

EX-POST EVALUATION OF THE STDF PROJECT:
**"Rolling Out Phytosanitary Measures
to Expand Market Access
in the Southern Cone Plant Health Committee Region"**
(STDF/PG/502)

FINAL EVALUATION REPORT

Geneva, 22 May 2023

Andrea Spear, Independent Evaluator

ACKNOWLEDGEMENTS

The evaluator is most grateful to all the people who responded to the survey and emails, agreed to interviews and participated in the Group Discussions. The following people deserve special mention for their assistance in making the field visit a success: Lourdes Fonalleras (IICA), Diego Quiroga (COSAVE, SENASA Argentina), Ernesto Galliani (SENAVE Paraguay), Carmen Berni (SENAVE Paraguay), Juan Grasso (Dirección General de Servicios Agrícolas, Uruguay) and Ezequiel Ferro (COSAVE and SENASA Argentina).

The interviews, Focus Group sessions and COSAVE Board discussion were open and dynamic, and the Directors and Officers enthusiastically discussed their experiences, explored how they had been using the outputs of the Project, and assessed the broader impacts – both intended and unexpected. They provided a wealth of information and insights.

Mil gracias!!

Table of Contents

Acknowledgements

List of Abbreviations

Executive Summary i

1. Introduction

1.1 Objectives and Scope of the Evaluation	1
1.2 Context	1
1.3 Summary of the Project	2
1.4 Independent Evaluation	3

2. The Methodological Approach

2.1 Methods and techniques	3
2.2 Sources of information	4
2.3 The field visit	4
2.4 Key stakeholders consulted	4
2.5 Constraints, mitigation actions and outcomes	4

3. Findings and Analysis

3.1 The project's intervention logic and theory of change	5
3.2 Responses to the Evaluation Questions	6
EQ1: Relevance	6
EQ2: Coherence	7
EQ3: Efficiency	8
EQ4: Effectiveness/Results	10
EQ5: Impact	15
EQ 6: Sustainability	18

4. Conclusions and Recommendations

4.1 Conclusions	18
4.2 Recommendations	20

5. Lessons learned and stakeholders' suggestions 22

5.1 Overall lessons learned	22
5.2 Stakeholders' suggestions	23
5.3 Comments/suggestions on including the Private Sector in COSAVE activities	23

Annexes:

1. Detailed Overview of each Results Area/Component: Needs, Results, Impacts, Sustainability, Lessons, Suggestions:	26
2. Evaluation Matrix/Framework	31
3. Intervention logic/Theory of Change diagram	37
4. List of people consulted	38
5. List of documents consulted	42
6. Project reporting and payments programme, and sum-up of extension period activities	45
7. Exports of Fruit and Cereals from COSAVE countries, 2015-2022	47

Abbreviations/Acronyms

Note: This report uses the official Spanish name of Latin American governmental and regional SPS organisations, and the official English name for international organisations and agreements.

CAS	Consejo Agropecuario del Sur (Southern Cone Agricultural Council) http://consejocas.org/
COSAVE	Comité de Sanidad Vegetal del Sur (Southern Cone Plant Health Committee, comprising seven countries) http://www.cosave.org/pagina/acerca-del-comite-de-sanidad-vegetal-cosave
DGSSAA (Uruguay)	Dirección General de Servicios Agrícolas de Uruguay (General Directorate of Agricultural Services of Uruguay; part of MGAP – see below)
DNPV (Argentina)	Dirección Nacional de Protección Vegetal de Argentina (General Directorate of Plant Protection of Argentina)
ERVIF	Escuela Regional Virtual de Inspección Fitosanitaria (Online Regional School for Phytosanitary Inspection) (A COSAVE-IICA initiative)
FAO	Food and Agriculture Organization of the United Nations /
GICSV	Grupo Interamericano de Coordinación en Sanidad Vegetal (Interamerican Coordinating Group on Plant Health) http://apps.iica.int/GICSV/programas/SanidadVegetal/default.aspx
IICA	Instituto Interamericano de Cooperación para la Agricultura (Interamerican Institute for Cooperation on Agriculture)
IPPC	International Plant Protection Convention (part of FAO). https://www.ippc.int/en/
ISPM	International Standards for Phytosanitary Measures (FAO/IPPC) ISPM 6. <i>Surveillance</i> (2018, updated 5/2019) ISPM 11. <i>Pest risk analysis for quarantine pests including analysis of environmental risks and living modified organisms</i> . Rome, IPPC, FAO (2013, updated 6/2019) ISPM 14. <i>The use of integrated measures in a systems approach for pest risk management</i> . Rome, IPPC, FAO (2002, updated 6/2019)
MAPA (Brazil)	<u>Ministério da Agricultura, Pecuária e Abastecimento</u> do Brasil (Ministerio de Agricultura, Ganadería y Abastecimiento) (Ministry of Agriculture, Livestock and Supply)
MGAP (Uruguay)	Ministerio de Ganadería, Agricultura y Pesca de Uruguay (Ministry of Livestock, Agriculture and Fishing)
NPPO	National Plant Protection Organisation
RPPO /	Regional Plant Protection Organisation
PVS	IICA's 'Performance, Vision and Strategy' tool that helps assess capacity and needs.
SAIA	Sanidad Agropecuaria, Inocuidad y calidad de los Agroalimentos (an IICA programme) https://www.iica.int/es/programas/sanidad-agropecuaria
SAG (Chile)	Servicio Agrícola y Ganadero de Chile (Agriculture and Livestock Service of Chile) https://www.sag.gob.cl/
SDA (Brazil)	Secretaría de Defesa Agropecuaria do Brasil (Secretariat of Agricultural Protection of Brazil)
SENASA (Argentina)	Servicio Nacional de Sanidad y Calidad Agroalimentaria de Argentina (National Agrifood Health and Quality Service of Argentina) https://www.argentina.gob.ar/senasa
SENASA (Perú)	Servicio Nacional de Sanidad Agraria de Perú (National Agricultural Health Service of Peru) https://www.gob.pe/senasa
SENASAG (Bolivia)	Servicio Nacional de Sanidad Agropecuaria e Inocuidad Alimentaria de Bolivia (National Agricultural Health and Food Safety Service of Bolivia) https://www.senasag.gob.bo/
SENAVE (Paraguay)	Servicio Nacional de Calidad, Sanidad Vegetal y de Semillas de Paraguay (National Plant and Seed Quality and Health Service of Paraguay) https://www.senave.gov.py/
STDF	Standards and Trade Development Facility https://standardsfacility.org/
SPS	Sanitary and Phytosanitary
WOAH	World Organisation for Animal Health
WTO	World Trade Organization

Executive Summary

In conformity with its Operational Rules, the STDF Working Group selected the STDF Project, *Rolling Out Phytosanitary Measures to Expand Market Access in the Southern Cone Plant Health Committee Region* (STDF/PG/502, Nov. 2015-April 2019), for an independent ex-post impact evaluation. The purpose of the Evaluation was to assess the relevance, coherence, efficiency, effectiveness, impact and sustainability of the Project; and identify key lessons and recommendations for future use. The Project took place in a cooperative partnership with the Comité de Sanidad Vegetal del Sur (COSAVE, the Regional Plant Protection Organisation); the National Plant Protection Organisations (NPPOs) of the seven COSAVE members; the International Plant Protection Convention (IPPC); and the implementer, Interamerican Institute of Agricultural Cooperation (IICA).

The STDF-COSAVE Project sought a more competent, regionally harmonised approach to phytosanitary implementation in line with international agreements and norms, with the overall aim of strengthening agricultural productivity and commercial competitiveness, food safety, food security and safe trade. The four results areas (surveillance, pest risk assessment, inspection/certification, and evaluation of the socioeconomic impact of phytosanitary measures) were designed to contribute to these objectives by improving the capacity to implement specific international phytosanitary standards (ISPMs 6, 11 and 14) and conduct inspections aligned with international and regional standards and norms in Argentina, Bolivia, Brazil, Chile, Perú, Paraguay and Uruguay.

Main Findings/Conclusions

Overall, the project receives high marks for achieving important regional objectives (greater competence and confidence; more harmonisation in applying specific standards; stronger surveillance, pest risk assessment, inspection and impact analysis capabilities; and better regional communications, coordination and trust). All of this, combined with other factors, is contributing to better trade performance and market access, and is allowing the region to maintain its phytosanitary status. The challenge for COSAVE and its members now is to consolidate and build on these achievements over the longer term, and address outstanding matters in a timely fashion. In future projects, they should consider devoting more attention upfront to the underlying issues that presented challenges in this project. The Evaluation's conclusions, recommendations and lessons offer guidance.

- 1. Relevance:** The Project was highly relevant and addressed practical phytosanitary capacity issues well, incorporating a successful collaborative approach that contributed strongly towards attaining the objectives. The overall project was designed jointly by COSAVE, NPPOs and IICA. The activities were created largely 'by technical officers for technical officers' with a participatory, step-by-step, practical learning-by-doing focus. The objectives and design were well aligned with the STDF goal of facilitating 'safe trade'. The theory of change/intervention pathway was logical and realistic in terms of the specific role of phytosanitary officers and institutions. However, certain assumptions and risk analyses proved to be inexact, particularly regarding sustainability issues. In this sense, the design and implementation phase would have benefited from a more rigorous initial and ongoing analysis of needs, risks, assumptions and sustainability, as well as a plan to encourage sustainable uptake of key outputs.
- 2. Coherence:** The Project was a very good fit with broader development and SPS goals, as well as with STDF and IPPC/FAO aims, given its focus on more coherent and conscientious regional and national implementation of internationally agreed and adopted phytosanitary standards and norms to enhance market access. The project complemented other agritrade development work in the region.
- 3. Efficiency:** Overall, the Project was good value for money. Implemented efficiently, it achieved many of the desired results in a relatively short timeframe and delivered economies that were used for further value-added outputs. Challenges and delays were handled well in most cases, and lessons were learned and applied, particularly in the online inspector training programme (international module). The national modules, by contrast, posed ongoing ordeals and did not deliver a positive cost-benefit ratio.
- 4. Effectiveness:** The project was successful in many ways, contributing to the strategic and overall goals of: (1) stronger common understanding of - and the tools and skills to implement - ISPMs 6, 11 and 14; (2) more informed decision making; (3) more competent national and regional surveillance and pest management skills; (4) greater contact, confidence and trust among regional phytosanitary authorities and officers; and (5) more agile phytosanitary crossborder trade facilitation. Overall, therefore, it increased the

potential for safer trade.

Some 112 phytosanitary officers from all seven COSAVE member states participated in the collaborative design, testing, refining and validation of guides, case studies and other tools for surveillance, pest risk assessment and evaluation of the socioeconomic impact of phytosanitary measures – *30% more than expected*. This experience led to durable contact networks, and knowledge and tools that have been shared among colleagues and utilised on an ongoing basis, according to surveys and interviews. An additional 54 technical officers completed the two pilot inspectors training programmes under the ERVIF online school initiative. They too highlighted that contact networks and greater confidence levels had contributed to smoother internal and crossborder dealings.

The collaborative approach itself deserves much of the credit for the successes. The project brought together phytosanitary officers from seven countries with differing systems and perspectives, and helped to forge a more common sense of purpose and conscientiousness regarding the importance of proper application of international and regional norms to improve the phytosanitary status and access to markets.

5. Impact: The Project generated numerous positive impacts. It contributed to the STDF programme goal of *"increased and sustainable SPS capacity in developing countries"* by facilitating contacts, enhancing surveillance capacity, and providing the tools to analyse and respond to pest risks, thus contributing to safer internal and external trade. The resulting improvements in effectiveness and efficiency have helped COSAVE members maintain their phytosanitary status in the face of heightened risks and challenges due to covid-19, increased plant-based trade, new weeds and pests, climate change, e-commerce, contraband, etc.

The project led to (1) dialogue at various levels, including with the private sector; (2) bilateral and national partnerships; and (3) collaboration among phytosanitary officers and higher authorities at the regional level. The improved competence, credibility and communications have had a positive effect on trade relations and border transactions.

Selected examples of expected and unexpected impacts

- Greater appreciation of the key role of strong, transparent surveillance and competent, confident officers in trade negotiations and market access outcomes.
- More agile and streamlined bilateral phytosanitary relations and action, and less onerous border and internal procedures and bureaucracy due to greater trust, competence and contacts.
- Stronger input into trade negotiations due to improved phytosanitary capacity and data management.
- Stronger contribution to decision making thanks to more rigorous processes and more solid, reliable information.
- Improved interaction with the private sector and other stakeholders due to more confident, well-prepared technical officers, with a better understanding of their role.
- More efficient phytosanitary services – “doing more and better with fewer resources”.
- New and fruitful relations with other institutions (e.g., SENASA/Ministry of Environment in Argentina).
- Global and regional knowledge sharing and full-circle benefits to the ERVIF programme resulting from COSAVE members’ direct contributions to the global updating of ISPM 6 in Rome in 2019 and other IPPC and regional technical work.

6. Sustainability: The Project approach was particularly successful in facilitating durable regional contact networks, the use of which has contributed to achievement of regional objectives in surveillance, pest risk assessment and inspections/certifications. According to project participants, the guides and case studies continue to be used in surveillance and risk analysis, and the knowledge and good practices acquired have been shared among colleagues and embedded in day-to-day work. However, key tools, like the harmonised data platform to inform surveillance assessments and the methodology to evaluate the socioeconomic impact of phytosanitary measures, have not enjoyed the same uptake. In addition, the ERVIF online school for inspectors/certifiers has been suspended since 2021 due to funding and other challenges. Recognising these tools’ ongoing value in meeting regional needs, COSAVE and the NPPOs are seeking ways to enhance their utility in the current context.

Recommendations:

Following is a summary of the Recommendations, most of which address sustainability and good practice issues relevant to the performance of this project. Carrying out these types of recommendations often involves shared responsibility at different levels and with different approaches. More details are in Chapter 4.2.

Recommendation 1: Support continuation and consolidation of the ERVIF regional online inspector training programme

Rationale: IICA has been streamlining and updating the ERVIF international module following evaluations and consultations. COSAVE is exploring funding options, but it may need assistance and advice on how to make the online school self-sustainable over the longer term. COSAVE should take the initiative to seek support from the relevant development partners. IICA should play a stronger role in underpinning sustainability, since the idea came from it in the first place. It has enough funding and high-level convening power to help COSAVE manage this and other issues. In the end, the ideal solution would be for national governments to allocate funds to NPPOs in each annual budget for such training for all inspectors. Senior officials and ministers would need to be convinced of the value of such a programme in quantitative terms *a priori* and on an ongoing basis. Development partners may be able to assist in developing a strong case to present.

Responsibility: COSAVE, IICA, NPPOs

Recommendation 2: Encourage broad use of the collaborative, ‘by technical officers for technical officers’, *learning-by-doing* approach used in this project.

Rationale: This good-practice approach proved successful in achieving key project and STDF objectives. It should be encouraged and adopted more widely in capacity building on implementation of standards and norms, taking into account practical suggestions from participants and experts. In addition to stronger ownership and application of key outputs, and fruitful contact networks, the approach has been observed to contribute to stronger team spirit and stability in phytosanitary teams. This can offset the problem of trained officers transferring to unrelated duties soon after completing capacity development.

Responsibility: IICA, COSAVE, development partners.

Recommendation 3: Find a constructive way to institutionalise accountability for the sustainability of the key outputs.

Rationale: Given that the outputs assist in implementing the spirit and letter of internationally agreed standards, institutional commitment to sustaining them is a logical expectation of the ministries that agreed to and benefited from the project. While skills, knowledge, guides and good practices acquired are being applied in the NPPOs and COSAVE, three of the key tools have not been rolled out and sustained as projected (e.g., surveillance IT platform, ERVIF inspectors training programme, impact assessment methodology). For future projects, the funding agency, key partners and relevant ministries may wish to clarify upfront *in writing* the respective institutional post-project commitment to the sustainability of key outputs. This could be part of approval processes, and should be reflected in the design and the exit strategy, with the aim of ensuring the practical implementability of the proposed outputs.

Responsibility: NPPOs, COSAVE, national governments.

Recommendation 4: Strongly encourage recipients of project funding to assess rigorously needs, risks and sustainability issues in their application/inception and reporting documents.

Rationale: Including rigorous needs, sustainability and risk assessments in the project design, inception report and periodic reporting, tends to produce more targeted, realistic goals and more effective implementation efforts throughout the project. These assessments should also feed into the implementer’s exit strategy at both the design and exit stage. To ensure that the assessments meet expectations, funding agencies should provide practical templates, training, mentoring, examples of good practice, and regular feedback.

Responsibility: Implementers (incl. IICA), beneficiaries (incl. COSAVE), development partners (incl. STDF)

Recommendation 5: Strongly encourage implementers to spell out a plausible exit strategy in the application/ inception documents, and to review it yearly, update it in the final periodic report, and give it prominence in the Final Project Report.

Rationale: An exit strategy helps keep a focus on attaining and sustaining the end-objectives over the longer term. It also provides predictability as a project nears completion. This is a basic aid-effectiveness issue that the OECD, UN, World Bank and bilateral donors have delved into in recent years. The smooth exit from a project should be the joint responsibility of the implementer and the beneficiary, and should be addressed initially in the design stage. Development partners can encourage this good practice via practical templates, training, mentoring, case examples for implementers, and follow-through action to support beneficiaries in carrying out their sustainability action plans.

Responsibility: Implementers (incl. IICA), development partners (incl. STDF), beneficiaries (incl. COSAVE)

Recommendation 6: Consider a role for the private sector in future phytosanitary projects and COSAVE/NPPO activities.

Rationale: A private sector perspective can add valuable understanding and reality checks, and underpin sustainability. Interviews and responses to surveys revealed strong support for targeted private sector involvement in phytosanitary-related activities. In future phytosanitary projects, the funding agency and the implementing organisation may wish to seek innovative ways to foster private sector participation in the areas that would benefit from their presence. Numerous suggestions are in Chapters 4.2 and 5.2.

Responsibility: COSAVE, NPPOs, IICA, private sector organisations

Lessons learned

1. NPPOs with a solid core team of phytosanitary technical officers and experts tended to display better longer-term outcomes from the project than those with regular rotations.
2. In areas with so many national political and trade interests, it is important to assess evolving national sensitivities, priorities, challenges and risks at the design stage and regularly during implementation, in order to adjust and manage expectations and desired outcomes.
3. Regional projects should assess carefully the potential risks and success factors before establishing goals which depend primarily on third parties, and not on the implementing partnership.
4. The appropriate implementation levels and roles should be identified *a priori* for designing and using technical tools.
5. All experts in tool-development activities should embrace a participatory approach when this is an underlying principle of the project.

1. Introduction

1.1 Objectives and Scope of the Evaluation

In April 2020, the STDF Working Group selected for an independent ex-post evaluation the STDF Project, *Rolling Out Phytosanitary Measures to Expand Market Access in the Southern Cone Plant Health Committee Region* (STDF/PG/502).¹ This project took place during November 2015-April 2019. The main beneficiaries were the Regional Plant Health Committee (Comité de Sanidad Vegetal del Sur): COSAVE, and the National Plant Protection Organisations (NPPOs) of its seven member countries: Argentina, Bolivia, Brazil, Chile, Paraguay, Peru and Uruguay.

Purpose: The purpose of the assignment, according to the Terms of Reference, was to assess the relevance, coherence, efficiency, effectiveness, impact and sustainability of the Project; and, based on the findings and conclusions, identify key lessons and recommendations for future use.

Scope: The evaluation covers the full set of activities carried out under the project by COSAVE, the NPPOs, and the implementer, Instituto Interamericano de Cooperación para la Agricultura (IICA). The evaluation applies the six OECD-DAC criteria to assess the project's quality, performance and results, and to determine the extent to which the objectives had been achieved in the nearly four years since the project ended in April 2019. In line with the Terms of Reference and the STDF Evaluation Guidelines, this ex-post evaluation places particular emphasis on (1) impact beyond the immediate project outputs (e.g., improved market access, reductions in rejections, improvements in effectiveness and efficiency of regulatory processes, improvements in national food safety, plant or animal health, etc) and (2) sustainability. It also considers crosscutting issues such as gender and environment, to the extent that evidence was available.

Objectives of the Evaluation

1. To provide a good understanding of the project's results and performance, including *inter alia* the enabling factors and the challenges (effectiveness, efficiency)
2. To demonstrate the extent to which the knowledge-sharing, tools and capacity building have been put to good use (sustainability)
3. To assess the extent to which the project made a difference in the region in terms of delivering its stated objectives, as well as any unexpected positive or negative effects (impact)
4. To study how the project contributed to increased and sustainable SPS capacity (STDF programme goal) and the facilitation of safe inclusive trade, as well as to broader development outcomes (*2030 Agenda for Sustainable Development*: see box below)
5. To contribute to learning and good practices that can be used in future STDF and other capacity development projects, and broader SPS work (e.g., harmonisation and implementation of phytosanitary norms, rules and measures).

