

Review of the project: Establishing a Centre for Biodiversity Policy and Law in India

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Review of the project:

**Establishing a Centre for Biodiversity Policy and
Law in India**

(IND-10/0048 DN-NBA Centre for Biodiversity Policy and Law)

Final Report

July 1st, 2019

Commissioned by the Norwegian Embassy in New Delhi

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Preface

The report in hand covers the end-review of “Establishing a Centre of Policy and Law in India”, Project IND-3035 10/0048, hereafter referred to as “CEBPOL” or the “Program”.

The Review was commissioned from the Royal Norwegian Embassy in Delhi and undertaken in April-May 2019, by a two-member team, (jointly referred to as “the Review Team”).

Such reviews are part of the normal project cycle in development cooperation projects supported by the Norwegian Government. The Program was assessed based on desk study of written documents and interviews with the program partners in Norway and India.

Since no mid-term review has been carried out in this program, the Review is envisaged by the Embassy to get an overview of the experiences of the Program and give inputs to further cooperation on biodiversity between the Norwegian and Indian Government.

The report contains a short description of issue, covering the need for biodiversity policy and law to improve governance to enhance sustainable development through halting biodiversity loss. Based on an assessment of the program design, achievements, effectiveness, efficiency and program sustainability, the review gives recommendations for further cooperation.

The Review Team comprised the following members:

- ◇ Ms Bente Herstad, Team Leader, Policy Director, Norad
- ◇ Ms Charu Jain, National Expert, Director, Advit Foundation, India

The Team wants to thank all the involved partners for their open and kind contribution during the work and Policy Director Ivar Jørgensen, Norad, for peer reviewing this report.

Special thanks go to Mr Mathevan Suresh at the Norwegian Embassy for engaging the Indian consultant who inter alia had the responsibility for preparing the meetings in India.

June 2019
Bente Herstad
Policy Director (Team Leader), Norad

The conclusions and recommendations in this report are clearly those of the Review Team, and do not necessarily reflect the opinion of the Royal Norwegian Embassy, Norad, or any of the persons and institutions consulted.

List of acronyms and abbreviations

ABS	Access and Benefit Sharing
AWP	Annual Work Plan
BCIL	Biotech Consortium India Limited
BD	Biological Diversity
BDA	Biological Diversity Act
BMC	Biodiversity Management Committee
BOBP	Bay of Bengal Biodiversity Program
CBD	Convention on Biological Diversity
CEBPOL	Centre for Biodiversity Policy and Law
CEE	Centre for Environment Education
DBT	Department of Biotechnology
DN	Norwegian Directorate for Nature Management, merged with the Norwegian Climate and Pollution Agency to become NEA
DSI	Digital Sequence Information on Genetic Resources
EIA	Environmental Impact Assessment
FNI	Fridtjof Nansen Institute
GoI	Government of India
IAS	Invasive Alien Species
IFD	Integrated Financial Division, MoEFCC
IPBES	Intergovernmental Panel on Biodiversity and Ecosystem Services
ITPGRFA	International Treaty on Plant Genetic Resources
MEA	Multilateral Environment Agreements
MFA	Norwegian Ministry of Foreign Affairs
MoEF	Ministry of Environment and Forests, India, later renamed MoEFCC
MoEFCC	Ministry of Environment and Forests and Climate Change, India
MSSRF	MS Swaminathan Research Foundation
NBSAP	National Biodiversity Strategy and Action Plan

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NEA	Norwegian Environment Agency
NI	Nature Index
NBA	National Biodiversity Authority
NBAP	National Biodiversity Action Plan
NBSAP	National Biodiversity Strategy and Action Plan
NGOs	Non-Governmental Organizations
NMCE	Norwegian Ministry of Climate and Environment
PA	Protected Area
PM	Program Manager
PMC	Program Monitoring Committee
PMU	Program Management Unit
PSC	Program Steering Committee
SBB	State Biodiversity Board
TEEB	The Economics of Ecosystems and Biodiversity
TK	Traditional Knowledge
UNFCCC	United Nations Framework Convention on Climate Change
WII	Wildlife Institute of India

EXECUTIVE SUMMARY

Project IND-3035 10/0048 “Establishing a Centre for Biodiversity Policy and Law (CEBPOL) in India” was planned for the period 2011-2016 and got a two years extension to December 2018. This end review was commissioned by the Royal Norwegian Embassy in Delhi and is part of the procedures for the closure of the project. The project is referred to as “CEBPOL” or the “Program” in this report.

