
Terminal Evaluation of the UN Environment Project “Global Project on the Updating of National Implementation Plans for Persistent Organic Pollutants”

VOLUME II

SUPPLEMENTARY MATERIAL TO MAIN EVALUATION REPORT

**COUNTRY STUDIES: Afghanistan, Argentina, Cameroun, Croatia, The Gambia,
Kyrgyz Republic, Samoa Islands, Solomon Islands**



April 2019



Evaluation Office of UN Environment

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Global Project on the Updating of National Implementation Plans for POPs
GEF IDs 5307 and 5525 (add-on to umbrella FSP project)
04/19
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ACKNOWLEDGEMENTS

This report, Volume II of the Terminal Evaluation was prepared for the Evaluation Office of UN Environment by Cristóbal Vignal, as the Lead Consultant, with substantive contributions from Suman Lederer, Katim S Touray and Petr Sharov. The report benefits from a peer review conducted within Evaluation Office of UN Environment.

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1 Context

1. The Terminal Evaluation, composed of a main Evaluation Report and two Volumes of Supplementary Material was undertaken at completion of the full-size and medium size GEF “Global Project on the Updating of National Implementation Plans for POPs”. In essence this evaluation covers two identically named GEF-funded and UN Environment-implemented projects: one Full-Sized umbrella project (FSP 5307) and one Mid-sized add-on to the umbrella project (MSP 5525), under which specific country-level enabling activity projects have been/are being implemented.
2. The aim of the evaluation was to assess project performance (in terms of relevance, effectiveness and efficiency), and, to determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability.
3. The evaluation had two primary purposes:
 - a. to provide evidence of results to meet accountability requirements, and
 - b. to promote operational improvement, learning and knowledge sharing through results and lessons learned among UN Environment, and regional and national partners; identifying lessons of operational relevance for future project formulation and implementation.

2 Introduction to this Volume II of Supplementary Material

2.1 Report Approach

4. This Volume contains the final Country Status Reports which support the findings of the Terminal Evaluation. Status reports were prepared for 24 countries (this Volume), and Country Studies (Volume II) for an additional 8, for a total of 32 countries¹. The Country Status Reports were developed based on a desk review of project related documentation and provide a succinct snapshot of progress-to-date. Key findings from the Country Status Reports are integrated as relevant/appropriate in the overarching findings reported in the main Evaluation Report (Volume I), along with findings from the more in-depth Country Studies, which benefited from field visits².
5. Country Studies have been produced for the selected project countries to assess individual country level project performance. Status Reports (as well as the Country Desk Study for Afghanistan) were necessary to cover all of the involved countries as it was not possible for the Evaluation Team to conduct field missions to all of them.

Table 1: Countries covered by Country Studies (highlighted in blue)

Africa	Asia +	Central and Eastern Europe (CEE)	Latin America and the Caribbean (LAC)	Pacific
Benin	Afghanistan – Country Desk Study	Albania	Argentina – Country Study	Solomon Islands – Country Study

¹ Selection of countries was finalized during the inception phase of the evaluation

² With the exception of Afghanistan which was desk based

Africa	Asia +	Central and Eastern Europe (CEE)	Latin America and the Caribbean (LAC)	Pacific
Burundi	Lebanon	Croatia – Country Study	Chile	Palau
Cameroon – Country Study	Kyrgyz Republic – Country Study	Georgia	Paraguay	Papua New Guinea
Ghana	Pakistan	Montenegro	Uruguay	Kiribati
Madagascar				Samoa – Country Study
Malawi				Tuvalu
Sierra Leone				Cook Islands
Djibouti				Marshall Islands
Egypt				Nauru
Gambia – Country Study				Tonga

2.2 Methodology, Information Sources and Strategies Used

- Country Studies were developed based on a desk review of available information provided by UN Environment. To achieve the objectives of the Terminal Evaluation a combination of methods was used and a participatory approach that involved stakeholders was applied throughout the process. Both quantitative and qualitative evaluation methods were used as appropriate to determine project achievements against the expected outputs, outcomes and impacts.
- Data were collected for the evaluated countries from available sources including UN Environment and the Executing Agency partners. Other sources such as the internet and/or available publications were also considered valuable sources. This was complemented as/when required (in particular for the Studies) by questionnaires, targeted to decision makers and/or stakeholders. Interviews were conducted with UN Environment staff, national Focal Points, project partners, stakeholders and beneficiaries, including vulnerable groups and others the Evaluation Team considered as appropriate to ensure the accuracy and completeness of the findings. The evaluation team relied on the Focal Points and support they provided to identify the interviewees in the countries that were selected for the visits.

2.3 Country Studies and Reconstructed Theory of Change at Evaluation

- The project was designed in 2012, before the principles of the Theory of Change were incorporated in UN Environment's project design process, and for the purposes of the Terminal Evaluation, a Theory of Change was developed during the Inception Phase and revised, based on additional data collection, to form a Reconstructed ToC at Evaluation, used to inform the assessment of project performance. This ToC is discussed in detail in the main Evaluation Report and efforts were made to avoid repetitions in the two volumes of Supplementary Material.
- However whenever country specific contexts required this, in particular when drivers and assumptions varied, the logic of the Enabling Activity was explained within each country section.

2.4 Limitations

- The main limitation encountered by the Evaluation Team relates to availability of information, both in the form of Final Reports, and as regards financial closure. This was in particular challenging given that a number of countries received no-cost extensions and at time of the evaluation had not

completed implementation and/or delivery of all results and reports. These limitations were mitigated by requesting information either directly from the countries (not always successfully) and/or from UN Environment.

11. Four of the countries included in the original project design were not covered in this evaluation for different reasons: Malaysia is now an OECD country (this was not the case at time of drafting of the project), and Equatorial Guinea further to a lack of responses regarding agreement to proceed with implementation. These were cancelled in the early stages of project mobilisation. Activities in Libya and Yemen were suspended in 2018 due to lack of progress and/or response from the countries.

3 Objectives and Components of the Project

12. The logical frameworks of both umbrella projects (GEF ID 5307 and 5525) contemplate delivery of 5 outcomes, in addition to an overarching global which aims to provide technical expertise and tools to facilitate the process of updating the NIPs, and information exchange. This global component, i.e. *Support to share information and evaluate NIPs updating worldwide* has been renamed Component G by this evaluation - for the sake of clarity - from the originally referenced Component 1 (Annex C of Project Document).

13. The 5 components as well as their expected outputs and eventual outcomes are as follows³:

Component G: Support to share information and evaluate NIPs updating worldwide

Expected outcome: Enhanced communication and sharing information to enable Parties to compare and harmonize data and identify lessons learned and good practices

Expected outputs:

- Development of a regional position on POPs on the basis of updated NIPs
- Development of an information exchange (discussion forums, expert sessions, webinars, etc.) using existing platforms
- Incorporate inventory data into the SSC clearinghouse
- Develop a database of experts on POPs management
- Identify and disseminate lessons learned
- Training on project coordination and access to lessons learned and good practices from previous projects.

14. In addition to this overarching global component, the following and common main components of umbrella project 5307 and add-on project 5525 are:

Component 1: Initiation of the process of reviewing and updating NIPs

Expected outcome: Institutional strengthening through national coordination

Expected outputs:

- Key stakeholders and their roles identified and agreed
- Initial assessment of institutional needs and strengths
- Coordination mechanism for POPs management in place

Component 2: Assessment of national infrastructure and capacity for the management of all POPs, development of the New POPs inventories and updating for the initial POPs inventories and monitor effects of POPs in humans and the environment.

³ Project Document

Expected outcomes: Comprehensive information on current POPs control measures, management practices, use and impacts, provides the basis for identifying POPs issues of concern and planning sound actions to address them.

Expected outputs:

- Comprehensive overview of national infrastructure and regulatory framework to manage POPs available
- Quantitative and qualitative inventories covering all 22 POPs available: including updated inventories for POPs covered in initial NIP and first inventories for newly-listed POPs
- Overview of POPs impacts to human health and the environment available

Component 3: Development of Actions Plans for New POPs and updating of Action Plans for initial POPs including gaps analysis

Expected outcome: Sound and cost-effective actions to address POPs issues of concern are facilitated by the availability of well-prepared and costed action plans.

Expected outputs:

- Action Plans for all POPs updated and validated
- Comprehensive overview of POPs management gaps and practices available

Component 4: Formulation of revised and updated NIP with its associated Action Plans for all 22 POPs

Expected outcome: Improved understanding of all POPs for cost-effective actions to address priority POPs issues allows the country [each country] to develop rational and coherent strategies to reduce POPs risks in the country and to meet the obligations of the SC.

Expected outputs:

- Revised National objectives and priorities for POPs including new POPs
- Draft NIP updated available to all stakeholders

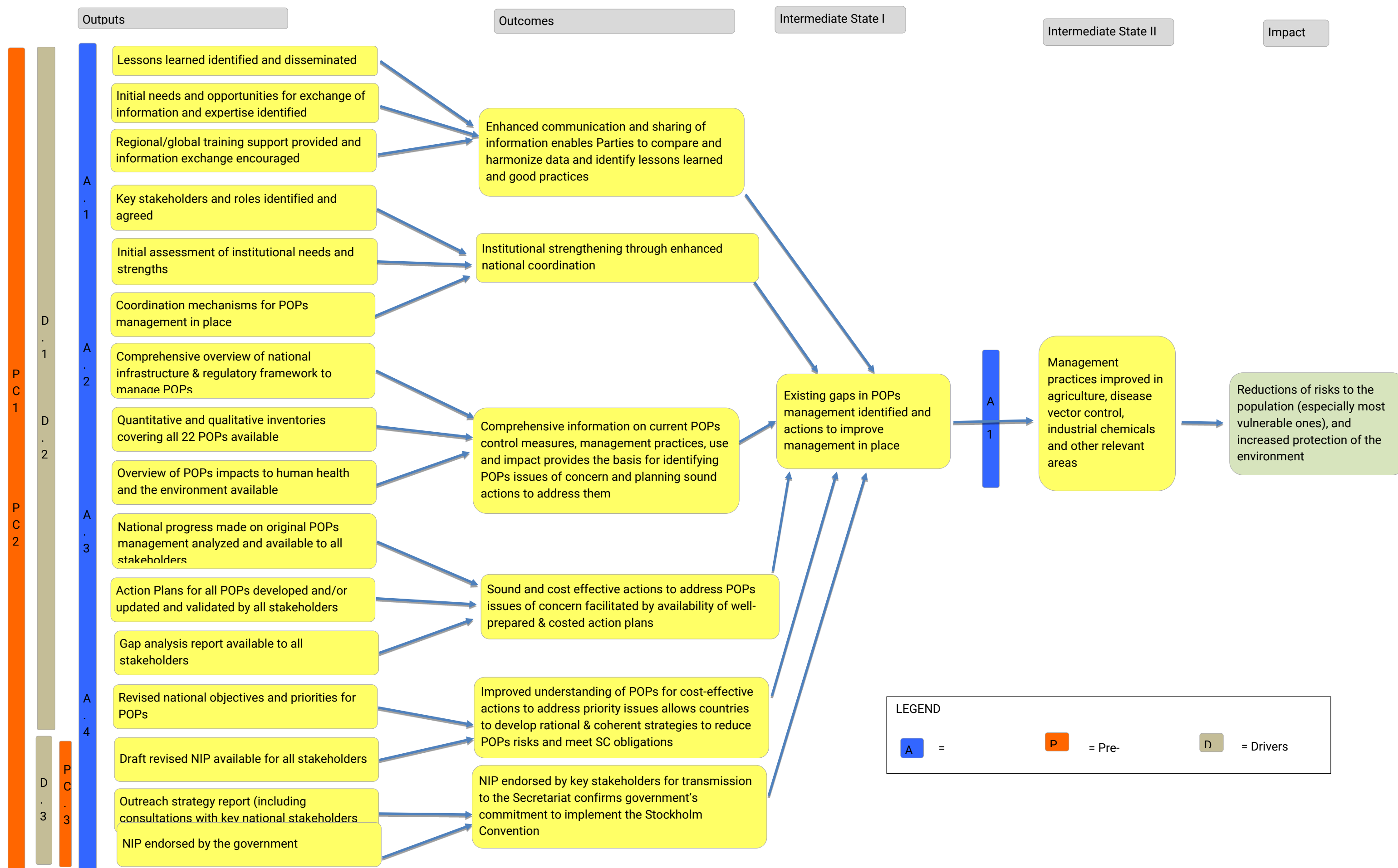
Component 5: Endorsement of NIP

Expected outcome: NIP endorsed by key stakeholders for transmission to the Secretariat confirms government's commitment to implement SC at all levels.

Expected outputs:

- NIP outreach strategy report includes consultations with key national stakeholders
- NIP endorsed by the Government

Figure 1 Theory of Change at Evaluation



COUNTRY CASE STUDIES

4 AFGHANISTAN (ISLAMIC REPUBLIC OF)

4.1 Project Identification Table

Table 2: Project Identification Table

GEF Project ID:	5307		
Implementing Agency:	UN Environment	Executing Agency:	Ministry of the Environment – National Environment Protection Agency (NEPA)
Sub-programme:	Chemicals and Waste	Expected Accomplishment(s):	Countries, including major groups and stakeholders, increasingly use the scientific and technical knowledge and tools needed to implement sound chemicals management and the related multilateral environmental agreements
UN Environment approval date:	5 March 2013	Programme of Work Output(s):	Methodologies to monitor and evaluate impact of actions addressing chemicals releases to support sound management of harmful substances and MEA implemented at the national level
GEF approval date:	20 August 2013	Project type:	Full Size Project (umbrella)
GEF Operational Programme #:	CHEM-4 POPs	Focal Area(s):	Persistent Organic Pollutants
		GEF Strategic Priority:	
Expected start date:	July 2014	Actual start date:	Jan 2015
Planned completion date:	Dec 2016	Actual completion date:	Dec 2017
Planned project budget at approval:	US \$ 456,621	Actual total expenditures reported as of [date]:	US \$
GEF grant allocation:	US \$ 456,621	GEF grant expenditures reported as of [date]:	US \$
Project Preparation Grant - GEF financing:	-	Project Preparation Grant - co-financing:	
Expected Medium-Size Project/Full-Size Project co-financing:	In-kind US \$ 20,000	Secured Medium-Size Project/Full-Size Project co-financing:	US \$ US \$

	Cash US \$ 50,000		
First disbursement:	US \$	Date of financial closure:	
No. of revisions:		Date of last revision:	
No. of Steering Committee meetings:		Date of last/next Steering Committee meeting:	
Mid-term Review/ Evaluation (planned date):	Not a requirement for GEF Enabling activities	Mid-term Review/ Evaluation (actual date):	N/A
Terminal Evaluation (planned date):		Terminal Evaluation (actual date):	April 2019
Coverage - Country(ies):	Afghanistan	Coverage - Region(s):	Whole country
Dates of previous project phases:		Status of future project phases:	

4.2 Context

15. The Islamic Republic of Afghanistan is a landlocked mountainous country with plains to the North and Southwest. It is the world's 42nd largest country (over 652,000 km²). It borders Pakistan in the south and east; Iran in the west; Turkmenistan, Uzbekistan, and Tajikistan in the north; and China in the far east. Population was estimated at close to 35 million (est. 2018), with approximately half women and half men.
16. Afghanistan's GDP is around \$64 billion with an exchange rate of \$18.4 billion, and its GDP per capita is \$2,000. Despite having \$1 trillion or more in mineral deposits, it remains one of the least developed countries (ranked as the 15th LDC). The country imports over \$6 billion worth of goods but exports only \$658 million, mainly fruits and nuts.
17. Agricultural production is the backbone of the economy and agriculture the primary mode of subsistence, engaging around 78% of the population, and accounting for less than 23% of the GDP. The country is known for producing fresh and dry fruits; it is also known as the world's largest producer of opium. Although the nation's current account deficit is mostly financed with donor money, only a small portion is provided directly to the government budget; the rest is provided to non-budgetary expenditure and donor-designated projects through the United Nations system and NGOs.
18. Afghanistan has made significant efforts to control and reduce the stock of POPs and its Constitution gives a high priority to environmental protection through the powers that it vests in the National Environmental Protection Agency (NEPA). Environmental protection legislation takes precedence over any other and NEPA has overarching authority in environmental matters over other ministries and government agencies. The Environment Law gives NEPA powers to prevent activities liable to damage the environment. In line with its commitment to environmental protection, Afghanistan has acceded to a number of Multilateral Environmental Agreements (MEAs).
19. Afghanistan ratified the Stockholm Convention in 2013, which entered into force in June 2013. Since then the country has also adopted amendments to Annex A, B and C of the Convention (2013, 2016 and 2018), and signed and ratified other sub-regional and international accords and agreements on the sound management of chemicals. The first NIP was prepared in 2017.
20. Against this background, the NIP updating project was aimed at helping Afghanistan comply with its obligations under Article 7 of the Stockholm Convention, and build national capacity to update the NIP, all with a view to protect human health and the environment from the risks posed by the unsound use, release and management of POPs.

4.3 Project Implementation Structure, Partners Stakeholders

21. The National Environmental Protection Agency (NEPA) acted as Executing Partner, in close collaboration with UN Environment. A secretariat for the NIP Steering Committee was set up in the premises of the NEPA in Kabul. UN Environment used its main office in Kabul to provide technical, operational and administrative support.
22. Partners on the project steering committee initially included the Afghanistan National Standard Authority, the Ministry of Commerce and Industry and the Ministry of Agriculture, Irrigation and Livestock. Additional steering and technical members joined in 2015 in order to oversee links to trade and industry issues, including new industrial parks. The full Steering Committee included 10 ministries and agencies:
 - The National Environmental Protection Agency (NEPA) as the leading agency
 - The Ministry of Foreign Affairs

- The Ministry of Rural Development (MRRD)
- The Kabul University (KU) in particular Faculty of Science, Environment and Agriculture
- The Ministry of Finance (Custom Department) and,
- The Ministry of Public Health (MoPH), responsible for communication between Afghanistan and the Secretariat of the Convention and other Parties

23. The Ministry of Finance (Customs Department) is responsible for providing customs clearance and code numbering of all chemicals traded in and out of Afghanistan. It is also responsible for national budget allocations to Environment and reaffirmed its commitment to the project, in a series of meetings and email correspondence, as well as in preparation of a report with UNEP on the role of the Customs Department. The World Customs Organization ASYCUDA project, whose aim is to digitize and streamline import and export data worldwide, provided a valuable resource to the project, in particular, in terms of provision of verifiable, and authoritative data on movements of the 22 key POPs.
24. The project paid at least some attention to gender issues, with women participating in various activities and meetings of the project. The Steering Committee Meeting held in September 2015 for example indicates that 3 women and 16 men participated.

Table 3: Role of various stakeholders in the implementation of NIP Updating Project

STAKEHOLDER	Level of Interest	Level of Influence	ROLE
National Environment Protection Agency	H	H	To coordinate the implementation of the NIP update project, of which it is the national Executing Agency.
Ministry of Agriculture	H	M	Address concerns regarding POPs pesticides, and coordinate closely with the NEPA
Ministry of Trade and Industry	M	M	Address issues related to the fabrication/use/disposal of items possibly contaminated with POPs, in collaboration with the NEPA
Civil Society/NGOs	M	L	Disseminate information on POPs related risks to the population
Ministry of Finance (Customs Department)	H	H	Responsible for national budget allocations; Customs Department Monitors the imports and entry of POPs through entry points
National Standards Authority	M	M	Sets, validates and monitors
Ministry of Health	H	M	Regulate and monitor the importation and use of insecticides for vector control

1.

Project Financing

Table 4: Expenditure by Component/Sub-component

Component/sub-component/output <i>All figures as USD</i>	Estimated cost at design	Actual Cost/ expenditure	Expenditure ratio (actual/ planned)
Initiation of the process of reviewing and updating national implementation plans	0		
National Consultants	10,000		
Administrative support	0		
Travel	8,000		
Identify and hire project team (sub-contract UNOPS)	0		
Organization of a National Inception Workshop to raise awareness and to define the scope and objective of the NIP updating process	10,000		
Assessment of the national infrastructure and capacity for the management of all POPs and development/update of inventories	0		
National Consultants	34,000		
International Consultant	23,000		
Travel	4,000		
National Workshop	20,000		
Assess regulatory and institutional framework for POPs management and prepare report	0		
Conduct inventory on new POPs and update existing inventories on the twelve initial POPs and prepare reports	0		
Assess impacts of POPs to human health and the environment and prepare report	0		
Development of Action Plans for New POPs and updating of Action Plans for initial POPs including gaps analysis (National Workshop on POPs training)	0		
National Consultants	12,500		
International Consultants	13,000		
Travel	4,000		
National Coordination Meeting	12,000		
Conduct a comprehensive review of the existing National Action Plans on POPs	0		
Develop, update and validate action plans on POPs	0		
Prepare gaps analysis and proposals to address them	0		
Formulation of revised and updated National Implementation Plan with its associated Action	0		

Component/sub-component/output <i>All figures as USD</i>	Estimated cost at design	Actual Cost/ expenditure	Expenditure ratio (actual/ planned)
Plans for all 23 POPs (Final workshop for NIP endorsement)			
National Consultants	12,500		
Travel	8,000		
National Workshop	13,000		
National Coordination Meeting	12,000		
Finalization of reports and dissemination strategy	10,000		
Organize a stakeholder's review the National Objectives and Priorities of the NIP	0		
Develop draft National Implementation Plan and include reviewed Action Plans for all POPs for stakeholder thematic review	0		
Endorsement of National Implementation Plan(Finalization of Report and Dissemination strategy)	0		
National Consultants	7,000		
Travel	6,000		
NIP outreach strategy developed and implemented to promote the NIP work and gain stakeholder support	0		
Organization of a final workshop to gain support for the NIP update and to endorse it	14,000		
Security (armed police at UN site and strengthening of project safe room at NEPA)	14,000		
Project Management (Administrative support)	20,000		
Communications	15,000		
Operating costs (expendable and non-expendable equipment)	14,315		
Fuel and maintenance of vehicles	17,000		
Project Management (Subcontracts to UNOPS for National Project Coordinator and Technical Officer)	69,000		
Project Management (Terminal evaluation)	30,000		
Monitoring and Evaluation Plan (final audit)	10,000		
TOTAL National Project budget	422,315		

2.

Table 5: Co-financing Table

Co-financing (Type/ Source)	UN Environment own Financing (US\$1,000)		Government (US\$1,000)		Other ⁴ (US\$1,000)		Total (US\$1,000)		Total Disbursed (US\$1,000)
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	
Grants									
Loans									
Credits									
Equity investments									
In-kind support			20						
Other (cash)			50						
Totals			70						

Comments: The Co-financing from the Executing Agency was in the form of providing office space for the project personnel, printing of project documents and provision of vehicles for field trekking to collect data during the conduct of the inventories.

4.4 Reconstructed Theory of Change at Evaluation

25. A Theory of Change (ToC) was not required when the ProDoc for the NIP Updating project was developed, and for this reason, it did not include a ToC. Nevertheless, a ToC was developed by the Evaluation Team for the *Global Project on the Updating of National Implementation Plans (NIP) for POPs* project, to understand the concept behind the project, and provide an analytical tool to assess the project. The ToC is based on the analysis of UN Environment NIP for POPs project documents, and on discussions with UN Environment staff. This analysis is an adaptation of the ToC developed for the Global Project to Gambia, and is also based on the Logical Framework of Gambia's ProDoc.
26. The Reconstructed ToC aims to capture a complex reality in a simplified manner by identifying the fundamental logic and assumptions behind a concept. It uses the lessons learned, as well as information and data collected during the evaluation of the project in Gambia to verify the accuracy and validity of the ToC at design articulated in the Inception Report prepared by the Evaluation Team. In line with the ToC prepared by the Evaluation Team, this Reconstructed ToC considers a number of pre-conditions, assumptions, and main drivers.

Pre-Conditions

27. For purposes of the reconstructed ToC at design, Pre-Conditions (PCs) need to be in place before the start of the project. However, the reality might be different at the start of project implementation, and these PCs can be "in place," "partly in place," or "not in place" at the time of the terminal evaluation of the project. The re-constructed ToC at evaluation identified the following three PCs:
28. PC 1: Strong Government support and commitment at highest national level; timely and sufficient financial/human resources allocated by the Government(s) to the project (strong commitment of the relevant Government Ministry or Agency is required but is not a sufficient pre-condition);

⁴ This refers to contributions mobilized for the project from other multilateral agencies, bilateral development cooperation agencies, NGOs, the private sector and beneficiaries

29. The evaluation of the implementation of the project in Afghanistan found that this PC was met. In particular, the Government has demonstrated its strong commitment at the highest national level to the implementation of its obligations towards the Stockholm Convention, with for example environmental protection legislation taking precedence over all others.
30. The commitment of the government to the project was also demonstrated by the provision of office space and the participation of government ministries and agencies as well as representatives of civil society. Evidence indicates that PC 1 was in place at the start of the implementation of the project.
31. PC 2: Governments willing, and have the capacity to take leadership for approval of NIP
32. The evaluation showed that government demonstrated its willingness and capacity to take leadership for the approval of the NIP. First, the government mobilized resources and created various structures for the effective management of the project. The steering committee included 10 ministries and agencies, and evidence indicates that a highly participatory process was engaged during implementation of the project. This supports the conclusion that PC 2 was in place at the start of the implementation of the project.
33. PC 3: The public and private sectors are aware of, understand and are willing to support the government (ability to mobilize financial resources is required but is not a sufficient pre-condition)
34. The evaluation determined that the public and private sectors were aware of, understood, and were willing to support the government in the implementation of the project. Indeed, the preparation of the National Implementation Plan followed a consultative and participatory process that benefitted from valuable inputs from several stakeholders in government institutions and the private sector. The main content of the Plan was discussed in a series of national workshops engaging with and attended by a wide range of stakeholders. In addition, private sector entities supported and participated in the inventory of various POPs during the implementation of the project. Documentary evidence demonstrates that PC 3 was in place at the start of the implementation of the project.

Assumptions

35. The Reconstructed ToC is also based on a number of Assumptions which, if wrong, would render the theory partially or completely wrong. Four Assumptions, each underpinned by Underlying Assumptions (UAs), were made and based on the findings of the evaluation classified as “accurate” or “inaccurate,” “realized,” “not realized,” “in-place,” “not in place,” or “uncertain.”
36. A 1: Governments are committed to, and consider this intervention a national, and regional priority (reducing flux of POPs reduces global environmental and human exposure to risks);
37. The evaluation found that this Assumption was accurate in view of the fact that two of the three Underlying Assumptions underpinning it were valid. In particular, the government provided in-kind contributions (UA.1.), and supported the multi-stakeholder steering committee (UA.2.).
38. A 2: UN Environment has the capacity and resources at HQ and at country level to support delivery of the expected results
39. This Assumption was accurate because the evaluation demonstrated that UN Environment supported the project, and coordinated key activities at the regional level, and provided logistic and administrative support. Although the implementation of the project was delayed by the security situation in the country, the agency has continued to support the implementation of the project, agreeing to its extension to ensure completion.

40. A 3: National Executing Agencies (EAs) are capable of driving the project.
41. The evaluation found that this Assumption was accurate because it evidenced that the national executing agency (NEPA), demonstrated that it had the capacity to contract, manage and deliver the expected results (reducing risks to the population, especially the most vulnerable ones).
42. A 4: Context related assumptions: political continuity in countries involved
43. The evaluation determined that this Assumption was not in place in particular as the country is recovering from nearly four decades of conflict, which has damaged much of the country's infrastructure and weakened its institutions.

Main Drivers

44. The ToC at evaluation identified three Main Drivers of change, which are external conditions over which the project has some level of control, and can influence the achievement of the next level results.
45. D 1: Strategy is convincing to countries
46. The evaluation found that the Project was able to mobilize a solid group of stakeholders to develop the NIP, increase awareness about POPs, and strengthen the national capacity to manage them. In addition the government mobilized resources in support of this project and affirmed its commitment in a series of meetings and correspondences.
47. D 2: BRS Secretariat advocates the government to comply with obligations of the Stockholm Convention
48. The evaluation did not find any evidence that the BRS Secretariat advocated the government to comply with its obligations under the Stockholm Convention.
49. D 3: Pressure from non-government stakeholders (including Civil Society, media and public, etc.) to address Persistent Organic Pollutants (POPs)
50. The evaluation evidenced that non-governmental stakeholders were actively involved and worked with the government to address POPs.

Outputs, Outcomes, Intermediate States, and Impact

51. The project had five Components: i) the initiation of the process of reviewing and updating the NIP, ii) an assessment of national infrastructure and capacity and developing POPs inventories, iii) development of Action Plans for the elimination of POPs, iv) formulation of an updated NIP, and v) endorsement of the NIP.
52. A number of activities were implemented under each Component to produce Outputs which were in turn, according to the reconstructed ToC, to lead to Outcomes for each Component. The Outcomes were to contribute to progress toward Intermediate State I (existing gaps in POPs management identified and actions to improve management in place). Given Assumption A.1. (governments are committed and consider this intervention a national, and regional priority) of the reconstructed ToC at evaluation is valid, progress will be made to Intermediate State II (management practices improved in agriculture, disease vector control, industrial chemicals and other relevant areas) which will then lead to the project having an impact, i.e. there would be reductions of risks to the population (especially most vulnerable ones), and increased protection of the environment from the effects of POPs.

4.5 Country Study Findings

Strategic Relevance

53. The project is clearly aligned with the UN mandate⁵, medium term strategy⁶ and thematic priorities (Chemicals and Waste). The Project is also clearly aligned with the Stockholm and Basel Conventions which have the common objective of protecting human health and the environment from hazardous wastes and chemicals. In this sense the NIP of a country, as a formal planning document, represents the firm commitment to these objectives.
54. The evaluation also found that the project was strategically relevant both at the level of national as well as regional priorities. This alignment to national priorities is in particular clearly evidenced in the Letter of Endorsement from the GEF Operational Focal point of the country which states that “the above project proposal is in accordance with my government’s national priorities and our commitment to the relevant global environmental conventions; and was discussed with relevant stakeholders, including the global environmental convention focal points”.
55. The evaluation also evidenced that the project contributed to the achievement of Afghanistan’s national priorities regarding the elimination and reduction of POPs, in particular as it supported the completion of the inventories for both the initial 12, and the new POPs; these actions in turn supported the development and prioritization of the strategic interventions in support of the Stockholm Convention implementation, as defined in the NIP.
56. The project was also aligned with target group and beneficiary needs and priorities and amongst others, raised awareness among the public and stakeholders on the dangers of POPs, as well as the programs developed to eliminate these substances.
57. As regards complementarity with existing interventions, the Environment Law of 2007 (which created NEPA) also established Afghanistan’s Committee for Environmental Coordination (CEC), as well as a National Environmental Advisory Council (NEAC). Given that Afghanistan has acceded to 16 Multilateral Environmental Agreements, the wide breadth of sectors in which POPs can be found requires a coordinated effort across government, in order to reduce the health and environmental risks of these chemicals. This requires the strong integration and coordination of the stakeholders, and the evaluation found that this supports synergies and complementarities of the interventions.

The overall evaluation rating for the project’s Strategic Relevance is “Highly Satisfactory.”

Quality of Project Design

58. The project design is considered to be satisfactory and aligned with requirements in place at the time of its preparation; however, as design requirements have considerably evolved over the last decade this would not currently be accepted as appropriate, in particular as the logical framework is considered to be weak. The “indicators” are actually outputs, outcomes are poorly formulated and are actually objectives, the goal is actually a description of the expected impact (to protect human health and the environment), and the objective describes a goal (to review and update the NIP).
59. The project document includes sections that contain information on structure, risks, assumptions, sustainability and stakeholders. Although as mentioned above the logical framework is weak, it

⁵ “to provide leadership and encourage partnership in caring for the environment by inspiring, informing, and enabling nations and peoples to improve their quality of life without compromising that of future generations

⁶ achieving the sound management of chemicals and waste and reducing their adverse effects on human health and the environment

contains indicators, baseline, and targets for each outcome that were considered appropriate at project design.

60. This criterion is rated using the Template for the Assessment of Project Design.

The overall evaluation rating for the Quality of Project Design is "Satisfactory."

Nature of the External Context

61. The project was significantly impacted by external factors, in particular as regards the political context. This included armed conflict, and as regards climatic events, by natural disasters (earthquakes and mud slides). Afghanistan is currently recovering from nearly four decades of conflict, which damaged much of the country's infrastructure and weakened its institutions⁷.
62. Regarding the security situation, social or economic issues or changes, severely challenged project implementation (economic issues) and cost the project in the form of long delays.
63. Using the UN Environment's Evaluation Criteria rating Matrix⁸, this criterion is considered to be Highly Unfavourable.

The overall evaluation rating for the Nature of the External Context of the project is "Highly Unfavourable."

Effectiveness

64. The evaluation found that the project was effective in the delivery of results. This finding is not surprising given that almost all the pre-conditions defined in the Reconstructed ToC for the project were in place before its start. In particular, the project enjoyed strong government support and commitment, the government was willing and able to take leadership in the preparation of the NIP, and both the private and civil society sectors supported the government in the implementation of the project.
65. The Assumptions of the Reconstructed ToC for the project were found by the evaluation to be valid. Specifically, the evaluation found that government was committed to the successful implementation of the project. The evaluation also found that the National Environment Protection Agency (NEPA), the national executing agency, successfully lead the implementation of the project, and UN Environment supported the project to ensure the delivery of expected results.
66. Against this background, effectiveness of the project was assessed on delivery of Outputs, achievement of Outcomes and, the likelihood of Impact.

Delivery of Outputs

67. The evaluation evidenced that the project achieved all of its outputs, based on the desk review of project documents. Although the project faced a number of challenges including an unpredictable and volatile situation at both provincial and national levels, the project achieved all of its implementation objectives.

3. Component 1: Initiation of the process of reviewing and updating NIPs

⁷ Following the Bonn Conference in 2001, Afghanistan adopted a new constitution as an Islamic Republic with Executive, Legislative and Judicial branches

⁸ UN Environment's Criteria Ratings Matrix version dated 20 November 2017

68. The implementation of activities supporting Component 1 delivered three outputs: i) Key stakeholders and their roles identified and agreed, ii) Initial assessment of institutional needs and strengths, and iii) coordination mechanism for POPs management in place. Activities in support of this included: 1.1 Conduct an initial assessment of institutional needs and strengths; and, 1.2. Organize a National Inception Workshop to agree on the goal, activities and scope of the project. These were fully achieved with the designation and support of project management structures and a coordinating team in UN Environment and the Ministry of Environment (National Environment Protection Agency – NEPA).
69. The overview of the institutional framework for POPs management was prepared and results integrated into the Institutional Assessment section of the NIP.
70. The National Inception Workshop was organized In December 2014 (approximately 40 participants), including Ministries, Departments and non-governmental organization representatives. The workshop included presentations on chemicals management and POPs, and the NIP and its updating. Workshop participants discussed and finalized the composition of the Oversight Committee (Project Steering Committee) as well as that of the Technical, Chemical and Outreach Committee (Project Technical Committee), identifying stakeholders and assigning them roles in the project, and determining appropriate coordinating mechanisms for POPs management in the country.
- 4. Component 2 Assessment of the national infrastructure and capacity for the management of all POPs, development of the New POPs inventories and updating for the initial POPs inventories and monitor effects of POPs in humans and the environment**
71. The second Component included delivery of the following outputs: i) Comprehensive overview of national infrastructure and regulatory framework to manage POPs available, ii) Quantitative and qualitative inventories covering all 22 POPs available: including updated inventories for POPs covered in initial NIP and first inventories for newly-listed POPs, and iii) Overview of POPs impacts to human health and the environment available. Activities in support of this Component included 2.1. - Assess regulatory and institutional framework for POPs management and prepare report, 2.2. - Conduct inventory on new POPs and update existing inventories on the twelve initial POPs and prepare reports, and 2.3 - Assess impacts of POPs to human health and the environment and prepare reports. This Component is reported to have been fully completed as detailed below:
72. A thorough assessment of the country's regulatory and institutional frameworks for POPs management was completed based on a combination of desk study and meetings with key stakeholders and government partners. The findings were integrated in the assessment of institutional strengths/needs (Activity 1.1) and form the basis of the Institutional Assessment section of the NIP.
73. Due to elections, insecurity and travel restrictions, no field work was possible in the early phases of the project, stakeholders with the support of the implementing partners jointly arranged field missions to ensure results were obtained. Although a largely qualitative inventory of POPs releases was produced prior to NIP preparation, it was not possible to measure the direct effect of POPs on the health of the population or on the environment. However, clear national priorities were identified as part of the NIP, the most important being reduction of the unintended release of dioxins from the use of wood and coal for domestic heating and cooking, as well as the incineration of clinical waste.
74. Following the 2nd Meeting of the Technical Working Group (TWG) in May 2016, data was obtained for the inventory from CSO, Customs Service, DABS, NEPA provincial offices and AISA, Fire Station, and MoTC. Relevant data was also obtained from previous reports such as the ADB Greenhouse Gas Inventory (2007) and Kabul Air Quality Report. This data, in combination with the "UNEP Toolkit for Identification and Quantification of Releases of Dioxins, Furans and Other Unintentional POPs," allowed for a provisional estimate of emissions of 1,2000gTEQ/a to be made and preparation of the first draft of the inventory. A second draft of the inventory was included in the NIP.

75. Medical statistics that could quantify the impact of POPs on human health were not available for Afghanistan, however, a qualitative assessment of exposure to known sources was carried out and results were integrated into the NIP.

5. Component 3: Development of Action Plans for New POPs and updating of Action Plans for initial POPs including gaps analysis required development/preparation of the following outputs

76. This Component included delivery of the following outputs: i) National progress made on original POPs management analyzed and available to all stakeholders, ii) Action Plans for all POPs developed and/or updated and validated by all stakeholders, and iii) Gap analysis report available to all stakeholders. This Component is also considered to have been successfully completed as the following activities were delivered: 3.1. - Conduct a comprehensive review of the existing National Action Plans (NAPs) on POPs and actions taken after the first NIP; 3.2. - Develop, update and validate Action Plans on POPs, and 3.3. - Prepare gaps analysis and proposals to address them.

77. Although no action plans for POPs existed in Afghanistan prior to project implementation, a review was conducted of existing policies, projects, and legislation related to POPs (air pollution, waste management, pesticides, etc.). Further to this, Action plans were developed for each category of POPs, and approved by the NCWG; in early 2017 a series of meetings⁹ culminating in a Steering Committee Meeting, to validate/approve Action Plans and raise stakeholder awareness and build support for the NIP. As a result, revised Action Plans were included in the NIP which identify the objective, outcome, responsible agency, timeline, and financial resources needed for their respective implementation.

78. A Gap Analysis was prepared and results were integrated into the technical report on institutional strengths/weaknesses (Activity 1.1), in the overview of the institutional framework (Activity 2.1) and, in the Inventory (Activity 2.2). Proposals to address these gaps are included in the relevant sections of the NIP.

Component 4: Formulation of revised and updated National Implementation Plan with its associated Action Plans for all 23 POPs

79. This Component was also successfully completed. This included the following two outputs: i) Revised national objectives and priorities for POPs including new POPs, and ii) Draft revised NIP available to all stakeholders. Two activities supported this: 4.1. - Organize a stakeholder's review of the National Objectives and Priorities of the NIP; and 4.2. - Develop draft revised National Implementation Plan including validated Action Plans for all POPs for stakeholder thematic review.

80. In March 2016 a Workshop was conducted (approximately 25 participants) to set priorities regarding ridding Afghanistan of POPs. The objective was to secure stakeholders' commitment to the project, setting priorities for developing action plans and creating the POPs Committee for the country. The main issues discussed in the meeting were: providing updates on project progress; setting priorities for the NIP document; identifying stakeholders for each of the project components and engaging technical staff of the government stakeholders; and identifying working procedures of the relevant institutions. The Action Plans, strategies and gaps identified in the POPs inventory were presented and validated by stakeholders, with the support of the TWG.

81. The initial draft NIP was comprehensively rewritten to incorporate the baseline studies (institution assessment, health & environment impact and POPs inventory) and as mentioned above, includes draft chemical Action Plans. The NIP Project development followed a consultative and participatory process, which included inputs from stakeholders in government institutions and the private sector. The main content of the NIP was discussed in a series of national workshops engaging with a wide range of

⁹ The POPs inventory was presented to the TWG who was tasked with preparation of the substance specific Action Plans

stakeholders, as well as international experts. All of the suggestions and comments received were reportedly thoroughly analyzed and, as far as possible, addressed whilst finalizing the document¹⁰.

Component 5: Endorsement of National Implementation Plan for transmission to the Secretariat

82. Delivery of the fifth and final Component was successfully completed. This included two Outputs: i) an Outreach Strategy report, and ii) NIP endorsed by the government, in support of which the project implemented two activities: 5.1. - NIP outreach strategy developed and implemented to promote the NIP work and gain stakeholder support, and 5.2. - Organization of a workshop to gain support for the NIP update and endorse it.
83. The Communication and outreach strategy and plan (initiated in 2015 and updated in 2016) included a completed National POPs education strategy and action plan. In addition, a 7-module training package, the Strengthening Professional Environmental Advocacy and Knowledge of Persistent Organic Pollutants (SPEAK-POPs), was prepared. This was delivered to stakeholders (including NEPA, MAIL, DABS, Municipality, Afghanistan Civil Aviation Authority (ACAA), Customs, MOI, MoPH, MoUDH, MoCI, University) to train and assist them to adopt knowledge on POPs and provide a forum to exchange knowledge and ideas, improve understanding, and share lessons-learned regarding development and updating of future NIPs. In addition, four modules of the SPEAK-POPs training were delivered to line authorities in the Balkh province, as well as an MEA related conference, amongst others. Finally, a booklet on "Ridding Afghanistan of POPs" was prepared, targeting government officials, academia and the general public to raise awareness on POPs in Afghanistan.
84. Due to the lack of awareness among government agencies and professionals and little or in some cases no knowledge of the POPs issues, enhancement of public awareness on POPs was an integral part of the process to efficiently address the issue in Afghanistan. In support of this, awareness raising efforts were deployed and supported by trainings and widely distributed documentation (including posters, leaflets, etc.) to raise the public and governments awareness.
85. The NIP was translated into Dari and Pashto to facilitate sharing and validation by stakeholders. This was presented to senior officials from government and was officially endorsed by the government in October 2017, and submitted to the Stockholm Convention Secretariat on 13 March 2018.

The overall evaluation rating on the delivery of Outputs is "Highly Satisfactory."

Achievement of Direct Outcomes

86. NEPA addresses all chemical management issues in the country and evidence indicates that this project has provided a valuable opportunity to mainstream chemicals related knowledge and to raise the awareness of stakeholders at large regarding POPs. This has directly contributed to the reinforcement of national capacities and training (at federal and provincial level) and has supported the government in identifying and addressing the most pressing issues of concern, putting in motion sound actions for the sustainable management of POPs.
87. Evidence further indicates that all of the direct Outcomes presented below have been achieved, a statement strongly supported by the fact that all of the Outputs (presented above) have been achieved in support of these Outcomes. Afghanistan has effectively reinforced its existing national capacity to

¹⁰ 2017 NIP foreword

eliminate and manage POPs through adopted policies, strengthened capacities, and streamlining of mechanisms and requirements to address obligations towards the Stockholm Convention.

- Institutional strengthening through national coordination

- Comprehensive information on current POPs control measures, management practices, use, and impact to provide the basis for identifying POPs issues of concern and planning sound actions to address them

- Sound and cost-effective actions to address POPs issues of concern are facilitated by the availability of well-prepared and costed Action Plans

- Improved understanding of all POPs for cost-effective actions to address priority POPs issues allows Afghanistan to develop rational and coherent strategies to reduce POPs risks in the country, and meet the obligations of the Stockholm Convention

- NIP endorsed by key stakeholders for transmission to the Secretariat confirms government's commitment to implement the Stockholm Convention at all levels

88. As a result of the achievement of these Outcomes, a largely qualitative inventory of POPs releases in Afghanistan has been prepared as part of this NIP, which identifies clear national priorities for addressing POPs. The most significant is the unintended production of dioxin-like substances from the use of wood and coal for domestic heating and cooking and also from the incineration of clinical waste. Also of major importance is the disposal of end-of-life materials manufactured while POPs, such as brominated fire-retardants were widely used (HBB, PBDE and HBCD). It is impossible to accurately estimate the countries stockpiles as no statistics for imports exist over the relevant period, but these chemicals were commonly used in many consumer products in the pre-war period. These POPs will be released into the environment unless the materials that contain them are disposed of in an environmentally sound manner. The same considerations apply in relation to PFOS in imported textiles, plastics, synthetic carpet and paper products among many others.

89. This situation is further complicated by continued Acceptable Uses under the Stockholm Convention for aviation hydraulic fluid, fire-fighting foams and certain medical devices. Another significant problem is the residue from the large quantities of HCH (Lindane) powder imported into Afghanistan from the Soviet Union for locust control over many decades and until 1990. The warehouses used for storage in Herat, Mazar and Kunduz remain contaminated.

90. The final significant source of POPs identified relates to the pre-war electrical distribution system in which cooling oils containing PCBs were used in transformers. Over 3,000 transformers from this period remain in Afghanistan, some still in use.

91. Given the above, and considering in addition that Assumptions and Drivers supporting progress and transition from Outputs to Outcomes are in place, the rating for Achievement of Outcomes is Satisfactory.

The overall evaluation rating on the achievement of Direct Outcomes is "Highly Satisfactory."

Likelihood of Impact

92. The impact of the project or "goal" as incorrectly stated in the Logical framework of the CEO Endorsement Document is "To protect human health and the environment through the implementation

of the Stockholm Convention". From an evaluation perspective, determining progress towards this eventual impact is based on a number of factors, including for example the fact that the direct Outcomes necessary for the attainment of intermediate states have been achieved, and this with the awareness and support of all stakeholders, including industry and NGOs.

93. Assumptions and Drivers, respectively for progress from direct Outcomes, and to support transition from direct Outcomes to Intermediate States, are considered to hold, and finally, the Project has delivered all results, and Outcomes have been reached. The intermediate states have been achieved and therefore already contributing to the sought after reduction of risks to the population and increased protection of the environment.
94. In addition, intermediate states considers the fact that the measures designed to move towards the sustainable, effective and comprehensive enforcement of the Stockholm Convention provisions are well under way, and have produced results as the NIP has been developed, validated and adopted. Evidence also demonstrates that there is a willingness to continue in this direction as Stockholm Convention related activities have been streamlined into the governments permanent structure. As such the progress towards intermediate states is achieved.
95. Finally, as the Project has achieved changes in raising awareness regarding sound management of POPs, and is well on the way to mainstreaming the NIP, the project is considered to be aligned to contribute to the reduction of environmental and health risks. As per the above, and based on the Evaluation Criteria Matrix, the likelihood of impact is assessed as "Likely".

The overall rating for the likelihood of achieving impact is "Likely"

Financial Management

96. Consideration is given to financial information at the project level submitted by the Executing Agency to UN Environment, which showed no deficiencies as regards completeness. High level project budgets by funding source were available sub-criteria (a) and (b); as well as disbursement documents (c); detailed project budgets for secured funds (d); project expenditure sheets were made available to the Evaluator up to 2017.
97. Proof/report of delivery of in-kind contributions: The half-yearly reports did not include information about in-kind and cash co-finance, and co-financing information at time of project closure was not made available. Overall the financial information lacks the level of detail required of current projects, but is in-line with requirements at the time of project approval.

Table 6: Financial Management Table

NON-GEF AND GEF PROJECTS		
Financial management components:	Rating	Evidence/Comments
Completeness of project financial information ¹¹ :	S	All Quarterly financial statements and co-financing reports were provided
Provision of key documents to the evaluator (based on the responses to A-G below)	S	All documents required were provided to the evaluator

¹¹ See also document 'Criterion Rating Description' for reference

NON-GEF AND GEF PROJECTS			
Financial management components:		Rating	Evidence/Comments
A.	Co-financing and Project Cost's tables at design (by budget lines)	MU	GEF funding budgeted by Component, but Co-financing not budgeted by Component
B.	Revisions to the budget		The project budget was not revised
C.	All relevant project legal agreements (e.g. SSFA, PCA, ICA)	S	
D.	Proof of fund transfers	S	
E.	Proof of co-financing (cash and in-kind)	U	
F.	A summary report on the project's expenditures during the life of the project (by budget lines, project components and/or annual level)	S	However financial information was not available by Project Component
G.	Copies of any completed audits and management responses (where applicable)	N\A	
H.	Any other financial information that was required for this project (list):		
Any gaps in terms of financial information that could be indicative of shortcomings in the project's compliance ¹² with the UN Environment or donor rules		S	The financial reports reviewed complied with relevant rules
Project Manager, Task Manager and Fund Management Officer responsiveness to financial requests during the evaluation process		S	
Communication between finance and project management staff		S	
Project Manager and/or Task Manager's level of awareness of the project's financial status.		S	
Fund Management Officer's knowledge of project progress/status when disbursements are done.		S	
Level of addressing and resolving financial management issues among Fund Management Officer and Project Manager/Task Manager.		S	
Contact/communication between by Fund Management Officer, Project Manager/Task Manager during the preparation of financial and progress reports.		S	
Overall rating		MS	

The Project Financial Management is rated as "Moderately Satisfactory"

Efficiency

Cost-effectiveness and Financial Efficiency

¹² Compliance with financial systems is not assessed specifically in the evaluation. Nevertheless, if the evaluation identifies gaps in the financial data, or raises other concerns of a compliance nature, a recommendation should be given to cover the topic in an upcoming audit, or similar financial oversight exercise.

