



CAMEROON BIOSECURITY PROJECT
*Development and Institution of a National Monitoring
and Control System (Framework) for Living Modified Organisms (LMOs)
and Invasive Alien Species (IAS)*

**PROJECT BENEFIT, MONITORING AND
EVALUATION (PBME) SYSTEM**

This report has been produced with the support of UNEP/ GEF and the Government of Cameroon via the Ministry of Environment, Protection of Nature and Sustainable Development.

**Under the Supervision of
The Biosecurity Project Coordination Unit (MINEPDED)**



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Acronyms and abbreviations

Abbreviation	Full Name
ANUBIS	A New UNEP Biosafety Information System
BP	Boundary Partner
CAG	Component Advisory Group
GEF	Global Environment Facility
HS	Highly satisfactory
HU	Highly unsatisfactory
IAS	Invasive Alien Species
LFA	Logical Framework Approach
LMO	Living Modified Organism
MINADER	Ministry of Agriculture and Rural Development
MINCOMMERCE	Ministry of Trade
MINEPDED	Ministry of Environment, Nature Protection and Sustainable Development
MINEPIA	Ministry of Livestock, Fisheries and Animal Industries
MINESUP	Ministry of Higher Education
MINFI	Ministry of Finance
MINFOF	Ministry of Forestry and Wildlife
MINRESI	Ministry of Higher Education, Computer Sciences and Scientific Research
MINSANTE	Ministry of Public Health
MoU	Memorandum of Understanding
MP	Member of Parliament
MTE	Mid-term evaluation
MTR	Mid-term review
MS	Moderately satisfactory
MU	Moderately unsatisfactory
NXE	Non-expendable equipment
OM	Outcome Mapping
PAC	Project Advisory Committee
PBME	Project Benefit Monitoring and Evaluation System
PIR	Project Implementation Review
PME	Planning, monitoring and evaluation
QA	Quality assurance

S	Satisfactory
TE	Terminal Evaluation
TM	Task Manager
ToT	Training of trainers
U	Unsatisfactory
UNEP	United Nations Environment Programme

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Contact details of those who participated

Authors

Dr John Mauremootoo
Supporting Project & Programme Planning,
Monitoring and Evaluation
Phone/Fax: +44 (0)1934 876565
Email: John@InspiralPathways.com
Skype: johnmaure
Website: www.inspiralpathways.com

Mrs Prudence Galega
Technical Adviser No. 1
Cabinet of the Minister
Ministry of Environment, Protection of
Nature and Sustainable Development
Ministerial Building No. 2
6th Floor, Door No. 636
Yaoundé, Cameroon
Tel: +237 222 22 94 80
Email: galegapru@yahoo.com

Members of the Project Coordination Unit

Mr Wouamane Mbele
Cameroon Biosecurity Project Coordinator
Ministry of Environment, Protection of
Nature and Sustainable Development
Acropole
Cameroon
Tel: +237 699 51 31 17
Email: wouamane@yahoo.fr

Mr Declan Chongwa Ambe
Cameroon Biosecurity Project Technical
and Administrative Assistant
Ministry of Environment, Protection of
Nature and Sustainable Development
Acropole
Cameroon
Tel: +237 677 02 22 85 / 696 86 66 19
Email: declanambe@yahoo.co.uk

Mr Johnbang Clouvis Ngong
Cameroon Biosecurity Project Financial and
Administrative Assistant
Ministry of Environment, Protection of
Nature and Sustainable Development
Acropole
Cameroon
Tel: +237 675 95 92 97 / 698 09 94 77
Email: clouvisjohnbang@yahoo.com

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EXECUTIVE SUMMARY

Introduction: The challenges of developing a PME system for the Cameroon Biosecurity Project

Biosecurity – a complex issue

The following definition of biosecurity¹ has been adapted from FAO (2007):

Biosecurity is a strategic and integrated approach that encompasses the policy and regulatory frameworks (including instruments and activities) for analysing and managing relevant risks to human, animal and plant life and health, and associated risks to the environment. Biosecurity covers food safety, zoonoses, the introduction of animal and plant diseases and pests, the introduction and release of living modified organisms (LMOs) and their products (e.g. genetically modified organisms or GMOs), and the introduction and management of invasive species. Thus biosecurity is a holistic concept of direct relevance to the sustainability of agriculture, and wide-ranging aspects of public health and protection of the environment, including biological diversity.

In other words: Biosecurity is the protection of all sectors from all biological threats coming from all pathways into and within a country.