1.2 Context

The intensification of trade in plants and plant products in recent decades has increased the risk of entry and propagation of pests. Governments have the duty to take measures to ensure that this does not pose unacceptable risks for national phytosanitary situations, including food safety and food security. At the same time, governments must facilitate the smooth movement of people, goods and services. Under the WTO Sanitary and Phytosanitary (SPS) Agreement, governments have the right to take measures to protect human, animal and plant life or health, and the obligation to ensure, with science-based justification as prescribed, that such measures are not more trade-restrictive than necessary and do not represent a disguised trade restriction.²

The Southern Cone region of South America is an important producer of agricultural produce and food, accounting for a sizeable proportion of regional and global agricultural trade. These countries produce, import and export significant quantities of plants and plant-related products. On phytosanitary matters, including international norms, the National Plant Protection Organisations (NPPOs) cooperate regionally within the framework of COSAVE, one of IPPC's 10 Regional Plant Protection Organisations (RPPOs) and one of five such organisations in the western hemisphere (www.ippc.int/en/about/ippc-network/).

¹ The original title was: "COSAVE: Regional Strengthening for the Implementation of Phytosanitary Measures and Market Access" (COSAVE: Fortalecimiento Regional de la Implementación de Medidas Fitosanitarias y el Acceso a Mercados).

² https://www.wto.org/english/tratop_e/sps_e/spsagr_e.htm, https://www.wto.org/english/tratop_e/sps_e/tf_sps_e.pdf

Functions of Regional Plant Protection Organisations (IPPC Article IX)

- Coordination and participation in activities with their NPPOs in order to promote and achieve IPPC objectives
- Cooperation among regions for promoting harmonised phytosanitary measures
- Collection and dissemination of information, in particular in relation to the IPPC
- Cooperation with the IPPC (governing) Commission on Phytosanitary Measures and the IPPC Secretariat in developing and implementing international standards for phytosanitary measures.

In addition, each RPPO has its own activities and programmes, reflecting priorities in its particular region.

Source: <https://www.ippc.int/es/about/overview/>. <https://www.ippc.int/es/>

This Project was designed to help the seven Southern Cone countries (1.1) improve their phytosanitary management and implementation capacity and harmonise their approaches, with the aim of strengthening not just competence in implementing internationally agreed standards, but also trust in each other's systems. While the project ended in April 2019, well before the Covid-19 pandemic, its aims (and outputs) are still valid, as governments and international organisations strive to cope with new challenges, including climate change, that are affecting plant-related food, feed and raw material supply and trade. Project participants appreciated the opportunity of this evaluation to take a fresh look at the aims, accomplishments and lessons learned, and assess how it has helped them to deal with daily challenges.

1.3 Summary of the Project

The project was designed and implemented by IICA, in full partnership with COSAVE and the seven NPPOs, the project proponents. The Project Steering Committee (PSC/Comité de Gestión) comprised the (rotating) President of COSAVE, Directors of Plant Health of the NPPOs, IICA and an IPPC representative. A Technical Committee comprising a senior plant protection officer from each NPPO ('national contact points') oversaw day-to-day project coordination and project activities in their countries. The Project Management Unit was hosted at IICA's Uruguay office (which administers COSAVE's resources), and where the Project Director, Lourdes Fonalleras, was based. It included a management coordinator, a financial/administrative officer, and an administrative assistant. IICA's Costa Rica head office had oversight.

Roles in the Project (as per the Project Document, Sept. 2015)

Role of COSAVE: Partners in Project design and implementation; coordination, convening power, oversight.

Role of NPPOs: Partners in project rollout, coordination of national participation in project activities.

Role of IPPC: Guidance and advice, and ensuring the global reach of the project's outputs, as the standards-setting body for plant health recognized under the WTO SPS Agreement".

Role of STDF: Provision of financial resources. Guidance and monitoring based on reporting and ongoing contact.

Role of IICA: Project management and implementation, logistics, finance, administration, communications. Liaison among NPPOs, COSAVE Member States and the IPPC Secretariat. (IICA has specialised in agricultural development in Latin America and the Caribbean since the 1940s. It has implemented a number of projects for the STDF, and is a longstanding supporter of COSAVE.)

Project Overview

Title: *"Rolling Out Phytosanitary Measures to Expand Market Access in the Southern Cone Plant Health Committee Region". (Original title: "COSAVE: Regional Strengthening for the Implementation of Phytosanitary Measures and Market Access" (STDF/PG/502)*

Start Date: 1 November 2015

Original End Date: 31 October 2018

Final End Date: 30 April 2019 (IICA requested a 6-month no-cost extension: 14/3/2018; STDF approved it: 21/3/2018.)

Project Value (US\$): \$1,796,998

STDF Contribution (US\$): \$1,084,270

Beneficiaries: Argentina, Bolivia, Brazil, Chile, Paraguay, Perú, Uruguay

Implementing Entity: **IICA:** Interamerican Institute for Cooperation on Agriculture. based in San José, Costa Rica. The Project office was located in IICA's Montevideo office.

Partners

- Southern Cone Plant Health Committee (COSAVE)
- National Plant Protection Organisations (NPPOs) of the seven beneficiary countries
- International Plant Protection Convention (IPPC)

The following are drawn from the Project Document and Final Report, rephrased slightly to clarify the intent.

Overall Objective: More competent regional and national implementation of phytosanitary standards contributes to evidence-based decision-making, confidence building, higher trust levels, better agricultural productivity, improved market access and safer trade.

Specific Objective: Collaborative development of practical tools, and joint technical capacity-building strengthen implementation of phytosanitary measures in accordance with international standards, with a particular focus on national and regional phytosanitary surveillance, pest risk assessment, phytosanitary inspection and certification, and impact assessment of phytosanitary measures.

Results Areas/Activity Components to support the objectives:

The following collaborative, participatory regional activities were carried out to support achievement of the specific objectives, addressing concrete concerns identified by COSAVE and IICA in earlier (confidential) assessments.

1. To consolidate a **regional phytosanitary information system** to strengthen trust between countries and improve technical capacity to implement **surveillance actions and early detection** of quarantine pests. (*ISPM 6*)

Rationale: The development of a regional phytosanitary information system and the strengthening of the technical capacity to implement surveillance actions will contribute to greater availability of reliable information across the region, and improved ability to interpret and apply it. This will contribute to phytosanitary measures better adapted to specific cases, and greater trust between food safety authorities in the region.

2. To build regional technical capacity to use **pest risk analysis** to assess potential economic and non-economic (eg, socioecological) effects of the entry of pests, and to assess risks of the entry of plants as pests (weeds). (*ISPM 11*)

Rationale: Strengthening capacity in key components will reduce uncertainty, fortify confidence and generate data that facilitates informed decision making for effective pest management.

3. To strengthen phytosanitary **inspection and certification capacity**, generating the knowledge, understanding and know-how/tools to harmonise, systematise, maintain and improve the process at country and regional level. (The main tools were to be (1) a permanent regional online school for training inspectors/certifiers in global norms and good practices, and (2) national modules focusing on each country's particular situation.)

Rationale: Improved and more harmonised regional/national capacity in phytosanitary inspection and certification will help address key issues for plant protection, market access, and developing reliability and trust.

4. To generate tools and build capacity to **assess the impact of the phytosanitary measures** implemented by countries to maintain or improve their phytosanitary status. (*ISPM 14*)

Rationale: A methodology to assess the impact and cost-benefit of proposed phytosanitary measures will generate key information needed by senior officials in order to make informed, evidence-based decisions.

1.4 Independent Evaluation

The STDF commissioned independent evaluator Andrea Spear to carry out this assignment during November 2022-March 2023. Previously, in 2018-19, Mme. Spear and Dr. Stuart Slorach performed an evaluation of three regional STDF projects focusing on pesticide residues and MRLs: STDF/PG/359 (AU-IBAR); STDF/PG/337 (ASEAN); and STDF/PG/436 (IICA). Since 2010, Mme. Spear has conducted 15 evaluations in Asia, Africa and Latin America for the EU, the Swedish Government, the STDF and the OECD, in addition to more than 40 trade- and investment-related technical assistance projects. This was her first contact with COSAVE (i.e., no conflict of interest).

The Methodological Approach

2.1 Methods and Techniques

The evaluation adhered to the STDF Evaluation Guidelines and the updated (2019) OECD-DAC criteria and approach.³ It was conducted in three stages: inception/desk analysis/mission preparation in November 2022-January 2023; field visit in January-February 2023; follow-up and drafting in February-March 2023; and comments and final reporting in March-April 2023.

The evaluation followed a structured process commencing with documentation analysis, reconstruction of the project's Theory of Change/logical pathway, and development of a detailed Evaluation Matrix with well-defined Evaluation Questions and evidence indicators (Annex 2). Both the reconstructed logical pathway and the Evaluation Matrix guided the questionnaire development, data collection, interviews, analyses and verification process in a systematic, participatory and utilisation-focused manner. Other tools included targeted online surveys and questionnaires, face-to-face and online semi-structured interviews using tailored discussion points, and focus group discussions with both physical and virtual participation.

³ www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf. and www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm

The evaluation employed a participatory and consultative approach to encourage stakeholder ownership of the findings and recommendations, and of the learning opportunity that the occasion offered. Consultations with the STDF Secretariat assessed how best to share information and findings.

2.2 Sources of Information

The evaluation employed a mixed-methods approach, using a combination of tools and techniques for collecting and analysing both qualitative and quantitative primary and secondary data. These included a review of literature and all available project documents and communications, and analyses of relevant phytosanitary-related STDF, IPPC, COSAVE, IICA regional and country reports (Annex 5). Lists of different groups of stakeholders were created based on project documents and updated in consultation with the STDF and IICA. Stakeholders were prioritised by groups (COSAVE, NPPO Directors, Project management and technical committee, participants in each results area/component, lecturers, experts, private sector, ministries, IPPC, IICA, etc), to facilitate the design of questionnaires, surveys, targeted interviews and focus group discussions (e.g., targeting for Focus Groups those who had finished the courses, participated in more than one component, or met other criteria). Results and findings were double-checked and verified as far as possible in targeted interviews, emails and document searches.

2.3 The Field Visit

The field visit took place during 22 January - 4 February 2023. The objective was to secure information to confirm hypotheses, fill gaps, follow up and verify initial findings from the desk analysis and survey, identify lessons learned, and document what had happened since the project finished in April 2019. A key focus of the field visit was to assess impact and sustainability issues such as uptake of the tools developed, ongoing use and sharing of knowledge acquired, and broader phytosanitary and trade effects.

Given the short time available for a field mission, it was important to select the countries carefully. Based on the following criteria (and given the proximity and ease of travel between their capital cities), three of the seven countries were chosen: Argentina, Paraguay and Uruguay.

Criteria to Select a Countries for the Field Visit

1. Level of participation in the project and its activities
2. Critical mass of active participants to interview in person
3. Level of uptake (ongoing use) of project outputs (tools, systems, knowledge, etc)
4. Institutionalisation of good practices and retention of trained technical officers
5. Economic and trade importance of plant-related sector
6. SPS-related issues of particular interest or pressing needs identified in discussions, surveys or desk analysis
7. Power/influence, change agents
8. Ease of logistics/travel and proximity.

2.4 Key Stakeholders Consulted

The evaluator consulted all the key programme partners and the eight direct beneficiaries (COSAVE, seven NPPOs), the IICA implementing team, 50 participants in all four results areas (including experts, lecturers and technical committee members), relevant government officials (Agriculture, Foreign Affairs), and business people (industry associations, analysts). Details are in Annex 4.

2.5 Constraints, mitigation actions and outcomes

The main challenge was to secure meetings with core groups of people during the southern summer holiday season. This required careful mission planning (and replanning) based on the confirmed availability of key people in the three countries visited (the IICA Project team, the NPPO Plant Protection Directors, current and former COSAVE Presidents and technical teams who were active during the Project period). In addition, it was important to interview enough of the participants in the Project activities in order to ensure a balanced representation of the various components and outputs. In the end this was achieved through the prioritisation technique (2.2) and help from various key actors.

The second challenge was that at the beginning of the mission, a number of key people had still not replied to the survey or requests for an interview. This lack of response was due in part to the December-January holiday season, in part to rotations and retirements, and in part to old email addresses. The former Project

Director helped to find correct emails and contact senior officials. Responses to surveys and emails were forthcoming, and meetings and focus group sessions in Argentina, Paraguay and Uruguay fell into place.

The third challenge was for people to remember details of the Project, nearly four years after it ended in April 2019. However, the survey helped to refresh memories, and the Focus Group sessions with peers from different areas helped people think outside the box in terms of recognising and assessing impact and lessons.

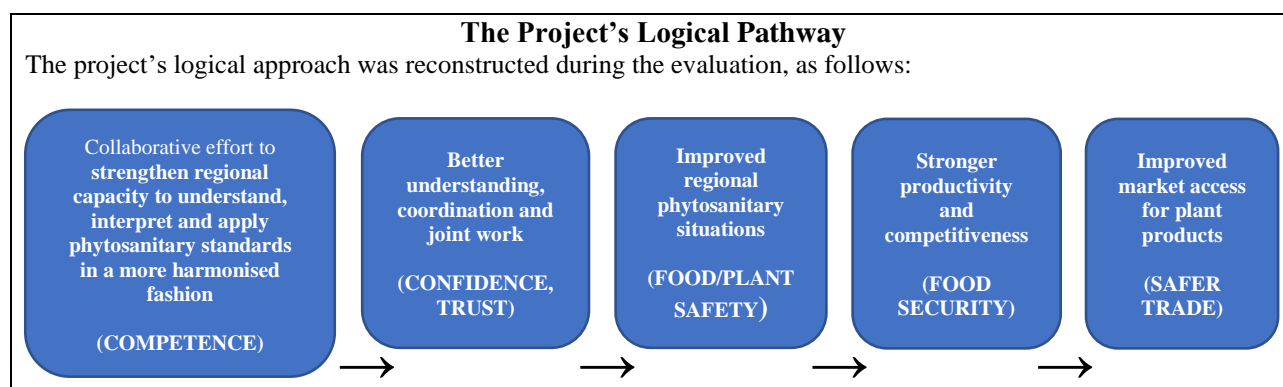
The fourth was the lack of a written needs assessment to underpin the design of the Project. This complicated the evaluation process, which must verify if needs were well documented and addressed as expected. (Experts and lecturers also mentioned this as a constraint in preparing appropriately.) The evaluator sought more information via the survey questionnaires and interviews. The responses helped clarify the needs and confirmed that the objectives and design addressed most of them well. While specific needs-related information had been gathered by the COSAVE Board and Working Groups and the IICA PSV tool, this was not publicly available.

3. Findings and Analysis

3.1 The project's intervention logic and theory of change

The Project Document of 2015 spelled out the rationale/intent clearly – that a more competent, regionally harmonised approach to phytosanitary implementation, in line with international agreements and standards, would have a positive effect on agricultural trade, food safety and food security. The four activity areas (surveillance, pest risk assessment, inspection/certification, and evaluation of the socioeconomic impact of phytosanitary measures) were designed to contribute to this objective.

The overall theory of change/intervention pathway was logical and realistic as far as the specific role of phytosanitary officers and institutions was concerned. The ToC and the assumptions were clear for the components implementing IPPC/FAO norms and good practices in day-to-day work (surveillance, pest risk analysis, and regional training of inspection and certification officers).



The evaluation used the reconstructed intervention logic as a tool to help guide the analyses and seek input from stakeholders on key issues (Annex 3). Relevant evaluation questions explored in interviews included:

1. What were the ‘specific issues of concern’ that led to the Project? (EQ1)
2. Did the underlying assumptions listed in the Project Document prove relevant and accurate in terms of delivering the desired outcomes, meeting expectations and managing challenges/risks? (EQ1, 4, 5,)
3. To what extent did the desired changes in mindset, behaviour, approach and action occur among the main target groups and how did they influence achievement of the objectives? (EQ4, 5, 6)
4. How was the intervention approach adjusted along the way and what impact did that have? (EQ1, 4)

3.2 Responses to the Evaluation Questions (EQs)

The Evaluation Questions (EQs) are the most important tool for the evaluation. They are based on the 2019 OECD-DAC criteria and approach. They explore the project's **relevance** regarding the context; its **coherence** with other interventions; its **effectiveness** in achieving its stated results and objectives, and in delivering results in an **efficient** way; and the extent to which it has contributed to **sustainable** positive **impacts**.

EQ1. Relevance: *How well did the project design address concrete issues affecting capacity to respond to phytosanitary requirements and challenges, improve trade performance and enhance competitiveness?*

The project was highly relevant, addressing practical phytosanitary capacity issues well and incorporating a successful and replicable collaborative, participatory, learning-by-doing approach that contributed towards attaining the objectives. The objectives were well aligned with the STDF programme goal of increased and sustainable SPS capacity in developing countries, as well as the overall aims of improved market access, competitiveness and trade performance. The theory of change/intervention pathway was logical and realistic as far as the specific role of phytosanitary officers and institutions was concerned. However, risks, assumptions and sustainability issues needed more rigorous assessment and follow-up.

The objectives and design reflected the STDF's goal of 'safe trade', in terms of strengthening regional surveillance capacity, improving pest risk analysis (PRA), and developing both regional and national modules for training inspection and certification officers. This addressed the need to improve regional and national implementation of ISPMs 6, 11 and 14, and to overcome weaknesses in regional and national phytosanitary inspection/certification systems.

The strongest point of the project design – and that which contributed most to its overall success – was the approach adopted to both develop the project and carry it out. The design – itself a participatory effort among IICA, COSAVE and the NPPOs - focused strongly on a collaborative, participatory approach at the technical level with the assumption that it would lead to ownership, networks and harmonisation of working practices and rules. Stakeholders confirmed that **this assumption held true in most cases** – particularly ownership, networks and application of knowledge in daily work. However, the assumption that the beneficiaries would automatically use the tools because they were involved in their development, may have been optimistic, because implementation of certain tools did not depend on them alone, but on a variety of factors including national budgets, human resources, third parties and political will.

This and other issues could have been pre-assessed in the design stage if the design had included two key inter-related elements that tend to be crucial in achieving both strategic and overall objectives, as follows:

1. Needs assessment = key baseline information: The lack of a concrete, well-documented written assessment of phytosanitary-related needs and priorities had some repercussions during implementation (EQ4). It wasn't that the designers did not know the needs; they knew them very well. *"Before designing the Project, we carried out a series of dialogues with the COSAVE Board and Working Groups in order to define and validate the objectives of the Project."*

However, a results framework tends to require a more formal approach. Without a clear explanation of the specific practical problems to be resolved (key baseline information), it is difficult for project designers to devise appropriate results indicators and monitor their achievement. Indeed, in the final Project Document dated September 2015, the indicators remained in most cases 'activity indicators' with milestones and steps to monitor the delivery of the agreed outputs. This is important and necessary, but it would have been most helpful to also include 'results indicators' focusing on the global objectives/higher-level results. No specific results-related baseline information was included to assist in quantifying or otherwise clarifying the indicators' direct links to the desired outcomes, in order to verify the Project's contribution to the eventual improvements.

The main reference to **needs and relevant analyses** appears in Page 4 of the Project Document: *"The tools and capacities to be developed are intended to address specific issues of concern, which were identified by the regional joint work of the COSAVE Steering Committee and Technical Groups, as well as by the implementation of IICA's Performance, Vision and Strategy (PVS) for NPPOs tool in some countries in the region."* IICA implemented the PVS tool in Argentina, Bolivia, Paraguay and Uruguay. COSAVE working

groups on surveillance; quarantine pests (PRA); and sampling, inspection and certification, contributed to the discussion.

How the Project Addressed the Needs in Practice

During the Evaluation, survey questions and interviews sought to clarify the original needs, and found that in general these centred around:

- (a) the ‘how-to’s’ of practical implementation;
- (b) the need for a common national and regional understanding (and language) of the ‘whys’ and ‘wherefores’ of national, regional and international good practices, standards and norms; and
- (c) the lack of regional tools aligned with these norms to guide phytosanitary actions affecting trade.

The Project outputs and the ‘learning by doing’ way they were created (see EQ3, 4) ***were instrumental in addressing these needs***, including *inter alia*:

- how to collect and organise data and design a surveillance strategy
- how to assess the potential consequences of pest risks
- how to measure the potential socioeconomic effects of phytosanitary measures
- understanding how colleagues in the region interpret and apply norms and why practices differ.

