

Mid-Term Evaluation Management Response:  
PIMS 3820 *Seychelles Mainstreaming Biosecurity Project*

Mid-Term Evaluation (MTE) held in November 2012  
Final report accepted by the UNDP Resident Representative on 30 June 2013  
Management Response finalised in September 2013  
Atlas Award and Project ID under MUS10, Budget department B0371: 00045017 / 00053109

## PROJECT SUMMARY TABLE

Project Title:	Mainstreaming Prevention and Control Measures for Invasive Alien Species into Trade, Transport and Travel across the Production Landscape				
ProDoc Signature:	21-Dec-2007	Original Planned Closing Date (Operational):	31-Jan-13	Revised Closing Date:	01-Jun-2014
GEF Project ID:	1620	Finance	<i>at endorsement (Million US\$)</i>	<i>at mid-term (Million US\$)</i>	
UNDP Project ID:	3820	GEF financing:	\$2.0 (FSP) + \$0.1	Delivery by end 2012:	\$1.6
Country:	Seychelles	IA/E/A own:	\$0.0		\$0.0
Region:	Africa	Government:	\$2.4		\$17.6
Focal Area:	Biodiversity	Other:	\$2.6		\$0.5
FA Objectives, (OP/SP):	BD2 <sup>1</sup>	Total co-financing:	\$5.0		\$18.1
Executing Agency:		Total Project Cost:	\$7.0		\$20.1

## KEY ISSUES

Key issues (concerning the Evaluation)	General Management Response
<p>The MTE has evaluated the project with respect to its 'Achievement of Outcomes' ("Overall Project Outcome Rating") as <i>marginally satisfactory MS</i>, raising several shortcomings that are analysed in detail, and the overall assessment of the prospects for sustainability as being <i>moderately unlikely MU</i>, i.e. with significant risks for ensuring the durability of results.</p>	<p>Management is addressing the matter by ensuring that before the end of 2014, the appropriate structure and legislative frameworks are in place to ensure sustainability.</p>
<p>A key weakness identified by the MTR is in the project 'logic' behind the strategy. The report indicates that PRODOC provides detail to explain the 'logic' in the framework and how outputs and outcomes work to address the key weaknesses identified at design. However, the MTR has found significant weaknesses in the objectively verifiable indicators (OVIs) within the project's logical framework. The MTR argues that the majority of indicators do not meet the required criteria of being</p>	<p>Management takes note of the observations. The Project logframe cannot be revised at</p>

<sup>1</sup> The project was developed under the earlier GEF III Strategic Objective BD-2: "Mainstreaming Biodiversity in Production Landscapes, Seascapes and Sectors", with secondary Strategic Objective: BD-4: "Generation, Dissemination, and Uptake of Good Practices for Addressing Current and Emerging Biodiversity Issues". Fits seamlessly in the new GEF-IV Strategic Priority 7: "Prevention, Control and Management of Invasive Alien species"



