the IAS capacity and awareness raising work has been very successful and much practical learning has been gained in GII eradication, but national policy, institutional arrangements and coordination process have improved little.

### *Relevance*

Relevance was assessed by exploring a degree of alignment of the Project with the needs of supported communities, particularly the most vulnerable groups and the national priorities. The assessment of relevance was based on the analysis of the national and local context and challenges to local development.

The formulation of the project in a participatory way ensured relevance of the project throughout its duration. The island stakeholders were open and aware of the problem of IAS from an ecological basis as well as in relation to trade (mainly export of agricultural crops) and were also clear what the project was doing to minimize the impact of IAS. Many of the stakeholders were involved in capacity and awareness raising activities during the project continuing their interest and involvement. Direct sourcing of the eradication team from inhabitants of Taveuni and Qamea also help to secure local engagement and involvement.

The project fits well within the national environment and development priorities, with IAS being a priority area. The project is aligned with the strategic priorities of the Fiji National Biodiversity Strategy and Action Plan (NBSAP) of 2007 and its Implementation Framework that identify control of IAS as critical to the success of biodiversity conservation, and the Biosecurity Act of 2008 under which BAF is mandated<sup>3</sup>. It is also identified in the SDGs (SDG 15.8.1 Proportion of countries adopting relevant national legislation and adequately resourcing the prevention or control of invasive alien species), and Target 6 of the Kunming-Montreal Global Biodiversity Framework of 2022 under the Convention on Biological Diversity. Furthermore, the project fits well into the GEF-6 and UNDP priorities.

The TE scores the project for relevance with 5 (Satisfactory).

### *Effectiveness*

Effectiveness was assessed by the extent to which the Project attained the planned objectives and results. Using the TOC and the Results Framework, the consultant analysed to what extent the Project activities contributed to the attainment of the planned outputs and outcomes, including basic services

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<sup>3</sup> <https://www.baf.com.fj/what-we-do/>

improvements and changes of resilience of supported communities. Using the evidence collected, the consultant analysed the factors that contributed or hampered the achievement of the results.

At the Objective level the project has made limited progress compared to expectations. The policy NISFSAP policy framework has been developed but has not been ratified by the government and is not operational, and no further specific legislation or regulation of IAS has been forthcoming. Institutional arrangements have not been enhanced with the FIST not meeting since 2018 and the National IAS Committee not formed or met to date based on the lack of ratification of NISFSAP under which it is mandated. While coordination across the IAS sector is active in an ad hoc way, progress during the project lifetime of securing institutional arrangements is negligible. Furthermore, additional budget increases for BAF for IAS and revenue increases as identified in the Results Framework have not materialized, this may partly be due to national economic austerity brought on by COVID-19.

At the Outcome level project progress has been mixed, with strong progress in some areas, but little progress in other areas (Annex 8). In summary, at the national level policy and institutional arrangements have seen little progress, whereas the development of IAS awareness (including GII) has significantly improved (Outcome 1). On the three islands (Taveuni, Qamea, and Matagi, but not Laucala) IAS operational capacity has been significantly improved (Outcome 2). Protection measures have been put in place in three of the four target islands, but the impact on GII and native iguana population is indecisive; while GII populations have been suppressed the degree of suppression or benefit to native iguana species is unclear (Outcome 3). Awareness raising in the array of stakeholders has been significantly successful from discussions an observation during the TE (Outcome 4).

It should also be noted that the BAF team and the 20 field eradication workers (plus 6 trained dogs) were highly professional and motivated. The BAF staff had ensured that the field team were suitably equipped and had significant training (such as rock climbing) to allow capture of the cryptic GII species even when operating in dangerous conditions (e.g. cliff and rocks overhanging the sea). Some workers were trained in first aid and injuries were restricted to minor issues. The development of the team and operating protocols was highly effective.

One area which has been ineffective was data management and analysis. While eradication of GII is probably not possible, suppression of population size is potentially feasible. However, data analysis undertaken by the project provides little insight into the dynamics of population suppression. Firstly, GII data are reported as “catches” (individual GII removed) which makes them incomparable unless some “effort” estimate is used (e.g. person hours in field); expressing captures per unit effort allows comparisons to be made and trends to be identified, in a way that reporting just captures doesn’t. Secondly, knowledge of GII population size is a key parameter to allow management and even after significant investment and activity this is not known. The project should have undertaken well-proven techniques to more accurately estimate population size, especially mark-recapture approaches (where captured GII are marked and then released and then re-recorded if they are caught again). With no credible estimate of population size, the efficacy of population suppression activities is obscure and understanding the dynamics of GII invasion and suppression are confounded. These issues are compounded by the inability to make baseline population assessments until 2022.

Furthermore, as previously noted Laucala was not included in GII eradication activities, meaning that only three of the four target islands were covered by project activities. This is more significant as Laucala is potentially a source of colonization for Qamea.



Summarising the effectiveness of the project, the IAS capacity and awareness raising work has been effective and much practical learning has been gained in GII eradication, but national policy, institutional arrangements and coordination process have improved little and thus the project has been somewhat ineffective.

The TE scores the project for effectiveness with 3 (Moderately Unsatisfactory).

#### *Efficiency*

Efficiency was assessed by evaluating the extent to which the management of the project ensured timeliness and an efficient utilization of resources to achieve its objectives, including budget monitoring. The consultant assessed whether, given the budget, the specified output could have been achieved at a lower cost. The evaluation does not present a 'value for money' or full efficiency analysis, but comments on the resources allocation under the Project and their deployment relative to the results generated.

The allocation of the GEF project budget of ~\$3.5 million was appropriate to the scale of the task outlined in the ProDoc. The allocation between Components was valid with the largest component being directed at practical field-based work (Outcome 3) and the least towards the knowledge management (Outcome 4). The implementation approach focusing on the mandated government entity (BAF) but with strong inter-governmental and non-state connection can be considered as the most efficient mechanism for delivery.

Implementation across Outcomes 2 – 4 has been sound. Various delays in these Components caused by COVID-19 have largely been ironed out, through adaptive management by the project team. However, procurement (as per PIR 2022) and some persistent secondary effects are noticeable such as the reduced consultant support to GII eradication (Outcome 2). However, in general, and in spite of COVID-19 impacts, the project has been delivered reasonably efficiently across Components 2 – 4.

Delivery across Component 1, which is focus on national policy and institutional arrangements, has not been efficient. This is largely due to the failure to ratify the National Invasive Species Framework and Strategic Action Plan (NISFSAP) and the accompanying institutional coordination arrangements. It is noted that a number of stakeholders noted that the NISFSAP had been developed as a text. However, embedding the NISFSAP within the national policy system was yet to be achieved. It seemed that NISFSA would need to be approved by the National Environment Council (NEC, set up under the Environmental Management Act of 2005) prior to submission to Cabinet for approval. Unfortunately, the NEC has been non-operational for a number of years and is thus unable to progress the passage for NISFSAP approval. Political change in Fiji may change this impasse, but at this point in time it is not guaranteed.

Project co-financing was about eight times the GEF budget, amounting to a total of \$26.8 million. Contributory government stakeholders (mainly BAF, FRCA and Department of Environment) were aware of the co-financing and had continued and direct involvement in policy development, capacity building and awareness raising activities although the direct costing of involvement was not validated in the TE. Thus, it is judged that co-financing efficiency was satisfactory.

The TE scores the project for efficiency with 4 (Moderately Satisfactory).

#### *Overall Outcome rating*

The overall Outcome rating for the project is 4 (Moderately Satisfactory). Whilst the relevance of the project scores well, and the efficiency has been moderate, the effectiveness of the project compromises

the overall score due to weaknesses in approaches and mechanisms for delivery in certain aspects of the project. Effectiveness was compromised by both failures to deliver on expected Outcomes, such as policy and institutional arrangements of Outcome 1, as well as non-optimal quality of Outcomes such as GII population assessments and eradication progress (Outcome 2).

#### *Sustainability - Financial*

Financial sustainability of future investment beyond GEF support is not guaranteed. BAF are not in a position to make any form of financial commitment at the point of implementation of this TE. However, BAF have a mandate within IAS and with the recent election of a new government, financial flows and priorities are as yet unclear.

It is likely that IAS awareness will be continued to some extent in Taveuni, as that is clearly important and mandated responsibility. However, there is no confirmation to funding to maintain the GII eradication field activity, the present situation is that the eradication officers contracts will terminate at project end and the BAF officers, who man the Qamea BAF office and manage the field team, will cease employment (though a new post in Taveuni has been advertised by BAF in March 2023). Some GII eradication may proceed through periodic bounty payments, but this is not confirmed. The investment in GII population suppression will be rapidly lost if culling is stopped.

In addition, the NISFSAP policy developed during the project has not been approved by the government. Approved policies provide justification for budget requests from government departments, and in some cases allow an Action Plan and associated budget to be prepared and approved. In this case, the lack of approval of IAS policy obviates this budget justification, and this may mean that policy implementation progresses slowly and / or in a piece meal fashion.

Based on discussion with stakeholders, the assessment of the TE is that it is likely that IAS will remain a topic of importance to BAF and the government, and that some funding will be forthcoming to maintain some of the project investments. However, at this point in time there is no guarantee that this will happen, or sound information on which to judge what project components will continue to be financed from national resources. There was no discussion with stakeholders on development of IAS projects with alternative funders.

Thus it is considered that is moderately unlikely (MU) that financial resources will sustain project investments, although it is likely with BAFs mandate that some as yet undefined elements will be financed from national sources in the future.

#### *Sustainability - Socio-economic / political*

Awareness raising in local communities and operators (e.g. tourist hotels) on IAS has been well planned and thorough during the project, and much of this is likely to be sustainable into the mid-term (5 years) especially with some limited input post-project by BAF. This is similar across genders and youth which were all involved in the awareness raising activities. In addition, representatives of provincial level administrations seemed well-aware of the IAS risks and are likely to keep the topic on the agenda in engagements with their respective constituencies.

Ownership of the IAS issue among local stakeholders (Taveuni and surrounding islets) was very high, and the natural value of the islands seemed to be held close to their hearts. Having the BAF office centrally located in Taveuni, and also operating across the island in relation to biosecurity, also helps with

maintaining a tangible presence. It is understood that the IAS telephone hotline to the BAF office in Taveuni will be maintained, keeping this channel open for GII and other IAS reporting. This will all help to keep IAS a central component of the socio-economic welfare of the islands and provincial administrations.

Thus, the project is considered moderately likely (ML) in relation to socio-economic and political sustainability.

#### *Sustainability - Institutional and governance*

BAF has a clear and defined mandate which is central to IAS and thus the institutional lead entity is widely known and accepted. The strengthening of partnerships between BAF and other government departments developed through the project are likely to be predominantly durable. This will help the mainstreaming of IAS across many areas of the government in a sustainable way and building on the knowledge and capacity developed during the project. It is also likely that the government will be more ready for any potential future invasion by presently unknown species due to these established links between government entities. The partnership with Fiji Revenue and Customs Service (FRCS) may be especially useful in ensuring biosecurity in relation to domestic and international trade of agricultural and natural products and supporting local livelihoods.