The Program was implemented by the National Biodiversity Authority (NBA) of the Ministry of Environment, Forests and Climate Change (MoEFCC) in India and the Norwegian Environment Directorate (NEA.), formerly the Norwegian Directorate for Nature Management (DN). NBA and NEA both involved relevant research institutes in their respective countries.

Progress towards the achievement of the desired goal and objectives are reviewed by assessing the relevance, planning, effectiveness, efficiency and sustainability of the Program. The Review also suggest ways to further the cooperation in the field of biodiversity between India and Norway based on the experiences gained from this program.

CEBPOL is a relevant and ambitious program. The partners capitalized on their respective expertise and experience on issues of biodiversity and law. The aspirations were moderated as the partners gained more experience in working together. An impressive active engagement with stakeholders is reflected in the number of workshops convened and the number of people and institutions trained. In addition, the review team was informed of substantial undocumented support from CEBPOL to MoEFCC.

The Review Team is not in the position the assess the impact of the capacity-building efforts of CEBPOL and its support to the GoI. It is noted that the Indian representatives consulted are universal in their assessment of CEBPOL as a success and that they all recommend a follow-up of the Indo-Norwegian co-operation established under CEBPOL. The Norwegian partners are also eager to continue co-operating with Indian partners.

Of the six thematic areas prioritized, three areas stand out as the most successful: Access and Benefit Sharing (ABS), Invasive Alien Species (IAS) and Nature Index (NI). NI has the best potential for continued cooperation by expanding the use of NI to other sites. However, a different organizational set-up is deemed necessary for a follow-up.

The partners failed in establishing CEBPOL as Centre with a world class research and analytical capacity. The Centre has not attracted regional and international expertise but functioned well as a think-thank for GoI. The organizational set-up is deemed fit for purpose for a Government think-thank. A Centre of excellence needs to have a lean and clean organizational structure, enabling clear and substantial delegation of responsibility to the scientific staff, while ensuring good routines of acquiring relevance and quality assurance. Weaknesses in the results framework has made it challenging for the Review Team to assess to which extent the Program has achieved the desired outcomes. The Program seems more like a capacity-building program than an institution-building program.

All parties agree that a leaner organizational set-up should be looked for if CEBPOL is to be continued. The Review Team deem NBA fit-for-purpose to host a think-thank, but not a Centre of excellence for research on biodiversity policy and law. Experiences from Norway and other countries shows that it is almost impossible for a Centre of Excellence in research to be part of a regulatory government body as NBA is. Short and efficient decision-making structures are necessary to attract and keep eminent researchers to get a research-based institution to flourish.

Given that the focus of CEBPOL has been to provide professional support, advice and expertise to GoI, CEBPOL looks more like a think-tank than a Centre of Excellence. The Review Team would recommend a non-regulatory body with the possibility of direct access to other national and international research institutes and other stakeholders to be considered if a Centre of excellence on biodiversity policy and law is to be established.

The relevance of CEBPOL is even more important for halting biodiversity loss than when it was initiated in 2011. The global assessment report on biodiversity and ecosystem services of IPBES, launched May 6th, 2019, states that direct and indirect drivers of biodiversity loss have accelerated during the past 50 years. IPBES further states that nature can be conserved, restored and sustainably used while simultaneously meeting other global societal goals through urgent and concerted efforts fostering transformational change. The sustainable development goals (SDGs) can not be achieved without halting the on-going biodiversity loss. Societal goals can only be achieved in sustainable pathways through the rapid and improved deployment of existing policy instruments and new initiatives that more effectively enlist individual and collective action for transformative change.