98. The Evaluator did not find any evidence regarding any cost effectiveness or costliness concerns and considers that although the project was delayed in the delivery of the expected results, these have been delivered at a reasonable cost.
99. The Project was approved by the GEF on 20 August 2013 and an Internal Cooperation Agreement (ICA) under the Umbrella Project was signed between the UN Environment Division of Technology, Industry and Economics (DTIE), and the UN Environment Division of Post Conflict and Disaster Management Branch on 3 September 2014; this ICA was to remain in force until 30 June 2016. Pursuant to this, a Project Action Sheet was approved in November 2015 to reflect zero expenditures for 2014 and obligations of US\$18,680; to reflect amended budget lines according to actual projected activities (request by the Executing Agency); and, to carry forward budget balances to 2015 and 2016, recording new commitments of US\$343,960 for 2015 and of US\$59,675 for 2016.
100. Amendment No.1 to the ICA was signed on 13 December 2015, extending project completion date to 31 March 2018 “to be in line with the project implementation plan”.
101. Revision 2, dated 2 June 2016, extended the duration of the project arguing that the inception phase was completed at a later date than planned “due to ongoing challenging security and safety situation in Afghanistan”. This no-cost extension extended the project duration to 31 December 2017 “to deliver high standard outputs”.
102. As noted above, the project faced security related concerns which delayed implementation; this was addressed through a series of no-cost extensions which have allowed the project to deliver the expected results. Although this information was not captured in any of the documents provided to the Evaluator, it is important to note that “no cost” extensions do have an impact on the in-kind contribution of UN Environment from personnel support costs (oversight, meetings, financial/administrative) which are likely to have been higher than originally forecast.

Timeliness

103. The project faced delays in its implementation, however these are considered to have been beyond the control of the Executing Agency and all efforts were made to ensure the late, but successful delivery of results.

The overall rating for the Efficiency of the project “Satisfactory”

Monitoring and Reporting

104. UNEP and NEPA followed standard monitoring and evaluation methods for this project, in accordance with internal policies and practices. As part of regular project monitoring, NEPA and UNEP held weekly coordination meetings also developed detailed plans for monitoring progress. These included a detailed project work plan, identifying anticipated quarterly completion rates for each activity as well as clear, measurable, and achievable milestones for each quarter. In addition, this project actively used a project activity matrix, weekly reporting format, and task log, as well as results log that were reportedly updated on a daily basis.
105. UNEP Country Programme Manager, UNEP Project Coordinator, UNEP MnE department, and UNEP Knowledge Management department, engaged closely with NEPA and the POPS project coordinator, during the reporting period to ensure that a system of baseline data collection, stakeholder surveys, field surveys, steering committee meetings was set up to assess project progress. Peer review of documentation was also evidenced, to ensure quality. Work planning was set up using a results based monitoring and project outputs, outreach and performance tracking system.

106. The project prepared all required reports in a timely manner, using templates provided by UN Environment. Overall the project management structures and mechanisms were effectively put in place and supported project oversight. Based on this, the quality of project management and supervision is rated as “Satisfactory”.

Monitoring and Reporting is rated as “Satisfactory”

Sustainability

6. Socio-political Sustainability

107. The findings presented above indicate that the sustainability of project outcomes have a low degree of dependency on future social and/or political factors. In addition, evidence indicates that there is a high degree of ownership and commitment both at the level of government and other stakeholders which extends to critical levels of government that have the power to sustain these outcomes.

The evaluation rating for socio-political sustainability is “Likely”

7.

8. Financial Sustainability

108. Although the country does have a strong environmental policy with all branches of government having obligations towards environmental policy, and NEPA having over-riding authority, the NIP evidenced considerable resource requirements for the implementation of the Action Plans. In this sense, project outcomes are likely to have a high dependency on future funding; at the time of writing of this evaluation no indication was provided to confirm that these financial flows had been secured, thus it is estimated that this aspect of sustainability is at best only moderately likely to occur without the continued support of the international community.

The evaluation rating for financial sustainability is “Moderately Likely”

9.

10. Institutional Sustainability

109. Afghanistan’s Constitution gives a high priority to environmental protection through the powers that it vests in the National Environmental Protection Agency (NEPA). Environmental protection legislation takes precedence over any other and NEPA has overarching authority in environmental matters over other ministries and government agencies. The Environment Law gives NEPA powers to prevent activities liable to damage the environment.
110. In addition, a series of human resources, office space, transport solutions, security and safety arrangements, partnerships and coordination arrangements were implemented, both in the UNEP office in Afghanistan, as well as embedded directly with the National Environmental Protection Agency (NEPA) in Kabul. This mainstreaming of Stockholm Convention related efforts indicates that sustainability of project outcomes have a moderate to low dependency to institutional support.

The overall evaluation rating for institutional sustainability is “Moderately Likely”

The overall evaluation rating for sustainability is “Moderately Likely”

Table 7: Evaluation Ratings Table

Criterion	Summary Assessment	Rating
A. Strategic Relevance		HS
1. Alignment to MTS and POW	This project was designed by UN Environment, which required that there be alignment with its own MTS and the POW	HS
2. Alignment to UN Environment/Donor/GEF strategic priorities	No evidence to the contrary was found; rather it was determined that the project supports all of these priorities	HS
3. Relevance to regional, sub-regional and national environmental priorities	The project demonstrated relevance at all levels	HS
4. Complementarity with existing interventions	The inter-ministerial Steering Committee strongly supports this	HS
B. Quality of Project Design	The project design is aligned with requirements in place at time of design	S
C. Nature of External Context	Four decades of conflict have devastated the country's infrastructure and weakened its institutions	HU
D. Effectiveness	No major shortcomings were identified	HS
1. Delivery of outputs		HS
2. Achievement of direct outcomes		HS
3. Likelihood of impact		L
E. Financial Management		MS
1. Completeness of project financial information	The financial information provided was complete, however expenses were not reported by component	S
2. Communication between finance and project management staff	No shortcomings identified	S
F. Efficiency	No shortcomings identified	S
G. Monitoring and Reporting	No shortcomings identified	S
1. Monitoring design and budgeting		S
2. Monitoring of project implementation		
3. Project reporting	All progress and financial reports were prepared	
H. Sustainability		ML
1. Socio-political sustainability	The project has significant government and stakeholder support	L
2. Financial sustainability		ML
3. Institutional sustainability		ML
I. Factors Affecting Performance		
1. Preparation and readiness	No shortcomings identified	S
2. Quality of project management and supervision	No shortcomings identified	S
3. Stakeholders participation and cooperation	Stakeholder participation and involvement were evidenced	S

Criterion	Summary Assessment	Rating
4. Responsiveness to human rights and gender equity	Very limited evidence was provided	MS
5. Country ownership and driven-ness	The level of ownership and drive of the project was high in the country	S
6. Communication and public awareness	No shortcomings identified	S
Overall Project Rating	Over all, the design and implementation of the project was satisfactory, despite a number of challenges.	S

4.6 Conclusions and Recommendations

111. The implementation of the project is considered a success in support of the government's efforts to eliminate POPs and reduce exposure of its population. In addition, this was an indispensable step to comply with its obligations under the Stockholm Convention.
112. The National Inception Workshop during which participants identified the principal stakeholders in the country, and decided on the composition and roles of the multi-stakeholder steering committee, helped to further strengthen ownership in support of project implementation.
113. The project produced all the expected Outputs, despite difficult conditions that required for example hiring of armed guards and strengthening of the project safe room.
114. Despite these strengths, the project suffered delays in implementation, however these were for circumstances beyond the control of the project and all efforts were deployed to circumvent and overcome these.

Lessons Learned

- The project implementation timeframe was not realistic and should have been extended prior to the initiation of activities, to avoid no-cost extensions
- The implementation of projects is expedited when a cross sectorial inter-ministerial steering committee takes the wheel and effectively assumes ownership. This also helps to build capacity, and increase awareness of POPs.

Recommendations

- The Government should continue to support the work of the steering committee to ensure sustainability of this and other interventions; The Government (specifically NEPA) should seek to mobilize resources in support of this
- UN Environment/Stockholm Convention Secretariat should continue to provide backstopping support to the government to consolidate the projects' impacts
- When projects are designed for implementation in countries in conflict or having recently emerged from situations of conflict, timeframes should be adjusted accordingly to avoid having to obtain "no-cost extensions"; these extensions affect the in-kind contribution of the countries and of UN Environment from personnel (oversight, meetings, financial), which are likely to have been more than originally expected. This information was not captured in the reports provided to the Evaluator and in this sense, UN Environment should take a proactive role regarding following-

up on pledged co-finance. Furthermore co-financing should be rigorously tracked and disbursements of funding tranches tied to their availability.

- Reports (including financial reports and audits) and budgets should be organized according to Components, Activities, and Outputs
- Vulnerable groups and in particular women should be actively sought out and provided with awareness raising materials and information to support efforts to eliminate POPs and reduce their exposure, thereby protecting their health

4.7 List of documents consulted

- UN Environment ProDoc and minutes from Project Review Committee meetings
- Project design documents For projects funded by the GEF, Project Identification Form (PIF)
- Formal revisions to the project (no-cost extensions)
- Partner agreements and amendments
- Legal agreements relating to the projects
- Final Outputs (Action Plans on POPs, Task Team reports)
- Task Team reports
- Quarterly and half-yearly progress reports (2014-2017)
- Financial management documents (e.g. cash advances and remittances)

5 ARGENTINA

5.1 Project Identification Table

Table 8: Project Identification Table

GEF Project ID:	5307		
Implementing Agency:	UN Environment	Executing Agency:	Basel Convention Regional Centre in Argentina
Sub-programme:	Chemicals and Waste	Expected Accomplishment(s):	Countries, including major groups and stakeholders, increasingly use the scientific and technical knowledge and tools needed to implement sound chemicals management and the related multilateral environmental agreements
UN Environment approval date:	31 March 2014	Programme of Work Output(s):	Methodologies to monitor and evaluate impact of actions addressing chemicals releases to support sound management of harmful substances and MEA implemented at the national level
GEF approval date:	20 August 2013	Project type:	Full Size Project (umbrella)
GEF Operational Programme #:	CHEM-4 POPs EA	Focal Area(s):	Persistent Organic Pollutants
Expected start date:	July 2014	Actual start date:	Jan 2015
Planned completion date:	May 2017	Actual completion date:	Apr 2018
Planned project budget at approval:	US \$ 538,849	Actual total expenditures reported as of [date]:	US \$ 472,847
GEF grant allocation:	US \$ 208,849	GEF grant expenditures reported as of [date]:	US \$ 208,847
Project Preparation Grant - GEF financing:	-	Project Preparation Grant - co-financing:	
Expected Project co-financing:	In-kind US \$ 300,000 Cash US \$ 30,000	Secured Project co-financing:	US \$ 264,000

First disbursement:	US \$ 30,000	Date of financial closure:	May 2018	
No. of revisions:	2	Date of last revision:	May 2017	
No. of Steering Committee meetings:	4	Date of last/next Steering Committee meeting:	Dec 2016	N/A
Mid-term Review/ Evaluation (planned date):	Not a requirement for GEF Enabling activities	Mid-term Review/ Evaluation (actual date):	N/A	
Terminal Evaluation (planned date):		Terminal Evaluation (actual date):	April 2019	
Coverage - Country(ies):	Argentina	Coverage - Region(s):	Whole country	
Dates of previous project phases:		Status of future project phases:		

5.2 Context

- 115. Located mostly in the southern half of South America and sharing the bulk of the Southern Cone with Chile to the west, the country is also bordered by Bolivia and Paraguay to the north, Brazil to the northeast, Uruguay and the South Atlantic Ocean to the east, and the Drake Passage to the south.
- 116. With a mainland area of 2,780,400 km² (1,073,500 sq mi), and a population of 44.7 million (World CIA Factbook) Argentina is the eighth-largest country in the world, and the fourth largest in the Americas
- 117. The climate is mostly temperate but arid in southeast and sub-Antarctic in southwest; As regards natural resources, the country includes the fertile plains of the pampas, and reserves of lithium, gold, silver, lead, zinc, tin, copper, iron ore, manganese, petroleum, uranium, and arable land.
- 118. During most of the 20th century it suffered recurring economic crises, but since 2015 began a transformation towards a more liberal economic order, taking advantage of its rich natural resources, highly literate population, export-orientation, and diversified industry.

5.3 Project Implementation Structure, Partners Stakeholders

- 119. UN Environment was the Project Implementing Agency for the GEF, and the Basel Convention Regional Centre for South America in Argentina (BCRCS), an autonomous institution operating under the authority of the Conference of the Parties of the Basel Convention and located in the premises of the Instituto Nacional de Tecnología Industrial (INTI – National Institute of Industrial Technology) acted as Executing Agency.
- 120. The Project was overseen by the National Coordinating Committee (created during the initial NIP development phase) which retained the same initial structure i.e. an Executive Unit presided by BCRCS and an Advisory Unit (Consejo Asesor). This Committee includes national stakeholders involved in POPs management as indicated in Table 9: Role of various stakeholders in the implementation of NIP Updating Project, below, and met regularly to assessed progress, identify problems and provide guidance.
- 121. At the international level the project included numerous partners, in addition to UN Environment, the Stockholm/Basel Regional Centres and the Stockholm Convention Secretariat, which coordinated key technical activities at the regional level and provided expertise and technical backstopping, the project was supported by internationally accredited laboratories (analysis of new POPs), regional and international consultants, and other interested Intergovernmental Organizations.
- 122. At the national level, The Ministry of Agriculture and SENASA addressed concerns regarding POPs pesticides and also coordinated closely with the Government Secretariat of Environment and Sustainable Development, the Ministry of Health and, the Ministry of Industry and INTI. This was in particular considered important as industry in Argentina is considered a key player which can help to address issues related to the fabrication/use/disposal of items possibly contaminated with POPs (electronic parts, industrial sheets, interiors, wires, furniture stores, etc).
- 123. Finally, civil society representatives were in charge of disseminating the information on POPs risks to the populations and participated in the National Consultation process; the consumers' association was also actively involved.

Table 9: Role of various stakeholders in the implementation of NIP Updating Project

STAKEHOLDER	Level of Interest	Level of Influence	ROLE
Cámara de la Industria Química y Petroquímica (CIQyPQ)	H	M	Integrate the Advisory Unit. It will also contribute to the project implementation on activities related to electronic wastes and industrial products associated to them.
Union Industrial Argentina (UIA)	H	M	Integrate the Advisory Unit. It will also contribute to the project implementation according to its working areas.
Consejo Empresarial para el Desarrollo Sostenible (CEADS)	M	M	Integrate the Advisory Unit. It will also contribute to the project implementation on activities related to pesticides
Cámara de Sanidad Agropecuaria y Fertilizantes, (CASAFE)	M	M/H	Integrate the Advisory Unit. It will also contribute to the project implementation on activities related to pesticides
Cámara de la Industria Argentina de Fertilizantes y Agroquímicos (CIAFA)	H	M/H	Integrate the Advisory Unit. It will also contribute to the project implementation on activities related to pesticides.
ONGs; Asociaciones Gremiales, Akademia, Etc.	M	M	Integrate the Advisory Unit.
Cámara Argentina de Informática y Comunicaciones (CICOMRA)	M	M	
Cámara Argentina de la Industria Electrónica (CADIEEL)	M	M	
Cámara Argentina de Máquinas, Oficinas (CAMOCA)	M	M	

Project Financing

Table 10: Expenditure by Component/Sub-component

Component/sub-component/output <i>All figures as USD</i>	Estimated cost at design	Actual Cost/ expenditure	Expenditure ratio (actual/ planned)
Initiation of the process of reviewing and updating national implementation plans			
Identify and hire project team	10,265	7,905	77 %
Organization of a National Inception Workshop to raise awareness and to define the scope and objective of the NIP updating process	35,619	15,033	42 %
Assessment of the national infrastructure and capacity for the management of all POPs and development/update of inventories			
Assess regulatory and institutional framework for POPs management and prepare report	9,000	3,579	40 %
Conduct inventory on new POPs and update existing inventories on the twelve initial POPs and prepare reports	62,395	24,776	40 %
Assess impacts of POPs to human health and the environment and prepare report	9,000	3,779	40 %
Development of Action Plans for New POPs and updating of Action Plans for initial POPs including gaps analysis (National Workshop on POPs training)			
Conduct a comprehensive review of the existing National Action Plans on POPs	13,354	9,832	74 %
Develop, update and validate action plans on POPs	16,510	5,938	36 %
Prepare gaps analysis and proposals to address them	12,354	9,674	78%
Formulation of revised and updated National Implementation Plan with its associated Action Plans for all 23 POPs (Final workshop for NIP endorsement)			
Organize a stakeholder's review the National Objectives and Priorities of the NIP	35,150	35,150	100 %
Develop draft National Implementation Plan and include reviewed Action Plans for all POPs for stakeholder thematic review	17,531	17,530	100%
Endorsement of National Implementation Plan(Finalization of Report and Dissemination strategy)			
NIP outreach strategy developed and implemented to promote the NIP work and gain stakeholder support	11,177	11,177	100 %

Component/sub-component/output <i>All figures as USD</i>	Estimated cost at design	Actual Cost/ expenditure	Expenditure ratio (actual/ planned)
Organization of a final workshop to gain support for the NIP update and to endorse it	35,708	22,315	62 %
Project Management (Administrative support)	260,885	243,000	93 %
Monitoring and Evaluation Plan (final audit)	9,900	9,900	100%
TOTAL National Project budget	538,848	419,388	78 %

Table 11: Co-financing Table

Co-financing (Type/ Source)	UN Environment own Financing (US\$1,000)		Government (US\$1,000)		Other ¹³ (US\$1,000)		Total (US\$1,000)		Total Disbursed (US\$1,000)
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	
Grants									
Loans									
Credits									
Equity investments									
In-kind support			300,000	300,000					300,000
Other (cash)			30,000	30,000					30,000
Totals			330,000	330,000					330,000

5.4 Reconstructed Theory of Change at Evaluation

124. A Theory of Change (ToC) was not required when the ProDoc for the NIP Updating project was developed, and for this reason, it did not include a ToC. Nevertheless, a ToC was developed by the Evaluation Team for the *Global Project on the Updating of National Implementation Plans (NIP) for POPs* project, to understand the concept behind the project, and provide an analytical tool to assess the project. The ToC is based on the analysis of UN Environment NIP for POPs project documents, and on discussions with UN Environment staff. This analysis is an adaptation of the ToC developed for the Global Project to Gambia, and is also based on the Logical Framework of Gambia's ProDoc.

125. The Reconstructed ToC aims to capture a complex reality in a simplified manner by identifying the fundamental logic and assumptions behind a concept. It uses the lessons learned, as well as information and data collected during the evaluation of the project in Gambia to verify the accuracy and validity of the ToC at design articulated in the Inception Report prepared by the Evaluation Team. In line with the ToC prepared by the Evaluation Team, this Reconstructed ToC considers a number of pre-conditions, assumptions, and main drivers.

¹³ This refers to contributions mobilized for the project from other multilateral agencies, bilateral development cooperation agencies, NGOs, the private sector and beneficiaries

Pre-Conditions

126. For purposes of the reconstructed ToC at design, Pre-Conditions (PCs) need to be in place before the start of the project. However, the reality might be different at the start of project implementation, and these PCs can be “in place,” “partly in place,” or “not in place” at the time of the terminal evaluation of the project. The re-constructed ToC at evaluation identified the following three PCs:

PC 1: Strong Government support and commitment at highest national level; timely and sufficient financial/human resources allocated by the Government(s) to the project (strong commitment of the relevant Government Ministry or Agency is required but is not a sufficient pre-condition);

127. The evaluation of the implementation of the project in Argentina found that this PC was met. In particular, the Government demonstrated its strong commitment at the highest national level to the implementation of its obligations towards the Stockholm Convention.

128. The commitment of the government to the project was also demonstrated by the provision of office space and the participation of government ministries and agencies as well as representatives of civil society. Evidence indicates that PC 1 was in place at the start of the implementation of the project.

PC 2: Governments willing, and have the capacity to take leadership for approval of NIP

129. The evaluation showed that government demonstrated its willingness and capacity to take leadership for the approval of the NIP. First, the government mobilized resources and created various structures for the effective management of the project. An inter-ministerial steering committee was actively involved in the implementation of the project, and evidence indicates that a highly participatory process was engaged during implementation of the project. This supports the conclusion that PC 2 was in place at the start of the implementation of the project.

PC 3: The public and private sectors are aware of, understand and are willing to support the government (ability to mobilize financial resources is required but is not a sufficient pre-condition)

130. The evaluation determined that the public and private sectors were aware of, understood, and were willing to support the government in the implementation of the project. Indeed, the preparation of the National Implementation Plan followed a consultative and participatory process that benefitted from inputs from stakeholders in government institutions and the private sector. The main content of the Plan was discussed in a series of national workshops engaging with and attended by a wide range of stakeholders. In addition, private sector entities supported and participated in project activities during the implementation of the project. Documentary evidence demonstrates that PC 3 was in place at the start of the implementation of the project.

Assumptions

131. The Reconstructed ToC is also based on a number of Assumptions which, if wrong, would render the theory partially or completely wrong. Four Assumptions, each underpinned by Underlying Assumptions (UAs), were made and based on the findings of the evaluation classified as “accurate” or “inaccurate,” “realized,” “not realized,” “in-place,” “not in place,” or “uncertain.”

A 1: Governments are committed to, and consider this intervention a national, and regional priority (reducing flux of POPs reduces global environmental and human exposure to risks);

132. The evaluation found that this Assumption was accurate in view of the fact that three of the three Underlying Assumptions underpinning it were valid. In particular, National Coordinating Committees formed during NIP development process are still functional and provide support (UA.1), the government provided in-kind contributions (UA.2.), and supported the multi-stakeholder steering committee (UA.2.),

and inter-sectoral coordination mechanisms will be put in place and supported by the government(UA.3)

A 2: UN Environment has the capacity and resources at HQ and at country level to support delivery of the expected results

133. This Assumption was accurate because the evaluation demonstrated that UN Environment supported the project, and coordinated key activities at the regional level, and provided logistic and administrative support. A 3: National Executing Agencies (EAs) are capable of driving the project. As well, Stockholm and Basel Regional Centres will support the project and will coordinate key activities at the regional level and provide logistic and administrative support (UA.1) was accurate and the evaluation found that this Assumption was realized because it evidenced that the national executing agency (BCRC), demonstrated that it had the capacity to contract, manage and deliver the expected results (reducing risks to the population, especially the most vulnerable ones).

A 3: Context related assumptions: political continuity in countries involved

134. The evaluation determined that this Assumption was accurate.

Main Drivers

135. The ToC at evaluation identified three Main Drivers of change, which are external conditions over which the project has some level of control, and can influence the achievement of the next level results. These all were shown to be in place as follows:

D 1: Strategy is convincing to countries

136. The evaluation found that the Project was able to mobilize a solid group of stakeholders to develop the NIP, increase awareness about POPs, and strengthen the national capacity to manage them. In addition the government mobilized resources in support of this project and affirmed its commitment in a series of meetings and correspondences.

D 2: BRS Secretariat advocates the government to comply with obligations of the Stockholm Convention

137. The evaluation found evidence that the BRS Secretariat, through BCRC South America, advocated and supported the government to comply with its obligations under the Stockholm Convention.

D 3: Pressure from non-government stakeholders (including Civil Society, media and public, etc.) to address Persistent Organic Pollutants (POPs)

138. The evaluation evidenced that non-governmental stakeholders were actively involved and worked with the government to address POPs.

Outputs, Outcomes, Intermediate States, and Impact

139. The project had five Components: i) the initiation of the process of reviewing and updating the NIP, ii) an assessment of national infrastructure and capacity and developing POPs inventories, iii) development of Action Plans for the elimination of POPs, iv) formulation of an updated NIP, and v) endorsement of the NIP.

140. A number of activities were implemented under each Component to produce Outputs which were in turn, according to the reconstructed ToC, to lead to Outcomes for each Component. The Outcomes were to contribute to progress toward Intermediate State I (existing gaps in POPs management identified and actions to improve management in place). Given Assumption A.1. (governments are

committed and consider this intervention a national, and regional priority) of the reconstructed ToC at evaluation is valid, progress will be made to Intermediate State II (management practices improved in agriculture, disease vector control, industrial chemicals and other relevant areas) which will then lead to the project having an impact, i.e. there would be reductions of risks to the population (especially most vulnerable ones), and increased protection of the environment from the effects of POPs.

5.5 Country Study Findings

Strategic Relevance

141. The goal of the NIP updating exercise project is “to protect human health and the environment from the risks posed by the unsound use, management and release of POPs” (Prodoc). This is clearly aligned with the UN mandate¹⁴, medium term strategy¹⁵ and thematic priorities (Chemicals and Waste). The Project is also clearly aligned with the Stockholm and Basel Conventions which have the common objective of protecting human health and the environment from hazardous wastes and chemicals. In this sense the NIP of a country, as a formal planning document, represents the firm commitment to these objectives.
142. The evaluation also found that the project was strategically relevant both at the level of national as well as regional priorities, in particular as included in the UNDAF Environmental Sustainability pillar (under the Sustainable Productive Development axis) of Argentina. The NIP updating process will contribute to mainstream environmental protection objectives, promoting better life and working conditions for the population.
143. The evaluation also evidenced that the project contributed to the achievement of Argentina’s national priorities regarding the elimination and reduction of POPs, in particular as it supported the completion of the inventories for both the initial 12, and the new POPs; these actions in turn supported the development and prioritization of the strategic interventions in support of the Stockholm Convention implementation, as defined in the NIP.
144. The project was also aligned with target group and beneficiary needs and priorities and amongst others, raised awareness among the public and stakeholders on the dangers of POPs, as well as the programs developed to eliminate these substances.
145. As regards complementarity with existing interventions, the project not only built on the initial NIP project, but also sought complementarities/synergies with previous (but post-NIP) initiatives including a project aimed at reducing risks related to PCBs releases through a strengthened system for the environmentally sound management and disposal of oils and equipment contaminated with PCBs¹⁶. It also sought to complement/build on efforts of another GEF funded initiative seeking to reduce medical waste emissions of dioxins and mercury from health care waste into the environment.

The overall evaluation rating for the project’s Strategic Relevance is “Satisfactory.”

Quality of Project Design

146. The project design is considered to be satisfactory and aligned with requirements in place at the time of its preparation; however, as design requirements have considerably evolved over the last

¹⁴ “to provide leadership and encourage partnership in caring for the environment by inspiring, informing, and enabling nations and peoples to improve their quality of life without compromising that of future generations

¹⁵ achieving the sound management of chemicals and waste and reducing their adverse effects on human health and the environment

¹⁶ This led to the environmentally sound disposal of over 2.000 tons of PCB containing equipment and was implemented by UNDP

decade this would not currently be accepted as appropriate, in particular as the logical framework is considered to be weak. The “indicators” are actually outputs, outcomes are poorly formulated and are actually objectives, the goal is actually a description of the expected impact (to protect human health and the environment), and the objective describes a goal (to review and update the NIP).

147. The project document includes sections that contain information on structure, risks, assumptions, sustainability and stakeholders. Although as mentioned above the logical framework is weak, it contains indicators, baseline, and targets for each outcome that were considered appropriate at project design.

148. This criterion is rated using the Template for the Assessment of Project Design.

The overall evaluation rating for the Quality of Project Design is “Satisfactory.”

Nature of the External Context

149. The project was not significantly impacted by external factors. Regarding the security situation, social or economic issues or changes did not severely challenge project implementation, although some delays occurred due to political changes and rotation of personnel. Some issues regarding exchange rate fluctuations are also reported to have created minor difficulties.

150. Using the UN Environment’s Evaluation Criteria rating Matrix¹⁷, this criterion is considered to be Favourable.

The overall evaluation rating for the Nature of the External Context of the project is “Favourable.”

Effectiveness

151. The evaluation found that the project was effective in the delivery of results. This finding is not surprising given that all the pre-conditions defined in the Reconstructed ToC for the project were in place before its start. In particular, the project enjoyed strong government support and commitment, the government was able to take leadership in the preparation of the update of the NIP, and both the private and civil society sectors supported the government in the implementation of the project.

152. The Assumptions of the Reconstructed ToC for the project were found by the evaluation to be valid. Specifically, the evaluation found that government was committed to the successful implementation of the project. The evaluation also found that the BCRC, the national executing agency, successfully lead the implementation of the project, and UN Environment supported the project to ensure the delivery of expected results.

153. Against this background, effectiveness of the project was assessed on delivery of Outputs, achievement of Outcomes and, the likelihood of Impact.

Delivery of Outputs

154. The evaluation evidenced that the project achieved all of its outputs, based on the desk review of project documents, and confirmed by the field visit in December of 2018. Although the project faced a

¹⁷ UN Environment’s Criteria Ratings Matrix version dated 20 November 2017

number of minor challenges (political, fluctuation of the currency, and time required for the review and approval of the updated NIP by officials) the project achieved all of its implementation objectives.

Component 1: Initiation of the process of reviewing and updating NIPs

155. The implementation of activities supporting Component 1 delivered three outputs: i) Key stakeholders and their roles identified and agreed, ii) Initial assessment of institutional needs and strengths, and iii) coordination mechanism for POPs management in place. Activities in support of this included: 1.1 Conduct an initial assessment of institutional needs and strengths; and, 1.2. Organize a National Inception Workshop to agree on the goal, activities and scope of the project.

156. These activities were fully achieved with the designation and support of project management structures and the first activities put in place were the agreement between the Basel Convention Regional Centre for Training and Technology Transfer for South America (CRBAS), and the Argentinian National Institute for Industrial Technology. The same National Coordinator who had been in charge of developing the first NIP was appointed to lead this project.

157. The initial assessment of the institutional framework for POPs management was completed and results integrated into the Institutional Assessment section of the NIP (see paragraph 164 below for additional information).

158. The National Inception Workshop was organized In March 2015 at INTI's headquarters. This included approximately 20 participants representing main stakeholder groups (government, IGOs, Industry and private sector). This was followed by the first meeting of the Steering Committee (SC), which took place in July 2015. The second SC Meeting took place in September 2015, during which the National Project Coordination Committee (NPCC) was formed and its members appointed. The Committee is composed of one representative (one member and one alternate) of the following bodies and institutions:

- Presidency: Ministry of Environmental Monitoring Control and now the Ministry of Environment and Sustainable Development of the Nation
- South American Regional Center Basel / INTI
- Ministry of Health, Health and Research Department
- Ministry of Agriculture, Livestock, Fisheries Office
- Ministry of Industry and National Institute of Industrial Technology (INTI)
- Federal Tax Authority - Directorate General of Customs
- Ministry of Foreign Affairs - Directorate General for Environmental Affairs (DIGMA)
- Ministry of Science, Technology and Productive Innovation of the Nation
- Ministry of Labor, Employment and Social Security (Superintendence of Occupational Risks)
- Federal Environmental Council (COFEMA)
- Nongovernmental organizations (NGOs)
- Representative entities organized society: chambers of commerce, trade associations, etc.

159. In addition, the Executive Unit (EU) was formed, composed of representatives of the following organizations:

- President - South American Regional Center Basel Convention (CRBAs) / INTI..
- Ministry of Environment and Sustainable Development
- Ministry of Agriculture, Livestock and Fisheries
- Ministry for Industry, National Institute of Industrial Technology (INTI)
- Ministry of Foreign Affairs and Worship

160. On this occasion, the Advisory Council (AC) of the Executive Unit was also established to act as a compulsory consultation body with non-binding rulings on all decisions proposed by the Executive Unit. It is composed of the following organizations and institutions:

- Ministry of Science, Technology and Productive Innovation
- Ministry of Health,
- Ministry of Labor, Employment and Social Security, Superintendence of Occupational Risks.
- Federal Tax Authority
- Federal Environmental Council (COFEMA)
- NGOs
- Organizations representing society: Chambers of Commerce, trade associations, etc.(Chamber of Chemical and Petrochemical Industry and Association of Metallurgical Industry of Argentina.)

161. The third meeting of the SC took place in April of 2016 with participation of 25 government officials and NGOs. The fourth meeting took place in December of 2016. At this time the updated Inventory of Dioxins and Furans, as well as the Preliminary Inventory of PBDEs were presented and the main findings discussed as regards the estimated releases, which were found to be significantly lower than those for 2003¹⁸. The principal decrease corresponding to Category 6, Uncontrolled Combustion Processes, likely as a result of increased awareness. The PCDD/PCDF Inventory of releases for 2014 also showed a decrease when compared to the 2003 baseline¹⁹. 86% of the releases came from three Category Groups: 6- Uncontrolled combustion processes (50.0%), 9- Disposal / landfill and 2- Ferrous and non-ferrous metal production.

162. The Fourth Meeting of the Steering Committee took place in December of 2016 and inventories, as well as the Action Plan and NIP were presented and reviewed, prior to the Closing Workshop of the Project which took place in April of 2017. All documents were consensually approved at this time.

Component 2 Assessment of the national infrastructure and capacity for the management of all POPs, development of the New POPs inventories and updating for the initial POPs inventories and monitor effects of POPs in humans and the environment

163. The second Component included delivery of the following outputs: i) Comprehensive overview of national infrastructure and regulatory framework to manage POPs available, ii) Quantitative and qualitative inventories covering all 22 POPs available: including updated inventories for POPs covered in initial NIP and first inventories for newly-listed POPs, and iii) Overview of POPs impacts to human health and the environment available. Activities in support of this Component included 2.1. - Assess regulatory and institutional framework for POPs management and prepare report, 2.2. - Conduct inventory on new POPs and update existing inventories on the twelve initial POPs and prepare reports, and 2.3 - Assess impacts of POPs to human health and the environment and prepare reports. This Component is reported to have been fully completed as detailed below:

164. All outputs under this Component were successfully completed. The revision of the Dioxin and Furan Inventory was finalized (second semester of 2016), and built on previously completed inventories (2003 and 2014). The new inventories on PFOS²⁰, dioxins and furans were completed in late 2017 and included comprehensive information on: production, distribution, use, import and export of new POPs (such as PBDEs in the transport sector, electrical and electronic appliances). The existing institutional

¹⁸ From 1,818.74 g TEQ/yr to 1,064.7 g TEQ/yr, a reduction of 814.04 g TEQ/yr.

¹⁹ From 1,064.7 g TEQ to 874.1 g TEQ

²⁰ The most significant areas of use were determined to be pesticides (sulfluramid) and metal plating

structure and infrastructure in place for the management of new POPs was also assessed, including an analysis of environmental pollution, exposure mechanisms and, the application of regulations.

165. NGOs were included as part of the process, which was launched via an awareness raising workshop (10 NGOs participated). By 2016 all information regarding legislation to cover the new POPs had also been collected.

Component 3: Development of Action Plans for New POPs and updating of Action Plans for initial POPs including gaps analysis required development/preparation of the following outputs

166. This Component included delivery of the following outputs: i) National progress made on original POPs management analyzed and available to all stakeholders, ii) Action Plans for all POPs developed and/or updated and validated by all stakeholders, and iii) Gap analysis report available to all stakeholders. This Component is also considered to have been successfully completed as the following activities were delivered: 3.1. - Conduct a comprehensive review of the existing National Action Plans (NAPs) on POPs and actions taken after the first NIP; 3.2. - Develop, update and validate Action Plans on POPs, and 3.3. - Prepare gaps analysis and proposals to address them.

167. As regards the Action Plans, the following national priorities were identified further to the stakeholder review, and action plans were validated for:

- Priority I: Key Objective 1: Elimination of polybrominated diphenyl ethers from waste streams.
- Priority II: Key Objective 2: Reduction of the risk of Perfluorooctane sulfonic acid (PFOS), its salts and Perfluorooctanesulfonyl fluoride (PFOS-F).
- Priority III: Key Objective 3: Elimination of equipment containing PCBs.
- Priority IV: Key Objective 4: Reduction of unintentional emissions of POPs.
- Priority V: Key Objective 5: Improvement of the performance of the environmental protection in agriculture.
- Priority VI: Key Objective 6: Remediation of soil contaminated with POPs.
- Priority VII: Key Objective 7: Information and public communication.
- Priority VIII: Key Objective 8: Research and development.

168. The action plans included measures to address:

- The identification of items containing hexabromodiphenyl, heptabromodiphenyl, tetrabromodiphenyl and pentabromodiphenyl ethers and the presence of such chemicals in recycling and waste streams;
- Coordination of actions on BDEs with the programs to manage electronic waste, to ultimately eliminate BDEs from the waste stream;
- Reduction of risk and elimination of PFOS, its salts and PFOS-F, as well as the promotion of alternative chemicals;
- Reduction or elimination of releases from unintentional production, including the measurement or estimation of released Pentachlorobenzene (PCP) from source categories;
- Elimination of equipment containing PBCs;
- Sustainable use of pesticides in agriculture;
- Identification and remediation of soil contaminated with POPs;
- Raising public awareness about the threats associated to POPs.

Component 4: Formulation of revised and updated National Implementation Plan with its associated Action Plans for all 23 POPs

169. This Component was also successfully completed. This included the following two outputs: i) Revised national objectives and priorities for POPs including new POPs, and ii) Draft revised NIP

available to all stakeholders. Two activities supported this: 4.1. - Organize a stakeholder's review of the National Objectives and Priorities of the NIP; and 4.2. - Develop draft revised National Implementation Plan including validated Action Plans for all POPs for stakeholder thematic review.

170. Action Plans were prepared and validated for all POPs (see paragraph 167 above). In addition, and in order to support of the effective implementation of the NIP, actions were also taken at governmental level to reinforce the countries legal framework, including the Institutional strengthening of the National NIP Implementation Authority and, the Institutional strengthening of the Steering Committee.

Component 5: Endorsement of National Implementation Plan for transmission to the Secretariat

171. Delivery of the fifth and final Component was successfully completed. This included two Outputs: i) an Outreach Strategy report, and ii) NIP endorsed by the government, in support of which the project implemented two activities: 5.1. - NIP outreach strategy developed and implemented to promote the NIP work and gain stakeholder support, and 5.2. - Organization of a workshop to gain support for the NIP update and endorse it.
172. Overall the project strongly encouraged and supported NGO participation arguing that they “carry out an important communication role with civil society, and in this framework can contribute to raise awareness and build capacity in the population, particularly the most vulnerable sectors”. Information exchange and awareness of the perception of communities concerns and priorities was also considered to be an activity where the performance of NGOs significantly contributed to the success of the project. In 2016 all active NGOs having participated in the development of the original NIP were reconvened to ensure their full participation in the elaboration of the updated NIP²¹. Further to this, NGOs were actively involved in the project with meetings specifically targeted to them, in the context of inception related activities and throughout the duration of the project.
173. Although no figures were presented to the evaluator, the project also reportedly encouraged the equal participation of women and minority groups in the NIP updating process, considering in particular that women had an active role to play in the different components. In support of awareness raising activities, materials such as leaflets were elaborated and distributed during the closing workshop.
174. Presentation of project results, including inventories, Action Plan and the NIP, took place in December of 2017, in the presence of the full Steering Committee, as well as other interested stakeholders for a total of approximately 80 participants (this included NGOs, chambers of industry, and officials from other governmental organizations). The approved NIP was ready for publication in April 2018 and was submitted to the Stockholm Convention Secretariat in June 2018.

The overall evaluation rating on the delivery of Outputs is “Satisfactory.”

Achievement of Direct Outcomes

175. Evidence indicates that all of the direct Outcomes presented below have been achieved, a statement strongly supported by the fact that all of the Outputs (presented above) have been achieved in support of these Outcomes. Argentina has effectively reinforced its national capacity to eliminate and manage POPs through adopted policies, strengthened capacities, and streamlining of mechanisms and requirements to address obligations towards the Stockholm Convention.

- Institutional strengthening through national coordination

²¹ Emphasizing their key participatory role as regards in particular on contaminated sites, and awareness raising

- Comprehensive information on current POPs control measures, management practices, use, and impact to provide the basis for identifying POPs issues of concern and planning sound actions to address them

- Sound and cost-effective actions to address POPs issues of concern are facilitated by the availability of well-prepared and costed Action Plans

- Improved understanding of all POPs for cost-effective actions to address priority POPs issues allows Afghanistan to develop rational and coherent strategies to reduce POPs risks in the country, and meet the obligations of the Stockholm Convention

- NIP endorsed by key stakeholders for transmission to the Secretariat confirms government's commitment to implement the Stockholm Convention at all levels

176. As a result of the achievement of these Outcomes, inventories of POPs releases were updated and/or prepared, Action Plans were developed and approved, the legal framework was reviewed and, the NIP was consensually approved and presented to the Stockholm Convention Secretariat.

177. Given the above, and considering in addition that Assumptions and Drivers supporting progress and transition from Outputs to Outcomes are in place, the rating for Achievement of Outcomes is Highly Satisfactory.

The overall evaluation rating on the achievement of Direct Outcomes is "Satisfactory."

Likelihood of Impact

178. The impact of the project or "goal" as incorrectly stated in the Logical framework of the CEO Endorsement Document is "To protect human health and the environment through the implementation of the Stockholm Convention". From an evaluation perspective, determining progress towards this eventual impact is based on a number of factors, including for example the fact that the direct Outcomes necessary for the attainment of intermediate states have been achieved, and this with the clear involvement of industry and NGOs and support of all stakeholders in general.

179. Assumptions and Drivers, respectively for progress from direct Outcomes, and to support transition from direct Outcomes to Intermediate States, are considered to hold, and finally, the Project has delivered all results, and Outcomes have been reached. The intermediate states have been achieved and therefore already contributing to the sought after reduction of risks to the population and increased protection of the environment.

180. In addition, intermediate states considers the fact that the measures designed to move towards the sustainable, effective and comprehensive enforcement of the Stockholm Convention provisions are well under way, and have produced results as the NIP has been developed, validated and adopted. Evidence also demonstrates that there is a willingness to continue in this direction as Stockholm Convention related activities have been streamlined into the governments permanent structure. As such the progress towards intermediate states is achieved.

181. Finally, as the Project has achieved changes in raising awareness regarding sound management of POPs, and mainstreaming of the NIP, the project is considered to be aligned to contribute to the reduction of environmental and health risks. As per the above, and based on the Evaluation Criteria Matrix, the likelihood of impact is assessed as "Likely".

The overall rating for the likelihood of achieving impact is "Likely"

Financial Management

1. Consideration is given to financial information at the project level submitted by the Executing Agency to UN Environment, which showed no deficiencies as regards completeness. High level project budgets by funding source were available sub-criteria (a) and (b); as well as disbursement documents (c); detailed project budgets for secured funds (d); project expenditure sheets were made available to the Evaluator up to end 2017.
2. Proof/report of delivery of in-kind contributions: The half-yearly reports did not include information about in-kind and cash co-finance, however co-financing information was made available to the evaluation and includes the level of detail required to assess expenditures. This said, information related to 2018 activities was not available, hence no "Actual Costs" were included in Table 10: Expenditure by Component/Sub-component, above.

Table 12: Financial Management Table

NON-GEF AND GEF PROJECTS			
Financial management components:		Rating	Evidence/Comments
Completeness of project financial information ²² :		S	All Quarterly financial statements and co-financing reports were provided
Provision of key documents to the evaluator (based on the responses to A-G below)		S	All documents required were provided to the evaluator
A.	Co-financing and Project Cost's tables at design (by budget lines)	S	GEF funding and Co-financing budgeted by Component
B.	Revisions to the budget	S	The project budget was revised once to allow for unspent funds to be utilized
C.	All relevant project legal agreements (e.g. SSFA, PCA, ICA)	S	
D.	Proof of fund transfers	S	
E.	Proof of co-financing (cash and in-kind)	S	
F.	A summary report on the project's expenditures during the life of the project (by budget lines, project components and/or annual level)	S	However financial information was not available for final activities carried out in 2018
G.	Copies of any completed audits and management responses (where applicable)	N/A	
H.	Any other financial information that was required for this project (list):		
Any gaps in terms of financial information that could be indicative of shortcomings in the project's compliance ²³ with the UN Environment or donor rules		S	The financial reports reviewed complied with relevant rules

²² See also document 'Criterion Rating Description' for reference

²³ Compliance with financial systems is not assessed specifically in the evaluation. Nevertheless, if the evaluation identifies gaps in the financial data, or raises other concerns of a compliance nature, a recommendation should be given to cover the topic in an upcoming audit, or similar financial oversight exercise.

NON-GEF AND GEF PROJECTS		
Financial management components:	Rating	Evidence/Comments
Project Manager, Task Manager and Fund Management Officer responsiveness to financial requests during the evaluation process	S	
Communication between finance and project management staff	S	
Project Manager and/or Task Manager's level of awareness of the project's financial status.	S	
Fund Management Officer's knowledge of project progress/status when disbursements are done.	S	
Level of addressing and resolving financial management issues among Fund Management Officer and Project Manager/Task Manager.	S	
Contact/communication between by Fund Management Officer, Project Manager/Task Manager during the preparation of financial and progress reports.	S	
Overall rating	S	

The Project Financial Management is rated as "Satisfactory"

Efficiency

Cost-effectiveness and Financial Efficiency

182. The Evaluator did not find any evidence regarding any cost effectiveness or costliness concerns and considers that although the project was delayed in the delivery of the expected results, these were delivered at a reasonable cost.

183. The Project was approved by the GEF on 20 August 2013 and an Project Cooperation Agreement (PCA) was signed between the UN Environment Division of Technology, Industry and Economics (DTIE), and the Basel Convention Centre for South America in Argentina. This was signed in September of 2014 and was to remain in force until 31 May of 2017. One no-cost extension²⁴ revised project completion date to be in-line with the project implementation plan and allowed the project to deliver the expected results. A second extension was approved to develop a study on new POPs (HBCD) and to allow the project to utilize an unspent balance of US\$ 145,305.

184. Although this information was not captured in any of the documents provided to the Evaluator, it is important to note that "no cost" extensions do have an impact on the in-kind contribution both of UN Environment and the government of Argentina, from personnel support costs (oversight, meetings, financial/administrative) which are likely to have been higher than originally forecast.

Timeliness

²⁴ Extending the project until 30 April 2018

185. The project faced some minor delays in its implementation, however these are considered to have been beyond the control of the Executing Agency (change of government) and all efforts were made to ensure the successful delivery of results.

The overall rating for the Efficiency of the project "Satisfactory"

Monitoring and Reporting

186. UNEP and BCRC followed standard monitoring and evaluation methods for this project, in accordance with internal policies and practices. A tracking system (Excel) and a detailed project work plan, identifying anticipated quarterly completion rates for each activity as well as clear, measurable, and achievable milestones for each quarter were presented.
187. The project prepared all required reports in a timely manner²⁵, using templates provided by UN Environment. Overall the project management structures and mechanisms were effectively put in place and supported project oversight. Based on this, the quality of project management and supervision is rated as "Satisfactory".

Monitoring and Reporting is rated as "Satisfactory"

Sustainability

Socio-political Sustainability

188. The findings presented above indicate that the sustainability of project outcomes have a low degree of dependency on future social and/or political factors. In addition, evidence indicates that there is a high degree of ownership and commitment both at the level of government and other stakeholders which extends to all critical levels of government that have the power to sustain these outcomes.
189. This amongst others is confirmed by the GEF Operational Focal point who stated that the project was in accordance with the governments national priorities and their commitment to relevant environmental conventions; furthermore indicating that the project had been discussed with relevant stakeholders including other global environmental convention Focal Points.

The evaluation rating for socio-political sustainability is "Likely"

Financial Sustainability

190. Project outcomes are not likely to have a high dependency on future funding; and although no specific numbers were provided regarding financial flows having been secured, given past performance, and the high degree of mainstreaming of environmental priorities into policy, it is estimated that this aspect of sustainability is likely to occur.

²⁵ With the possible exception of the final report which was not made available to the evaluation

191. The GEF Operational Focal point mentioned above also confirmed a relatively high amount of co-financing²⁶ for the project, which indicates a clear commitment geared towards the success and long-term results.

The evaluation rating for financial sustainability is "Likely"

Institutional Sustainability

192. Human resources, office space, partnerships and coordination arrangements are in place, as demonstrated by the fact that the initial NIP development and implementation structure was still in place and used again to develop the NIP update. This supports the assessment that mainstreaming of Stockholm Convention related efforts is well in place and shows that sustainability of project outcomes have a low dependency on institutional support.