The recent change in government in Fiji means that there is some uncertainty in the IAS governance dimension moving forward. Beyond the prioritization of limited national funds across competing needs of the nation, the main governance dimension is the progression of ratification of the IAS policy (NISFSAP, of Component 1). With political will the National Environmental Council can start to operate again permitting the path of NISFSAP to Cabinet, or an alternative route to Cabinet approval can be defined and implemented. This clearing of the route of approval of the NISFSAP requires high-level political commitment and it is presently too early to guarantee, though many stakeholders considered it likely.

Thus, the project is considered moderately likely (ML) in relation to institutional and governance sustainability

#### *Sustainability - Environmental*

The awareness and capacity in IAS developed across government and communities is likely to defer a number of benefits related to biosecurity in the future. The control of species which have limited spread, as well as awareness to new species, is higher and this may be an important factor in future outbreaks or invasions. Knowledge has been increased also of various invasive species and this will help to target future investments by the government.

With the ceasing of the GII control programme at the end of the project, the work suppressing populations of GII on three of the four islands is not long lasting, and population growth followed by more extensive beachline damage (as seen in the Caribbean, and localized areas in Qamea) can be expected. Due to the tough terrain and extent of the islands, coupled to the ability of GII to walk and swim, it has also become clear that GII culling is a method for population suppression and not eradication; this means that the problem is permanent. As mentioned before knowledge management did not lead to adequate information to target limited control activities, thus ongoing control will be costly for BAF. Technological advances, such as chemical sterilization, may also be a long-term option if advances are made but modeling such techniques will be difficult due to limited knowledge of

population and fecundity. Using GII bounty hunters as an interim mechanism to keep the population suppressed may be of value. Yet, as the GII infestation status is unknown on Laucala island, in-migration to Qamea from Laucala may rapidly increase population levels.

Thus, the project investment is considered moderately unlikely (MU) to achieve sustainability in relation to environmental outcomes.

#### *Country ownership*

The project has a high level of country ownership dispersed across a range of actors. The country ownership is somewhat safeguarded with the Biosecurity Authority of Fiji (BAF) which represents the legally mandated institution to deal with biosecurity and IAS in Fiji, as the Implementing Partner of the project. Other government entities have been involved across a range of sectors from agriculture to tax and revenue, and form consultation were clear about their role in national biosecurity.

The one area of country ownership that was less pronounced was the lack of progression in developing new policy and institutional arrangements as per the NISFSAP and FIST, which although developed were not implemented. Inclusion of the NISFAP within biosecurity protocols would have strengthened the roles of responsibilities of different governmental agencies and help to institutionalise coordination.

#### *Gender equality and women's empowerment*

A Gender Plan was developed by the project but was not adequately embedded in the logical framework of the project; this was also reported in the MTR. The gender plan envisaged mechanisms to promote the role of women in the project, which include participation of professional women in training (at least 40% in BAF and partner agencies are women), participation of female community members in biosecurity outreach (40% women), and representation in decision-making (an increase, but not defined) (as of Annex 17, ProDoc).

The project recorded involvement of males, females and youth in disaggregated ways during the project which demonstrate equal representation of women directly in the actions and awareness raising / dissemination actions. The field operatives in the GII eradication team operating from Qamea included a female representative although the majority of operators were male. Disaggregated reporting of training of government agencies tended to report sparse involvement of women, more akin to the balance of staff within the organizations, than meeting stated targets of 40% women.

The beneficiary communities were mainly indigenous Fijian communities with culturally embedded gender systems which may not confirm to global norms. Consequently, much of the detailed information on GII location and behavior were collected from women involved in discussion with the project staff in Taveuni. After initial village / community meetings which included men, subsequent follow-ups were often with women of the community. This reflects the indigenous nature of the beneficiary communities, and also helped the project to further understanding of the GII habitats and behavior and advance outcomes based on the women's involvement. This knowledge repository within women is likely to have a long-term impact within the women of the communities across Taveuni in terms of participation in natural resource governance as well as socio-economic benefits. Although the women tended to hold the knowledge, there was no evidence that women's activity in decision-making was enhanced by the project, which although aligned with cultural norms, was a specific intent identified in the Gender Plan.

Within the cultural norms of the beneficiary communities, gender equality and women's empowerment was satisfactory in terms of contribution of gender and advancing outcomes. Including women from the community in outreach activities made the project more effective, due to their focus on detailed information necessary to strengthen biosecurity and remain vigilant to GII outbreaks. There were no negative consequences of the project on women identified by stakeholder consultations, or evident from project document sources.

The TE scores the project for gender equality and woman's empowerment with 5 (Satisfactory).

#### *Cross-cutting Issues*

Local population were fully involved in the project formulation and implementation. As noted previously the project formulation process was carried out in a participatory and the actions were targeted directly at local beneficiaries (such as GII eradication) and ensuring local security through policy actions (such as NISFAP development). Implementation was also carried out in a participatory way involving many communities in awareness raising through activities such as the "Orchid Festival" in Taveuni which targeted communities and youth.

IAS capacity and awareness developed was raised at all levels, including the community, provincial and national level. One of the exemplary outcomes of the project was the degree to which awareness of biosecurity was raised, with specific consideration of GII, but also including other invasives such as the taro beetle. The awareness was very strong in the local communities and enterprises (such as tour operators), and reaffirmed through posters located at BAF offices, Taveuni airport, hotels etc. Provincial officers, including the indigenous administration and devolved government administration (District) were also fully aware of the project and the threat of invasives, including the price premium of taro from Taveuni as it is free of the invasive beetle.

The project has allowed an improvement in knowledge management on invasives to be improved. In relation to taro beetle survey information and ongoing monitoring by the Ministry of Agriculture of crops is now shared with BAF. The GII capture dataset is held within BAF, and the process has been institutionalized within the field station at Qamea, so can be expected to continue to record captures from the field through the field team and periodic bounty hunter periods. The knowledge management in relation to biosecurity has improved in some elements due to the project. Yet it remains rather piecemeal and fragmented and an overall comprehensive data repository has not yet been planned or developed.

#### *GEF's Additionality*

Evaluation Policy states that TEs will assess GEF additionality, defined as the additional outcome (both environmental and otherwise) that can be directly associated with the GEF-supported project. Six areas of GEF's Additionality are identified<sup>4</sup> or which the project exhibits two forms of additionality: Institutional / governance additionality and social economic additionality. There were some innovative aspects involved in the GII eradication procedures (use of dogs, blow pipes etc.) but these were considered as necessary innovative elements to increase capture rates, rather than additionality.

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<sup>4</sup> Specific Environmental Additionality, Legal/Regulatory Additionality, Institutional Additionality/Governance Additionality, Financial Additionality, Socio-Economic Additionality, Innovation Additionality

The institutional / governance additionality which can be noted was in the ongoing engagement and participation between entities involved in different aspects of biosecurity. From consultations undertaken during the TE process, it was clear that ongoing engagement between certain entities has started or was extended beyond what was planned and outlined in the document, and leading to ongoing collaborative benefits. Examples of this included the FRCA and BAF working together to ensure taro expert from Taveuni and Ministry of Agriculture and BAF working on limiting the taro beetle spread. The creation of this more supportive environment for biosecurity operations and knowledge management can be considered as additionality.

The social economic additionality was related to the significant level of awareness of the local community in the biosecurity which would have positive effects on the socio-economic status of the communities. Maintaining the premium price of taro from Taveuni as it has no beetle infestation, is one example of socio-economic benefits flowing to local communities, which are consequential on planned action within the project. The community seemed to be aware and empowered to ensure that such socio-economic benefits flow from biosecurity measures; this is beyond the incremental action and process outlined in the ProDoc.

#### *Catalytic/Replication Effect*

The TE should consider the extent to which the project has demonstrated: a) scaling up, b) replication, c) demonstration, and/or d) production of public good. In the case of this project it has had a catalytic role in relation to demonstration of population suppression of GII using multiple field-based techniques. This has potential in terms of replication / scaling up if further invasion of GII occurs in other areas of Fiji (nationally) or within the Pacific (regionally); however, presently there is apparently no further colonization.

Whilst improvements have been made in biosecurity knowledge management during the project, these should not yet be seen as having a replicative or scaling up catalytic role. Consulted stakeholders did not seem to have intention to build on project knowledge management systems and extend them more broadly, geographically or with more invasive species included; in some way the exit point could have been more clearly identified and planned for. At some point a centralized IAS repository may be developed, but this is presently not on the agenda of the consultees.

The exit strategy is undermined partly by the delays within the project caused by COVID-19, but also because of the lack of policy and institutional development in biosecurity nationally. Approval of the NISFSAP and aligned coordination process would have had a catalytic effect on biosecurity moving forward. The NISFSAP also would have made a policy umbrella under which project actions could have been replicated in certain areas suffering from invasive impacts, or scaled up nationally. The expansion of funds to BAF secured under the NISFAP would also have promulgated catalytic outcomes.

#### *Progress to Impact*

The project aimed to “improve the chances” of the long-term survival of terrestrial endemic and threatened species on Taveuni and surroundings islets, and through Fiji through capacity in IAS. The project has improved chances of this outcome mainly through building awareness and direct field-based action. Biosecurity capacity and awareness has been raised, IAS knowledge has improved and GII population suppression technical ability has been achieved and demonstrated.

However, this improvement of chances is considered by the TE to be relatively small. Firstly, continuation of GII population suppression needs to be maintained in perpetuity assuming no further colonization in different islands. GII eradication does not seem to be a possibility, especially with Laucala being neglected and potentially acting as a source of colonization to Qamea. Secondly, the link between invasives and terrestrial endemic and threatened species on Taveuni is not clear; for example, it is not known what the degree of competitive exclusion is between GII and endemic iguanas. Thirdly, the lack of policy development within the project makes the project outcomes more febrile to changes in institutions and their priorities and in terms of funding. An aligned national policy frame within which project activities could be continued where necessary would have been a stronger and more secure long-term impact for the project.