The collectively developed guides and other tools contributed to common understanding and terminology and to more harmonised sets of norms and work practices. *“The NPPOs and IICA were strongly committed to the project, which developed, in a coordinated and participatory fashion, technical tools which were very useful for the countries and which had a positive impact on the facilitation of trade.”* (COSAVE Directors)

2. ‘Exit’ and sustainability strategies. As part of the design, the inclusion of a sustainability strategy (COSAVE) accompanied by an exit strategy (IICA) would have focused attention on the pragmatic aspects of sustaining and underpinning the products/results over the longer term. The Sustainability section of the Project Document (section 11) did not delve into these practicalities, nor did the workplan, apart from a sustainability workshop for Component 3 (ERVIF). Section 11 did, however, clearly express the expectation that IICA, STDF and IPPC would play a key role in disseminating the guides, manuals, tools, etc, in the region and globally. According to feedback from NPPO Directors and COSAVE, a key challenge has been human and financial resources in the sustainability of Results Areas/Components 1-3 (partly due to rotations), political will in Component 1, and the need for a structured follow-through for Results Area/Component 4. Assessing these types of issues frankly in the design stage and regularly in reporting, can reveal where potential implementation challenges are likely to arise, and allow designers and implementers to make the necessary adjustments.

Risk assessment: *The risk assessment matrix was realistic in most areas*, but it appears to have been overly optimistic on issues such as rotation of officers, institutional changes and universities’ role. The risk of rotation and of the non-involvement of universities was considered ‘medium’, but the mitigation plans in both cases remained generic. A section on sustainability elements (e.g., human and financial resources, political will) could have helped designers think through the risks involved and the mitigation efforts that would be necessary. This might have reduced the optimism about the adoption of the national modules and the surveillance IT platform by governments, and the financial/HR sustainability of the ERVIF online training platform/programme.

While there was no specific internal monitoring and evaluation system built into the project, the Project Director and the Management Coordinator kept a close eye on progress, risks and challenges, and generally managed them well and kept things moving in the right direction. That said, IICA HQ, with its long experience in STDF and other projects, could possibly have done more.

EQ 2. Coherence: *How well did the project fit within the broader development and SPS landscape?*

The project was coherent with the aims of relevant international organisations and standards-making bodies. The IPPC, the most relevant standards-making body for this project, aims to secure coordinated, effective action to prevent and control the introduction and spread of pests of plants and plant products. The project had a good fit with these aims, given its focus on more coherent and conscientious regional and national implementation of internationally agreed and adopted standards and norms. As mentioned earlier,

notably *Introduction 1.2*, the Project was compatible with STDF programme goals and overall aims of facilitating safe trade and helping to “*convene and connect, pilot and innovate, learn and disseminate, influence and catalyse*” increased and sustainable SPS capacity in developing countries. It was also compatible with the Sustainable Development Goals (SDGs) set out in the STDF Strategy 2020-24 and the MDGs listed in the Project Document 2015.⁴

The project complemented broader agri-trade development support in the region by the World Bank, UNDP, Organisation of American States, Interamerican Development Bank, the European Union and bilateral partners such as Germany, Spain, Japan, Korea, US and others. A number of these interventions, such as Single Window and support for digitalisation (e.g., e-phyto), were complementary. ***According to the Project Document and interviews, no other directly related SPS-focused interventions were taking place at the same time as the project.*** IICA and its country offices and COSAVE maintain good linkages with regional and international institutions and donors. This helps avoid duplication of assistance.



Paraguay Presidency of COSAVE, 2018-20: Back, left to right: Rodrigo Astete (Chile), Luis Sánchez Shimura, (Bolivia), Moisés Pacheco (Perú), **Ernesto Galliani** (Paraguay), Pedro de Hegedüs (Uruguay), Diego Quiroga (Argentina) y Marcus Coelho (Brasil). Front, left to right: Lourdes Fonalleras (IICA), Natalia Toledo (Paraguay), Cristina Galeano (Paraguay), Carmen Berni (Paraguay)

EQ 3. Efficiency: *Was the programme implemented with the best possible use of resources and inputs, in terms of quality, quantity and timing?*

Overall, the project was good value for money. It was implemented efficiently, achieving many of the desired results in a relatively short timeframe and delivering economies that were used for additional value-added outputs.

The project was a cost-effective way of addressing the beneficiaries’ needs. In the design stage, the team explored a variety of delivery options, and settled on a ‘hybrid’ face-to-face/virtual delivery mode as the most cost-effective way to proceed, given the large number of people from seven countries involved. According to the Project Director, they used IICA’s official costing guidelines and amounts to develop the budget, and they actively sought efficiencies both before finalising the budget and during implementation.

The project delivered most of the planned activities in a timely (as per plan) and economic (as per budget) manner. However, in a few cases, delays were incurred due to challenges in finding the right experts (Results Areas/Components 2 and 4), or the need to rewrite a guide (part of RA/Component 2). The National Modules for Inspection and Certification (part of RA/Component 3) presented constant challenges, and the overall cost-benefit ratio for that endeavour was not positive. Continuous efforts to find efficiencies were successful, and the project generated hefty savings through online activities, by using NPPO space for workshops, and by booking hotels and meals as a package to save on daily allowances. The savings were used to translate the outputs into Portuguese, as well as to increase local staff salaries, which had declined in local currency terms due to a drop in the value of the US dollar, the base currency of the project budget. This raised questions relating to budget planning and currency risk assessment.

⁴ STDF Strategy 2020-2024 pg. 23. Project Document, Sept. 2015, pg. 4

The project focused on delivering the desired outputs (guides, methodologies, manuals, case studies, etc.) in a systematic, well-sequenced fashion. One of the successes of the project, the systematic, highly participatory approach has been employed by COSAVE in further joint work and capacity development in the region. Examples follow.

Effective and Efficient Sequencing of Activities of Components 1, 2 and 4

1. Introductory workshop
2. Collaborative development of product/output (e.g., NIMF guides, methodologies, case studies, user guides, etc)
3. Review/refining
4. Testing through case studies
5. More review/refining
6. Validation
7. Publication
- [8. Implementation (including any related training) (Step 8 did not occur in all cases).]

Sequence of Activities for Results Area/Component 1: Phytosanitary Surveillance, ISPM 6

Activity	Outputs
A. General phytosanitary surveillance information tool, system guidelines, user manual	
1.5. Workshop on phytosanitary information system for general surveillance	Workshop conducted.
1.6. Review of IT general surveillance tool and development of guides.	IT general surveillance tool reviewed. Guidelines for general phytosanitary survey system and an IT tool user guide drafted.
1.7. Electronic forum on general phytosanitary survey system and IT tool.	Draft guidelines for general phytosanitary survey system and IT tool user guide reviewed/revised.
1.8. Crops definition	Ten crops identified to apply the IT tool.
1.9. Workshop on training and validation of the guidelines and the IT tool for general surveillance.	Workshop conducted. Guidelines and IT tool validated
B. Specific surveillance system guide, case studies	
1.10. Workshop on specific surveillance system.	Workshop conducted. Table of contents for a guide for the application of a specific surveillance system.
1.11. Development of a guide for specific phytosanitary survey.	Guide drafted.
1.12. Electronic forum on the guide for specific phytosanitary survey system.	Draft document revised.
1.13. Definition of specific surveillance case studies.	Two pests to be used as case studies identified.
1.14. Development of case studies on the implementation of specific surveillance systems.	Two pest case studies drafted.
1.15. Workshop on specific surveillance system* *Note: Participants later suggested that the training aspect of the workshop should be conducted as a separate activity after the validation process.	*Workshop (training) conducted. Guide for survey system to specific pests validated. Case studies on specific surveillance validated.
1.16. Publication of documents on phytosanitary surveillance.	Two guides and two case studies published.

According to the responses to the survey and interviews, ***the project was well managed, with sufficient oversight.*** Over the course of implementation, the ***project remained focused on key priorities***, refining approaches and tools to focus them more clearly on the objectives (e.g., part of Component 2: Pest risk analysis was refocused during implementation to better contribute to the ISPM 11-related objectives.)

Overall, given the results, the project was good value for money, except for the national inspector-training modules, where the outlays did not achieve the desired results. The project proved the general cost-benefit value of the participatory, sequenced approach adopted for components 1, 2 and 4, and of the ERVIF regional virtual training scheme (international module).

The project implementers met the reporting deadlines, and their communications and management were described by virtually all beneficiaries as ‘excellent, prompt and timely’. Regarding financial reporting, the 2014 contract required detailed reports only upon request, as well as the end of the project. The reporting template required little data beyond funds received, used, unused, and forward commitments for the next 6-monthly period. The STDF received no annual financial report and no detailed spending data in the 6-monthly reports; as a result, financial monitoring was minimal. This has now been addressed: STDF project contracts now require an annual audited financial report.

The STDF met its obligations to transfer disbursements promptly upon receipt of an invoice/memo from IICA. As readers will note in Annex 6, these transfers differed from the payments schedule set out in the contract, which foresaw seven payments – one upon signing the contract and one after approval of each periodic report. Rather, IICA sent a request memo when it needed the next disbursement; this was agreed with the STDF, and according to IICA, was normal practice. As a result, instead of the seven programmed transfers, four were made. This was considered an efficient way to proceed.

EQ 4. Effectiveness: Did the project achieve its objectives?

Reminder: Objectives of STDF/PG/502

Overall Objective: More competent regional and national implementation of phytosanitary norms and measures contributes to evidence-based decision-making, confidence building, higher trust levels, better agricultural productivity, improved market access and safer trade.

Specific Objective: Collaborative development of practical tools, and joint technical capacity-building strengthen implementation of phytosanitary measures in accordance with international standards, with a particular focus on national and regional phytosanitary surveillance (ISPM 6), pest risk analysis (ISPM 11), phytosanitary inspection and certification, and impact assessment of phytosanitary measures (ISPM 14).

STDF Strategy Outcomes: (1) More synergies and collaboration driving catalytic SPS improvements in developing countries; (2) Greater access to and use of good practices, knowledge products at global, regional and national level.

The project achieved many of its objectives, particularly in terms of contributing to (1) stronger common understanding of - and the tools and skills to implement - ISPMs 6, 11 and 14; (2) greater contact, confidence and trust among regional phytosanitary authorities and officers; (3) better national and regional surveillance and pest management skills; (4) more informed decision making; and (5) more agile phytosanitary crossborder trade facilitation. This in turn underpins the overall goal of safer trade.

Some **112** phytosanitary officers from all seven COSAVE member states participated in the collaborative design, testing, refining and validation of tools in Components 1, 2 and 4 – 30% more than projected. This experience led to durable contact networks, and knowledge and tools that have been shared among colleagues and utilised on an ongoing basis, according to surveys and interviews. An additional **54** technical officers completed the two pilot ‘international modules’ under the COSAVE/IICA ERVIF online inspectors training school initiative. They too highlighted durable contacts and greater confidence levels due to the Project, and noted that this had contributed to smoother phytosanitary transactions on both an internal-border and crossborder basis.

The results are contributing to the achievement of the Project’s overall objectives and the STDF programme goal of increased and sustainable SPS capacity in developing countries. Responses to surveys, interviews and group discussions indicated the Project was successful in achieving objectives in key areas such as greater harmonisation of approaches and language, smoother resolution of crossborder issues, a more cohesive region, and more evidence-based decision making, thanks to the strong ownership of processes and outputs, valuable contacts, common understanding of terminology and the *raison d’être* of the norms, and more rigorous impact assessment capabilities.

“Due to the Project, we have a clearer vision and smoother communications.” (Bolivia) “This type of capacity development has an enormous impact in building a contact network among NPPO professionals, which in turn contributes to better rapport among NPPOs in addressing day-to-day concerns and problems. We are using, applying and sharing the knowledge (if not always the tools); the good practices acquired in the workshops are embedded in our work.” (Chile)

Overall and Intermediate Objectives and Indicators from the 2015 Project Document, and Results against these Indicators

Overall Objective*	Indicators 2015*	Achievements against Indicators**
“To contribute to the improvement of the productivity and competitiveness of agricultural production in the region.”	A 20% increase in exports of key plant products (grain and fruits) from the region <u>within five years from project completion</u> .	For the reasons explained in EQ1, it is difficult to measure achievements against these indicators because of the lack of quantitative baseline information and of a direct link to the objectives of improved

	<p>A 10% increase in intra-regional trade in plant products.</p> <p>A reduction in the rate of rejection in international trade due to non-compliance.</p>	<p>regional productivity and competitiveness. Also, the timeframe of 5 years after Project completion (2024) has not been reached.</p> <p>Nonetheless, some direct and indirect estimates can be extrapolated from international trade statistics and anecdotal evidence. For example, <u>exports of fruits</u> from the seven COSAVE countries rose 70% in 2015-22, and 30% in 2019-22. <u>Cereal exports</u> more than doubled in 2015-22, including 65% in 2019-22. (Annex 7)</p> <p>NPPOs and COSAVE provided anecdotal evidence on <u>rejections</u>, with reductions in some areas and increases in others. International trade statistics did not provide strong evidence either way.</p> <p>The following achievements documented in EQs 4 and 5 have been credited with contributing to broader objectives: stronger surveillance, pest risk assessment inspection/certification, and impact assessment skills; enhanced competence, confidence, trust among authorities; contact networks; smoother border procedures.</p>
“Intermediate Objective” (Strategic Objective)*	Indicators 2015*	Achievements against Indicators **
“Improve regional capacity to implement phytosanitary measures, as well as coordination and joint work to contribute to the optimisation of the phytosanitary status and facilitate market access.”	<p>A set of tools to improve the implementation of phytosanitary measures is available and published, including a tool to evaluate the impact of phytosanitary measures implementation.</p> <p>At least one data set derived from the use of the tools has been published.</p>	<p>A set of useful tools was definitely delivered, as shown in the following table.</p> <p>No information was available on the data set indicator.</p>

*From 2015 Project Document. **From Project reporting, surveys and interviews.



Meeting with the Comité Directivo (Board) of COSAVE, 2-2-2023






An assessment of the final outcomes revealed that the four Results Areas/Components largely met the targets as expressed in the 2015 Project Logframe indicators (mostly outputs). Because some of the key tools were not able to be implemented as fully as expected, the desired results were not quite achieved in Components 1, 3 and 4. While Component 2 was fully delivered, some participants suggest that unmet capacity needs still exist in the non-economic impacts assessment area. The table below provides details.

Achievement of Desired Results against Indicators: 2015-2019

(This table refers to **results against indicators**. For detailed results, please see EQ4/5 and **ESPECIALLY Annex 1**.)






Desired Results Areas*	Rationale	Indicators 2015**	Outputs/Results Achieved***
1. Phytosanitary Surveillance (ISPM 6) To consolidate a regional phytosanitary information system to strengthen trust between countries and improve technical capacity to implement surveillance actions and early detection of quarantine pests.	Rationale: The development of a regional phytosanitary information system and the strengthening of the technical capacity to implement surveillance actions will contribute to <u>greater availability of reliable information</u> across the region, and <u>improved ability to interpret and apply it</u> . This will contribute to phytosanitary <u>measures better adapted to specific cases</u> , and <u>greater trust</u> between plant health and food safety authorities in the region.	Indicators: “At least <u>30 NPPO professionals</u> improve knowledge and skills to systematise pest information and develop procedures for general surveillance and specific surveys.” “At least <u>three tools</u> for implementation of general surveillance and a specific survey developed and validated during the first and second year of the project.”	54 officers from seven countries enhanced knowledge and skills to collect and organise information on plant pests and to design and implement procedures for general quarantine pest surveillance and specific surveys. Outputs: An IT system and its users manual (R1.2) was delivered with the expectation that each country could build on it and update the data regularly. This system (with the objective of a regional data-sharing mechanism) is still a <u>work in progress</u> . Some advances have been made since the project finished. (Annex 1) Tools: General (R1.1) and specific surveillance (R1.3) guides; and two case studies (R1.4, 1.5).

Published outputs (<https://standardsfacility.org/es/PG-502>):





-  [R1.1.Guia Implementacion VFG.pdf](#)
-  [R1.2.Guia Herramienta VFG.pdf](#)
-  [R1.3.Guia Sistema VFE.pdf](#)
-  [R1.4.EstudioCaso BactroceraDorsalis.pdf](#)
-  [R1.5.EstudioCaso Xanthomonas.pdf](#)

2. Pest risk analysis (PRA: ISPM 11, 2) To build regional technical capacity to use pest risk analysis to assess potential economic and non-economic (eg, socioecological) effects of the entry of pests, and to evaluate the risks of the entry of plants as pests (weeds/ malezas).	Rationale: Strengthening capacity in key components will <u>reduce uncertainty, fortify confidence and generate data</u> that facilitates <u>informed decision making</u> for effective pest management.	Indicators: “At least <u>30 NPPO officials</u> improve their knowledge and skills in specific issues related to pest risk assessment during the second and third year of the project.” “ <u>Three guides</u> elaborated and validated by NPPOs and RPPOs during the second and third year of the project.”	37 technical officers from 7 countries improved their knowledge and practical skills through collaborative work to develop, test and validate guides to assess the economic and non-economic risks of pest entry (R2.4), as well as to analyse the risks of the entry of weeds (malezas) (R2.1). Three case studies showed how to conduct the analyses (R2.2, 2.3, 2.5)..
--	---	---	--

Published outputs:

-  [R2.1.Guia Evaluacion de Riesgo.pdf](#)
-  [R2.2.Analisis Riesgo Ambrosia.pdf](#)
-  [R2.3.Analisis Riesgo Hydrocotyle.pdf](#)
-  [R2.4.Directrices Evaluacion.pdf](#)
-  [R2.5.Evaluacion Bactrocera.pdf](#)

3. Phytosanitary inspection and certification capacity building	Rationale: Improved and more harmonised regional/national capacity in phytosanitary inspection and certification will help <u>address key issues for plant</u>	Indicators: “E-Learning of the <u>international module</u> operating during the second year of the project.”	54 inspector/certifiers from the 7 countries completed the 2 ERVIF international module pilot programmes : 21 in the first
--	---	--	--

<p>To strengthen phytosanitary inspection and certification capacity, generating the knowledge, understanding and know-how/tools to harmonise, systematise, maintain and improve the process at country and regional level.</p> <p>The main tools/outputs were to be: (1) a <u>permanent regional online school for training inspectors/certifiers on global standards and good practices</u>; and (2) <u>national modules</u> focusing on each country's particular situation.</p>	<p><u>protection, market access, and developing reliability and trust.</u></p> <p>Regional online capacity building can provide a basis for inculcating a solid understanding of the WTO SPS Agreement and IPPC/FAO standards, and the roles of the various players.</p>	<p>“Documents and e-learning materials developed and validated for <u>national training modules</u> in at least four countries during second half of first year, the second year and the first half of the third year of the project.”</p> <p>“At least 30 lecturers improve their e-learning capacity during de first year of the project.”</p>	<p>round (2016-17), and <u>33</u> in the second (2017-18). They reported high satisfaction and ongoing use of the knowledge and networks acquired. Paused since 2021, ERVIF may be revived in 2023-24 if sustainable funding is secured. Demand remains strong.</p> <p>More than 30 teachers, tutors and academic assistants received advance targeted training.</p> <p>National modules in Argentina, Chile, Paraguay, Uruguay benefited from Project contributions (course materials) in the last part of the last year. Overall, though, the broader objectives for the national modules were not achieved.</p> <p>Outputs:</p> <ul style="list-style-type: none"> - ERVIF international module. - Core group of trained lecturers, tutors and assistants - A full set of ERVIF course materials.
<p>Published outputs:</p> <p> R3.Modulo Internacional.pdf</p>			
<p>4. Evaluation of impact of phytosanitary measures (ISPM 14)</p> <p>To generate tools and build capacity to assess the impact of the phytosanitary measures implemented by countries to maintain or improve their phytosanitary status.</p>	<p>Rationale: A <u>methodology</u> (based on the <i>integrated system approach set out in ISPM 14</i>) to assess the impact and cost-benefit of proposed phytosanitary measures will generate key information needed by senior officials in order to make informed, evidence-based decisions.</p>	<p>Indicators:</p> <p>“A methodology to assess the impact of phytosanitary measure implementation developed and validated.”</p> <p>“A methodology user’s guide developed and validated.”</p> <p>“At least 20 NPPO professionals improve their skills in the use of the methodology and its guides.”</p>	<p>Outputs:</p> <ul style="list-style-type: none"> - A methodology and users guide based on the integrated system approach of ISPM 14 (R4.1). - Two case studies demonstrated how to use the methodology and guidelines (R4.2, 4.2). - 21 officers learned how to apply the methodology and guidelines via case studies. <p>Comment: The Methodology has not achieved the desired uptake, despite strong interest in its potential use. Some participants noted that its intensive, inter-disciplinary nature makes it difficult to apply in phytosanitary technical-level work that does not deal directly with higher-impact regulation.</p>
<p>Published outputs: (both the HLB and fruit fly case studies were listed as <u>4.2</u> in the e-file)</p> <p> R4.1.Metodología Evaluación Impacto.pdf</p> <p> R4.2.EstudioCaso Argentina.pdf</p> <p> R4.2.EstudioCaso Brasil.pdf</p>			

*Adapted from 2015 Project Document. ** From 2015 Logical Framework. *** From Reporting, Interviews.

The technical officers who responded to the survey and participated in the Group Discussions in Argentina, Paraguay and Uruguay said they were, to a greater or lesser extent, utilising the knowledge, guides and good practices, and achieving results in line with desired objectives. However, not every country has clarified formally to IICA or COSAVE exactly how it has promoted and shared the outputs of the project internally. The discussion with the representatives of the COSAVE Board on 2 February was encouraging in this sense, confirming that the project had contributed usefully to the overall objectives, while shedding light on some of the challenges (see EQ5: Impact).