Biosafety defined as the “means to regulate, manage or control the risks associated with the use and release of living modified organisms (LMOs) resulting from biotechnology which are likely to have adverse environmental impacts that could affect the conservation and sustainable use of biological diversity, taking also into account the risks to human health.” (UNEP/CBD 1992) can be seen to fall under biosecurity.

Biosecurity issues are complex at the species, ecosystem and institutional level. Biosecurity cuts across sectors and is the responsibility of a diverse range of stakeholders, most of whom have worked in relative isolation in most countries including Cameroon.

¹A note on language: There is no separate word for biosecurity and biosafety in the francophone world as both are translated as “le biosécurité.” To reduce the inevitable confusion that can ensue FAO (2007) has translated biosecurity as “le biosécurité” and biosafety as “prévention des risques biotechnologiques.”

The M&E balancing act – reconciling accountability and learning

Designing a planning, monitoring and evaluation (PME²) system for a project such as the Cameroon Biosecurity Project is, therefore, a challenge. The system must strike a balance between accountability (for money spent against a budget, for activities executed against a work plan), results emanating from the executed activities and learning (that feeds into adaptive management - *continually improving practices by learning from results*) - guided by the results based framework approach of the GEF.

As stated on the section on results-based management on the GEF website (http://www.thegef.org/gef/about_RBM accessed on 26 June 2014) “The overarching aim of the GEF’s RBM is to improve management effectiveness and accountability by defining realistic expected results and targets, monitoring progress toward the achievement of expected results and targets, integrating lessons learned into management decisions, and reporting on performance. The partnership model of the GEF, necessitates the use of the combined capacities of the GEF partnership to monitor and report results. The GEF Secretariat therefore relies on the internal monitoring systems of the GEF Agencies and the breadth of the Agencies’ implementation expertise to track and report on progress at the project or program level.”

Use of a fusion approach for the PME system for the Cameroon Biosecurity Project

To achieve this balance between accountability and learning the PME system for the Cameroon Biosecurity Project has been derived from a variety of techniques - the logical framework approach (LFA), which provides the overall structure of the PME system; Outcome Mapping (OM), which promotes the central role of project partners; and the Action Learning Cycle, which provides the mechanism for the system’s adaptive management approach. The objective of this fusion approach is to provide a framework that will capture lessons learned from project and other related activities as a basis for accountability, learning, improvement, sustainability and ultimately impact. Specifically the PBME system will comprise of a comprehensive document including an agreed set of monitoring protocols and reporting templates and the activities implemented to operationalise the system.

Structure of the PME manual

The manual gives some background information about these tools to provide the rationale for the fusion approach adopted and to help orientate those implementing the system. This is followed by four sections on the tools used for monitoring: 1) inputs; 2) activities and outputs;

²PME is used rather than PBME (Project Benefit, Monitoring and Evaluation) as it is more standard terminology

3) outcomes; and 4) indicators at the objective level³. This is followed by a section on how the system will be implemented.

This manual is designed to be a living document that will develop over time to reflect changes as the project progresses.

The principal tools used in the Cameroon Biosecurity Project PME System

The Logical Framework Approach

The backbone of the system is the project logframe which summarises:

- What the project intends to achieve.
- The activities that will be carried out.
- The means/resources/inputs (human, technical, infrastructural, etc.) required.
- The potential problems could affect the success of the project.
- How the progress and ultimate success of the project will be measured and verified.

The logframe structure is based on cause and effect logic - if the inputs are available then certain activities will be carried out. If these activities are carried out, then you can expect certain outputs. It is assumed that the same relationship holds between outputs and outcomes, outcomes and purpose, and purpose and goal. This logic does not necessarily hold in all cases.

Outcome Mapping

The inputs to outputs stages (who is doing what and how at the project implementation level) are very clear under the project logframe. However, there is no specification of who will be taking these outputs and converting them to outcomes and ultimately impact. This missing “who” is the partners with whom the project interacts directly and enjoys opportunities for influence. These Boundary Partners (BPs) are one of the focuses of Outcome Mapping (OM), a participatory PME approach that, among other things, seeks to ensure that the nature of the link between outputs and outcomes is explicit.

The PME system adopts following OM steps to complement and strengthen the project logframe:

Vision:The Project Vision statement is something that motivates and inspires the project participants. It describes an ideal world that cannot be achieved by the project alone and is unlikely to be realised in the project’s lifetime.