#### 4.4 Overall ratings table

The overall ratings table is as follows:

<b>Monitoring &amp; Evaluation (M&amp;E)</b>	<b>Rating</b>
M&E design at entry	MS
M&E Plan Implementation	MS
Overall Quality of M&E	MS
<b>Implementation &amp; Execution</b>	<b>Rating</b>
Quality of UNDP Implementation/Oversight	S
Quality of Implementing Partner Execution	MS
Overall quality of Implementation/Execution	MS
<b>Assessment of Outcomes</b>	<b>Rating</b>
Relevance	S
Effectiveness	MU
Efficiency	MS
Overall Project Outcome Rating	MS
<b>Sustainability</b>	<b>Rating</b>
Financial resources	MU
Socio-political/economic	ML
Institutional framework and governance	ML
Environmental	MU
Overall Likelihood of Sustainability	MU

<b>Gender equality and women’s empowerment</b>	<b>Rating</b>
Contribution of gender	S
Advance outcomes	S
Overall contribution to gender equality and women’s empowerment	S
<b>Cross-cutting issues</b>	<b>Rating</b>
Local community involvement	S
Capacity and awareness	S
Knowledge management	MS
Overall support to cross-cutting issues	S

Scales used (in Annex 9):

Outcomes, Effectiveness, Efficiency, M&E, Implementation/Oversight & Execution, Relevance are rated on a 6-point scale: 6=Highly Satisfactory (HS), 5=Satisfactory (S), 4=Moderately Satisfactory (MS), 3=Moderately Unsatisfactory (MU), 2=Unsatisfactory (U), 1=Highly Unsatisfactory (HU).

Sustainability is rated on a 4-point scale: 4=Likely (L), 3=Moderately Likely (ML), 2=Moderately Unlikely (MU), 1=Unlikely (U).



## 5. Main Findings, Conclusions, Recommendations & Lessons

### *Main Findings*

The main findings are as follows:

1. Project formulation was largely adequate, fit-for-purpose and aligns to UNDP, GEF and national priorities. It was developed in a participatory way and included experience from other project / areas.
2. Wider appreciation of risks to investment based on assumptions and their uncertainties is required. The benefits of GII removal were predicated on uncertain assumptions based on ecological intuition and comparisons from islands in the Caribbean; the importance of these assumptions on the risk of the investment was inadequately considered in project formulation.
3. The project missed opportunities in data management and statistical analysis to make credible trend analysis and population size estimates of GII which would usefully inform control strategies. Early input from an (ecological) statistician in field protocols and statistical analysis could have enhanced the effectiveness of field activity and also provided much sounder basis for development of ongoing GII control strategies.
4. There are clear and demonstrative components of adaptive management in project implementation, partially overcoming challenges caused by COVID-19. For example, field based GII eradication activity became innovative, professional and well-targeted. Adaptive solutions were inadequate in some areas, such as failing to secure access to one of the target islands (Laucala).
5. The project has contributed to the national and local capacity to manage alien invasive species and the relevance of the project has ranked as good due to the IAS priority in Fiji. In particular, the project was highly successful at building awareness of IAS in local communities in the target islands. However, some areas demonstrated insufficient progress, especially the endorsement of a reformed national IAS policy and associated institutional coordination arrangements.
6. Project effectiveness was moderately unsatisfactory due to a number of weaknesses in securing Outcome level achievements, especially related to policy reform and GII populations. Some of this loss of efficiency may have been caused by direct and secondary impacts of COVID-19. However, efficiency was moderately satisfactory with project management and governance adequate.
7. Within the cultural norms of the beneficiary communities, gender equality and women's empowerment was satisfactory in terms of contribution of gender and advancing outcomes. Reporting of events used gender-disaggregated figures, such as the 36% female contribution to the 887 attendees of local training events on Vanua Levu, Taveuni, Qamea and Matagi meaning that IAS awareness was spread across the community including women. Professional training gender balance reflected staff composition, with less contribution by women, such as 10% women's contribution to health and safety training.
8. Whilst improvements were made in biosecurity knowledge management during the project, these should not yet be seen as having a replicative or scaling up catalytic role. Consulted stakeholders did not seem to have intention to build on project knowledge management systems and extend them more broadly, geographically or with more invasive species included; in some way the exit point could have been more clearly identified and planned for.

### Conclusions

The following conclusions were made:

- I. This well-designed project fitted national priorities and targeted national governmental, as well as local community stakeholders. The project responded to the general need for enhanced IAS control in Fiji nationally, as well as a new invasive species (GII) in a number of islands which had a perceived socio-economic effect.
- II. The project delivered many achievements across its Outcomes, with especially successful Outcomes in relation to capacity and awareness of IAS. From discussions with various stakeholders, the country seems to be in a better position regarding control and eradication of invasives at the end of the project.
- III. The financing for the project was adequate, and the project was moderately successful in effectiveness and efficiency in implementation. COVID-19 affected the timeliness of some outputs, but adaptive management was inadequate to overcome all those delays.
- IV. The lack of official ratification of the IAS policy developed through the project, coupled to the lack of formation of the new institutional coordination arrangements therein, obviates some of the future benefits of the investment. The policy may be endorsed post-project, but this is not guaranteed, especially due to the multi-year in-operation of the pivotal National Environmental Council (NEC).
- V. Eradication action in the field was well-targeted and effective at removing GII, however, the outcome was related to population suppression rather than eradication. However, weak data management of the action undermined the value field action in understanding the population dynamics of the GII and thus targeting of future operations. The failure to access one target island (Laucala), which had the potential to colonize Qamea, should have been overcome especially as BAF has mandate for this.
- VI. Participatory elements of the project were generally strong. Government partnerships in the areas of IAS were enhanced by the project, but more NGO partnerships could have been strengthened. Within the cultural norms of the beneficiary communities, gender equality and women's empowerment was satisfactory in terms of contribution of gender and advancing outcomes.
- VII. Much of the sustainability of the investments within the project rest with BAF. Securing its policy reform and targeting additional resources at IAS is necessary to secure the gain in the longer term. Knowledge management of project information and more broadly of IAS is required to institutional knowledge developed during the project.

### Recommendations

The following table identifies the Recommendations: The following table identifies the Recommendations:

Rec #	TE Recommendation	Entity Responsible	Time frame (start date and duration)
	<b>Area: Policy</b>		

1	The NISFSAP policy development undertaken during the project was not approved by the government, this needs to be endorsed by the National Environment Council and be approved by Cabinet linked to finding 5, 6).	BAF	June 2023, 1 year
<b>Area: GII control</b>			
2	As the GII population still exists and there is the potential for spread, the GII eradication programme needs to be continued to maintain GII population suppression (linked to finding 2, 3).	BAF	June 2023, In perpetuity
3	As improved GII understanding will help with control, improved knowledge and data management, and statistical techniques, need to be used to better assess GII population status and the effectiveness of eradication process (linked to finding 3).	BAF	As required, 3 years
4	To ensure coverage of infested islands, using established mandate, and after exhausting other informal ways of securing access, there needs to be a GII population survey and damage assessment of Laucala islet. If GII population is high, then eradication activity needs to be implemented (linked to finding 3, 6).	BAF	By October 2023, 1 year
<b>Area: Partnership and capacity</b>			
5	To maintain investment in intergovernmental collaboration, established government partnerships should be continued (e.g. with Ministry of Agriculture and Revenue Service) and mainstreaming of IAS across government should be promulgated at each opportunity (linked to finding 8).	BAF	June 2023, 3 years
6	To further enhance knowledge BAF should develop and work in partnership with IAS and ecological expertise of the NGO sectors, and involve them where appropriate in projects and actions (linked to finding 8).	BAF	July 2023, 5 years
7	To maintain local capacity in IAS, awareness activities in local communities in the targeted islands should be maintained at a base level to ensure messages are not forgotten; provision of posters etc. should be maintained also (linked to finding 8).	BAF	June 2023, 5 years

### *Lessons Learned*

The following lessons emerge from the TE process:

- A. ***Blockages in policy reform processes need to be addressed from early on in the project to allow approval and ratification to be secured.*** The project has developed a new IAS policy but further advancement for approval is blocked by the lack of operation of NEC, which needs to approve it prior to Cabinet submission. BAF should have conversed with the DoE to ensure passage of the IAS policy, possibly through a joint Cabinet paper, opening the way for direct Cabinet approval in lieu of NEC. Combined with the new IAS policy are the institutional coordination arrangements, which will not come into operation until the policy is formally approved. Effort should have been put into securing the approval process, as well as the development of the text of the policy.
- B. ***Knowledge and data management are vital for dealing with complex challenges.*** The data and knowledge management procedures were inadequate to allow an incisive understanding of the dynamics of GII populations or their impact on endemic iguana species. Poor data analysis has meant that optimized solutions to the GII issue cannot be derived from the data and then field tested in the future. BAF should have reached out to national expertise to develop improved data management and analysis systems; this existing within organizations such as Birdlife, Nature Fiji and USP.
- C. ***Development of partnerships is vital for invasive species control.*** Dealing with IAS is a complex task and effective control involves ecological, economic and social dimensions. Building awareness and establishing functional partnerships across the sectors (government, private sector and communities) is vital. The linkage between IAS and livelihood / economic aspects is important to focus on, as this project has done as this brings vested interest to private sector and local communities.

## Annexes

Annex 1: Terms of reference of Terminal Evaluation (excluding ToR)

Annex 2: List of documents reviewed during the TE process

Annex 3: The Evaluation Criteria Matrix and Questions

Annex 4: Stakeholders consulted during TE process

Annex 5: Timeline for stages of delivery of TE methodology

Annex 6: Signed UNEG Code of Conduct for TA IAS consultant

Annex 7: End-of-project progress in Results Framework (as of March, 2023)

Annex 8: Ratings scales used

Annex 9: TE Report Clearance Form

## Annex 1: Terms of Reference of Terminal Evaluation (excluding ToR)

### Terminal Evaluation Terms of Reference (ToR) Template for UNDP-supported GEF-financed projects

**Title:** Building Capacities to Address Invasive Alien Species to Enhance the Chances of Long-term Survival of Terrestrial Endemic and Threatened Species on Taveuni Island, Surrounding Islets and Throughout Fiji

**Type of Contract:** International Consultant

**Start and End date:** 30 January – Feb, 25, 2023

**Location:** Fiji (require travel to Fiji)

**Duration of the Contract:** 30 working days over 2 months

#### 1. INTRODUCTION

In accordance with UNDP and GEF M&E policies and procedures, all full- and medium-sized UNDP-supported GEF-financed projects are required to undergo a Terminal Evaluation (TE) at the end of the project. This Terms of Reference (ToR) sets out the expectations for the TE of the *full-sized* project titled Building Capacities to Address Invasive Alien Species to Enhance the Chances of Long-term Survival of Terrestrial Endemic and Threatened Species on Taveuni Island, Surrounding Islets and Throughout Fiji (*PIMS 5589*) implemented through the Biosecurity Authority of Fiji, Ministry of Economy, Public Enterprises, Public Services and Communication. The project started on 16 May 2018 and is in its 4<sup>th</sup> year of implementation. The TE process must follow the guidance outlined in the document ‘Guidance for Conducting Terminal Evaluations of UNDP-Supported, GEF-Financed Projects’ ([http://web.undp.org/evaluation/guideline/documents/GEF/TE\\_GuidanceforUNDP-supportedGEF-financedProjects.pdf](http://web.undp.org/evaluation/guideline/documents/GEF/TE_GuidanceforUNDP-supportedGEF-financedProjects.pdf)).