Participants attributed much of the credit for the successes to the approach itself. The overall project design was a joint effort involving COSAVE, NPPOs and IICA. The activities were created largely ‘by technical officers for technical officers’ with a collaborative, step-by-step, practical learning-by-doing focus (EQ2). It brought together phytosanitary officials from seven countries with differing systems and perspectives, and helped to forge a more common sense of purpose and conscientiousness regarding the importance of proper application of international and regional norms in order to improve the phytosanitary status and access to markets.

Both group discussions and the responses to the surveys confirmed that, ***as a result of the project, technical officers have acquired greater confidence in their understanding and ability to deal with phytosanitary issues*** in line with international norms, and this in turn has contributed to greater trust along the value chain. “Well-trained inspectors who can explain the technical reasoning of their decisions generate trust among the different actors along the commercial value chain.” (Argentina, Uruguay).

Respondents to the surveys and participants in interviews stated overwhelmingly that the ***IICA team had managed the project well, and relationships extremely well.*** See EQ1 for further details.

Crosscutting issues

Gender: The 2015 Project Document approved by the STDF Working Group contained no gender mainstreaming commitments, nor assessments of needs, opportunities or challenges from a gender perspective. Participation in activities was determined by merit and by the individual NPPOs. Terms of Reference and selection criteria for experts did not give preference to either gender. An assessment of the activities revealed ample and fairly equal representation of both sexes, from project designers and implementers, to participants, experts and lecturers. While the COSAVE Board had no female directors during the Project, many of the technical coordinators supporting each rotating Presidency in COSAVE were female. In 2023, COSAVE welcomed its first female Board member in many years: Edilene Cambraia from Brazil. Previous female Board members included Diana Guillén from Argentina and Grisel Monje and Soledad Castro from Chile.

Environment: The environment and climate change have become increasingly topical issues during the project and ever since. Results Area/Component 2 on pest risk analysis included evaluation of environmental risks, which was quite timely. In Argentina it led to a new strategic relationship between SENASA and the Ministry of Environment, as described in the box below.

Unexpected Achievement on Environment

“In the workshop on pest risk analysis, brainstorming topics for each country to present, we recognised that we needed a link with the Ministry of Environment. So we followed it up. It was difficult at first due to the different language – a reflexion of two international conventions with less dialogue than they should have, for example on invasive species and weeds. Now it is one of our strongest links and is quite flexible. They also consult us, especially now that we have the database. We have even worked together on educating the private sector – for example on one case where they had to complete one procedure with Environment and then another with us. Everything became more transparent. This has been a truly unexpected result. And an example of how the project has catalysed broader vision and action.”

Source: Group Discussion with SENASA Argentina.

EQ 5. **Impact:** *What difference did the project make?*

The Project generated numerous positive effects, some intended, others unexpected.

Selected Impacts of the Project

- The Project contributed to stronger, more transparent phytosanitary surveillance, which has had a positive impact in a number of areas ranging from trade negotiations to crossborder relations to private sector interactions.
- Phytosanitary authorities are presenting stronger, more evidence-based positions in trade negotiations which, combined with stronger surveillance, has strengthened negotiating positions around the region. (*See box on 'Negotiations and Market Access' below.*)
- Bilateral phytosanitary work and action became more agile and streamlined due to better relations among technical officers in the region and more trust among phytosanitary authorities. The contact networks that emerged from the Project have played a key role in this.
- Border and internal transactions have become less bureaucratic. *“Certain matters can be handled through an email, a telephone call or a WhatsApp, instead of going through time- consuming official channels.”*
- Phytosanitary officers are able to make a stronger contribution to higher-level decision making thanks to more rigorous processes and more solid, reliable information.
- Technical officers feel more confident and have a better understanding of their role in the ‘big picture’, thanks to the knowledge and practices they acquired in the project. They say this helps when they have to explain something to the users of their services (mostly private sector). The greater competence and confidence has also been credited with improved positioning in market access negotiations.
- Some Directors said that having more officers with this type of training has made phytosanitary services more efficient – i.e., they are doing more and better with fewer resources. This is particularly important at a time of parsimonious budget allocations.
- The Project’s Surveillance work contributed substantively to the updating of IPPC/FAO ISPM 6 in Rome in 2019. Moreover, involvement in the Project has facilitated the participation of COSAVE NPPO technical staff in other IPPC activities in Rome, such as the elaboration of the Pest Status Guideline, the revision of ISPM 8 on pest status determination in an area, and creation of content for an online inspection/certification course (which has benefited in turn the ongoing updating of the ERVIF).
- Project activities led to the development of fruitful and durable relations between SENASA and the Ministry of Environment in Argentina.

It is clear from interviews and surveys that the capacity development, tools and analytical support have contributed to improved implementation of the WTO SPS Agreement, as well as to STDF programme goal of “increased and sustainable SPS capacity”.

NPPO Directors highlighted that their countries are maintaining the phytosanitary status “at a time when ‘maintaining’ can be considered ‘improving’, given all the new elements and challenges that have emerged in recent years” (e.g., climate change, covid, e-commerce, new weeds and pests, contraband, etc). The project contributed to this by facilitating relationship building, enhancing surveillance capacity, and providing tools to analyse and respond to risks. This in turn has led to quicker, more evidence-based action to underpin safer internal and external trade. The Project therefore made a useful contribution to the region’s ability to manage phytosanitary challenges. “A well-trained officer, acting with confidence and supported by clear procedures, has a greater commitment in his/her daily work, conscious that this impacts on the protection of the country’s phytosanitary status and its ecosystems.” (Argentina)

The improved competence in turn has had a positive effect on negotiations and facilitation of trade. Senior officials noted that the improved surveillance and risk management competence have facilitated trade negotiations and eased market access. “We have improved surveillance plans for early detection of pests and preventative action to avoid negative impacts, including environmental. This has had a positive effect on relations between sanitary authorities and the private sector.” (COSAVE Board)

Negotiations and Market Access

Senior officials and technical officers highlighted a number of project-relevant issues and achievements:

- *“Access is the fruit of a negotiation and exchanges among phytosanitary authorities. Improvements in surveillance strengthen our negotiating position; these days, demonstrating transparent and solid surveillance is key.” (COSAVE Board)*

- “In new negotiations, we present the Dossier, and it is much better than before, computerised, with data.” (Argentina)
- “We have adjusted import approval procedures, among other streamlining.” (Argentina, Paraguay).
- “Every year during 2010-2014, (unspecified) countries established phytosanitary requirements for 3-4 of our plant-origin products, facilitating access to their markets. In 2017-2022, this rose to **8 products per year**.” (Argentina).
- “We are exporting roses to Mexico and wheat to Ecuador – new markets. Improved surveillance led to elimination of a restriction.” (Uruguay).
- “Strengthening surveillance and private sector relations in recent years has led to better treatment in negotiations and market access. The systems approach to strengthen registration and the production process has helped. We see more competence and greater confidence in phytosanitary institutions.” (Chile)
- “Technical officers’ greater confidence has helped in negotiations; thanks to this we have been able to open new markets in China and Mexico since 2018.” (Bolivia)

Rejections: Interviews and surveys revealed anecdotal evidence of an improvement in rejection rates, particularly in transactions among COSAVE countries. However, rates tended to fluctuate depending on the crops and circumstances. “In the case of exports of lemons to the European Union, 2-3 provinces in the northeast and northwest of Argentina undertook serious analyses and implemented changes to better control the ‘citrus black spot’ problem (better detection, stronger controls, segmentation; and involving extension services and producers). This reduced rejections from 60 to 2-3 in the following campaign.” (Ministry of Agriculture, Argentina).

A review of the UNIDO Knowledge Hub *Trade Rejection Country Profiles* gave a mixed picture and not enough data to verify or triangulate the numbers.

In general, directors did not think the rejection rate was a useful measure of a project’s impact. “To measure rejections as an indicator of a project’s impact, one would have to investigate the whole supply chain.” (COSAVE Board) This comment reflected the region’s recent experience with exports of rice to Mexico, rejected due to a contaminated container that had come from another region.

Facilitation of trade: The WTO Trade Facilitation Indicators 2022 shows that **all the COSAVE members except Bolivia had improved both crossborder and internal agency cooperation since 2019**, and that all except Brazil had improved automation. Brazil, Chile, Perú and Uruguay had improved involvement of the trade community. Argentina, Brazil, Chile, Perú and Uruguay met or exceeded many of the Trade Facilitation ‘best practice’ benchmarks.⁵

“The project was essential in creating a mindset focused on facilitation of trade and risk management, setting aside the old idea of zero risk. This is being used in daily work.” (Brazil)

The project supported achievement of the STDF’s desired outcomes, facilitating regional collaboration and greater access to and use and sharing of good practices and knowledge products. This has had a catalytic effect on national and regional phytosanitary capacity, and on technical officers’ understanding of their important role in global efforts to achieve safer trade.

“These projects are channels toward things that we did not originally contemplate; they catalyse a whole range of things that allow us to leap to another level and view things in a different way,” (Argentina)

The knowledge is being shared, not just internally, but also regionally and globally. “In COSAVE working groups, if we are talking about surveillance, we see the project’s contribution, which is, in effect, thus being shared region-wide.” (Perú) Similarly, the methodology for impact analysis of phytosanitary measures has been shared with colleagues in other NPPOs in the Américas region. In the 2019 updating of ISPM 6 at IPPC, as well as in subsequent IPPC work, COSAVE officials who had participated in the STDF project contributed what they had learned and produced, thus **allowing the outcomes of the project to reach a global audience**.

The STDF added value by giving COSAVE/ IICA the chance to roll out the ERVIF inspectors capacity-building programme, which they claim would not have been possible otherwise. Similarly, the project gave COSAVE the opportunity to upgrade and add extra value in the region through an innovative and practical initiative aimed at improving regional capacity on a broadbased front. The four components of the project

⁵ <https://www.compareyourcountry.org/trade-facilitation/>.

bolstered both national and regional capacity and networks, with a successful collaborative approach that is replicable on a broader (global) scale.

The project made a substantial contribution to dialogue at various levels, including advances with the private sector and in bilateral and national partnerships (e.g., SENASA Argentina-SENAVE Paraguay on surveillance, SENASA-Ministry of Environment, SENASA-Seed Association of the Americas), as well as ***collaboration*** among phytosanitary officers and higher authorities at the regional and global levels.



Focus Group session with SENASA Argentina, 2-2-2023

The SENASA Argentina - SENAVE Paraguay cooperation relationship is longstanding. It was further strengthened by the project, including through SENASA's support on the IT data system for surveillance.

“COSAVE plays an active role in IPPC, and has technical officers in various working groups. COSAVE Ministers charged directors with achieving a common regional position for this work. The STDF project has contributed to increased dialogue and a common language in pursuit of that goal.” (COSAVE Board)

However, there is still room for improvement. One major industry association representative highlighted the need for more proactive dialogue. *“At times governments regulate out of lack of confidence and uncertainty; they don't know how to analyse or evaluate; they just regulate. NPPOs seek the views of other NPPOs, but don't consult the private sector. Civil servants and the private sector don't understand each other; there is an inbuilt distrust that needs to be addressed. The region has the capacity for dialogue and COSAVE has the convening power.”* In interviews, this evaluator found that the NPPOs and COSAVE, as well as the private sector, were aware of these issues and were seeking ways to address them. The next paragraph sheds light on this.

The Project also generated, directly and indirectly, benefits for end-beneficiaries such as producers and exporters. *“The Project helped to generate greater trust among both phytosanitary authorities and technical officers. Greater contact has shown them that they all have similar problems, and when they start working together (as they did on HLB and fruit flies in the project), they come to understand each other. This clarifies issues and smooths trade procedures.”* (Agro-industry association President, with similar comments by inspectors and ministry officials)

Unrelated to trade, the project had a number of unexpected results and spillover effects on capacity and plant health. Interviews and responses to surveys highlighted extra-regional interest in the evaluation of the socioeconomic impacts of phytosanitary measures (good regulatory practices); strengthened traceability through better surveillance and data collection (which helped vegetable oils exporters among others); broadened scope of training and enhanced understanding of the role of virology, thanks to the participation of laboratory specialists in the case studies; and stronger ties to environmental authorities as a result of contacts established during case studies and other project work.

While it may be too soon to measure the impact on well-being (SDGs), the project's logical pathway saw improved and more rigorous regional collaboration and action on phytosanitary matters as leading to a stronger phytosanitary situation, which in turn would contribute to agricultural productivity, food security,

food safety and safer trade, all of which influence well-being. COSAVE Directors noted this end-objective as one of their ‘*raison d’être*’.

EQ 6. **Sustainability:** *Have the benefits proved to be sustainable?*

Interviews, group discussions and responses to surveys confirmed ***ongoing widespread use of the contact networks to consult and resolve issues, and ‘embedded’ use of the good practices and knowledge acquired*** in the four components of the project.

Among the tools, ***the guides for surveillance and pest risk analysis appeared to be the most popular*** (and have even been used in overseas development assistance programmes in Africa by an IPPC consultant familiar with the COSAVE Project). The IT platform for surveillance, the methodology for evaluating the socioeconomic impact of phytosanitary measures, and the online regional inspector training programme (ERVIF) have presented challenges related to funding, human resources (e.g., expertise, rotations, retirements), focus, national sensitivities, etc. However, the stakeholders are ***not giving up***: Recognising these tools’ continuing value in meeting regional needs, COSAVE and the NPPOs are considering how to enhance their utility in the current context. A variety of efforts are underway at national, regional and bilateral level, including:

- a more user-friendly data platform that will require fewer resources to maintain updated (national, bilateral)
- broader targeting for the impact methodology (regional)
- a streamlined updated ERVIF with specific content for the private sector (COSAVE)
- brainstorming on the related financing and staffing issues (national, regional).

“ERVIF was created in COSAVE, and IICA provided the platform. All the Directors agreed on it at the time, and there is no doubt that we want to keep it going. We are working on it – determining the cost of the platform maintenance and the teaching staff, and looking at the option of a possible mixed initiative with the private sector.” (COSAVE Directors)

Visibility, dissemination of results and follow-through have had mixed results. The Project and its results and outputs were presented at several events in the Américas region in 2018-2022: the COSAVE-Private Sector get-together in Río in late 2018; the IPPC Regional Meeting in Medellín in late 2019; an IICA-sponsored virtual event in 2020 to present the impact evaluation methodology to other countries in the Americas; and the presentation of ERVIF in Central America in 2022.

So far, the Project expectations of partner support in ‘globalising’ the guides, manuals, case studies, etc, have not been realised (STDF, IPPC, IICA), apart from anecdotal evidence that consultants are using the guides in Africa. While the outputs may be found - not necessarily easily - on partners’ websites, ***proactive web promotion efforts have been limited.***

Websites Displaying Project Outputs

The **STDF** has a webpage dedicated to the Project in Spanish and English: <https://standardsfacility.org/es/PG-502>

IICA has the guides on not-readily-available webpages: https://opac.biblioteca.iica.int/cgi-bin/koha/opac-search.pl?q=COSAVE&branch_group_limit=

<http://apps.iica.int/dashboardproyectos/programas/Detalle?CRON=1636&SCRON=00>

The **Alliance of Agricultural Information Services** has the guides at: <http://www.sidalc.net/bibliotecadigital/>

<https://www.sidalc.net/search/Search/Results?lookfor=STDF&type=AllFields>

<https://www.sidalc.net/search/Search/Results?lookfor=COSAVE&type=AllFields>

FAO/IPPC have some of the documents, but they are not readily visible: <https://www.ippc.int/fr/core-activities/capacity-development/guides-and-training-materials/contributed-resource-list/>

<http://www.phytosanitary.info>

COSAVE’s webpage is undergoing a major revision; links to the Project outputs will appear in the new version during 2023.

4. Conclusions and Recommendations

4.1 Conclusions

1. Relevance: The project was highly relevant and addressed practical phytosanitary capacity issues well, incorporating a successful and replicable collaborative approach that contributed strongly towards attaining the objectives. The overall project was designed jointly by COSAVE, NPPOs and IICA. The activities were created largely ‘by technical officers for technical officers’ with a participatory, step-by-step, practical *learning-by-doing* focus. The objectives and design were well aligned with the STDF goal of facilitating ‘safe trade’. The improvements achieved can indeed contribute to better trade performance, competitiveness and market access. The theory of change/intervention pathway was logical and realistic in terms of the specific role of phytosanitary officers and institutions. However, certain assumptions and risk analyses proved to be inexact, particularly regarding sustainability issues. In this sense, the design and implementation would have benefited from a more rigorous initial and ongoing analysis of needs, risks, assumptions and sustainability, as well as a plan to encourage sustainable uptake of key outputs.

2. Coherence: The project was a very good fit with broader development and SPS goals, as well as with STDF and IPPC/FAO aims, given its focus on more coherent and conscientious regional and national implementation of internationally agreed and adopted phytosanitary standards and norms to enhance market access. The project complemented other agri-trade development work in the region.

3. Efficiency: Overall, the project was good value for money. Implemented efficiently, it achieved many of the desired results in a relatively short timeframe and delivered economies that were used for further value-added outputs. Challenges and delays were handled well in most cases, and lessons were learned and applied, particularly in the ERVIF online inspector training programme (international module). The national modules, by contrast, posed ongoing ordeals and did not deliver a positive cost-benefit ratio.

4. Effectiveness: The project was successful in many ways, contributing to the strategic and overall goals of: (1) stronger common understanding of - and the tools and skills to implement - ISPMs 6, 11 and 14; (2) more informed decision making; (3) more competent national and regional surveillance and pest management skills; (4) greater contact, confidence and trust among regional phytosanitary authorities and officers; and (5) more agile phytosanitary crossborder trade facilitation. Overall, therefore, it increased the potential for safer trade.

Some 112 phytosanitary officers from all seven COSAVE member states participated in the collaborative design, testing, refining and validation of guides, case studies and other tools for surveillance, pest risk assessment and evaluation of the socioeconomic impact of phytosanitary measures – *30% more than projected*. This experience led to durable contact networks, and knowledge and tools that have been shared among colleagues and utilised on an ongoing basis, according to surveys and interviews. An additional 54 technical officers completed the two pilot inspectors training programmes under the ERVIF online school initiative. They too highlighted durable contacts, greater confidence levels and smoother national and crossborder dealings.

The collaborative approach itself deserves much of the credit for the successes. The project brought together phytosanitary officers from seven countries with differing systems and perspectives, and helped to forge a more common sense of purpose and conscientiousness regarding the importance of proper application of international and regional norms to improve the phytosanitary status and access to markets.

5. Impact: The Project generated numerous positive impacts. It contributed to the STDF programme goals of *"increased and sustainable SPS capacity in developing countries"* by facilitating contacts, enhancing surveillance capacity, and providing the tools to analyse and respond to pest risks, thus underpinning safer internal and external trade. The resulting improvements in effectiveness and efficiency have helped COSAVE members maintain their phytosanitary status in the face of heightened risks and challenges due to covid-19, increased plant-based trade, new weeds and pests, climate change, e-commerce, contraband, etc.

The project led to: (1) dialogue at various levels, including with the private sector; (2) bilateral and national partnerships; and (3) collaboration among phytosanitary officers and higher authorities at the regional level. The improved competence, credibility and communications have had a positive effect on trade relations and border procedures and, according to some NPPO and ministry officials, have influenced a drop in rejections.

Selected examples of expected and unexpected impacts

- Greater appreciation of the key role of strong, transparent surveillance and competent, confident officers in trade negotiations and market access outcomes.
- More agile and streamlined bilateral phytosanitary relations and action, and less onerous border and internal procedures and bureaucracy due to greater trust, competence and contacts.
- Stronger input into trade negotiations due to improved phytosanitary capacity and data management.
- Stronger contribution to decision making thanks to more rigorous processes and more solid, reliable information.
- Improved interaction with the private sector and other stakeholders due to more confident, well-prepared technical officers, with a better understanding of their role.
- More efficient phytosanitary services – “doing more and better with fewer resources”.
- New and fruitful relations with other institutions (e.g., SENASA/Ministry of Environment in Argentina).
- Global and regional knowledge sharing and full-circle benefits to the ERVIF programme resulting from COSAVE members’ direct contributions to the global updating of ISPM 6 in Rome in 2019 and other IPPC and regional technical work.

6. Sustainability: The Project approach was particularly successful in facilitating durable regional contact networks, the use of which has contributed to achievement of regional objectives in surveillance, pest risk assessment and inspections/certifications. According to project participants, the guides and case studies continue to be used in surveillance and risk analysis, and the knowledge and good practices acquired have been shared among colleagues and embedded in day-to-day work. However, key tools, like the harmonised data platform to inform surveillance assessments and the methodology to evaluate the socioeconomic impact of phytosanitary measures, have not enjoyed the same uptake. In addition, the (successful) ERVIF online inspection/certification training school has been suspended since 2021 due to funding and other challenges. Recognising these tools’ ongoing value in meeting regional needs, COSAVE and the NPPOs are seeking ways to enhance their utility in the current context.