Key issues (concerning the Evaluation)	General Management Response
<p>'Specific, Measurable, Achievable, Relevant and Time Bound' (SMART). The MTR concludes that the indicator framework does not support effective monitoring and evaluation of the level of achievement of the project Objective and Outcomes, and assessment of sustainable impact.</p> <p>The MTR makes an important point on the fact that the MTR was originally scheduled for July 2010; the Mid Term Review was only commissioned in November 2012, approximately one month before the original intended end of project (EOP) date. The late scheduling of the MTR significantly limits its potential to guide adaptive management and to support achievement of intended Outcomes before the end of the project.</p> <p>The MTR has raised significant concerns over the potential impact of a number of key strategic documents developed under the project, and over the lack of progress towards intended MTR targets in a number of important areas. In order to achieve intended results it will be important for the project to amend existing strategic documents to establish an integrated, well coordinated, multi stakeholder framework for IAS management in the Seychelles. The project has made little progress towards establishing IAS management tools, monitoring systems, improved networking and awareness raising, these are all key areas for achieving intended project impact.</p> <p>The MTR indicates that the project should contribute to establishing a legislative and strategic framework that gives the Plant and Animal Health Section (PAHS) of the Seychelles Agriculture Agency (SAA) the core role, and sole legal mandate, in all aspects of Biosecurity / IAS management in the Seychelles. The MTE raised significant concerns over the potential impact of this 'institutional framework', arguing that PAHS is an agricultural support agency, a section of the Seychelles Agricultural Agency, and that it however it does not, and currently cannot, on its own provide an effective overall 'Biosecurity Service' for the Seychelles. Further concerns are raised on weaknesses in the Biosecurity Bill (e.g. on risk analysis, prioritisation systems and decision making frameworks) and the fact that project is falling short on developing an <i>"integrated, consolidated Biosecurity Service"</i> covering environmental, agricultural and border control expertise.</p> <p>A total of 17 recommendations were made in the MTR report part 8. The key ones are:</p> <ul style="list-style-type: none"> <li>- The need to strengthen project support for inter-agency coordination in national IAS management / biosecurity systems, and the need to amend a number of core outputs in line with this.</li> <li>- The need to ensure project outputs / outcomes align with the SSDS and support biodiversity conservation outcomes, and therefore also work towards</li> </ul>	<p>this stage. The project main indicators will be evaluated at the end of the project.</p> <p>Management takes note of the delayed MTR and this has been explained in the PIR under Adjustments. The late start of the project in 2009 as opposed to 2007 as was initially planned was the delayed approval of the financial clearance of the project by the GEF given this project was funded under the remains of GEF III allocations. With the extension of the closing date this will not have any significant impact on project implementation. The recommendations of the MTR will be taken on board between now and end of the project.</p> <p>Management has taken note of the recommendation and this is being addressed during the remainder of the project. The contract of the Biosecurity Advisor has been extended and terms of reference amended to ensure that this recommendation is clearly addressed. The remaining task of the Biosecurity Advisor is to complete the establishment of the IAS management tools and further awareness-raising activities at national level</p> <p>Management takes note of the recommendation and agrees with the first part of the recommendation which is to further develop the capacity of the PAHS at the Seychelles Agricultural Agency. However, management does not necessarily agree with the second part of the observation that PAHS is not the best institution to have the overall responsibility for biosecurity in Seychelles. Given the context of scarce human resource and the institutional setup, the PAHS is the best institution to drive the project and to ensure sustainability after the end of the project. Appropriate capacity development and strengthening of the institution will be maintained during the remainder of the project, with the Biosecurity Advisor working closely with the SAA and PAHS personnel.</p>



Key issues (concerning the Evaluation)		General Management Response
<p>UNDP / GEF strategic objectives.</p> <ul style="list-style-type: none"> <li>- The need to implement core outputs not yet achieved under Outcome 3 and Output 1.4.</li> </ul> <p>A summary of recommendations were made in Part 8 by the MTE, and recommendations have been considered as top priority recommendations, as listed in the diagram and others are specific recommendations targeting the project team and other partners and stakeholders of the Biosecurity project. These recommendations were aimed at supporting the effective implementation of the project in its final phase.</p>		<p>Management has taken note of all recommendations and while some have been addressed, others are still ongoing. All recommendations will be addressed during the remainder of the project implementation up to end December 2014. Management will undertake a review during the last quarter of 2013 to ensure all recommendations not yet addressed are factored into the final year workplan of 2014. Below is the management response for the specific recommendations with the key actions as well as target dates for undertaking actions.</p>

Elements evaluated	Rating
Project Concept and Design	Satisfactory
Implementation approach	Satisfactory
Monitoring and Evaluation	
M&E Plan Design	Moderately Unsatisfactory
M&E Implementation	Moderately Satisfactory
Achievement of Outcomes	Moderately Satisfactory
Outcome 1	
Relevance	Moderately Satisfactory
Effectiveness	Moderately Satisfactory
Efficiency	Moderately Satisfactory
Outcome 2	
Relevance	Moderately Satisfactory
Effectiveness	Moderately Satisfactory
Efficiency	Moderately Satisfactory
Outcome 3	
Relevance	Moderately Satisfactory
Effectiveness	Moderately Satisfactory
Efficiency	Moderately Unsatisfactory
Overall assessment of the prospects for sustainability	Moderately Unlikely
Financial sustainability	Moderately Unlikely
Socio-political	Moderately Likely