#### 2. PROJECT BACKGROUND AND CONTEXT

Invasive alien species (IAS) are the greatest threat to biodiversity in the Pacific Islands. Numerous IAS have been introduced to Fiji, with significant impacts on natural landscapes and biodiversity. The recent introduction of Giant Invasive Iguana – GII (*Iguana iguana*) – to Fiji represents the first established population of this species in the Pacific and is a potential bridgehead to some of the world’s most isolated island ecosystems. GII have already caused harm throughout the Caribbean where they are spreading fast and have significant detrimental effects, including on native biodiversity, agriculture and tourism. Although there are several national and local-level initiatives to address IAS in Fiji, these efforts, lack adequate capacity and an overall comprehensive strategy to ensure a systematic and effective protection of biodiversity-rich and important areas. An effective, systematic and comprehensive eradication effort against GII, before populations grow beyond the point where they can be controlled is currently lacking and urgently needed.

The preferred solution requires a suite of preventative measures to reduce IAS incursion and establishment, that will be introduced by this project, including: (i) Strengthened IAS policy, institutions and coordination at the national level to reduce the risk of IAS entering Fiji, including a comprehensive multi-sectorial coordination mechanism to ensure the best possible use of resources and capacities for prevention, management, eradication, awareness and restoration, and capacity building of biosecurity staff; (ii) Improved IAS prevention and surveillance operations at the island level on Taveuni, Qamea, Matagi and Laucala to reduce potential for pest species to enter and establish within the four-island group and move between these islands; (iii) Implementation of a comprehensive eradication plan for GII based on comprehensive survey and public outreach on Taveuni and an increase in removal effort of GII on the islands of Qamea, Matagi, and Laucala; and (iv) Strengthened knowledge management and awareness raising that targets the general public, tour operations and visitors, so as to safeguard the nation from IAS.

#### TE PURPOSE

The TE report will assess the achievement of project results against what was expected to be achieved and draw lessons that can both improve the sustainability of benefits from this project, and aid in the

overall enhancement of UNDP programming. The TE report promotes accountability and transparency and assesses the extent of project accomplishments. Further to this, the objectives of the evaluation will be to:

- assess the achievement of project results supported by evidence (i.e., progress of project's outcome targets),
- assess the contribution and alignment of the project to relevant national development plans or environmental policies.
- assess the contribution of the project results towards the relevant outcome and output of the Sub Regional Programme Document (SRPD) & United Nation Pacific Strategy (UNPS/UNDAF)
- assess any cross cutting and gender issues using the gender scale effective scale (GRES)
- examination on the use of funds and value for money
- assess the impact of COVID19 on project's implementation
- and to draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming

The TE will be conducted according to the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF Financed Projects

### **3. TE APPROACH & METHODOLOGY**

The TE report must provide evidence-based information that is credible, reliable, and useful. All relevant evidentiary documents must be presented/provided to the TE evaluators to confirm the reported results of the project's baseline/co-financed and incremental activities, delivery of agreed component outputs and levels of achievement of the end-of-project targets of the objectively verifiable indicators that are set out in the project results framework (log frame). It is important to also provide explanations/justifications of the attribution of any indirect results (e.g., climate adaptation and resilience, environmental protection, etc.) of parallel/associated activities of the project. In this regard, the TE Team must state in the TE report if the team has checked, evaluated, verified, and confirmed all the evidentiary documents during the terminal evaluation and provide comments regarding, and where necessary, pertinent recommendations to improve, the credibility, reliability, and usefulness of such documents.

The Project Management Unit (PMU) and the UNDP Pacific Office must provide the TE team all relevant sources of information including documents prepared during the preparation phase (i.e. PIF, UNDP Initiation Plan, UNDP Social and Environmental Screening Procedure/SESP, the Project Document, project reports including annual PIRs, project budget revisions, lesson learned reports, national strategic and legal documents, and any other materials that the team considers useful for this evidence-based evaluation. The TE team will review these sources of information documents, as well as the baseline and midterm GEF focal area Core Indicators/Tracking Tools submitted to the GEF at the CEO endorsement and midterm stages and the terminal Core Indicators/Tracking Tools that must be completed before the TE field mission begins.

The TE team is expected to follow a participatory and consultative approach ensuring close engagement with the Project Team, government counterparts (the GEF Operational Focal Point), Implementing Partner, the UNDP Country Office, the Regional Technical Advisor, direct beneficiaries, and other stakeholders.

Engagement of stakeholders is vital to a successful TE. Stakeholder involvement should include interviews with stakeholders who have project responsibilities, including but not limited to executing agencies, senior officials and task team/component leaders, key experts and consultants in the subject area, Project Board, project beneficiaries, academia, local government and CSOs, etc. Additionally, the TE team is expected to conduct field missions to the following project sites – Taveuni, Qamea, Matagi and Laucala

The specific design and methodology for the TE should emerge from consultations between the TE team and the above-mentioned parties regarding what is appropriate and feasible for meeting the TE purpose and objectives and answering the evaluation questions, given limitations of budget, time and data. The

TE team must use gender-responsive methodologies and tools and ensure that gender equality and women's empowerment, as well as other cross-cutting issues and SDGs are incorporated into the TE report.

The final methodological approach including interview schedule, field visits and data to be used in the evaluation must be clearly outlined in the TE Inception Report and be fully discussed and agreed between UNDP, stakeholders, and the TE team.

The final report must describe the full TE approach taken and the rationale for the approach making explicit the underlying assumptions, challenges, strengths and weaknesses about the methods and approach of the evaluation.

*As of 11 March 2020, the World Health Organization (WHO) declared COVID-19 a global pandemic as the new coronavirus rapidly spread to all regions of the world. Travel to the country was restricted and now open for travel in the country. The TE team should develop a methodology that takes this into account the conduct of the TE virtually and remotely, including the use of remote interview methods and extended desk reviews, data analysis, surveys, and evaluation questionnaires. This should be detailed in the TE Inception Report and agreed with the Commissioning Unit.*

*If all or part of the TE is to be carried out virtually then consideration should be taken for stakeholder availability, ability or willingness to be interviewed remotely. In addition, their accessibility to the internet/computer may be an issue as many government and national counterparts may be working from home. These limitations must be reflected in the final TE report.*

*If a data collection/field mission is not possible then remote interviews may be undertaken through telephone or online (skype, zoom etc.). International consultants can work remotely with national evaluator support in the field if it is safe for them to operate and travel. No stakeholders, consultants or UNDP staff should be put in harm's way and safety is the key priority.*

*A short validation mission may be considered if it is confirmed to be safe for staff, consultants, stakeholders and if such a mission is possible within the TE schedule. Equally, qualified, and independent national consultants can be hired to undertake the TE and interviews in country as long as it is safe to do so.*

#### **4. DETAILED SCOPE OF THE TE**

The TE will assess project performance against expectations set out in the project's Logical Framework/Results Framework (see ToR Annex A). The TE will assess results according to the criteria outlined in the Guidance for TEs of UNDP-supported GEF-financed Projects ([http://web.undp.org/evaluation/guideline/documents/GEF/TE\\_GuidanceforUNDP-supportedGEF-financedProjects.pdf](http://web.undp.org/evaluation/guideline/documents/GEF/TE_GuidanceforUNDP-supportedGEF-financedProjects.pdf)).

The Findings section of the TE report will cover the topics listed below. A full outline of the TE report's content is provided in ToR Annex C.

The asterisk “(\*)” indicates criteria for which a rating is required.

##### Findings

##### i. Project Design/Formulation

- National priorities and country drivenness
- Theory of Change
- Gender equality and women's empowerment



- Social and Environmental Standards (Safeguards)
- Analysis of Results Framework: project logic and strategy, indicators
- Assumptions and Risks
- Lessons from other relevant projects (e.g., same focal area) incorporated into project design
- Planned stakeholder participation
- Linkages between project and other interventions within the sector
- Management arrangements

Evaluate whether the project design (e.g., approach, activities, and outputs) was adequate/sufficient and appropriate to achieve the project objective and outcomes that were set out in the project results framework.

ii. Project Implementation

- Adaptive management (approved changes to the project design and project outputs during implementation, whether such changes were adequately and properly implemented, and impacts/results of the implemented changes)
- Actual stakeholder participation and partnership arrangements (in addition, also cite issues/challenges encountered, impacts of such issues/challenges on project implementation and results; and the resolution of these)
- Project Finance and Co-finance (evaluate actual project financing, actual realization of committed co-financing, and any leveraged financing – provide evidentiary documents to support the evaluation)
- Monitoring & Evaluation: design at entry (\*), implementation (\*), and overall assessment of M&E (\*)
- Implementing Agency (UNDP) (\*) and Executing Agency (\*), overall project oversight/implementation and execution (\*)
- Risk Management, including Social and Environmental Standards (Safeguards)

Evaluate whether the actual project implementation did or did not facilitate the provision of the necessary resource inputs for the implementation of project activities and the delivery of all the required project outputs.

iii. Project Results

- Assess the achievement of outcomes against indicators by reporting on the level of progress for each objective and outcome indicator at the time of the TE and noting final achievements. Evaluate the following: (a) whether all the approved project outputs were delivered. These include outputs in the original project design and other approved outputs that were included based on adaptive management; (b) how these outputs contributed to the achievement of the end-of-project targets of the project; and (c) actual resource inputs that were utilized to deliver each output.
- Evaluate the results of the project activities (i.e., GEF-funded and baseline/co-financed activities that were carried out by project partners) that are contributing towards the end-of-project target of the objective indicator and each outcome indicator. This may also include monitored results from indirect activities that were facilitated, enabled, or influenced by the FASNETT Project's activities. The relevant evidentiary documents on these activities must be evaluated to verify and confirm potential attribution of the results to the FASNETT Project.
- Relevance (\*), Effectiveness (\*), Efficiency (\*) and overall project outcome (\*) – For “effectiveness,” evaluate to what extent the barriers that the project is designed to remove were actually removed.