4.2 Recommendations

The box includes a summary of the Recommendations, which address sustainability and good practice issues relevant to the performance of this project. A more detailed explanation of each Recommendation follows. Carrying out these types of recommendations often involves shared responsibility at different levels and with different approaches. The recommendations also offer some suggestions on issues management.

Sum-Up of Recommendations	Relevant Conclusions	Implementation Responsibility
1. Support continuation and consolidation of the ERVIF regional online inspector training programme.	4: results 6: sustainability	COSAVE, IICA, NPPOs
2. Encourage broad use of the collaborative, ‘by technical officers for technical officers’, learning-by-doing approach used in this project.	1: design, good practice 4: results 5: impact 6: sustainability	IICA, COSAVE, development partners
3. Find a constructive way to institutionalise accountability for the sustainability of the key outputs.	1: design 6: sustainability, mutual accountability 7: impact	NPPOs, COSAVE, national governments
4. Strongly encourage recipients of project funding to assess rigorously needs, risks and sustainability issues in their application/inception and reporting documents.	1: design 6: sustainability	Implementers (incl. IICA), beneficiaries (incl. COSAVE), development partners (incl. STDF)
5. Strongly encourage implementers of projects to include a plausible exit strategy in the inception documents, update it regularly and give it prominence in the final project report.	1: design 6: sustainability	Implementers (incl. IICA), development partners (incl. STDF), beneficiaries (incl. COSAVE)
6. Consider a role for the private sector in future phytosanitary projects and COSAVE/NPPO activities.	1: design 6: sustainability 7: impact	COSAVE, NPPOs, IICA, private sector organisations

Recommendation 1: Support continuation and consolidation of the ERVIF regional online inspector training programme

Rationale: It is generally agreed that this programme can add real value, in line with regional phytosanitary objectives. IICA and COSAVE have been updating and streamlining the ERVIF international module, and COSAVE is exploring funding options; however, they may need assistance and advice on how to make the ERVIF self-sustainable over the longer term. COSAVE should take the initiative to seek support from the relevant development partners. IICA should play a stronger role in underpinning sustainability, since the idea came from it in the first place. It has enough funding and high-level convening power to help COSAVE manage this and other issues. (Political will is a critical factor, and NPPOs and RPPOs are not always in a position to influence it.) In the end, the ideal solution would be for national governments to allocate funds to NPPOs in each annual budget for such training for all inspectors. Senior officials and ministers would need to be convinced of the value of such a programme in quantitative terms *a priori* and on an ongoing basis. Development partners may be able to assist in developing a strong case to present.

Responsibility: COSAVE, IICA, NPPOs

Recommendation 2: Encourage broad use of the collaborative, ‘by technical officers for technical officers’, *learning-by-doing* approach used in this project.

Rationale: This good-practice approach proved successful in achieving key project and STDF objectives. It should be encouraged and adopted more widely in capacity building on implementation of standards and norms, taking into account practical suggestions from participants and experts. In addition to stronger ownership and application of key outputs, and fruitful contact networks, the approach has been observed to contribute to stronger team spirit and stability in phytosanitary teams. This can offset the problem of trained officers transferring to unrelated duties soon after completing capacity development.

Responsibility: IICA, COSAVE, development partners.

Recommendation 3: Find a constructive way to institutionalise accountability for the sustainability of the key outputs.

Rationale: Given that the outputs assist in implementing the spirit and letter of internationally agreed standards, institutional commitment to sustaining them is a logical expectation of the ministries that agreed to and benefited from the project. While skills, knowledge, guides and good practices acquired are being applied in the NPPOs and COSAVE, several of the key tools have not been rolled out and sustained as projected (e.g., surveillance IT platform, ERVIF inspectors training programme, impact assessment methodology). For future projects, the funding agency, key partners and relevant ministries may wish to clarify upfront *in writing* the respective institutional post-project commitment to the sustainability of key outputs. This could be part of approval processes, and should be reflected in the design and the exit strategy, with the aim of ensuring the practical implementability of the proposed outputs.

Responsibility: NPPOs, COSAVE, national governments

Recommendation 4: Strongly encourage recipients of project funding to assess rigorously needs, risks and sustainability issues in their application/inception and reporting documents.

Rationale: Including rigorous needs, sustainability and risk assessments in the project design, inception report and periodic reporting, tends to produce more targeted, realistic goals and more effective implementation efforts throughout the project. These assessments should also feed into the implementer’s exit strategy at both the design and exit stage (Rec. 5). To ensure that the assessments meet expectations, funding agencies should provide practical templates, training, mentoring, examples of good practice, and regular feedback.

Responsibility: Implementers (incl. IICA), beneficiaries (incl. COSAVE), development partners (incl. STDF)

Recommendation 5: Strongly encourage implementers to spell out a plausible exit strategy in the application/ inception documents, and to review it yearly, update it in the final periodic report, and give it prominence in the Final Project Report.

Rationale: An exit strategy helps keep a focus on attaining and sustaining the end-objectives over the longer term. It also provides predictability as a project nears completion. This is a basic aid-effectiveness issue that the OECD, UN, World Bank and bilateral donors have delved into in recent years. The smooth exit from a project should be the joint responsibility of the implementer and the beneficiary, and should be addressed initially in the design stage. Development partners can encourage this good practice via practical templates,

training, mentoring, case examples for implementers, and follow-through action to support beneficiaries in carrying out their sustainability action plans.

Responsibility: Implementers (incl. IICA), development partners (incl. STDF), beneficiaries (incl. COSAVE)

Recommendation 6: Consider a role for the private sector in future phytosanitary projects and COSAVE/NPPO activities.

Rationale: A private sector perspective can add valuable understanding and reality checks, and underpin sustainability. Interviews and responses to surveys revealed strong support for targeted private sector involvement in phytosanitary-related activities. In future phytosanitary projects, the funding agency and the implementing organisation may wish to seek innovative ways to foster private sector participation in the areas that would benefit from their presence. Project participants and private sector stakeholders suggested the following, *inter alia*:

- Consult phytosanitary experts with a private sector background or in relevant private sector organisations during the design and implementation of projects (*COSAVE, NPPOs, private sector*).
- Set appropriate objectives, goals and indicators for private sector participation in projects (e.g., as is currently done for women and other groups) (*IICA, COSAVE in consultation with private sector*).
- Utilise convening power to establish stronger dialogue with the private sector with the aim of breaking down the barriers caused by distrust and lack of mutual understanding (*COSAVE*).
- Establish with relevant private sector groups appropriate mechanisms for consultations on phytosanitary issues and especially on potential revisions or creation of new measures, in line with international good practice (*COSAVE, NPPOs*).

Responsibility: COSAVE, NPPOs, IICA, private sector organisations

5. Lessons Learned and Stakeholders' Suggestions

This section addresses the questions: *What worked and what didn't? What could be done better next time?*

5.1 Overall lessons learned from Project design and implementation

1. **NPPOs with a solid core team of phytosanitary technical officers and experts tended to display better longer-term outcomes from the project than those with regular rotations.** In this project, sustainability was negatively affected in some cases by rotations and retirements that led to a scattering of the capacities and skills acquired from the project. Among other benefits of a permanent core phytosanitary team, a number of stakeholders, including the private sector, highlighted how such continuity contributes to more effective trade negotiations and more constructive relations with producers and traders.
2. In areas with so many national political and trade interests, it is important to **assess evolving national sensitivities, priorities, challenges and risks** at the design stage and regularly during implementation, in order to adjust and manage expectations and desired outcomes. A good practice is to update such analyses in the yearly plan, and to report on them in the six-monthly progress reports. (This lesson applies **overall**, as well as for specific issues related to this Project, i.e., Results Areas/Components 1, 2, 3: *resources, political will*; Components 1, 2, 4: *complexity, need to involve a broader skills or interests base*; all Components: *interaction with the private sector*.)
3. Regional projects should **assess carefully the potential risks and success factors before establishing goals the achievement of which depends primarily on third parties**, and not on the implementing partnership. This refers in particular to the national inspector-training modules (Results Area/Component 3), where the programme depended on securing the active cooperation of both universities and governments on a sustainable basis.
4. **Target the correct implementation levels for designing and using tools.** An example is the methodology for measuring the impact of phytosanitary measures (Results Area/Component 4). This kind of assessment often forms part of good regulatory practice, to help inform decision making on what type of measure – if any – is most appropriate. Participants highlighted that the design and testing of the methodology needed a broader base of expertise (e.g., economists, econometricians, sociologists, trade diplomats, etc), as well as private sector input. Participants said they – as technical officers - acquired a good understanding of their role and input in such a process, but several considered that the methodology itself might be better placed at higher levels of decision making, given its multi-input, multi-impact nature.

5. **Ensure that all experts in tool-development activities embrace a participatory approach.** This was a guiding principle of this project and a key to achieving the overall objectives. Where this principle was not observed, work had to be repeated amid delays and angst.

5.2 Stakeholders' suggestions

Interviews and surveys generated numerous suggestions for practical improvements relating to organisation, delivery and sustainability of project activities. This applies to ongoing as well as future activities. With a few exceptions, each of the following suggestions was raised independently by more than one person and in more than one country.

Suggestions for designing and implementing similar types of activities:

- **Scheduling:** Schedule more time for programmed activities, to better combine with work obligations.
- **Participants:** Choose participants with the appropriate background and take into account their retirement or rotation dates.
- **Experts:** Ensure academics or consultants have relevant experience in the area involved. Don't limit the consultants to Spanish and English speakers; rather, seek out the best ones even if they speak German or French, and establish an appropriate budget for interpretation and translation.
- **Continuity:** Try to ensure the continuity of the same participants during the whole process, and if necessary add new participants at different points, while maintaining intact the core group that was there from the beginning.
- **Sum-Up:** Have a synthesis and closing session at the end of each component and each ERVIF module.
- **Sustainability:** Incorporate appropriate follow-through mechanisms overall and for individual components, perhaps building a time-limited mentoring function into experts' agreements and budgeting.
- **Monitoring:** Incorporate a monitoring function into project design to see if the NPPOs are applying the tools and knowledge during and after the project.

Suggestions of themes for future projects or for incorporation into ongoing activities

- Prevention systems, with an emphasis on new methodologies and working systems, e.g., use of Phytosanitary Intelligence with standardised information systems and territorial modelling to assist in decision-making.
- Standardise and update phytosanitary terminology. *"We need to break with certain structures and think outside the box. 'What is a pest', for example. Design a structured approach, with goals, timeframes, deadlines."*
- Ongoing updates on recent phytosanitary inspection practices and treatments applied at interception.
- Technical visits between the different organisations in the region to get to know each other's systems and tools to implement and evaluate phytosanitary measures.

5.3 Comments and suggestions on including the Private Sector in COSAVE activities

Comments and suggestions from participants in the four components (verbatim quotes)

- COSAVE and its Board members should encourage technical officers, bureaucrats and other officials to consult with the private sector during the process of analysing phytosanitary issues, and especially before revising or creating a new regulation (see SPS Agreement). It should promote the full implementation of the relevant good practices endorsed by the WTO, World Bank and other international organisations.
- Future projects could include some joint activities with the private sector, for example workshops in areas of mutual interest and benefit.
- Organise workshops and exchanges to share results of activities and to identify needs and specific requests.
- Create a channel of communication to engage with the private sector and learn about its interests, and promote this link as a means of working together and improving understanding on both sides.

Comments and suggestions from Private Sector representatives (also verbatim quotes)

The Project: The case studies were very good – very practical. The methodology provided for the weed problem could be useful.

The Project has helped generate trust between phytosanitary services and officials. The exchanges lead them to discover that they faced the same problems, and as they begin to work together, they start to understand each other. For example, in weeds, fruit flies, HLB citrus, etc, they have managed to work together; the Project helped to achieve this.

COSAVE has a very important role to play in all areas of plant health and trade: regional harmonisation, regional agreements to modify ISPMs, defence of regional interests. For example, COSAVE recently helped in renewing maize exports to Spain (they had been banned for exceeding maximum residue limits).

Consultations and understanding: At times, governments regulate on the basis of mistrust and uncertainty (rather than science and objective evidence); often they don't know how to analyse or evaluate, they just regulate. NPPOs seek comments from other NPPOs. They don't consult the private sector. Bureaucrats and the private sector don't speak the same language.

Dialogue: Encourage COSAVE to utilize its convening capacity to establish more dialogue with the private sector with the objective of breaking down the barriers caused by mistrust and misunderstanding.

Inclusion of the private sector in future activities: For future STDF, COSAVE, IICA projects, seriously consider including the private sector in the activities. The implementing organisation should explore innovative ways of ensuring the participation of appropriate people from the private sector in areas that would benefit from their presence. They should consult with experts and private sector representatives to identify such areas. The STDF should require objectives, targets and indicators for private sector inclusion, just as it does for the inclusion of women.

Topics highlighted as important by the Private Sector

- Solid phytosanitary technical team in the NPPOs
- Traceability
- Digitalisation which reduces discretion and arbitrary decisions
- E-phyto certificates
- Digitalisation of shipping permits. (*"In Argentina, business people requested that this be computerised, along with using IT solutions to analyse risk. They provided financial support to SENASA, chose the firms for the working group in just two months, and undertook nine months of design and discussions/consultations. The system has been operating since August/September 2022 and is working very well."*)
- Market access: *"We have seen an improvement in recent years, attributed largely to better joint public-private action."*
- Information exchange: *"For example, in Argentina SENASA has the data base and businesses have the data. We both benefit."*

Annex 1: An Overview of Each Results Area/Component

Needs, Desired Solutions, Outputs, Results, Impacts, Sustainability, Lessons, Suggested Improvements


Results Area/Component 1: Surveillance (ISPM 6)

Needs: Information gathering and application of standards, norms and good practices were fragmented. Each country had its own system and its own way of doing things. Understanding of the relevant ISPMs differed from one country to the other, and even inside each country. Levels of development and trust in each other's systems were uneven.

Desired solution: COSAVE and the NPPOs wanted to create a more uniform, systematised IT-based information system that each country could use and build on in order to share data and information about certain pests around the region. They also sought to develop a common language and understanding across the region on both general and specific surveillance requirements, techniques and practices.

Outputs: The IT information system, guidelines, manual and specific pest case studies to demonstrate how to use them.

Results: A basic information system was designed and made available to each country to build on, along with the manual (R1.2), and a collaboratively developed guide for general surveillance (R1.1), a guide for specific surveillance (R1.3), and two case studies (R1.4, 1.5).

 [R1.1.Guia Implementacion VFG.pdf](#)

 [R1.2.Guia Herramienta VFG.pdf](#)

 [R1.3.Guia Sistema VFE.pdf](#)

 [R1.4.EstudioCaso BactroceraDorsalis.pdf](#)

 [R1.5.EstudioCaso Xanthomonas.pdf](#)

54 officers from seven countries developed knowledge and skills to collect and organise information on pests and to design and implement procedures for general surveillance and specific surveys.

Results and Impacts: Technical officers and directors confirmed that the: (1) improvements in understanding and applying norms, (2) better understanding of each other's systems and specific conditions, (3) network of contacts established during the project, and (4) stronger surveillance capabilities, have all contributed to greater trust, better communications and smoother intra-regional transactions and procedures. Improved surveillance competence has also facilitated trade negotiations and eased market access (EQ4, 6).

COSAVE said it used the guides produced under this component to help IPPC update ISPM 6 in 2019. Moreover, participation in the Project has facilitated proposing COSAVE NPPO technical staff for IPPC activities, such as the elaboration of the Pest Status Guideline and the revision of ISPM 8 on pest status determination in an area.

In addition, the project contributed to a new COSAVE working group that is focusing on phytosanitary intelligence to prioritise surveillance risks in the region.

The work has helped clarify links between surveillance and food safety which is useful in traceability; for example, packaging is an important element in food quality. Another interesting area of investigation is following up on 'fiscal risk', given informal operators' association with producer and consumer risks.

The following quotes from Directors and Technical Officers illustrate these improvements:

Surveillance Component Outcomes

SENASA Argentina: The tools, knowledge, experience and benefits of the interaction during the project have been incorporated into day-to-day operations, contributing broader vision, clearer criteria and stronger technical underpinning for the work."

SENAVE Paraguay: "The activities and outputs have led to more uniform criteria in the region and facilitated access to materials that we need for our daily work in the NPPO...technically underpinning decision making and recommendations for cons." "I can confirm progress in phytosanitary surveillance and plant quarantine in my country due to the Project. In the region in general, it contributed to stronger capacity in all the areas covered." "With these tools we are using our resources and time more efficiently." "The general surveillance manual has been implemented in daily work. We have learned to work in a more organised and procedure-oriented way." "We have improved relations with colleagues in other NPPOs and other relevant institutions. This has had a positive impact in all ways."

SENASA Perú: "Before we did not have a real idea of how phytosanitary surveillance was carried out in other countries. The project allowed us to take advantage of their experiences and apply them to our own activities. This

allows us to request and share information on pest status, ways of monitoring pests and mechanisms of securing information.”

Sustainability: Technical officers confirmed they were applying the good practices in collecting and managing data, and using it to establish general surveillance programmes and specific pest surveys, and to a degree, national databases. *“The surveillance manual was sufficiently practical, broad and flexible to adapt to different contexts without losing effectiveness. It is being used in its updated version.”* (Argentina).

However, the IT information system for Regional Surveillance has not yet eventuated. *“It was foreseeable that both the IT system and its manual would become obsolete; this was raised at the workshop.”* (Argentina). SENASA technicians have since developed an IT solution that they say is easy and economical to use and maintain. SENASA is working with Brazil and Uruguay in this area, and - especially - has been helping Paraguay set up a national information system for general surveillance based on this model (Paraguay reports it has now found an expert to keep it updated).

Component 1: Surveillance data collection/IT systems

“In 2015 Argentina had a fairly simple but effective system that was provided on an open-code basis for the project’s surveillance data platform. The idea was: with only basic modules and functions, it would be uniform for all to use and adapt to their own needs and systems. Paraguay was similar to us. Bolivia, Perú and Uruguay were enthusiastic in the beginning to incorporate it, but... Chile had other criteria for prioritising pests – aimed more at specific surveillance. Brazil was working on its system with universities, which have a lot of information available. Since then, Argentina’s phytosanitary information system has developed into a very useful tool with more information and more functionalities and modules, including pest reporting and other private and public sector uses.”

Source: Dirección de Información Estratégica Fitosanitaria, Dirección Nacional de Protección Vegetal, SENASA Argentina

Challenges: The key challenges regarding the data platform are technology and resources, i.e., creating a user-friendly, easy-to-update, economical information system, and finding funding and experts to maintain and update the system regularly. In addition, finalising and implementing such systems nationally and regionally require political will; transparency can be an issue at times. A regionally harmonised information system is an area that may still require dedicated work on a COSAVE-wide basis.

Lessons learned/participants’ suggestions for improvement:

- It would be desirable to ensure the continuity of the same participants during the whole process and if necessary, add new participants at different points, while maintaining intact the core group that was there from the beginning.
- In areas with so many *national* political and trade interests, it is important to assess evolving *national* priorities, sensitivities, challenges and risks on a regular basis at the design stage and during implementation, in order to adjust and manage expectations and desired outcomes.
- It was foreseeable that the IT system and manual, as originally planned, would become obsolete sooner than desired. It may have been useful in the project design stage to assess various options to achieve the objective of regional data sharing, perhaps utilising a list of sustainability criteria as a ‘reality check’.
- It would be better to hold the capacitation session *after* validating the guides, in order to train on the basis of a final product.
- It would have been useful to have a synthesis and closing meeting at the end.
- For the future, it will be important to standardise and update terminology. *“We need to break with certain structures and think outside the box. ‘What is a pest’, for example. A structured approach, with timeframes, deadlines and goals would help.”*

IT system sustainability

It is not enough to have the **IT system**; rather, it is also crucial to have the necessary human and financial resources to implement it, maintain it and modify it to each country’s specific requirements and contexts.

- Involve not only phytosanitary officers but also IT technical staff who can (within their capabilities and availability, but with a clear commitment) ensure support continuity in each country.
- Extend the training over a longer period to allow each country to try the system, and then, in a second workshop after a few months, explain their respective experiences, pose questions and identify concrete needs. This sequence could go on for as long as necessary, bearing in mind that it would involve higher organisational and administrative costs than the original programme.

Results Area/Component 2: Pest risk analysis (PRA/ARP) (ISPM 11)

Needs: The NPPOs wanted additional more sophisticated tools to address pest risk assessment and management. Although officers had completed numerous training programmes, they had serious problems






with implementation, especially in assessing economic consequences. This was the main problem to address since many were agricultural engineers with little exposure to economic analysis. The other key area of interest was how to deal with ‘plants as pests’ (weeds/*maleza*), an important and persistent priority.