Review Team outlines eight recommendations. The Indian and Norwegian Governments are recommended to continue cooperation on biodiversity governance but should consider including a broader range of government agencies and research institutes. Program partners are recommended to explore different avenues of cooperation and ensure wider dissemination of CEBPOL results. The Embassy is recommended, in their efforts to support the implementation of the SDGs, to build on the experiences of CEBPOL and to continue facilitating cooperation between Indian and Norwegian experts in biodiversity policy and law.

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Introduction

1.1 Background

Biodiversity is an integrated part of everybody's life and essential for our common future. It is the basis for food and water security as well as flood protection and carbon sequestration. The global assessment report on biodiversity and ecosystem services of IPBES, launched May 6th, 2019, states that direct and indirect drivers of biodiversity loss have accelerated during the past 50 years. IPBES further states that nature can be conserved, restored and sustainably used while simultaneously meeting other global societal goals through urgent and concerted efforts fostering transformational change. The sustainable development goals (SDGs) can not be achieved without halting the on-going biodiversity loss. Societal goals can only be achieved in sustainable pathways through the rapid and improved deployment of existing policy instruments and new initiatives that more effectively enlist individual and collective action for transformative change.

Research on which policy instruments works for different goals in different locations and cultures is important to halt biodiversity loss. India and Norway have, over time, developed stable institutional structures for environmental management including biodiversity conservation. Policies, legal and administrative measures are well established and are refined based on experiences gained through implementation. While the two countries differ substantially in geography, population, biodiversity and in legal and administrative structures, the two governments have developed a mutual interest for closer collaboration in strategic thinking and research on biodiversity governance.

The program under review, "Establishing a Centre for Biodiversity Policy and Law in India (CEBPOL), was developed in 2011, after a series of informal discussions between government officials in Norway and India on all biodiversity policy related issues, including the complex negotiations and effective implementation on ABS and traditional knowledge and governance issues. In addition, the Centre was perceived to have the potential to catalyse expertise and support for regional and where appropriate global biodiversity policy and legal issues on both current and emerging biodiversity governance issues.

1.2 Review Methodology

The methodology used in this End Review is aligned with Norad's guidelines and practices for project reviews as outlined in the Development Cooperation Manual, following the Terms of Reference (ToR) that was prepared by the Norwegian Embassy New Delhi, in consultation with Norad in Oslo, see Appendix 1.

The Embassy contracted Ms. Charu Jain, director of the Advit Foundation, to take part in the review in India together with the Norad representative, Ms. Bente Herstad.

The review is envisaged to give an overview of the experiences gained since the program inception in 2011. The Review is assessing the modes of cooperation, and the achievements related to the goals, objectives and outputs as defined in main steering program documents. The Review Team has not assessed the scientific outputs of the program.

The assessments are based on the written documentation shared with the Review Team by the Embassy, BCIL and the Program Team members (see Appendix 2), information obtained in interviews and discussions with interested partners in India and Norway. (see Appendix 3 for list of people interviewed).

The Review Team visited National Biodiversity Authority (NBA) and two of its cooperating partners; MS Swaminathan Research Foundation (MSSRF) and Bay of Bengal Biodiversity Program (BOBP) in

Chennai and had meetings with the service provider Biotech Consortium India Limited (BCIL), Ministry of Environment Forests and Climate Change (MoEFCC), and the Royal Norwegian Embassy in New Delhi.

In the following, the Program achievements are rated in three categories: Good, Satisfactory and Not satisfactory.

2 Program design

A well-defined log-frame with goal hierarchy is important for documenting the results of a development program. A goal hierarchy should be designed with the long-term development effects on the Society (Impact) at the top, followed by the effects on the target group (Outcome) of the achievements (Outputs) of the Activities performed by the Program. The results to be achieved are identified from an analysis of the current situation (Baseline) and the anticipated results (Indicators) based on the resources available (Inputs).