- Sustainability: financial (\*), socio-political (\*), institutional framework and governance (\*), environmental (\*), overall likelihood of sustainability (\*) (\*) – For overall likelihood of sustainability, evaluate whether the removed barriers will recur or not, and suggest ways of ensuring that the removed barriers will not recur.
- Country ownership
- Gender equality and women’s empowerment
- Cross-cutting issues (poverty alleviation, improved governance, climate change mitigation and adaptation, disaster prevention and recovery, human rights, capacity development, South-South cooperation, knowledge management, volunteerism, etc., as relevant)
- GEF Additionality
- Catalytic Role / Replication Effect
- Progress to impact

#### Main Findings, Conclusions, Recommendations and Lessons Learned

- The TE team will include a summary of the main findings of the TE report. Findings should be presented as statements of fact that are based on analysis of the data.
- The section on conclusions will be written in light of the findings. Conclusions should be comprehensive and balanced statements that are well substantiated by evidence and logically connected to the TE findings. They should highlight the strengths, weaknesses and results of the project, respond to key evaluation questions and provide insights into the identification of and/or solutions to important problems or issues pertinent to project beneficiaries, UNDP and the GEF, including issues in relation to gender equality and women’s empowerment.
- Recommendations should provide concrete, practical, feasible and targeted recommendations directed to the intended users of the evaluation about what actions to take and decisions to make. The recommendations should be specifically supported by the evidence and linked to the findings and conclusions around key questions addressed by the evaluation.
- The TE report should also include lessons that can be taken from the evaluation, including best and worst practices in addressing issues relating to relevance, performance and success that can provide knowledge gained from the particular circumstance (programmatic and evaluation methods used, partnerships, financial leveraging, etc.) that are applicable to other GEF and UNDP interventions. When possible, the TE team should include examples of good practices in project design and implementation.
- It is important for the conclusions, recommendations and lessons learned of the TE report to include results related to gender equality and empowerment of women.

The TE report will include an Evaluation Ratings Table, as shown below:

**ToR Table 2: Evaluation Ratings Table for Building Capacities to Address Invasive Alien Species to Enhance the Chances of Long-term Survival of Terrestrial Endemic and Threatened Species on Taveuni Island, Surrounding Islets and Throughout Fiji**

Monitoring & Evaluation (M&E)	Rating <sup>5</sup>
M&E design at entry	
M&E Plan Implementation	
Overall Quality of M&E	
Implementation & Execution	Rating
Quality of UNDP Implementation/Oversight	
Quality of Implementing Partner Execution	
Overall quality of Implementation/Execution	
Assessment of Outcomes	Rating
Relevance	
Effectiveness	
Efficiency	
Overall Project Outcome Rating	
Sustainability	Rating
Financial resources	
Socio-political/economic	
Institutional framework and governance	
Environmental	
Overall Likelihood of Sustainability	

**5. TIMEFRAME**

The total duration of the TE will be approximately *(average 25-35 working days)* over a time period of *(8 weeks)* starting on 1 *February – March 2023*. The tentative TE timeframe is as follows:

Timeframe	Activity
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<sup>5</sup> Outcomes, Effectiveness, Efficiency, M&E, Implementation/Oversight & Execution, Relevance are rated on a 6-point scale: 6=Highly Satisfactory (HS), 5=Satisfactory (S), 4=Moderately Satisfactory (MS), 3=Moderately Unsatisfactory (MU), 2=Unsatisfactory (U), 1=Highly Unsatisfactory (HU). Sustainability is rated on a 4-point scale: 4=Likely (L), 3=Moderately Likely (ML), 2=Moderately Unlikely (MU), 1=Unlikely (U)

16 January 2023	Application closes – GPN Roster
20 January 2023	Selection of TE team
25 January 2023	Preparation period for TE team (handover of documentation)
30 January 2023 (3 days)	Document review and preparation of TE Inception Report
2 Feb 2023 (4 days)	Finalization and Validation of TE Inception Report; latest start of TE mission
2 – 11 Feb 2023	TE mission: virtual stakeholder meetings, interviews.
11 February 2023	Mission wrap-up meeting & presentation of initial findings; earliest end of TE mission
15 February 2023	Preparation of draft TE report
16 Feb 2023	Circulation of draft TE report for comments
25 February 2023	Incorporation of comments on draft TE report into Audit Trail & finalization of TE report
30 March 2023	Preparation and Issuance of Management Response
1 April 2023	Concluding Stakeholder Workshop (optional)
3 April 2023	Expected date of full TE completion

## 6. TE DELIVERABLES

#	Deliverable	Description	Timing	Responsibilities
1	TE Inception Report	TE team clarifies objectives, methodology and timing of the TE	No later than 2 weeks before the TE mission: (by 25 Jan 2023)	TE team submits Inception Report to Commissioning Unit and project management
2	Presentation	Initial Findings	End of TE mission: (5 Feb 2023)	TE team presents to Commissioning Unit

				and project management
3	Draft TE Report	Full draft report <i>(using guidelines on report content in ToR Annex C)</i> with annexes	Within 3 weeks of end of TE mission: <i>(15 Feb, 2023)</i>	TE team submits to Commissioning Unit; reviewed by RTA, Project Coordinating Unit, GEF OFF
5	Final TE Report* + Audit Trail	Revised final report and TE Audit trail in which the TE details how all received comments have (and have not) been addressed in the final TE report <i>(See template in ToR Annex H)</i>	Within 1 week of receiving comments on draft report: <i>(by 28 February)</i>	TE team submits both documents to the Commissioning Unit

\*All final TE reports will be quality assessed by the UNDP Independent Evaluation Office (IEO). Details of the IEO’s quality assessment of decentralized evaluations can be found in Section 6 of the UNDP Evaluation Guidelines.<sup>6</sup>

**7. TE ARRANGEMENTS**

The principal responsibility for managing the TE resides with the Commissioning Unit. The Commissioning Unit for this project’s TE is *the UNDP Country Office’s Integrated Results and Management Unit (IRMU)*. *Liaison will be conducted directly with the Country Office’s Monitoring and Evaluation Officer. This is in collaboration with the Regional Technical Advisory for clearance and approval of the deliverables.*

The Commissioning Unit will contract the evaluators and ensure the timely provision of per diems and travel arrangements within the country for the TE team. The Project Team will be responsible for liaising with the TE team to provide all relevant documents, set up stakeholder interviews, and arrange field visits.

**8. TE TEAM COMPOSITION**

A team of *two independent evaluators* will conduct the TE – *one team leader (with experience and exposure to projects and evaluations in other regions) and one national consultant expert, from Fiji*. The team leader will be responsible for the overall assessment of the project results and improve sustainability of project gains including design and writing of the TE Inception Report, lead the TE mission, supervise the national consultant and write the final TE report. The team expert will report to the Team Leader and support the TE team leader to assess the extent to which the project is achieving project results and improve sustainability of project gains. The team expert will also work with the Project Team in developing the TE itinerary of the mission including meeting appointments and schedules

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<sup>6</sup> Access at: <http://web.undp.org/evaluation/guideline/section-6.shtml>

The evaluator(s) cannot have participated in the project preparation, formulation and/or implementation (including the writing of the project document), must not have conducted this project's Mid-Term Review and should not have a conflict of interest with the project's related activities.

The selection of evaluators will be aimed at maximizing the overall "team" qualities in the following areas:

#### Education

- Master's degree in environmental , sustainable management, Biodiversity and ecosystems management or other closely related field

#### Experience

- Relevant experience with results-based management evaluation methodologies at least 10 years.
- Experience applying SMART indicators and reconstructing or validating baseline scenarios.
- Experience working in the Pacific is required
- Experience in relevant technical areas, biodiversity conservation/invasive alien species /natural resources management at least 10 years.
- Demonstrated understanding of issues related to gender with experience in gender-responsive evaluation and analysis.
- Excellent communication skills.
- Demonstrable analytical skills.
- Project evaluation/review experience within the United Nations system will be considered an asset.

#### Language

- Fluency in written and spoken English.

### **9. EVALUATOR ETHICS**

The TE team will be held to the highest ethical standards and is required to sign a code of conduct upon acceptance of the assignment. This evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation.' The evaluator must safeguard the rights and confidentiality of information providers, interviewees, and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The evaluator must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses without the express authorization of UNDP and partners.

### **10. PAYMENT SCHEDULE**

- 20% payment upon satisfactory delivery of the final TE Inception Report and approval by the Commissioning Unit
- 40% payment upon satisfactory delivery of the draft TE report to the Commissioning Unit
- 40% payment upon satisfactory delivery of the final TE report and approval by the Commissioning Unit and RTA (via signatures on the TE Report Clearance Form) and delivery of completed TE Audit Trail

Criteria for issuing the final payment of 40%<sup>7</sup>:

- The final TE report includes all requirements outlined in the TE TOR and is in accordance with the TE guidance.
- The final TE report is clearly written, logically organized, and is specific for this project (i.e., text has not been cut & pasted from other TE reports).
- The Audit Trail includes responses to and justification for each comment listed.

## 11. APPLICATION PROCESS<sup>8</sup>

Recommended Presentation of Proposal:

- a) **Letter of Confirmation of Interest and Availability** using the [template](#)<sup>9</sup> provided by UNDP;
- b) **CV** and a **Personal History Form** ([P11 form](#)<sup>10</sup>);
- c) Brief description of **approach to work/technical proposal** of why the individual considers him/herself as the most suitable for the assignment, and a proposed methodology on how they will approach and complete the assignment; (max 1 page)
- d) **Financial Proposal** that indicates the all-inclusive fixed total contract price and all other travel related costs (such as flight ticket, per diem, etc.), supported by a breakdown of costs, as per template attached to the [Letter of Confirmation of Interest template](#). If an applicant is employed by an organization/company/institution, and he/she expects his/her employer to charge a management fee in the process of releasing him/her to UNDP under Reimbursable Loan Agreement (RLA), the applicant must indicate at this point, and ensure that all such costs are duly incorporated in the financial proposal submitted to UNDP.

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<sup>7</sup> The Commissioning Unit is obligated to issue payments to the TE team as soon as the terms under the ToR are fulfilled. If there is an ongoing discussion regarding the quality and completeness of the final deliverables that cannot be resolved between the Commissioning Unit and the TE team, the Regional M&E Advisor and Vertical Fund Directorate will be consulted. If needed, the Commissioning Unit's senior management, Procurement Services Unit and Legal Support Office will be notified as well so that a decision can be made about whether or not to withhold payment of any amounts that may be due to the evaluator(s), suspend or terminate the contract and/or remove the individual contractor from any applicable rosters. See the UNDP Individual Contract Policy for further details:

[https://popp.undp.org/\\_layouts/15/WopiFrame.aspx?sourcedoc=/UNDP\\_POPP\\_DOCUMENT\\_LIBRARY/Public/PSU\\_Individual%20Contract\\_Individual%20Contract%20Policy.docx&action=default](https://popp.undp.org/_layouts/15/WopiFrame.aspx?sourcedoc=/UNDP_POPP_DOCUMENT_LIBRARY/Public/PSU_Individual%20Contract_Individual%20Contract%20Policy.docx&action=default)

<sup>8</sup> Engagement of evaluators should be done in line with guidelines for hiring consultants in the POPP

<https://popp.undp.org/SitePages/POPPRoot.aspx>

<sup>9</sup> <https://intranet.undp.org/unit/bom/psu/Support%20documents%20on%20IC%20Guidelines/Template%20for%20Confirmation%20of%20Interest%20and%20Submission%20of%20Financial%20Proposal.docx>