³Normally the focus for GEF projects is on indicators at the output and outcome levels. Objective level indicators are usually found at the Programme or Portfolio level as each project is part of a focal area which has wider objective. However, a project can still undertake objective level monitoring where it is deemed to be appropriate.

Mission:The Project Mission Statement describes how the project intends to apply its resources in support of the Vision, the areas in which the project intends to work and how the project will support the achievement of outcomes by its Boundary Partners.

Identify and classify stakeholders / identify Boundary Partners:A project's sphere of control is usually limited to those who work full-time for the project yet project objectives typically relate to large scale changes. A project cannot *control* change; it can only *directly influence and contribute* to changes in those with whom it interacts. OM calls these stakeholders *Boundary Partners* – those within the project's circle of influence. BPs are defined as: those individuals, groups, and organisations – from civil society, government or private sector – with whom you interact directly to effect change, anticipate opportunities for change and will engage in mutual learning. There are also other stakeholders, who are still of concern to the project but are beyond its direct influence. Some of these stakeholders are likely to be BPs of the project's BPs so it is still possible for the project to influence those in the circle of concern, albeit *indirectly*.

Outcome Challenges:Outcome challenges are desired stakeholder outcomes – behavioural changes that support the Project's Mission and contribute to its Vision. An Outcome Challenge represents a behavioural change that would occur if the project was extremely successful.

Progress markers:Progress Markers or Progress Indicators break down the change process by describing changes in actions, activities and relationships leading to the ideal outcome. They articulate the complexity of the change process, can be monitored and observed, and enable on-going assessment of partner's progress (including unintended results). Progress Markers represent a graduated series of changes from those that should be relatively straightforward ('expect to see') to those that are more transformative ('like to see') to those that approach an ideal situation ('love to see'). Expect to see progress markers typically relate to the BPs participating in project activities, e.g. attending training, providing some in-kind co-finance, etc. Like to see Progress Markers could, for example, relate to the provision of cash co-financing for project activities or placing project-related issues high on their internal agendas. Love to see Progress Markers relate to the BPs embracing and sustaining the project-related change, by, for example appointing staff to address the issue of concern and mainstreaming project-related issues in their strategic plans.

Strategy maps:The Strategy Map is the activity mix that contributes to an Outcome Challenge. Activities can be targeted at the BP (individuals, teams, organisations), or targeted at the environment in which the BP is working.

The incorporation of the OM steps to provide a mechanism to bridge the gap between outputs and outcomes in the Project Logframe is represented schematically in the figure below.