The overall evaluation rating for sustainability is "Likely"

Table 13: Evaluation Ratings Table

Criterion	Summary Assessment	Rating
A. Strategic Relevance		S
1. Alignment to MTS and POW	This project was designed by UN Environment, which required that there be alignment with its own MTS and the POW	S
2. Alignment to UN Environment/Donor/GEF strategic priorities	The project supports and is aligned with all of these priorities	S
3. Relevance to regional, sub-regional and national environmental priorities	The project demonstrated relevance at all levels	S
4. Complementarity with existing interventions	The inter-ministerial Steering Committee and involvement of industry and NGOs strongly supports this	S
B. Quality of Project Design	The project design is aligned with requirements in place at time of design	S
C. Nature of External Context	The country is experiencing stability and a period of growth	F
D. Effectiveness	No major shortcomings were identified	S
1. Delivery of outputs		S
2. Achievement of direct outcomes		S
3. Likelihood of impact		L
E. Financial Management		S
1. Completeness of project financial information	The financial information provided was complete, however expenses were not reported by component	S
2. Communication between finance and project management staff	No shortcomings identified	S

²⁶ US\$ 300,000 in-kind and US\$ 30,000 in cash

Criterion	Summary Assessment	Rating
F. Efficiency	No shortcomings identified	S
G. Monitoring and Reporting	No shortcomings identified	S
1. Monitoring design and budgeting		S
2. Monitoring of project implementation		S
3. Project reporting	All progress and financial reports were prepared	S
H. Sustainability		L
1. Socio-political sustainability	The project has significant government and stakeholder support	L
2. Financial sustainability		L
3. Institutional sustainability		L
I. Factors Affecting Performance		
1. Preparation and readiness	No shortcomings identified	S
2. Quality of project management and supervision	No shortcomings identified	S
3. Stakeholders participation and cooperation	Stakeholder participation and involvement were evidenced and very high	S
4. Responsiveness to human rights and gender equity	Limited evidence was provided	S
5. Country ownership and driven-ness	The level of ownership and drive of the project was high in the country	S
6. Communication and public awareness	No shortcomings identified	S
Overall Project Rating	Over all, the design and implementation of the project was satisfactory	S

5.6 Conclusions and Recommendations

Lessons Learned

- The implementation and long term mainstreaming of project priorities is greatly improved when a cross sectorial inter-ministerial Steering Committee takes the wheel and effectively assumes ownership. This is further strengthened when civil society and industry are closely involved in the design and implementation of activities, in a highly participatory way. This also helps to build capacity in an ongoing manner and to increase awareness of POPs at all stakeholder levels.

Recommendations

- The Government should continue to support the work of the Steering Committee to ensure on-going mainstreaming and long-lasting sustainability of this and other interventions;
- Given “no-cost extensions” do affect the in-kind contribution of the countries and of UN Environment from personnel (oversight, meetings, financial), which are likely to have been more than originally expected, these should be avoided whenever possible. However, given that factors outside of the control of UN Environment and of the countries do occur, and as this information was not captured in the reports provided to the Evaluator, UN Environment should ensure that

cost related records to track these additional personnel expenditures are kept and reflected in future evaluations.

5.7 List of documents consulted

- UN Environment ProDoc and minutes from Project Review Committee meetings
- Project design documents For projects funded by the GEF, Project Identification Form (PIF)
- Formal revisions to the project (no-cost extensions)
- Partner agreements and amendments
- Legal agreements relating to the projects
- Final Outputs (Action Plans on POPs, Task Team reports)
- Task Team reports
- Quarterly and half-yearly progress reports (2014-2017)
- Financial management documents (e.g. cash advances and remittances)

6 CAMEROUN

6.1 Project Identification Table

Table 14: Project Identification Table

GEF Project ID:			
Implementing Agency:	UNEP	Executing Agency:	Ministère de l'Environnement, de la Protection de la Nature et Développement Durable (MINEPDED)
Sub-programme:		Expected Accomplishment(s):	
UN Environment approval date:	No info	Programme of Work Output(s):	
GEF approval date:	20/08/2013	Project type:	TA
GEF Operational Programme #:		Focal Area(s):	Persistent organic pollutants
		GEF Strategic Priority:	
Expected start date:	17/06/2014	Actual start date:	09/08/2014
Planned completion date:	31/05/2017	Actual completion date:	31/12/2016
Planned project budget at approval:	109.589	Actual total expenditures reported as of [date]:	
GEF grant allocation:	109.589	GEF grant expenditures reported as of [date]:	
Project Preparation Grant - GEF financing:	NA	Project Preparation Grant - co-financing:	NA
Expected Medium-Size Project/Full-Size Project co-financing:	SGP	Secured Medium-Size Project/Full-Size Project co-financing:	
First disbursement:	08/08/2014	Date of financial closure:	31/12/2016
No. of revisions:	NO	Date of last revision:	NO
No. of Steering Committee meetings:	07	Date of last/next Steering Committee meeting:	Last: 08/11/2018 Next:
Mid-term Review/ Evaluation (planned date):	NA	Mid-term Review/ Evaluation (actual date):	NA
Terminal Evaluation (planned date):	At the end of project implementation	Terminal Evaluation (actual date):	Oct. - Nov. 2018
Coverage - Country(ies):	Cameroon	Coverage - Region(s):	
Dates of previous project phases:	NA	Status of future project phases:	NA

6.2 Context

193. Cameroon is strategically placed at the crossroads between West and Central Africa, and is described as “Africa in miniature” because of its cultural and geological diversity.²⁷ This country of 475,442 Km has a population estimated in 2016 of 23.4 million with a Gross Domestic Product estimated at \$81.5 billion and a per capita income of \$3,358 in 2017. Despite its huge natural resources base, including petroleum, forest, and agricultural resources, the country has significant development challenges.
194. The Review and update of the National Implementation Plan for the Stockholm Convention on Persistent Organic Pollutants (POPs) in Cameroon project (the NIP Updating Project) was formulated in 2012 when the country had a Human Development Index of 0.482 and was classified as a Low Human Development country according to the 2011 UNDP Human Development Report. Furthermore, Cameroon was coming to the conclusion of the 2008-2012 UN Development Assistance Framework (UNDAF) and gearing up for the preparation of its successor UNDAF for the period 2013-2017. The UNDAF 2013-2017 draws upon the lessons learned from the implementation of the UNDAF 2008-2012, as well as the Growth and Employment Strategy Paper (GESP) and sectoral strategies of the government of Cameroon.
195. Cameroon has made significant efforts to control and reduce the stock of POPs pesticides and DDT since 1989, following an inventory of these products in the country. Obsolete pesticides were found to be the main problem, with a 2012 inventory showing that there were 593 tons in the country. In response, the government, with technical and financial support from partners, initiated various programs to deal with the menace of obsolete pesticides (including POPs), and DDT in the country.
196. Although an inventory in 2012 showed that DDT stocks in the country were relatively low (151 Kg), and located in only one region in the country, PCBs equipment and PCB-containing equipment was still being used, especially at the electricity company, at the conception of the NIP/POPs project in 2012. In addition, Dioxins and Furans (D&F) are unintentionally produced in the country through various human activities and industrial processes. A D&F inventory conducted in 2009 in the context of the implementation of the Stockholm Convention of POPs revealed nine sources of emissions of D&F, with six of them calling for urgent action to be taken to deal with them. Savannah and forest fires accounted for 54% of D&F emissions, followed by medical waste incineration (18.3%), and the burning of municipal waste (15.2%). These emissions have adverse impacts on health and the environment, with communities around industrial plantations using POP pesticides, and workers of companies using PCB-contaminated equipment being the most vulnerable.
197. Against this background, the NIP updating project was aimed at increasing equitable access of people, especially those who are marginalized and/or discriminated against (e.g. women, children, and people with disabilities) to quality health services. The project was also aimed at helping Cameroon attain the MDGs and other national objectives on sustainable development through increased knowledge about, and the elimination of POPs. Toward this end, the NIP updating project was developed through a highly participatory approach, similar to the approach taken in the development of the previous NIP.

6.3 Project Implementation Structure, Partners Stakeholders

198. The participatory and consultative approach used in the preparation of the NIP Updating Project was continued in its implementation. Following the official start of the project in August 2014, the government of Cameroon issued a Decree in October 2014 creating a 27-member Project Steering Committee, consisting of representatives from 12 government agencies, 3 from academic and

²⁷ <https://en.wikipedia.org/wiki/Cameroon>

research institutions, 7 from private sector entities, public enterprises and trade unions, and 5 from civil society organizations, including a women's environmental organization. In January 2015, government issued two Decrees, one creating the 5-person Project Coordinating Committee, including 3 women, one of whom was appointed the Deputy Project Coordinator, and the other appointing the National Project Coordinator. The roles of the various partners in the implementation of the project are as shown in Table 15.

Table 15: Role of various stakeholders in the implementation of NIP Updating Project

STAKEHOLDER	ROLE
The Ministry of the Environment, Protection of Nature and Sustainable Development (MINEPDED)	Coordination of NIP update activities
The Ministry of Agriculture and Rural Development (MINADER)	Address POPs pesticides used in the agriculture sector
Ministry of Public Health	Address the use of POPs pesticides and their impact on human health
Ministry of Livestock, Fishery and Animal Husbandry (MINEPIA)	Address concerns about the impact of the use of POPs pesticides on animals
Ministry of Mines, Industry and Technological Development (MINMIDT)	Address concerns regarding the use of POPs in industry
Ministry of Social Affairs	In charge of persons affected or impacted through POPs activities
Ministry of Labour and Social Security (MINTSS)	Address concerns about the impact of POPs on the labor force in industry, companies, etc. and workers safety in general
Ministry of Finance/Customs Department	Verification of chemicals and pesticides at entry ports and frontiers of Cameroon
Ministry of Planning, Economy and Regional Development (MINEPAT)	Address issues around funding of POP reduction and elimination projects
Ministry of Water and Energy (MINEE)	Address concerns about the use of chemicals and pesticides in the water and energy sectors
Civil society representatives	Help raise awareness about the new POPs
Industry	Provide relevant information regarding chemicals in general, and POPs in particular

199. Government agencies played a significant role in the implementation of the project, including MINEPDED leading the Project Steering and Coordination Committees, and taking responsibility for its day-to-day management. Other government agencies also provided significant support, including the provision of data and the facilitation of work related to the project. In the same vein, private sector entities and public enterprises provided data about POPs, while civil society organizations helped increase awareness about POPs in the country. The project also took gender issues into consideration with women forming the majority of the Project Coordinating Committee, and AFAIRD, a women's group being actively engaged in the efforts to increase awareness about POPs in the country, and being a member of the Project Steering Committee.

Project Financing

Table 16: Expenditure by Component/Sub-component

Component/sub-component/output All figures as USD	Estimated cost at design	Actual Cost/ expenditure	Expenditure ratio (actual/ planned)
Initiation of the process of reviewing and updating national implementation plans	10,159		
Identify and hire project team	3,048		
Organization of a National Inception Workshop to raise awareness and to define the scope and objective of the NIP updating process	7,111		
Assessment of the national infrastructure and capacity for the management of all POPs and development/update of inventories	32,783		
Assess regulatory and institutional framework for POPs management and prepare report	5,000		
Conduct inventory on new POPs and update existing inventories on the twelve initial POPs and prepare reports	22,783		
Assess impacts of POPs to human health and the environment and prepare report	5,000		
Development of Action Plans for New POPs and updating of Action Plans for initial POPs including gaps analysis	14,222		
Conduct a comprehensive review of the existing National Action Plans on POPs	4,064		
Develop, update and validate action plans on POPs	6,095		
Prepare gaps analysis and proposals to address them	4,064		
Formulation of revised and updated National Implementation Plan with its associated Action Plans for all 23 POPs	19,302		
Organize a stakeholder's review the National Objectives and Priorities of the NIP	13,207		
Develop draft National Implementation Plan and include reviewed Action Plans for all POPs for stakeholder thematic review	6,095		
Endorsement of National Implementation Plan	10,159		
NIP outreach strategy developed and implemented to promote the NIP work and gain stakeholder support	2,032		
Organization of a workshop to gain support for the NIP update and to endorse it	8,127		
Project Management	50,159		
Monitoring and Evaluation Plan	4,800		
TOTAL National Project budget	141,584		

11.

Table 17: Co-financing Table

Co-financing (Type/ Source)	UN Environment own Financing (US\$1,000)		Government (US\$1,000)		Other ²⁸ (US\$1,000)		Total (US\$1,000)		Total Disbursed (US\$1,000)
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	
Grants	0	0	0	80	0	0	0	80	
Loans	0	0	0	0	0	0	0	0	
Credits	0	0	0	0	0	0	0	0	
Equity investments	0	0	0	0	0	0	0	0	
In-kind support	0	0	40	52	0	0	0	92	
Other (*)	0	0			0	0	0	0	
Totals	0	0	40	132	0	0	40	132	

12.

6.4 Reconstructed Theory of Change at Evaluation

200. The NIP Updating Project did not include a Theory of Change (ToC) because this was not a requirement at the time the Project Document (ProDoc) was developed. Despite this limitation, the Evaluation Team developed a ToC at Design for the *Global Project on the Updating of National Implementation Plans (NIP) for POPs* project, in order to first understand the concept behind the project and second to have an analytical tool to assess the project. The ToC at Design was based on an analysis of UN Environment documents related to the NIP for POPs project and discussion with staff members via teleconference. During the valuation process the TOC at Design was analyzed and adapted for both the country context and in light of any major new information or changes during project implementation. This analysis adapts the ToC at Design into a Reconstructed ToC at Evaluation, using documents pertinent to the implementation of the project in the country. In addition, this Reconstructed ToC was developed based on the Logical Framework of Cameroon's ProDoc.

201. The Reconstructed ToC at Evaluation aims to capture a complex reality in a simplified manner by identifying the fundamental logic and assumptions behind a concept. It uses the lessons learned, as well as information and data collected during the evaluation of the project in Cameroon to verify the accuracy and validity of the ToC at Design articulated in the Inception Report prepared by the Evaluation Team. This Reconstructed ToC at Evaluation considers a number of pre-conditions, assumptions, and main drivers.

13. Pre-Conditions

202. For purposes of the ToC at Design, Pre-Conditions (PCs) need to be in place before the start of the project. However, the reality might be different when project implementation starts, and as such, can be "in place," "partly in place," or "not in place" at the time of the Terminal Evaluation of the project. The ToC at Design identified the following three PCs:

²⁸ This refers to contributions mobilized for the project from other multilateral agencies, bilateral development cooperation agencies, NGOs, the private sector and beneficiaries

203. Strong Government support and commitment at highest national level; timely and sufficient financial/human resources allocated by the Government(s) to the project (strong commitment of the relevant Government Ministry or Agency is required but is not a sufficient pre-condition):
204. The evaluation of the implementation of the project in Cameroon found that this PC was met. In particular, the government of Cameroon has demonstrated its strong commitment, at the highest national level, to the implementation of its commitments under the Stockholm Convention. In particular, the country had already conducted a POPs inventory, and prepared a NIP before this NIP Updating Project was launched in 2014.
205. The commitment and support of the government of Cameroon to the success of the project has also been demonstrated by the three Decrees issued at the highest level to constitute the Project Steering, and Coordination Committees, and the appointment of the National Project Coordinator to head the Project Coordination Committee. The Project Steering Committee was constituted in in relatively short time (2 months) following the start of the project in August 2014, while the Project Coordination Committee and the National Project Coordinator appointments were made in January 2015, about 6 months after start of the project.
206. The government of Cameroon demonstrated its commitment at the highest level by providing its counterpart funding, and provision of in-kind services (e.g. office space) to the project, and the participation of various government agencies and public enterprises in the Project Steering Committee. Indeed, it was found during the Terminal Evaluation of the project that the government of Cameroon spent more on the project than was budgeted for in the ProDoc. Against this background, the evaluation concludes that PC.1. was in place at the start of the implementation of the project.
207. Governments willing, and have the capacity to take leadership for approval of NIP:
208. The government of Cameroon also demonstrated its willingness and capacity to take leadership for the approval of the NIP. In the first place, the government took measures and mobilized resources to put in place the structures for the effective management of the project by setting up the Steering and Coordination Committees, with the former including a wide variety of stakeholders in the country. These Committees in turn saw the implementation of various activities of the project under the different components of the project. The project was thus able to get a highly participatory endorsement of the Updated NIP by a wide variety of stakeholders from across the country. The evaluation thus concludes that PC.2. was in place at the start of the implementation of the project.
209. The public and private sectors are aware of, understand and are willing to support the government (ability to mobilize financial resources is required but is not a sufficient pre-condition):
210. The evaluation found that public and private sectors were aware of, understood, and were willing to support the government in the implementation of the project. Thus, both sectors participated in the Project Steering Committee, the updating of the national Action Plans on POPs, as well as the validation and adoption of the updated NIP. More than five thousand documents of the NIP update were produced and distributed nationally to different ministerial departments; NGOs; private sector and sensitization carried out on a one to one basis in the field at regional, divisional and subdivisional levels. The evaluation thus concludes that PC.3. was in place at the start of the implementation of the project.

14. Assumptions

211. The Reconstructed ToC at Evaluation is also based on a number of Assumptions which, if wrong, would render the theory partially or completely wrong. Four Assumptions, each underpinned by Underlying Assumptions (UAs), were made and based on the findings of the evaluation classified as "accurate" or "inaccurate," "realized," "not realized," "in-place," "not in place," or "uncertain."

212. Governments are committed and consider this intervention a national, and regional priority (reducing flux of POPs reduces global environmental and human exposure to risks):
213. The evaluation found that this Assumption was mainly accurate in view of the fact that two of the three Underlying Assumptions underpinning it were valid. In particular, the government provided co-financing and in-kind contributions (UA.1.), and supported the inter-sectoral Project Steering Committee it had put in place (UA.2.). Although a new National Coordinating Committee was created following the start of the NIP Updating Project, it continued to function and provided support for the evaluation of the project even after it ended in December 2014 (UA.3.).
214. UN Environment has the capacity and resources at HQ and at country level to support delivery of the expected results:
215. The evaluation found that this Assumption was accurate because it found that the UA that the Stockholm and Basel Regional Centres supported the project, and coordinated key activities at the regional level, and provided logistic and administrative support was valid.
216. National Executing Agencies (EAs) are capable of driving the project:
217. The evaluation found that this Assumption was valid because the National EA, namely MINEPDED demonstrated that it had the capacity to contract, manage and deliver the expected results (reducing risks to the population, especially most vulnerable ones).
218. Context related assumptions: political continuity in countries involved:
219. The evaluation found that this Assumption was accurate because it found that the UA that there was political continuity in the country during the implementation of the project was valid.

15. Main Drivers

220. The ToC at evaluation identified three Main Drivers of change, which are external conditions over which the project has some level of control, and can influence the achievement of the next level results. The drivers, and the evaluation's findings are:
221. Strategy is convincing to countries:
222. The evaluation found that the Project was able to increase awareness about POPs in the country, and to rally support around efforts to eliminate or minimize their extent and use in the country.
223. Pressure on government from BRS Secretariat to comply with obligations of the Stockholm Convention:
224. The evaluation did not find any evidence that the BRS Secretariat pressured government to comply with its obligations under the Stockholm Convention. Instead, the evaluation found that all the interventions and actions taken by the government and other stakeholders in the project were done of their own volition.
225. Pressure from non-government stakeholders (including Civil Society, media and public, etc.) to address Persistent Organic Pollutants (POPs):
226. The evaluation did not find any evidence that non-governmental stakeholders pressured government to address POPs, but did work with it to address the POPs problem through the project.

16. Outputs, Outcomes, Intermediate States, and Impact

227. The project had five Components: i) the initiation of the process of reviewing and updating the NIP, ii) an assessment of national infrastructure and capacity and developing POPs inventories, iii) development of Action Plans for the elimination of POPs, iv) formulation of an updated NIP, and v) endorsement of the NIP.
228. A number of activities were implemented under each Component to produce Outputs, which in turn lead were expected lead to Outcomes for each Component. The Outcomes were expected to contribute to progress toward Intermediate State I (existing gaps in POPs management identified and actions to improve management in place). Assuming that Assumption A.1. (governments are committed and consider this intervention a national, and regional priority) of the Reconstructed ToC at Evaluation is valid, progress toward Intermediate State II is expected (management practices improved in agriculture, disease vector control, industrial chemicals and other relevant areas) which is expected to lead to the project having an impact, i.e. there is a reduction of risks to the population (especially most vulnerable ones), and increased protection of the environment.

6.5 Country Study Findings

Strategic Relevance

229. The evaluation found that the project was of great strategic relevance to both national and regional priorities. These priorities have been articulated in Cameroon's 2009 development blueprint, Vision 2035, and its Strategy for Growth and Employment (Document de Stratégies pour la Croissance et l'Emploi or DSCE - 2010-2020). Both documents call for the provision of inclusive growth, better health and sanitation, public-private partnership, as well as the increased involvement of civil society, women and marginalized groups in national development. Similarly, the 2013-2017 UNDAF called for providing Cameroonians with quality and accessible health care and sanitation, good governance, with particular attention being paid to the rights of women, children and vulnerable groups.
230. The evaluation found that the project helped Cameroon achieve its national priorities for the elimination and reduction of POPs, as determined by a national workshop to validate its NIP. The project was also relevant to national priorities because it contributed to the MINEPDED program against pollution and dangerous chemicals.
231. The project raised awareness among the public and stakeholders on the dangers of POPs, as well as the programs developed to eliminate and eradicate these products. The project also helped the collection, storage, and elimination of POPs, obsolete pesticides and DDT, as well as the cleaning up of contaminated soils, mineral oils and containers.
232. Project management (Project Steering, and National Coordinating committees) had significant representation of women, and involved a wide variety of stakeholders, including the private sector and civil society. These groups also actively participated in the implementation of the project, thus contributing to the gender-equity aspirations of Cameroon's Vision 2035, DSCE (2010-2020), and the UNDAF (2013-2017).
233. The project was also relevant to regional priorities because it helped Cameroon reduce and eliminate POPs, thereby meeting its obligations under the Stockholm Convention, which it has ratified. Both the Vision 2035 and UNDAF (2013-2017) call for greater cooperation between Cameroon and

regional initiatives and organizations, including South-South Cooperation, and increased cooperation with the Communauté Économique des États de l'Afrique Centrale (CEEAC)²⁹.

The overall evaluation rating for the project's Strategic Relevance is "Highly Satisfactory."

Quality of Project Design

234. The evaluation found that the project design had many strengths, including its alignment with national policies and action plans to fight POPs, and its highly participatory nature of its implementation, with government agencies, the private sector, women, and civil society all being involved in its implementation. The project benefitted from the existence of institutional and legal frameworks related to POPs, made good use of national experts, and helped build national capacity in the management of POPs. For this reason, the project helped Cameroon conform to the conventions it ratified (including the Stockholm Convention), and provided valuable information about the status of POPs in the country.

235. Despite these strengths, the project design had a number of weaknesses, including the impression many had that it was a project conceived outside Cameroon. In addition, the project implementation was hampered by lack of equipment, and difficulties in recruiting an international consultant. The project budget was also found to be inadequate in view of the relatively huge size of the country, and the scope of the project, something that can be seen as a short-coming in the design of the project. A number of stakeholders also said that the phased implementation of the project was very irregular.

The overall evaluation rating for the Quality of Project Design is "Satisfactory."

Nature of the External Context

236. The project was not significantly impacted by any external factors such as conflict, natural disasters, and political upheavals. Although Cameroon currently has security issues with the Anglophone crisis in the Southwest and Northwest Regions, as well as the Boko Haram in the Far North Region these have not had any significant impact on the implementation of the project. This is mainly because the project ended before the crisis in the Anglophone part of the country started in earnest. Similarly, the project was not affected by any natural disasters and political upheavals during its implementation.

The overall evaluation rating for the Nature of the External Context of the project is "Favorable."

Effectiveness:

237. The evaluation found the project to be highly effective in terms of its delivery of results. This finding is not surprising given that almost all the pre-conditions defined in the ToC for the project were in place before its start. In particular, the project enjoyed strong government support and commitment, the government was willing and able to take leadership for the approval of the NIP, and public and private sector entities were all willing to support government's efforts in the implementation of the project.

238. Similarly, the Assumptions of the Reconstructed ToC for the project were also found valid by the evaluation. Thus, the evaluation found that government was committed to the project, and considered its successful implementation a national priority. In addition, the national executing agency, MINEPDED has proved it was capable of driving the project, and that UN Environment provided the necessary support for the delivery of the expected results.

²⁹ Economic Community of Central African States (ECCAS)

239. Against this background, the evaluation reviewed the effectiveness of the project under three headings, namely:

- Delivery of outputs
- Achievement of direct outcomes
- Likelihood of impact

Delivery of Outputs

240. The evaluation found that the project largely delivered its outputs, based on a review of project reports, as well as completed questionnaires from the project management and stakeholders, interviews with project staff and stakeholders, and a half-day meeting with stakeholders during a one-week visit to Cameroon by the evaluation consultant.

17. Component 1: Initiation of the process of reviewing and updating NIPs

241. The implementation of Component 1 Activities produced two outputs, namely: i) Activity 1.1. - Key stakeholders and their roles identified and agreed, and ii) Activity 1.2. - Initial assessment of institutional needs and strengths. The project implemented two Activities under this component: Activity 1.1. (Conduct an initial assessment of institutional needs and strengths), and Activity 1.2. (Organize a National Inception Workshop to raise awareness and to define the scope and objective of the NIP updating process).

242. Activity 1.1 resulted in the completion of the initial assessment of the institutional needs and strengths of the project by December 2014, about five months after the start of the project in August 2014. Thus, this Activity resulted in the achievement of the Output that key stakeholders and their roles were identified and agreed upon.

243. In September 2014, a National Inception Workshop (Activity 1.2) was organized, with 69 participants from various stakeholders, including government agencies, the private sector, and civil society as well as women. The Inception Workshop reviewed and validated the terms of reference for the projects' consultants, they reviewed the work plan for the implementation of the project, and developed an awareness promotion strategy for the project. The Inception Workshop also identified key actors and their roles in the implementation of the project, and identified the coordination mechanisms for the management of POPs in the country. This Activity thus achieved its Output that an Initial assessment of institutional needs and strengths is conducted.

18. Component 2: Assessment of the national infrastructure and capacity for the management of all POPs, development of the New POPs inventories and updating for the initial POPs inventories and monitor effects of POPs in humans and the environment

244. The implementation of Component 2 Activities was aimed at achieving three expected Outputs , namely: i) Comprehensive overview of national infrastructure and regulatory framework to manage POPs available, ii) Quantitative and qualitative inventories covering all 22 POPs available: including updated inventories for POPs covered in initial NIP and first inventories for newly-listed POPs, and iii) Overview of POPs impacts to human health and the environment available.

245. Toward these ends, the project implemented three Activities: i) Activity 2.1. - Assess regulatory and institutional framework for POPs management and prepare report, ii) Activity 2.2. - Conduct inventory on new POPs and update existing inventories on the twelve initial POPs and prepare reports, and iii) Activity 2.3 - Assess impacts of POPs to human health and the environment and prepare a report.

246. Although the H2³⁰ 2014 progress report indicated that Activity 2.1. was on-going, the Q1 2015 progress report indicated that Activity 2.1. had already been 100% implemented. During this period, the project had an Inception Workshop attended by various stakeholders who had various working groups, including one that focused on identifying coordination mechanisms for POPs management in the country.
247. The project recruited national and international consultants to conduct an inventory on new POPs and update existing inventories on the twelve initial POPs and prepare reports (Activity 2.2.). The project hired an international consultant, 7 national consultants, and data collectors to prepare an inventory on new POPs and update existing inventories of the 12 initial POPs. The inventories were conducted, and the reports prepared, and validated in July 2015. For this reason, the evaluation concludes that the expected Output that “quantitative and qualitative inventories covering all 22 POPs available” was achieved.
248. With regards to Activity 2.3. (assess impacts of POPs to human health and the environment and prepare report), the evaluation found that it was not implemented because of lack of funds. This activity was consistently reported throughout the duration of the implementation of the project in progress reports as it was not implemented because of the “non-availability of funds given delays in their disbursement from UN Environment.” As such, the project was not able to realize the expected Output that an overview of POPs impacts to human health and the environment is available.

19. Component 3: Development of Action Plans for New POPs and updating of Action Plans for initial POPs including gaps analysis

249. The implementation of Component 3 activities was aimed at the achieving three expected Outputs: i) National progress made on original POPs management analysed and available to all stakeholders, ii) Action Plans for all POPs developed and/or updated and validated by all stakeholders, and iii) Gap analysis report available to all stakeholders. Toward these ends, three activities were implemented under Component 3: i) Activity 3.1. - Conduct a comprehensive review of the existing National Action Plans (NAPs) on POPs and actions taken after the first NIP; ii) Activity 3.2. - Develop, update and validate Action Plans on POPs, and iii) Activity 3.3. - Prepare gaps analysis and proposals to address them.
250. The evaluation found that the project successfully implemented Activities 3.1. and 3.2., despite delays in the start of their implementation. Specifically, the project started implementing both activities in implemented Q1 2015, and completed Activity 3.1. by the end of Q2 2015. Although the completion of Activity 3.2. was delayed by the non-availability of the consultant, it was concluded in Q4 2015, following the validation of the updated Action Plans in November 2015. The expected Outputs of Activities 3.1. (that an analysis of the national progress made on the original POPs managed is made), and Activities 3.2. (that Action Plans for all POPs are developed and/or updated and validated) were achieved by the project.
251. Activity 3.3. was the last activity under Component 3, and entailed the preparation of gap analyses and proposals to address them. This was successfully completed by September, 2015, and its findings incorporated in the Action Plans for the new POPs. Thus, the expected Output of Activity 3.3. (that a gap analysis report is prepared and made available to all stakeholders) was achieved by the project.

20. Component 4: Formulation of revised and updated National Implementation Plan with its associated Action Plans for all 23 POPs

³⁰ Second half of the year H2

252. The implementation of Component 4 activities was aimed at two expected Outputs: i) Revised national objectives and priorities for POPs including new POPs, and ii) Draft revised NIP available to all stakeholders. Toward these ends, the project implemented two activities: Activity 4.1. - Organize a stakeholder's review of the National Objectives and Priorities of the NIP, and ii) Activity 4.2. - Develop draft revised National Implementation Plan including validated Action Plans for all POPs for stakeholder thematic review.
253. In September 2014, an Inception Workshop for various stakeholders to discuss the project, and how the country was going to go about the preparation of a revised NIP was held. The Inception Workshop had five working groups discussing various issues, including an examination and validation of the terms of reference for consultants, the work plan for the implementation of the project, and strategies for creating awareness about POPs and the updated NIP. The working groups also identified key actors and their roles in POPs management in the country, and identified coordination mechanisms for the management of POPs.
254. In addition, the project organized a workshop in March 2015 to train stakeholders on developing and updating NIPs, and to discuss ways and means to conduct an inventory of POPs in Cameroon. The workshop concluded with a list of POPs to inventory as well as the people assigned to conduct the inventories. For this reason, the evaluation concludes that the first expected Output of Component 4 (that national objectives and priorities for POPs, including new POPs) was achieved.
255. Following the Inception Workshop in September 2014, the project took various steps to prepare a revised and updated NIP (Activity 4.2.). Thus, the project recruited consultants to conduct an inventory of POPs, including the new POPs, developed Action Plans for the elimination of POPs in the country, and prepared a gap analysis whose proposals were included in the Action Plans.
256. The project also hired a consultant to lead the preparation of the updated NIP, and conducted training programs for stakeholders involved in the POPs inventories needed for the preparation of the NIP. The project also organized various meetings of the Project Steering Committee, as well as the Project Coordinating Committee to review various drafts of the updated NIP. The updated NIP was finalized in November, 2016, thus achieving the second expected Output of Component 4

21. Component 5: Endorsement of National Implementation Plan

257. The implementation of Component 5 of the project was aimed at two expected Outputs: i) an Outreach Strategy report, and ii) NIP endorsed by the government. Toward these ends, the project implemented two activities: i) Activity 5.1. - NIP outreach strategy developed and implemented to promote the NIP work and gain stakeholder support, and ii) Activity 5.2. - Organization of a workshop to gain support for the NIP update and to endorse it.
258. In September 2014, a working group at the Inception Workshop discussed strategies for sensitizing various segments of society (importers and vendors, as well as users and consumers of POPs) about POPs and their impacts on health and the environment. These included farmers, pastoralists, agro-industrialists, and households. The report on the deliberations of the working group (which included government, private sector, and civil society representatives) identified the groups that should be targeted, the means of communication to reach them, the content of the messages disseminated, and the frequency with which the messages should be disseminated. Thus, the evaluation concludes that Activity 5.1. of Component 5 was implemented and that its expected Output that an Outreach Strategy report was produced was achieved.
259. With regards to the second expected Output of Component 5, the project organized a number of meetings to review the various drafts of the updated NIP, and held a final workshop in March 2016 to seek its validation and endorsement. The evaluation thus concludes that the project achieved the

second expected Output of Component 5, i.e. the updated NIP is endorsed by the government of Cameroon.

The overall evaluation rating on the delivery of Outputs is “Moderately Satisfactory.”

Achievement of Direct Outcomes

260. **Under Component 1**, the expected Outcome was institutional strengthening through national coordination. All activities under Component 1 were successfully completed, resulting in the achievement of all expected Outputs of the Component, namely: i) key stakeholders and their roles identified and agreed upon, ii) completion of an initial assessment of institutional needs and strengths, and iii) a coordination mechanism for POPs management is put in place. These Outputs were achieved, and hence, the evaluation concludes that the expected Outcome of Component 1 was achieved by the project. Furthermore, the fact that the activities under Component 1 were implemented in a highly participatory manner with many stakeholders further helped bring about institutional strengthening in the country.
261. **Under Component 2**, the expected Outcome was to have comprehensive information on current POPs control measures, management practices, use, and impact to provide the basis for identifying POPs issues of concern and planning sound actions to address them.
262. Only two of the three Component 2 Activities were successfully completed, and only two of its three expected Outputs were achieved. Specifically, the project conducted a comprehensive overview of national infrastructure and regulatory framework to manage POPs, as well as a quantitative and qualitative inventory of all 22 POPs, including the initial, and newly-listed POPs. However, lack of funding hampered the implementation of Activity 2.3, and hence, the expected Outcome that the project will provide an overview of POPs impacts on human health and the environment was partially achieved. The project thus did not completely achieve its expected Outcome.
263. **Under Component 3**, the expected Outcome was to have well-prepared and costed action plans to facilitate the implementation of sound and cost-effective actions to address POPs issues of concern. The evaluation found out that all three Activities of Component 3 were successfully implemented, and its three expected Outputs were achieved. Specifically, the project was able to analyse and report on national progress on original POPs management, develop/update Action Plans for all POPs with the participation of all stakeholders, and prepare a gap analysis, as well as costed proposals to address these gaps in POPs management in the country. For this reason, the evaluation concludes that the expected Outcome of Component 3 was achieved.
264. **Under Component 4**, the expected Outcome was to have an improved understanding of all POPs for cost-effective actions to address priority POPs issues to allow Cameroon to develop rational and coherent strategies to reduce POPs risks in the country and to meet the obligations of the Stockholm Convention. The project successfully implemented both of the two Activities under this Component, and achieved its two expected Outputs, namely, the revision of national objectives and priorities for POPs, and the preparation of a revised NIP. For this reason, the evaluation concludes that the project achieved the expected Outcome of Component 3 because the attainment of these expected Outputs immensely improved the understanding of all POPs issues and now enable the country to develop sound strategies to reduce POPs risks, and meet its obligations under the Stockholm Convention. However, the effects of Outcomes are cumulative and the only partial achievement of the Outcome under Component 2 limits the achievement of this outcome as the understanding of POPs has not been accurately informed by an in-depth understanding of the health and environmental impacts. It is likely that such a report would have brought attention to the more vulnerable, and frequently less heard,

groups who are affected by POPs and whose needs should have been highlighted in the NIP and any proposals to address POPs.

265. **Under Component 5**, the expected Outcome was to have the NIP endorsed and transmitted to the Secretariat of the Stockholm Convention, thus demonstrating government's commitment to implement the Stockholm Convention at all levels. The project successfully implemented both activities under Component 5, and hence achieved its two expected Outputs, namely: the preparation of an Outreach Strategy report, and a government-endorsed NIP. The evaluation concludes that the project achieved the Expected Outcome of Component 5 because an Outreach Strategy was developed by a working group at the Inception Workshop, and the updated NIP was endorsed by a multi-stakeholder validation workshop, and transmitted to the SC Secretariat on 21 September 2016.

The overall evaluation rating on the achievement of Direct Outcomes is "Moderately Satisfactory."

Likelihood of Impact

266. The likelihood of the project having an impact is determined using the ToC, as well as data and information gathered during the evaluation. According to the Reconstructed ToC at Evaluation, the expected impact of the project is the "reductions of risks to the population (especially most vulnerable ones), and increased protection of the environment." Based on the findings of the evaluation, the likelihood of the impact the project is "Moderately **Likely**."
267. Four of the five expected Outcomes of the project under Components 1, 3, 4, and 5 were achieved, and the Outcome for Component 2, was mostly achieved. In particular, the project achieved the institutional strengthening through national coordination (Component 1 expected Outcome), a well-prepared and costed Action Plans (Component 3 expected Outcome), an improved understanding of all POPs (Component 4 expected Outcome), and the endorsement of the updated NIP (Component 5 Expected Outcome). With regards to Component 2, the project partially achieved its Expected Outcome because lack of funding hampered the implementation of one of its three activities. Against this background, the rating of progress towards the Outcomes is "Moderately **Satisfactory**."
268. The project's activities as well as their Outputs and Outcomes have all contributed to progress toward the Intermediate States to Impact as defined by the Reconstructed ToC at Evaluation. According to the Reconstructed ToC, the two Intermediate States in progress toward project Impact are: i) existing gaps in POPs management identified and actions to improve management in place, and ii) management practices are improved in agriculture, disease vector control, industrial chemicals and other relevant areas. The Reconstructed ToC also assumes (Assumption 1) that in order to progress from Intermediate 1 to Intermediate State 2, governments are committed and consider this intervention a national, and regional priority.
269. As has been already indicated, the project has produced an Updated NIP, as well as Action Plans for all 22 POPs. As such, the projects helped the country attain Intermediate State 1 in the Reconstructed ToC. Similarly, Assumption 1 has been found to be valid because government demonstrated its support and commitment to the project by developing proper policies, constituting the required institutional structures, mobilizing the participation of all stakeholders, and providing the resources to prepare the updated NIP and the POPs inventory, and develop Action Plans for their elimination.
270. It can be expected that Intermediate State 2, i.e. improved management practices in agriculture and other relevant areas will be achieved in due course. Already, the inventory activities (which included sensitizations of the public) have yielded valuable information that has increased popular awareness

about the harmful effects of POPs on human health. In addition, the Action Plans implemented at the end of the project have helped reduce the production of POPs in the country.

271. The participatory nature of the project also increased the sense of national ownership of the POPs' elimination issue. Although the project budget was low, everyone involved worked toward its success to help national development. Women were also actively involved in the management of the project (as members of the Project Coordinating, and Steering Committees), and implementation of its activities (especially the public sensitization activities), thereby increasing the number of people sensitized by the project, and the sense of national ownership of it.

272. According to the Reconstructed ToC at Evaluation, the Impact of the project will be a reduction of risks to the population (especially those most vulnerable), and increased protection of the environment. Although significant progress has been made toward this end, there are significant threats to its realization across the country. In particular, the security situation in the Southwest, Northwest Regions, and Far North Regions of the country will significantly hamper the consolidation of the project's gains in these areas.

The overall rating for the likelihood of achieving impact is "Moderately Likely"

Financial Management

Table 4: Financial Management Table

NON-GEF AND GEF PROJECTS			
Financial management components:		Rating	Evidence/Comments
Completeness of project financial information ³¹ :		S	All Quarterly financial statements and co-financing reports were provided
Provision of key documents to the evaluator (based on the responses to A-G below)		S	
A.	Co-financing and Project Cost's tables at design (by budget lines)	Yes	GEF funding budgeted by Component, but Co-financing not budgeted by Component
B.	Revisions to the budget	N/A	
C.	All relevant project legal agreements (e.g. SSFA, PCA, ICA)	Yes	
D.	Proof of fund transfers	Yes	
E.	Proof of co-financing (cash and in-kind)	Yes	
F.	A summary report on the project's expenditures during the life of the project (by budget lines, project components and/or annual level)	Yes	Financial information was not by Project Component
G.	Copies of any completed audits and management responses (where applicable)	Yes	A copy of the final audit report was provided, but no management response to it

³¹ See also document 'Criterion Rating Description' for reference

NON-GEF AND GEF PROJECTS			
Financial management components:		Rating	Evidence/Comments
H.	Any other financial information that was required for this project (list):	No	
Any gaps in terms of financial information that could be indicative of shortcomings in the project's compliance ³² with the UN Environment or donor rules		No	
Project Manager, Task Manager and Fund Management Officer responsiveness to financial requests during the evaluation process		S	
Communication between finance and project management staff		S	
Project Manager and/or Task Manager's level of awareness of the project's financial status.		S	
Fund Management Officer's knowledge of project progress/status when disbursements are done.		HS	
Level of addressing and resolving financial management issues among Fund Management Officer and Project Manager/Task Manager.		S	
Contact/communication between by Fund Management Officer, Project Manager/Task Manager during the preparation of financial and progress reports.		S	
Overall rating		S	

Efficiency

22. Cost-effectiveness and Financial Efficiency

273. The evaluation found no mention of cost-effective measures in the project documents. However, the project adopted a number of measures that increased the cost-effectiveness of the project. Among these are:
274. The project built synergies with, and leveraged the results of, other projects to reduce costs and eliminate POPs in the country. For example, the project leveraged the work of a project that did an inventory of electronic equipment to get more information about POPs in the country.
275. Various partners (including government ministries, the private sector, civil society, and women) were involved in the implementation of the project, thus eliminating the duplication of efforts.
276. The project used National Consultants and investigators to conduct the inventory of POPs, and help with the preparation of the Updated NIP. Although the consultants' fees were below market rates, the consultants nevertheless delivered on their obligations because of a strong sense of commitment to the realization of a national need.

³² Compliance with financial systems is not assessed specifically in the evaluation. Nevertheless, if the evaluation identifies gaps in the financial data, or raises other concerns of a compliance nature, a recommendation should be given to cover the topic in an upcoming audit, or similar financial oversight exercise.

277. The government also provided in-kind support to the implementation of the project. Specifically, the government provided \$40,000 in in-kind contributions

23. Timeliness

278. The evaluation did not find any significant delays in the implementation of the project. The first major activities of the project were the constitution of the Project Steering Committee, and the launching of the project at a Project Inception Workshop, both in September 2014, about two months after the signing of the Project Cooperation Agreement (PCA) in July, 2014.

279. Although there was a reported delay in the disbursement of funds from UN Environment in Q1 2014, as well as delays in recruiting the International Consultant, there were no other delays in the implementation of the project. For this reason, project implementation was concluded in December 2016, about 2 years 6 months after the PCA was signed, and well within the March 2017 deadline for the validity of the PCA.

The overall rating for the Efficiency of the project "Satisfactory"

Monitoring and Reporting

280. The project has a logical framework which describes each project Component, the activities to be conducted under each Component, as well as the end of project targets, indicators and sources of verification of the targets.

281. The ProDoc also included detailed budgets for GEF, and Co-finance funds and categorized by Components and Year. The budgets were also organized along UN Environment Budget Line/Object of Expenditure into various line items.

282. The Project Coordinator was mainly responsible for project monitoring and reporting, and toward this end he collected data and information on the following issues:

- Meetings and workshops organized, and their participants
- International conferences attended
- Appointments to project committees, and staffing (consultants and data collectors)
- Project activities implemented
- Project expenses and funding inflows

The Monitoring and Reporting is rated as "Satisfactory"

Project Reporting

283. The project regularly produced quarterly, half-yearly reports, as well as a terminal report using templates provided by UN Environment. In addition, the project produced quarterly financial reports also based on a UN Environment template. However, the financial reports were not organized according to Project Components, an issue raised by the project financial audit report. The project logical framework included a risk analysis, and the quarterly reports included an analysis of the risk factors faced by the project, and measures taken to mitigate them.

Sustainability

24. Socio-political Sustainability

284. The design, implementation, and achievements of the project provide a solid basis for the sustainability of its outcomes. First, the UN Environment project was designed to build capacity, and use inclusive and participatory approaches to implement it. The project design also addressed risk factors and their mitigation to ensure the successful implementation of the project and the sustainability of its outcomes.
285. The training of local investigators for the POPs inventory, the use of local consultants, and the involvement of various stakeholders in project management and the implementation of various project activities has helped increase capacity in POPs management, and national ownership of POPs issues in the country.
286. At the regional level, the updated POPs inventories, Action Plans, and NIP will all help Cameroon meet its obligations under the Stockholm Convention. In addition, the successful and timely implementation of the project has placed the country in a better position to share its lessons with other countries and help in the global effort to eliminate POPs.
287. The social sustainability of the project's outcomes is also likely because of the inclusive and participatory nature of the implementation of the project, as well as its institutional structures. Thus, women were actively involved in the Project Steering and Coordinating committees, and in the development of sensitization materials on POPs in the country. Furthermore; the public sensitization campaign has increased awareness about POPs and reduced their production and use in the country.

25. The evaluation rating for socio-political sustainability is “Likely”

26.

27. Financial Sustainability

288. The government of Cameroon provided \$40,000 (or 28% of total funds) of in-kind contributions to the implementation of the project. This contribution was in the form of providing office space, personnel, as well as office supplies, equipment, and furniture. Although the project officially ended in December 2016, the government continued to demonstrate its commitment to the project by funding activities such as meetings, and support for the consultant during the terminal evaluation of the project. The government has thus demonstrated its commitment to continuing to provide funding to activities that will sustain the outcomes of the project.
289. The project implementation also involved the private sector and civil society organizations who devoted their time and resources to its implementation. These stakeholders also continued to participate in project-related activities even after the conclusion of the project in 2016, thus demonstrating that they are committed to continuing to spend their resources to ensure the sustainability of the project's outcomes.
290. The evaluation rating for financial sustainability is “Likely”

28. Institutional Sustainability

291. The project was successfully implemented because the proper institutional framework was put in place by the government of Cameroon. Specifically, the Project Steering Committees involved various stakeholders, including government ministries and agencies, as well as public enterprises, the private sector and civil society organizations. On the other hand, the Project Coordinating Committee, headed by a Project Coordinator from MINEPDED (where the project was housed) was responsible for the day-to-day management of the project.

292. Although the project has been concluded, indications are that the relationships that have been established between the various partner institutions will continue into the future. In addition, MINEPDED, as it is mandated by Cameroon's development policies and the on-going UNDAF, will continue to lead efforts to implement the updated NIP and Action Plans as well as efforts to eliminate POPs in the country.

29. The evaluation rating for institutional sustainability is "Likely"

30.

The overall evaluation rating for sustainability is "Likely"

Table 18: Evaluation Ratings Table

Criterion	Summary Assessment	Rating
A. Strategic Relevance		HS
1. Alignment to MTS and POW	This is a UN Environment-designed project	HS
2. Alignment to UN Environment/Donor/GEF strategic priorities	This is a UN Environment-designed project	HS
3. Relevance to regional, sub-regional and national environmental priorities	The project is relevant to Cameroon's DSCE - 2010-2020 and UNDAF (2013-2017)	HS
4. Complementarity with existing interventions		HS
B. Quality of Project Design	The project design is satisfactory, although the budget was low	S
C. Nature of External Context	There were no significantly adverse external conditions	F
D. Effectiveness		MS
1. Delivery of outputs	Almost all outputs were delivered	MS
2. Achievement of direct outcomes	Almost all outcomes were delivered	MS
3. Likelihood of impact	The project likely to have an impact	ML
E. Financial Management		S
1. Completeness of project financial information	The financial information provided was complete, except that expenses were not reported by component	S
2. Communication between finance and project management staff	Communication between finance and project management staff was satisfactory	S
F. Efficiency	The project efficiency was satisfactory	S
G. Monitoring and Reporting		S
1. Monitoring design and budgeting	The monitoring design and budget was satisfactory, except for the low budget	S

Criterion	Summary Assessment	Rating
2. Monitoring of project implementation	The monitoring of project implementation was satisfactory	S
3. Project reporting	All progress and financial reports were prepared	S
H. Sustainability		L
1. Socio-political sustainability	The project has significant government and stakeholder support	L
2. Financial sustainability	It is likely that government and other partners will continue to fund POPs activity	L
3. Institutional sustainability	MINEPDED is likely to continue to lead POPs elimination efforts in the country	L
I. Factors Affecting Performance		S
1. Preparation and readiness		S
2. Quality of project management and supervision	The quality of project management and supervision was satisfactory	S
3. Stakeholders participation and cooperation	The quality of stakeholder participation and cooperation was very high	HS
4. Responsiveness to human rights and gender equity	The management structures and implementation of the project took gender considerations into account	S
5. Country ownership and driven-ness	The level of ownership and drive of the project was very high in the country	HS
6. Communication and public awareness	The project developed a communications strategy to sensitize the public about POPs	HS
Overall Project Rating	Over all, the design and implementation of the project was satisfactory, despite a number of challenges.	S

6.6 Conclusions and Recommendations

293. The implementation of the project was a major step in Cameroon's efforts to provide its citizens a safe and healthy environment, and for it to meet its obligations under the Stockholm Convention, which it signed in 2001 and ratified in 2005. Specifically, the project enabled the country to meet important objectives of its various development policies, and the UNDAF (2013-2017).

294. The project's management structures were put in place in a relatively short time, and appropriately structured to ensure multi-stakeholder representation and gender equity. Thus, women were represented, and effectively participated in the Project Coordinating and Steering Committees. In addition, they took part in the implementation of activities such as the preparation of the public sensitization strategy, and helped sensitize the public about POPs. This helped build a strong sense of mission and partnership among the various stakeholders that helped implement the project.

295. The project produced important Outputs such as a comprehensive inventory of 22 POPs in the country, a gap analysis on the POPs, and Action Plans for the elimination of POPs in the country. In addition, the project produced a new NIP that took into consideration the new POPs and Action Plans developed. The updated NIP was validated by a national workshop, approved by government, and transmitted to the Secretariat of the Stockholm Convention. The project also developed and implemented a strategy to communicate the NIP and POPs issues to the public.