## Tracking

Institutional	Moderately Unlikely
Environmental	Moderately Unlikely

Key Recommendations	Response	Key actions	Timeframe	Responsible unit(s)	Status	Comments
<b>1. Request a no-cost 18 month project extension</b>	The Request for Extension has already been completed and granted. No further action	UNDP has already prepared the Request for no-cost extension and this has been granted for extension till June 2014	March 2013	Project Manager: Programme Coordination Unit UNDP CO GEF RTA	Completed	Action completed.
<b>2. Amend the OVIs in the project's logical framework to establish an effective monitoring plan:</b>  Indicators must be 'specific, measurable, achievable, relevant and time bound' SMART. It is important that the revised indicators capture and reflect key areas of intended project impact as specified in the project document under the descriptive of the Objective and three Outcomes as outlined in the 'normative solution' and 'alternative strategy'. In revising OVIs the project team should be careful not to devise indicators that are easy to achieve but do not reflect intended project results. The risks and assumptions of the logical framework should also be reviewed and revised if necessary.	The work plan prepared for 2013 and 2014 has captured the essence of the monitoring required for the remainder of the project. The OVIs however will not be amended at this stage, but the workplan will ensure that the targets set in the original logframe are met at the end of the project. The new workplan for the new PM as well as for the extension of the Biosecurity Advisor has taken into account the MTR recommendations.	Revise workplan for 2013 and 2014 to integrate recommendations of the MTR. Update the Risk Log in ATLAS for 2013/14	April 2013	Project Manager Biosecurity Advisor	Completed	New workplan completed for 2013 and 2014 and approved. New Risk Log prepared and updated in ATLAS as well as management responses.
<b>3. Strengthen project level systems for recording and monitoring project expenditure, including for co-financing contributions.</b>	Noted. The PCU will ensure that co-financing is captured on a yearly basis from co-financiers and reflected in the PIRs and the Evaluation Reports. The SC meeting will request for update on co Financing at least once a year before the preparation of the PIRs.. To be noted	Co-financing will feature as an item on the SC meetings. Yearly returns from project co-financiers will be requested by the PM and report prepared for the Project SC and for the annual PIR on co-financing expenditure.	September 2013	Project Manager Programme Coordination Unit	Ongoing	This is an ongoing process which will be completed when project ends.
<b>3a: Establish a monitoring system to accurately record co-financing and ensure that project management and project partners have a clear understanding of co-financing</b>						

## Summary of Key Actions

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<p><i>3b: Examination by UNDP, with the project team and PCU, of the apparent 70% overspend on project management.</i></p>	<p>all project co-financier are fully aware of the concept and no further explanation is required.</p> <p>Noted. The Management does not agree with the observation as all data and records are provided to the PCU as well as to the auditors during the NIM audits. This project has been audited twice already during its lifetime. The issue of recording against the wrong account code has been noted as it was highlighted in previous audit reports, which explains the obsestration of over expenditure on project management budgets. Management will undertake necessary actions to ensure proper recording on budget lines are maintained.</p>	<p>The follow up action plan of the last audit has already taken care of this observation. The 2013 and 2014 workplan has correctly budgeted the cost of the Biosecurity Advisor across the outcomes instead of under Project Management Cost as was previously the case with the Financial Reporting from the Project Coordination Unit.</p>	May 2013	Project Manager Programme Coordination Unit	Completed	New work plan has already taken care of this recommendation.
<p><b>4. Examine potential options to support an ex-post evaluation 2-3 years after EOP.</b></p> <p>Information from an ex-post evaluation would help to guide future GEF projects, which may be of interest to GEF given the significance of IAS management for biodiversity on small islands, and would provide important evaluative feedback for the Seychelles on the effectiveness of their IAS management</p>	<p>Management takes note of the recommendations. If funds available this can be undertaken as GEF project provides only for terminal evaluation and not ex-post evaluation</p>	<p>No further action required at this stage from project management.</p>	N/A	GEF	N/A	This can only be acted upon if GEF decides on ex-post evaluation for projects