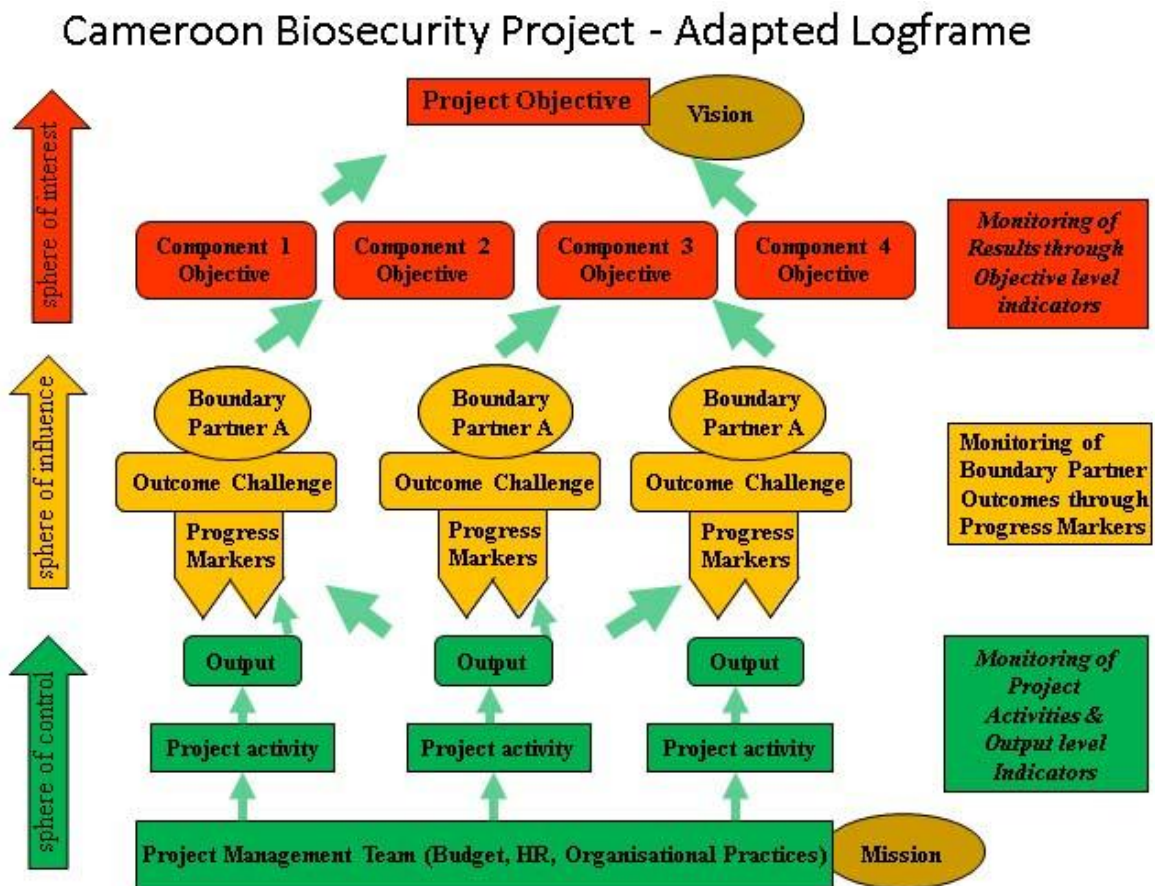


Figure 1: Schematic representation of the Biosecurity Project logframe incorporating OM steps between outputs and outcomes.

The implementation responsibilities at each level are outlined in the section on the implementation of the system.

The Action Learning Cycle

The Action Learning Cycle is a model for learning by doing to encourage evaluative thinking for adaptive management. It consists of a cycle of planning, action, reflection and learning (see Figure 2). Regular PME activities will be undertaken within the framework of the Action Learning Cycle. The Action Learning concepts fit very well with three fundamental PME questions:

1. **What?** What happened – activities, outputs and outcomes

2. **So what?** Why does this matter? What worked well and what lessons were learned?
3. **Now what?** What do we need to do next in order to capitalise on the strengths of what happened and address the lessons learned.

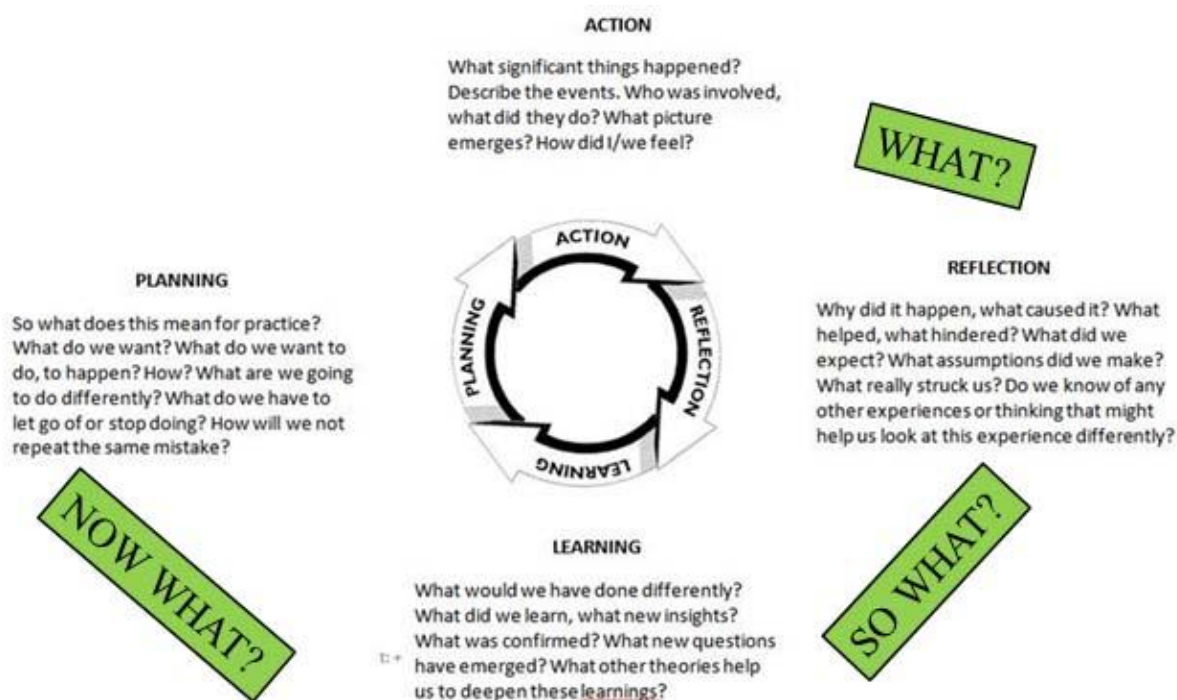


Figure 2: Relationship between a dynamic PME system and the Action Learning Cycle.