296. The evaluation found that four of the five expected Outcomes of the project were achieved, and that the project is likely to have an impact. In addition, these impact is likely to be sustainable both in socio-political, financial, and institutional terms.
297. The strong commitment of government to the project was one of the strengths of the project because important structures were put in place in a relatively short time, and in-kind resources were provided to the project by the government. Other strengths of the project were the highly participatory and multi-stakeholder nature of its structures and implementation, and the significant role played by women and women's groups in the project's implementation.
298. Despite these strengths, the project suffered a major weakness: its low budget. Cameroon is a vast country, and the funds allocated for the project were, at best, only enough to provide very thin coverage of the country. The project also suffered delays in disbursement of funds from UN Environment, resulting in delayed payments to consultants. However, the consultants ultimately produced their reports.

Lessons Learned

299. The evaluation identified the following lessons learned during the implementation of the project:

31. Project Management and Implementation

- The project schedule was not entirely realistic in view of delays in the disbursement of funds from UN Environment
- Having a multi-stakeholder approach to the project management and implementation helped build capacity, and increase awareness and national ownership of the POPs issues
- Use of national consultants helped increase the likelihood of the sustainability of the project's intended results
- The guidelines for conducting POPs inventories, and the Toolkit for preparing the NIP were helpful but need to be updated and adapted to national conditions
- Not all stakeholders participated to the level expected, because of capacity and other constraints
- The use of Geographic Information Systems (GIS) was very helpful in tracking and monitoring transformers which use POPs

32. Financial Management

- The budget was not enough given the size of the country, and the objectives of the project
- Financial reporting should have been based on Components
- There was need to provide guidelines on resource mobilization, and funding mechanisms (including co-financing) available to support measures taken on POPs This would have helped increase the funds available for the project, and consequently, increased its impact.

Recommendations

33. Based on the evaluation findings, the following recommendations can be made:

- Government should continue to support the work of the Project Steering Committee which can be transformed into a POPs Management Committee to continue the work of this and future projects

- Government should provide additional resources to continue sensitization about POPs and implement the POPs sensitization strategy developed by the project
- Reports (including financial reports and audits) and budgets should be organized according to Components, Activities, and Outputs, and should be in the two official languages of the country
- The budget should be enough to cover the country, or be used for a solidly designed pilot project in a few strategically selected regions
- UN Environment/Stockholm Convention Secretariat should continue to support the government to continue work on consolidating the projects' impacts
- The capacities of local staff and consultants in POPs all aspects of POPs management should be built and used in the future. In particular, more nationals should be provided additional and advanced training in POPs management to mitigate the effects of attrition of trained personnel over time.
- Stakeholders should be provided with training and guidelines in resource mobilization, co-financing and funding mechanisms available to support efforts to eliminate POPs.

6.7 Annexes

34. List of participants at the Nov. 8, 2018 workshop in Yaoundé, Cameroon with stakeholders

35.

N°	NAME	TITLE
1	YALIE Marie	I2/UIMACM
2	TATKEU Jean George	PAN. ENVIRO
3	KENMOGNE Nathalie	AFAIRD
4	KUEPOUO Gilbert	CREPD
5	TOURAY, Katim S.	Consultant
6	FOMBIN Valentine A.	MINADER
7	KOUNA Jean Baptiste	MINRESI
8	DJONG Christian A.	MINEE
9	NDZIE Thérèse MINSE	MINEPAT
10	MERENG BODO Eliane	SDNAV
11	AOUDOU Joswa	Coordinator NIP
12	BALEGUEL Pierre Didier	YIF-C
13	Constance BAEY KUM	I3/BIE
14	HAMAN BALLOU BALLOU	MINEPDED
15	NDOMO TSALA Jules Christian	CUINT
16	MOUSSA SALI	SDBMM
17	KEMBOU Lydie C	CUIMT
18	HAMADJODA	SDGDPC
19	NDIPAKEM AYUK- Arrey	I2/UI%ACM
20	WADOU Angèle	Equipe projet NIP
21	TAPDJIEU Ephélicienne	Membre equipe NIP
21	HAMAN UNUSA	PF Opéral GEF
23	BELINGA MENGUE N	I2/UINT

36.

List of people interviewed during Nov. 4 - 10, 2018 visit by the consultant to Cameroon:

No.	NAME	TITLE, INSTITUTION/ORGANIZATION
1	Joswa AOUDOU	Chef de Brigade des Inspections Environnementales, MINEPDED/DNC-Yaoundé Cameroon, Point Focal/Convention Stockholm sur les POPs, and Coordonnateur National Projet POPs
2	Dr Haman UNUSA	Unit Head for Studies and Prospection, GEF Operational Focal Point/Adaptation Fund Focal Point, Ministry of Environment, Protection of Nature and Sustainable Development
3	Jean Georges, TATKEU	Directeur Général, PanEnviro SARL
4	Mrs. Nathalie KENMOGNE	Président, L'Association des Femmes Africaines Intègres pour la recherche et le Développement (AFAIRD)
5	Dr. Gilbert KUEPOUO	Coordinateur, Centre de Recherche et d'Éducation pour le Développement (CREPD)

37.

List of documents consulted

- Enabling activities- project plan.doc
- Bank account and funds transfers documents
- Cameroon PCA signed by both Parties
- Decisions establishing the Project Steering Committee, and Project Coordinating Committees
- NIP PCA Cameroon and Annexes (including the ProDoc)
- Inception Workshop Report
- Inception Workshop Working Group Reports
- Inception Workshop List of Participants
- Documents on cash advances and remittances
- Final Audit Report
- Quarterly financial reports (Q3 2014 - Q1 2017)
- Inventory reports Dioxins and Furans.doc
- Terminal Project Report
- Updated NIP Validation Workshop Report
- Lessons Learned Report
- UNEP-POPS-NIP-Cameroon-COP5.French.pdf
- Quarterly and Half-yearly (Q3 2014-Q1 2017)
- Training reports
- Cameroon - Strategy for Growth and Employment -
<http://cm.one.un.org/content/dam/cameroon/docs-one-un-Cameroon/2017/dsce.pdf>
- Cameroon Vision 2035 - [http://cm.one.un.org/content/dam/cameroon/docs-one-un-Cameroon/2017/vision_Cameroon_2035%20\(1\).pdf](http://cm.one.un.org/content/dam/cameroon/docs-one-un-Cameroon/2017/vision_Cameroon_2035%20(1).pdf)
- UNDAF Cameroon (2013 2017) -
<http://www.cm.undp.org/content/dam/cameroon/docs/Documents%20cadres/UNDAF%20Cameroon%202013%202017.pdf>

38.

7 Croatia

7.1 Project Identification Table

	GEF ID
	Project 5307
Project title	Global project on the updating of NIPs for POPs
Region	Global
GEF focal area(s)/OP	CHEM-4 POPs Enabling Activity (EA) Chemicals and Waste GEF-4
GEF implementing agency	UNEP
Project size (FSP, MSP, EA)	EA
Project CEO endorsement / Approval date	20 August 2013
Project implementation start date (UN Environment)	16 July 2014
Expected implementation end date	31 March 2017
Revised implementation end date	30 June 2018
GEF project grant (excluding PPG, in USD)	186,046
Total co-financing (in USD) as per PIF	220,000
GEF Agency fee (in USD)	19,087
Total project cost (excluding PPG; GEF project grant + total co-financing, in USD)	406,046
Mid-term review date	---
Terminal evaluation date	July 2018 – May 2019

7.2 Context

300. The parliament of Croatia ratified the Stockholm Convention on 30th of April 2007 and adopted the National Implementation Plan in April 2009. Croatia is also a party to the Basel Convention, Rotterdam Convention, Convention on Long Range Air Transboundary Pollution and Convention for the Protection of The Mediterranean Sea Against Pollution. The main institutions involved in the management of POPs at the national level are the Ministry of Environment and Energy, Ministry of Agriculture, Ministry of Health, Ministry of Economy.

301. In Croatia some obsolete pesticides were used in the past and there could be some contamination of agricultural lands. It is estimated that up to 0.2 tons of PCBs need to be disposed of in the country. There are some unintentional POPs from burnings and forest fires. Since Croatia became a full member of the EU in 2013 it became necessary to comply with EU standards and regulations.

302. The evaluated project focused on assisting Croatia to update inventories of POPs and revise the national implementation plan of the Stockholm Convention. The Global/regional support component of this project was meant to enhance communication and sharing information among Parties to compare and harmonize data and identify lessons learned and good practices. With project support Croatia was supposed to update the NIP and collect data comparable to other countries.

7.3 Project implementation structure, partners, stakeholders

303. In Croatia the National Executing Agency is the Ministry of Environmental and Nature Protection. On 16th of October 2016 it was reorganized and became the Ministry of Environment and Energy. The project activities were coordinated by the National Coordinator (Project Manager) who was a staff member of the Executing Agency. For the purposes of coordinating the project work a National Coordination Committee (NCC) was established which united representatives of relevant government agencies and stakeholders, including: Ministry of Environmental and Nature Protection, Ministry of Agriculture, Ministry of Economy, Ministry of Health, Croatian Agency for Environment and Nature, Institute for Medical Research and Occupational Health, Croatian Institute for Toxicology and Antidoping, Croatian Waters, Croatian Forests, Croatian Centre for Cleaner Production, Croatian Employers' Association, and Croatian Chamber of Economy. All aspects of the project implementation and main deliverables were discussed at NCC meetings and through exchange of information among NCC members.

Table 1. Project Stakeholders.

Stakeholder	Level of Interest	Level of Influence	Roles/responsibilities
Ministry of Environmental and Nature Protection (From October 2016, Ministry of Environment and Energy)	H	H	Executing Agency All aspects of national implementation
National Project Manager	H	H	Coordination of the project Implementation
Croatian Agency for Environment and Nature	M	M	Collecting data on POPs
Ministry of Agriculture	M	M	Participation in decision making in National Coordination Committee
Ministry of Health	M	M	Participation in decision making in National Coordination Committee helping with the Assessment of health risks from POPs
Ministry of Economy	M	M	Participation in decision making in National Coordination Committee
Ministry of Finance – Customs Administration	M	L	Providing data on import/exports of chemicals

Stakeholder	Level of Interest	Level of Influence	Roles/responsibilities
Members of NIP coordinating committee	M	M	Long-term role and assessment of current capacity for NIP implementation
National Civil Society Organizations	M	L	Their inclusion in the planning process. Providing input on unexpected outcomes and unintended negative effects.
Representatives of Vulnerable communities	L	L	Providing feedback on the effectiveness of awareness raising and continued exposure to POPs of children and adults (male and female)
Private-sector and trade organizations	M	L	Their inclusion in the planning process. Providing input on the feasibility of NIPs from their perspective.
POPs-related Industries & suppliers	M	L	Providing understanding about the changes in behaviour as a result of the project
Radio, TV, print, and online journalists	M	M	Promoting awareness of POPs and effectiveness of campaigns
Farmers (Male)	M	L	Gaining awareness of, and changing their attitudes towards the use of POPs

7.4 Project financing

304. The original project budget was revised in August 2016 (Table 2). The planned in-kind co-financing from the Ministry of Environmental and Nature Protection was 220,000 USD (Table 3). The actual co-financing was reported 194,600 USD in January 2018.

Table 2. Croatia project budget

Object of expenditure in accordance with UNEP budget codes			Original Budget	Revised Budget
UNEP BUDGET LINE/OBJECT OF EXPENDITURE			US\$	US\$
1100	Project Personnel			
1101	National Project coordinator		18 605	18 150
1199	Sub-Total		18 605	18 150
1200	Consultants w/m			
1201	National Consultants		54 558	44 420

	1202	International Consultants	22 326	0
	1299	Sub-Total	76 884	44 420
	1999	Component Total	95 489	62 570
30	TRAINING COMPONENT			
	3200	Group training (field trips, WS, etc.)		
	3201	National Workshop on POPs inventory	26 046	13 900
	3299	Sub-Total	26 046	13 900
	3300	Meetings/conferences		
	3301	Inception workshop	11 163	1 700
	3303	Final workshop for NIP endorsement	13 023	4 320
	3304	National Coordination Meetings	14 883	0
	3399	Sub-Total	39 069	6 020
	3999	Component Total	65 115	19 920
40	4000	Expendable equipment		
	4101	Operating costs	7 340	5 340
	4199	Sub-total	7 340	5 340
	4999	Component Total	7 340	5 340
50	MISCELLANEOUS COMPONENT			
	5200	Reporting costs (publications, maps, NL)		
	5201	Finalization of report and dissemination strategy	9 302	89 416
	5299	Sub-Total	9 302	89 416
	5500	Project closing and evaluation		
	5501	Terminal Evaluation	4 400	4 400
	5502	Final audit	4 400	4 400
	5599	Sub-Total	8 800	8 800
	5999	Component Total	18 102	98 216
99	GRAND TOTAL		186 046	186 046

Table 3. Planned and actual co-funding from Ministry of Environmental and Nature Protection.

UNEP BUDGET LINE/OBJECT OF EXPENDITURE		Planned	Actual
		US\$	US\$
1101	National Project coordinator	60 000	32 028
1102	Technical Project Officer	20 000	17 658
1201	National Consultants	10 000	11 196
1301	Support staff	25 000	23 894
1601	Travel on official business experts	50 000	1 109
3201	National workshop on POP inventory	0	6 180
3301	Inception workshop	10 000	5 950
3302	Outputs validation workshops	5 000	0
3303	Final workshop for NIP endorsement	10 000	766
3304	National Coordination Meetings	5 000	4 026
4101	Operating costs	20 000	77 551
5201	Finalization of report and dissemination strategy	5 000	13 790

5502	Final audit	0	450
TOTAL CO-FINANCE		220 000	194 600

7.5 Reconstructed Theory of Change at Evaluation

305. The pre-conditions, assumptions and drivers were identified for the whole project. The list below includes those that are true for Croatia or specific to the country.

306. Pre-conditions (PCs) - need to be in place before project can start. There are likely to be additional pre-conditions required prior to the start of an intervention of this type.

- PC.1: Strong government support and commitment at the level of the National Environmental Agency; timely and sufficient financial/human resources allocated by the agency to the project;
- PC.2: National Environmental Agency willing, and has the capacity to, to take leadership for approval of NIP;
- PC.3: The public and private sectors are aware of, understand and are willing to support the government.

307. **Assumptions** - The Reconstructed ToC at Evaluation is based on the following fundamental assumptions:

- A.1 The government is committed and consider this intervention a national, and regional priority (reducing flux of POPs reduces global environmental and human exposure to risks); Underlying assumption 1: National Coordinating Committees formed during NIP development process are still functional and provide support; Underlying assumption 2: co-financing is made available in a timely manner; Underlying assumption 3: inter-sectoral coordination mechanisms are in place and supported by the government;
- A.2 UN Environment has the capacity to support delivery of the expected results; Underlying assumption 1: Stockholm and Basel Regional Centres will support the project and will coordinate key activities at the regional;
- A.3 National Executing Agency is capable of driving the project. Underlying assumption 1: Executing Agency has the capacity to contract, manage and deliver the expected results.
- A.4 Context related assumptions: political continuity in countries involved

308. **Main drivers** – initial³³. These are external conditions over which the project has some level of control, and can influence the achievement of the next level results.

- D.1 Croatia is interested in international support in updating NIP and implementing Stockholm Convention
- D.2 There is pressure on government from BRS Secretariat to comply with obligations of the Stockholm Convention
- D.3 There is pressure from non-government stakeholders (including Civil Society, media and public, etc.) to address Persistent Organic Pollutants (POPs)

³³ Drivers are external conditions that can be influenced by the Project

7.6 Country Study Findings

Strategic Relevance

309. The project is consistent with national priorities as indicated by national laws and strategy documents. The list of relevant national level strategies and plans/programs includes: The National Chemical Safety strategy (OG No. 143/08); Strategy for Sustainable development (OG No. 30/09); National Environmental Action Plan (OG No. 46/02, in the process of revision); Decision on the adoption of the Plan for the Protection of Air, Ozone layer and Climate change mitigation in the Republic of Croatia for the 2013-2017 period (OG No. 139/13, in the process of revision); Waste management plan 2017-2022 (OG No. 3/17); Waste Management Strategy of the Republic of Croatia (OG No. 130/05); Development of the National Low Carbon Strategy; Development of the Program for Air Quality (in accordance with the National Emission Ceilings Directive focused on pollutants that contribute to poor air quality, leading to significant negative impacts on human health and the environment).
310. Because Croatia became part of the EU, the country follows EU legislation and strategy documents. The project particularly contributes to the Union's Implementation Plan for the Stockholm Convention on Persistent Organic Pollutants. The UIP/Union Implementation Plan (June 2014) does not only fulfil legal obligations, but also takes stock of those actions and lays down a strategy and action plan for further Union measures related to POPs included in the Stockholm Convention and/or in the UNECE Protocol on POPs.

The overall rating for strategic relevance is Satisfactory.

Quality of Project Design

311. The project document contains all necessary sections with sufficient information on structure, risks, assumptions, sustainability and stakeholders. The logical framework contains indicators, baseline, and targets for each outcome. The roles of Implementing Agency and Executing partner are clearly defined. The main strength of the project design for Croatia is alignment of the project objectives and outputs with national and regional (EU) priorities.
312. No particular major weaknesses were identified. It could be considered a weakness that the project design paid very small attention to issues of gender and indigenous people.

The overall rating of the Quality of Project Design is Satisfactory.

Nature of the External Context

313. There were no major external features that affected the project performance in Croatia. There was a change of the government after the elections in November 2015, but it did not stop or delay the project implementation. The project team planned the activities so that the collection of official opinions of Ministries on the Draft NIP was timed after the new government was established.

The overall rating of Nature of the External Context is Favourable.

Effectiveness:

314. The evaluation found the project to be very effective in delivering all intended results and even exceeding expectations. The pre-conditions defined in the Reconstructed ToC at Evaluation were in place before its start. The Ministry of Environmental and Nature Protection was very committed and had sufficient financial and human resources for the project and took leadership in preparing and facilitating approval of NIP. The private and civil society sectors supported the government in the implementation of the project.

The Assumptions and Drivers of the Reconstructed ToC at Evaluation were also found to be valid. The National Coordination Committee functioned as the coordination mechanism and all the involved branches of the government were committed and contributed to the project implementation. The Ministry of Environmental and Nature Protection was fully capable of leading the project and UN Environment supported the delivery of expected results.

i. Delivery of outputs

39. Component 1: Initiation of the process of reviewing and updating NIPs

315. The implementation of Component 1 Activities produced three outputs, namely: i) Activity 1.1. - Key stakeholders and their roles identified and agreed, and ii) Activity 1.2. - Initial assessment of institutional needs and strengths and iii) Coordination mechanism for POPs management in place. The project implemented two Activities under this component: Activity 1.1. (Conduct an initial assessment of institutional needs and strengths), and Activity 1.2. (Organize a National Inception Workshop to raise awareness and to define the scope and objective of the NIP updating process).

316. As part of Activities 1.1. and 1.2 for the purposes of project coordination a National Coordination Committee (NCC) was established (membership list in **para xxx**, Project Implementation Structure). There were 5 meetings held in 2014-2015. All NCC meetings were held in the Executing Agency premises in Zagreb.

317. The National Inception Workshop was held on December 19, 2014. According to the information from the Executing Agency, website, workshop report and interviews of the representatives of stakeholders who attended the Inception Workshop, it was well prepared and organized. It was attended by 45 participants, including representatives of the Ministry of Environmental and Nature Protection, Ministry of Agriculture, Ministry of Economy, Ministry of Health, Croatian Agency for Environment and Nature, Institute for Medical Research and Occupational Health, Croatian Institute for Toxicology and Antidoping, Croatian Waters, Croatian Forests, Croatian Centre for Cleaner Production, Croatian Employers' Association, Croatian Chamber of Economy, Ruđer Bošković Institute, Institute of Oceanography and Fisheries, Croatian Association of the Air Protection. The participants were presented with initial information about the project start, planned activities, and existing information on main deliverables. The national project team completed the initial assessment of the institutional needs and strengths before the Inception Workshop and this assessment was discussed at the workshop and included in the National Inception Workshop report. Thus all outputs under Component 1 were achieved.

40. Component 2: Assessment of the national infrastructure and capacity for the management of all POPs, development of the New POPs inventories and updating for the initial POPs inventories and monitor effects of POPs in humans and the environment

318. The implementation of Component 2 Activities was aimed at achieving three expected Outputs, namely: i) Comprehensive overview of national infrastructure and regulatory framework to manage POPs available, ii) Quantitative and qualitative inventories covering all 22 POPs available: including updated inventories for POPs covered in initial NIP and first inventories for newly-listed POPs, and iii) Overview of POPs impacts to human health and the environment available.

319. Toward these ends, the project implemented three Activities: i) Activity 2.1. - Assess regulatory and institutional framework for POPs management and prepare report, ii) Activity 2.2. - Conduct inventory on new POPs and update existing inventories on the twelve initial POPs and prepare reports, and iii) Activity 2.3 - Assess impacts of POPs to human health and the environment and prepare a report.
320. For implementing the Activity 2.1 and Activity 2.3 the Executing Agency contracted DLS consulting company to analyze the regulatory framework and prepare POPs inventory reports. The DLS team consisted of 6 experts. The work was started in February 2015 and the report was ready in July 2015. The DLS team prepared a detailed report in which Section 1 (32 pages) provided a good overview of the national infrastructure and legislation relevant to POPs issues. The evaluation concludes that the expected Output "Comprehensive overview of national infrastructure and regulatory framework to manage POPs" was achieved.
321. For implementing the Activity 2.2 the Executing Agency also contracted DLS consulting company to prepare the inventory reports. The DLS team prepared two inventory reports by July 2015: "Inventory of POPs Listed in Annexes A-B of the Stockholm Convention" (94 pages) and "Inventory of Releases of Unintentional POPs Listed in Annex C of the Stockholm Convention" (66 pages). The reports contain all information available in Croatia regarding the locations and current management status of 22 POPs in the country and existing problems with storage, handling and disposal. During this work the experts noted that there are many sources and types of data that are often difficult to compare and process together. This was discussed with the project team and a decision was made to make an additional analysis and prepare suggestions on how to improve this situation. This was coordinated with UN Environment. The project team contracted DLS in March 2017 to prepare another report named "Development of Data Collection Program in Accordance to requirements of Stockholm Convention." Also for the same purpose in 2017 the project team contracted another expert, who produced a report "Expert Analysis for Harmonization of Reporting Requirements under the LRTAP Convention and Stockholm Convention (DVOKUT-ECRO, 2017)." These two additional reports provided more information and suggestions on how to collect and use data for Stockholm Convention. The evaluation concludes that the expected Output "Quantitative and qualitative inventories covering all 22 POPs available: including updated inventories for POPs covered in initial NIP and first inventories for newly-listed POPs" was achieved and even exceeded expectations.
322. In the first report produced by DLS company Section 3 (30 pages) was devoted to overview of POPs in the environment and existing data on human exposure to POPs. The evaluation concludes that the expected Output "Overview of POPs impacts to human health and the environment" was achieved.

41. Component 3: Development or updating of Action Plans for New POPs and updating of Action Plans for initial POPs including gaps analysis

323. The implementation of Component 3 activities was aimed at the achieving three expected Outputs: i) National progress made on original POPs management analysed and available to all stakeholders, ii) Action Plans for all POPs developed and/or updated and validated by all stakeholders, and iii) Gap analysis report available to all stakeholders. Toward these ends, three activities were implemented under Component 3: i) Activity 3.1. - Conduct a comprehensive review of the existing National Action Plans (NAPs) on POPs and actions taken after the first NIP; ii) Activity 3.2. - Develop, update and validate Action Plans on POPs, and iii) Activity 3.3. - Prepare gaps analysis and proposals to address them.
324. For implementing Activities 3.1, 3.2, and 3.3 the Executing Agency hired Energy Research and Environmental Protection Institute (EKONERG Institute). They prepared a comprehensive report "Efficacy Evaluation of Action Plans, Strategies and Measures included in the First National Implementation Plan (NIP) for the Implementation of Stockholm Convention, Especially in Regards to Article 5 of the Convention and Suggested Improvements in Terms of New Measures/Activities." It is

a 93 page document that was produced in English and Croatian. The report was discussed by NCC members in October 2015 and finalized in November 2015. Thus the Output “National progress made on original POPs management analyzed and available to all stakeholders” was achieved.

325. The project team decided, based on the inventory data, that PCBs are the main issue of POPs in Croatia. The Executing Agency hired EKONERG to develop an action plan on PCBs. EKONERG completed the action plan in October 2015. It is a detailed document in Croatian and English. It was developed based on data from the Croatian Agency for Environment and Nature and other available information and existing legislation. The action plan was sent to NCC members and after receiving their comments was finalized in November 2016. The expected Output “Action Plans for all POPs developed and/or updated and validated by all stakeholders” was achieved.

326. The gap analysis was included in the draft revised NIP. It was prepared by EKONERG in September 2015 at the same time as the action plan on PCBs and shared with stakeholders through NCC. The expected Output “Gap analysis report available to all stakeholders” was achieved.

42. Component 4: Formulation of revised and updated National Implementation Plans with associated Action Plans for all 22 POPs

327. The implementation of Component 4 activities was aimed at two expected Outputs: i) Revised national objectives and priorities for POPs including new POPs, and ii) Draft revised NIP available to all stakeholders. Toward these ends, the project implemented two activities: Activity 4.1. - Organize a stakeholder’s review of the National Objectives and Priorities of the NIP, and ii) Activity 4.2. - Develop draft revised National Implementation Plan including validated Action Plans for all POPs for stakeholder thematic review.

328. The work on Activity 4.1 and Activity 4.2 was done by EKONERG. The “Proposed Revision of National Implementation Plan for the Stockholm Convention on Persistent Organic Pollutants” was prepared by EKONERG in September 2015. It was shared with stakeholders, discussed within NCC and finalized in November 2015. Thus the expected Outputs “Revised national objectives and priorities for POPs including new POPs” and “Draft revised NIP available to all stakeholders” were achieved.

43. Component 5: Endorsement of National Implementation Plan

329. The implementation of Component 5 of the project was aimed at two expected Outputs: i) an Outreach Strategy report, and ii) NIP endorsed by the government. Toward these ends, the project implemented two activities: i) Activity 5.1. - NIP outreach strategy developed and implemented to promote the NIP work and gain stakeholder support, and ii) Activity 5.2. - Organization of a workshop to gain support for the NIP update and to endorse it.

330. Under Activity 5.1 the outreach strategy was developed in January 2015 and included posting information at the Executing Agency website, producing public awareness materials, holding workshops for stakeholders (29.05.2015; 24-25.09.2015; 21.03.2016; 01.07.2016 and 20.06.2017) and the translation of technical guidance documents. The project team produced specially designed T-shirts, mug, posters, notebooks, pencils, ecobags and three information brochures. These materials were distributed through project partners and stakeholders. Posters were placed in public institutions and schools. In March 2016 the final version of the updated NIP was presented to the public and the State Secretary, Mario Siljeg, made an official statement to the national media. The expected Output “Outreach strategy report” was achieved.

331. For implementing Activity 5.2 on 21st of March 2016 the Executing Agency held the workshop “Proposal of the Second National Implementation Plan for the Stockholm Convention on Persistent Organic Pollutants in the Republic of Croatia (Including Decisions Adopted 2009-2013). At the

workshop the draft NIP was presented and discussed with stakeholders. The final version of the updated NIP was submitted to the Government of Croatia and adopted on 8th of June 2016. The adopted NIP was published in the Official Gazette of the Republic of Croatia (No.62/16). The expected Output NIP endorsed by the Government was achieved.

The overall evaluation rating on the delivery of Outputs is “Highly Satisfactory.”

Achievement of Direct Outcomes

332. **Under Component 1**, the expected Outcome was “Institutional strengthening through national coordination.” All activities under Component 1 were successfully completed, resulting in the achievement of all expected Outputs. The project team started the project with establishing the National Coordination Committee (NCC) and organizing its work. The members of NCC interacted with each other and the project team by phone, e-mail and during meetings. Through collaboration on the project and participation in NCC different government institutions developed stronger ties and improved coordination on POPs issues and information sharing. The reports “Development of Data Collection Program in Accordance to requirements of Stockholm Convention” and “Expert Analysis for Harmonization of Reporting Requirements under the LRTAP Convention and Stockholm Convention” provided more information and guidance on how different data on POPs could be harmonized. The evaluation concludes that the expected Outcome of Component 1 was achieved by the project.
333. **Under Component 2**, the expected Outcome was to have “Comprehensive information on current POPs control measures, management practices, use, and impact to provide the basis for identifying POPs issues of concern and planning sound actions to address them.” During the project implementation the National Executing Agency and its partners managed to collect all information available in Croatia on POPs. The amount of data was sufficient to plan actions to address POPs issues. The evaluation concludes that the expected Outcome of Component 2 was achieved.
334. **Under Component 3**, the expected Outcome was “Sound and cost-effective actions to address POPs issues of concern are facilitated by the availability of well-prepared and costed action plans” The evaluation found out that all three Activities of Component 3 were successfully implemented, and its three expected Outputs were achieved. The project team developed an action plan to address issues of PCBs, because it was identified as the main problem of POPs in the country. The national action plan was included in the updated NIP. For this reason, the evaluation concludes that the expected Outcome of Component 3 was achieved.
335. **Under Component 4**, the expected Outcome was to have an “Improved understanding of all POPs for cost-effective actions to address priority POPs issues to allow Croatia to develop rational and coherent strategies to reduce POPs risks in the country and to meet the obligations of the Stockholm Convention.” The project successfully implemented both of the two Activities under this Component, and achieved its two expected Outputs. The project team was able to analyze all available info on POPs in Croatia and improve understanding of existing issues and possible solutions. In the updated NIP section 3 is named “Strategies, Action Plans and Activities”. This section includes 16 NIP activities and 2 strategies that cover a wide range of POPs issues in Croatia. The evaluation concludes that the expected Outcome of Component 4 was achieved.
336. **Under Component 5**, the expected Outcome was to have the “NIP endorsed and transmitted to the Secretariat of the Stockholm Convention, thus demonstrating government’s commitment to implement the Stockholm Convention at all levels.” The project successfully implemented both activities under Component 5, and hence achieved its two expected Outputs. The draft NIP was discussed with stakeholders through NCC. Each NCC member confirmed that all documents were provided and discussed and there was enough time for reviewing and making comments. The Decision on the

Adoption of the Second National Implementation Plan for the Stockholm Convention on Persistent Organic Pollutants in the Republic of Croatia was adopted at the session of the Government of the Republic of Croatia held on 8 June 2016 and published in the Official Gazette of the Republic of Croatia (No. 62/16). The expected Outcome of Component 5 was achieved.

The overall evaluation rating on the delivery of Direct Outcomes is "Highly Satisfactory."

iii. Likelihood of impact

337. According to the Reconstructed TOC at Evaluation (Fig.1) the impact is defined as "Reductions of risks to the population (especially most vulnerable ones), and increased protection of the environment." The project in Croatia resulted in delivering all intended outputs and outcomes. The updated NIP describes with sufficient details how the existing issues of POPs will be dealt with. In addition Croatia has obligations to comply with requirements of European Union. In evaluators opinion the likelihood of impact is rated as 'Likely'.

The rating for impact is Likely.

Financial Management

338. The project budget was revised at the request of the Executing Agency in August 2016. According to the financial reports and the financial audit report the project generally followed the revised budget. The summarized spending (Table 4) shows that by the end of 2017 the project team had spent 75% of main funding and 88.5% of planned co-finance funds. The first instalment on the project was made in July 2014 and the work started in 2014. From the third quarter of 2014 until the end of 2017 the financial reports were regularly submitted to UN Environment. The project passed auditing in January 2018 and all project expenditures from July 2014 until the end of 2017 were verified. The audit report was submitted to UN Environment. On 13 March 2018 the Executing Agency returned to UN Environment unspent funds in the amount of 31,976.21 USD.

339. The original budget included 9,302 USD in line 5201. After the budget was revised in August 2016 the remaining funds were moved to this line, so the amount in line 5201 increased to 89,416 USD. These funds were used to do more work in addition to fully implemented project activities.

340. The Executing Agency reported 194,600 USD of actual provided Co-financing which fell 25,400 USD short of planned amount of 220,000 USD. Since co-financing was not required by this project, the provided amount of co-financing is considered by the evaluation to be ample and sufficient support of the project.

Table 4. Financial management table.

UN Environment/GEF Funding			Planned	Actual	Balance
UNEP BUDGET LINE/OBJECT OF EXPENDITURE			US\$	US\$	US\$
10	PROJECT PERSONNEL COMPONENT				
	1101	National Project coordinator	18 150	18 139	11

	120 1	National Consultants	44 420	44 405	15
	120 2	International Consultants	0	0	0
	199 9	Component Total	62 570	62 544	26
3 0	TRAINING COMPONENT				
	320 1	National Workshop on POPs inventory	13 900	10 698	3 202
	330 1	Inception workshop	1 700	1 691	9
	330 3	Final workshop for NIP endorsement	4 320	3 766	554
	330 4	National Coordination Meetings	0	0	0
	399 9	Component Total	19 920	16 155	3 765
4 0	EQUIPMENT AND PREMISES COMPONENT				
	410 1	Operating costs	5 340	1 412	3 928
	499 9	Component Total	5 340	1 412	3 928
5 0	MISCELLANEOUS COMPONENT				
	520 1	Finalization of report and dissemination strategy	89 416	58 168	31 248
	550 1	Terminal evaluation	4 400	0	4 400
	550 2	Final audit	4 400	1 801	2 599
	599 9	Component Total	98 216	59 969	38 247
9 9	TOTAL UN Environment funding		186 046	140 080	45 966
Ministry of Environment Co-Financing			Planned	Actual	Balance
	110 1	National Project coordinator	60 000	32 028	27 972
	110 2	Technical Project Officer	20 000	17 658	2 342
	120 1	National Consultants	10 000	11 196	-1 196
	130 1	Support staff	25 000	23 894	1 106
	160 1	Travel on official business experts	50 000	1 109	48 891
	320 1	National workshop on POP inventory	0	6 180	-6 180
	330 1	Inception workshop	10 000	5 950	4 050

330 2	Outputs validation workshops	5 000	0	5 000
330 3	Final workshop for NIP endorsement	10 000	766	9 234
330 4	National Coordination Meetings	5 000	4 026	974
410 1	Operating costs	20 000	77 551	-57 551
520 1	Finalization of report and dissemination strategy	5 000	13 790	-8 790
550 2	Final audit	0	450	-450
TOTAL co-financing		220 000	194 600	25 400
Project Grand Total:		406 046	334 680	71 366

341.

The Project Financial Management is Satisfactory

Efficiency

342. The project was scheduled to run 22 months from July 2014 to March 2016. According to the agreement signed between UN Environment and the Executing Agency the project started at the time of the first installment which was made on 16th of July 2014. In August 2016 the Executing Agency requested a budget revision and a no-cost extension of 21 months until the end 2017 in order to conduct additional work using remaining funds after the endorsement of the updated NIP. The project extension was granted until 30th of June 2018. All the main project work was finished by the end 2017 and final reports submitted in January 2018.

343. The main project deliverable – adoption of the updated NIP - was achieved in June 2016. All other project outputs were achieved on time. The volume of the project work exceeded the original plans because two additional reports on data collection and harmonization were produced and two additional workshops were held in July 2016 and June 2017.

344. At the end of the project the Executing Agency returned to UN Environment unspent funds in the amount of 31,976.21 USD. The reasons that such significant (17% of GEF funding) amount was saved during the project include:

- Use of Executing Agency premises for holding NCC meetings
- Support from the project stakeholder Croatian Chamber of Economy to provide premises for holding project workshops
- Reasonable spending of project funds
- Lack of information during the original budget planning stage

345. The first three reasons indicate that the project team was very efficient in delivering all project results and even exceeding expectations and with that making optimal use of available resources. The efficiency of the project also increased because the project team was able to create a very positive working atmosphere with NCC members, which they indicated during the evaluation mission interviews. Such positive working relationships increased the speed of information exchange and decision making. After studying in detail the project documents, including all expected deliverables, the

evaluation concluded that all work was completed fully and in a manner that most efficiently used available resources and time.

The Efficiency of the project is Highly Satisfactory.

Monitoring and Reporting

346. The design of the system of monitoring and reporting was sufficient for monitoring the project progress. The national project team was required to submit progress reports every 6 months and financial reports quarterly. The Executing Agency provided regular reports from the second half of 2014 and through the end of 2017 – 7 Progress Reports in total. The information was provided by the Executing Agency to UN Environment regularly and allowed tracking of the project progress.

347. The Executing Agency also provided details of the inception workshop and other workshops held during the project implementation in 2015-2017. There were 6 workshops: 1) Inception workshop (19 December 2014), 2) Development of Inventories and Preliminary Results (29 May 2015), 3) Inventory results as a basis for Action Plans (24-25 September 2015), 4) Proposal of the Second National Implementation Plan for the Stockholm Convention on Persistent Organic Pollutants in the Republic of Croatia (21.03.2016), 5) POPs Monitoring and Awareness (1 July 2016). 4) Workshop for stakeholders (20 June 2017). All information about workshops was reported. The Final Project Report was submitted in January 2018.

348. UN Environment monitored the project progress and worked with the national team on revising the project budget and planning additional work to use remaining funds.

349. The project logical framework included a risk analysis, and the quarterly reports included an analysis of the risk factors faced by the project, and measures taken to mitigate them.

The Monitoring and Reporting of the project is Satisfactory.

Sustainability

Socio-Political Sustainability

350. The political situation in Croatia is stable. Croatia as a member of European Union will continue the work on POPs issues in order to comply with EU regulations. The social sustainability of the project's outcomes is also likely because of the inclusive and participatory nature of the implementation of the project, as well as its institutional structures. Thus, women were actively involved in NCC, and in the development of materials on POPs in the country.

The evaluation rating for socio-political sustainability is "Likely"

Financial Sustainability

351. The outcomes "Enhanced communication and sharing of information enables Parties to compare and harmonize data and identify lessons learned and good practices" and "Institutional strengthening through enhanced national coordination" have good potential for being sustainable as they do not require additional financial support and are maintained by the interest of main stakeholders: Ministry

of Environment and Energy, Ministry of Agriculture, Ministry of Health, Croatian Chamber of Economy, Croatian Waters, Croatian Forests, etc. Each stakeholder has its own agenda regarding POPs and a small piece of the whole picture. Through the project the links between different stakeholders and particularly with the Ministry of Environment and Energy strengthened. Now every interested industrial enterprise or government structure or scientific institution knows where to get information if necessary and how to use it in the view of the whole picture.

The evaluation rating for financial sustainability is "Likely"

Institutional Sustainability

352. The outcome "Comprehensive information on current POPs control measures, management practices, use and an impact provides the basis for identifying POPs issues of concern and planning sound actions to address them" will be sustainable because a good volume of information was gathered and shared with stakeholders through NCC and industry through Croatian Chamber of Economy. The Executing Agency, by ordering additional analytic reports on POPs data collection and harmonization, tried to make data collection and use easier in the future. This is also helpful for the sustainability of this outcome.

353. The outcomes "Sound and cost-effective actions to address POPs issues of concern are facilitated by the availability of well-prepared and costed action plans" and "Improved understanding of all POPs for cost-effective actions to address priority POPs issues" will be sustainable because the country has a solid adopted NIP. During the project implementation the Executing Agency followed all necessary steps of gathering, analyzing, and discussing POPs data which improved understanding of the current situation with POPs in Croatia.

The evaluation rating for institutional sustainability is "Likely"

The Sustainability of the project outcomes is Likely

Table 19: Evaluation Ratings Table

Criterion	Summary Assessment	Rating
A. Strategic Relevance		S
1. Alignment to MTS and POW	This project is aligned with UN Environment MTS 2010-2013, MTS 2014-2017, POW 2014-2015, POW 2016-2017	S
2. Alignment to UN Environment/Donor/GEF strategic priorities	This project is aligned with Chemicals Strategy GEF-5 and Chemicals and Waste Focal Area Strategy GEF-6	S
3. Relevance to regional, sub-regional and national environmental priorities	The project is relevant to The National Chemical Safety strategy (OG No. 143/08) and National Environmental Action Plan (OG No. 46/02	S
4. Complementarity with existing interventions	Compliance with EU regulations	S
B. Quality of Project Design	The project design is good except not much attention to minorities	S

Criterion	Summary Assessment	Rating
C. Nature of External Context	There were no significant adverse external conditions	F
D. Effectiveness		HS
1. Delivery of outputs	All outputs were delivered and even exceeded expectations	HS
2. Achievement of direct outcomes	All outcomes were delivered	HS
3. Likelihood of impact	The project is likely to have an impact	L
E. Financial Management		S
1. Completeness of project financial information	The financial information provided was complete	S
2. Communication between finance and project management staff	Communication between finance and project management staff was adequate	S
F. Efficiency	The project was implemented in highly cost-effective manner	HS
G. Monitoring and Reporting		S
1. Monitoring design and budgeting	The monitoring design and budget was satisfactory	S
2. Monitoring of project implementation	The monitoring of project implementation was proper	S
3. Project reporting	All progress and financial reports were prepared and submitted	S
H. Sustainability		L
1. Socio-political sustainability	The project has government and stakeholder support	L
2. Financial sustainability	It is likely that government and other partners will continue to fund POPs activity	L
3. Institutional sustainability	Institutional ownership of POPs issues is superb	L
I. Factors Affecting Performance		S
1. Preparation and readiness	Preparation and readiness are satisfactory	S
2. Quality of project management and supervision	The quality of project management and supervision was very high	HS
3. Stakeholders participation and cooperation	The quality of stakeholder participation and cooperation was very high	HS

Criterion	Summary Assessment	Rating
4. Responsiveness to human rights and gender equity	The project team mainly consisted of women	S
5. Country ownership and driven-ness	The level of ownership and drive of the project was very high	HS
6. Communication and public awareness	The project developed and implemented a good quality outreach campaign	HS
Overall Project Rating	The implementation of the project was highly satisfactory, setting a good example.	HS

7.7 Conclusions and Recommendations

Conclusions

354. The project design has been strategically relevant towards addressing national challenging issues and needs related to POPs. The main strength of the implemented project is good organization of the project work and positive relationships between project team and stakeholders. The NCC functioned very effectively and all stakeholders had access to project documents and participated in discussions and decision-making.

355. The project has delivered all 13 planned outputs and achieved all 6 planned outcomes. The project work exceeded expectations as additional analytical work was done to improve data collection and harmonization. There is a likelihood of longer-term impact as the government approved a good quality NIP and has additional obligations to follow rules of EU since Croatia became a member of the EU in 2013.

356. The evaluation did not identify particular weak points of the project implementation. The project was very efficient and used less funds than originally planned. Such high efficiency was difficult to assess and account for during the project budget planning phase. The project was finished successfully.

Lessons Learned

Lesson 1. Importance of positive working relationships with stakeholders.

357. A good positive lesson of the project in Croatia is the importance of positive working relationships between members of the project team and stakeholders. Even before the project most of the specialists involved in POPs issues knew each other. The work on the first NIP helped to establish links between different institutions and people. That is why it was much easier for the country to implement this project compared to the first NIP. NCC members noted that communication with the project team of the Executing Agency often used unofficial channels of information exchange and communication. This led to increased speed of decision-making and getting consents of stakeholders to the project actions and documents. Formal requests and responses were used in order to officially confirm decisions and approval of project documents.

Lesson 2. Institutional memory.

358. Even though the Executing Agency during the project went through reorganization, changed its name and many people changed their positions, the agency maintained good institutional memory about the work that was done. For example the project team was different compared to the time of the preparation of the first NIP. But the links between people and institutions were kept and the Ministry as an organization made sure that the knowledge was passed on and used. This will help in dealing with POPs issues in the future. The ability to maintain institutional memory is an important feature, particularly for government agencies.

Lesson 3. Importance of educating decision-makers.

359. Some of the experts interviewed during the evaluation pointed out that Croatia lacks capacity to analyze some environmental samples for important POPs. This may lead to lack of information in developing solutions to the problems of POPs. This may be the result of insufficient interest of the highest decision-makers for whom environmental issues are not the highest priority. Therefore the existing capacity is not increased or may even decrease because of insufficient support.

Recommendations

Recommendation 1. Exchange experience with other countries.

360. The project work in Croatia and particularly the way project team interacted with stakeholders is a good positive example, particularly for other countries still struggling to finish similar work. The organization of work with stakeholders should be shared internationally in order to help other countries become more efficient and achieve project goals.

Recommendation 2. Continue work to educate society and decision-makers.

361. The project did a very good job in educating stakeholders – organizations participating in the project and representatives of industry. The general public also received some information about POPs. In the future such projects could be used to increase more the general awareness of people in the country about such important environmental problems as POPs. The education and awareness work could be expanded to address young people. Another important target group is decision-makers, who are often ignorant about POPs issues, which could be a potential problem in implementing solutions.

7.8 Annexes

Annex I. Evaluation itinerary for mission to Zagreb, Croatia

	Description	Role in the Project
1	Meetings for in person interviews:	
	1) Igor Čižmek (Assistant Minister, Ministry of Environment and Energy)	Executing Agency
	2) Mario Stipetić (Ministry of Environment and Energy)	Executing Agency
	3) Mario Vujić	Project Assistant
	4) Željka Dikanović Lučan (Ministry of Agriculture)	NCC member, presented at workshops
	5) Tihana Jergović Gaši (Ministry of Agriculture)	NCC member

	6) Draženka Stipaničev (HRVATSKE VODE) 7) Snježana Herceg Romanić (Institute for Medical Research and Occupational Health) 8) Gordana Ruklić (Ministry of Environment and Energy) 9) Tamara Tarnik (Croatian Employers' Association) 10) Dijana Varlec (Croatian Chamber of Economy) 11) Gordana Vešligaj (Focal point for Basel Convention, Ministry of Environment and Energy)	NCC member, presented at workshops, data on water pollution NCC member, presented at workshops, data on POPs Executing Agency, GEF Operational Focal Point NCC member, Stakeholder NCC member, Stakeholder, hosted workshops Executing Agency
2	Meetings for in person interviews: 12) Darka Hamel (Croatian Centre for Agriculture, Food and Rural Affairs) 13) Morana Belamarić Šaravanja (former DLS) 14) Igor Anić (DVOKUT-ECRO) 15) Mirta Pokršćanski Landeka (Ministry of Economy) 16) Hrvoje Buljan (Ministry of Environment and Energy) 17) Nina Zovko (Croatian Agency for Environment and Nature)	Expert, provided data for inventories, presented at workshops National consultant, A. 2.1, 2.2, 2.3, presented at workshops National Consultant, A. 2.2 NCC member, Stakeholder NCC member, presented at workshops NCC member, presented at workshops

	18) Vibor Bulat (Croatian Agency for Environment and Nature) 19) Romana Grizelj (former Ministry of Environment and Energy) 20) Dubravka Marija Kreković (Ministry of Health) 21) Solveg Kovač (former Ministry of Environment and Energy)	NCC member National Coordinator NCC member, Stakeholder, presented at workshops President of NCC, Focal Point for Stockholm Convention
3	Meetings for in person interviews: 22) Goran Gregurović (Ministry of Agriculture) 23) Mirjana Vrabec Bistrović (Ministry of Agriculture) 24) Irena Zorica Ježić Vidović (Croatian Institute for Toxicology and Antodoping) 25) Branka Pivčević Novak (Ministry of Environment and Energy) 26) Goran Romac (former Croatian Centre for Cleaner Production) 27) Maja Jerman Vranić (EKONERG)	NCC member NCC member NCC member, provided data for inventories, presented at workshops NCC member, presented at workshops NCC member, National Consultant, presented at workshops A 1.1., A.2.1, A 4.2 National Consultant, A. 4.2

Annex II. List of documents consulted

- DLS, 2015. Inventory of POPs Listed in Annexes A-B of the Stockholm Convention.
- DLS, 2015. Inventory of Releases of Unintentional POPs Listed in Annex C of the Stockholm Convention.
- DLS, 2017. Development of Data Collection Program in Accordance to requirements of Stockholm Convention.
- DVOKUT ECRO, 2017. Expert Analysis for Harmonization of Reporting Requirements under the LRTAP Convention and Stockholm Convention.