<sup>10</sup> [http://www.undp.org/content/dam/undp/library/corporate/Careers/P11\\_Personal\\_history\\_form.doc](http://www.undp.org/content/dam/undp/library/corporate/Careers/P11_Personal_history_form.doc)

### Annex 3: List of documents reviewed during the TE process

Document
Project Identification Form (PIF)
UNDP Initiation Plan
Final UNDP-GEF Project Document with all annexes
CEO Endorsement Request
UNDP Social and Environmental Screening Procedure (SESP) and associated management plans
Inception Workshop Report
Mid-Term Review report and management response to MTR recommendations
All Project Implementation Reports (PIRs)
Progress reports (quarterly, semi-annual, or annual, with associated workplans and financial reports)
Oversight mission reports
Minutes of Project Board Meetings and of other meetings (i.e., Project Appraisal Committee meetings)
GEF Tracking Tools (from CEO Endorsement, midterm, and terminal stages)
GEF/LDCF/SCCF Core Indicators (from PIF, CEO Endorsement, midterm, and terminal stages); for GEF-6 and GEF-7 projects only
Financial data, including actual expenditures by project outcome, including management costs, and including documentation of any significant budget revisions
Co-financing data with expected and actual contributions broken down by type of co-financing, source, and whether the contribution is considered as investment mobilized or recurring expenditures
Audit reports
Electronic copies of project outputs (booklets, manuals, technical reports, articles, etc.)
Sample of project communications materials
Summary list of formal meetings, workshops, etc. held, with date, location, topic, and number of participants
Any relevant socio-economic monitoring data, such as average incomes / employment levels of stakeholders in the target area, change in revenue related to project activities
List of contracts and procurement items over ~USD5,000 (i.e., organizations or companies contracted for project outputs, etc., except in cases of confidential information)
List of related projects/initiatives contributing to project objectives approved/started after GEF project approval (i.e., any leveraged or “catalytic” results)
Data on relevant project website activity – e.g., number of unique visitors per month, number of page views, etc. over relevant time period, if available
UNDP Country Programme Document (CPD)
List/map of project sites, highlighting suggested visits
List and contact details for project staff, key project stakeholders, including Project Board members, RTA, Project Team members, and other partners to be consulted
Project deliverables that provide documentary evidence of achievement towards project outcomes



Annex 4: The Evaluation Criteria Matrix identifies the key questions, related to the evaluation criteria of the TE

Evaluative Criteria Questions	Indicators	Sources	Methodology
<b>Relevance: How does the project relate to the main objectives of the GEF Focal area, and to the environment and development priorities a the local, regional, and national level?</b>			
Did the project concept originate from local or national stakeholders, and stakeholders involved in project development?	Level of involvement of local, provincial and national stakeholders in project origination and development	ProDoc and associated documents Discussions with project staff Consultations with partners	Desk review Field visit (Taveuni and islands) Consultations – main agencies in Suva
Does the project’s objective fit within the national environment and development priorities?	Level of coherence between project objective and national policy priorities and strategies, as stated in official documents	National policy documents, such as National Biodiversity Strategy and Action Plan, BAF policies on IAS, etc.	Documentation Consultation with key agencies
Does the project objective fit GEF 6 strategic priorities and UNDP priorities?	Level of coherence between project objective and GEF strategic priorities (including alignment of relevant focal area indicators)	GEF strategic priority documents for period when project was approved Current GEF strategic priority documents	Desk review
<b>Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?</b>			
Are the project objectives likely to be met? To what extent are they likely to be met?	Level of progress toward project indicator targets relative to expected level at current point of implementation	Project documents Project staff Project stakeholders	Field visit interviews Desk review
What are the key factors contributing to project success or underachievement?	Level of documentation of and preparation for project risks, assumptions and impact drivers	Project documents Project staff Project stakeholders	Field visit interviews Desk review
What are the key risks and barriers that remain to achieve the project objective and generate Global	Presence, assessment of, and preparation for expected risks, assumptions and impact drivers	Project documents Project staff Project stakeholders	Field visit interviews Desk review
<b>Efficiency: Was the project implemented efficiently, in line with international and national norms and standards?</b>			
Is the project cost effective?	Quality and adequacy of financial management procedures (in line	Project financial documents Project staff	Desk review

	with UNDP, UNOPS, and national policies, legislation, and procedures) Financial delivery rate vs. expected rate Management costs as a percentage of total costs		Interviews with project staff (BAF & UNDP).
Is the project implementation approach efficient for delivering the planned project results?	Adequacy of implementation structure and mechanisms for coordination and communication Planned and actual level of human resources available Extent and quality of engagement with relevant partners / partnerships Quality and adequacy of project monitoring mechanisms	Project documents National and local stakeholders Project staff	
Is the project Implementation delayed? If so, has that affected cost effectiveness?	Project milestones in time Planned results affected by delays Required project adaptive management measures related to delays	Project documents Project staff	Desk review Interviews with project staff
What is the contribution of cash and in-kind co-financing to project implementation?	Level of cash and in-kind co-financing relative to expected level	Project documents Project staff	Desk review Interviews with project staff
<b>Overall project outcome: To what extent has the project delivered the stated outcomes?</b>			
Extent to which the project has delivered on the identified outcomes?	Level of progress indicators of project Textual assessments of progress and delays	Project documents – especially PIR Project staff	Desk review Interviews with project staff and partners
Assessment of quality of outcomes and in relation to stated intension?	Level of progress indicators of project Textual assessments of progress and delays	Project documents – especially PIR Project staff	Desk review Interviews with project staff and partners
<b>Sustainability: To what extent are there financial, institutional, socio-political, and/or environmental risks to sustaining long-term project results?</b>			
To what extent are project results likely to be dependent on continued financial support? What is the likelihood of required financial resources being available to sustain the work?	Financial requirements for maintenance of project benefits Level of expected financial resources available to support maintenance of project benefits Potential for additional financial resources	Project documents Project staff Project stakeholders	Filed visit interviews Desk reviews
Do relevant stakeholders have or are likely to achieve an adequate level of “ownership” of results, to have the interest in ensuring	Level of initiative and engagement of relevant stakeholders in project activities and results	Project documents Project staff Project stakeholders	Field visit interviews Desk review

that project benefits are maintained?			
Do relevant stakeholders have the necessary technical capacity to ensure that project benefits are maintained?	Level of technical capacity of relevant stakeholders relative to level required to sustain project benefits	Project documents Project staff Project stakeholders	Field visit interviews Desk review
To what extent are the project results dependent on socio political factors?	Existence of socio political risks to project benefits	Project documents Project staff Project stakeholders	Field visit interviews Desk review
To what extent are the project results dependent on issues relating to institutional frameworks and governance?	Existence of institutional and governance risks to project benefits	Project documents Project staff Project stakeholders	Field visit interviews Desk review
Are there any environmental risks that can undermine the future flow of project impacts and Global Environmental Benefits?	Existence of environmental risks to project benefits	Project documents Project staff Project stakeholders	Field visit interviews Desk review
<b>Gender equality and women's empowerment: How did the project contribute to gender equality and women's empowerment?</b>			
How did the project contribute to gender equality and women's empowerment?	Level of progress of gender action plan and gender indicators in results framework	Project documents Project staff Project stakeholders	Desk review, interviews, field visits
In what ways did the project's gender results advance or contribute to the project's outcomes?	Existence of logical linkages between gender results and project outcomes and impacts	Project documents Project staff Project stakeholders	Desk review, interviews, field visits
<b>Cross-cutting issues: how did the project catalyse on cross-cutting issues?</b>			
How were effects on local populations considered in project design and implementation?	Positive or negative effects of the project on local populations.	Project document, progress reports, monitoring reports	Desk review, interviews, field visits
To what extent was capacity and awareness developed in IAS at community, provincial and national level?	Attendance at awareness and capacity events Capacity assessments	Project documents Capacity development scores	Desk review Interviews with key project staff

<p>To what extent did project outcomes support IAS knowledge management in BAF and nationally?</p>	<p>Knowledge generated during project and storing of information in relevant repository Use of knowledge in dissemination activities.</p>	<p>Project documents Project reports Dissemination reports and activities</p>	<p>Desk review Interviews with key project staff</p>
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## Annex 5: Stakeholders consulted during TE process

Stakeholder	Contact Person and Details	Contact	Date (2023)
Biosecurity Authority of Fiji	Savirio Tolo Station Officer Taveuni	9957164	27 <sup>th</sup> March
Ministry of Rural and Maritime Development	Abdul Hakim Provincial Administrator	9234444	27 <sup>th</sup> March
Ministry of iTaukei Affairs	Aloesi Rasaciva Roko Taveuni	9335366	27 <sup>th</sup> March
Taveuni community representative	Ratu Jone Lewemilovo	-	27 <sup>th</sup> March
Qamea community representative	Jerry Surumi Former Turaga ni Koro	9969967	28 <sup>th</sup> March
GEF 6 Project team	Vika Kailau / Saimone Kinagone / Luisa Serevi Eradication Field Coordinator	8983189	28 <sup>th</sup> March
Ministry of iTaukei Affairs	Saiasi Buluta  Manager Conservation Unit	9710541	29 <sup>th</sup> March
Fiji Revenue and Customs Service	Osea Dakai Manager Border Seaports Suva/Lautoka	9922275	29 <sup>th</sup> March
Pacific Community	Dr Visoni Timote Integrated Biosecurity/SPS Coordinator	7194044	31 <sup>st</sup> March
Ministry of Environment	Michelle Baleikanacea Senior Environment Officer	9920436	31 <sup>st</sup> March
Ministry of Agriculture	Apenisa Sailo Principal Research Officer	8935232	18 <sup>th</sup> April
Nature Fiji	Nunia Thomas-Moko Director	nuniat@naturefiji.org	18 <sup>th</sup> April
Biosecurity Authority of Fiji	Mr Surend Pratap Manager National Operations, BAF	spratap@baf.com.fj	5 <sup>th</sup> May

## Annex 6. Timeline for stages of delivery of TE methodology

<b>Activity</b>	<b>Timeline/ Deliverable date</b>
1. TE Inception Report	24 March 2023
2. Field visit to Taveuni and Suva / document review	26 – 31 March 2023
3. Additional data collection: Literature analysis and additional online key informant interviews	1 – 12 April 2023
4. Preparation and submission of draft TE Report	12 – 22 April 2023
5. Preparation and submission TE duly incorporating comments and suggestions	28 April 2023

## Annex 7: Signed UNEG Code of Conduct for TA IAS consultant<sup>11</sup>

### Evaluators/Consultants:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study imitations, findings, and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.
8. Must ensure that independence of judgement is maintained, and that evaluation findings and recommendations are independently presented.
9. Must confirm that they have not been involved in designing, executing, or advising on the project being evaluated and did not carry out the project's Mid-Term Review.