Monitoring inputs

Inputs: money, resources and time, are the elements we combine to produce outputs. We need to know what inputs are used to produce what outputs for accountability and in order to gauge our efficiency.

Monitoring money

It is the PCU's responsibility to maintain current, complete and accurate financial records on project funds. Daily financial records are kept by logging all expenditure and money received (cash advances or credit) in a daily cash book or journal (Annex 1.1.).

The daily financial records are the basis for the Quarterly Expenditure Statement (Annex 1.2.) in which details of expenditures are reported on an activity by activity basis as at 31 March, 30 June, 30 September and 31 December with a six month upfront forecast to plan for execution of activities as guided by the workplan.

Cash advances from UNEP are made quarterly, subject to: i) Confirmation by the PCU that the expected rate of expenditure and actual cash position necessitate the payment; ii) A satisfactory financial report showing expenditures incurred for the past quarter, under each project activity and a forecast of planned activities for the next six months; iii) A satisfactory report on project implementation. Requests are made using the Cash Advance Statement format (Annex 1.3.) which is an automated process in ANUBIS (A New UNEP Biosafety Information System). ANUBIS represents an online reporting system and a repository for all documents produced by the UNEP GEF Biosafety and related enabling projects including the Cameroon Biosecurity Project.

In-kind co-financing is recorded in the daily cash book or journal (Annex 1.1.). Cash and in-kind co-financing are recorded in the report of planned and actual co-finance by budget line (Annex 1.4.). Co-finance reporting is done as part of the quarterly expenditure reporting and forecasting. Co-finance leverage is assessed at mid-term and end of the project.

All monitoring files are uploaded to ANUBIS.

Monitoring resources

All non-expendable equipment bought using GEF funds of a value of US\$1,500 or above and items of attraction are recorded in the inventory of non-expendable equipment (Annex 1.5.). These are items with a purchase value in excess of US\$100 that is a requirement for inventory recording as per the legal agreement between Cameroon and the Executing Agency. Non-expendable equipment purchased with GEF funds remains the property of UNEP until the end of the project when they are transferred to the executing agency through a letter of agreement/equipment transfer request (Annex 1.6.).

Monitoring time

The major tool for monitoring time is the project work plan and timetable (Gantt chart) – a bar chart showing the scheduled and completed work over the period of the project. The Project Workplan and annual plan of action are adjusted annually in consultation with UNEP and finalised. This is approved by the Project Advisory Committee (PAC). The finalised plan is sent to UNEP for approval. The plan is costed and this budget forms the basis for the annual revised or rephasal budgets for the requests for funds from UNEP (as described above). There is however, some flexibility such that the NEA can request a review of the Project Workplan and annual plan mid-section before the year ends. The Gantt chart forms the basis for more detailed activity work plans. The revised workplans are translated into the ANUBIS workplan formats.

Progress on activities over time is monitored through the logframe tracking form, a form documenting progress against the logical framework matrix (Annex 2.1.). It has been developed as a performance management tool for tracking and reporting progress in achieving outputs and outcomes⁴. The logframe indicators are SMART according to GEF project criteria.

Monitoring activities & outputs

Although this manual emphasises monitoring outcomes (*ends*) this cannot be undertaken in isolation from monitoring activities and outputs (*means towards these ends*). Activities and outputs are monitored for reasons of accountability, to assess their quality and quantity and the degree to which they contribute to desired and achieved outcomes.

Project Gantt chart and logframe tracking form

As mentioned above, activities are monitored against the project Gantt chart. Specifically, this is done through the logframe tracking form (Annex 2.1), a form documenting progress against the logical framework matrix (Appendix 4 of the Project Document). It has been developed as a performance management tool for tracking and reporting progress in achieving outputs and outcomes.