- Six-Month Progress Report July to December 2014, "Review and update of the NIP for the Stockholm Convention on Persistent Organic Pollutants in Kyrgyzstan," Ministry of Environmental and Nature Protection of Croatia
- Six-Month Progress Report January to June 2015, "Review and update of the NIP for the Stockholm Convention on Persistent Organic Pollutants in Kyrgyzstan," Ministry of Environmental and Nature Protection of Croatia
- Six-Month Progress Report July to December 2015, "Review and update of the NIP for the Stockholm Convention on Persistent Organic Pollutants in Kyrgyzstan," Ministry of Environment and Energy of Croatia
- Six-Month Progress Report January to June 2016, "Review and update of the NIP for the Stockholm Convention on Persistent Organic Pollutants in Kyrgyzstan," Ministry of Environment and Energy of Croatia
- Six-Month Progress Report July to December 2016, "Review and update of the NIP for the Stockholm Convention on Persistent Organic Pollutants in Kyrgyzstan," Ministry of Environment and Energy of Croatia
- Six-Month Progress Report January to June 2017, "Review and update of the NIP for the Stockholm Convention on Persistent Organic Pollutants in Kyrgyzstan," Ministry of Environment and Energy of Croatia
- Six-Month Progress Report July to December 2017, "Review and update of the NIP for the Stockholm Convention on Persistent Organic Pollutants in Kyrgyzstan," Ministry of Environment and Energy of Croatia
- Final Report. January 2018, "Review and update of the NIP for the Stockholm Convention on Persistent Organic Pollutants in Kyrgyzstan," Ministry of Environment and Energy of Croatia
- Financial Quarterly Report Q3 2014, "Review and update of the NIP for the Stockholm Convention on Persistent Organic Pollutants in Kyrgyzstan," Ministry of Environmental and Nature Protection of Croatia
- Financial Quarterly Report Q4 2014, "Review and update of the NIP for the Stockholm Convention on Persistent Organic Pollutants in Kyrgyzstan," Ministry of Environmental and Nature Protection of Croatia
- Financial Quarterly Report Q1 2015, "Review and update of the NIP for the Stockholm Convention on Persistent Organic Pollutants in Kyrgyzstan," Ministry of Environmental and Nature Protection of Croatia
- Financial Quarterly Report Q1 2015, "Review and update of the NIP for the Stockholm Convention on Persistent Organic Pollutants in Kyrgyzstan," Ministry of Environmental and Nature Protection of Croatia
- Financial Quarterly Report Q2 2015, Ministry of Environmental and Nature Protection of Croatia
- Financial Quarterly Report Q3 2015, Ministry of Environmental and Nature Protection of Croatia
- Financial Quarterly Report Q4 2015, Ministry of Environmental and Nature Protection of Croatia
- Financial Quarterly Report Q1 2016, "Review and update of the NIP for the Stockholm Convention on Persistent Organic Pollutants in Kyrgyzstan," Ministry of Environmental and Nature Protection of Croatia
- Financial Quarterly Report Q2 2016, Ministry of Environmental and Nature Protection of Croatia
- Financial Quarterly Report Q3 2016, Ministry of Environmental and Nature Protection of Croatia
- Financial Quarterly Report Q4 2016, Ministry of Environmental and Nature Protection of Croatia

- Financial Quarterly Report Q1 2017, "Review and update of the NIP for the Stockholm Convention on Persistent Organic Pollutants in Kyrgyzstan," Ministry of Environmental and Nature Protection of Croatia
- Financial Quarterly Report Q2 2017, Ministry of Environmental and Nature Protection of Croatia
- Financial Quarterly Report Q3 2017, "Review and update of the NIP for the Stockholm Convention on Persistent Organic Pollutants in Kyrgyzstan," Ministry of Environmental and Nature Protection of Croatia
- Financial Quarterly Report Q4 2017, Ministry of Environmental and Nature Protection of Croatia
- Inception Workshop Report
- Report of Planned and Actual Co-finance by budget line. 08.01.2018
- Extension Request Letter, 03.08.2016
- The National Chemical Safety strategy (OG No. 143/08)
- Strategy for Sustainable development (OG No. 30/09)
- National Environmental Action Plan (OG No. 46/02)
- Decision on the adoption of the Plan for the Protection of Air, Ozone layer and Climate change mitigation in the Republic of Croatia for the 2013-2017 period (OG No. 139/13)
- Waste management plan 2017-2022 (OG No. 3/17)
- Waste Management Strategy of the Republic of Croatia (OG No. 130/05)
- Second National Implementation Plan For The Stockholm Convention On Persistent Organic Pollutants in The Republic Of Croatia (OG No. 62/16)

8 THE GAMBIA COUNTRY STUDY

8.1 Project Identification Table

Table 20: Project Identification Table

GEF Project ID:			
Implementing Agency:	UNEP	Executing Agency:	National Environment Agency
Sub-programme:		Expected Accomplishment(s):	
UN Environment approval date:	4th June 2012	Programme of Work Output(s):	
GEF approval date:	20 August 2013	Project type:	Medium Size Project
GEF Operational Programme #:		Focal Area(s):	Persistent Organic Pollutants
		GEF Strategic Priority:	
Expected start date:	July 2014	Actual start date:	Oct 2014
Planned completion date:	July 2016	Actual completion date:	Targeting March, 31, 2019
Planned project budget at approval:	US \$ 118,521	Actual total expenditures reported as of [date]:	US \$ 68.824
GEF grant allocation:	US \$ 118,521	GEF grant expenditures reported as of [date]:	US \$ 68,824
Project Preparation Grant - GEF financing:	-	Project Preparation Grant - co-financing:	In-kind
Expected Medium-Size Project/Full-Size Project co-financing:	In-kind	Secured Medium-Size Project/Full-Size Project co-financing:	US \$ 118,521
First disbursement:	US \$30,000	Date of financial closure:	31 Dec 2014
No. of revisions:		Date of last revision:	
No. of Steering Committee meetings:	5	Date of last/next Steering Committee meeting:	April, 4, 2016
Mid-term Review/ Evaluation (planned date):		Mid-term Review/ Evaluation (actual date):	
Terminal Evaluation (planned date):		Terminal Evaluation (actual date):	
Coverage - Country(ies):	The Gambia	Coverage - Region(s):	Whole country
Dates of previous project phases:		Status of future project phases:	

8.2 Context

362. Gambia is the smallest country on the African continent, and is surrounded on all sides except on the Atlantic coast, by Senegal. The country has an area of about 11,000 Sq. Km and a population of about 1.9 million according to the 2013 national census. The Gambia is a Least Developing Country (LDC) with almost 49% of the country living in poverty in 2015. The Gross Domestic Product (GDP) of the country was estimated at \$977 million in 2011 and agriculture, which employs 70% of the population, accounted for 30% of the GDP.
363. The Review and update of the national implementation plan for the Stockholm Convention on Persistent Organic Pollutants (POPs) in Gambia project (the NIP Updating Project) was formulated in 2012 when the country had a Human Development Index of 0.439, and was classified as a Low Human Development country in the 2013 UNDP Human Development Report. Furthermore, Gambia was coming to the conclusion of the 2007-2011 UN Development Assistance Framework (UNDAF), and gearing up for the preparation of the 2012-2016 UNDAF. The UNDAF 2012-2016 drew upon the lessons learned from the efforts to attain the MDGs, and Vision 2020 (the country's development blueprint), as well as the lessons learned from the implementation of the second poverty-reduction strategy (PRSP II), and the Programme for Accelerated Growth and Employment (PAGE).
364. Gambia has made significant efforts to control and reduce the stock of POPs pesticides and DDT since 1994, following the enactment of the National Environment Management Act (which led to the creation of the National Environment Agency, NEA), and the Hazardous Chemicals and Pesticides Control and Management Act 1994, which is currently under review and update. In addition, the country prepared a National Profile on Chemicals Management in 1997, and updated it in 2003.
365. The Gambia also signed and ratified the Stockholm Convention in May 2001 and April 2006, respectively, and it came into force in July 2006. Since then, the country has signed and ratified other West African sub-regional and international accords and agreements on the sound management of chemicals, and prepared its first NIP in 2009.
366. Although an inventory showed that POP stocks in the country are relatively very low (e.g. less than 10 tonnes of un-intentional POPs), and mainly attributed to the use of older models of transformers by the National Water and Electricity Company (NAWEC), there were concerns that POPs can continue to enter the country through its porous border with Senegal, and be sold in weekly open markets (called "*Lumo*") held around the country. In addition, some POPs pesticides were being used in controlling the mosquitoes to help fight malaria in the country. The 2009 NIP also found there was a very low level of awareness in the public about POPs, and as such there was need to develop a strong sensitization program on POPs in the country. For these reasons, the management of these POPs is considered to be an important and ongoing challenge in the country.
367. Against this background, the NIP updating project was aimed at helping The Gambia comply with its obligations under Article 7 of the Stockholm Convention, and build national capacity to update the NIP, all with a view to protect human health and the environment from the risks posed by the unsound use, release and management of POPs. The project was also designed to contribute to the attainment of UNDAF (2012-2016) objectives including reducing poverty, increasing access to basic social services (especially for the vulnerable and marginalized), and increasing the use of participatory and inclusive decision-making processes at both national and decentralized levels. It was in this spirit that the NIP updating project was developed, using a highly participatory approach, similar to the approach taken in the development of the previous NIP.

8.3 Project Implementation Structure, Partners Stakeholders

368. The NIP updating project was implemented in a highly participatory manner, with the involvement of stakeholders from Government of The Gambia (GoTG) agencies, NGOs, and the state-owned enterprise, the National Water and Electricity Company (NAWEC), as shown in Table 21. First, the project used the existing platform and coordination mechanisms created during the development of the 2009 NIP. In particular, the project retained the National Coordinating Committee (NCC) formed during the preparation of the 2009 NIP for the 12 initial POPs, increased the number of stakeholders, and used national expertise in updating the NIP.
369. Following the official start of the project in October 2014, a national Inception Workshop was convened in November 2014 to identify various stakeholders and sensitize them about their roles and responsibilities in the implementation of the project, and in POPs management and control. Workshop participants also decided on the appropriate coordinating mechanisms for POPs management in the country, and reviewed the membership of the existing NCC with a view to updating it for the implementation of the NIP Updating project.
370. Government agencies, especially the NEA, played a significant role in the implementation of the project. Thus, the NEA served as the national executing agency, and the seat of the National Coordinating Committee (NCC) which is responsible for the day-to-day management of the project. The NEA also provided the National Coordinator of the Project, as well as the Technical Assistant, both of whom managed the project on a day-to-day basis.
371. Other government agencies also participated actively in the implementation of the project by providing data, expertise, and facilitating work related to the project. The private sector, and the state-owned public enterprise, NAWEC were all involved in the project providing expertise and data on POPs. Similarly, civil society organizations participated in the NCC, helped increase awareness about POPs, helped conduct a study on gender aspects of POPs in The Gambia, and participated in national consultations held during the updating of the NIP. The roles of the various partners in the implementation of the project, as well as their levels of interest and influence are as shown in Table 15Table 21.
372. The project also took gender issues into consideration with women participating in various activities and meetings of the project. The project thus conducted a study which provided recommendations for making the project more responsive to the needs and conditions of women in The Gambia. Furthermore, the Executive Director of the NEA during the first two years of the implementation of the project was a woman. Women also actively participated in the work of the NCC, and stakeholder organizations involved in the implementation of the project.

Table 21: Role of various stakeholders in the implementation of NIP Updating Project

STAKEHOLDER	Level of Interest	Level of Influence	ROLE
National Environment Agency	H	H	To coordinate the implementation of the NIP update project, of which it is the national Executing Agency.
Ministry of Agriculture	H	M	Address concerns regarding POPs pesticides, and coordinate closely with the NEA

STAKEHOLDER	Level of Interest	Level of Influence	ROLE
Ministry of Trade and Industry	M	M	Address issues related to the fabrication/use/disposal of items possibly contaminated with POPs, such as: electronic parts, industrial sheets, interiors, wires, furniture stores, etc. in collaboration with the NEA
Civil Society/NGOs	M	L	Disseminate the information on POPs risks to the populations and participate in the National Consultation to bring the main concerns from the communities regarding POPs management
Customs and Excise Department	M	M	Monitor the importation and entry of POPs through entry points
National Agricultural Research Institute	M	M	Conduct research in alternatives to pesticides
The Gambia Chamber of Commerce & Industry	L	M	Help reduce POPs through sensitizations and stewardship programs for the private sector
Ministry of Health	H	M	Regulate and monitor the importation and use of insecticides for vector control

44.

Project Financing

Table 22: Expenditure by Component/Sub-component

Component/sub-component/output <i>All figures as USD</i>	Estimated cost at design	Actual Cost/ expenditure	Expenditure ratio (actual/ planned)
Initiation of the process of reviewing and updating national implementation plans			
Project Personnel	20,753	20,753	1/1
Administrative support	5,412	5,412	1/1
Operating cost	4,683	2,000	1/0.4
Identify and hire project team (National coordinating meetings)	9,482	3,545	1/0,4
Organization of a National Inception Workshop to raise awareness and to define the scope and objective of the NIP updating process	5,379	5,379	1/1

Component/sub-component/output <i>All figures as USD</i>	Estimated cost at design	Actual Cost/ expenditure	Expenditure ratio (actual/ planned)
Assessment of the national infrastructure and capacity for the management of all POPs and development/update of inventories			
National Consultants	35,758	18,718	1/0.5
International Consultant	9,741	5,000	1/0.5
Assess regulatory and institutional framework for POPs management and prepare report			
Conduct inventory on new POPs and update existing inventories on the twelve initial POPs and prepare reports			
Assess impacts of POPs to human health and the environment and prepare report			
Development of Action Plans for New POPs and updating of Action Plans for initial POPs including gaps analysis (National Workshop on POPs training)	8,017	8,017	1/1
Conduct a comprehensive review of the existing National Action Plans on POPs			
Develop, update and validate action plans on POPs			
Prepare gaps analysis and proposals to address them			
Formulation of revised and updated National Implementation Plan with its associated Action Plans for all 23 POPs (Final workshop for NIP endorsement)	7,770	0	0
Organize a stakeholder's review the National Objectives and Priorities of the NIP			
Develop draft National Implementation Plan and include reviewed Action Plans for all POPs for stakeholder thematic review			
Endorsement of National Implementation Plan(Finalization of Report and Dissemination strategy)	5,926	0	0
NIP outreach strategy developed and implemented to promote the NIP work and gain stakeholder support			
Organization of a workshop to gain support for the NIP update and to endorse it			
Project Management (Terminal evaluation)	2,800	0	0
Monitoring and Evaluation Plan (final audit)	2,800	0	0
TOTAL National Project budget	118,520	68,824	

45.

Table 23: Co-financing Table

Co-financing (Type/ Source)	UN Environment own Financing (US\$1,000)		Government (US\$1,000)		Other ³⁴ (US\$1,000)		Total (US\$1,000)		Total Disbursed (US\$1,000)
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	
Grants									
Loans									
Credits									
Equity investments									
In-kind support									
Other (*)									
Totals									

Comments: The Co-financing from the Executing Agency was in the form of providing office space for the project personnel, printing of project documents and provision of vehicles for field trekking to collect data during the conduct of the inventories.

8.4 Reconstructed Theory of Change at Evaluation

373. A Theory of Change (ToC) was not required when the ProDoc for the NIP Updating project was developed, and for this reason, it did not include a ToC. Nevertheless, in line with the UN Environment evaluation approach a Reconstructed ToC at Evaluation was developed by the Evaluation Team for the *Global Project on the Updating of National Implementation Plans (NIP) for POPs* project, to understand the concept behind the project, and provide an analytical tool against which it could be assessed. This project ToC is based on the analysis of UN Environment NIP for POPs project documents, and on discussions with UN Environment staff. The country-level performance analysis in this section is based on an adaptation of the project ToC to take the country-specific context and conditions into account and the adaptation is based on the Logical Framework of Gambia's ProDoc.

374. The Reconstructed ToC at Evaluation aims to capture a complex reality in a simplified manner by identifying the fundamental logic and assumptions behind a concept. It uses the lessons learned, as well as information and data collected during the evaluation of the project in Gambia to verify the accuracy and validity of the earlier ToC at Design articulated in the Inception Report prepared by the Evaluation Team. The project Reconstructed ToC at Evaluation considers a number of pre-conditions, assumptions, and main drivers.

375. Pre-Conditions

376. For purposes of the reconstructed ToC at design, Pre-Conditions (PCs) need to be in place before the start of the project. However, the reality might be different at the start of project implementation, and these PCs can be "in place," "partly in place," or "not in place" at the terminal evaluation of the project. The Re-constructed ToC at Evaluation identified the following three PCs:

1. ³⁴ This refers to contributions mobilized for the project from other multilateral agencies, bilateral development cooperation agencies, NGOs, the private sector and beneficiaries

377. **Pre-Condition 1:** Strong Government support and commitment at highest national level; timely and sufficient financial/human resources allocated by the Government(s) to the project (strong commitment of the relevant Government Ministry or Agency is required but is not a sufficient pre-condition);
378. The evaluation of the implementation of the project in Gambia found that this PC was met. In particular, the GoTG has demonstrated its strong commitment at the highest national level to the implementation of its commitments under the Stockholm Convention. For example, the country conducted a POPs inventory as part of the preparation of a NIP in 2009, before this NIP Updating project was launched in October 2014.
379. The commitment and support of the GoTG to the success of the project was also demonstrated by the retention of National Coordinating Committee (NCC) which was formed for the preparation of the 2009 NIP on the 12 initial POPs. In addition, the GoTG, through the national executing agency, the National Environment Agency (NEA), provided the National Coordinator, and Technical Assistant of the project.
380. The commitment of the GoTG to the project was also demonstrated by the support it provided, namely, office space and the participation of various government agencies and public enterprises in the NCC. Although the in-kind support of the GoTG to the project was not costed in the project budget, the evaluation found that government in-kind support during the implementation of the project was significant. The evaluation thus concludes that PC 1 was in place at the start of the implementation of the project.
381. **Pre-Condition 2:** Governments willing, and have the capacity, to take leadership for approval of NIP
382. The evaluation found that GoTG demonstrated its willingness and capacity to take leadership for the approval of the updated NIP. First, the GoTG mobilized resources and created various structures for the effective management of the project by retaining the NCC from the preparation of the 2009 NIP. In addition, the GoTG through the national executing agency, provided the National Project Coordinator and a Technical Assistant to manage the project on a day-to-day basis. The NCC had a wide variety of stakeholders, resulting in a highly participatory implementation of the project. For these reasons, the evaluation concludes that PC 2 was in place at the start of the implementation of the project.
383. **Pre-Condition 3:** The public and private sectors are aware of, understand and are willing to support the government (ability to mobilize financial resources is required but is not a sufficient pre-condition)
384. The evaluation found that public and private sectors were aware of, understood, and willing to support the government in the implementation of the project. For example, NCC members came from both the public and private sectors, and both sectors participated in the inception workshop, inventorying of POPs, and other project implementation activities. In addition, private sector entities supported and participated in the inventory of various POPs during the implementation of the project. Accordingly, the evaluation concludes that PC 3 was in place at the start of the implementation of the project.
385. Assumptions
386. The Reconstructed ToC at Evaluation is also based on a number of Assumptions which, if wrong, would render the theory partially or completely wrong. Four Assumptions, each underpinned by Underlying Assumptions (UAs), were made and based on the findings of the evaluation classified as "accurate" or "inaccurate," "realized," "not realized," "in-place," "not in place," or "uncertain."

387. **Assumption 1:** Governments are committed to, and consider this intervention a national, and regional priority (reducing flux of POPs reduces global environmental and human exposure to risks);
388. The evaluation found that this Assumption was mainly accurate in view of the fact that two of the three Underlying Assumptions underpinning it were valid. In particular, the government provided in-kind contributions (UA.1.), and supported the multi-stakeholder NCC it retained from the preparation of the 2009 NIP for the initial 12 POPs (UA.2.). In addition, the retention of the NCC from the preparation of the 2009 NIP to lead the preparation of the Updated NIP demonstrates that it continued to function after the completion of the initial NIP in 2009 (UA.3.).
389. **Assumption 2:** UN Environment has the capacity and resources at HQ and at country level to support delivery of the expected results
390. This assumption was valid because the evaluation found that the underlying assumption that the Stockholm and Basel Regional Centres supported the project, and coordinated key activities at the regional level, and provided logistic and administrative support, was valid. Although the implementation of the project was delayed by the remittance of funds from UN Environment to the wrong account, the agency has continued to support the implementation of the project in The Gambia, and agreed to its extension on two occasions.
391. **Assumption 3:** National Executing Agencies (EAs) are capable of driving the project.
392. The evaluation found that this assumption was accurate because it found that the underlying assumption that the national executing agency, namely the NEA, demonstrated that it had the capacity to contract, manage and deliver the expected results (reducing risks to the population, especially the most vulnerable ones).
393. **Assumption 4:** Context related assumptions: political continuity in countries involved
394. The evaluation found that this assumption was not valid because it found that the underlying assumption that there was political continuity in the country during the implementation of the project was invalid. In particular, the project was implemented during the rule of former President Yahya Jammeh, whose dictatorial rule was ended after peaceful and democratic elections held in December 2016. The transition from President Jammeh to his successor was protracted and tense, and adversely affected the implementation of the project which aimed to carry out many activities in the country.
395. **Main Drivers**
396. The ToC at Evaluation identified three main drivers of change, which are external conditions over which the project has some level of control, and can influence the achievement of the next level results. The drivers, and the evaluation's findings are:
397. **Driver 1:** Strategy is convincing to countries
398. The evaluation found that the Project was able to increase mobilize many and varied stakeholders to help update the NIP, increase awareness about POPs, and strengthen the national capacity to manage them. In addition, the Project built on the achievement of previous efforts, especially the preparation of the 2009 NIP on the 12 initial POPs.
399. **Driver 2:** Pressure on government from BRS Secretariat to comply with obligations of the Stockholm Convention

400. The evaluation did not find any evidence that the BRS Secretariat pressured government to comply with its obligations under the Stockholm Convention. Instead, the evaluation found that all the interventions and actions taken by the government and other stakeholders in the project were of their own will.
401. **Driver 3:** Pressure from non-government stakeholders (including Civil Society, media and public, etc.) to address Persistent Organic Pollutants (POPs)
402. The evaluation did not find any evidence that non-governmental stakeholders advocated for the government to address POPs, but worked with it to address the POPs problem through the project.
403. Outputs, Outcomes, Intermediate States, and Impact
404. The project had five Components: i) the initiation of the process of reviewing and updating the NIP, ii) an assessment of national infrastructure and capacity and developing POPs inventories, iii) development of Action Plans for the elimination of POPs, iv) formulation of an updated NIP, and v) endorsement of the NIP.
405. A number of activities were implemented under each Component to produce Outputs which were in turn, according to the Reconstructed ToC at Evaluation, to lead to Outcomes for each Component. The Outcomes were to contribute to progress toward Intermediate State I (existing gaps in POPs management identified and actions to improve management in place). Assuming Assumption A.1. (governments are committed and consider this intervention a national, and regional priority) of the Reconstructed ToC is valid, progress was expected to be made to Intermediate State II (management practices improved in agriculture, disease vector control, industrial chemicals and other relevant areas) which would then lead to the project having an impact, i.e. there would be reductions of risks to the population (especially most vulnerable ones), and increased protection of the environment from the effects of POPs.

8.5 Country Study Findings

Strategic Relevance

406. The evaluation found that the project was of great strategic relevance to both national and regional priorities. These priorities have been articulated in Gambia's development blueprint, Vision 2020, and its Programme for Accelerated Growth and Employment (PAGE; 2012-2015). Vision 2020 aims to transform The Gambia into a middle-income country by 2020, while the PAGE was aimed at increasing the welfare of the country's population through sustained and accelerated economic growth and employment.
407. In this regard, the PAGE was also aimed at increasing the accessibility and affordability of quality health services, increasing access to safe drinking water and basic sanitation, and mainstreaming gender issues in all aspects of development. Both Vision 2020 and the PAGE call for increased involvement of all stakeholders (including civil society, the private sector, women and marginalized groups), and development partners in national development. Similarly, the UNDAF 2012-2016 pillars on poverty and social protection, as well as basic social services, were all linked to the PAGE pillars on accelerating and sustaining economic growth, and enhancing access to social services.
408. For this reason, the evaluation concluded that the project was relevant to national priorities because it contributed to the attainment of the PAGE and Vision 2020 objectives, as well as the UNDAF 2012-2016 objectives. The evaluation also found that the project helped Gambia achieve its national priorities for the elimination and reduction of POPs, because it helped the country conduct an inventory of both the initial 12 POPs and the new POPs.

409. The project also raised awareness among the public and stakeholders on the dangers of POPs, as well as the programs developed to eliminate and eradicate these products. In addition, the project built on the achievements from the 1997 National Profile, and the 2009 NIP on the initial 12 POPs.
410. Project implementation had an important gender dimension, with the participation of women in the NCC of the project. However, the evaluation did not find any strong role of women in the work of the NCC, although there was one female member of the body. In the same vein, the evaluation did not find that women actively participated in the implementation of the project, meaning that the project fell short of the gender-equity aspirations of the country's development blueprint, Vision 2020, and the PAGE.
411. The evaluation found that the project was relevant to global priorities because it helped Gambia reduce and eliminate POPs, thereby meeting its obligations under the Stockholm Convention, which it has ratified. In addition, the project helped the country meet its regional, and sub-regional obligations under the Bamako Convention (which bans the importation of hazardous wastes into Africa), and the Common Regulations for the Registration of Pesticides in CILSS countries of West Africa.

The overall evaluation rating for the project's Strategic Relevance is "Highly Satisfactory."

Quality of Project Design

412. The evaluation found that the project was aligned with national policies, and action plans to fight POPs, and this, coupled with the highly participatory nature of its implementation which involved government agencies, the private sector, civil society, and to some extent women, means that the quality of project design was very good. In addition, the project design made provision for proper monitoring and reporting on project implementation, and expenditure. The project design also allowed for extensions in the event they were necessary and justifiable, as indeed happened in case of The Gambia. (ProDoc)

The overall evaluation rating for the Quality of Project Design is "Highly Satisfactory."

Nature of the External Context

413. Although the project was not significantly impacted by any external factors such as conflict and natural disasters, it did suffer some setbacks because of the difficult governance environment under the rule of former President Jammeh, and the tense transition to a democratically elected president between December 2016 and January 2017. Thus, the national executing agency had three leadership changes between 2013 (when the project was being formulated) and its terminal evaluation. This context has been taken into consideration in the rating of Effectiveness as the protracted political challenges could not have been anticipated.

The overall evaluation rating for the Nature of the External Context of the project is "Moderately Favourable."

Effectiveness

414. Although the project implementation is yet to be completed, the evaluation found that the project was effective in the delivery of some results. This finding is not surprising given that almost all the pre-conditions defined in the Reconstructed ToC at Evaluation for the project were in place before its start. In particular, the project enjoyed strong government support and commitment, the government was

willing and able to take leadership in the preparation of the NIP, and both the private and civil society sectors supported the government in the implementation of the project.

415. The assumptions of the Reconstructed ToC for the project were also found by the evaluation to be valid. Specifically, the evaluation found that government was committed to the successful implementation of the project. The evaluation also found that the National Environment Agency (NEA), the national executing agency, also showed that it is capable of leading the implementation of the project, and that UN Environment supported the project to ensure the delivery of expected results.

416. Against this background, the evaluation reviewed the effectiveness of the project under three headings, namely:

- Delivery of outputs
- Achievement of direct outcomes
- Likelihood of impact

Delivery of Outputs

417. The evaluation found that the project has achieved most of its outputs, based on a review of project reports, as well as completed questionnaires from the project management and stakeholders, and interviews with project staff and stakeholders. However, the project faced a number of challenges which delayed its implementation. Among these challenges were a tense change of government which resulted in changes in leadership in partner government institutions and agencies. In addition, some project funds were deposited by mistake in the wrong bank account, and took a relative long time to retrieve, thus interrupting the implementation of the project.

46. Component 1: Initiation of the process of reviewing and updating NIPs

418. The implementation of Component 1 Activities was to produce three outputs, namely: i) Key stakeholders and their roles identified and agreed, ii) Initial assessment of institutional needs and strengths, and iii) coordination mechanism for POPs management in place. The project implemented two Activities under this component: Activity 1.1. (Conduct an initial assessment of institutional needs and strengths), and Activity 1.2. (Organize a National Inception Workshop to raise awareness and to define the scope and objective of the NIP updating process).

419. Given that The Gambia retained the institutional framework for the preparation of the 2009 NIP on the initial 12 POPs, the stakeholders that were supposed to be identified in Activity 1.1. were already identified at the start of the project. Specifically, the multi-stakeholder National Coordinating Committee (NCC), and the Project Coordinating Committee (PCC) were both in place when the project started in October 2014. Nevertheless, the membership of the NCC was again reviewed and re-constituted at the National Inception Workshop. The institutional needs and strengths of the project were thus known, and the Expected Output of Activity 1.1. was achieved.

420. In November 2014, a National Inception Workshop (Activity 1.2) was organized, with 50 participants from various stakeholders, including government agencies, the private sector, non-governmental organizations, the media, and women. The workshop included presentations on the chemicals management and POPs, as well as the NIP, and its updating in The Gambia. Workshop participants discussed and finalized the composition of the NCC and PCC, identified various stakeholders and assigned them roles in the project, and determined appropriate coordinating mechanisms for POPs management in the country. This activity thus achieved its expected Output that an initial assessment of institutional needs and strengths is conducted.

421. Component 2: Assessment of the national infrastructure and capacity for the management of all POPs, development of the New POPs inventories and updating for the initial POPs inventories and monitor effects of POPs in humans and the environment

422. The implementation of Component 2 Activities was aimed at achieving three expected Outputs, namely: i) Comprehensive overview of national infrastructure and regulatory framework to manage POPs available, ii) Quantitative and qualitative inventories covering all 22 POPs available: including updated inventories for POPs covered in initial NIP and first inventories for newly-listed POPs, and iii) Overview of POPs impacts to human health and the environment available. Thus, the project constituted six Task Teams of national consultants, and recruited an international consultant to train them in updating the existing POPs inventory, developing new inventories for the newly listed POPs, reviewing and updating the previous action plans, and developing new action plans for the new POPs.

423. The project implemented three Activities under Component 2: i) Activity 2.1. - Assess regulatory and institutional framework for POPs management and prepare report, ii) Activity 2.2. - Conduct inventory on new POPs and update existing inventories on the twelve initial POPs and prepare reports, and iii) Activity 2.3 - Assess impacts of POPs to human health and the environment and prepare a report.

424. The evaluation found that Activity 2.1. was conducted by a Task Team constituted about a year earlier. The Task Team assessed the regulatory and institutional framework for the management of POPs, and prepared a report on its findings. Activity 2.1. was started in December 2014, and successfully completed in April 2015. The evaluation thus concludes that the expected Output that "Comprehensive overview of national infrastructure and regulatory framework to manage POPs available" was achieved.

425. With regards to Activity 2.2., the project formed four Task Teams of national consultants to review and update the 2009 NIP, conduct an inventory on new POPs and update existing inventories on the twelve initial POPs and prepare reports. The Task Teams conducted site visits, and interviews, and administered questionnaires to collect data on the various POPs they inventoried. The inventories were conducted, and the reports prepared. Activity 2.2. was started in December 2014, and successfully completed in November 2018, and for this reason, the evaluation concludes that its expected Output that "quantitative and qualitative inventories covering all 22 POPs available" was achieved.

426. With regards to Activity 2.3. (assess impacts of POPs to human health and the environment and prepare report), the evaluation found that this was also conducted by one of the Task Teams of national consultants. Activity 2.3 was started in July 2017 and successfully completed in June 2018, and a report prepared. As such, the evaluation concludes that the Expected Output that an "Overview of POPs impacts to human health and the environment is available" was achieved.

427. Component 3: Development of Action Plans for New POPs and updating of Action Plans for initial POPs including gaps analysis

428. The implementation of Component 3 activities was aimed at the achieving three expected Outputs: i) National progress made on original POPs management analyzed and available to all stakeholders, ii) Action Plans for all POPs developed and/or updated and validated by all stakeholders, and iii) Gap analysis report available to all stakeholders. Toward these ends, the project was to implement three activities under Component 3: i) Activity 3.1. - Conduct a comprehensive review of the existing National Action Plans (NAPs) on POPs and actions taken after the first NIP; ii) Activity 3.2. - Develop, update and validate Action Plans on POPs, and iii) Activity 3.3. - Prepare gaps analysis and proposals to address them.

429. The evaluation found that Activity 3.1. was started in July 2017, and successfully completed by the project by in June, 2018. Thus, the evaluation concludes that the expected Output of Activity 3.1. (that an analysis of the national progress made on the original POPs managed is made) was achieved by the project. In the same vein, the project started implementing Activity 3.2. in September 2017, and successfully completed it in November, 2018. For this reason, the evaluation concludes that the expected Output of Activity 3.2. (that well prepared and costed Action Plans for all POPs are developed and/or updated and validated) was achieved by the project.
430. Activity 3.3. was the last activity under Component 3, and entailed the preparation of gap analysis and proposals to address them. This activity was started in November, and successfully completed by the project in February, 2018. Thus, the expected Output of Activity 3.3. (that a gap analysis report is prepared and made available to all stakeholders) was achieved by the project.
431. Component 4: Formulation of revised and updated National Implementation Plan with its associated Action Plans for all 23 POPs
432. The implementation of Component 4 activities was aimed at two expected Outputs: i) Revised national objectives and priorities for POPs including new POPs, and ii) Draft revised NIP available to all stakeholders. Toward these ends, the project was to implement two activities: i) Activity 4.1. - Organize a stakeholder's review of the National Objectives and Priorities of the NIP; and ii) Activity 4.2. - Develop draft revised National Implementation Plan including validated Action Plans for all POPs for stakeholder thematic review.
433. In November 2014, the project hired a Lead National Consultant, and organized a National Inception Workshop with 50 participants from various stakeholders in attendance. The workshop raised awareness about the project and how The Gambia country was going to prepare a revised NIP. The workshop also identified key stakeholders, and assigned them roles and responsibilities in the implementation of the project. In addition, the workshop finalized the membership of National Coordinating Committee (NCC), and Project Coordinating Committee (PCC). The evaluation thus concludes that the expected Output of Activity 4.1. (Organize a stakeholder's review of the National Objectives and Priorities of the NIP) was achieved by the project.
434. Following the National Inception Workshop, the project recruited national consultants in January 2015, and organized them into Task Teams (TT) to conduct an inventory of POPs (including the new POPs), develop Action Plans for the elimination of POPs in the country, and prepare a gap analysis.
435. Work on the preparation of the NIP had a number of challenges, including capacity constraints among the national consultants. As a result, the project hired an international consultant who, in September 2016, conducted a training workshop to build the capacity of TT members in inventory of POPs, and to help them assess the preliminary update inventory of old POPs and the preliminary inventory work done on new listed POPs by the TTs.
436. The project also organized various meetings of the National Coordinating Committee, as well as the Project Coordinating Committee to review the work and reports of the TTs, drafts of the updated NIP. Although significant progress had been made at the time of this evaluation in the preparation of the updated NIP, it was yet to be completed and finalized. For this reason, the evaluation concludes that the second expected Output of Activity 4.2. (Develop draft revised National Implementation Plan including validated Action Plans for all POPs for stakeholder thematic review) of Component 4 is yet to be achieved by the project.
437. Component 5: Endorsement of National Implementation Plan

438. The implementation of Component 5 of the project was aimed at two expected Outputs: i) an Outreach Strategy report, and ii) NIP endorsed by the government. Toward these ends, the project was to implement two activities: i) Activity 5.1. - NIP outreach strategy developed and implemented to promote the NIP work and gain stakeholder support, and ii) Activity 5.2. - Organization of a workshop to gain support for the NIP update and to endorse it.
439. The first step in increasing awareness about POPs in the country was the National Inception Workshop held in November 2014, where participants from various stakeholders were sensitized about their roles in the preparation of the updated NIP, and in the management and control of POPs in the country. Following the Inception Workshop, the project formed Task Teams (TTs) consisting of national consultants tasked with various activities related to the implementation of the project. One of these TTs was charged with the responsibility of developing a strategy for increasing awareness about POPs in the country. The Task Team developed a strategy for increasing awareness about POPs in the country, and submitted their report in January 2016. Thus, the evaluation concludes that Activity 5.1. of Component 5 was implemented and that its expected Output that an Outreach Strategy report was produced was achieved.
440. The evaluation found that the project has not yet achieved the second expected Output of Component 5 (NIP endorsed by the government) because, the project updated NIP was not completed at the time of this evaluation. The reasons for the delay in the preparation of the updated NIP are varied, and include delays in accessing funds sent by UN Environment because they were directed to the wrong account as well as the moderately unfavourable external political and governance context. In addition, capacity constraints and difficulties getting data and information delayed the collection and compilation of POPs data in the country. Despite these problems, it is expected that the project will be concluded in 2019. The evaluation thus concludes that the project has not yet achieved the second expected Output of Component 5, i.e. the updated NIP is endorsed by the government of The Gambia.

The overall evaluation rating on the delivery of Outputs is “Moderately Satisfactory.”

Achievement of Direct Outcomes

441. **Under Component 1**, the expected Outcome was institutional strengthening through national coordination. The project successfully completed all activities under Component 1, resulting in the achievement of all expected Outputs of the Component, namely: i) key stakeholders and their roles identified and agreed upon, ii) completion of an initial assessment of institutional needs and strengths, and iii) a coordination mechanism for POPs management is put in place. Furthermore, the activities under Component 1 were implemented in a highly participatory manner, with the involvement of many stakeholders and institutions and additional training of Task Teams, and thus helped strengthen the capacities of these institutions to contribute to the effective management of POPs in the country. The evaluation found that the project achieved these Outputs, and hence concludes that the expected Outcome of Component 1 was achieved by the project.
442. **Under Component 2**, the expected Outcome was to have comprehensive information on current POPs control measures, management practices, use, and impact to provide the basis for identifying POPs issues of concern and planning sound actions to address them. All three of the Component 2 Activities were successfully completed, and correspondingly, all of its three expected Outputs were achieved. Specifically, the project conducted a comprehensive overview of national infrastructure and regulatory framework to manage POPs, as well as a quantitative and qualitative inventory of all 22 POPs, including the initial, and newly-listed POPs. Similarly, the evaluation found that the project implemented Activity 2.2. and achieved its expected Output of achieving the qualitative and quantitative inventory of all 22 POPs. The project also implemented Activity 2.3. successfully and hence achieved its expected Output of providing an overview of POPs impacts on human health and the environment. These Outputs were achieved with the active participation of various stakeholders

(including government agencies, NGOs, the private sector) who, in the process, gained valuable experience, thus resulting in the building a national capacity for the sound management of POPs in the country. The evaluation thus concludes that the project achieved expected Outcome of Component 2.

443. **Under Component 3**, the expected Outcome was to have well-prepared and costed action plans to facilitate the implementation of sound and cost-effective actions to address POPs issues of concern. The evaluation found out that Activity 3.1. (an analysis of the national progress made on the original POPs managed is made), Activity 3.2. (that Action Plans for all POPs are developed and/or updated and validated), and Activity 3.3. (Prepare gaps analysis and proposals to address them) were all successfully completed by the project, resulting in the expected Outputs. For this reason, the evaluation concludes that the expected Outcome of Component 3 was achieved.

444. **Under Component 4**, the expected Outcome was to have an improved understanding of all POPs for cost-effective actions to address priority POPs issues to allow The Gambia to develop rational and coherent strategies to reduce POPs risks in the country, and meet the obligations of the Stockholm Convention. The project successfully implemented Activity 4.1. (Organize a stakeholder's review of the National Objectives and Priorities of the NIP), and achieved its expected Output (Revised national objectives and priorities for POPs including new POPs). In contrast, the evaluation found that although significant progress has been made in preparing an updated NIP, it has not yet been finalized and endorsed. For this reason, the project is yet to achieve the expected Output of Activity 4.2. The evaluation thus concludes expected Outcome of Component 4, i.e. an improved understanding of all POPs issues to enable the country to develop sound strategies to reduce POPs risks, and meet its obligations under the Stockholm Convention, was not completely achieved.

445. **Under Component 5**, the expected Outcome was to have the NIP endorsed and transmitted to the Secretariat of the Stockholm Convention, thus demonstrating government's commitment to implement the Stockholm Convention at all levels. The evaluation found that the project successfully implemented Activity 5.1. (NIP outreach strategy developed and implemented to promote the NIP work and gain stakeholder support), but is yet to complete the updated NIP and organize a workshop to gain its support and endorsement (Activity 5.2.). For this reason, the project did not achieve all the expected Outputs of Component 5, and hence, the evaluation concludes that the expected Outcome of Component 5 was not completely achieved by the project. It is expected that once the updated NIP is validated and endorsed, it would be transmitted to Secretariat of the Stockholm Convention, thus achieving the expected Outcome of Component 5.

The overall evaluation rating on the achievement of Direct Outcomes is "Moderately Satisfactory."

Likelihood of Impact

446. The likelihood of the project having an impact is determined using the Reconstructed ToC at Evaluation, as well as data and information gathered during the evaluation. According to the Reconstructed ToC, the expected impact of the project is the "reductions of risks to the population (especially most vulnerable ones), and increased protection of the environment." Based on the findings of the evaluation, the likelihood of the impact the project is rated as "Moderately Likely."

447. Two of the five expected Outcomes of the project under Components 1 and 2 were achieved, and the Outcomes for Components 3, 4, and 5, were mostly achieved. In particular, the project achieved the institutional strengthening through national coordination (Component 1 Expected Outcome), and was able to collect comprehensive information on current POPs control measures, management practices, use, and impact to provide the basis for identifying POPs issues of concern and planning sound actions to address them (Component 2 Expected Outcome). However, the project is yet to successfully achieve the Expected Outcomes of Components 3 (well-prepared and costed Action Plans), 4 (an improved

understanding of all POPs), and 5 (the endorsement of the updated NIP). Against this background, the rating of progress towards the Outcomes is rated as “Moderately Satisfactory.”

448. The project’s activities as well as their Outputs and Outcomes have all contributed to progress toward the Intermediate States to Impact as defined by the Reconstructed ToC at Evaluation. According to the Reconstructed ToC, the two Intermediate States in progress toward project Impact are: i) existing gaps in POPs management identified and actions to improve management in place, and ii) management practices are improved in agriculture, disease vector control, industrial chemicals and other relevant areas. The Reconstructed ToC also assumes (Assumption 1) that in order to progress from Intermediate 1 to Intermediate State 2, governments are committed and consider this intervention a national, and regional priority.

449. As has been already indicated, the project made significant progress in producing an Updated NIP, and Action Plans for all 22 POPs. The project has thus helped the country attain Intermediate State 1 in the Reconstructed ToC. Similarly, Assumption 1 has been found to be valid because government has demonstrated its support and commitment to the project by developing proper policies, constituting the required institutional structures, mobilizing the participation of all stakeholders, and providing the resources to prepare the updated NIP and the POPs inventory, and develop Action Plans for their elimination.

450. It can be expected that Intermediate State 2, i.e. improved management practices in agriculture and other relevant areas will be achieved in due course. Already, the preparation of inventories has yielded valuable information about POPs, and outreach activities have increased popular awareness (especially among women) about the harmful effects of POPs on human health.

451. The participatory nature of the project also increased sense of national ownership of the POPs elimination issue. In the first place, the project management and implementation involved various stakeholders, including women, civil society and the private sector. In addition, the project built the capacities and made use of national experts in the inventory of POPs, and in developing strategies for increasing awareness about POPs in the country. One female participated in the NCC, and women were involved in the implementation of project activities, especially with regards to their participating in training and sensitization programs about POPs in the country.

452. According to the Reconstructed ToC, the Impact of the project will be a reduction of risks to the population (especially those most vulnerable), and increased protection of the environment. Although significant progress has been made toward this end, there are significant challenges to its realization across the country because of financial and resource constraints. In particular, the evaluation found that environmental safety concerns are sometimes given less priority than other more immediate concerns in the allocation of resources to government agencies.

The overall rating for the likelihood of achieving impact is “Moderately Likely”

Financial Management

Table 24: Financial Management Table

NON-GEF AND GEF PROJECTS			
Financial management components:		Rating	Evidence/Comments
Completeness of project financial information ³⁵ :		S	All Quarterly financial statements and co-financing reports were provided
Provision of key documents to the evaluator (based on the responses to A-G below)		S	All documents required were provided to the evaluator
A.	Co-financing and Project Cost's tables at design (by budget lines)	Yes	GEF funding budgeted by Component, but Co-financing not budgeted by Component
B.	Revisions to the budget	N/A	The project budget was not revised
C.	All relevant project legal agreements (e.g. SSFA, PCA, ICA)	Yes	
D.	Proof of fund transfers	Yes	
E.	Proof of co-financing (cash and in-kind)	Yes	
F.	A summary report on the project's expenditures during the life of the project (by budget lines, project components and/or annual level)	Yes	Financial information was not by Project Component
G.	Copies of any completed audits and management responses (where applicable)	N/A	The project is not completed, and as such has not yet had a terminal financial audit
H.	Any other financial information that was required for this project (list):	No	
Any gaps in terms of financial information that could be indicative of shortcomings in the project's compliance ³⁶ with the UN Environment or donor rules		No	The financial reports reviewed complied with relevant rules
Project Manager, Task Manager and Fund Management Officer responsiveness to financial requests during the evaluation process		S	
Communication between finance and project management staff		S	
Project Manager and/or Task Manager's level of awareness of the project's financial status.		S	
Fund Management Officer's knowledge of project progress/status when disbursements are done.		HS	
Level of addressing and resolving financial management issues among Fund Management Officer and Project Manager/Task Manager.		S	

³⁵ See also document 'Criterion Rating Description' for reference

³⁶ Compliance with financial systems is not assessed specifically in the evaluation. Nevertheless, if the evaluation identifies gaps in the financial data, or raises other concerns of a compliance nature, a recommendation should be given to cover the topic in an upcoming audit, or similar financial oversight exercise.

NON-GEF AND GEF PROJECTS		
Financial management components:	Rating	Evidence/Comments
Contact/communication between by Fund Management Officer, Project Manager/Task Manager during the preparation of financial and progress reports.	S	
Overall rating	S	

The Project Financial Management is rated as Satisfactory

Efficiency

453. Cost-effectiveness and Financial Efficiency

454. The evaluation found no mention of cost-effective measures in the project documents. However, the project adopted a number of measures that increased the cost-effectiveness of the project. Among these are:

455. The project built synergies with, and leveraged the results of, other projects to reduce costs and eliminate POPs in the country. For example, the project used the existing institutional framework used for the preparation of the 2009 NIP. The project also used national consultants in the inventory of POPs, and used a national consultant with experience from the preparation of the previous NIP, thus resulting in savings in the cost of implementing the project.

456. Various partners (including government ministries, the private sector, civil society, and women) were involved in the implementation of the project, thereby reducing the potential for the duplication of efforts.

457. The project also hired National Consultants and investigators for the inventory of POPs, a study on the gender and socio-economic considerations in POPs management, and other project activities, including helping in the preparation of the Updated NIP.

458. The government also provided in-kind support to the implementation of the project, in the form of office space, transportation, and other forms of support. Although the project did not cost this in-kind support, it would have been substantial if it were costed.

459. Timeliness

460. The project suffered significant delays in its implementation because of a number of circumstances beyond their control. Although the project management structure (including the NCC and PCC), and the National Inception Workshop organized shortly after the start of the project, implementation was delayed because funds remitted by UN Environment went to the wrong account, and it took a long time to transfer them to the proper one.

461. Another cause of a delay in the implementation of the project was the political impasse that followed the defeat of the former President Jammeh in democratic elections conducted in December 2016. Although former President Jammeh finally relinquished power in January 2017, it took a while before normal government operations, including project-related work, could resume. The fact that many government agencies also experienced changes in staff and leadership also impacted the continuity of project implementation.

462. The evaluation found that project implementation was not concluded at the time of evaluation, but it is expected that it will be completed by the middle of 2019, representing an extension of almost three years from the originally intended completion date of July 2016.

The overall rating for the Efficiency of the project “Satisfactory”

Monitoring and Reporting

463. The project has a logical framework which describes each project Component, the activities to be conducted under each Component, as well as the end of project targets, indicators and sources of verification of the targets.
464. The ProDoc also included detailed budgets for GEF, and Co-finance funds and categorized by Components and Year. The budgets were also organized along UNEP Budget Line/Object of Expenditure into various line items. The project was designed by UN Environment, and its design made adequate provision for the monitoring and evaluation of project implementation, including budgeting for these activities. For this reason, the evaluation concluded that the monitoring design and budget was rated as “Highly Satisfactory”.
465. The Project Coordinator was mainly responsible for project monitoring and reporting, and collected data and information on the following issues:
- Meetings and workshops organized, and their participants
 - International conferences attended
 - Appointments to project committees, and staffing (consultants and data collectors)
 - Project activities implemented
 - Project expenses and funding inflows
466. The project regularly produced quarterly, half-yearly reports using templates provided by UN Environment. In addition, the project produced quarterly financial reports also based on a UN Environment template. The project logical framework included a risk analysis, and the quarterly reports included an analysis of the risk factors faced by the project, and measures taken to mitigate them. However, the financial reports did not disaggregate the expenses by project Components, making it impossible to conduct a component-wise analysis of the project’s expenditures. For these reasons, the evaluation concluded that the monitoring of project implementation, as well as the preparation of progress and financial reports were both rated as “Satisfactory”.

The Monitoring and Reporting is rated as “Satisfactory”

Sustainability

47. Socio-political Sustainability

467. The sustainability of the project and its outcomes is based on its solid design, as well as its achievements. In the first place, the project was designed to build capacity, and to use a participatory and inclusive for its implementation. Furthermore, the project design identified risk factors, and detailed measures that will be taken to mitigate them to ensure the successful implementation of the project and the sustainability of its outcomes.
468. Other important approaches to increasing the sustainability of the project include the training and use of National Consultants to conduct the investigations and inventory of the POPs, and the involvement of various stakeholders in project management and the implementation of various project activities. This way, the project helped increase capacity in POPs management, and national ownership of POPs issues in the country. The inclusive and participatory nature of the implementation of the project also means that the social sustainability of the project’s outcomes is highly likely.

469. The involvement of women in the implementation of the project, and the preparation of the study on gender and POPs in The Gambia will all help increase the social sustainability of the project. Furthermore; the sensitization campaign strategy developed by the project, and the sensitizations organized as part of various project workshops and activities have increased awareness about POPs and reduced their production and use in the country.

470. At the sub-regional, regional, and global levels, the updated POPs inventories, Action Plans, and NIP (when it is completed and endorsed) will all help The Gambia meet its obligations under the Common Regulations for the Registration of Pesticides in CILSS countries of West Africa, the Bamako Convention, and the Stockholm Convention.. This will also enable the country better manage POP issues in the future, and enable it to contribute to the global effort to eliminate POPs by sharing lessons it has learned in the project.