Desired solution: COSAVE and the NPPOs determined that they needed guidelines with quantitative indications on how to analyse the potential economic and non-commercial consequences of pest entry.

Challenges (to implement the component): Finding the right experts (IPPC helped). The work proceeded smoothly once it was refined to focus more clearly on the objectives of ISPM 11.

Outputs: A guide to evaluate the risk of entry of plants as pests (weeds/*malezas*) (R2.1), guidelines to evaluate the economic effects and non-commercial and environmental consequences of the entry of pests (R2.4), three case studies (R.2.2, 2.3. 2.5).

Results:

-  [R2.1.Guia Evaluacion de Riesgo.pdf](#)
-  [R2.2.Analisis Riesgo Ambrosia.pdf](#)
-  [R2.3.Analisis Riesgo Hydrocotyle.pdf](#)
-  [R2.4.Directrices Evaluacion.pdf](#)
-  [R2.5.Evaluacion Bactrocera.pdf](#)

37 technical officers from seven countries improved their knowledge and practical skills through collaborative work to develop, test and validate guides to: (1) assess the economic and non-economic (e.g. socio-ecological) risks of pest entry, and (2) analyse the risks of the entry of weeds (*maleza*).

“We needed a structured guide to evaluate the risk of plants as pests. Even if there was something in ISPM 11 (PRA), it was not enough. That is why the tool we developed included a methodology for analysing that item in particular. At the same time, the component offered a regional forum where people from different countries could delve into the topic. It also facilitated closer ties among regulatory (central) and operational (inspectors) areas and other relevant government institutions. These ties have endured over time.” (Argentina)

Impacts: The skills and knowledge are being used to good effect in the region, facilitating evidence-based decision making, according to NPPO Directors. The weed component was helpful in providing a structured way of dealing with an area that continues to pose major problems in the region. The private sector was pleased with this (especially cereals and vegetable oils producers/exporters). The socio-ecological analyses led to a useful strategic relationship between SENASA and the Ministry of Environment in Argentina which is proving beneficial as climate change and ecological issues gain prominence.

Sustainability: Technical officers and Directors confirm they are using and disseminating the knowledge, guides and skills to assess risks of particular pests, generate data and contribute information to the decision-making process for more effective pest management. “I have shared the guides with officers in areas addressing related topics, e.g., Plant Foreign Trade Directorate; and areas that assess other factors related to pest entry, e.g., Biosecurity section of the Directorate of Phytosanitary Strategic Information.” (Argentina).

Specifically regarding the guidelines to analyse economic and non-commercial and environmental effects, some NPPO officers said they were focusing primarily on the economic side; others were also finding the socio-ecological assessment useful and interesting. Chile explained that because the rigorous process requires considerable time, they use the guidelines mainly for special cases a few times a year to provide evidence to justify allocation of resources and to take strong measures to reduce the risks of absent pests. (Chile)

Lessons learned/participants’ suggestions for improvements:

- At the design stage (to avoid delays later on), focus clearly on the desired objective (ISPM implementation).
- Include academics, other relevant institutions, private sector representatives, etc, in accordance with the topic being addressed and how they can add value or benefit.
- Aim to generate simple tools that:
 - encourage science-based technical thinking
 - are based on accessible and digitalised information,
 - are easy to update
 - facilitate efficient decision-making processes, given the scarcity of economic and human resources.

Results Area/Component 3: Inspection/Certification: ERVIF Online School, International and National Modules

Needs: There was no structured inspector training programme in the region. In most countries, inspectors learned on the job by working with a senior officer. Few had attended structured learning or understood the world of phytosanitary standards, norms and good practices. Inspectors at border posts had little opportunity to participate in training or other contacts with peers apart from border counterparts. Thus, knowledge and analytical skills were not always adequate. This led to differing practices not only at borders, but also within countries, causing delays and affecting the smooth functioning of trade.

Desired solution: The NPPOs and COSAVE determined that they had to develop a standardised inspector training system to impart common understanding, language and practice across the region. They decided that regional joint online training would be the ideal way to achieve this, complemented by national programmes adapted to each country's specific needs (including building on those that already existed). The conceptual process that led to ERVIF started in 2012 and focused on delivering a good professional understanding of the global and regional phytosanitary system, standards and norms and good practices (especially the WTO SPS Agreement and the IPPC/FAO norms.) [Note: At the same time, IICA was, with STDF support, developing a similar online programme in Central America (ERVIA). While the IICA-COSAVE group was aware of ERVIA, and both programmes had some similarities, they were not in close contact.]

Outputs: Development and testing of a **standardised online training module** – ERVIF, with two 1-year pilot programmes (R3). **Core group of trained lecturers**, tutors, and assistants, and a full set of **course materials**.

Results: [R3.Modulo Internacional.pdf](#)

The IICA/COSAVE ERVIF online school (*escuela virtual*) delivered two 1-year pilot programmes in 2016-17 and 2017-18. More than 30 teachers, tutors and academic assistants received targeted training before programmes started. And 54 inspector/certifiers from the seven countries finished the two rounds: 21 in the first round, and 33 in the second. An additional programme was held in 2020-21, after the STDF project finished. Each round was evaluated and courses were refined. According to the survey and interviews, the online platform worked well and was easy to use for both independent study and group exercises. Complementing the coursework and the 'live' direct contact with professors, the hands-on group work was crucial in facilitating absorption of the knowledge and creating durable regional networks. Participants highly rated the value of such a regional programme and strongly supported its continuation in order to sustain the benefits achieved.

Challenges to implement ERVIF in 2016-2018:

- Contracting and training the right lecturers, tutors and academic assistants (most with phytosanitary background).
- Adapting the materials and format to online individual and group work.
- Keeping people motivated to finish the coursework online over 12 months. (Some participants in the same country said it helped that they were able to work together, even online). The dropout rate was high – over 40%; 21 of 38 officers enrolled finished the first round, and 33 of 54 the second.

Impact: Inspectors/certifiers who completed the year-long programme confirmed that they had acquired and were putting to good use more standardised practices, 'common language' and solid regional networks of contacts. This was contributing to more flexible crossborder bureaucracy, smoother border trade transactions, and a stronger 'team spirit' in the region. *"I apply what I learned in all my inspections on a daily basis."* (many participants).

Sustainability: Key issues are political will, funding and human resources. However, *demand is strong*. Those who participated recommended strongly that all inspectors, especially new officers, take the programme. They may have the chance to do so. COSAVE and IICA are cooperating to relaunch a new ERVIF programme by the end of 2023. They are updating the contents, streamlining the format, and adding areas that will attract the private sector (based on a survey of business interests in late 2022), in the hope of securing private sector funding. Many of the teachers/tutors remain available, and the former Project Director is playing an important role.

National Modules: A work in progress

Sets of materials for the National Modules were largely completed for **four of the seven countries (Argentina, Chile, Uruguay, Paraguay)**. National institutions (mostly universities) were identified and approached to offer the courses. The results were mixed:

Argentina and Chile already had systems in place, in cooperation with universities, and the Project helped improve them; the NPPOs are building on and updating these systems.

Uruguay: After two years of trying, it was decided not to involve universities; rather, the ministry developed the module, and it worked well. The Director of DGSSAA and COSAVE are now discussing how to provide the training to new officers.

Paraguay has had a programme for some time at the Universidad de Asuncion; in 2021 it went online due to Covid. The government hopes to use it for the many new inspectors that have come onboard.

Perú: The Project team, after considerable effort, decided it was unable to interest a suitable institution to host the programme.

Bolivia: The Project team tried to reach an accord with the Universidad de Santa Cruz three times, without results. At present, the universities have internet only intermittently, so online courses are not practical.

Brazil did not work out: the Project team identified a university and started to work with it, identifying materials and tutors. A partial payment was made, but nothing more happened.

Sources: Project reporting, interviews

Lessons learned/ suggestions for improvements

From lecturers:

- Have a zoom session involving all the students after each chapter, to foster visibility and connection. *‘This was before the era of zoom, and we had no face-to-face contact with the participants.’*
- Highlight the importance of harmonising procedures with international and regional standards. *“This will facilitate the inspectors’ job and strengthen national and regional phytosanitary certification systems.”*
- While 12 months was enough time for most, it might be good to allow more time – or a preparatory phase - for those students who need to catch up with the others. *“There were large differences among the students’ in terms of their knowledge base, and some would have benefited from more time to get up to speed.”*

From participants:

- Have at least some ‘live’ virtual sessions with the lecturer, instead of all ‘do it yourself’ modules.
- Make the ERVIF more hybrid if possible; face-to-face contact from time to time (or at the end, as a sum-up) could enhance the outcomes, increase the chances of building a contact network, and reduce the dropout rate (*several participants suggested these improvements*).
- Make the ERVIF a permanent regional service to educate new inspectors and keep existing ones up to date.
- While 12 months was enough time for most, it might be good to allow more time – or a preparatory phase - for those students who need to catch up.
- Some thought the programme could be streamlined, eliminating some topics and tightening others, for a series of shorter, highly focused modules, combined with more time for multi-country group assignments.
- Consider incentives to encourage successful completion of the course (e.g., salary increment, better prospects for promotion, etc).

Results Area/Component 4: Evaluation of the Socioeconomic Impacts of Phytosanitary Measures (ISPM 14)

Needs: Concern existed because NPPOs were establishing phytosanitary measures without a methodology/ tool based on agreed international guidelines to guide and help them analyse the potential social and economic impacts.

Desired solution: COSAVE and NPPOs decided that a methodology and guidelines were required, based on the integrated system approach of ISPM 14.

Outputs: A methodology and users guide (R4.1). Two case studies (R4.2: Argentina and Brazil)

Results: 21 officers learned how to apply the methodology and guidelines via case studies on topical issues.

 [R4.1.Metodología Evaluación Impacto.pdf](#)

 [R4.2.EstudioCaso Argentina.pdf](#)

 [R4.2.EstudioCaso Brasil.pdf](#)

Impact: Participants said the programme was quite useful in broadening perspectives on potential problems and areas requiring deeper investigation before establishing a phytosanitary measure. They also gained an appreciation of the importance of interacting with the affected parties in the productive sector. Several participants said they were now applying these aspects in their work on phytosanitary measures.

Sustainability: At the national level in the COSAVE region, the Methodology has not achieved the desired uptake. Participants in the component noted that while the methodological approach is important in the implementation of *high-impact measures*, given its intensive, interdisciplinary nature it is not feasible to apply it, in its totality, in daily work that does not deal directly with such regulations.

Participants highlighted that the design and testing of the methodology needed a broader base of expertise (e.g., economists, sociologists, etc) to cover all the issues. This sort of assessment normally takes place as part of good regulatory practice, to inform decision making on what type of measure – if any – is most appropriate. Participants said they as technical officers acquired a good understanding of their role and input in such a process, but some considered that the methodology should be targeted and applied at higher levels.

The topic, closely tied to good regulatory practice, aroused considerable attention both before and after the project, leading to an event to promote broader diffusion in the Américas region. On 17 November 2020, IICA organised, a demand-driven online event to present the *Methodology for the evaluation of the socioeconomic impact of phytosanitary measures* (MEIS), to share experiences and lessons learned, and promote the application of this methodology in other countries of the Américas region. IICA was not aware if any of those participants decided to use the methodology after the presentation.

Lessons learned/participants' and experts' suggestions for improvements:

- It is important to target the right level, the right authority and the right expertise base from the beginning in order to ensure the desired application of the Methodology.
- For such a complex topic, 12 rather than eight, months should be allocated; this would have been possible with the same budget, according to the consultant who delivered the training.
- Design rigorous criteria to select participants with appropriate technical and evaluation experience and secure commitment that they complete the whole sequence of activities.
- Include experts in phytosanitary regulation who can apply the theory to actual situations.
- Create impact assessment working groups in NPPOs or Agriculture Ministries with combined expertise in phytosanitary, econometric, trade, social and environmental analysis.

Lessons from implementing the impact methodology in one NPPO

“Even though we used the tools and guides in a case study during the programme, applying this methodology to day-to-day work invokes a number of difficulties, such as:

- ✓ The implementation of the Methodology requires a team of professionals in all the areas involved. The NPPOs should have technical specialists in agriculture as well as in economics and social issues. NPPOs and working groups should strengthen interdisciplinary teamwork.
- ✓ It requires a joint effort with the private sector, as well as in research and statistics.
- ✓ Adequate time is needed to acquire and understand the tool.
- ✓ One of the main difficulties in applying the methodology is getting the necessary information.
- ✓ It is a complex and intensive process that can take months of analysis (minimum 6 months). Therefore, it is crucial to define clearly the problem to be assessed.
- ✓ It is important to have good guidelines for interpreting the results at each stage, based on the agreed objectives, verifying the accuracy of the data and its interpretation.”

Source: Participant in Component 4

Suggestions for future capacity development on evaluation of impacts of phytosanitary measures

From the experts:

Participation: Develop clearer criteria for participation; these should be rigorous and take into account bureaucracy, policy and politics. Participants should have a basic understanding of evaluation, as well as technical experience. Criteria should permit selectors to identify people who can influence change.

Design: This component had a very tight timeframe (8 months). For the same money, it could be done over one year with less pressure and ostensibly better results.

Commitment to implement: Ministries should be required to implement the results of the project and create the necessary structures to do so. This expectation should be made clear from the beginning of the project.

Monitoring and follow-through: Post-project targets should include ongoing monitoring and where necessary action to support such implementation.

From participants:

Strengthen the methodology: Develop an IT tool that would accompany the methodology and:

- consider the four stages of the evaluation process
- permit identification of information sources
- facilitate data collection in a more interactive way with the sources of the information
- automate data processing
- permit continuity in the loading of data series
- visualise key evaluation indicators and their evolution
- issue reports upon demand.

Interdisciplinary capacity: To make the tool and the benefits more sustainable, develop working teams with specific capabilities in econometric, social and environmental analysis.

Annex 2: Evaluation Matrix

(Updated to reflect final questions, actual sources, methods, verification tools and limitations.)

EQ 1: Did the project do the right things? How well did the project design address concrete issues affecting the countries' capacity to respond to phytosanitary requirements and challenges, improve trade performance and competitiveness?				
Evaluation criterion	Relevance*			
Sub-questions	Indicators	Information sources		Methods /Tools
		Primary	Secondary	
1.1 To what extent did the objectives and design of the project respond to concrete, well-documented needs and priorities of the key beneficiaries and other relevant parties in the region 1.2 How did they reflect the STDF's goal to facilitate safe trade? 1.3 How were varying interests and needs, ownership, and other factors related to the project's multi-country, multistakeholder context addressed in the design and implementation? 1.4 Did the project's theory of change, assumptions and risk management strategy prove to be realistic? 1.5 Over the course of implementation, did the project remain focused on key priorities?	<ul style="list-style-type: none"> Extent to which the objectives reflected priority phytosanitary goals and problems. Extent to which the design and strategy addressed <u>concrete</u> evidence-based phytosanitary issues. Coherence with STDF overall goals and objectives and its regional strategy. Clarity of the respective roles of IICA, COSAVE and national governments The project's 'inclusiveness' during implementation (not leaving any COSAVE country out) Evolution of the assumptions and risk management strategies during implementation. 	<ul style="list-style-type: none"> STDF, IPPC, FAO, WTO documentation STDF goals relevant to the project priority areas COSAVE, IICA documentation/ interviews Interviews with stakeholders Project Document, Work Plan Correspondence (STDF, IICA, COSAVE, etc) Reporting 	<ul style="list-style-type: none"> COSAVE Strategy Analytical reports from international and national sources Project documentation Reports on and evaluations of other similar projects in the same region 	<ul style="list-style-type: none"> Reviewed project design documents and results, including concept papers, needs assessments, results, plans, reports, correspondence, audits, outputs, surveys, feedback from training, etc. (<i>Baseline data very weak; project logframe indicators are mostly activity indicators, not performance/results indicators.</i>) Analysed/reconstruct the project logframe/theory of change. Conducted semi-structured interviews, using tailored discussion points/questionnaires, with the implementing team (IICA); COSAVE; relevant national ministries and stakeholders; external experts; relevant development partners; relevant international organisations (FAO, IPPC); business organisations; civil society; etc, as appropriate and necessary. Conducted a survey of participants in the 4 sets of workshops, and select some for individual interviews. Documented challenges faced and how they were addressed.

EQ 2: How well did the project fit within the broader development and SPS landscape?				
Evaluation criterion	Coherence*			
Sub-questions	Indicators	Information sources		Methods /Tools
		Primary	Secondary	

2.1 How coherent was the project with the aims/work of relevant international standards-making bodies (Codex, IPPC, WOH)?	<ul style="list-style-type: none"> • Coherence with international phytosanitary objectives. • Coherence with international standards. 	<ul style="list-style-type: none"> • STDF Strategy • SPS Agreement • IPPC, Codex, WOH documentation, esp. regarding S. America 	<ul style="list-style-type: none"> • Regional /COSAVE plans and reports on phytosanitary issues • ISPMs • WTO, STDF, IPPC reports on the region or the participating countries • Needs assessments • Development cooperation reports (IPPC, STDF). 	<ul style="list-style-type: none"> • Assessed how the region's priorities and commitments were reflected in the Project design. • Looked at other support the countries have received before, during and after this project. • Sought reports and needs assessments by third parties. • Interviewed relevant development partners, project implementers. • Assess donor coordination to the extent possible (not always a transparent area).
2.2 How well did the project design fit vis-à-vis other interventions in similar areas?	<ul style="list-style-type: none"> • Coherence with the countries' multilateral and regional trade and other SPS commitments. 	<ul style="list-style-type: none"> • ISPM documentation • Interviews with stakeholders 		
2.3 How were the linkages and synergies managed with other relevant programmes and projects in the same region?	<ul style="list-style-type: none"> • Complementarity with similar activities carried out by other development partners, national governments, regional institutions 	<ul style="list-style-type: none"> • Interviews with development partners • Project Documents and Reporting 		
2.4 To what extent did other interventions underpin or undermine the project, and vice versa?	<ul style="list-style-type: none"> • Any duplication or overlap. • Donor coordination mechanisms 			

EQ 3: Was the programme implemented with the best possible use of resources and inputs, in terms of quality, quantity and timing?

Evaluation criterion	Efficiency*			
Sub-questions	Indicators	Information sources		Methods /Tools
		Primary	Secondary	
3.1 Was the project a cost-effective way of addressing the beneficiaries' stated needs?	<ul style="list-style-type: none"> • Timeliness of fund disbursements • Transparency of spending and use of funds 	<ul style="list-style-type: none"> • Project activity documentation including Progress Reports • Financial reporting • Audit reports • Interviews with stakeholders • Project-related correspondence • Surveys 		<ul style="list-style-type: none"> • Conducted semi-structured interviews with project implementing team, all key partners (COSAVE, NPPOs, IPPC, IICA, STDF). • Included specific questions in surveys. • Analysed management of funding and other resources. • Assessed how different spending and delivery options were considered in the design and provision of services. • Documented challenges faced and how they were addressed.
3.2 To what extent did the project deliver results in an economic and timely fashion, as per project documents and plans? ⁶	<ul style="list-style-type: none"> • Extent to which activities, outputs, and services were delivered <u>on time</u>, and <u>within Budget</u>, as per Plan 			
3.3 Did the project deliver the desired results in a well-sequenced way?	<ul style="list-style-type: none"> • Extent to which the project pursued the desired results in a well-sequenced, cost-efficient way. 			
3.4 How well was the project managed? Was it good value for money?	<ul style="list-style-type: none"> • Extent to which the programme remained focused on key priorities, yet proved sufficiently realistic and flexible to cope with challenges. 			
3.5 How well did the project implementers and key partners meet the requirements of reporting and other communications with stakeholders?	<ul style="list-style-type: none"> • Efficiency/effectiveness as viewed by other stakeholders • Transparency and accountability of the implementer • Timeliness and user-friendliness of reporting 			

⁶ The OECD describes "economic" as the conversion of inputs (funds, expertise, time, etc.) into outputs, outcomes and impacts in the most cost-effective way possible, compared to feasible alternatives in the context. "Timely" delivery is defined as delivery within the intended timeframe, or a timeframe reasonably adjusted to the demands of the evolving context.