Output tracking form

Outputs, the products of project activities, are monitored through various output tracking forms. A tracking form for media (documents, posters, flyers, etc., videos, CDs, websites, broadcasts, etc.) is shown in Annex 2.2.; a tracking form for meetings is shown in Annex 2.3.; and a tracking form for meeting participants is shown in Annex 2.4. Other similar forms will be produced and maintained as needs dictate. The resultant information will feed into the GEF Tracking Tool (see Annex 4.3⁵). The use of this tracking tool is an obligatory requirement for all GEF Projects. They are updated at mid-term and end of the Project. The baseline values for this tracking tool are taken from Appendix 15 of the Project Document (Word document). The new GEF Excel version can be found as Appendix 15 under Cameroon's page in ANUBIS, after update at mid-term it will be uploaded under other documents and at the end of the project it will be uploaded as the Terminal document after update. If Cameroon gets a new Biosafety Project it is then reviewed as the baseline tracking tool.

Output quality assurance checklists

⁴The Logframe Tracking Tool is outlined in the section on monitoring activities and outputs but it is used to monitor outcomes (as defined in the logframe) as well.

⁵ See GEF Tracking Tool (Biosafety/IAS – Objective 3 http://www.thegef.org/gef/BD_tracking_tool) for GEF IV only, in GEF V – IAS tracking tool under objective 2 Part VI), see notes on IAS tracking tool under objective 2 Part VI)

Output quality assurance checklists are used in order to monitor the quality of the outputs produced. The exact nature of the checklist will depend upon the specific activity. An excerpt from a typical QA checklist template is shown in Annex 2.5.

Output evaluation forms

Certain activities such as training are evaluated by participants upon completion. Evaluation forms are produced on a case by case basis. A typical meeting evaluation form is shown in Annex 2.6.

Monitoring outcomes

The major thrust of the project's approach to monitoring outcomes is the use of steps taken from Outcome Mapping: Vision (derived from the project objectives), Mission, Boundary Partners, Outcome Challenges, Progress Markers and Strategy Maps (derived from project activities). The inputs for these steps were provided by the participants of the Project Partner Workshop/Training to develop the outline PBME system for the Cameroon Biosecurity Project

Project Vision

All stakeholders in Cameroon will work together to minimise biological invasion risks in all sectors. These efforts will result in improved primary production and sustainable ecosystem services leading to increased national wealth. This will be achieved by high levels of awareness, a coordinated, effective biosecurity regime, increased biosecurity capacity and the implementation of effective risk-based management of the causes and consequences of biological invasions.

Project Mission

In support of the vision, the project will help to strengthen the institutions that comprise the Cameroon biosecurity system to effectively prevent and manage biological invasions. A risk-based biosecurity process for existing invasions and new introductions (non-LMO and LMO) will be strengthened through work in four key areas:

- 1. **Biosecurity policy, regulatory and institutional framework.** Development of policy, regulatory and institutional framework for effective prevention and control of the introduction, establishment and spread of biological invaders.*
- 2. **Sustainable biosecurity strategies.** Implementation of sustainable strategies for the risk-based management of priority pathways and species- existing invasions and new introductions.*
- 3. **Capacity building.** Build capacity to enable the control of the entry, establishment and spread of biological invaders.*
- 4. **Information and awareness.** Raise awareness among key stakeholder groups on risks, impacts and management of biological invasions.*

The project will work closely with the competent authorities to maximise ownership and inter-agency synergies to help ensure sustainable outcomes.

Boundary Partners

The following groups were listed as Boundary Partners:

- | | |
|-------------------------|--|
| 1. Involved Ministries: | 3. Consumers Association |
| a. MINADER | 4. Trade Association |
| b. MINEPIA | 5. Parliament (MPs) |
| c. MINEPDED | 6. Biologists, ecologists and researchers |
| d. MINCOMMERCE | 7. Cameroon Academy of Sciences |
| e. MINFI (Customs) | 8. Civil society organisations (to be specified) |
| f. MINESUP | 9. Donors |
| g. MINRESI | 10. UNEP/GEF |
| d. MINFOF | 11. Pilot site authorities |
| e. MINSANTE | |

Outcome Challenges, Progress Markers and strategy map

The outcome challenges and progress markers were derived for each Boundary Partner. They will be adjusted as the PME plan is rolled out as they were formulated in a situation that did not give sufficient time to them to be considered in detail. The adjusted outcome challenges will fulfil SMART criteria. An overall project strategy map has been produced from the project Gantt chart. There is a great deal of overlap so producing a strategy map for each individual Boundary Partner would have been very repetitive.

Partner outcome monitoring form

The progress towards Outcome Challenges will be summarised in a Partner Outcome Monitoring Form (Annex 3.1) which will be completed at the six monthly Component Advisory Group (CAG) meeting as part of the agenda.