The evaluation rating for socio-political sustainability is "Likely"

48.

49. Financial Sustainability

471. Although the in-kind contribution of the Government of The Gambia (GoTG) was not costed, it was substantial. Thus, the GoTG provided office space, Internet connectivity, personnel, as well as office supplies, equipment, furniture, and transportation, and other resources. This support has continued, and is expected to continue after the project is officially concluded. As such, the GoTG has demonstrated its commitment to continuing to sustain the outcomes of the project.

472. The private sector and civil society organizations were also involved in the implementation of the project by providing their time, resources (including human resources), and data to project activities. However it is not certain that these actors will continue to support project-related activities, especially where they face resource constraints. In the same vein, the GoTG has its own problems funding its own development agenda, and as such, can be expected to face significant challenges in continuing to fund POPs-related activities. Despite these challenges it is expected that the GoTG, stakeholders, and development partners will continue to mobilize resources to fund POPs-related work in the country.

The evaluation rating for financial sustainability is "Moderately Likely"

50.

51. Institutional Sustainability

473. The success that has been realized so far in the implementation of the project can be largely attributed to the fact that the GoTG has put in place a proper institutional framework. In particular, the National Coordinating Committee consists of various stakeholders from government ministries and agencies, public enterprises, the private sector and civil society.

474. The institutional sustainability of this framework has been demonstrated by the fact that both the NCC and the PCC managing the implementation of the project were retained from the preparation of the 2009 NIP. Furthermore, the national executing agency of the project, the NEA, is mandated by Gambia government policies and laws to lead efforts to achieve sound environmental management in the country, including the implementation of updated NIP (when it is finalized and endorsed), and Action Plans as well as efforts to eliminate POPs in the country.

The evaluation rating for institutional sustainability is "Likely"

52.

The overall evaluation rating for sustainability is “Moderately Likely”

Table 25: Evaluation Ratings Table

Criterion	Summary Assessment	Rating
A. Strategic Relevance		HS
1. Alignment to MTS and POW	This is a UN Environment-designed project, and is aligned with MTS and the POW	HS
2. Alignment to UN Environment/Donor/GEF strategic priorities	This is a UN Environment-designed project, and is aligned with MTS and the POW	HS
3. Relevance to regional, sub-regional and national environmental priorities	The project is relevant to Gambia’s Vision 2020, PRSP II, PAGE, and UNDAF (2012-2016) and the NDP 2018-2021	HS
4. Complementarity with existing interventions	The project retained the institutional framework used for the preparation of the 2009 NIP	MS
B. Quality of Project Design	The project design is highly satisfactory	HS
C. Nature of External Context	There was a period of a political impasse from Dec. 2016 to January 2017 following elections which were lost by the former president of 22 years	MF
D. Effectiveness		MS
1. Delivery of outputs	Nine out of all 13 Outputs (69%) were delivered	MS
2. Achievement of direct outcomes	Three out of all 5 (60%) Expected Outcomes were achieved	MS
3. Likelihood of impact	The project likely to have an impact	ML
E. Financial Management		S
1. Completeness of project financial information	The financial information provided was complete, except that expenses were not reported by component	S
2. Communication between finance and project management staff	Communication between finance and project management staff was satisfactory	S
F. Efficiency	The project efficiency was satisfactory	S
G. Monitoring and Reporting		HS
1. Monitoring design and budgeting	The monitoring design and budget was satisfactory	HS
2. Monitoring of project implementation	The monitoring of project implementation was satisfactory	S
3. Project reporting	All progress and financial reports were prepared	S
H. Sustainability		ML
1. Socio-political sustainability	The project has significant government and stakeholder support	L
2. Financial sustainability	It is likely that government and other partners will continue to fund POPs activity	ML
3. Institutional sustainability	NEA is likely to continue to lead efforts to manage and/or eliminate POPs in the country	L
I. Factors Affecting Performance		S
1. Preparation and readiness		S

Criterion	Summary Assessment	Rating
2. Quality of project management and supervision	The quality of project management and supervision was satisfactory	S
3. Stakeholders participation and cooperation	The quality of stakeholder participation and cooperation was high	HS
4. Responsiveness to human rights and gender equity	The project implementation had significant participation of women, and included a study on the gender aspects of POPs management in the country	S
5. Country ownership and driven-ness	The level of ownership and drive of the project was high in the country	HS
6. Communication and public awareness	The project developed a communications strategy to sensitize the public about POPs	HS
Overall Project Rating	Over all, the design and implementation of the project was satisfactory, despite a number of challenges.	MS

8.6 Conclusions and Recommendations

475. The implementation of the project was a major step in the efforts of the GoTG to provide a safe and healthy environment for its citizens, and for it to meet its obligations under the Stockholm Convention, which it signed in May 2001 and ratified in April 2006. In addition, the project will enable the country to meet important objectives of its development blueprint, Vision 2020, as well as its various development policies, the UNDAF (2012-2016), and the recently finalized National Development Plan (NDP; 2018-2021).

476. The project retained management structures created to prepare an NIP in 2009. As such, the project's management structure was quickly re-activated, following the National Inception Workshop in which participants identified various stakeholders in POPs management in the country, and decided on the composition of the multi-stakeholder composition of the NCC. This helped build a strong sense of mission and partnership among the various stakeholders that helped implement the project.

477. The project produced important Outputs such as a comprehensive inventory of 22 POPs in the country, a gap analysis on the POPs, and Action Plans for the elimination of POPs in the country. Although the new updated NIP is yet to be finalized and endorsed, significant progress has been made in that regard, and it is expected that this will be achieved in 2019.

478. The evaluation found that so far, the project has achieved the Expected Outcomes of Components 1, 2, and 3, while the Expected Outcomes of Components 4 and 5 were not completely achieved. The evaluation concluded that despite this delay, the project is likely to have an impact. In addition, this impact is likely to be sustainable both in socio-political, financial, and institutional terms.

479. The strong commitment of government to the project was one of the strengths of the project because important structures were retained from a previous NIP exercise, and in-kind resources were provided to the project by the government. Other strengths of the project were the highly participatory and multi-stakeholder nature of its structures and implementation, and the significant role played by women, and national experts in the project's implementation. The project also helped strengthen the capacity of local consultants in POPs inventory, and POPs management in general.

480. Despite these strengths, the project suffered major set-backs, including delays in implementation caused by funds that were mistakenly placed in the wrong account, and a political upheaval in the country, following a change in government.

Lessons Learned

The evaluation identified the following lessons learned during the implementation of the project:
53.

54. Project Management and Implementation

- The project schedule was not realistic in view of delays in the disbursement of funds from UN Environment
- Having a multi-stakeholder approach to the project management and implementation helped build capacity, and increase awareness and national ownership of the POPs issues
- Use of national consultants helped increase the sustainability of the project
- The guidelines for conducting POPs inventories, and the UNEP Toolkit 2013 for preparing the NIP were helpful but need to be updated and adapted to national conditions
- Not all stakeholders (especially women) participated to the level expected, because of capacity and other constraints
- The use of Geographic Information Systems (GIS) was very helpful in tracking and monitoring transformers which use POPs PCBs.

55. Financial Management

- Financial reporting should have been based on Components to make it easier to evaluate the project
- There was need to provide guidelines on resource mobilization, and funding mechanisms (including co-financing) available to support measures taken on POPs

Recommendations

56. Based on the evaluation findings, the following recommendations can be made:

- Government should be advised by UN Environment to continue to support the work of the NCC and the PCC to continue the work of this and future projects
- Government (especially the NEA) and other stakeholders, should be encouraged to provide additional resources to continue public sensitization about POPs
- Reports (including financial reports and audits) in UN Environment projects and their associated budgets should be organized according to Components, Activities, and Outputs
- UN Environment/Stockholm Convention Secretariat should continue to provide backstopping support to the government to continue work on consolidating the projects' impacts. This is especially so given the need to continue to build capacities and participation (especially of women and women's groups) in POPs management.
- Government, with support from development partners, should continue to build the capacities of local staff and consultants to sustain the national capacity to manage POPs in the country
- Government and development partners should provide stakeholders (especially, civil society sector as well as women and marginalized groups) with training and guidelines in resource mobilization, co-financing and funding mechanisms available to support efforts to eliminate POPs

- UN Environment projects aimed at improving POPs management, and sensitizing the public about POPs should pay particular attention to the needs of women and youths and ways to engage them effectively in nation-wide behavior change initiatives, such as this one.

8.7 Annexes

8.8 List of people interviewed

1. **Momomdou Jama Suwareh, Project Manager Supervisor, and Executive Director, NEA**
2. **Omar S. Bah, Project Manager NIP Updating project and Registrar of Pesticides and Hazardous Chemicals, NEA**
3. **Momodou Cante, Project National Consultant, Do fa Consult**

8.9 List of people who submitted completed questionnaires

1. Baboucarr Mbye,	57. member Education and Information Dissemination Task Team, lead author of the Gender and Socio-Economic study of the NIP Updating project, and Executive Secretary, Stay Green Gambia
2. Edrissa Ceesay,	58. Consultant, and member of the Updating National Profile Task Team
3. Lalia Jawara,	59. NCC Member, and Principal Scientific Officer Residue Monitoring & Laboratory Assessment, Food Safety and Quality Authority (FSQA)
4. Lamin B. J. Samateh,	60. Programme Officer, Environment Legislation and Policy, NEA
5. Momodou Cante,	61. Project National Consultant, Do fa Consult
6. Omar S. Bah,	62. Project Manager NIP Updating project and Registrar of Pesticides and Hazardous Chemicals, NEA
7. Saja Konateh, Leader,	63. POPs Pesticides inventory and assessment Task Team, and formerly Principal Agricultural Officer, Plant Protection Services, Department of Agriculture

8.10 List of documents consulted

Project Documents

1. Final Outputs (Action Plans on POPs, Task Team reports)
2. Task Team reports
3. Quarterly and half-yearly reports (2014-2018)
4. Financial management documents (e.g. cash advances and remittances)
5. Project design and partners documents (CEO approval letter, Final PCA and Annexes, extension agreements, ToRs for consultants, etc.)

Other Documents obtained from the Internet and other sources

1. The Gambia - Wikipedia - https://en.wikipedia.org/wiki/The_Gambia

2. UNDP Human Development Report 2013 -
http://hdr.undp.org/sites/default/files/reports/14/hdr2013_en_complete.pdf
3. Gambia UNDAF 2007-2011-
http://planipolis.iiep.unesco.org/sites/planipolis/files/ressources/gambia_undaf_2007_2011.pdf
4. Gambia UNDAF 2012-2016 -
<https://www.undp.org/content/dam/gambia/docs/UNDAF%20Final%203Oct.2011.pdf>
5. Gambia Vision 2020 -
http://www.africanchildforum.org/clr/policy%20per%20country/gambia/gambia_vision_2020_en.pdf
6. The Gambia: Poverty Reduction Strategy Paper -
<https://www.imf.org/external/pubs/ft/scr/2007/cr07308.pdf>
7. Programme for Accelerated Growth and Employment: 2012-2015 -
https://eeas.europa.eu/archives/delegations/gambia/documents/about_us/page_2012_2015_en.pdf
8. National Environmental Management Act - <http://extwprlegs1.fao.org/docs/pdf/gam6275.pdf>
9. Hazardous Chemicals and Pesticides Control and Management Act, 1994 -
<http://www.ilo.org/dyn/natlex/docs/ELECTRONIC/82544/90452/F353888227/GMB82544.pdf>

9 Kyrgyz Republic

9.1 Project Identification Table

	GEF ID
	Project 5307
Project title	Global project on the updating of NIPs for POPs
Region	Global
GEF focal area(s)/OP	CHEM-4 POPs Enabling Activity (EA) Chemicals and Waste GEF-4
GEF implementing agency	UNEP
Project size (FSP, MSP, EA)	Enabling Activity
Project CEO endorsement / Approval date	20 August 2013
Project implementation start date (UN Environment)	11 of July 2014
Expected implementation end date	May 2016
Revised implementation end date	October 2017
GEF project grant (excluding PPG, in USD)	177,589
Total co-financing (in USD) as per PIF	100,000
GEF Agency fee (in USD)	18,219
Total project cost (excluding PPG; GEF project grant + total co-financing, in USD)	277,589
Mid-term review date	---
Terminal evaluation date	July 2018 – May 2019

9.2 Context

481. The parliament of the Kyrgyz Republic (Kyrgyzstan) ratified the Stockholm Convention on 19th of July 2006 and adopted National Implementation Plan on 2nd of October 2007. Previously the Kyrgyz Republic ratified the Basel Convention in 1996, and the Rotterdam Convention in 2000. The main institutions involved in management of POPs at the national level are the State Agency on Environment Protection and Forestry, Ministry of Agriculture and Land Reclamation, Ministry of Emergency Situations, Ministry of Health, Ministry of Economy, Ministry of Transport and Communications and the Ministry of Finance. The National Coordination Committee of Stockholm Convention Implementation was established in October 2007. The management of chemicals in Kyrgyzstan requires strengthening in order to improve implementation and enforcement of the legal provisions on POPs management as well as control functions. At the beginning of this project to Update the NIP, gaps still existed in relation to international obligations under the Stockholm, Basel and Rotterdam Conventions, including lack of

national statistics on POPs and hazardous waste, controls over movement of hazardous waste, and legislation or technical guidelines on waste management.

482. It is a significant problem that in Kyrgyz Republic there are no chemical wastes disposal facilities meeting international standards, and that the vast quantities of hazardous waste mean that international transportation and disposal prices are prohibitively high. During the Soviet period the oversupply of pesticides, and particularly DDT, led to an accumulation of large quantities of obsolete pesticides in the Kyrgyz Republic. Today, in 2019, people continue using DDT and other obsolete pesticides in rural areas and this leads to increased health risks. The resulting health impacts remain poorly documented due to problems with health care, especially far away from big cities.
483. The evaluated project focused on assisting Kyrgyz Republic to update the national implementation plan, including updating inventories of POPs in the country. The global/regional support component of this project was meant to enhance communication and sharing information among Parties to compare and harmonize data and identify lessons learned and good practices. With project support Kyrgyz Republic was supposed to update NIP and collect data comparable to other countries.

9.3 Project Implementation Structure, Partners and Stakeholders

484. In the Kyrgyz Republic the National Executing Agency is the State Agency on Environment and Forestry (SAEPF). Within SAEPF the State Regulation Centre on Environment Protection and Ecological Safety (SRCEPES) was directly responsible for the project implementation. Head of the Centre was the National Project Coordinator. The project activities were coordinated by a Project Manager hired by the SRCEPES. Most of the work on project activities was done by consulting experts, supported with information from the Ministry of Agriculture, Ministry of Economy, Ministry of Health, and other agencies and non-governmental organizations. The project work was presented to stakeholders and discussed at workshops organized by the Executing Agency, SAEPF.

Table 1. Project Stakeholders.

Stakeholder	Level of Interest	Level of Influence	Roles/responsibilities
State Agency on Environment and Forestry of the Kyrgyz Republic	H	H	Executing Agency All aspects of national implementation
State Regulation Centre on Environment Protection and Ecological Safety	H	H	Coordinating body within State Agency on Environment and Forestry of the Kyrgyz Republic
National Project Manager	H	H	Coordination of the project Implementation
Ministry of Agriculture and Land Reclamation Department of Chemicalization and Plant Protection	M	M	Compiling national inventory and management of pesticides

Stakeholder	Level of Interest	Level of Influence	Roles/responsibilities
Ministry of Health	L	L	Assessment of health risks from POPs
Ministry of Economy	L	H	Participation in decision making about feasibility of funding NIP
Members of NIP coordinating committee	M	M	Long-term role and assessment of current capacity for NIP implementation
National Civil Society Organizations	H	L	Providing sector-specific perspectives in the planning process. Identifying and monitoring for signs of potential unexpected outcomes. Identifying and monitoring for signs of potential unintended negative effects.
Representatives of Vulnerable communities	L	L	Contributing to the effectiveness of awareness raising around the continued exposure to POPs of children and adults (male and female)
Private-sector and trade organizations			Providing sector-specific perspectives in the planning process. Contributing to assessments of the feasibility of NIPs on behalf of their groups
POPs-related Industries & suppliers	M	L	Understand change in behaviour as a result of the project and be prepared to take corrective action
Radio, TV, print, and online journalists	M	M	Disseminating information and raising awareness of POPs and effectiveness of campaigns
Farmers (Male)	M	L	Acting on raised awareness and changed attitudes to POPs
Farmers (Female)	M	L	Acting on raised awareness and changed attitudes to POPs

9.4 Project financing

485. The original project budget of 177, 589 USD was redistributed in February 2017 with more funds directed towards the finalization of reports and dissemination of findings, (see Table XX), but remained at the same total value. The planned co-financing from SAEPF was 100,000 USD, with actual total co-financing reported as 100,000 USD in October 2017.

Table 2. Kyrgyz Republic project budget

Object of expenditure in accordance with UNEP budget codes			Original Budget	Revised Budget
UNEP BUDGET LINE/OBJECT OF EXPENDITURE			US\$	US\$
10	PROJECT PERSONNEL COMPONENT			
	1100	Project Personnel		
	1101	National Project coordinator	17 759	17 759
	1199	Sub-Total	17 759	17 759
	1200	Consultants w/m		
	1201	National Consultants	52 076	52 076
	1202	International Consultants	21 311	10 600
	1299	Sub-Total	73 387	62 676
	1999	Component Total	91 146	80 435
30	TRAINING COMPONENT			
	3200	Group training (field trips, WS, etc.)		
	3201	National Workshop on POPs inventory	24 862	17 070
	3202	Training workshop on POPs priority		
	3299	Sub-Total	24 862	17 070
	3300	Meetings/conferences		
	3301	Inception workshop	10 655	10 655
	3303	Final workshop for NIP endorsement	12 431	10 223
	3304	National Coordination Meetings	14 207	14 207
	3399	Sub-Total	37 294	35 085
	3999	Component Total	62 156	52 155
40	EQUIPMENT AND PREMISES COMPONENT			
	4101	Operating costs	7 008	6 564
	4199	Sub-Total	7 008	6 564
	4999	Component Total	7 008	6 564
50	MISCELLANEOUS COMPONENT			
	5200	Reporting costs (publications, maps, NL)		
	5201	Finalization of report and dissemination strategy	8 879	30 025
	5299	Sub-Total	8 879	30 025
	5500	Project closing and evaluation		
	5501	Terminal evaluation	4 200	4 200
	5502	Final audit	4 200	4 210
	5599	Sub-Total	8 400	8 410

	5999 Component Total	17 279	38 435
99	GRAND TOTAL	177 589	177 589

Table 3. Planned and actual co-funding from SAEPF.

Reporting period:		US\$	US\$
From	July 2014	In-kind Co-finance	
To	July 2016	Planned	Actual
BUDGET LINE		D	E
1100	National Project Coordinator	40 000	40000
1300	Administrative support	20 000	20000
3300	Meeting/Conference	10 000	10000
4100	Expendable equipment	20 000	20000
5200	Reporting	10 000	10000
TOTAL COSTS		100 000	100 000

9.5 Reconstructed Theory of Change at Evaluation

486. The pre-conditions, assumptions and drivers were identified for the whole project. The list below includes those that are true for Kyrgyz Republic or specific to the country.

487. Pre-conditions (PCs) - need to be in place before project can start. There are likely to be additional pre-conditions required prior to the start of an intervention of this type.

- **Pre-Condition 1:** Strong government support and commitment at the level of the National Environmental Agency; timely and sufficient financial/human resources allocated by the agency to the project;
- **Pre-Condition 2:** National Environmental Agency willing, and have the capacity, to take leadership for approval of NIP;
- **Pre-Condition 3:** The public and private sectors are aware of, understand and are willing to support the government.

488. **Assumptions** - The Reconstructed ToC at Evaluation is based on the following fundamental assumptions:

- **Assumption 1:** The government is committed and consider this intervention a national, and regional priority (reducing flux of POPs reduces global environmental and human exposure to risks); Underlying assumption 1: National Coordinating Committees formed during NIP development process are still functional and provide support; Underlying assumption 2: co-financing is made available in a timely manner; Underlying assumption 3: inter-sectoral coordination mechanisms are in place and supported by the government;
- **Assumption 2:** UN Environment has the capacity to support delivery of the expected results; Underlying assumption 1: Stockholm and Basel Regional Centres will support the project and will coordinate key activities at the regional;

- **Assumption 3:** National Executing Agency SAEPF is capable of driving the project. Underlying assumption 1: SAEPF has the capacity to contract, manage and deliver the expected results.
- **Assumption 4:** Context related assumptions: political continuity in countries involved

489. **Main drivers** – initial³⁷. These are external conditions over which the project has some level of control, and can influence the achievement of the next level results.

- **Driver 1:** Kyrgyz Republic is interested in international support in updating NIP and implementing Stockholm Convention
- **Driver 2:** Pressure on government exists from BRS Secretariat to comply with obligations of the Stockholm Convention
- **Driver 3:** Pressure from non-government stakeholders (including Civil Society, media and public, etc.) exists to address Persistent Organic Pollutants (POPs)

9.6 Country Study Findings

Strategic Relevance

490. The project is consistent with national priorities as indicated by national laws and strategy documents. As the project means to reduce exposure of people to POPs it is in line with Article 6 of the Constitution of Kyrgyz Republic that says that “Everybody has a right to safe for life and healthy environment...” The project activities fit well with the existing national legislation, a number of recent strategies and development programs and special government programs that mainly address the issues of POPs.

491. Protection of human health, safe handling and disposal of POPs are included in the following national strategies and program documents:

- “National Strategy of Sustainable Development of Kyrgyz Republic in 2013-2017” (21.01.2013),
- “Conception of Environmental Safety” (23.11.2007),
- “Program on Sustainable Development 2013-2017” (18.12.2013),
- Statute of the Government of Kyrgyz Republic “About Measures of Protecting Environment and Health of People from Unfavourable Effects of Some Dangerous Chemical Substances and Pesticides” (27.07.2001),
- Order of the Government of Kyrgyz Republic “Realization of the Obligations of Kyrgyz Republic on International Environmental Conventions (16.01.2006),
- State Program on Management of Wastes (19.08.2005),
- Government Program “Proper Management of Chemical Substances in Kyrgyz Republic in 2015-2017 (02.03.2015),

³⁷ Drivers are external conditions that can be influenced by the Project

- Government Program “Introduction of the International System of Classification of Hazards and Labeling Chemical Substances in Kyrgyz Republic” (22.04.2015),
- National Implementation Plan of Stockholm Convention (02.10. 2007).

The overall rating for strategic relevance is Highly Satisfactory.

Quality of Project Design

492. The project document for the Kyrgyz Republic contains all necessary sections with sufficient information on structure, risks, assumptions, sustainability and stakeholders. The logical framework contains indicators, baseline, and targets for each outcome. The roles of Implementing Agency and Executing partner are clearly defined. The strengths of the project design for Kyrgyz Republic include: alignment of project objectives and outputs with national priorities and programs, and regional projects.

493. No particular major weaknesses were identified. The main visible weakness of the project design was insufficient information on how the stakeholders, including government agencies were consulted before the project. As in Kyrgyz Republic the developed updated NIP is still not adopted it means that there could be a resistance to the document in the national government, which could have been revealed and addressed at the project preparation stage. Minor weaknesses of the project design also include very small attention to issues of gender and indigenous people.

The overall rating of the Quality of Project Design is Satisfactory.

Nature of the External Context

494. There were no major external features that affected the project performance in Kyrgyz Republic. The most probable influencing factor could have been the political instability. But during the project the government was stable.

The overall rating of Nature of the External Context is Favourable.

Effectiveness:

495. The project was effective in delivering almost all intended results. The pre-conditions defined in the Reconstructed ToC for the project were in place before its start. The National Environmental Agency (SAEPF) was fully committed and had sufficient financial and human resources for the project and took leadership in preparing and facilitating approval of NIP. The private and civil society sectors supported the government in the implementation of the project.

496. The Assumptions and Drivers of the Reconstructed ToC for the project were also found to be valid. There was a coordination mechanism in place and the government was committed to the successful implementation of the project. The Executing Agency (SAEPF) was capable of leading the project and UN Environment supported the delivery of expected results. The main driver of the action was the interest of Kyrgyz Republic in receiving international support for updating NIP and complying with Stockholm Convention obligations.

i. Delivery of outputs

64. Component 1: Initiation of the process of reviewing and updating NIPs

497. The implementation of Component 1 Activities produced three outputs, namely: i) Activity 1.1. - Key stakeholders and their roles identified and agreed, and ii) Activity 1.2. - Initial assessment of institutional needs and strengths and iii) Coordination mechanism for POPs management in place. The project implemented two Activities under this component: Activity 1.1. (Conduct an initial assessment

of institutional needs and strengths), and Activity 1.2. (Organize a National Inception Workshop to raise awareness and to define the scope and objective of the NIP updating process).

498. According to the information from the SAEPF website, workshop report and interviews of the representatives of stakeholders who attended the Inception Workshop it was well prepared and organized. The workshop was attended by 9 SAEPF staff and 34 other participants, including representatives of the Ministry of Economy, Ministry of Agriculture, Ministry of Industry, Ministry of Health, Ministry of Emergency Situations, national NGOs (BIOM, EcoExpertise, Ekois) and scientific institutions (Laboratory of Biophysical Chemistry, Laboratory of Organic Chemistry, Prophylactic Medicine). The participants were presented with initial information about the project start, planned activities, and existing information on main deliverables. The evaluation concludes that the expected Outputs were achieved.

499. Component 2. Assessment of the national infrastructure and capacity for the management of all POPs, development of the New POPs inventories and updating for the initial POPs inventories and monitor effects of POPs in humans and the environment.

65. Component 2: Assessment of the national infrastructure and capacity for the management of all POPs, development of the New POPs inventories and updating for the initial POPs inventories and monitor effects of POPs in humans and the environment

500. The implementation of Component 2 Activities was aimed at achieving three expected Outputs, namely: i) Comprehensive overview of national infrastructure and regulatory framework to manage POPs available, ii) Quantitative and qualitative inventories covering all 22 POPs available: including updated inventories for POPs covered in initial NIP and first inventories for newly-listed POPs, and iii) Overview of POPs impacts to human health and the environment available.

501. The project implemented three Activities: i) Activity 2.1. - Assess regulatory and institutional framework for POPs management and prepare report, ii) Activity 2.2. - Conduct inventory on new POPs and update existing inventories on the twelve initial POPs and prepare reports, and iii) Activity 2.3 - Assess impacts of POPs to human health and the environment and prepare a report.

502. The Executing Agency contracted a national expert to work on the Comprehensive overview of national infrastructure and regulatory framework to manage POPs. The expert produced a good quality 23 page report describing all legislation related to management of POPs and analysis of the government structure of POPs management. The expert pointed out the lack of coordination between different government agencies in management of chemical substances and a weak system of monitoring because of insufficient funding. The evaluation concludes that the expected Output "Comprehensive overview of national infrastructure and regulatory framework to manage POPs" was achieved.

503. For implementing the work under the Activity 2.2 the Executing Agency contracted three national consultants to prepare the main POPs inventory report, the report on PCBs, and the report on pesticides. The reports were produced in 2016 and contain comprehensive information available in Kyrgyz Republic regarding the locations and current management status of 22 POPs in the country and existing problems with storage, handling and disposal. The evaluation concludes that the expected Output "Quantitative and qualitative inventories covering all 22 POPs available: including updated inventories for POPs covered in initial NIP and first inventories for newly-listed POPs" was achieved

504. As part of Activity 2.3 the report on environmental and health impacts of POPs was prepared and contains information about scientific research conducted in Kyrgyz Republic on contamination of environment with POPs (mainly pesticides) and associated health effects and exposure of people

(Sharshenova, 2016). The evaluation concludes that the expected Output “Overview of POPs impacts to human health and the environment” was achieved.

66. Component 3: Development or updating of Action Plans for New POPs and updating of Action Plans for initial POPs including gaps analysis

505. The implementation of Component 3 activities was aimed at the achieving three expected Outputs: i) National progress made on original POPs management analysed and available to all stakeholders, ii) Action Plans for all POPs developed and/or updated and validated by all stakeholders, and iii) Gap analysis report available to all stakeholders. Toward these ends, three activities were implemented under Component 3: i) Activity 3.1. - Conduct a comprehensive review of the existing National Action Plans (NAPs) on POPs and actions taken after the first NIP; ii) Activity 3.2. - Develop, update and validate Action Plans on POPs, and iii) Activity 3.3. - Prepare gaps analysis and proposals to address them.

506. For implementing Activity 3.1 the Executing Agency hired again one of the three national consultants previously employed to help with Activity 2.1. The expert prepared a good quality report that lists all actions taken in Kyrgyz Republic under the first NIP. Thus the Output “National progress made on original POPs management analyzed and available to all stakeholders” was achieved.

507. For implementing Activity 3.2 the Executing Agency hired a fourth national consultant to analyze previously produced reports, develop new action plans, communicate those plans with different ministries and finalize updated NIP. The list of consulted government agencies includes Ministry of Agriculture, Ministry of Energy, Ministry of Emergency Situations. According to the Executing Agency this work was successfully done in 2016. The expected Output “Action Plans for all POPs developed and/or updated and validated by all stakeholders” was achieved.

508. According to the Executing Agency the work on activity 3.3 was done together with the overview of national infrastructure and regulatory framework. However it was not, at the time of data collection for this evaluation, yet finished. The expected Output “Gap analysis report available to all stakeholders” was not achieved.

67. Component 4: Formulation of revised and updated National Implementation Plans with associated Action Plans for all 22 POPs

509. The implementation of Component 4 activities was aimed at two expected Outputs: i) Revised national objectives and priorities for POPs including new POPs, and ii) Draft revised NIP available to all stakeholders. Toward these ends, the project implemented two activities: Activity 4.1. - Organize a stakeholder’s review of the National Objectives and Priorities of the NIP, and ii) Activity 4.2. - Develop draft revised National Implementation Plan including validated Action Plans for all POPs for stakeholder thematic review.

510. In implementing Activity 4.1, Activity 4.2, and also Activity 3.2 the fourth national consultant produced the revised updated NIP which was shared with stakeholders and also posted at SAEPP website in the beginning of 2017. Thus the expected Outputs “Revised national objectives and priorities for POPs including new POPs” and “Draft revised NIP available to all stakeholders” were achieved.

68. Component 5: Endorsement of National Implementation Plan

511. The implementation of Component 5 of the project was aimed at two expected Outputs: i) an Outreach Strategy report, and ii) NIP endorsed by the government. Toward these ends, the project implemented two activities: i) Activity 5.1. - NIP outreach strategy developed and implemented to

promote the NIP work and gain stakeholder support, and ii) Activity 5.2. - Organization of a workshop to gain support for the NIP update and to endorse it.

512. The activity 5.1 was led by another national consultant. The Executing Agency put some visible efforts into communication of the project work and outreach to stakeholders. The list of accomplishments includes: development of communication plan, regular posting of information at the specially dedicated site www.ceb.at.kg and in www.facebook.com/pop.Kyrgyzstan, workshop with stakeholders in February 2016. The communication plan actually included more work that was not implemented: regular meetings with media and stakeholders, monthly information bulletin, press-conferences, printed materials. The expected Output "Outreach strategy report" was achieved.

513. This final result of the project was supposed to happen under Activity 5.2. According to Executing Agency information the final workshop was held in December 2016. On 27th of July 2017 SAEPF submitted the Updated NIP to the Apparatus of the Government of Kyrgyz Republic along with suggestions from other government agencies (7 pages) and accompanying consent letters of ministries. However, the updated NIP was not adopted. On 9th of August 2018 SAEPF submitted the Updated NIP again. On 20th of September 2018 the Apparatus of the Government responded with a letter refusing endorsement. The list of provided reasons for non-endorsement includes:

- a. Improper reference to the previously adopted NIP
- b. Lack of economic and financial substantiation of the necessity of the project
- c. Lack of information about the external sources of funding
- d. Necessity to analyze the first NIP to determine what was implemented and what did not work and why

514. The item d means that the Apparatus of the Government either was not satisfied or did not read the report produced by the project on national progress made on original POPs management.

515. The Executing Agency plans to work on this more in order to achieve endorsement of the updated NIP. Regarding the Final NIP according to the UN Environment document "UNEP comments to improve the document have not been taken into account. There is no evidence that the NIP promotion has resulted in the improvement of the document or its endorsement." This should be considered by SAEPF in their continued work on the updated NIP. The expected Output NIP endorsed by the Government was not achieved.

The overall evaluation rating on the delivery of Outputs is "Satisfactory."

Achievement of Direct Outcomes

516. **Under Component 1**, the expected Outcome was "Institutional strengthening through national coordination." Because there were several projects on POPs with international support in the country the sharing of information and coordination between different government agencies and other stakeholders was already in place. The activities of the project also helped the process. All activities under Component 1 were successfully completed, resulting in the achievement of all expected Outputs. The evaluation concludes that the expected Outcome of Component 1 was achieved by the project.

517. **Under Component 2**, the expected Outcome was to have "Comprehensive information on current POPs control measures, management practices, use, and impact to provide the basis for identifying POPs issues of concern and planning sound actions to address them." During the project implementation the National Executing Agency and its partners managed to collect comprehensive information available in Kyrgyz Republic on POPs. The amount of data was sufficient to plan actions

to address POPs issues. The evaluation concludes that the expected Outcome of Component 2 was achieved.

518. **Under Component 3**, the expected Outcome was “Sound and cost-effective actions to address POPs issues of concern are facilitated by the availability of well-prepared and costed action plans” The evaluation found out that all three Activities of Component 3 were successfully implemented, and its three expected Outputs were achieved. The project team developed action plans to address POPs issues of concern. As indicated in the project reports and particularly in the “Analysis of current NIP” some of those actions were already implemented in the country. The list includes updating and improving legislation; doing inventories of obsolete pesticides, PCBs and other chemicals; assessments of areas contaminated with POPs, repackaging obsolete pesticides, producing education materials, increasing capacities of national laboratories. The national action plans include similar activities. The evaluation concludes that the expected Outcome of Component 3 was achieved.

519. **Under Component 4**, the expected Outcome was to have an “Improved understanding of all POPs for cost-effective actions to address priority POPs issues to allow Kyrgyz Republic to develop rational and coherent strategies to reduce POPs risks in the country and to meet the obligations of the Stockholm Convention.” The project successfully implemented both of the two Activities under this Component, and achieved its two expected Outputs. During the project implementation the updated NIP was developed and includes rational and coherent strategies to reduce POPs risks and to meet the obligations of the Stockholm Convention. The evaluation concludes that the expected Outcome of Component 4 was achieved.

520. **Under Component 5**, the expected Outcome was to have the “NIP endorsed and transmitted to the Secretariat of the Stockholm Convention, thus demonstrating government’s commitment to implement the Stockholm Convention at all levels.” It is unclear what is the source of the problem in Kyrgyz Republic with endorsing the updated NIP. Particularly considering that other ministries and agencies were informed and the submission of the updated NIP documents was coordinated with them. Possibly the government at the top level is unsure of making new commitments. The expected Outcome of Component 5 was not achieved.

The overall evaluation rating on the delivery of Direct Outcomes is “Satisfactory.”

iii. Likelihood of impact

521. As defined in the Reconstructed ToC at Evaluation the outcomes should lead to the Intermediate State I “Existing gaps in POPs management identified and actions to improve management in place” and the Intermediate State II “Management practices improved in agriculture, disease vector control, industrial chemicals and other relevant areas” in order to lead to the impact defined as “Reductions of risks to the population (especially most vulnerable ones), and increased protection of the environment.” Even though the updated NIP was not yet adopted, many actions have been taken in the Kyrgyz Republic, as a result of this project, to comply with the Stockholm Convention and reduce risks to people from exposure to POPs. International support plays a crucial role in these actions. The national government is not ready to commit significant resources and needs support with expertise to do such work. The project played an important catalytic role in promoting POPs issues and putting them higher in the national government’s agenda. In the evaluator’s opinion Kyrgyz Republic is on the right track to achieving the above mentioned intermediate states and the likelihood of impact is rated as ‘Moderately Likely’.

The rating for impact is Moderately Likely.

Financial Management

522. The project budget was revised at the request of the Executing Agency on 10th of February 2017 but the overall total remained the same. According to the financial reports the project followed the approved revised budget. The summarized spending (Table 4) shows that by the second quarter of 2017 (i.e. the end of the 18 month extension of the project period) the project team had spent 98% of main funding and 100% of planned co-finance. The first installment on the project was made in July 2014 and the work started in 2014. However the first financial report was made for the first quarter of 2015. From the beginning of 2015 until the second quarter of 2017 the financial reports were regularly submitted to UN Environment. The financial reports for the second half of 2017 are missing. The project passed auditing in 2016 and the report was provided to UN Environment at the end of 2018.

523. There is a discrepancy between the project financial reports and the Final Statement of Accounts or there is a mistake. The Final Statement of Accounts submitted to UN Environment indicates an unspent balance of 14,200 USD, which is inconsistent with previous financial reports. According to the last accepted financial report (Q2 2017) the remaining balance is 4,510 USD. If the stated in the Final Statement expenses 310 USD took place in the second half of 2017, then the remaining balance is 4,200 USD as shown in Table 4.

Table 4. Financial management table.

UN Environment/GEF Funding			Planned	Actual	Balance
UNEP BUDGET LINE/OBJECT OF EXPENDITURE			US\$	US\$	US\$
10	PROJECT PERSONNEL COMPONENT				
	1101	National Project coordinator	17 759	17 759	0
	1201	National Consultants	52 076	52 076	0
	1202	International Consultants	10 600	10 600	0
	1999	Component Total	80 435	80 435	0
30	TRAINING COMPONENT				
	3201	National Workshop on POPs inventory	17 070	17 070	0
	3301	Inception workshop	10 655	10 655	0
	3303	Final workshop for NIP endorsement	10 223	10 223	0
	3304	National Coordination Meetings	14 207	14 207	0
	3999	Component Total	52 155	52 155	0
40	EQUIPMENT AND PREMISES COMPONENT				
	4101	Operating costs	6 564	6 564	0
	4999	Component Total	6 564	6 564	0
50	MISCELLANEOUS COMPONENT				
	5201	Finalization of report and dissemination strategy	30 025	30 025	0
	5501	Terminal evaluation	4 200	0	4 200
	5502	Final audit	4 210	4 210	0
	5999	Component Total	38 435	34 235	4 200
99	TOTAL UN Environment funding		177 589	173 379	4 200
SAEPF Co-Financing			Planned	Actual	Balance
	1100	National Project Coordinator	40 000	40 000	0
	1300	Administrative support	20 000	20 000	0
	3300	Meeting/Conference	10 000	10 000	0
	4100	Expendable equipment	20 000	20 000	0

	5200	Reporting	10 000	10 000	0
	TOTAL SAEPF co-financing		100 000	100000	0
Project Grand Total:			277 589	273 379	4200

524. As indicated in the UN Environment document “Status of final reports” and confirmed by the Programme Management Officer, after the budget revision the progress report for the second half of 2017 (H2) with annexes was not delivered and hence the Quarterly expenditure reports Q3 and Q4 2017 were not approved. The requests to submit those reports were made in 2018 and were responded to in the beginning of 2019.

525. The project generally complied with financial reporting rules but the submitted financial information is not complete. Because of the missing H2 2017 progress report and other documents that justify expenditures in 2017 the communication between financial and project management staff is not perfect.

The Project Financial Management is Moderately Satisfactory

Efficiency

526. The project was scheduled to run for 24 months from April 2014 to May 2016. The project was supposed to start at the time of the first installment which was made in July 2014, but the first progress report states that the actual project start date was November 2014. In February 2017 the Executing Agency requested a budget revision and a no-cost extension until April 2017 arguing that it was necessary in order to gain more government support for the endorsement of the updated NIP. The project extension was granted until 31st of October 2017. The main volume of project work was completed at the end of July 2017 when the updated NIP was submitted for endorsement. By October 2017 the Executing Agency was supposed to finalize all reports on the project, but as indicated above some reports are still unfinished. Also the Executing Agency was unsuccessful in getting the updated NIP endorsed. The reason for no-cost extension made sense, but the actual delay with reporting does not speak in favour of the project’s high efficiency.

527. The evaluated project had some synergy with several other regional projects that included activities in the Kyrgyz Republic:

- “Demonstrating and Scaling Up Sustainable Alternatives to DDT for the control of vector borne diseases in Southern Caucasus and Central Asia” (UN Environment/GEF, 2011-2015),
- “Prioritizing and Assessing POPs Contaminated Sites in Former Soviet Union Countries” (FAO/EC, 2013-2015),
- “Improving capacities to eliminate and prevent recurrence of obsolete pesticides as a model for tackling unused hazardous chemicals in the former Soviet Union” (FAO/EC, 2012-2016),
- “Mitigating Toxic Health Exposures in Low- and Middle-Income Countries: Global Alliance on Health and Pollution” (UNIDO/EC, 2014-2016),
- “Lifecycle Management of Pesticides and Disposal of POPs Pesticides in Central Asian countries and Turkey” (FAO/GEF, PPG 2016).

528. All those projects addressed issues of substances from the Stockholm Convention list including improvement of management of toxic chemicals, safeguarding obsolete pesticides, documenting

environmental contamination, exposure of people, education and awareness activities, making inventories of POPs. The data from those projects was used extensively in this project. The Executing Agency also took advantage of established relationships and coordination that formed during those projects implementation. The government of the Kyrgyz Republic provided different levels of support to those international regional projects.

The Efficiency of the project is Moderately Satisfactory.

Monitoring and Reporting

529. The design of the system of monitoring and reporting was sufficient for monitoring the project progress. The national project team was required to submit progress reports every 6 months and financial reports quarterly. The Executing Agency provided regular reports from the last quarter 2014 and through the first half of 2017 – 6 Progress Reports total. The progress report for the second half of 2017 was requested, but never provided. Except for the last report the information was provided by Executing Agency to UN Environment regularly and allowed tracking of the project's progress.

530. The Executing Agency also provided details of the inception workshops and other workshops held during the project implementation in 2015-2016. According to the progress reports there were 4 workshops: 1) Inception workshop (23.03.2015), 2) Workshop for stakeholders (23.11.2015), 3) Training workshop (09-11.02.2016), 4) Workshop for stakeholders (24.12.2016). The information including agenda and lists of participants was submitted for the first three workshops, but not for the last one. According to the Progress Report for the Second Half of 2016 the workshop #4 was held in Hotel Holiday on 24.12.2016 and 32 people attended. There is also no information about this workshop on the Executing Agency's website.

531. UN Environment monitored the project progress and worked with the national team on revising the project budget.

532. The project logical framework included a risk analysis, and the quarterly reports included an analysis of the risk factors faced by the project, and measures taken to mitigate them.

The Monitoring and Reporting of the project is Moderately Satisfactory.

Sustainability

Socio-Political Sustainability

533. The project activities focused mainly on collecting available data, preparing documents and coordinating with different ministries and stakeholders. The main product of the project – the updated NIP - was finalized yet failed to be endorsed. This presents a serious risk to the political sustainability of the project's main outcome. The Executing Agency worked on the Final NIP in 2018 and resubmitted it, which indicates that even without additional support the main environmental agency of Kyrgyz Republic is determined to continue pushing for the adoption of the document. Working to comply with the Stockholm Convention for Kyrgyz Republic means participation in different regional projects that have international support. This provides the country with the necessary resources and expertise to deal with POPs issues. If this is understood at the top government level the updated NIP would be adopted.

69. The evaluation rating for socio-political sustainability is "Moderately Likely"

Institutional Sustainability

534. The Institutional sustainability of the project results depends on the will and determination of the government agencies. While it appears that the updated NIP did not gain support at the top level, at the level of SAEPF and its partners this work is being continued.

70. The evaluation rating for institutional sustainability is "Moderately Likely"

Financial Sustainability

535. The outcomes "Enhanced communication and sharing of information enables Parties to compare and harmonize data and identify lessons learned and good practices" and "Institutional strengthening through enhanced national coordination" have good potential for being sustainable as they do not require additional financial support and are maintained by the interest of main stakeholders: SAEPF, Ministry of Agriculture, Ministry of Emergency Situations, Ministry of Health, national NGOs, and scientific institutions.

536. The outcome "Comprehensive information on current POPs control measures, management practices, use and an impact provides the basis for identifying POPs issues of concern and planning sound actions to address them" would be sustainable if the information collected and aggregated during the project is sufficiently shared by the Executing Agency. Right now most of the information is shared in the form of workshop presentations while full texts of reports remain inaccessible to most project partners. The national NGO Ecoexpertise complained of requesting and not receiving such information on this and other GEF funded projects implemented by SAEPF.

537. The outcomes "Sound and cost-effective actions to address POPs issues of concern are facilitated by the availability of well-prepared and costed action plans" and "Improved understanding of all POPs for cost-effective actions to address priority POPs issues allows Kyrgyz Republic to develop rational and coherent strategies to reduce POPs risks in and to meet the obligations of the Stockholm Convention" would be sustainable either if the updated NIP is endorsed or if implemented as part of other regional projects. The potential for sustainability is high.

71. The evaluation rating for financial sustainability is "Moderately Likely"

72.

The Sustainability of the project outcomes is Moderately Likely

Table 26: Evaluation Ratings Table

Criterion	Summary Assessment	Rating
A. Strategic Relevance		HS
1. Alignment to MTS and POW	This is a UN Environment-designed project	HS
2. Alignment to UN Environment/Donor/GEF strategic priorities	This is a UN Environment-designed project	HS

Criterion	Summary Assessment	Rating
3. Relevance to regional, sub-regional and national environmental priorities	The project is relevant to "National Strategy of Sustainable Development of Kyrgyz Republic in 2013-2017" (21.01.2013), "Conception of Environmental Safety" (23.11.2007)	S
4. Complementarity with existing interventions	The project used data from several projects funded by EC	HS
B. Quality of Project Design	The project design is good except not much attention to issues of minorities	S
C. Nature of External Context	There were no significant adverse external conditions	F
D. Effectiveness		HS
1. Delivery of outputs	12 out of 13 planned outputs were delivered	S
2. Achievement of direct outcomes	5 out of 6 planned outcomes were delivered	S
3. Likelihood of impact	The project is moderately likely to have an impact	ML
E. Financial Management		MS
1. Completeness of project financial information	The financial information provided was almost complete	MS
2. Communication between finance and project management staff	There were some delays in communication between finance and project management staff	MS
F. Efficiency	Overall the project was implemented with adequate efficiency though there were some delays	MS
G. Monitoring and Reporting		MS
1. Monitoring design and budgeting	The monitoring design and budget was satisfactory	S
2. Monitoring of project implementation	The monitoring of project implementation had some issues in 2017	MS
3. Project reporting	Not all progress and financial reports were submitted	MS
H. Sustainability		ML
1. Socio-political sustainability	The project has some government and stakeholder support	ML
2. Financial sustainability	It is moderately likely that government and other partners will continue to fund POPs activity	ML
3. Institutional sustainability	The institutions working on POPs issues are stable	ML

Criterion	Summary Assessment	Rating
I. Factors Affecting Performance		S
1. Preparation and readiness	Preparation and readiness are satisfactory	S
2. Quality of project management and supervision	The quality of project management and supervision was fair	S
3. Stakeholders participation and cooperation	The quality of stakeholder participation and cooperation was not always high, some stakeholders complained of lack of transparency	MS
4. Responsiveness to human rights and gender equity	Women were involved in project implementation	S
5. Country ownership and driven-ness	The level of ownership and drive of the project was fair	S
6. Communication and public awareness	Project documents were distributed through website	S
Overall Project Rating	Over all, the design and implementation of the project was satisfactory, though the main outcome was not yet achieved.	S

9.7 Conclusions and Recommendations

Conclusions

538. The project design has been strategically relevant towards addressing national challenging issues and needs related to POPs. The main strength of the project is that it used previously conducted work on POPs by international projects in the region. Most of the information necessary for producing project outputs was available and it was a matter of properly analyzing and using it in order to produce the main project reports and policy documents.

539. The project has delivered 12 out of 13 total planned outputs and 5 out of 6 planned outcomes. This is not perfect but fairly good.

540. The weak points of the project implementation include some issues with reporting, incomplete implementation of communication plan, no particular attention to gender issues and the lack of government support. There were some miscommunications with some stakeholders and UN Environment. This could be because for the Executing Agency implementing international projects is still a learning process and it is difficult to get everything right. Also the problem could originate in old Soviet tradition of the government of not readily sharing detailed information.

541. But the main problem of the project is that the national government did not adopt the updated NIP which shows a lack of country's ownership and interest at the top level. It is questionable if this could be overcome in the future, but the Executing Agency is determined to continue working on it.

Lessons Learned

Lesson 1. Highlight the importance of gender issues and instruct how to address them.

542. The Kyrgyz Republic is fairly advanced in gender equity which comes from the country's nomadic traditions where women were recognized as equal partners of men. In the 19th century and in recent history Kyrgyz people had strong female leaders of the country. So it is not clear for project coordinators and participants what defines gender issues and how those should be addressed in the project. It is a requirement for GEF and other international projects to consider gender issues, but it is not always specified how to do it. This is the case with the evaluated project. There should be a section directly saying what should be done in order to satisfy gender equity requirements during the project implementation.

Lesson 2. Get support at the top level.

543. It is a matter of concern for both UN Environment and Executing Agency to ensure that the strategies produced by the project are accepted by the national government. There should have been a consultation with high level decision-makers and preferably a declaration signed to indicate that the Updated NIP would be taken seriously and the national government is interested in adopting it before launching the project.