EQ 4: Did the project achieve its objectives?				
Evaluation criteria covered		Effectiveness and Results*		
Sub-questions	Indicators	Information sources		Methods /Tools
		Primary	Secondary	
<p>4.1 To what extent were the project outputs and desired results achieved (based on the indicators in the project design logframe)?</p> <p>4.2 To what extent have these results contributed to the achievement of the Project's and STDF's overall objectives and goals?</p> <p>4.3 To what extent are the partners and beneficiaries applying and sharing the acquired knowledge, tools and good practices? (Linkage to STDF Outcome 2: "Greater access to and use of good practices and knowledge products at global, regional, national level".)</p> <p>4.4 How have the confidence and competence of officers dealing with SPS issues evolved since 2015 as a result of this project?</p> <p>4.5 What were the major factors influencing the achievement or non-achievement of the project objectives and desired results?</p> <p>4.6 How well did the project stakeholders manage relationships, change and risks?</p> <p>4.7 To what extent were crosscutting issues (particularly gender and environment) addressed in the design and in practice?</p>	<ul style="list-style-type: none"> Declared results vis-à-vis indicators in Project Document and Final Report Relevant indicators from other EQs Participants' adoption and use of the good practices and ISPM standards as a result of the support Responses to survey and interview questions and discussions Views on IICA's and COSAVE's management of the project Effectiveness of multi-stakeholder approach in delivering results Participants' satisfaction with Project services, outputs, results Extent to which outputs contributed to desired results and outcomes Effectiveness of risk management strategies and actions vs actual risks encountered Effectiveness as viewed by other stakeholders Transparency and accountability of the implementer 	<ul style="list-style-type: none"> Project documents/ reporting Strategies and Goals of STDF, IPPC, COSAVE, NPPOs Surveys Interviews with STDF, project implementing team, other IICA managers, COSAVE, selected NPPOs, experts, participants in project activities Interviews with third parties (eg, academics, private sector, trade officials) 	<ul style="list-style-type: none"> Available baseline information Relevant third-party reports on regional performance, including WTO, World Bank, FAO, IPPC, etc 	<ul style="list-style-type: none"> Analysed/reconstructed the project intervention logic/theory of change, to use it to guide the evaluation. Identified change influencers and analysed the assumptions related to their role. Consulted selected stakeholders using targeted questionnaires, semi-structured interviews, and if appropriate, focus group discussions. Compared reported results with desired results and the respective activity indicators. Analysed progress against any baseline data and relevant reports and analyses. Assessed quality and utility of project outputs. Assessed in interviews, survey responses the extent of uptake of the tools, guides, etc. Documented challenges faced and how they were addressed. Tested findings using triangulation methods (i.e., several people from different organisations or areas provide similar responses independently, without prompting). <p>Limitations: The project's indicators were virtually all activity indicators, not results indicators. The Final Report Logframe Annex was not comparable to the ones used in periodic reporting. There was little quantifiable baseline data.</p>
	<ul style="list-style-type: none"> Project's contribution to crosscutting objectives. Mainstreaming of gender and environment in design 			<ul style="list-style-type: none"> Reviewed the project design and monitoring for attention to crosscutting issues. Assessed extent to which gender and environment issues were mainstreamed in project activities and plans.

EQ 5: What difference did the project make?	
Evaluation criterion	Impact*

Sub-questions	Evidence/Indicators	Information sources		Methods /Tools
		Primary	Secondary	
<p>5.1 To what extent have the capacity development, tools and analytical support contributed to the achievement of the project's broader objectives, including facilitation of safe trade and implementation of the relevant aspects of the WTO SPS and Trade Facilitation Agreements and the STDF programme goals of "increased and sustainable SPS capacity" to "facilitate safe trade"</p> <p>5.2 To what extent did the project generate significant positive or negative, intended or unintended, higher-level effects linked to the STDF's theory of change?</p> <p>5.3 What real difference has the project made for the end-beneficiaries (producers, exporters, importers)? What effect has it had on people's well-being, gender equality or the environment?</p> <p>5.4 To what extent has the project contributed to dialogue, partnerships and collaboration at the country and/or regional level? (STDF Strategy Outcome 1: "More synergies and collaboration driving catalytic SPS improvements in developing countries.")</p> <p>5.5 Has the project influenced phytosanitary capacity development nationally, regionally or globally?</p> <p>5.6 What unexpected results and spill-over effects has the project had on capacity or plant health not related to trade? ⁷</p>	<ul style="list-style-type: none"> • Relevant indicators of other EQs, especially EQ 4: Results • Changes in the needs and capacity of phytosanitary institutions, the regional phytosanitary situation, trade performance vis-à-vis key markets, and other relevant indicators over the 2015 base year • Unexpected or unforeseen changes, positive or negative, attributed to the project by stakeholders and reliable third parties • Evolution of key stakeholders' phytosanitary priorities since 2015 • Views on the effectiveness of the multistakeholder, multi-country approach in terms of delivering broader impacts • Extent to which gains can be attributed to the programme (if sufficient information is available) 	<ul style="list-style-type: none"> • STDF Strategy and reports • STDF Theory of Change • Interviews and surveys • Project documents • 	<ul style="list-style-type: none"> • Relevant reports and analyses, including from business and civil society • COSAVE Strategy • Other reports and baseline data, including the WTO Trade Facilitation Report 2022 issued in March 2023 • Statistical data from various sources, including WTO Trade data for each country 	<ul style="list-style-type: none"> • Used the Project's reconstructed theory of change to assess broader impacts. • Conclusions on adoption and use of tools, implementation of ISPMs, and a variety of other impacts, and attribution to the project were based on <u>triangulation</u> – i.e., several people from different organisations or areas provided similar responses independently, without prompting. • Interviewed stakeholders, business people, trading partners, IPPC, development partners, and other relevant people identified in the desk analysis and field visit. • Assessed the extent to which the project outputs and the way they have been used have contributed to regional phytosanitary objectives. • Compared project results/outcomes with STDF goals and objectives. • Posed specific questions on broader impacts (gender, environment, etc). • Posed specific questions on the effectiveness of the 'multistakeholder' approach. • Assessed the following: <ul style="list-style-type: none"> Market access: indicator: agritrade statistics (source: national trade reporting, STDF/WTO, World Bank) Rejections: indicator/baseline: rejection rates 2014/15-2022 (sources: customs reporting, interviews with NPPOs, COSAVE, private sector) ISPM implementation: indicator: rate of adoption of the tools produced under the Project (sources: NPPOs, interviews on uptake of tools and effect on decision making) • Limitations: <u>Agritrade and other statistics</u> did not cover a long-enough period to be able to draw any conclusions, apart from increased trade in plant products. Interviews secured <u>anecdotal reports</u> on specific cases of <u>reductions in rejections and improvements in market access</u>, but regional quantifiable hard data was not available in an easily accessible manner.

⁷ Find more information about the STDF and spillovers at: https://www.standardsfacility.org/sites/default/files/STDF_Briefing_Note_Trade_Spillovers_En.pdf

EQ 6: Have the benefits proved to be sustainable?				
Evaluation criterion	Sustainability*			
Sub-questions	Indicators	Information sources		Methods /Tools
		Primary	Secondary	
6.1 To what extent are the project's outputs/outcomes being used 3,5 years later? 6.2 What actions have been taken by the direct beneficiaries and IICA, as well as other relevant organisations, to disseminate and follow through on the outcomes of the project? 6.3 To what extent was sustainability addressed at the design stage and during the project? What follow-up and promotional activities were planned? 6.4 To what extent did the major assumptions and risks influencing sustainability prove to be correct? 6.5 Do the relevant institutions have the necessary capacities and systems (financial, human resources, institutional) to sustain the project results over time? 6.5 What, if any, further steps are required to sustain the results? 6.6 What, if any, unfulfilled needs or new needs are impeding the uptake of the knowledge and tools created by the project?	<ul style="list-style-type: none"> • Relevant indicators from the other EQs • Extent of beneficiaries' commitment, ownership, willingness and ability to maintain and build on the outputs and outcomes of the Programme • Extent to which the activities were calibrated and sequenced to beneficiaries' ability to absorb, 'own' and sustain the outputs • Impact of challenges experienced during the programme period • Effectiveness of communications and promotion tools 	<ul style="list-style-type: none"> • Interviews with relevant stakeholders • Surveys • Project documents 	<ul style="list-style-type: none"> • Third-party reports and needs assessments • Reports, strategies of relevant government institutions/ agencies • Websites • Other communications mechanisms • Communications outputs 	<ul style="list-style-type: none"> • Review of project documents to determine how sustainability issues were addressed during design and implementation • Review of other relevant documents and analyses regarding institutional SPS capacity and commitments • Feedback from stakeholders (interviews, surveys, post-training evaluation forms, etc) • Interviews with third parties to verify, triangulate initial findings • Specific questions on use of project outputs and the extent to which that solved the problems identified in project needs assessments • Specific questions on evolving needs and challenges • Specific questions on institutional capacities • Specific questions on how development partners can most effectively assist

Questions for Section 5: *Lessons Learned and Suggestions for Improvements*

<i>What lessons can be learned from the project?</i>			
Evaluation criteria covered	Lessons Learned		
Sub-questions	Indicators	Information sources	Methods /Tools
1. What lessons can be learned regarding the project design and implementation process? 2. What experiences and lessons from the project may be relevant to future work to strengthen phytosanitary capacity and facilitate safe trade in the COSAVE region and beyond? 3. What lessons can be learned that may be of importance to the broader donor community, and which should be disseminated more widely? <i>Next Steps:</i> 4. What practical improvements or changes in approach (eg, organisation, strategy, delivery, M&E, etc) should be considered in future project design and planning?	<ul style="list-style-type: none"> • Relevant indicators from other EQs • Issues that stood out in project documentation and reporting • Issues that arose in interviews 	<ul style="list-style-type: none"> • Project documentation, incl. correspondence • Interviews and surveys 	<ul style="list-style-type: none"> • Identified through desk review, interviews, surveys and triangulation what worked and what didn't. • Followed up specific issues in interviews and correspondence. • Posed specific questions on lessons learned in interviews and surveys. • Posed specific questions on how the project could have been improved.

*DAC CRITERIA

1. **Relevance:** the “extent to which the intervention objectives and design respond to beneficiaries’ global, country, and partner/institution needs, policies and priorities, and continue to do so if circumstances change.”
2. **Coherence:** the “compatibility of the intervention with other interventions in a country, sector or institution.”
3. **Effectiveness:** the “extent to which the intervention achieved, or is expected to achieve, its objectives and its results, including any differential results across groups.”
4. **Efficiency:** the “extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way.”
5. **Impact:** the “extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.”
6. **Sustainability:** the “extent to which the net benefits of the intervention continue or are likely to continue.”

Annex 3: Reconstructed Project Logical Pathway/Theory of Change Diagram

Project Inputs (funding & in-kind)	Project Activities by Results Area	Final Project Outputs by Results Areas	Desired Outcomes by Results Area	Intermediary Impacts (changes in actions)	Longer-term Desired Impacts (changes in conditions)
STDF funding. IICA funding for activities and project coordination and administrative staff, including in-kind contributions: IICA partial staff time/salaries for Project Director, Administrative management IICA space for Project Office. IICA field office support. IICA platform for ERVIF training programme.	Activities RA1: Surveillance Planning and capacitation workshops and group activities, underpinned by expert support and mentoring. Collaborative work to develop tools and test them on practical case studies. Refinement and validation of tools.	Outputs RA1: <ul style="list-style-type: none"> General Surveillance Guide Specific Surveillance Guide 2 Case Studies IT data platform and users manual 54 officers from 7 countries completed the activities 	Desired outcome RA 1: Surveillance A regional phytosanitary information system to systematise information collection/organisation; improve technical capacity to implement surveillance actions and early detection of quarantine pests; enhance trust among countries. (ISPM 6)	Greater availability of reliable information across the region, and improved ability to interpret and apply it to design and implement procedures for general surveillance and specific surveys ↓ Phytosanitary measures adapted to specific cases ↓ More effective surveillance	Sustainable phytosanitary capacity Competent surveillance and pest risk management Well-informed decision-making Greater trust among plant health, food safety and trade authorities in the region Well-established regional phytosanitary coordination Credible phytosanitary system Stable/improved national/regional phytosanitary situation/status Safer food and feed → healthier crops, people and animals Stronger agricultural investment and productivity contribute to improving food security, rising competitiveness and solid trade performance. Food security → well-being, poverty reduction, exportable surpluses ↓ ↓ Safer Trade
	Activities RA2: Pest risk analysis Planning and capacitation workshops and group activities, underpinned by expert support and mentoring. Collaborative work to develop tools and test them on practical case studies. Refinement and validation of tools.	Outputs RA2: <ul style="list-style-type: none"> Guide to assess economic and socio-ecological risks of pest entry Guide to analyse the risks of the entry of weeds. 3 Case Studies 37 technical officers from 7 countries completed the activities 	Desired outcome /RA 2: Pest Risk Analysis Regional technical capacity to use pest risk analysis to assess potential economic and non-economic (eg, socioecological) effects of the entry of pests, and risk assessment of entry of plants as pests (weeds). (ISPM 11)	Stronger capacity in key components of pest risk analysis ↓ Reduced uncertainty, stronger confidence and evidence-based data that facilitates informed decision making ↓ More effective pest management	
	Activities RA3: ERVIF reg'l online inspector training <ul style="list-style-type: none"> 2 one-year pilot online programmes to train inspector/certifiers (regional international module). Development of course materials for national modules. Efforts to get universities to offer the programme. 	Outputs RA3: <ul style="list-style-type: none"> International module for regional online training and full set of course materials 30 trained lecturers and technical/academic assoc. Course materials for national modules 54 inspector/certifiers from 7 countries completed the 2 ERVIF int'l modules 	Desired outcome RA 3: ERVIF Permanent regional inspector training programme to inculcate a solid understanding of relevant international agreements, standards, norms and good practices. National module to cover country-specific matters.	More harmonised and systematised inspection/certification processes/practices based on a common understanding of regional & global agreements and standards ↓ Greater predictability, reliability, transparency ↓ Better plant protection ↓ More effective facilitation of safe trade and market access	
	Activities RA1: Evaluation of socio-economic impact of phytosanitary measures Planning and capacitation workshops and group activities, underpinned by expert support and mentoring. Collaborative work to develop Methodology and test it on practical case studies. Refinement/validation.	Outputs RA4: <ul style="list-style-type: none"> Impact Evaluation Methodology & guidelines 2 case studies 21 officers learned how to apply the methodology and guidelines via case studies. 	Desired outcome RA 4: Evaluation of socio-economic Impact of Phytosanitary Measures Tools and capacity to assess the impact of phytosanitary measures implemented by countries to maintain or improve their phytosanitary status. (ISPM 14)	Methodology to assess impact and cost-benefit of proposed phytosanitary measures ↓ Key information needed by senior officials ↓ More informed, evidence-based decisions ↓ More effective phytosanitary measures	

Impact & Sustainability Drivers:

- Practical outcomes (eg, in trade, agriculture) that motivate governments to continue to support access to and use of up-to-date guides, tools, training, knowledge sharing and contact networks.
- Dedicated national budget support to maintain core competences and systems.
- Solid, motivated, well-trained core phytosanitary teams.
- Regional collaborative networks.

Assumptions:

- COSAVE, national Governments, international organisations and donors will continue to encourage, support and monitor compliance with international standards and good practices.
- Regional collaborative efforts, networks and systems will remain active and underpin efforts to achieve the longer-term impacts.
- The private sector will play a constructive role.
- Climate change and other challenges will lead to innovation, not stagnation.

Annex 4: Stakeholders Consulted

*=in person or via zoom/telephone. All three Focus Group sessions (Paraguay, Uruguay, Argentina) were in person. The COSAVE Board discussion was hybrid – partly in person and partly by zoom.

*STDF Secretariat: Evaluation Team:

- Marlynne Hopper, Deputy Head and Monitoring, Evaluation and Learning (MEL) Lead
- Simón Padilla, Economic Affairs Officer
- Aichetou Ba, Economic Affairs Officer

IPPC officers involved in the Project

- *Sarah Brunel, Head of capacity building, IPPC
- *Ana Peralta, Head of capacity building at IPPC during the Project design.

IICA Project Team:

- *Lourdes Fonalleras, Project Director (now based at IICA in Asunción)
- *Marcelo Sastre, Administrator (financial) of the Project, at IICA Montevideo office
- *Florencia Sanz, Project Management Coordinator (Montevideo), now Ministry of Education, Uruguay
- *Robert Ahern, former Leader, Agricultural Health and Food Safety, IICA Costa Rica
- *Ana Marisa Cordero, Specialist at IICA Costa Rica (participated in coordination of the STDF Project)
- *Fátima Almada, Cooperation Coordinator, IICA Paraguay
- Lucía Maia, IICA Brazil

COSAVE:

COSAVE President, Coordinating Team, Board Members/Representatives Evaluation Discussion, 2 Feb. 2023 (hybrid mode)

COSAVE Team (Argentina): Diego Quiroga, **President of COSAVE & Director SENASA** Argentina; Ezequiel Ferro, Rocío Fernández, Sabrina Mary, Paula Sartori

by zoom:

Bolivia: Ignacio Franco Semo, **Director**, Dunia Gutiérrez** and Víctor Lima**

Brazil: Edilene Cambraia, new **Director**

Chile: Sandra Bustos, Álvaro Sepúlveda**, for Director Rodrigo Astete (on holiday)

Paraguay: Ernesto Galliani, **Director**, SENAVE

Perú: James Pazo, for new Director Orlando Dolores

Uruguay: Leonardo Olivera, **Director**, DGSSAA, MGAP

National Plant Protection Organisations (NPPOs):

- **Email discussions** with NPPO Directors/co-Directors from Argentina, Bolivia, Chile, Paraguay and Uruguay; and with participants in Project activities from Argentina, Bolivia, Brazil, Chile, Paraguay, Perú and Uruguay.
- ***Paraguay; SENAVE:** Director Ernesto Galliani and his team representing 8 participants in the Project (Focus Group discussion, plus bilateral meetings):

Focus Group Participants, SENAVE, 24/1/2023	Project Activity
Ernesto Galliani, Director de Sanidad Vegetal, SENAVE	President/Director of COSAVE during Project
Carmen Berni, Jefa Campaña Fitosanitaria, SENAVE (Secretaría Técnica at COSAVE during Project)	Component 3. ERVIF Inspection and Certification Intl. Module
Oscar Molinas,	Component 3. ERVIF Inspection and Certification Intl. Module
Bettina Chaparro,	Component 1: Surveillance
Cristian Marecos (Project Technical Committee)	Component 2: Pest Risk Analysis
María Belén Giménez	Component 1: Surveillance
Jessica Rembach	Component 1: Surveillance
+1 person who did not sign the attendance sheet	Component 2. Pest Risk Analysis

- ***Uruguay: Ministerio de Agricultura, Ganadería y Pesca, Dirección General de Servicios Agrícolas:** Focus Group discussion with 11 participants in the 4 Project components. (Director was on annual leave but attended COSAVE zoom meeting.)