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systems.						
<b>5. Align Project support with the Seychelles Sustainable Development Strategy (SSDS)</b>	The project objectives are in line with SSDS but needs to pay attention to the recommendations and ensure a coordinated approach for prevention and control of IAS. The necessary institutional and legislative frameworks being developed under the project will all be aligned to the objective of the SSDS.	Strengthen Biosecurity Strategy Improve M & E framework Develop Emergency and Rapid Response Protocols by end of Project. The revision of the Biosecurity Bill can only take place after it is reviewed by the Attorney General's Office and Cabinet of Ministers.	June 2014	Project Management Unit Ministry of Environment Biosecurity Advisor PCU	Ongoing	This is ongoing and will only be assessed at end of project.
<b>6. Revise and amend the Biosecurity Strategy and Develop a monitoring and evaluation framework/plan for the Biosecurity Policy and revised national Biosecurity / IAS Management Strategy and .Support implementation of the revised Strategy</b>	Noted. The remainder of the project is addressing this recommendation for the revision of the Strategy as well as establishment of the appropriate M & E Framework.	The project will define the institutional and management framework for the agencies involved in IAS and how the Biosecurity Strategy will be implemented. The appropriate M & E Framework is being developed.	June 2014	Biosecurity Advisor Project Manager PCU	Ongoing	
<b>7. Develop and implement a communication and awareness raising plan as outlined under Output 1.4 and under Objective 5, action 5c in the Biodiversity Strategy.</b>	The project focussed more on building awareness rather than on a communication plan however this recommendation has been taken on board and targeted awareness campaigns will be created as part of the overall awareness programme for all GEF projects	A short film that will be featured on local channels as well as on board flights Banners, leaflets and Website to be used to disseminate information. The PCU has recruited a Communications Officer since January December 2012 and awareness of all projects is being undertaken by the Com	Dec 2013	Communication Officer/Biosecurity Advisor Project Manager UNDP	Ongoing	The awareness and communications plan will be developed by the new PM and the CO.



Key Recommendations	Response	Key actions	Timeframe	Responsible unit(s)	Status	Comments
8. Develop Emergency / Rapid Response Plan and Protocols to guide inter-agency co-ordination in the case of an IAS incursion.	Noted. This recommendations has been addressed at Rec #5 above	Officer. The project will work on specific awareness and educational programme to be implemented till the end of the project. Actions outlined at #5 above	Same as #5 above	Same as #5 above	See #5 above	No comments
9. Revive the National IAS Management Committee which operated in the Seychelles prior to project start-up.  The Biosecurity Committee as currently established in the draft biosecurity legislation would then function as a specialised sub-committee of the overall IAS Management Committee, advising specifically on border control aspects of IAS management.	Noted. The PS of MENR is now the Chair of the National Biosecurity Committee with the PS of MEE and the Commissioner of Public Health are also on the committee. NBC was established in June 2010. The appropriate sub-committee will be established.	TOR of the National Alien Invasive Species Committee (NIASC) has been revised and it will be revived as a sub-committee of the NBC. Revised TOR was presented at the last SC held in August 2013.	TOR of the NIASC will be presented at the next NBC meeting for approval. This subcommittees will be established by end of 2013 (Dec 2013)	MEE Project Manager Biosecurity Advisor	Ongoing for the subcommittee	No Comments
10. Amend the draft Biosecurity Bill and ensure that Seychelles IAS management / Biosecurity legislation supports inter-agency collaboration in IAS management and positive biodiversity conservation outcomes, in line with the SSDS and intended Project results.	Management has taken note of the detailed recommendations. Overall this is a repeat of recommendation #6	No further action. Addressed at #6 above	See #6 above	See # 6 above	See # 6 above	See # 6 above
11. Continue to strengthen the capacity of border control staff within PAHS.  Quarantine staff expressed the need for more support in IAS identification (such as ID sheets / booklet/ access to pestnet at the airport and port) and a 'quarantine kit' to enable them to safely remove and transport samples to the research station at PAHS.	Management takes note of the recommendation and will ensure additional training is carried out by the Biosecurity Advisor up to the end of the project to build capacity of the PAHS. Appropriate booklet and guide will	The PM and the Biosecurity Advisor to prepare a Training Plan for PAHS and SAA for up to end of the project. Training will be organized at regular intervals both formal training and on-site training.	Dec 2013	Project Manager Biosecurity Advisor PCU	Ongoing	Training must be budgeted in the workplan and training plan completed before end of 2013.ts