Recommendations

Recommendation 1. Analyze the reasons of non-endorsement of NIP and use the results of the analysis to promote its endorsement by the national government.

544. The parliament of Kyrgyz Republic (Kyrgyzstan) ratified Stockholm Convention on 19th of July 2006 and adopted National Implementation Plan on 2nd of October 2007. It is important for the Kyrgyz Republic to adopt the updated NIP in order to have a good strategy document that outlines national strategies and priority actions to solve issues of toxic POPs. It is important to understand what were the reasons of not adopting the Updated NIP and find solutions to overcome existing obstacles.

Recommendation 2. Improve information sharing during the project implementation.

545. The project overall did a fair job in communicating with stakeholders. However the communications plan was more ambitious and hence not all communication goals were reached. Given the limited resources of the Executing Agency some of this work could be outsourced to other stakeholders and partners with experience in communication. It is also not a good practice of not sharing the full text of project documents with stakeholders. This came up in several other projects and was an important part of this project that all developed documents should be shared with stakeholders. However the Executing Agency mainly shared information as brief presentations and not full texts. This has limited the access of other stakeholders including government agencies, national experts, and NGOs to the project information and ability to discuss suggested actions and developed documents.

Recommendation 3. In future projects provide funding for field work.

546. The evaluated project did not support field activities. Several interviewed experts suggested that such projects should have some funds for field work. For instance the inventories of POPs were done based on existing data and some of it may be outdated and require verifying. This problem could be solved if there are funds for some field work for visiting and assessing areas in question and performing some laboratory tests.

9.8 Annexes

Annex I. Evaluation itinerary for mission to Bishkek, Kyrgyz Republic

	Description	Role in the Project
1	Meetings for in person interviews: 28) Marat Usupov (UNIDO) 29) Ainash Sharshenova (Profmedicina) 30) Narynbek Myrsaliev (Climate Change Center, expert)	Stakeholder Expert, A. 2.3 Expert, A.3.2, A.4.2, A 5.1
2	Meetings for in person interviews: 31) Rakhmatbek Toychuev (Institute of Medical problems of National Academy of Science) 32) Indira Zhakipova (NGO EKOIS) 33) Pechenuk NGO Independent Expertise	Scientist, his data was used for A. 2.3. Stakeholders, participants of workshops
3	Meetings for in person interviews: 34) Almaz Alakunov Dept of Plant Protection and Chemicalization, Ministry of Agriculture) 35) Isaak Jumaev	Stakeholder, participated and presented in workshops, helped A. 2.3. Expert, A. 2.2.
4	Meetings for in person interviews: 36) Baigabyl Tolongutov (Environmental Agency Centre on Chemical Safety) 37) Aziza Zhandaeva (Environmental Agency Centre on Chemical Safety) 38) Ali Khalmurzaev (Environmental Agency Centre on Chemical Safety) 39) Baglan Salykmambetova (Environmental Agency Dept of International Relations)	Project Coordinator Project Manager Project Team specialist
5	Continued work with Environmental Agency Centre on Chemical Safety staff Meetings for in person interviews: 40) Mirbek Esengulov	 Expert, A. 2.2.

Annex II. List of documents consulted

- Six-Month Progress Report January to June 2015, "Review and update of the NIP for the Stockholm Convention on Persistent Organic Pollutants in Kyrgyzstan," State Agency On Environmental Protection And Forestry under Government of Kyrgyz Republic
- Six-Month Progress Report July to December 2015, "Review and update of the NIP for the Stockholm Convention on Persistent Organic Pollutants in Kyrgyzstan," State Agency On Environmental Protection And Forestry under Government of Kyrgyz Republic
- Six-Month Progress Report January to June 2016, "Review and update of the NIP for the Stockholm Convention on Persistent Organic Pollutants in Kyrgyzstan," State Agency On Environmental Protection And Forestry under Government of Kyrgyz Republic
- Six-Month Progress Report July to December 2016, "Review and update of the NIP for the Stockholm Convention on Persistent Organic Pollutants in Kyrgyzstan," State Agency On Environmental Protection And Forestry under Government of Kyrgyz Republic
- Six-Month Progress Report January to June 2017, "Review and update of the NIP for the Stockholm Convention on Persistent Organic Pollutants in Kyrgyzstan," State Agency On Environmental Protection And Forestry under Government of Kyrgyz Republic
- Financial Quarterly Report Q1 2015, "Review and update of the NIP for the Stockholm Convention on Persistent Organic Pollutants in Kyrgyzstan," State Agency On Environmental Protection And Forestry under Government of Kyrgyz Republic
- Financial Quarterly Report Q1 2015, "Review and update of the NIP for the Stockholm Convention on Persistent Organic Pollutants in Kyrgyzstan," State Agency On Environmental Protection And Forestry under Government of Kyrgyz Republic
- Financial Quarterly Report Q2 2015, State Agency On Environmental Protection And Forestry under Government of Kyrgyz Republic
- Financial Quarterly Report Q3 2015, State Agency On Environmental Protection And Forestry under Government of Kyrgyz Republic
- Financial Quarterly Report Q4 2015, State Agency On Environmental Protection And Forestry under Government of Kyrgyz Republic
- Financial Quarterly Report Q1 2016, "Review and update of the NIP for the Stockholm Convention on Persistent Organic Pollutants in Kyrgyzstan," State Agency On Environmental Protection And Forestry under Government of Kyrgyz Republic
- Financial Quarterly Report Q2 2016, State Agency On Environmental Protection And Forestry under Government of Kyrgyz Republic
- Financial Quarterly Report Q3 2016, State Agency On Environmental Protection And Forestry under Government of Kyrgyz Republic
- Financial Quarterly Report Q4 2016, State Agency On Environmental Protection And Forestry under Government of Kyrgyz Republic
- Financial Quarterly Report Q1 2017, "Review and update of the NIP for the Stockholm Convention on Persistent Organic Pollutants in Kyrgyzstan," State Agency On Environmental Protection And Forestry under Government of Kyrgyz Republic
- Financial Quarterly Report Q2 2017, State Agency On Environmental Protection And Forestry under Government of Kyrgyz Republic
- Final Statement of Accounts
- Status of final reports, February 2018
- Financial Quarterly Report Q1 2015, State Agency On Environmental Protection And Forestry under Government of Kyrgyz Republic

- Financial Quarterly Report Q1 2015, State Agency On Environmental Protection And Forestry under Government of Kyrgyz Republic
- Financial Quarterly Report Q1 2015, State Agency On Environmental Protection And Forestry under Government of Kyrgyz Republic
- Financial Quarterly Report Q1 2015, State Agency On Environmental Protection And Forestry under Government of Kyrgyz Republic
- Inception Workshop Program
- Program of the National Seminar "Review and Update of the NIP for the Stockholm Convention on POPs in Kyrgyzstan"
- Report of Planned and Actual Co-finance by budget line. 12.10.2017
- Review and update of the National Implementation Plan for Stockholm Convention on Persistent Organic Pollutants in the Kyrgyz Republic UNEP/GEF Project
- Extension Request Letter, 10.02.2017
- Sharshenova Ainash, 2015, Report on Impacts of POPs on Environment (in Russian)
- Sharshenova Ainash, 2015, Report on Impacts of POPs on Human Health (in Russian)
- Ermekov Talai, 2015, Interim Report on POPs Overview of Legal and Institutional Framework of POPs Management (in Russian)
- Ermekov Talai, 2015, Analysis of the Current NIP (in Russian)
- Ermekov Bolot, 2015 Communication Plan and Report on Activities (in Russian)
- Jumaev Isaak, 2015 Presentation on Unintended POPs, Dioxins and Furans Activities (in Russian)
- Alakunov Almaz, 2015 Presentation on Pesticides in Kyrgyz Republic (in Russian)
- Mirbek Esengulov, 2015 Presentation on Management and Storage of PCBs in Kyrgyz Republic (in Russian)
- Land codes of the Kyrgyz Republic Number 45 from 02.06.1999.
- Law of the KR "general technical guide for ensuring the ecological safety of the Republic of Kyrgyz Republic" 2009. (updated 2012)
- Law of the KR about protecting the environment Number 53 from 16.06.1999 (updated 2014)
- Law of the Kyrgyz Republic from 13 November 2001, Number 89, about waste from factories and plants.
- Law of the Kyrgyz Republic from 24 July 2009, Number 248 on the "Protection of Public Health." With amendment of 29 December 2014."
- Law of the Kyrgyz Republic from 9 January 2015, Number 6 on "The protection of the health of citizens of the Kyrgyz Republic." With amendments of 6 July 2017.
- UN Environment. Gender Equality and the Environment Policy and Strategy

10 SAMOA

10.1 Project Identification Table

Table 27: Project Identification Table

GEF Project ID: 5307			
Implementing Agency:	UNEP	Executing Agency:	Ministry of Natural Resources and Environment (MNRE)
Sub-programme:		Expected Accomplishment(s):	
UN Environment approval date:	No info	Programme of Work Output(s):	
GEF approval date:	20/08/2013	Project type:	TA
GEF Operational Programme #:		Focal Area(s):	Persistent organic pollutants
		GEF Strategic Priority:	
<i>Expected</i> start date:	June 2014	Actual start date:	May 2016
<i>Planned</i> completion date:	May 2016	Actual completion date:	Q1 2019
<i>Planned</i> project budget at approval (USD):	106,451	Actual total expenditures reported as of [date] (USD):	12,000
GEF grant allocation (USD):	125,000	GEF grant expenditures reported as of [date] (USD):	12,000
Project Preparation Grant - GEF financing:	NA	Project Preparation Grant - co-financing:	NA
<i>Expected</i> Medium-Size Project/Full-Size Project co-financing:	Enabling Activity	Secured Medium-Size Project/Full-Size Project co-financing:	
First disbursement:	July 2014	Date of financial closure:	NA
No. of revisions:	2 (2016, 2017)	Date of last revision:	
No. of Steering Committee meetings:	NA	Date of last/next Steering Committee meeting:	Last: NA Next:
Mid-term Review/Evaluation (<i>planned</i> date):	NA	Mid-term Review/Evaluation (actual date):	NA

Terminal Evaluation (<i>planned date</i>):	At the end of project implementation	Terminal Evaluation (<i>actual date</i>):	July 2018 – May 2019
Coverage - Country(ies):	Samoa	Coverage - Region(s):	Asia Pacific

10.2 Context



Source: Google maps.

1. The two main Samoan Islands, Upolu and Savaii, are located just to the West of the International Date Line, in the South Pacific Ocean. Samoa has an estimated population of over 200,000, three quarters of whom live on one of the two main Islands, Upolu. It has a GDP (official exchange rate) of around USD 841 million, from which around 22% is contributed by industry, and service sector around 66%. 90% of the exports consist of agricultural and fishing products. Tourism is an expanding sector. Main countries for import are New Zealand, Singapore, US, China, Australia, Fiji, importing machinery and equipment, industrial supplies, food products. Main export products are fish, coconut products, nonu, taro, automotive parts, garments and beer, exporting to Australia, New Zealand, American Samoa, Afghanistan and the USA.
2. Samoa signed the Stockholm Convention on Persistent Organic Pollutants (POPs) in May 2001; ratified it in February 2002, and it entered into force in May 2004. In June 2007, the Secretariat of the Stockholm Convention received the National Implementation Plan (NIP) from Samoa. The Ministry of Natural Resources and Environment (MNRE) had initiated a POPs project in January 2002, including the compilation of an initial inventory of POPs and Persistent Toxic Substances (PTS), an assessment of the extent of POPs contamination and the institutional capacity of Samoa, and the Samoan NIP was based on these three assessments. The commitment to the Stockholm Convention, and the elimination of POPs, was expected to contribute to Samoa's overall strategy for the protection of its environment.

3. According to the 2007 NIP, from the initial 12 POPs, eight were present in Samoa, with the presence of the ninth suspected. Samoa has not manufactured any of the POPs, and POPs have entered Samoa via imports. Unintended-POPs were produced via uncontrolled, controlled and incomplete combustion (open burning, incineration, vehicle exhausts). POPs and Persistent Toxic Substances (PTS) were imported for amongst others, crop protection, DDT - health vector spraying, pesticides, non-agricultural insecticides, Polychlorinated Biphenyls in transformers, and for pharmaceutical uses. The impacts of POPs on human health and environment could not be assessed during the initial NIP, owing to a lack of resources and research.

10.3 Project Implementation Structure, Partners and Stakeholders

4. In the Project Cooperation Agreement, signed by the UN Environment and the Chief Executive Officer, Ministry of Natural Resources and Environment (MNRE), in June 2014, the following was agreed:
5. UN Environment was to be the IA, with tasks including inter alia, project oversight, liaison with the GEF Secretariat, responsibility for the terminal evaluation, funds transfers, and procurement rules in case of procurement for a value higher than USD 1,500.
6. MNRE was to be Executing Agency in the Independent State of Samoa, and amongst others, recruit senior project personnel, maintain records of funds, have reporting responsibility, as well as issuance of a financial audit by an independent audit authority, and maintain primary responsibility for ensuring successful completion of the project.
7. As recorded in the Inception Workshop Report, the Chief Executive Officer of the MNRE is generally the Project Manager of the project, or by delegation the Assistant Chief Executive Officer (ACEO), who is otherwise the National Project Coordinator, whilst the Principal Chemicals and Hazardous Waste Management Officer (PCMO), is de facto the Project Coordinator. The Division of Environment and Conservation (DEC) was to provide support with respect to backstopping, administrative and technical support services. The National Project Management Unit (PMU) was to be in the MNRE, and comprise of the MNRE CEO, ACEO-DEC, PCMO and relevant staff. The PMU was to be directly responsible to the Project Steering Committee (PSC) for the endorsement of activities and reporting requirements. The recruitment of a Technical Assistant was underway at the time of the Inception Workshop to execute the reviewing and updating of the NIP.
8. Interviews confirmed that the above is correct and has been maintained as agreed in the PCA. The current ACEO-DEC is the National Project Coordinator and the current Principal Chemicals and Hazardous Waste Management Officer is the Project Officer from the MNRE. However, owing to changes in personnel at the MNRE, the recruitment of the Technical Assistant did not take place.
9. Further, the PSC was not established anew for this project. During a previous SAICM (Strategic Approach to International Chemicals Management) project, from 2009 – 2012, a PSC was established with the stakeholders mentioned below, which functions now as the de facto PSC for all Chemicals projects in Samoa, including this NIP project, except Yazaki Samoa, which has closed its operations. As can be seen below, it includes Ministries, National Health Services, Private sector, Research Organization, and NGO.
1. MNRE (chairperson)
 - Ministry of Agriculture and Fisheries
 - Ministry of Foreign Affairs and Trade
 - Ministry for Revenue, Customs Department
 - Ministry of Education, Sports and Culture
 - Ministry of Finance

Ministry of Women, Community and Social Development
 Ministry of Health
 Ministry of Commerce, Industry and Labor
 Office of the Attorney General
 National Health Services
 Samoa Umbrella of Non-Governmental Organizations
 Chamber of Commerce
 Samoa Water Authority
 Yazaki Samoa
 Samoa Association of Manufacturing Exporters
 Agriculture Store Corporation
 Scientific Research Organization of Samoa
 Samoa Breweries Limited.

10.4 Project financing

Table 28: GEF Funds Allocation

	USD
Total GEF allocation	125.000
IA fee (9.5%)	10.845
Total project funding	114.155
Umbrella component	8.333
Total National EA Cost	105.822

Source: UN Environment Revised Budget Table Samoa.

Table 29: Planned co-financing

	USD	
In-kind	110.000	
Total Co-finance	110.000	
	Year 1	Year 2
	55.000	55.000

Source: UN Environment Revised Budget Table Samoa

10.5 Reconstructed Theory of Change at Evaluation

10. The Evaluation Team developed a theory of change (ToC) of the Global Project on the Updating of National Implementation Plans (NIP) for POPs project, in order to first understand the concept behind the project and second to have an analytical tool to assess the project (Figure 1 – Reconstructed Theory of Change at Evaluation). The ToC is based on the analysis of UN Environment documents related to the NIP for POPs project and discussions with staff members via teleconference.

11. In particular, the Reconstructed ToC at Evaluation was developed based on the Logical Framework of the project and in addition to sources cited above; please note intermediate states are presented in the reconstructed ToC. The reconstruction was necessary to address the fact that the project did not include a ToC (not a requirement at the time of project development). In addition to this, the project did not include one exhaustive logical framework, but rather elements presented in the project document, which once put together by the Evaluation Team, allowed for reconstruction of the Outputs and eventual Outcomes.
12. This Reconstructed ToC aims to capture a complex reality in a simplified manner by identifying the fundamental logic and assumptions behind a concept; it was tested in the field to verify accuracy and validity. Within the Reconstructed ToC the following pre-conditions and assumptions are considered:
13. Pre-conditions (PCs) - need to be in place before project can start³⁸. There are likely to be additional pre-conditions required prior to the start of an intervention of this type.
14. **Pre-Condition 1:** Strong Government support and commitment at highest national level; timely and sufficient financial/human resources allocated by the Government(s) to the project (strong commitment of the relevant Government Ministry or Agency is required but is not a sufficient pre-condition);
15. Strong commitment and support have been emphasized from the Government of Samoa / MNRE. After the finalization of the Updated NIP, the normal procedure is for it to go through the official channel for endorsement and be endorsed by the Cabinet of the national government. Thereafter, it will be published for the public to take note. It also expected to be reflected in national regulations. This is expected / planned to take place after the completion of the Updated NIP in Samoa.
16. The MNRE is facing human resource limitations.
17. **Pre-Condition 2:** Governments willing, and have the capacity to take leadership for approval of NIP;
18. The MNRE has reiterated the commitment of the Government to the Stockholm Convention and to its obligations under the same. To this purpose, the MNRE prepared and submitted the initial NIP in June 2007. The MNRE emphasized the willingness of the Government to take leadership for the NIP and now the NIP Update. As such, the MNRE has the capacity to take leadership for the NIP Update, and further work in the field. However, the MNRE is facing human resource challenges.
19. **Pre-Condition 3:** The public and private sectors are aware of, understand and are willing to support the government (ability to mobilize financial resources is required but is not a sufficient pre-condition).
20. When the Government publishes a new regulation, everyone in Samoa, including the private sector, is obliged to comply with it. NGO and private sector are aware of the project, as they are represented in the PSC.
21. **Assumptions** are an important element in any ToC; if these are wrong, then the theory may not work or collapse entirely.³⁹ The Reconstructed ToC at Evaluation is based on the following fundamental assumptions:

³⁸ Pre-conditions can either be "in place", or "partly in place" or "not in place"

³⁹ Assumptions can either be "accurate" or "inaccurate", "realized" "not realized", "in-place" "not in place" or "uncertain"

22. **Assumption 1:** Governments are committed and consider this intervention a national, and regional priority (reducing flux of POPs reduces global environmental and human exposure to risks); Underlying assumption 1: National Coordinating Committees formed during NIP development process are still functional and provide support; Underlying assumption 2: co-financing is made available in a timely manner; Underlying assumption 3: inter-sectoral coordination mechanisms will be put in place and supported by the government.
23. The Government of Samoa is committed to the Stockholm Convention and to its obligations under the Stockholm Convention, including the NIP, and above all the elimination of POPs in Samoa. The PSC was established within the framework of a different SAICM project, and functions de facto as PSC for all chemicals projects, including the NIP Update project. Co-financing has been made available by the MNRE, in the form of office space and infrastructure, however, these contributions have not been documented or costed. A formal and informal inter-sectoral coordination mechanism has been put in place with the PSC (under the SAICM project), which as mentioned above, functions de facto as PSC for all chemicals projects.
24. **Assumption 2:** UN Environment has the capacity and resources at HQ and at country level to support delivery of the expected results; Underlying assumption 1: Stockholm and Basel Regional Centres will support the project and will coordinate key activities at the regional level and provide logistic and administrative support;
25. The Project Manager of this project is based at UN Environment HQ in Geneva. A UN Environment Representation is based in Samoa, but not involved in project implementation. There is no Stockholm Convention Regional Centre in Samoa. The South Pacific Regional Environment Programme (SPREP) integrates the Pacific Regional Centre for the Joint Implementation of the Basel and Waigani Conventions. The SPREP supports and provides advice to the MNRE informally on this project, owing to the good cooperation and relationship with the MNRE within the framework of other projects.
26. **Assumption 3:** National Executing Agencies (EAs) are capable of driving the project. Underlying assumption 1: EAs have the capacity to contract, manage and deliver the expected results (reducing risks to the population, especially most vulnerable ones).
27. After signing and ratifying the Stockholm Convention, the Government of Samoa / MNRE drafted the initial NIP and submitted it to the Secretariat of the Stockholm Convention in June 2007. The MNRE reiterated its commitment to updating the NIP. The National Executing Agency, the MNRE, is capable of driving the project. It is capable of contracting, managing and delivering the expected results, is however, facing human resource challenges.
28. **Assumption 4:** Context related assumptions: political continuity in countries involved.
29. Political stability and continuity is given in Samoa. Personnel changes have taken place at the MNRE.

10.6 Country Study Findings

30. According to the half-yearly Progress Report for the second half of the year 2016, the Inception Workshop was conducted on 6 May 2016 to commence implementation of project activities against a planned start day of June 2014. The project is expected to end in March 2019 against an expected completion date of May 2016.

Strategic Relevance

31. Samoa signed the Stockholm Convention in May 2001; ratified it in February 2002, and it entered into force in May 2004. According to Article 7, 1, of the Stockholm Convention each Party shall:
- (a) Develop and endeavour to implement a plan for the implementation of its obligations under this Convention;
 - (b) Transmit its implementation plan to the Conference of the Parties within two years of the date on which this Convention enters into force for it; and
 - (c) Review and update, as appropriate, its implementation plan on a periodic basis and in a manner to be specified by a decision of the Conference of the Parties.
32. After ratifying the Stockholm Convention, Samoa compiled an initial inventory of POPs and PTS, assessed the extent of POPs contamination as well as the country's institutional capacity. In June 2007, Samoa successfully transmitted the NIP to the the Secretariat of the Stockholm Convention. After the addition of the new POPs, the countries had to update their NIPs. Within the framework of the project under evaluation, the UN Environment was to provide support and assistance to the Samoa to prepare an updated NIP. The main objective of the project was to:
- Comply with Article 7 of the Stockholm Convention by updating the NIP on POPs,
 - Build capacity to update NIPs, and
 - Strengthen coordination at the national and international levels.
33. POPs are not mentioned in the United Nations Development Assistance Framework (UNDAF) for the Pacific Region 2013 – 2017. The focus seems to be on disaster risk management owing to the devastating storms that take place in the region.
34. Priority Area 4 – Environment – of the Strategy for the Development of Samoa 2016/17 – 2019/20 sets out the intention to consider adverse impacts to the environment and the health of human population for the built environment, better manage and regulate waste management, including chemical and hazardous waste, waste water (sanitation) to prevent contamination; as well as monitor compliance while importing, using, storing and disposing chemicals and pesticides; and a better cooperation between the relevant sectors, namely, agriculture, health, community, transport, energy, finance and environment.
35. The Strategy for the Development of Samoa 2012 – 16 mentions the need to mainstream environment considerations into sector plans and programs, policies and budgetary processes; as well the negative and serious consequences of lack of proper waste management practices for health and environmental quality.
36. Moreover, the interviews confirmed the high significance of the project for the Government and people of Samoa.

The overall evaluation rating for the project's Strategic Relevance is "Satisfactory."

Quality of Project Design

37. The project encompassed 5 main components:
- Initiation of the process of reviewing and updating NIPs
 - Assessment of national infrastructure and capacity for the management of all POPs, development of the New POPs inventories and updating for the initial POPs inventories and monitor effects of POPs in humans and the environment

- Development of Actions Plans for New POPs and updating of Action Plans for initial POPs including gaps analysis
- Formulation of revised and updated NIP with its associated Action Plans for all 22 POPs
- Endorsement of (Updated) NIP

38. Under **Component 1**, the project aimed to establish an in-country coordination mechanism for POPs management and carry out an initial assessment of institutional needs and strengths.

39. Under **Component 2**, the project aimed to carry out an inventory of all 22 POPs and update the inventory available from initial NIP, besides compiling an overview of national infrastructure and regulatory framework to manage POPs.

40. Under **Component 3**, the project planned to carry out a Gap analysis of POPs management, as well as develop and update Action Plans.

41. **Component 4** envisaged the development or updating the NIP, and

42. **Component 5** planned the endorsement of the (updated) NIP by the respective national Government.

43. The add-on global Component (GEF project ID 5525) aimed to enhance communication and sharing information to enable Parties to compare and harmonize data and identify lessons learned and good practices.

44. The above Components are considered to be strengths of the enabling activity, as they are deemed to be the necessary components for the drafting / updating of NIPs.

45. Considering the human resource challenges faced by the MNRE, the recruitment of a National Project Manager should have been considered in the Project Cooperation Agreement, as considered in the initially planned budget. Moreover, no Regional Coordinator was foreseen in the project, to oversee and support project activities (not to coordinate but support technically). Face-to-face communication with a person who is geographically close to the region, as well as aware of the culture of the region (for example SPREP), and could provide technical support could have been conducive to project implementation.

The overall evaluation rating for the project's Quality of Project Design is "Satisfactory."

Nature of the External Context

46. Samoa is prone to devastating storms, earthquakes, and tsunamis resulting from the earthquakes. They disrupt road services, transportation and power generation, resulting in a disruption of normal life and work. However, no issues were reported to the evaluation which had any effect on project implementation.

The overall evaluation rating for the Nature of the External Context is considered to be "Favourable".

Effectiveness:

47. The first disbursement from UN Environment to Samoa took place in July 2014. According to Progress report July 2015 – June 2016, “project was delayed due to staff turnover of the coordinating project unit”. The Project Coordination Unit was and is the existing Chemical and Hazardous Waste Section in the MNRE.
48. With the project Inception Workshop on 6 May 2016, project implementation commenced. An overview of the project was presented, as well as implementation structure, project work plan and budget. Discussion with stakeholders took place pertinent to the management of POPs. The attendees discussed the lack of human and financial resources for effective engagement in chemicals management within their institutions and work places.
49. A regional workshop took place in Suva, Fiji, in the first half of 2016. [Progress report July 2015 – June 2016] In July 2016, some work on the assessment of the impact of POPs on human health and environment had commenced and was being done by the MNRE staff. The other activities had not commenced.
50. [Progress report H2 2016] After having attended the regional workshop in Fiji, in August 2016, a Community Consultation took place in Pu’apu’a Congregational Christian Church Youth to emphasize the advantages of biological treatment of organic waste through composting, to reduce the generation of POPs through open burning of wastes. In September 2016 (19-23), the National Chemical Training took place for people directly involved in storage, handling, use or disposal of chemicals, and those working in laboratories. The inventory on new POPs and updating of existing inventories on the 12 initial POPs commenced in this reporting period.
51. Review of project effectiveness is as follows:
- Delivery of outputs
 - Achievement of direct outcomes
 - Likelihood of impact

Delivery of Outputs

73. Component 1: Initiation of the process of reviewing and updating national implementation plans

52. Expected outputs are i) Key stakeholders and their roles identified and agreed; ii) Initial assessment of institutional needs and strengths; and iii) Coordination mechanism for POPs management in place.
53. Key stakeholders were identified and invited to the Inception Workshop, where an initial assessment of institutional needs and strengths was also conducted and included in the Inception Workshop Report. Project inception workshop was conducted on 6 May 2016 and project implementation commenced. The implementation structure was introduced to the attendees, as well as the project, the project work plan and budget. Discussion with stakeholders took place pertinent to the management of POPs. The evaluation concludes that the expected output “Key stakeholders and their roles identified and agreed” has been achieved.
54. One of the major issues raised by the attendees was the lack of human and financial resources for effective engagement in chemicals management within their institutions and work places. Other issues were: need for training in operational tasks, improvement of efficiency of POPs

management across Samoa, need for training in technical assessments, for eg. Environmental impact, risk-based, chemical studies, site surveys, capacity building in management activities, development and adoption of village by laws to support the prohibition of open burning in rural communities, need to secure funding for chemical and hazardous waste management and related site habilitation, capacity building for the community, enforcement of existing legislation on POPs, recruitment of a Technical Assistant to carry out technical components of the project. A PSC was established for a different SAICM project (2009 – 2012), which functions de facto as PSC for all other chemicals projects. Thus, the expected outputs “Initial assessment of institutional needs and strengths” and “Coordination mechanism for POPs management in place” have been achieved.

74. Component 2: Assessment of the national infrastructure and capacity for the management of all POPs, development of the New POPs inventories and updating for the initial POPs inventories and monitor effects of POPs in humans and the environment.

55. Planned outputs were: i) Comprehensive overview of national infrastructure and regulatory framework to manage POPs available; ii) Quantitative and qualitative inventories covering all 22 POPs available, including updated inventories for POPs covered in initial NIP and first inventories for newly-listed POPs; and iii) Overview of POPs impacts to human health and the environment available.

56. An assessment of the regulatory and institutional framework was carried out for drafting the initial NIP and is included therein. To capture the current status, a National Expert was planned to be recruited in January 2019 (this had not occurred at time of writing of the evaluation mission in December 2018). It was expected that the completion of this activity would require one month. An inventory on new POPs and updating of existing inventories on the twelve initial POPs has been carried out by a National Expert, whom the evaluation also met. The drafted report was being discussed with the UN Environment Project Manager at the time of the evaluation mission in December 2018. An assessment of impacts of POPs to human health and environment has been carried out by the same National Expert who conducted the inventory, and the report submitted to the UN Environment. The report provides an overview of the impacts of POPs on human health and environment with examples from other countries. During the initial NIP, owing to lack of resources, this assessment could not be carried out in, and for, Samoa. During the updating, it seems to be the same case. The report prepared within the framework of this project includes an overview of impact of POPs on health and environment based on literature available globally, and not specifically about the situation in Samoa. The main gaps identified are:

- Lack of reliable data on the impact of new POPs on human health in Samoa;
- Lack of reliable data on the impact of new POPs on the environment in Samoa.

57. An updated comprehensive overview of national infrastructure and regulatory framework to manage POPs was not achieved at the time of the evaluation mission. An updated inventory covering all 22 POPs was conducted. A general overview of POPs impacts to human health and the environment has been prepared.

75. Component 3: Development of Action Plans for New POPs and updating of Action Plans for initial POPs including gaps analysis

58. Expected outputs to achieve Component 3 were: i) Action Plans for all POPs updated and validated; and ii) Comprehensive overview of POPs management gaps and practices available.

59. Based on interview data, this evaluation confirmed that the National Expert from the National University of Samoa who conducted the inventory has been recruited for the three activities

foreseen under this Component, namely, to conduct a comprehensive review of the existing National Action Plans on POPs and actions taken after the first NIP; develop, update and validate action plans on POPs; and prepare a gap analysis and proposals to address them. The National Expert commenced work in November 2018. The report including the three activities was expected to be delivered in December 2018, latest early 2019.

60. The outputs – updating of Action Plans – and overview of POPs management gaps and practices were not achieved at the time of the evaluation mission.

76. Component 4: Formulation of revised and updated National Implementation Plan with its associated Action Plans for all 22/23 POPs

61. Planned outputs were: i) Revised national objectives and priorities for POPs including new POPs; and ii) Draft NIP updated available to all stakeholders.
62. Based on interview data this evaluation confirmed that after the completion of the above 3 Components, the outputs were expected to be included as inputs to compile the updated NIP, after which the MNRE plans to conduct the stakeholder meeting to review national objectives and priorities of the (updated) NIP and then draft the updated NIP. At the time of the evaluation mission, the TOR was being developed for recruiting an International Expert to carry out a desk review and compile the updated NIP. The National Expert from the National University of Samoa and the International Expert are planned to work together on compiling the data for the update NIP.
63. The outputs – revision of national objectives and priorities for POPs and providing draft NIP to all stakeholders – were not achieved at the time of the evaluation mission.

77. Component 5: Endorsement of National Implementation Plan

64. Expected outputs were: i) NIP outreach strategy report includes consultations with key national stakeholders; and ii) NIP endorsed by the Government.
65. The normal procedure to be followed for endorsement would be after the completion of the updated NIP, after consultations with the stakeholders, it will be sent to the Cabinet Decision Committee for endorsement.
66. The outputs under Component 5 were yet to be achieved at the time of the evaluation mission.

The overall evaluation rating for the Delivery of Outputs is "Moderately Satisfactory".

Achievement of Direct Outcomes

67. The expected Outcome 1 'Institutional strengthening through national coordination' has been achieved. The PSC was established within the framework of a different SAICM project (2009 – 2012) and functions de facto as PSC for all chemicals projects. The PSC members, relevant stakeholders, were invited to the Inception Workshop, where an initial assessment of institutional needs and strengths was conducted and included in the Inception Workshop report.
68. Expected Outcome 2 'Comprehensive information on current POPs control measures, management practices, use and impacts, provides the basis for identifying POPs issues of concern and planning sound actions to address them' is expected to be achieved early 2019. An inventory has been carried out, and the report is being reviewed by the UN Environment. Further, a report on the impacts of POPs on human health and environment has been drafted, albeit with a lack of reliable data available on this topic in Samoa. The MNRE plans to recruit a National Expert for one

month starting January 2019 to capture the current status of regulatory and institutional framework.

69. Expected Outcome 3 'Sound and cost-effective actions to address POPs issues of concern are facilitated by the availability of well-prepared and costed action plans' is expected to be achieved in Q1 2019. National Expert to conduct both the activities under this component has been recruited and is expected to deliver the report in Q1 2019.
70. Expected Outcome 4 'Improved understanding of all POPs for cost-effective actions to address priority POPs issues allows the country to develop rational and coherent strategies to reduce POPs risks in the country and to meet the obligations of the SC' is expected to be achieved in Q1 2019. This outcome can be achieved after the completion of the above outcomes.
71. Expected Outcome 5 'Endorsement of NIP' can be achieved after achieving the above outcomes which are expected to be achieved in Q1 2019.

The overall evaluation rating for the Achievement of Direct Outcomes is "Moderately Unsatisfactory".

Likelihood of Impact

72. The evaluation team developed a Reconstructed TOC at Evaluation of the project based on the Logical Framework of the project. The assessment of the likelihood of impact is carried out based on the TOC. This assessment is based on a) the achievement of outcomes and b) whether the identified assumptions and drivers appear to be valid and holding. Moreover, information and data received during the evaluation has also been considered.
73. All the five outcomes foreseen in the project have not yet been achieved. Some activities have been planned to be carried out and come to an end latest in February 2019, so as to enable the compiling of the updated NIP till March 2019, the revised and expected project completion date.
74. The MNRE is committed to fulfill its obligations under the Stockholm Convention. The MNRE has reiterated its commitment to complete the updated NIP and receive endorsement for it. It has carried out and plans to continue carrying out awareness-raising activities for POPs within the framework of its Communication and PR work.
75. From the TOC prepared by the evaluation team, the Intermediate State i) existing gaps in POPs management identified and actions to improve management in place is expected to be reached in Q1 2019. Intermediate State ii) management practices are improved in agriculture, disease vector control, industrial chemicals and other relevant areas – is not yet achieved. Intermediate State ii) can be reached with continued commitment of the Government to the updated NIP, including the implementation of the activities to be mentioned therein. In case of continued commitment of the Government to the updated NIP and its implementation, the evaluation considers the likelihood of achieving impact to be moderately likely.

The overall rating for the likelihood of achieving impact is considered to be "Moderately Likely".

Financial Management

Table 30: Planned budget and actual expenditure figures

UN Environment	Planned budget (USD) July 2016	Revised budget (USD) December 2017
National Project Coordinator	10,582	
National Consultants	31,031	31,031
International Consultants	12,699	29,350
National Workshop on POPs inventory	14,815	14,815
Inception Workshop	6,349	5,835
Final Workshop for NIP endorsement	7,408	6,000
National Coordination Meetings	8,466	6,000
Operating Costs	4,180	2,500
Computer, Fax, Photocopier, Projector		
Finalization of report and dissemination strategy	5,291	5,291
Terminal Evaluation	2,500	2,500
Final Audit	2,500	2,500
Sundry		
Total	105,821	105,822

Source: UNEP Budget NIP revised 8 July 2016; 171211 Revised budget and work plan Samoa

Table 31: Transfer of instalments

	Date	Amount
		US\$
1	Jul-14	30,000
	Total	30,000

Source: UN Environment; Interview data.

Efficiency

76. The Project Cooperation Agreement was signed by the MNRE and the UN Environment in June 2014. Owing to changes in personnel at the MNRE, the project commencement was delayed by 2 years, [Progress report July 2017 – October 2018] The Principal of Chemical & Hazardous Waste Management Officer (the Project Coordinator at the MNRE) was promoted to the position of ACEO of MNRE. The position of the Principal was then vacant and the long process of recruitment contributed to the delay of implementation of project activities.
77. With the Inception Workshop in May 2016, project activities commenced. Human resource constraints at the MNRE forced further delays in implementation of project activities, [Progress report July 2017 – October 2018] The Project Management Unit at the MNRE consisted of two staff, a Principal Chemical & Hazardous Waste Management Officer and the Senior Chemical and Hazardous Waste Management Officer. The Chemical and Hazardous Waste Management Section manages five Chemical Conventions, namely, Basel, Rotterdam, Stockholm, Minamata and Waigani Conventions. Moreover, other projects are also being implemented and internally coordinated by the Section. This evaluation observes that it may have helped to recruit a National Project Coordinator externally for this purpose, although the previous ACEO had already made the decision not to recruit a National Project Coordinator externally, but to coordinate the project activities internally, despite the human resource limitations. There was another staff turnover with the promotion of the ACEO and the Senior Officer to a new government Ministry position.
78. The remaining activities took off in 2018, [document review; interviews]. The MNRE expects relevant activities to be accomplished by February/March 2019, enabling the compilation of the updated NIP latest in March 2019, after which it expects to start the official procedure for its endorsement.
79. UN Environment transferred project funds to the value of USD 30,000 in July 2014. At the time of the evaluation mission, project expenditures in Samoa had not yet reached that amount. Therefore, the delays do not seem to have produced any negative cost implications, other than the fact that Project Support Costs are not increased during such an extension yet the support costs continue to be carried by both the Implementing and Executing Agencies. The Project Cooperation Agreement was extended till 31 December 2018 as a no-cost extension.
80. No time-saving measures were identified which were put in place to maximise results within the secured budget and agreed project timeframe. On the contrary, no National Project Coordinator was recruited, as considered in the project budget in July 2016. Moreover, no International Consultant was recruited as foreseen in the project budget of July 2016.
81. The PSC was established earlier, for a different SAICM project (2009 – 2012) and functions de facto as PSC for all chemicals projects. This project could benefit from synergies with the UN Environment's Global Monitoring Programme (GMP), which is also collecting data on air, water and human milk, via trainings and workshops. Further, key stakeholders (Ministry of Education, National University of Samoa, Ministry of Health, National Health Service, Electrical Power Corporation, Quarantine Division) were invited to attend a training on POPs and U-POPs under a different project in September 2016 [the name of the project could not be recalled by the interviewee].
82. The MNRE is spending co-finance primarily in the form of staff time and office infrastructure. However, it is not documented.

The overall evaluation rating for the Efficiency of the project is "Unsatisfactory".

Monitoring and Reporting

Monitoring design and budgeting

83. GEF projects always encompass Monitoring and Evaluation. According to the planned budget table for Samoa, a budget has been planned for the terminal evaluation as well as for the final audit.

84. The Indicative Project Framework in the project document makes a reference to NIP updating which is included in the Annex. The Annex entails the Project Activity Framework for the Enabling Activity, including expected outcomes and outputs. It also entails a detailed description of the expected outputs and the corresponding activities, as well as an M&E plan. The M&E plan encompasses the following:

- Inception Workshop – national IW conducted
- Inception Report – provided to the evaluation

The monitoring design and budgeting are considered to be satisfactory.

Monitoring of project implementation

85. Project supervision and monitoring by UN Environment – The UN Environment PM could be contacted by the Executing Agency easily via e-mail for any queries; the Executing Agency normally received a quick response which was also perceived to be clear. Sometimes, the response was received with a delay of one week. The monitoring role of the PM is unclear.

Monitoring of project implementation is considered to be unsatisfactory

Project reporting

86. According to the Project Cooperation Agreement (PCA), half-yearly progress reports are to be sent by the Executing Agency to the UN Environment. Time periods from July 2015 – October 2016 have been more or less covered in the various progress reports. Progress report for the time period October 2016 – June 2017 has not been received by the evaluation. Progress reports from July 2017 – October 2018 have been provided to the evaluation.

87. Progress reports every 6 months – progress reports till October 2018 have been provided to the evaluation

88. Terminal report – N/A

89. Independent Financial Audit – N/A

90. The document also encompasses a Logical Framework which includes Mid-term and end of project targets, sources of verification and risks and assumptions.

Project reporting is considered to be moderately satisfactory.

The overall evaluation rating for Monitoring and Reporting is "Moderately Satisfactory".

Sustainability

Socio-political Sustainability

91. Socio-political sustainability is assessed as being 'likely'. Samoa is committed to its obligations under the Stockholm Convention, amongst others. After ratifying the Stockholm Convention in February 2002, it transmitted its NIP to the Secretariat of the Stockholm Convention in June 2007. Owing to personnel changes at the MNRE, as well as human resource constraints, project

implementation has faced delays. Nevertheless, the MNRE emphasized its commitment to the Stockholm Convention and to this project, as it considers the NIP/Updated NIP very important firstly, to fulfill its obligations under the Stockholm Convention; and secondly, to reduce and ultimately to eliminate POPs from Samoa. The main Executing Agency is the MNRE. Moreover, the MNRE plans to continue the awareness-raising activities for POPs within the framework of its Communication and PR Programme, also after project completion.

Financial Sustainability

92. The MNRE is highly committed to the Stockholm Convention, amongst others, and in view of its high commitment, has spent co-finance, mainly in the form of staff time, and office and office infrastructure. In future, the MNRE plans to continue the awareness-raising activities for POPs within the framework of its Communication and PR Programme for the MNRE, financed by the MNRE. With continued commitment (also financial), financial sustainability is assessed as being 'moderately likely'.

Institutional Sustainability

93. After ratification of the Stockholm Convention in 2002, the MNRE carried out activities – three assessments – based on which the initial NIP was drafted and submitted to the Secretariat of the Stockholm Convention in 2007. The Executing Agency of the project is the MNRE. Owing to personnel changes and limitations, the project suffered delays in project implementation. Nevertheless, the MNRE is committed to accomplish the remaining activities in Q1 2019, draft the updated NIP and submit it to the Cabinet for endorsement. Therefore, institutional sustainability is considered to be 'likely'.

The overall evaluation rating for sustainability is "Moderately Likely".

Table 32: Evaluation Ratings Table

Criterion	Summary Assessment	Rating
A. Strategic Relevance		S
1. Alignment to MTS and POW	This is a UN Environment-designed project	HS
2. Alignment to UN Environment/Donor/GEF strategic priorities	Project is considered to be aligned with the strategic priorities of the UN Environment, as well as the GEF	HS
3. Relevance to regional, sub-regional and national environmental priorities	Obligations under the Stockholm Convention	S
4. Complementarity with existing interventions	UN Environment's GMP project	S
B. Quality of Project Design	No regional inception workshop planned or conducted, no regional coordinator planned, no regular face-to-face meetings planned	S
C. Nature of External Context	External factors did not influence project implementation	F
D. Effectiveness⁴⁰		MS

⁴⁰ Where a project is rated, through the assessment of Project Design Quality template during the evaluation inception stage, as facing either an Unfavourable or Highly Unfavourable external operating context, ratings for Effectiveness, Efficiency and/or Sustainability may be increased at the discretion of the Evaluation Consultant and Evaluation Manager together.

Criterion	Summary Assessment	Rating
<i>1. Delivery of outputs</i>	All outputs have not yet been achieved; some activities are still ongoing / have yet to commence	MS
<i>2. Achievement of direct outcomes</i>	All outcomes have not yet been achieved; some activities are still ongoing / have yet to commence	MU
<i>3. Likelihood of impact</i>	After completion of the planned activities, and achievement of outcomes, and successful implementation of foreseen action plans, the project is likely to have an impact	ML
E. Financial Management		MS
<i>1. Completeness of project financial information</i>	The financial information provided was incomplete	MS
<i>2. Communication between finance and project management staff</i>		NA
F. Efficiency	Delay in the commencement of project activities; Project activities commenced in 2016, and then paused till 2018	U
G. Monitoring and Reporting		MS
<i>1. Monitoring design and budgeting</i>	The monitoring design was satisfactory	S
<i>2. Monitoring of project implementation</i>	PM could be contacted easily via e-mail, however, monitoring role of PM unclear.	U
<i>3. Project reporting</i>	Yearly progress reports provided to the evaluation	MS
H. Sustainability		ML
<i>1. Socio-political sustainability</i>	The project has significant government support	L
<i>2. Financial sustainability</i>	It is likely that government will continue to fund POPs activity; funding support from the private sector is not known	ML
<i>3. Institutional sustainability</i>	MNRE is likely to continue to lead POPs elimination efforts in the country	L
I. Factors Affecting Performance⁴¹		S
<i>1. Preparation and readiness</i>	No regional inception workshop conducted	MS
<i>2. Quality of project management and supervision⁴²</i>	PM could be reached via e-mail, and also responded to queries; however, no regular face-to-	MS

⁴¹ While ratings are required for each of these factors individually, they should be discussed within the Main Evaluation Report as cross-cutting issues as they relate to other criteria. Catalytic role, replication and scaling up should be discussed under effectiveness if they are a relevant part of the TOC.

⁴² In some cases 'project management and supervision' will refer to the supervision and guidance provided by UN Environment to implementing partners and national governments while in others, specifically for GEF funded projects, it will refer to the project management performance of the Executing Agency and the technical backstopping provided by UN Environment, as the Implementing Agency.

Criterion	Summary Assessment	Rating
	face meetings planned; transfer of project with incomplete transfer of documentation	
3. <i>Stakeholders participation and cooperation</i>	At times, low participation	MS
4. <i>Responsiveness to human rights and gender equity</i>	The project design as well as implementation did not take gender considerations specifically into consideration; however, active participation of both genders was observed by the evaluation	S
5. <i>Country ownership and driven-ness</i>	Ownership is given in the country; drivenness of the project is now given in the country, was however, challenging at times.	S
6. <i>Communication and public awareness</i>	Awareness-raising activities are carried out within the framework of communication programme of the MNRE	S
Overall Project Rating	Over all, the design and implementation of the project was moderately satisfactory, owing to a number of challenges faced.	MS

10.7 Conclusions and Recommendations

Conclusions

94. The MNRE is very committed to the Stockholm Convention and to its objectives. It ratified the Stockholm Convention in 2002, and transmitted the initial NIP in 2007. The MNRE is also very committed to this project; however, owing to human resource limitations, delays have occurred.
95. Key stakeholders have been identified; they are members of the PSC which was established under a different SAICM project (2009 – 2012), which functions as de facto PSC for all other chemicals projects. The coordination mechanism for POPs management is in place, albeit with human resource constraints.
96. An inventory for all POPs, as well as PCBs and PCDD/PCDF has been conducted, although not a very detailed one; the inventory report is being reviewed by UN Environment. For the report on the impacts of POPs on human health and environment in Samoa, a lack of reliable [primary] data in Samoa was reported.
97. Work is ongoing for the accomplishment of the other activities to enable the drafting of the updated NIP. In line with its expressed commitment, after completion of the activities, the updated NIP and its approval, the MNRE plans to submit the updated NIP via the official procedure for endorsement to the Cabinet Decision Committee.
98. Co-finance is being provided and spent, however, not being documented.
99. During the change of Project Manager at UN Environment, each Project Manager requested all the documents. This indicated inefficient transfer of documents/knowledge at the UN Environment or a lack of an effective institutional data management system.

100. No regional inception workshop was conducted at the planned project commencement in June 2014. A regional workshop took place beginning of 2016 in Fiji, after which the National Inception Workshop took place in Samoa in May 2016.
101. A National Project Coordinator was foreseen in the initial budget plan, who, however, owing to the decision by the then Principal Officer of the Section, was not recruited. Owing to changes in personnel at the MNRE, as well as personnel constraints, delays occurred. Moreover, inefficient transfer of documents was reported.
102. No regional technical coordinator was foreseen in the project; no regular face-to-face meetings were planned. Nevertheless, the Project Manager was responsive to all the queries of the Project Management Unit at the MNRE.

Lessons Learned

103. During change of personnel, efficient transfer of project/documentation is necessary.
104. An inception workshop at the beginning of the project can help to clarify expectations on outputs and avoid delays.
105. Though the modern technology is very speedy, face-to-face talks, guidance and support are also very valuable. Moreover, it can be helpful for the project if the Implementing Agency would meet stakeholders in the country of implementation, gain a better understanding of the situation and of the challenges, if any, faced there, and to provide advice.
106. When faced with human resource constraints, it would be advisable to recruit additional personnel to carry out or support in carrying out project activities.

Recommendations

107. The MNRE should survey and compile detailed data to be updated in the NIP in the next round of NIP updating.
108. The MNRE should continue awareness-raising activities for POPs.
109. The MNRE should document the expenditure of co-finance.
110. The MNRE should consider recruiting external National Project Coordinators to support in project implementation, in future projects
111. In future projects, the MNRE should recruit the National Project Coordinator before the Inception Workshop and enable participation of the National Project Coordinator in the Inception Workshop.
112. The MNRE should ensure efficient transfer of project / documentation in case of change of personnel, in future projects.
113. The UN Environment should consider conducting a regional inception workshop at project commencement in future projects, and / or be present at the national inception workshop, in case no prior inception workshop has been conducted.
114. The UN Environment should consider holding face-to-face meetings with all national stakeholders in regular intervals, or at least involve a regional Agency or the UN Environment

regional representation, geographically close to the project country to meet with the main stakeholders, and discuss project implementation, challenges faced, and support required.