Logframe tracking form

The logframe Tracking Form – Annex 2.1., (as outlined above) will be used to monitor outcomes as documented in the project logframe.

Monitoring objectives

Changes in baseline indicators

Specific project activities will be undertaken to gather baseline information. For example baseline knowledge and attitudes concerning biological invasions in Cameroon have been derived and follow-up surveys will assess changes with project implementation.

The following baseline assessments in other relevant areas will be completed:

- Legal, policy, and institutional biosecurity framework of Cameroon; Cameroon's biosecurity profile from trade and other activities
- The social, cultural, economic, environmental and biological impact of priority invasive species in Cameroon
- The extent and impact of target species in pilot sites.
- Public knowledge and status on biosecurity issues.

The legal, policy and institutional biosecurity framework and pilot site impacts would be expected to change with project implementation but changes in pathways and impacts of priority invasive species at the national level are less likely. Therefore greater relative effort will be expended in monitoring those parameters that are likely to be associated with successful project execution during the period of project implementation.

Changes in Component Outcomes

Although the Component Outcomes do not have corresponding objectively verifiable indicators, means of verification and risks and assumptions, it may still be possible for the project to provide information about the degree to which the project has contributed towards the attainment of these outcomes. This information can be provided by synthesising results from the other monitoring processes. Such a synthesis can be a simple compilation of relevant monitoring records or a more systematic process e.g. the use of the Most Significant Change technique.

Implementation of the system

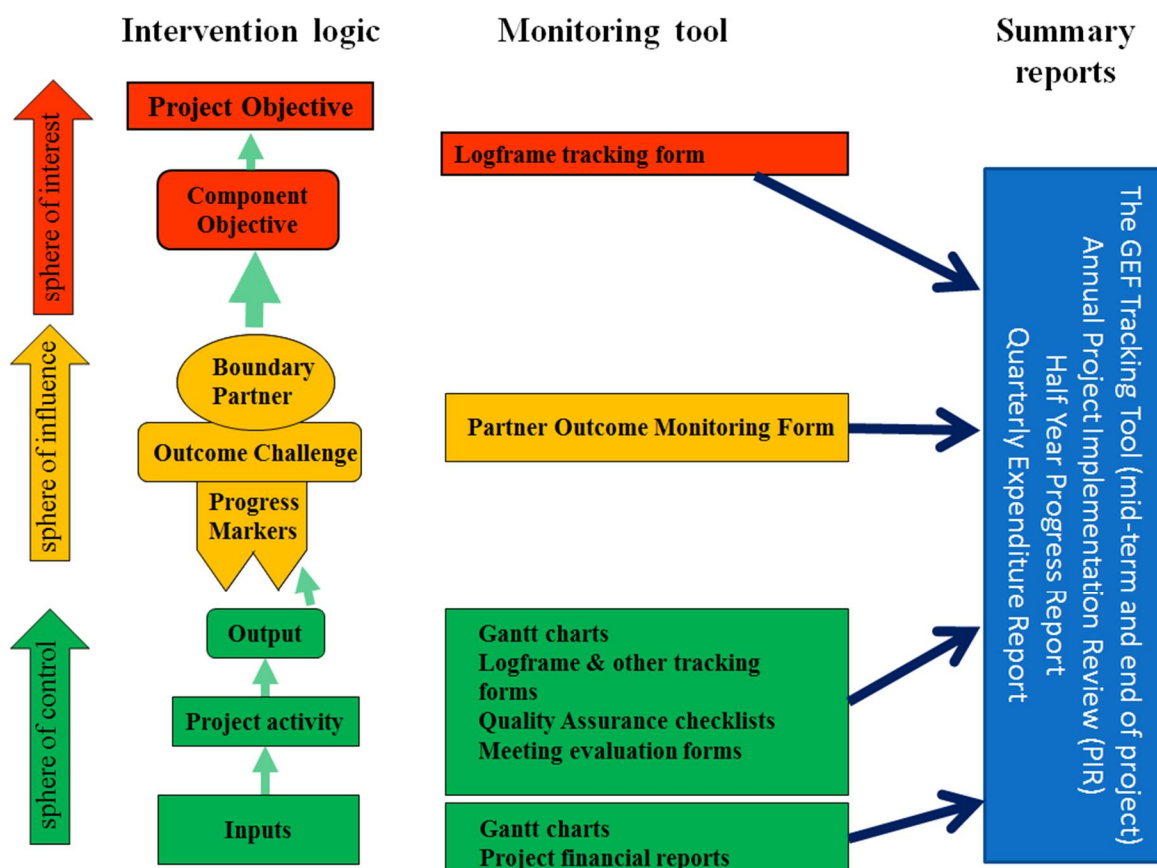
The PCU will coordinate the system, using the approaches outlined. This system will be based around the following elements:

- Monitoring of project inputs, activities, outputs and outcomes by the PCU (overall responsibility).
- Monitoring of inputs, activities and outputs and outcomes at the component level by Component Task Teams.
- Implementation of the monitoring aspects of specific activities by those responsible for their execution e.g. consultants, Task Teams and pilot site implementation teams.