Focus Group Participants, MGAP, 24/1/2023	Project Activity
Ing. Juan Grasso, Div. Agriculture Protection, Focus Group organiser	Component 1: Surveillance
Ing Agr. PhD Ana Ureta, Div. Food Safety and Quality (observer)	--
Dra Lourdes da Silva, Lawyer Counsel DGSA, Participated in course design.	Component 1: Surveillance
Ing. Agr. Pablo Faguaga, Border Inspector	Component 3: ERVIF Intl. Module
Ing. Agr. Enrique Verdier, Plant Quarantine Technical Officer	Component 2. Pest Risk Analysis
Ing. Agr. Leticia Casanova, Plant Quarantine Technical Officer	Component 2. Pest Risk Analysis Component 4: Eval. of Impact of Phytosanitary Measures
Ing. Agr. Maria Jose Montelongo, Plant Quarantine, Components 2 y 4 (PRA, Impact)	Component 2. Pest Risk Analysis Component 4: Eval. of Impact of Phytosanitary Measures
Ing. Agr. Gabriela Martínez	Component 3: ERVIF Intl. Module
Ing Agr. Anabel De Souza, Phytosanitary Border Inspector - Component 3	Component 3: ERVIF Intl. Module
Mauro Cuña, Border Inspector, Component 3	Component 3: ERVIF Intl. Module
Sebastian Segredo, Border Inspector, Component 3	Component 3: ERVIF Intl. Module

- ***Argentina: SENASA:** Director Diego Quiroga and his team representing 11 participants in the 4 Project components, including interior and border post officers. Focus Group discussion, plus bilateral on COSAVE. Also Ramón Campomane (surveillance information platform), and Yanina Outi (surveillance, pest risk assessment)

Focus Group Participants, SENASA Argentina, 2/2/2023	Project Activity
Diego Quiroga, Director SENASA Argentina, current President of COSAVE	President/Director of COSAVE during Project
Ezekiel Ferro, DNPU: organised Focus Group, part of current COSAVE Presidency team	--
Pablo Frangi, DNPU	Component 4: Eval. of Impact of Phytosanitary Measures
Guadalupe Montes, DIEF,	Component 1: Surveillance Component 4: Eval. of Impact of Phytosanitary Measures
Adriana Ceriani Camdessus, DCEV	Component 2. Pest Risk Analysis
Melina Antenucci, DCEV	Component 2. Pest Risk Analysis
Gustavo Rolfo, Centro Reg. Buenos Aires Norte	Component 3: ERVIF Inspection / Certification Intl. Module
Cynthia Ruiz, DCEV	Component 2. Pest Risk Analysis
Rocío Fernández, DCEV	Component 3: ERVIF Inspection / Certification Intl. Module
Carolina Sánchez, Mendoza	Component 3: ERVIF Intl. Module
Maxi Mignani, Mendoza	Component 3: ERVIF Intl. Module
Wilda Ramírez	Component 1: Surveillance, Component 4: Impact

Government officials:

- ***Carina Peña**, Director, Centre for International Economy, Ministry of Foreign Affairs, Argentina, Mercosur specialist (on official leave)
- ***Maximiliano Moreno**, Director, International Agroindustrial Markets, Secretaría de Agricultura, Ganadería y Pesca (=Ministry of Agriculture, Livestock and Fishing), Argentina
- ***Santiago Bonifacio**, Director, Bilateral Trade, Secretaría de Agricultura, Ganadería y Pesca, Argentina
- ***Felipe Frydman**, Ministry of Foreign Affairs, Argentina, retired Ambassador and Commercial Counsellor

Private sector:

- *Inés Ares, Phytosanitary expert, Seed Association of the Americas (based in Uruguay)
- *Gustavo Idígoras, President, Cámara de la Industria Aceitera de Argentina (Vegetable Oils Industry Chamber)

Experts and lecturers in STDF/PG/502 activities *(by Component) (online, telephone, in-person discussions)*

- *Guadalupe Montes, SENASA Argentina, Component 1: General Surveillance course design
- María Belén Giménez, SENAVE Paraguay, Component 1: General and Specific Surveillance
- María Bernarda Ramírez, University of Asunción, Component 2: Pest Risk Assessment Case Study (entomology)
- Ana Etchevers, MGAP Uruguay, Component 2: Pest Risk Assessment Case Study (virology, laboratories)
- Gritta Schrader, Julius Kühn-Institut, Germany, **Component 2**: Pest Risk Assessment
- *Inés Ares, ex-MGAP, Uruguay, **Component 3**: Inspection/Certification, ERVIF International Module
- *Lourdes da Silva, MGAP, Uruguay, **Component 3**: Inspection/Certification, National Module
- *Florencia Sanz, Ministry of Education, Uruguay, **Component 3**: National Module (distance learning expert)
- *Miguel Barbosa Fontes, John Snow Brazil, **Component 4**: Impact Assessment of Phytosanitary Measures

Respondents to Tailored Surveys and Questionnaires:**Directors**

Diego Quiroga, Argentina
Ignacio Franco Semo, Bolivia
Rodrigo Astete, Chile
Ernesto Galliani, Paraguay

Sub-Directors y Participants in COSAVE Technical Secretariat during the Project

Alvaro Sepúlveda, Chile
Carmen Berni, Paraguay
Cristina Galeano, Paraguay
Natalia Toledo, Paraguay

Projet Technical Committee

Pablo Cortese, Argentina
Alvaro Sepúlveda, Chile
Florencia Sanz, Uruguay

Experts

Ariel Barreiro, Argentina (IT)
Guadalupe Montes, Argentina (Surveillance)
Lilian Daisy Ibañez, Chile (Pest Risk Analysis)
María Ramírez de López, Paraguay (Pest Risk Analysis)
Ana Etchevers, Uruguay (virology) (ERVIF training for inspectors/certifiers)
Gritta Schrader, Germany (Pest Risk Analysis)

Lecturers, Tutors

Rocío Fernández, Argentina (ERVIF International Module)
Velia Luz Arriagada, Chile (ERVIF International Module)
Florencia Sanz, Uruguay (ERVIF International Module)
Inés Ares, Uruguay (ERVIF International Module)

Surveillance (Component 1)

Yanina Outi, Argentina
Ramón Campomane, Argentina
Cristina Galeano, Paraguay
Liliana Encina, Paraguay
Johny Naccha Oyola, Perú

Pest Risk Analysis (Component 2)

Melina Antenucci, Argentina

Melisa Nedilsky, Argentina

Jorge Cortés, Chile

Tamara Gálvez, Chile

Carolina Martínez, Chile

María Ramírez de López, Paraguay

Socioeconomic Impact of Phytosanitary Measures (Component 4)

Pablo Frangi, Argentina

Yanina Outi, Argentina

Angela Pimenta, Brazil

Daniela Buzunariz, Chile

Tamara Gálvez, Chile

ERVIF International Module for Inspectors/Certifiers (Component 3)

Damian Poggi, Argentina

Rosa Laura Carrión, Argentina

Rocío Fernandez, Argentina

Melina Antenucci, Argentina

Leonardo Simón, Argentina

Jorge Cortés, Chile

Ana Carolina Sánchez

Fernando Henrique Teixeira, Brazil

Daniela Nogueira, Brazil

Caio César Simao, Brazil

Yuri Ida Benevides, Brazil

Víctor Pérez, Chile

Anabel de Souza, Uruguay

Ana Etchevers, Uruguay

Annex 5: Documents Consulted

STDF/PG/502 PROJECT DOCUMENTS CONSULTED

Project STDF/PG/502 Start-Up Documents

COSAVE, 21/22 agosto 2014, Resolución 136/34 -14M XXXIV REUNION DEL CONSEJO DE MINISTROS, Asunción, Paraguay

COSAVE 15 sept. 2014, STDF Project Grant Application Form: *COSAVE: regional strengthening for the implementation of phytosanitary measures and market access*

STDF, 18 feb. 2015, STDF review of application

STDF/IICA, 14/15 de octubre 2015, contractual documents

Project Administrative and Reporting Documents

IICA and STDF, 2015-2020: Financial invoices and payment memos

STDF/IICA, 2014-2020: STDF-IICA correspondence regarding STDF/PG/502

IICA, May 2016 – Feb. 2019, six 6-monthly Progress Reports and one Final Report

IICA, Mar. 2017 – Mar. 2019, Progress Reports to Project Management Committee (Comité Gestión del Proyecto)

IICA, 2016-2018, Project Management Unit, various reports, ToRs for staff, contracts, 2 management meeting reports (Mar. 2017 and Mar. 2018).

Project Organisation and Implementation Documents

IICA, Mar. 2016 - Mar. 2019, Minutes of Project Management Committee and Project Technical Committee

IICA, Mar. 2016-Mar. 2019, the following documents for Components 1, 2 and 4:

- ToRs for experts
 - Contracts for experts
 - Invitations to NPPOs to select participants for each activity and sub-activity
 - Invitation templates for the designated participants
 - Agendas for each workshop
 - Reports on each workshop
 - Certificates of participation
 - Various reports on the activities and outputs
-
- COSAVE, 2016-2022, Annual Work Plans
 - COSAVE, 2018, *Plan Estratégico 2018-2028*

Outputs:

1. Vigilancia/Surveillance:

Vigilancia General/General Surveillance

- *Guía para la Implementación de la Vigilancia Fitosanitaria General*, en español, inglés y portugués.
- *Guía para uso de la herramienta informática de Vigilancia Fitosanitaria General* en español e inglés.
- Herramienta informática para soporte de la Vigilancia General.
- *Vigilancia Fitosanitaria: Guía para comprender los principales requerimientos de los programas de vigilancia para las organizaciones nacionales de protección fitosanitaria.*

Vigilancia Específica/Specific Surveillance

- *Guía para la implementación del Sistema de Vigilancia Fitosanitaria Específica*, en español, inglés y portugués.
- *Estudio de caso: Bactrocera dorsalis*, en español, inglés y portugués.
- *Estudio de caso: Xanthomonas oryzae pv. oryzae*, en español, inglés y portugués.

2. Analisis de Riesgo de Plagas/Pest Risk Analysis

Pest Risk Analysis of Weeds

- *Guía de procedimientos para la evaluación de riesgo de plantas como plagas (malezas)*, en español, inglés y portugués.
- *Análisis de riesgo de plantas como plagas para Ambrosia trifida*, en español, inglés y portugués.
- *Análisis de riesgo de plantas como plagas para Hydrocotyle batrachium*, en español, inglés y portugués.

Pest Risk Analysis focusing on the evaluation of economic and non-economic/environmental of the consequences of pest entry

- *Directrices para evaluar los efectos económicos y las consecuencias no comerciales y ambientales de la entrada de plagas*, en español, inglés y portugués.
- *Evaluación de las consecuencias económicas, no comerciales y ambientales de la entrada de la plaga *Bactrocera dorsalis**, en español, inglés y portugués.

4. Evaluation of the Socioeconomic Impacts of Phytosanitary Measures

- *Metodología de evaluación de impacto socioeconómico de medidas fitosanitarias y Guía de aplicación*, en español, inglés y portugués.
- *Estudio de caso de evaluación de impacto de las medidas fitosanitarias del sistema de mitigación de riesgo contra la propagación de la mosca de la fruta en Argentina*, en español, inglés y portugués.
- *Estudio de caso de evaluación de impacto de las medidas fitosanitarias del Huanglongbing (HLB) en Brasil - producción de plantines en ambiente protegido*, en español, inglés y portugués.

3. Escuela Regional Virtual de Inspección Fitosanitaria (Online Regional School for Phytosanitary Inspection) ERVIF

Report on sustainability fórum for implementation of ERVIF international and national modules
International Module (2 one-year pilot courses)

- Programme 2016/17 & 2017/18
- Lecturers and Tutors lists, including from teacher training exercise
- Lists of Participants who successfully completed the courses and their marks
- Certificates
- Evaluation Report, 2017/18 programme
- Further evaluation report on the 2021 International Module course
- Reports on updated course materials

National Modules (little documentation available)

- Argentina: no documents available
- Bolivia: version 1 of the proposed university master's programme on phytosanitary inspection/certification
- Brazil: report on IICA/NPPO meeting, Feb. 2018
- Chile: report on IICA/NPPO planning meeting, June 2018
- Paraguay: Report on IICA/NPPO planning meeting, May 2017; FCA-UNA note.
- Perú: Selection criteria and ToR for distance education expert
- Uruguay: Selection criteria and ToR for distance education expert

Project Communications Documents

IICA, sept. 2016 - sept. 2018, 9 Newsletters/Boletines

COSAVE, IICA, STDF, IPPC and other websites

Presentations of the Project at international events

- COSAVE, 2018, Ministerial del Consejo Agropecuario del Sur (CAS)
- COSAVE, 13/14 dic. 2018, Conferencia público - privada sobre protección fitosanitaria en la Región de COSAVE, Rio de Janeiro, Brasil
- IICA, 2018, Presentation at GICSV annual meeting (Grupo Interamericano de Coordinación en Sanidad Vegetal)
- IICA, Sept. 2019, Presentations on the Project at CIPF Regional Workshop, Medellín, Colombia
- IICA/COSAVE, 2020: Virtual event to present the impact evaluation methodology to other countries in the Americas
- IICA/SAIA /IICA Cental America 2022: Programme of Lourdes Fonalleras's presentation of ERVIF in several Central American countries

RELEVANT NON-PROJECT DOCUMENTS CONSULTED

STDF Documents

STDF, 2019, STDF Strategy 2020-2024

STDF, 2014, Guidelines for the Evaluation of Projects Funded by the Standards and Trade Development Facility

STDF, 2022, STDF Monitoring, Evaluation and Learning Framework, *Guidance for STDF Project Implementing Organizations*
https://standardsfacility.org/sites/default/files/STDF_MEL_Framework_Final_English.pdf
 STDF, 2022, STDF Theory of Change as spelled out in the STDF Work Plan 2022,
https://standardsfacility.org/sites/default/files/STDF_Work_Plan_2022.pdf
 STDF, 12 May 2020 - Aplicación de medidas fitosanitarias para tener más acceso a los mercados (fact sheet)
 STDF, 12 May 2020, website sum-up of STDF/PG/502 - *Rolling out phytosanitary measures to expand market access*
 STDF Briefing Note on Trade Spillover Effects: the impact on domestic food safety: :
https://www.standardsfacility.org/sites/default/files/STDF_Briefing_Note_Trade_Spillovers_En.pdf

STDF/IICA ERVIA project, Central America (2012-2016)
 STDF, July 2016, Final Report of ERVIA project: <https://standardsfacility.org/es/PG-344>
 STDF, Mar. 2019, Ex post Evaluation of ERVIA:
https://standardsfacility.org/sites/default/files/STDF_PG_344_Ex-post_evaluation_report_Apr-2019.pdf
 STDF, Oct. 2019, Presentation by Ana Marisa Cordero, IICA, on ERVIA:
https://standardsfacility.org/sites/default/files/IICA_ERVIA_WGOct19.pdf

FAO, 2023, <https://www.fao.org/sustainable-development-goals/overview/fao-and-post-2015/sustainable-agriculture/es/>
 FAO/IPPC: all relevant documents on NIMF 6, 11 and 14.
 FAO/IPPC, 2016, ISPM 5, *Glossary of Phytosanitary Terms*

EU, Nov. 2008, EU-Mercosur Sustainability Impact Statement, Sector Study: Trade Facilitation
 Ministerio de Agricultura, Pesca y Alimentación, España, 2020, *Guía de Gestión Integrada de Plagas*
 Gonzalo Donaire, 2011, *Los Impactos del Comercio Justo en el Sur*

WTO
MC12 ‘SPS Declaration’
 WTO, June 2022, **WT/MIN(22)/27 WT/L/1138**: Ministerial Conference 12 ‘SPS Declaration’
 WTO, 15 July 2022, **G/SPS/W/329**, Initial ‘SPS Declaration’ Work Programme development Calendar
 WTO, 1 Aug. 2022, **G/SPS/W/330**: Proposed work programme
 WTO, 6 Oct. 2022, **G/SPS/W/331**, Secretariat Note, Members’ comments on W/330
 WTO, 10 Nov. 2022, **G/SPS/W/330/Rev.1**, Secretariat Note on proposed work programme

SPS Agreement
 WTO Agreement on the Application of Sanitary and Phytosanitary Measures (SPS Agreement)
 WTO SPS Handbook
 WTO, 10 Oct. 2018 and Mar. 2014, Background Note on the relationship between the Trade Facilitation Agreement and the SPS Agreement
 WTO, 2023, Trade Facilitation Indicators 2022 edition (<https://www.compareyourcountry.org/trade-facilitation/>)

Annex 6: Payments and Reporting Schedule: STDF - IICA, 2015-2020

Project Value: US\$ 1 796 998
STDF Contribution: US\$ 1 084 270

Payments Schedule as per Contract Programa de Pagos	Key Dates Fechas Clave	Comments
Project dates : 1 Nov. 2015 to 31 Oct. 2018, extended no cost to 30 April 2019.		
1. 25% due 15 days after signing contract = 30/10/2015 (Contract signed 15/10/2015) (Project started 1/11/2015)	Contract signed: 15/10/2015 STDF memo sent to pay: 14/10/2015 Transfer ordered: 23/10/2015 Payment 1 received by IICA Project Office: 27-11-2015	No delay; paid earlier than necessary. 27 Nov. 2015 US\$271 067
Payment 1: US\$271 067 = 25%		
2. 20% 30 days after approval of Progress Report 1 (PR1 due 30 days after end of first 6 months = 30/5/2016)	Progress Report 1 received: 13/5/2016 IICA memo received by STDF: 19/6/2017 STDF Memo sent to pay: 10/6/2017 Payment 2 received by IICA: 29/6/2017	Payment made promptly upon receipt of IICA memo.
3. 20% 30 days after approval of Progress Report 2 (PR2 due 30 days after end of first 12 months = 30/11/2016)	Progress Report 2 received: 5/12/2016 (sent earlier but STDF couldn't open it – technical issues) IICA memo received: 19/6/2017 STDF memo sent to pay: 10/6/2017 Payment 3 received by IICA: 29/6/2017	Payments 2 & 3: 29 June 2017 US\$433 708
Payments 2 & 3 paid together: US\$433 708 = 40%		
4. 10% 30 days after approval of Progress Report 3 (PR3 due 30 days after end of first 18 months = 30/5/2017)	Progress Report 3 received: 31/5/2017 IICA memo received: 24/7/2018 STDF memo sent to pay: 25/7/2018 Payment 4 received by IICA: 1-8-2018	Payment made promptly upon receipt of IICA memo.
5. 10% 30 days after approval of Progress Report 4 (PR4 due 30 days after end of first 24 months = 30/11/2017)	Progress Report 4 received: 30/11/2017 IICA memo received: 24/7/2018 STDF memo sent: 25/7/2018 Payment 5 received by IICA: 1-8-2018	Payments 4, 5, 6 : 1 Aug. 2018 US\$325 281
6. 10% 30 days after approval of Progress Report 5 (PR5 due 30 days after end of first 30 months = 30/5/2018)	Progress Report 5 received: 30/5/2018 IICA memo received: 24/7/2018 STF memo sent: 25/7/2018 Payment 6 received by IICA: 1-8-2018	
Payments 4, 5, 6 paid together: US\$ 325 281 = 30%		
7. Progress Report 6 (PR6 due 30 days after end of first 36 months = 30/11/2018)	Progress Report 6 received: 5/2/2019	
No payment due after approval of PR6: it formed part of the Final Payment, along with the Final Report.		
8. Final payment (5%) 30 days after approval of Final Report against final invoice & reporting (originally due 31/12/2018. 6-month ext. to 30/4/2019 +2 = 30/6/2019),	Final Report received (1st): 28/6/2019 Comments provided: 10/9/2019 Revised version received: 31/1/2020 IICA memo/invoice received: 31/8/2020 STDF memo sent: 31/8/2020 US\$37 298 = 3% WTO transfer made: 20/1/2021 Final Payment received by IICA: 20/1/2021	Payment delayed. Final Payment: 20 Jan. 2021 US\$37,298,66
Final Payment: US\$37 298.66 = 3%		

Summary of Activities undertaken during the last six months of the Project

Gap filled regarding reporting on Activities conducted between the 6th Progress Report and the Final Project Report (1 Nov. 2018-30 April 2019):

The six-month no-cost extension was used mainly for finalisation and translation of Component 2 and 4 outputs; updating of the ERVIF International Module; efforts to complete the National Modules; and Project closing tasks and reporting.

- b) Increase regional technical capacity to use Pest Risk Analysis processes (Component 2)
 - Translation and design of the Pest Risk Analysis Guide
 - Correction of the style, diagrams and translation of the case studies
- c) Strengthen the ERVIF inspector/certifier capacity development process (Component 3)
 - Update course materials for the International Module and upload to the platform
 - National Modules:
 - Argentina: Finished the videos and other course materials, completing what was necessary to issue invitations and start the course.
 - Brazil: partial course material development in conjunction with the FACEV Foundation (Fundação artística cultural y de educación para la ciudadanía) and the Universidad Federal de Viçosa, Minas Gerais. The NPPO Director in Brazil decided to not go ahead.
 - Uruguay: complete the course materials and set up of the national module.
 - Chile: complete the national module.
- d) Generate and strengthen capacities to evaluate the impact of phytosanitary regulation (Component 4)
 - Correct style, translation, diagrams and design of the Impact Evaluation Methodology and Case Studies

Finalisation and close of the Project

- Extend the contract of the Management Coordinator until April 2019
- COSAVE and IICA: study progress, achievements and results
- Prepare the Final Report, translation and diagrams

Annex 7: COSAVE Countries' Exports of Fruits and Cereals, 2015-2022

	2015		2016		2017		2018		2019		2020		2021		2022	
	Fruits	Cereals	Fruits	Cereals	Fruits	Cereals	Fruits	Cereals	Fruits	Cereals	Fruits	Cereals	Fruits	Cereals	Fruits	Cereals
Argentina	885,420	4,845,328	1,013,047	6,975,113	901,734	6,975,113	1,024,775	7,537,912	848,197	9,314,415	792,682	8,970,134	756,375	13,563,995	626,038	14,440,389
Bolivia	238,380	136,733	223,254	91,179	213,041	84,587	254,953	89,671	186,824	99,408	164,634	105,974	196,412	85,575	244,632	53,899
Brazil	827,281	5,724,924	800,749	4,109,624	875,761	4,980,607	899,808	4,621,016	946,782	7,917,163	935,392	6,473,741	1,117,557	4,834,555	955,480	13,896,847
Chile	4,682,004	105,861	4,995,169	82,209	4,820,130	91,212	5,706,290	100,942	5,784,689	77,905	5,814,277	96,979	6,480,270	85,780	8,029,362	87,950
Paraguay	10,777	727,544	11,858	683,767	11,945	499,377	10,601	526,307	15,464	710,471	18,907	679,475	22,520	772,159	14,423	1,495,989
Peru	1,792,640	161,965	2,016,892	129,041	2,402,216	145,032	2,998,243	147,581	3,312,930	182,277	3,846,737	180,978	4,652,984	130,388	4,699,578	124,634
Uruguay	107,299	517,716	102,557	551,128	97,472	543,404	74,356	426,021	75,087	471,296	72,031	574,540	77,762	600,325	61,495	819,088
TOTAL	8,543,801	12,220,071	9,163,526	12,622,061	9,322,299	13,319,332	10,969,026	13,449,450	11,169,973	18,772,935	11,644,660	17,081,821	13,303,880	20,072,777	14,631,008	30,918,796

Fruits : HS code 08

Cereals: HS code10