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Further project support to PAHS for the identification and safe removal of IAS species from imports / passengers would help to increase the agency's effectiveness in core international border control/ quarantine work.	be further updated and use during the training.	All training materials developed will be part of the project and will be used as future reference by the PAHS and staff of the Biosecurity Agency.				
12. Support / encourage PAHS to populate the IAS database with data from the IAS baseline report and from their own records and provide access to the database for all IAS management agencies through an online password access system.	Recommendation noted and will be implemented during remainder of the project	PM will ensure that PAHS database is updated and maintained.	Dec 2013	Project Manager PCU Biosecurity Advisor	Pending	This will be undertaken during last quarter of 2013.
13. Ensure border control mechanisms incorporate effective assessment of IAS risks to Seychelles environment / biodiversity	Recommendations noted and will be implemented as part of the remainder of the project.	Border Control mechanisms will incorporate the risk of IAS to Seychelles. Rating of risk will be provided to the border control agents. The functioning of the Biosecurity Service will be implemented even if not formal structure or institution will be established. The function of the service will be distributed among existing agencies with appropriate protocols and guidelines and processes established and well defined to ensure functioning inter-agency coordination	June 2014	Project Manager PCU Biosecurity Advisor	Ongoing	
14. Assess the risk of entry of IAS from the Seychelles garbage disposal system and provide recommendations on ways to reduce this risk	Noted. Will be part of the ongoing activities of the project up to EOP.	The BA and the PCU will discuss the matter with the SAA and the PAHS and appropriate measures will be	Dec 2013	PM Biosecurity Advisor SAA/PAHS PCU	pending	



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The MTR recommends that the project should support the Seychelles to assess this risk and to identify possible mechanisms to reduce the risk of entry of IAS to the Seychelles from the garbage disposal system (including inclusion within monitoring and rapid response systems)		implemented on site.				
<b>15. Establish a multi-stakeholder IAS monitoring network to implement the monitoring and evaluation framework established under 6.</b>	Recommendation noted and addressed under 6 above	Project Manager and Biosecurity Advisor will establish the appropriate structure as part of the broader institutional framework.				
<b>16. Establish a National IAS Knowledge and Learning Network as specified under Output 3.2.</b>	Recommendation Noted.	Project Manager and Biosecurity Advisor will raise this issue with the National Biosecurity Committee in Q3 or early Q4 2013. The National IAS Committee (a sub-committee of the NBC) will be tasked to establish this network, supported by the project.	Dec 2013	PM, Biosecurity Advisor, National IAS Committee	Initiated	A framework for an IAS knowledge and learning network will be established in Q4 2013.
During the MTR stakeholders stressed the need for Seychelles to strengthen coordination and networking mechanisms between agencies and organisations. Establishment of a national IAS Knowledge and Learning Network should support implementation of the integrated management strategy for Biosecurity / IAS Management as outlined under Recommendation 6.						
It is recommended that the project focuses work on establishing a national network, and that where ever possible this national network is supported to link in to relevant regional and international networks. The EOP target should be amended to reflect this.						
<b>17. Support further sensitisation and awareness raising. This was identified in project design as a key area to be supported under both Outcome 3 and</b>	Noted. Awareness has been captured under Recc # 7 above	See # 7 above				



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<p><b>output 1.4.</b></p> <p>In discussions with key stakeholders, the MTR has identified a number of opportunities for sensitisation and awareness raising support including:</p> <ul style="list-style-type: none"> <li>Development of a concise and clear briefing note for the Ministry of Finance, drawing on the 'Economic Valuation of the Influence of LAS on the National Economy' completed under Outcome 1.</li> <li>Development of public awareness raising material for the general public in the Seychelles.</li> <li>The project should also support awareness raising and communication mechanisms that are already established in the Seychelles.</li> </ul>						
<b>Sustainability</b>						
<b>Need for project extension</b>						
<p>The MTR was conducted two months prior to the initially planned EOP date. Several key outputs had yet to be achieved mainly the Attorney General's office vetting the Biosecurity Bill to enable the regulatory framework for policies to be implemented. This extension of the project would thereby justify ensuring that outputs have been achieved and also that the project will be sustainable for the foreseeable future</p>						

Approved by Mr Simon Springett, UNDP Resident Representative

Signature



Date

23/09/2013