Monitoring will consist of

- Activity-specific monitoring
- Ongoing monitoring
- Periodic monitoring

The Project Advisory Committee will provide oversight of the system under its project oversight mandate.



The PME system is represented schematically in Figure 3.

Figure 3: Schematic representation of the Cameroon Biosecurity Project PME system.

This graphic does not include external evaluations

Activity-specific monitoring

All activities will have specific monitoring requirements in terms of accounting for inputs, undertaking activities and producing outputs. The results of certain activities (e.g. baseline and follow-up surveys), also feed into the Project's outcome monitoring system. Activity monitoring is the responsibility of those executing the activity under the oversight of the relevant Component Task Team who reports to the PCU.

Ongoing monitoring

Day to day monitoring is undertaken by those responsible for undertaking activities, Task Teams and the PCU. The results of this ongoing monitoring feed into the periodic monitoring.

Periodic monitoring

Periodic monitoring is based on the UNEP reporting calendar. The following reports are needed by UNEP:

- Quarterly Financial Reports – for the three month periods to 31 March, 30 June, 30 September and 31 December. These reports consist of: the Quarterly Expenditure Statement; Forecast of planned expenditure (next six months in line with workplan); Cash Advance Statement; report of planned and actual co-finance by budget line; and the NXE report. These reports are responsibility of the PCU.
- Half- yearly Progress reports - for the six months from June⁶ – December (to be submitted by 31 January the following year). This is the responsibility of the PCU who compiles the report using inputs received from project partners. The half-yearly report details progress in project implementation, external and internal risks and risk management, M&E activities, and details of staffing, sub-contracts and meetings. After year 1 of executing, the PIR replaces the June Progress reporting
- Project Implementation Review Report (PIR) or annual report for the year from July – June is a GEF annual report on project progress⁷. This is the responsibility of the PCU who compiles the report in an iterative process with the UNEP Project Task Team using inputs received by project partners. The PIR covers the same areas as the half-yearly report but also contains ratings on project risk, project progress towards meeting project objective(s), project implementation progress, lessons learnt both in technical delivery and monitoring and actions to be taken (or that have been taken) if the project’s implementation progress is deemed to be less than satisfactory (the PIR template is included as Annex 4.2.).

A participatory system can only rely on the PCU for facilitation but must have full involvement of the Boundary Partners if it is to be effective. Therefore, regular monitoring meetings are essential. The purpose of these 1-2 day meetings will be for the BPs to report, reflect, learn and provide inputs into the planning process. The fact that these meetings will involve a range of partners also provides an opportunity to network and learn from each other’s experiences. These meetings will take place at six month intervals, several weeks before the half-yearly reports are due. This will provide the PCU with sufficient time to synthesise the information received from these meetings into the format required by UNEP.

⁶ PIR reports is annual progress update reports for the GEF fo r the period 1st July of Year X to 30th June of Year Year

⁷After Year 1, PIR report replaces Half Year Progress report for June reporting [which is ideally progress report for July to December of previous year and Jan – June of the year of reporting). Usually the December report is already done so the half year data is used to update status for the PIR report

These meetings will be undertaken subject to the availability of funds either through national co-financing or through their incorporation into related funded activities.

External evaluation

There are two scheduled external independent project evaluations; the mid-term evaluation and the terminal evaluation.

- The general objectives of the mid-term evaluation is to assess progress to date; to re-evaluate the design and direction of the project in terms of constraints or opportunities which may have emerged during the initial implementation; and to identify and disseminate lessons learned.
- The objective of the terminal evaluation is to examine the extent and magnitude of any project impacts to date and determine the likelihood of future impacts. The evaluation will also assess project performance and the implementation of planned project activities and planned outputs against actual results. The evaluation is the direct responsibility of UNEP is handled by independent external consultants through the UNEP Evaluation Oversight Unit.

**THE MINISTER OF ENVIRONMENT,
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