115. The UN Environment should provide training to all stakeholders on co-financing and documentation of co-finance. For this to happen, it is likely that UN Environment will need to formulate its own practices in defining and costing co-financing as well as ensuring that guidance has been developed for its standard reporting (both timing and details).
116. The UN Environment could consider recruiting a Regional Technical Body, not only to coordinate meetings, but above all to provide technical support to the countries, who is not only geographically close to the region, but also has an understanding for the region concerned.
117. The UN Environment should consider conducting a face-to-face regional forum midway through the project for sharing of information/issues/best practices/experiences/approaches.
118. The UN Environment should ensure a more efficient transfer of project/documentation, in case of change of Project Manager.
119. The UN Environment could consider a more regular follow-up on responses received (or not received) from the stakeholders when workshop invitations are sent.

10.8 Annexes

Evaluation itinerary

Name	Organization	Venue/ Address
Ms. Fiasosoitamalii Siaosi	Ministry of Natural Resources and Environment	MNRE
Mr. Vesi loane	Ministry of Agriculture and Fisheries	MNRE
Ms. Sofai Eteuati	Land Transport Authority	MNRE
Ms. Varea Dawn	National University of Samoa	MNRE
Mr. Seumalo Afele Faiilagi	Ministry of Natural Resources and Environment	MNRE
Dr. Ms. Taema Imo	National University of Samoa	NUS
Dr. Frank Griffin	Secretariat of the Pacific Regional Environment Programme	SPREP
Ms. Fiasosoitamalii Siaosi	Ministry of Natural Resources and Environment	MNRE
Ms. Fiasosoitamalii Siaosi	Ministry of Natural Resources and Environment	
Mr. Seumalo Afele Faiilagi Ms. Fiasosoitamalii Siaosi	Ministry of Natural Resources and Environment	MNRE

List of documents consulted

PIF revised 4-19-2013 ID 5307 rev PIF
Project Cooperation Agreement
Project Cooperation Agreement for Extension
UN Environment revised budget for Samoa 8 July 2016
Cash statement for the Pacific countries
UNDP UNDAF Summary Report 2013-17
Samoan NIP
Inception Workshop Report
Draft UPOPs inventory Samoa
Progress report July 2015 – June 2016
Progress Reports [H2-2016, H1-2017, H2-2017]
Progress Report July 2017 - October 2018
Establishment of PSC – SAICM Project
POPs in the Environment and Human Health
Updating and Review Report – Inventory
Strategy for the Development of Samoa 2012 – 16
Strategy for the Development of Samoa 2016/17 – 2019/20
Samoa NIP Updated Project Revised Work Plan 8 July 2016

11 SOLOMON ISLANDS

11.1 Project Identification Table

Table 33: Project Identification Table

GEF Project ID: 5307			
Implementing Agency:	UNEP	Executing Agency:	Ministry of Environment, Climate Change, Disaster Management and Meteorology (MECDM)
Sub-programme:		Expected Accomplishment(s):	
UN Environment approval date:	No info	Programme of Work Output(s):	
GEF approval date:	20/08/2013	Project type:	TA
GEF Operational Programme #:		Focal Area(s):	Persistent organic pollutants
		GEF Strategic Priority:	
<i>Expected</i> start date:	June 2014	Actual start date:	Q1 2015
<i>Planned</i> completion date:	May 2016	Actual completion date:	Q4 2018
<i>Planned</i> project budget at approval (USD):	169.13	Actual total expenditures reported as of [date] (USD):	145,465.45
GEF grant allocation (USD):	200.000	GEF grant expenditures reported as of [date] (USD):	145,465.45
Project Preparation Grant - GEF financing:	NA	Project Preparation Grant - co-financing:	NA
<i>Expected</i> Medium-Size Project/Full-Size Project co-financing:	SGP	Secured Medium-Size Project/Full-Size Project co-financing:	
First disbursement:	Q1 2015	Date of financial closure:	NA
No. of revisions:	1 (2016)	Date of last revision:	
No. of Steering Committee meetings:	3+	Date of last/next Steering Committee meeting:	Last: NA Next:
Mid-term Review/ Evaluation (<i>planned</i> date):	NA	Mid-term Review/ Evaluation (actual date):	NA

Terminal Evaluation (<i>planned date</i>):	At the end of project implementation	Terminal Evaluation (<i>actual date</i>):	July 2018 – May 2019
Coverage - Country(ies):	Solomon Islands	Coverage - Region(s):	Asia Pacific

11.2 Context



Source: Google maps.

120. The Solomon Islands is a group of almost 1,000 islands located in the South Pacific Ocean, east of Papua New Guinea, with a population of around 650,000 and a GDP (official exchange rate) of around USD 1.3 billion. The main import products are food, plant and equipment, manufactured goods, fuels and chemicals. The main countries for import are China (around 22%), Australia (around 20%), Singapore, Vietnam, New Zealand. The main export products are timber, fish, palm oil, cocoa and coconut oil, exporting to mainly China (almost 65%), Italy, Switzerland and Philippines. The Solomon Islands is very prone to tropical cyclones and flooding, and cyclones pose a serious threat each year⁴³, causing loss of life, and huge damages.

121. The Solomon Islands acceded to the Stockholm Convention on 28 July 2004. A National Implementation Plan (NIP) had not been submitted to the Secretariat of the Stockholm Convention at that time. The Solomon Islands had applied to access funds directly through the World Bank, GEF Direct Access Grant, but then withdrew the request and tworked with UN Environment to implement the project for the development and updating of the NIP for POPs.

122. According to the State of Environment report (2008), owing to the (unintentional) production of dioxins and furans (and other uPOPs), open burning and waste management were environmental concerns. Waste management issues initially included, inter alia, the lack of

⁴³⁴³ <http://www.met.gov.sb/solomon-islands-climate-in-brief>.

legislation, absence of sanitary landfills, unsegregated dumping including medical and chemical wastes, lack of incinerators, poor collection coverage and absence of baseline data and recycling facilities. Another crucial issue was the import and usage of plastic bags, for which the importer did not incur any costs. Moreover, POPs may also have entered the country in imported used vehicles, potentially containing flame retardant chemicals, or in car upholsteries and seats.

123. According to the NIP, the Solomon Islands has used or may have unintentionally imported many different POPs. POPs may also have entered the country in firefighting foams and/or constituents of consumer products like computers, building materials, and in motor vehicles. Nevertheless, their environmental effects or effects caused on human health had not been assessed. The NIP enabled addressing the issues of POPs as well as the whole chemical management cycle.

11.3 Project Implementation Structure, Partners and Stakeholders

124. According to the Project Cooperation Agreement (PCA), signed by UN Environment and the Permanent Secretary for the Ministry of Environment, Climate Change, Disaster Management and Meteorology (MECDM) of the Solomon Islands, the following was agreed:
125. UN Environment, as foreseen in the project document, was to be the Implementing Agency, with tasks including inter alia, project oversight, liaison with the GEF Secretariat, responsibility for the terminal evaluation, funds transfers, and procurement rules in case of procurement for a value higher than USD 1,500.
126. The Ministry of Environment, Climate Change, Disaster Management and Meteorology was to be Executing Agency in the Solomon Islands, and amongst other things, recruit project personnel, maintain records of funds, and have reporting responsibility.
127. Interview data confirmed that the roles and responsibilities mentioned in the PCA have been maintained as such during project implementation.
128. According to the Inception Report (March 2015), a Project Coordination Unit (PCU) was established a few weeks before the Inception Workshop took place (5-6 March 2015). At the Inception Workshop, the following were suggested as members for the National Coordination Committee (NCC) which was also to serve as the Project Steering Committee (PSC) for the development of the NIP, oversee and coordinate project activities among national stakeholders and provide functional guidance and resource support for project implementation.

Table 34: Members of the NCC

Members of the NCC according to the Inception Report	Members of the NCC as mentioned in the NIP
Ministry of Environment, Climate Change, Disaster Management and Meteorology (MECDM)	X
Ministry of Agriculture and Livestock (MAL)	X
Ministry of Health and Medical Services (MHMS)	X
Ministry of Fisheries and Marine Resources	X
Ministry of Infrastructure Development	
Ministry of Mines, Energy and Rural Electrification	X

Ministry of Commerce, Industries, Labour and Immigration	
Ministry of Finance and Treasury	X
Ministry of Foreign Affairs and External Trade	
Ministry of Development Planning and Aid Coordination	
Honiara City Council (HCC)	
Solomon Water (SW)	X
National Public Health Laboratory	
Guadalcanal Plantation Palm Oil Limited	
NGOs	

Source: IW Report; NIP of the Solomon Islands.

129. Based on interview data the NCC does not meet on a regular basis, but conducts meetings on an ad hoc basis, whenever there are any points to discuss. To have the NCC has proved to be very helpful for various stakeholders in the Solomon Islands. Since project commencement and with the establishment of the NCC, all the major stakeholders come together at one table. Cooperation amongst the various NCC members is expected to be continued even after project completion.

130. The NCC was reported to have had a positive effect of the project. Different stakeholders from different Ministries and organizations came together at one table and expect and wish to continue their cooperation. Stakeholders expect to continue their cooperation and work together on newly upcoming issues, for example, illegal dumping of chemicals.

131. Before the commencement of this project, chemical management was not recognized as so much of a priority issue. After the commencement of the project, within its framework, capacity building was carried out not only for the MECDM officials, but also for the other stakeholders, and capacity for chemical management built up.

132. Further, it was reported that the normal procedure to request data from other Ministries and Agencies is very tedious. Coming together at one table and getting to know each other also facilitated the ease of receiving data and speeding up processes.

133. The PCU suggested the establishment of a Technical Task Team as a smaller working group to speed up decision making on issues, which was also to report to the PCU. The suggested membership included:

- MECDM: NIP Project Coordinators Office
- MECDM: Solid Waste Management Unit
- MECDM: Climate Change Division
- MHMS: National Public Health Laboratory
- MAL: Pesticides/Chemical Board
- MHMS: Environment, Health and Foods Division
- SW: Water Quality Division
- HCC: Malaria Vector borne Unit

134. However, the Technical Task Team was not established, as it was deemed better to involve all the NCC members in decision making; and all the decisions are discussed and made by the NCC.

135. The National Project Coordinator (NPC) was recruited for 15 months, and commenced his work in February 2015. The national Inception Workshop was conducted in March 2015. The NPC also worked as National Expert for preparing the first draft of the National Implementation Plan (NIP). He delivered the first draft, which was then sent to UN Environment in 2016.

11.4 Project financing

136. The GEF funds allocation for the Solomon Islands was USD 200,000. The funds available for project implementation activities as well as committed co-finance are illustrated in the tables below:

Table 35: GEF Funds Allocation:

	USD
Total GEF allocation	200.000
IA fee (9.5%)	17.352
Total project funding	182.648
Umbrella component	13.516
Total National EA Cost	169.132

Source: UN Environment Budget Table Solomon Islands

Table 36: Planned co-financing

	USD	
In-kind	100.000	
Cash	5.000	
Total Co-finance	105.000	
	Year 1	Year 2
	52.500	52.500

Source: UN Environment Budget Table Solomon Islands

137. Co-finance has been spent on amongst others, office space for NPC, MECDM personnel working on the project, etc. No documentation to confirm this co-financing was provided to the evaluation.

11.5 Reconstructed Theory of Change at Evaluation

138. The Evaluation Team developed a theory of change (ToC) of the Global Project on the Updating of National Implementation Plans (NIP) for POPs project, in order to first understand the concept behind the project and second to have an analytical tool to assess the project (Figure 1 – Reconstructed ToC at Evaluation). The theory of change is based on the analysis of UN Environment documents related to the NIP for POPs project and discussion with staff members via teleconference.

139. In particular, the Reconstructed ToC was developed based on the Logical Framework of the project and in addition to sources cited above; please note intermediate states are presented in the Reconstructed ToC. The reconstruction was necessary to address the fact that the project did not include a ToC (not a requirement at the time of project development). In addition to this, the project did not include one exhaustive logical framework, but rather elements presented in the Prodoc, which once put together by the Evaluation Team, allowed for reconstruction of the Outputs and eventual Outcomes.
140. This Rconstructed ToC at Evaluation aims to capture a complex reality in a simplified manner by identifying the fundamental logic and assumptions behind a concept; it was tested in the field to verify accuracy and validity. The following pre-conditions and assumptions were considered:
141. Pre-conditions (PCs) - need to be in place before project can start⁴⁴. There are likely to be additional pre-conditions required prior to the start of an intervention of this type. At this stage however the following appear to be likely pre-conditions:
142. **Pre-Condition 1:** Strong Government support and commitment at highest national level; timely and sufficient financial/human resources allocated by the Government(s) to the project (strong commitment of the relevant Government Ministry or Agency is required but is not a sufficient pre-condition);
143. The Government of the Solomon Islands is committed to the project and its goals, and supports the project. The Cabinet endorsed the updated NIP in the last week of November 2018. The MECDM, the Executing Agency, is strongly committed to the project. However, the relevant Division, Environment and Conservation Division, is reported to be facing human resources challenges. Around 20 persons are working in the Division, with 3 persons looking after Chemicals Management until some time ago, and they are wearing “additional hats as well”. Therefore, the MECDM recently recruited 3 new staff for the team (altogether 6 for the Environment and Conservation Division).
144. **Pre-Condition 2:** Governments willing, and have the capacity to take leadership for approval of NIP;
145. The Government of the Solomon Islands is committed to the Stockholm Convention and willing to take leadership of the NIP. As mentioned above, the Cabinet endorsed the NIP in the last week of November 2018. Further, the Executing Agency, the MECDM, is facing human resource challenges and is planning to recruit additional people to the Environment and Conversation Division as a response to the human resource challenges and
146. **Pre-Condition 3:** The public and private sectors are aware of, understand and are willing to support the government (ability to mobilize financial resources is required but is not a sufficient pre-condition).
147. The private sector was also invited to attend the capacity building trainings, and is willing to comply with any changes in regulation that the government would put in place, as remarked by the MECDM.

⁴⁴ Pre-conditions can either be “in place”, or “partly in place” or “not in place”

148. **Assumptions** are an important element in any ToC; if these are wrong, then the theory may not work or collapse entirely.⁴⁵ The NIPs ToC is based on the following fundamental assumptions:
149. **Assumption 1:** Governments are committed and consider this intervention a national, and regional priority (reducing flux of POPs reduces global environmental and human exposure to risks)
150. It was confirmed in the interview that the Government is committed to the project and topic of POPs, and considers this intervention a national and regional priority. In line with its commitment, the Cabinet has endorsed the NIP in November 2018.
151. Underlying assumption 1: National Coordinating Committees formed during NIP development process are still functional and provide support
152. The National Coordinating Committee formed under the project during NIP development is still functional. It was reported during the interviews that the NCC members appreciate the formation of the NCC, which facilitated the opening of intergovernmental communication channels, have established a good work relationship and are not only willing to cooperate with each other but also look forward to cooperating with each other in future work.
153. Underlying assumption 2: Co-financing is made available in a timely manner
154. The Government is complying with its commitment of providing co-finance. Co-financing (in-kind services) in the form of office space and infrastructure is being provided to the project / was provided to the NPC upon recruitment. Co-finance is being sent, however, the documentation on co-finance was yet to be prepared at the time of the evaluation mission.
155. Underlying assumption 3: inter-sectoral coordination mechanisms will be put in place and supported by the government
156. Main challenge is the human resource limitation in the Solomon Islands, as underlined by the MECDM.
157. **Assumption 2:** UN Environment has the capacity and resources at HQ and at country level to support delivery of the expected results
158. According to interview data, the national PCU is in contact with one PM from UN Environment, with some contact with a further PM during meetings or workshops. There is no UN Environment representative in the Solomon Islands.
159. Underlying assumption 1: Stockholm and Basel Regional Centres will support the project and will coordinate key activities at the regional level and provide logistic and administrative support
160. It was reported during the interviews that there are no Stockholm Convention and Basel Convention Regional Centers in the Solomon Islands, and no contact with them unless on an ad hoc basis during any meetings and workshops attended by both these Centers and the stakeholders in the Solomon Islands. The Solomon Islands is not yet party to the Basel and Rotterdam Conventions, and is planning to initiate the process to join the Basel, Rotterdam and Minamata Conventions.

⁴⁵ Assumptions can either be "accurate" or "inaccurate", "realized" "not realized", "in-place" "not in place" or "uncertain"

161. **Assumption 3:** National Executing Agencies (EAs) are capable of driving the project. Underlying assumption 1: EAs have the capacity to contract, manage and deliver the expected results (reducing risks to the population, especially most vulnerable ones).
162. This was confirmed during the interviews.
163. **Assumption 4:** Context related assumptions: political continuity in countries involved
164. As is normal in the political arena, sometimes, there are changes in the Government. However, this was reported to not have affected the project other than through the internal movement of staff.
165. There are likely to be more underlying assumptions. However, this ToC aims only to identify those without which the projects logic is likely to falter.
166. **Main drivers** – initial⁴⁶. These are external conditions over which the project has some level of control, and can influence the achievement of the next level results.
167. **Driver 1:** Strategy is convincing to countries
168. This was confirmed to the evaluation during the interviews, however, the main challenge reported was human resources limitation. Further, the NPC could only be recruited for maximum 2 years. Moreover, face-to-face meetings with the PM did not take place in regular time intervals, which might also have been helpful, except in the framework of other meetings / workshops.
169. **Driver 2:** Pressure on government from BRS Secretariat to comply with obligations of the Stockholm Convention
170. No pressure on the Government was reported. However, the Solomon Islands is party to the Stockholm Convention and as such has to comply with its obligations under the Stockholm Convention, including submitting the NIP, updating the NIP, etc, and is willing and committed to comply with it.
171. **Driver 3:** Pressure from non-government stakeholders (including Civil Society, media and public, etc.) to address Persistent Organic Pollutants (POPs)
172. No pressure from non-government stakeholders was reported. It was reported that the private sector is willing to comply with any changes in regulation from the Government.

11.6 Country Study Findings

173. Project implementation commenced with the recruitment of the NPC in February 2015, and has come to an end. All expenses incurred have been paid; some documentation needs to be finalised for the UN Environment to be able to close the project.

Strategic Relevance

174. The Solomon Islands became a party to the Stockholm Convention in 2004, which came into force in October 2004. According to Article 7, 1, of the Stockholm Convention, under which each Party shall:

⁴⁶ Drivers are external conditions that can be influenced by the Project

- (a) Develop and endeavour to implement a plan for the implementation of its obligations under this Convention;
- (b) Transmit its implementation plan to the Conference of the Parties within two years of the date on which this Convention enters into force for it; and
- (c) Review and update, as appropriate, its implementation plan on a periodic basis and in a manner to be specified by a decision of the Conference of the Parties.

175. The National Implementation Plan (NIP) was to be relayed to the Secretariat of the Stockholm Convention in October 2006, and is currently in the process of being finalized.

176. POPs are not mentioned specifically in the National Development Strategy 2011 – 2020, although the document was drafted before 2011, before the commencement of the project, which mentions Climate Change and Environmental Management, as one of the eight objectives to ‘to build better lives for all Solomon Islanders’.

177. POPs are also not mentioned specifically in the National Development Strategy 2016 – 2035 (April 2016). The NDS 2016 – 2035 mentions “environmental sustainability” under Objective Four and “Manage the environment in a sustainable resilient way and contribute to climate change mitigation” as medium term strategy 11 to achieve the development and reform agenda.

178. Further, the United Nations Development Assistance Framework (UNDAF) for the Pacific Region 2013 – 2017 focuses on disaster risk management under its outcome area 1 – Environmental management, climate change disaster risk management, and does not make a mention of POPs or chemicals management.

179. However, interview data confirmed the high relevance of the project and the NIP for POPs for the Solomon Islands. It was reported to the evaluation during the interviews that before the project awareness on POPs even at the various Ministries, besides chemical management in general, was not high. Understanding for the POPs and new POPs was not existing. This has changed after the project, and awareness on POPs and chemical management has increased. Training was conducted on “Chemical Awareness”, as the Government of the Solomon Islands considers it very important to increase awareness and capacity on chemical management including POPs.

180. Owing to the high relevance of the project and the NIP for POPs for the Solomon Islands, after the commencement of the project, the MECDM recruited a National Expert to draft the NIP for POPs, and the first draft was ready in 2016. The work of the International Expert has been included in the NIP to update it, which was then endorsed by the Cabinet on 22 November 2018.

The overall evaluation rating for the project's Strategic Relevance is “Satisfactory.”

Quality of Project Design

181. The project encompassed 5 main components:

- Initiation of the process of reviewing and updating NIPs
- Assessment of national infrastructure and capacity for the management of all POPs, development of the New POPs inventories and updating for the initial POPs inventories and monitor effects of POPs in humans and the environment

- Development of Actions Plans for New POPs and updating of Action Plans for initial POPs including gaps analysis
- Formulation of revised and updated NIP with its associated Action Plans for all 22 POPs
- Endorsement of NIP

182. Under **Component 1**, the project aimed to establish an in-country coordination mechanism for POPs management and carry out an initial assessment of institutional needs and strengths.

183. Under **Component 2**, the project aimed to carry out inventory of all 22 POPs and update inventory available from initial NIP, besides compiling an overview of national infrastructure and regulatory framework to manage POPs.

184. Under **Component 3**, the project planned to carry out a Gap analysis of POPs management, as well as develop and update Action Plans.

185. **Component 4** envisaged the development or updating the NIP, and

186. **Component 5** planned the endorsement of the (updated) NIP by the respective national Government.

187. The add-on global Component (GEF project ID 5525) aimed to enhance communication and sharing information to enable Parties to compare and harmonize data and identify lessons learned and good practices.

188. The above Components are considered to be strengths of the Enabling Activity, as they are deemed to be the necessary components for the drafting / updating of NIPs.

189. However, no regional inception workshop was planned in the project, to take place at the commencement of the project, to clarify the tasks and responsibilities, but also expectations of outputs under each component. During the interviews, a delay in the approval of the drafted NIP was reported to the evaluation, owing to the different understanding of each PM with regards to outputs. Therefore, it is considered that an initial inception workshop at project commencement would have been helpful to clarify the expected outputs – a regional one in this project, since several countries in the Pacific are project countries; or a national inception workshop at planned project commencement.

190. Further, no regional coordinator was foreseen in the project, to oversee and support project activities (not to coordinate but support technically). Face-to-face communication with a person who is geographically close to the region, as well as aware of the culture of the region, and could provide technical support would have been conducive to project implementation.

The overall evaluation rating for the project's Quality of Project Design is "Satisfactory."

Nature of the External Context

191. In the first quarter of 2014, days of heavy rains caused flash floods causing damage to infrastructure, homes and lives and leaving around 10,000 people homeless in the capital city of

Honiara. Several roads had to be closed as well⁴⁷. This had an influence on daily work of the people and the country. A month later, riots took place in Honiara; rioters included flood victims, as well as people from nearby areas. Further, the country was preparing for the general elections for seats in the National Parliament, which were to be held and were held in November 2014. Owing to the preparations for the general elections, the national Inception Workshop was then planned to be held in early 2015.

192. After this delay in the commencement of the project activities, the National Project Coordinator (NPC) was recruited, and commenced his work in February 2015. The national Inception Workshop was conducted in March 2015.

Despite the above mentioned, the overall evaluation rating for the Nature of the External Context is considered to be "Favourable".

Effectiveness:

193. Based on interview data the NIP has been drafted and endorsed by the Cabinet in November 2018. The initial draft of the NIP was prepared including the initial POPs. After exchanges with UN Environment, an International Expert was recruited to update the NIP with the new POPs. However, owing to the short contract work time of one month, only some data could be updated and included in the NIP draft, but a detailed assessment could not be carried out.

194. Most of the pre-conditions, assumptions and main drivers in the causal pathway of the Reconstructed ToC at Evaluation were found to be valid by the evaluation. The Government supports the project and is willing to take leadership of the project, however, the main responsible Ministry, Executing Agency, is facing human resource constraints. The public and private sectors are willing to support and comply with any new regulations that the Government introduces. Nevertheless, there is no UN Environment or Stockholm Convention Representation in the Solomon Islands, making it dependent on long distance support from headquarters, if necessary. Delays owing to changes in the Project Manager at the UN Environment headquarter was also reported.

195. Review of project effectiveness is as follows:

- Achievement of outputs
- Achievement of direct outcomes
- Likelihood of impact

196. Project implementation was scheduled to commence in July 2014, after the first cash advance payment was transferred from the UN Environment to the Solomon Islands. According to the Progress Report 2014, however, owing to time constraints due to implementation of other activities, as well as limited human resources, no project activities were commenced until February 2015, when the NPC was recruited, after which the Inception Workshop was conducted in March 2015.

Delivery of Outputs

78. Component 1: Initiation of the process of reviewing and updating national implementation plans

⁴⁷ <https://www.bbc.com/news/world-asia-26880142>

197. Expected outputs are i) Key stakeholders and their roles identified and agreed; ii) Initial assessment of institutional needs and strengths; and iii) Coordination mechanism for POPs management in place.

198. An Inception Workshop was conducted in March 5 – 6, 2015 (Activity (A) 1.2). During the workshop, the POPs project was introduced, as well as potential pathways of POPs into the human body, Solid Waste Management and pesticides and management in the Solomon Islands; further, an overview of the National Health Laboratory Capacity was presented, as well as regulatory acts and legislations existing at that time. An initial assessment of institutional needs and strengths (A 1.1) was conducted and included in the inception report. Moreover, the Terms of Reference of the National Coordination Committee (NCC), as well as the implementation work plan, were also presented. During the evaluation mission, it was reported to the evaluation that the members of the NCC have established good work relationship with each other, and wish to continue their cooperation even after project completion.

199. All foreseen outputs under this Component have been completed.

79. Component 2: Assessment of the national infrastructure and capacity for the management of all POPs, development of the New POPs inventories and updating for the initial POPs inventories and monitor effects of POPs in humans and the environment.

200. Planned outputs were: i) Comprehensive overview of national infrastructure and regulatory framework to manage POPs available; ii) Quantitative and qualitative inventories covering all 22 POPs available, including updated inventories for POPs covered in initial NIP and first inventories for newly-listed POPs; and iii) Overview of POPs impacts to human health and the environment available.

201. The regulatory and institutional framework for POPs management was assessed (A 2.1) and a report on it prepared by HATLAR Group in 2015. The report identified that the Solomon Islands has a very good legislative framework to work within to meet their obligations under the Stockholm Convention. It also identified that some substantial gaps exist in the current management of industrial chemicals and in the handling and disposal of waste that have a direct effect on the management of POPs. The following key steps were recommended to the Government of the Solomon Islands in the report to meet the obligations under the Stockholm Convention:

- Ban the importation and use of POPs chemicals listed in Annexes A and B of the Convention from the Solomon Islands
- Prepare and introduce regulation to enable MECDM to improve management, tracking and control of chemicals imported into the Solomon Islands
- Create a multi-departmental Chemical Management Executive Committee to oversee implementation of chemical regulation and improve oversight of developments
- Remove loopholes and ambiguity in legislation that constrain powers of entry and the serving of notices by Authorised Officers
- Implement a licensing regime for discharges to the environment
- Improve the oversight and regulation of storage and transport of hazardous substances
- Continue work to improve waste management in the Solomon Islands.

202. Inventories on the 12 initial POPs were updated and inventory on the new POPs was conducted (A 2.2). A National Expert, the NPC, conducted the inventory on the 12 initial POPs, with the help of surveys, and faced challenges of insufficient stakeholder cooperation and understanding on POPs, accessibility of information from the private sector, as well as human resources constraints at the NPC's office. Results of the inventory have been summarized in the NIP; no report was provided to the evaluation. An International Expert was recruited later to update the NIP. However, owing to time constraints – the contract was for a time period of one work month – only some information on the new POPs could be included in the NIP, which was then endorsed by the Cabinet on 22 November 2018. This version of the NIP will be relayed to the Secretariat of the Stockholm Convention, after the completion of formal national procedures. Areas and population at higher risk of being impacted by POPs have been identified and mentioned in the NIP (A 2.3). However, these require further investigation. A separate report was not prepared.
203. Further, a training was conducted on 'Chemical Awareness and Emergency Response' from 31 August – 4 September 2015 in the Solomon Islands by the HATLAR Group Pty Ltd., from Australia. Training participants were from a range of Government departments including Environment, Health, Solomon Water and Agriculture and Resources. The training covered topics amongst others, Chemical Principles Theory, POPs, Overview of Hazardous Materials, Dangerous Goods, Labelling, personal protective equipment, emergency response, environmental emergencies. A field exercise was also conducted for repackaging of laboratory chemicals at a public Secondary College, to enable the participants to obtain hands on experience of dealing with and identifying chemicals.
204. Moreover, another capacity building workshop was conducted – the National POPs and Chemical Management Workshop for national stakeholders from 7-8 December 2015, which was attended by 26 persons, [Progress report H2 2015; interview data]. No report has been received by the evaluation.
205. Based on initial briefing data webinars were organised for all the regions, including Asia and the Pacific. Stakeholders in the Solomon Islands confirmed having received some information regarding the webinars. However, owing to the time difference to other regions, as well as to the non-availability of good internet connection, webinars have not been found to be a good option for information exchange and capacity building.
206. Component 2 has been completed and the outputs under this component achieved. The MECDM plans to carry out a detailed assessment of the new POPs and update it within the framework of the next NIP update, [interview data].

80. Component 3: Development of Action Plans for New POPs and updating of Action Plans for initial POPs including gaps analysis

207. Expected outputs to achieve Component 3 were: i) Action Plans for all POPs updated and validated; and ii) Comprehensive overview of POPs management gaps and practices available.
208. Action Plans were prepared by the National Expert who conducted the inventory and drafted the initial NIP, in 2015/2016. These considered the gaps analysis and included proposals as Action Plans to address the gaps. The Action Plans were included in the NIP draft. In 2017, an International Expert was recruited to carry out assessment of the new POPs. The International Expert, owing to time constraints, could only update some information in the NIP, including the Action Plans.

209. Component 3 is completed; the outputs under this Component achieved [for now]. The MECDM plans to update information provided in the NIP (new POPs, initial POPs), as well as the Action Plans at the time of the next NIP Update, [Interview data].

81. Component 4: Formulation of revised and updated National Implementation Plan with its associated Action Plans for all 22/23 POPs

210. Planned outputs were: i) Revised national objectives and priorities for POPs including new POPs; and ii) Draft NIP updated available to all stakeholders.
211. Based on interview data the recruited National Expert conducted surveys, collated required information and prepared a draft of the initial NIP. An Action Plan Meeting / Workshop was conducted in May 2016; evaluation has not received the report. After the preparation of the initial NIP draft, a validation workshop was conducted in August 2016; evaluation has not received the report. In 2017, an International Expert was recruited to update the initial NIP draft, who, owing to time constraints, could only update some information in the NIP and the Action Plans. The updated NIP draft has been disseminated to stakeholders, and already endorsed by the Cabinet in November 2018. No further validation is planned to take place.
212. Component 4 is completed; the corresponding outputs completed. The MECDM plans to review and update the NIP in the next round, and will then inform the stakeholders about the updates, [Interview data].

82. Component 5: Endorsement of National Implementation Plan

213. Expected outputs were: i) NIP outreach strategy report includes consultations with key national stakeholders; and ii) NIP endorsed by the Government.
214. Component 5 has been achieved; the outputs under this Component achieved. Awareness raising activities are ongoing within the framework of the activities of the MECDM (A 5.1). According to the MECDM, information is provided to general public on POPs during meetings and / or other promotional events of the MECDM. The NIP prepared by the National Expert and updated with some information by the International Expert in 2017 has been endorsed by the Cabinet on 22 November 2018. The NIP will be submitted to the Secretariat of the Stockholm Convention via the official channel of the Ministry of Foreign Affairs and External Trade.

The overall evaluation rating for the delivery of Outputs is "Moderately Satisfactory".

Achievement of Direct Outcomes

215. Under **Component 1**, the expected Outcome was 'Institutional strengthening through national coordination', which has been completed. The coordination mechanism for POPs management was put into place, a National Expert recruited, and an NCC established. The NCC encompasses various stakeholders and their roles were identified and agreed during the Inception Workshop. The Inception Workshop report also includes an initial and basic assessment of institutional needs and strengths.
216. The expected Outcome under **Component 2** was 'Comprehensive information on current POPs control measures, management practices, use and impacts, provides the basis for identifying POPs issues of concern and planning sound actions to address them', has been completed. A comprehensive overview of national infrastructure and regulatory framework to manage POPs was prepared. An inventory was conducted for the initial POPs, and some information on new POPs compiled and added in the NIP. The MECDM plans to update the data during the next NIP updating.

Further, an overview of POPs impacts to human health and the environment was also included in the NIP.

217. Under **Component 3**, the expected Outcome was 'Sound and cost-effective actions to address POPs issues of concern are facilitated by the availability of well-prepared and costed action plans', has been achieved. The National Expert carried out an analysis of POPs management gaps and practices and prepared the Action Plans based on the analysis. The Action Plans have been included in the NIP draft, and updated by the International Expert.

218. The expected Outcome under **Component 4** was 'Improved understanding of all POPs for cost-effective actions to address priority POPs issues allows the country to develop rational and coherent strategies to reduce POPs risks in the country and to meet the obligations of the SC', has been achieved. After the National Expert had prepared the initial NIP draft, it was validated at a Validation Workshop in August 2016. After the updating of this draft, it was disseminated to all the stakeholders, and no further validation workshop is planned. Owing to time constraints, the International Expert could only update some data, and therefore, the current NIP needs to be updated during the next planned NIP updating by the MECDM.

219. Under **Component 5**, the expected Outcome 'Endorsement of NIP' has been achieved, by the endorsement of the NIP by the Cabinet of the Solomon Islands on 22 November 2018.

The overall evaluation rating for the Achievement of Direct Outcomes is "Moderately Satisfactory".

Likelihood of Impact

220. The assessment of the likelihood of impact is carried out based on the Reconstructed ToC at Evaluation. Moreover, information and data received during the evaluation is also considered.

221. All the five expected Outcomes have been achieved, albeit further research, data collection, report drafting and inventory update need to be done at the time of the next NIP updating. Nevertheless, the NIP has been drafted, and endorsed by the Cabinet of the Government of Solomon Islands. The MECDM has reiterated its commitment to comply with its obligations under the Stockholm Convention and to continue its work in the field of POPs. Awareness-raising activities are carried out by the MECDM at events of the MECDM.

222. All the activities have been conducted to achieve the planned outputs which in turn were expected to contribute to the achievement of expected outcomes. According to the Reconstructed TOC, the achievement of activities, outputs and outcomes contributes to the achievement of the Intermediate States. Intermediate State i) existing gaps in POPs management identified and actions to improve management in place – is considered to be achieved. The NIP has been drafted and Action Plans prepared and included in the NIP addressing also the gaps in POPs management. Intermediate State ii) management practices are improved in agriculture, disease vector control, industrial chemicals and other relevant areas – is not yet achieved. Nevertheless, with the commitment and willingness of the Government of the Solomon Islands (Assumption 1) to comply with its obligations under the Stockholm Convention, which was reiterated during the interviews, and considers the intervention a national and regional priority, it is considered to be likely to achieve Intermediate State 2.

The overall rating for the likelihood of achieving impact is considered to be "Moderately Likely".

Financial Management

Table 37: Planned budget and actual expenditure figures

UN Environment	Planned budget (USD)	Actual expenditure (USD)
National Project Coordinator	16,913	17,186.00
National Consultants	49,596	36,991.87
International Consultants	20,296	21,038.25
National Workshop on POPs inventory	23,678	17,913.98
Inception Workshop	10,148	9,201.39
Final Workshop for NIP endorsement	11,839	26,672.54
National Coordination Meetings	13,531	7,779.19
Operating Costs	6,674	5,975.65
Computer, Fax, Photocopier, Projector		1350,38
Finalization of report and dissemination strategy	8,457	
Terminal Evaluation	4,000	
Final Audit	4,000	
Sundry		1,374.20
Total	169,132	145,483.45

Source: GEF ID 5307 NIP SI Financial report Q2 2017

Table 38: Transfer of instalments

	Date	Amount US\$
1	Jul-14	30.000,00
2	Oct-15	43.972,74
3	Apr-16	62.317,00
4	Nov-16	24.000,00
	Total	160,289.74

Source: The UN Environment.

223. At the time of the evaluation mission, a total of USD 160,289.74 had been transferred from the UN Environment to the Solomon Islands; expenditures reported were a total of USD 145,465.

Efficiency

224. Albeit no cost-effective measures were initially planned, cost-effectiveness to some extent took place, owing to inputs from another ongoing UN Environment project, Global Monitoring Plan (GMP) project. Stakeholders participated in trainings and workshops within the framework of the GMP project; information and training provided was helpful also for this project.
225. As mentioned earlier, there was an initial delay of around 8 months for the commencement of the project activities, owing to the climatic situation and the forthcoming elections in the Solomon Islands, after which the National Project Coordinator was recruited and the Inception Workshop held. The National Project Coordinator was recruited for a time period of 15 months, and thereafter as a National Expert for the NIP, therefore, for a total time period of around 2 years (the evaluation has not received the contracts of the NPC/NE). However, owing to the different content expectations on the side of the UN Environment as well as the Solomon Islands, with regard to the NIP, the project was not completed, but the National Expert could not be recruited for a longer period, owing to shortage of funds. This was pointed out to the evaluation as an adverse effect of the delay and unexpected project extension.
226. Based on interview data changes in Project Manager at the UN Environment were reported. Owing to the changes, and some miscommunications, some delays for the approval of the initially drafted NIP were reported to the evaluation.

The overall evaluation rating for the Efficiency of the project is "Moderately Satisfactory".

Monitoring and Reporting

Monitoring design and budgeting

227. GEF projects always encompass Monitoring and evaluation. According to the planned budget table for the Solomon Islands, budget has been planned for the terminal evaluation as well as for the final audit. The Indicative Project Framework in the project document makes a reference to NIP updating / development which is included in the Annex. The Annex contains the Project Activity Framework for Enabling Activity, including expected outcomes and outputs. It also includes a detailed description of the expected outputs and the corresponding activities, as well as an M&E plan. The M&E plan encompasses the following:

- Inception Workshop – national Inception Workshop conducted, report provided to the evaluation
- Inception Report – provided to the evaluation

228. The document also encompasses a Logical Framework which includes Mid-term and end of project targets, sources of verification and risks and assumptions.

Monitoring of project implementation

229. With regard to project supervision and monitoring by UN Environment, it was reported that the UN Environment PM could be contacted by the Executing Agency easily via e-mail for any queries

Project reporting

230. According to the Project Cooperation Agreement (PCA), half-yearly progress reports are to be sent by the Executing Agency to the UN Environment. Documents provided to the evaluation included half-yearly progress reports H2 2014, H1 2015, H2 2015, H1 2016 and H2 2016. It was reported to the evaluation during the interviews that the half-yearly progress reports and quarterly expenditure reports have been sent regularly to the UN Environment till the end of 2016, and only some more after that.

- Progress reports every 6 months – progress reports till the end of 2016 have been provided to the evaluation
- Terminal report – N/A
- Independent Financial Audit – has been conducted (according to interview data); not received by the evaluation.

The overall evaluation rating for Monitoring and Reporting is "Moderately Satisfactory".

Sustainability

Socio-political Sustainability

231. The Stockholm Convention entered into force in the Solomon Islands in October 2004, and as such, the Solomon Islands has to comply with its obligations under the Convention, [Interview data] The MECDM reiterated its willingness and commitment to fulfill its obligations under the Convention. The NIP has been drafted and contains Action Plans including budget required for implementation. It has been endorsed by the Cabinet in November 2018. The NCC members are from various Ministries, and as such are also informed about the NIP, as well as the Action Plans. The private sector has confirmed its willingness to comply with any new Government rules and regulations with regards to POPs. Therefore, socio-political sustainability of project outcomes is considered to be 'highly likely'.

Financial Sustainability

232. The MECDM has provided co-finance in the form of office space and infrastructure to the NPC and his office, and personnel. It was reported to the evaluation that the final financial audit was paid for by the Government. Action Plans are included in the NIP, which has been endorsed by the Cabinet, and includes the budget required for implementation. Moreover, the MECDM plans to continue carrying out the awareness-raising activities, together with its other events. Therefore, financial sustainability is considered to be 'Likely'.

Institutional Sustainability

233. The NIP is under the responsibility of the MECDM. During the implementation of the project, the NCC included representatives of other ministries as well, and a good working relationship was established.
234. The project was executed under the main responsibility of the MECDM. The office of the recruited NPC was also situated at the premises of the MECDM. The Environment and Conservation Division at the MECDM has appointed newly 2 staff to work on 'Chemicals'.

Discussion is currently ongoing at the Ministry about the establishment of a National Chemical Unit. Moreover, during project implementation, the established NCC included members from various other Ministries as well. All the members have established a good working relationship with each other, and wish to continue their collaboration in future also. Therefore, the institutional sustainability is considered to be 'Likely'.

The overall evaluation rating for sustainability is "Likely".

Table 39: Evaluation Ratings Table

Criterion	Summary Assessment	Rating
A. Strategic Relevance		S
1. Alignment to MTS and POW	This is a UN Environment-designed project	HS
2. Alignment to UN Environment/Donor/GEF strategic priorities	Project is considered to be aligned with the strategic priorities of the UN Environment and the GEF	HS
3. Relevance to regional, sub-regional and national environmental priorities	Obligations under the Stockholm Convention	S
4. Complementarity with existing interventions	UN Environment's GMP project	S
B. Quality of Project Design	No regional inception workshop planned or conducted, and no regional coordinator planned, no regular face-to-face meetings planned	S
C. Nature of External Context	Initial delay in commencement of project activities	F
D. Effectiveness⁴⁸		MS
1. Delivery of outputs	All outputs were delivered; data needs to be updated	MS
2. Achievement of direct outcomes	All outcomes were delivered; data needs to be updated	MS
3. Likelihood of impact	The project is likely to have an impact	ML
E. Financial Management		S
1. Completeness of project financial information	The financial information provided was complete	S
2. Communication between finance and project management staff		NA
F. Efficiency	Delay in the commencement of project activities; Project activities completed in 2016, however, clarification and further updating required more time.	MS

⁴⁸ Where a project is rated, through the assessment of Project Design Quality template during the evaluation inception stage, as facing either an Unfavourable or Highly Unfavourable external operating context, ratings for Effectiveness, Efficiency and/or Sustainability may be increased at the discretion of the Evaluation Consultant and Evaluation Manager together.

Criterion	Summary Assessment	Rating
G. Monitoring and Reporting		MS
<i>1. Monitoring design and budgeting</i>	The monitoring design was satisfactory	S
<i>2. Monitoring of project implementation</i>	Progress reports were sent regularly till the end of 2016; PM could be contacted easily via e-mail, however, monitoring role of PM unclear.	MS
<i>3. Project reporting</i>	All progress and financial reports were prepared till the end of 2016.	MS
H. Sustainability		L
<i>1. Socio-political sustainability</i>	The project has significant government and stakeholder support	HL
<i>2. Financial sustainability</i>	It is likely that government and other partners will continue to fund POPs activity	L
<i>3. Institutional sustainability</i>	MECDM is likely to continue to lead POPs elimination efforts in the country	L
I. Factors Affecting Performance⁴⁹		S
<i>1. Preparation and readiness</i>	No regional inception workshop conducted	MS
<i>2. Quality of project management and supervision⁵⁰</i>	PM could be reached via e-mail, and also responded to queries; however, face-to-face meetings mostly during workshops of other projects	MS
<i>3. Stakeholders participation and cooperation</i>	The NCC members wish to continue cooperative work	S
<i>4. Responsiveness to human rights and gender equity</i>	The project design as well as implementation did not take gender considerations specifically into consideration; however, active participation of both genders was observed by the evaluation	S
<i>5. Country ownership and driven-ness</i>	Ownership and drivenness of the project was given in the country	S
<i>6. Communication and public awareness</i>	Awareness-raising activities are carried out within the framework of communication programme of the MECDM	S
Overall Project Rating	Over all, the design and implementation of the project was satisfactory, despite a number of challenges.	S

⁴⁹ While ratings are required for each of these factors individually, they should be discussed within the Main Evaluation Report as cross-cutting issues as they relate to other criteria. Catalytic role, replication and scaling up should be discussed under effectiveness if they are a relevant part of the TOC.

⁵⁰ In some cases 'project management and supervision' will refer to the supervision and guidance provided by UN Environment to implementing partners and national governments while in others, specifically for GEF funded projects, it will refer to the project management performance of the Executing Agency and the technical backstopping provided by UN Environment, as the Implementing Agency.

11.7 Conclusions and Recommendations

Conclusions

235. The project and its implementation resulted in the drafting and endorsement of the Solomon Islands NIP, albeit data needs to be updated during the next NIP updating. With the project, the Solomon Islands accomplished the first major step towards fulfilling its obligations under the Stockholm Convention.
236. Within the framework of the project, the project established the foreseen National Coordination Committee including stakeholders from various Ministries. The project facilitated the establishment of a good working relationship amongst them and they wish to continue their cooperation also after project completion. This is expected to facilitate and ease information exchange and collaboration in future projects.
237. The members of the NCC participated in training on chemicals management, including POPs, which is reported to have been very helpful for their work. Thus, the project helped in building up capacity in chemicals management, including POPs.
238. The MECDM is spending co-finance, in the form of office space and infrastructure, which is however not documented.
239. The Chemicals Division is facing human resource challenges, and did not receive additional help, in addition to the NPC, in the form of assistant to support in matters such as finance, administration, logistics, etc.
240. No regional inception workshop was conducted at the commencement of the project. Though the PCA outlines the roles and responsibilities of the Executing Agency and the Implementing Agency, and according to interview data, these were reflected correctly in the implementation, there were some misunderstandings about the expectations on outputs, which contributed to the 2 year delay for the approval and endorsement of the NIP in the Solomon Islands.
241. UN Environment was not represented at the national inception workshop held in the Solomon Islands in March 2015, where the project was presented to the stakeholders, including outputs and outcomes. A UN Environment representation at the national workshop may possibly have avoided the misunderstandings about the expectations on outputs, and avoided the delay.
242. Responses were always received from the UN Environment, in case of queries. However, some face-to-face consultations would probably have provided more guidance and support.
243. An NPC was recruited who additionally also drafted the initial NIP. However, the project was de facto extended to include the new POPs, but the contract of the NPC could not be extended owing to lack of funds. The NPC had drafted the initial NIP and was not on board for further work, as there was a wide time gap in between.
244. UN Environment conducted some webinars; however, owing to the time difference to other regions, as well as lack of good internet connection, this was not considered as a good option for information exchange and capacity building.

Lessons Learned

- 245. An inception workshop at the beginning of the project with the presence of the PM from the UN Environment, can help to clarify expectations on outputs and avoid delays.
- 246. Though the modern technology is very speedy, face-to-face talks, guidance and support are also very valuable.

Recommendations

- 247. The MECDM should make it a priority to update its NIP at the earliest possible time.
- 248. The MECDM should document the expenditure of co-finance.
- 249. The MECDM should consider expanding further its Chemicals Division to look after the priority area of Chemicals.
- 250. The MECDM should continue the awareness-raising activities.
- 251. The MECDM should take the lead in continuing the cooperation with other stakeholders from the NCC.
- 252. The UN Environment should consider conducting a regional inception workshop at project commencement, in future projects, and / or be present at the national inception workshop, in case no prior inception workshop has been conducted.
- 253. The UN Environment should consider holding face-to-face meetings with all national stakeholders in regular time intervals, or involve the national/regional representation to meet with the stakeholders
- 254. The UN Environment should provide training to all stakeholders on co-financing and documentation of co-finance.
- 255. The UN Environment should provide the training / workshop material from the conducted webinar(s) also offline.
- 256. In cases of project extensions, the UN Environment could consider a redistribution of funds to enable an extension of the NPC as well.
- 257. The UN Environment could consider recruiting a Regional Technical Body, not only to coordinate meetings, but above all to provide technical support to the countries, who is not only geographically close to the region, but also has an understanding for the region concerned.

11.8 Annexes

Evaluation itinerary

Name	Position and Role in Project	Venue/Address
Ms. Rosemary Apa	Deputy Director Environment, Environment and Conservation Division	MECDM
Mr. Jimmy J. Hilly	Representative of Health Sector	EHD/MHMS
Wendy Beti	Environment Unit Environment & Conservation Division	MECDM
Ms. Rosemary Apa		MECDM
Mr. Joe Lelau	Senior Customs Officer	Customs
Ms. Rosemary Apa		MEDCM

List of documents consulted

PIF revised 4-19-2013 ID 5307 rev PIF
 Letter – Request for withdrawal
 Project Cooperation Agreement
 UN Environment Budget for the Solomon Islands
 Cash statements for the Pacific
 POPs legislative review
 Inception Workshop Report
 NIP Project Expenditure Statement revised 220717
 Progress reports (H2 2014 – H2 2016)
 NIP National Consultant TOR
 NIP POPs Training Report
 HATLAR Team Consultation Report
 NIP Cabinet Endorsement
 Solomon Islands Training Report

UNDP UNDAF Summary Report 2013 – 17
National Implementation Plan (NIP) of the Solomon Islands
National Development Strategy 2015 – 17