### Evaluation Consultant Agreement Form

Agreement to abide by the Code of Conduct for Evaluation in the UN system:

Name of Evaluator: Jeremy Hills

Name of Consultancy / organisation: N/A

I confirm that I have received and understood and will abide by the United national Code of Conduct for Evaluators:

Signed at: Athens on 25/03/2023

Signature: 

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<sup>11</sup> <http://www.unevaluation.org/document/detail/100>





## Annex 8. End-of-project progress in Results Framework (as of March, 2023)

Objective level

Description				
Objective				
To improve the chances of the long-term survival of terrestrial endemic and threatened species on Taveuni Island, surrounding islets and throughout Fiji by building national and local capacity to manage Invasive Alien Species				
Description of Indicator	Baseline Level	Midterm target level	End of project target level	Level at project end
0.1: Extent to which legal or policy or institutional frameworks are in place for conservation, sustainable use, and access and benefit sharing of natural resources, biodiversity and ecosystems. (UNDP mandatory indicator: IRRF Output 2.5 indicator 2.5.1)	<ol style="list-style-type: none"> <li>NISFSAP under development</li> <li>Long-term strategy for BAF non-existent</li> <li>Specific, targeted IAS legislation non-existent</li> </ol>	<p>NISFSAP completed through collaborative, multi-agency process</p> <p>BAF long-term strategy completed</p> <p>Legislative framework related to IAS reviewed and needed legislative</p>	<p>NISFSAP endorsed by national IAS Committee with committed resources for implementation</p> <p>BAF long-term strategy adopted and under implementation</p> <p>Specific legislation and regulations for IAS adopted and in place</p>	1. The <b>Fiji National Invasive Species Framework and Strategic Action Plan (NISFSAP)</b> was created to serve as a framework for coordinating Invasive Alien Species (IAS) threat and impact reductions as well as a 5-year action plan for implementing these and related activities across the nation. It also helps to facilitate the synthesis and recognition of priorities and coordinates the implementation across all sectors and agencies involved in IAS management in Fiji. The document has undergone numerous peer reviews and validations and was finally endorsed in a workshop in August 2022 by the various agencies and stakeholders from Government, civil society groups and business. The Fiji Environmental Law Association was contracted to collate all final comments and incorporate it into the final report. The final version

		<p>revisions identified and drafted</p>	<p>of the framework has been shared to all stakeholders and endorsed by the relevant government agencies.</p> <p>2. Biosecurity Authority of Fiji had prioritised and devoted a considerable effort and resources into the development of its 5-year strategic plan (2022-2026). To ensure that all perspectives required for the overall operation of BAF were considered, a holistic approach that included numerous staff sessions and stakeholder discussions were conducted. These was critical in identifying areas the organisation needs to invest more time and resources in order to improve its performance in safeguarding the country's biodiversity and facilitating trade. Consequently, BAF is implementing a communications strategy to effectively communicate the roles and responsibilities of Fijians and businesses in protecting its flora and fauna. The Strategic Plan presents some real challenges for BAF and sets a clear direction for the organisation: a track that will deliver benefits for all Fijians and the economy as a whole over time. A thorough business plan will be created to ensure the implementation of this strategic plan, supporting the accomplishment of the strategies with precise KRAs, KPIs, and timelines.</p> <p>The legal policy review conducted by the Fiji Environmental Law Society (FELA) was completed highlighting key priority areas in Invasive Alien Species management in the country. The purpose of this legal review are to review Fiji's laws and policies with a view to strengthening Invasive Alien Species (IAS) policy,</p>
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				institutions and coordination at a national level to reduce the risk of IAS entering Fiji. In particular, the review seeks to assess the efficiency and efficacy of existing instruments for prevention, early detection, eradication and control of invasive alien species. The outcome of this review is will help inform the finalization of the National Invasive Alien Species Framework and Strategic Action Plan (NISFSAP).
0.2: Number of direct project beneficiaries (UNDP mandatory indicator)	0	At least 170 BAF and other relevant government staff engaged in training and awareness activities (40% of which are women)  At least 500 local people in four islands area are engaged in project activities (40% of which are women)	At least 270 BAF and other relevant government staff engaged in training and awareness activities (40% of which are women)  At least 800 local people in four islands area are engaged in project activities (40% of which are women)	246 BAF staff trained  A total of 246 BAF staff have had capacity building and training facilitated by the project. Training modules included electronic phytosanitary standards (the first for Fiji), Standard Operating Procedures (SOPs) at the borders and port of entries, surveillance of pests and diseases, first aid and CPR, OHS at-work, heights training, rifles and mapping training, maritime biosecurity training, marine Invasive Alien Species training that focussed on laboratory targeted monitoring protocol and Data Management & Quality Controls, customer service, laboratory management tools, and emergency response plan on animals and plants. On a related note, stakeholders have also been engaged in similar trainings facilitated through the project. At least 60 stakeholders from various border agencies, academic institutions, civil society groups and non-governmental organisations have undergone trainings on maritime biosecurity, that focuses on developing the skills of law enforcement officers in Fiji in understanding the maritime international treaties and regulations and awareness on environmental crime.

			<p>Towards the end of 2022, the project had partnered with the PacMAN (Pacific Islands Marine Bioinvasion Alert Network) in training laboratory experts from the various government and non-government agencies on understanding the benefits and challenges of eDNA sampling and its use in biodiversity monitoring. Trainees were also familiarised with the processes involved in taxonomy (e.g. gross sorting, routine simplified processing and identification steps to group organisms and record this information appropriately). The basic understanding of PCR amplification and principles of meta-barcoding as well as the qPCR analyses for target organisms using established probes were part of the trainings. These are vitally important in determining the origins of invasive alien species if they are intercepted at the borders.</p> <p>Around 1557 local community members were reached during the Taveuni, Vanua Levu and Koro Coastal Watch awareness campaigns. The Coastal Watch programs for Vanua Levu and Taveuni covering the northeast coast of Vanua Levu, Taveuni, Qamea and Matagi while the Koro programs covered all communities in the island. Approximately 36% of the targeted audience were females while the remaining 64% were males. In addition to these awareness programs, the project had closely worked with the Four Islands IAS Taskforce (FIIT) to conduct awareness roadshows in the four islands. The taskforce that includes representatives from local communities, divisional officers, relevant government</p>
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				<p>agencies such as <i>iTaukei</i> Affairs, Agriculture, Education, Fisheries and Forestry, Health, Police, Maritime Safety and other key civil society entities such as resort, tour operators had developed the local outreach programs for the four islands. This led to the culmination of the Taveuni invasive alien species week and Qamea awareness week roadshows in 2022 and 2023 respectively. The Four Island IAS Taskforce (FIIT) is anticipated to continue the technical support and assistance to the eradication and control programs for the Giant Invasive Iguana when the project ends in May 2023.</p>
<p>0.3: Comprehensiveness of national level IAS management framework and ability to prevent IAS of high risk to biodiversity from entering Fiji, as measured by IAS Tracking Tool</p>	<p>IAS Tracking Tool Score of 4 (out of total of 27) due to lack of national coordinating mechanism; no IAS strategy; detection surveys non-existent; priority pathways not actively managed, etc</p>	<p>An increase score of at least 8 in IAS Tracking Tool with established national coordination mechanism, IAS strategy exists, priority pathways identified, detection survey methods agreed, and criteria for prioritization of species and</p>	<p>An increase score of at least to 12 in IAS Tracking Tool with national coordinating mechanism overseeing IAS actions codified by law; IAS strategy under implementation: regulations in place to implement National IAS strategy; priority pathways actively managed;</p>	<p>National Invasive Species Framework Strategic Action Plan (NISFSAP) has been validated and shared to relevant agencies to guide IAS management in Fiji. However, it has not been progressed through the National Environment Council or ratified by the government through Cabinet.</p> <p>The Plant Industry Emergency Response Plan (PIERP) and the Animal Biosecurity Emergency Response Plan (ABERP) are both response plans that have been developed and validated by BAF's plant and animal teams. Both plans has been developed and submitted to Cabinet, through the line Ministry, for Government endorsement in 2022 and are ready for implementation in 2023. Simulation exercises have been supported through the GEF project in 2022 to familiarize the protocols with the various line ministries and border agencies.</p> <p>The IAS tracking tool was at a level of 4 during the MTR which is less than the expected target level of 8. At the project end the target score was 12, but no reporting of the IAS</p>

		infestations defined	detection surveys conducted regularly, etc	cking Tool was made during the TE, however, this has not been achieved due to lack of government ratification of the FSAP..
0.4: Level of government funding and revenues for biosecurity in Fiji	USD 4.5 million/year in GOF budget allocation and USD 4.0 million/year in revenues	At least 10% increase to USD 4.95 million/year in GOF budget allocation and USD 4.4 million/year in revenues	At least 20% increase to USD 5.4 million/year in GOF budget allocation and USD 4.8 million/year in revenues	<p>For the 2020-2021 financial year, the Fijian Government had allocated \$1 million FJD in funding (\$500,000 in Capital costs and \$500,000 in operating costs). The following operating year for 2021-2022, govt allocation had remained the same at \$1million FJD and this has continued to the 2022-2023 period with a \$1 million government allocation. The figures is a stark contrast to the mid-term and end of project target level. The reduction in Government grants has been assessed on the previous rate of implementation and utilization. For the 2021-2022 and 2022-2023 budget submissions, the authority had proposed \$18 million and \$15 million respectively for operating and capital costs.</p> <p>For the last 2-3 years the Authority has gained around \$7-8million in revenues each year. These are mostly from fees and charges.</p> <p>The 20% increase in BAF government budget has not been achieved, however, revenues and fees of USD \$4.8 million has been achieved.</p>

Outcome level:

Outcome	Outcome indicators	Baseline	End of Project Target	Status at TE stage
<p><b>Outcome 1</b></p> <p>Strengthened IAS policy, institutions and coordination at the national level to reduce the risk of IAS entering Fiji</p>	<p>1.1: National and local capacity in detection, prevention and control of entry of high risk IAS, as measured by UNDP Capacity Development Scorecard</p>	<p>UNDP Capacity Development Score of 14 for BAF</p>	<p>UNDP Capacity Development Score of at least 21 for BAF</p>	<p>Multi-agency, multi-sectorial coordinating group established, codified by national legislation, and functioning effectively</p> <p>IAS Technical committee established (USP, FNU, SPC, BAF, Min Agri., Min of Forestry, Min of Fisheries and NGO rep NFMV)- ongoing meetings every quarter.</p> <p>Coastal Watch Committee (BAF, FRCS, iTaukei Affairs, MSAF, Fiji Navy, Fiji Police)</p> <p>Iguana Specialist Group (NFMV, USP, FNU, BAF)</p> <p>IAS National Committee</p> <p>Four Islands IAS Taskforce</p> <p>Completed final review and endorsement of IAS legislative review (stakeholder consultation)</p> <p>Present Endorsed document to IAS Technical committee and the National IAS coordinating body.</p> <p>Ongoing meetings with the Biosecurity IAS Taskforce, IAS Awareness and Research Taskforce, IAS Legislation and Policy Taskforce, Four Island IAS Taskforce, Coastal Watch Program Taskforce.</p> <p>Quarter 1 of 2023- Phasing out of project and handing over to the National IAS Committee.</p>
	<p>1.2: Operational status of national level, multi-agency, multi-sector coordinating group for IAS activities, including biosecurity and management</p>	<p>Non-existent</p>	<p>Multi-agency, multi-sectorial coordinating group established, codified by national</p>	<ul style="list-style-type: none"> <li>NISFSAP endorsed by national IAS Committee with committed resources for implementation</li> </ul>

			legislation, and functioning effectively	<ul style="list-style-type: none"> <li>• BAF long-term strategy adopted and under implementation</li> <li>• Specific programme areas identified and to be adopted and in the framework.</li> <li>• Established 5 priority IAS from blacklist</li> <li>• Publishing of Black and white list on the online IAS clearinghouse</li> <li>• Conduct a final consultations and an endorsement training for the IAS Online clearinghouse</li> <li>• Conduct a final consultations and an endorsement workshop for the NISFSAP</li> </ul>
	<p>1.3: Extent of biosecurity capacity for comprehensive prevention, early detection and rapid response (EDRR)</p>	<p>Risk assessment undertaken, but not comprehensive and do not have full coverage and data records scattered in notebooks or non-existent</p> <p>Some elements for early detection and rapid response exist but no comprehensive system available currently</p>	<p>100% risk assessments for all organisms for import and systematically documented</p> <p>Established EDRR capacity on Viti Levu serving as a national pilot and resources to support EDRR in place</p>	<ul style="list-style-type: none"> <li>• Risk assessments for all organisms for import and systematically documented supported by BAF.</li> <li>• Supported simulation exercises for the Plant Industry Emergency Response Plan (PIERP) and the Animal Biosecurity Emergency Response Plan (ABERP).</li> <li>• Supported Coastal Watch Program Proposed for Lomaiviti (Koro) and Lau (Yacata, Vanuabalavu, Cicia)- March 19-31st, 2023.</li> <li>• Coastal watch monitoring program for Vanua Levu completed Oct- 22.</li> <li>• Support eradication of mynah birds in Rotuma through support of equipment's and awareness materials.</li> <li>• 8 IAS Trainings completed for Biosecurity Officers.</li> <li>• BSO Refresher trainings for Central, Western and Northern divisions every year.</li> </ul>



				<ul style="list-style-type: none"> <li>Completed community perceptions and impact assessment by consultant.</li> <li>Survey of other exotic/invasive forest and agriculture pest (Taro beetle- Min Agriculture, Acacia- Min of Forests)</li> <li>Improvement of diagnostic activities (BAF, MOF, MOA)</li> <li>Supported simulation exercises for the Plant Industry Emergency Response Plan (PIERP) and the Animal Biosecurity Emergency Response Plan (ABERP).</li> </ul>
<p><b>Outcome 2</b></p> <p>Enhanced IAS prevention, surveillance and control operations to prevent new introductions on Taveuni, Qamea, Laucala and Matagi</p>	<p>2.1: Number of new establishments of IAS species on Taveuni and islets, covering species listed in the Fiji black list and well as any high-risk IAS present in Fiji but not Taveuni</p>	<p>Baseline to be established in Year 1 as part of Output 1.3 (national black and white lists) and Output 2.1 (four-island specific black and white lists)</p>	<p>No new establishments from baseline</p>	<ul style="list-style-type: none"> <li>No new establishments from baseline</li> <li>Data published in the National Online Clearinghouse</li> <li>Included results from the Community perceptions survey for the awareness programs- by NFMV and the FIIT.</li> <li>Prioritized community outreach event in the four island areas.</li> <li>Black list and white list for Taveuni, Qamea, Laucala and Matagi developed and finalized.</li> </ul>

	2.2: Capacity and engagement of biosecurity personnel and partners for inspection, control and management to prevent entry and inter-island IAS spread	Currently limited to 2 weeks general training  Low level of biosecurity inspection of goods, persons and vectors arriving at islands	100% of frontline staff (around 20 biosecurity, police, customs staff etc, of which 40% are women) trained and undertaking random inspections of passengers and goods at airports and cargo ports  At least 50% of goods, persons and vectors (transport vehicles) arriving at islands are subject to biosecurity inspections	<ul style="list-style-type: none"> <li>Frontline staff trained and undertaking inspections of passengers and goods at airports and cargo ports</li> <li>All goods, persons and vectors (transport vehicles) arriving at islands are subject to biosecurity inspections</li> <li>Increased trainings and skills enhanced on border surveillance.</li> <li>Conduct training for Biosecurity Officers, relevant stakeholders and community leaders on domestic biosecurity with focus on four islands area and prevention of any further entry of IAS captured in black list</li> <li>Prepare Information package for the community leaders in collaboration with IAS Awareness Taskforce</li> </ul>
<b>Outcome 3</b>  Long-term measures for protection of terrestrial ecosystems and their biodiversity on Taveuni, Qamea, Laucala and Matagi	3.1: Status of GIIs seen/captured on Taveuni	No search efforts for GII on Taveuni	No GIIs seen/captured on Taveuni during last year of project	<ul style="list-style-type: none"> <li>No GIIs seen/captured on Taveuni during last year of project</li> <li>All hotspot areas and breeding areas are mapped and regularly monitored for activities.</li> </ul>
	3.2: GII numbers on Qamea, Matagi and Laucala, as indicated by rates of removal	Baseline GII population size to be established in Year 1 based on eradication removal rates	Reduction in GII numbers on Qamea, Matagi and Laucala by 50% or more	<ul style="list-style-type: none"> <li>Reduction in GII numbers on Qamea, Matagi and Laucala</li> <li>7145 GIIs eradicated from 2017 to 2022. 113 adult males, 176 adult females, 264 juveniles, 851 hatchlings, and 5741 eggs.</li> <li>Bounty program began in Oct 2022 and will continue till April 23. Total of \$11,050 paid out during the program</li> <li>Focus on removal and extermination of hatchlings and juveniles.</li> <li>Priority on western end of Qamea.</li> </ul>
	3.3: Status and trends in native banded iguana populations ( <i>Brachylophus bulabula</i> ) in areas occupied by GII	Baseline to be established in Year 1	Stable or improved populations of native banded iguana ( <i>Brachylophus bulabula</i> ) in areas previously (prior to	

	<p>3.4: Community perceptions of damage to food crops and livelihoods in areas occupied by GII, disaggregated by gender</p>	<p>Impacts not yet visible or reported</p> <p>Limited awareness of potential impact of GII</p> <p>No standardized assessment or understanding of community perceptions and awareness of damage or impacts from GII</p> <p>Standardized baseline will be established in Year 1</p>	<p>eradication) occupied by GII on island(s)</p> <p>No/reduced community perceptions of damage to food crops and livelihoods in areas occupied by GII (prior to eradication)</p> <p>At least 50% of sampled local population (40% of which are women), aware of potential adverse impacts of GII and need for biosecurity</p>	<ul style="list-style-type: none"> <li>Wet season and dry season surveys completed and report submitted and endorsed.</li> <li>2 surveys completed.</li> <li>Stable or improved populations of native banded iguana (<i>Brachylophus bulabula</i>) in areas previously (prior to eradication) occupied by GII</li> <li>No/reduced community perceptions of damage to food crops and livelihoods in areas occupied by GII (prior to eradication)</li> <li>30% of sampled local population (40% of which are women), aware of potential adverse impacts of GII and need for biosecurity</li> <li>Impacts not yet visible or reported</li> <li>Limited awareness of potential impact of GII</li> <li>No major changes in community perceptions and awareness of damage or impacts from GII</li> <li>Completed stakeholder workshop on presentation of findings of the consultancy on GII status, GII Eradication and Community Perception (IAS Symposium- Feb 2023)</li> </ul>
<p><b>Outcome 4</b></p> <p>Increased awareness of risks posed by IAS and need for biosecurity of local communities, travelling public, tour operators and shipping agents</p>	<p>4.1: Level of awareness of IAS and biosecurity among tour operators, resort owners, importers, tourists and shipping agents</p>	<p>Coordinated outreach on biosecurity lacking</p> <p>Limited awareness of impact of IAS among public</p> <p>Baseline survey established in Year 1</p>	<p>At least 50% of sampled tour operators, resort owners, importers, tourists and shipping agents aware of potential adverse impacts of IAS and need for biosecurity</p>	<ul style="list-style-type: none"> <li>Majority of stakeholders and groups including tour operators, resort owners, importers, tourists and shipping agents are involved in the awareness programs.</li> <li>FIIT (Four Islands IAS Taskforce) leading awareness programs in Qamea, Matagi, Laucala and Taveuni. (Taveuni awareness week, Oct, 2023)</li> <li>Coastal Watch programs completed for Vanua Levu, Taveuni, Koro and proposed for Lau in March 2023.</li> </ul>

	4.2: Operational status of on-line clearinghouse for IAS information to collate and make accessible IAS information to stakeholders	Partial existence of on-line clearinghouse for IAS information at Department of Environment	On-line clearinghouse completed and actively used by relevant agencies	<ul style="list-style-type: none"> <li>• On-line clearinghouse still in final phase and will be hosted live in April, 2023.</li> <li>• Factsheets on project developed and printed</li> <li>• Videos produced and shared on BAF social pages</li> <li>• Eradication best practices videos and documents drafted and published in April, 2023.</li> </ul>
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Outcome

## Annex 9. Rating scales used

Outcomes, Effectiveness, Efficiency, M&E, Implementation/Oversight & Execution, Relevance are rated on a 6-point scale:

6=Highly Satisfactory (HS),

5=Satisfactory (S),

4=Moderately Satisfactory (MS),

3=Moderately Unsatisfactory (MU),

2=Unsatisfactory (U),

1=Highly Unsatisfactory (HU).

Sustainability is rated on a 4-point scale:

4=Likely (L),

3=Moderately Likely (ML),

2=Moderately Unlikely (MU),

1=Unlikely (U).

Annex 10: TE Report Clearance Form

**Terminal Evaluation Report for** *Terminal Evaluation of Building Capacities to Address Invasive Alien Species to Enhance the Chances of Long-term Survival of Terrestrial Endemic and Threatened Species on Taveuni Island, Surrounding Islets and Throughout Fiji (IAS Project) PIMS # 5589* **Reviewed and Cleared By:**

**Commissioning Unit (M&E Focal Point)**

Name: \_\_\_\_\_

Signature: \_\_\_\_\_ Date: \_\_\_\_\_

**Regional Technical Advisor (Nature, Climate and Energy)**

Name: \_\_\_\_\_

Signature: \_\_\_\_\_ Date: \_\_\_\_\_