2.1 Baseline

The Program Document states that India has a number of organisations and institutions, both within and outside the Government, dealing with various aspects of biodiversity such as research, education, awareness etc. However, there was no organization in the country that would specialise in policy and legal issues relating to biodiversity. So, a need for setting up of a specialised Centre for Excellence on Biodiversity Policy and Law (CEBPOL) was assimilated. A Centre that could inter alia provide advice and support to the Government(s) on all biodiversity policy related issues, including the complex negotiations on ABS and traditional knowledge (TK) and governance issues at the international level which were going on and subsequently contribute to effective implementation of the international agreements relating to them.

2.2 Outcomes, Outputs and Indicators

The outcome, or goal, of the program is defined in the Application as:

“The establishment of the Centre for Biodiversity Policy and Law (CEBPOL) ...”

The indicator for the goal is reflecting the functions of the Centre:

“Support GOI on all biodiversity policy and law related issues ...”

Ten outputs are defined in the Application, of which the first has the goal of the program; the establishment of CEBPOL, as its indicator.

The goal hierarchy of the Program Document differ from that in the Application. The Program Document has the establishment of CEBPOL as a vision in addition to five operational goals, 12 operational outcomes and four indicators for the end of the Program:

1. *India and Norway capitalize on their respective expertise and experience on issues of biodiversity policy and law to provide respective national guidance in policy and decision making, including on issues of ABS, biosafety, NBSAPs, invasive alien species, mainstreaming biodiversity across sectors and importantly implement the respective national legislations on biodiversity and ABS;*
2. *A world class research and analytical capacity established to provide guidance and support on issues of biodiversity policy and law;*
3. *The centre focuses on both current and emerging issues related to biodiversity policy, law and governance to help catalyze national, regional and global action;*

4. *The centre serves as a think-tank on biodiversity policy and law attracting regional and international expertise to help deal with respective national issues besides providing support to MEA negotiations, global policy setting on biodiversity, sustainable development and others.*

In addition, ten thematic areas are defined, each with one output and several attached activities and indicators:

1. *Access and Benefit sharing*
2. *Updating NBSAPs*
3. *Operationalising the TEEB in national Context*
4. *COP -12 and Beyond*
5. *Mainstreaming of biodiversity*
6. *Amendments to BDA & its Rules*
7. *Invasive Alien Species*
8. *Interface with other Multilateral Agreements/ Organisations*
9. *Biosafety*
10. *Nature Index*

The ten thematic areas defined in the Program Document were narrowed down to five after an internal assessment of the program in 2016:

- theme 2 and 4; (NBSAP 2014 and, COP 11 in 2012) were time bound and not relevant as the program activities came up to speed,
- theme 3, TEEB was taken over by the Indo-German Biodiversity Program, while
- theme 6 and 9, (A revision of the BD Act & the BD rules and Biosafety) were set on hold, awaiting further guidance from MoEF.

In addition to the remaining five, a crosscutting theme of capacity building, defined as one of the five goals of the Program Document, was included as an output. The Review Team chose to focus on these six outputs.

2.3 Inputs

CEBPOL is a government cooperation program between India and Norway. The two governments contributing with 25 and 75 percent of the program respectively. An overview of partners and organization structure of the Program is given in Appendix 4. NBA and NEA, both subordinate ministerial bodies, would jointly implement the Program. NBA was established by the Central Government in 2003 to implement India's Biological Diversity Act (2002) and is one of the 33 units affiliated to MoEFCC. NEA, formerly Directorate for Nature Management (DN), is the institutional partner on the Norwegian side. It is one of eight subordinate agencies under the Norwegian Ministry of Climate and Environment (NMCE).

BCIL was, after an open call, engaged by NEA to channel the Norwegian funds to budgeted outreach and capacity building activities of NBA. NBA and NEA both cooperated and contracted relevant research institutes in their respective countries.

2.4 Assessment of the result framework

The Program Documents do not follow the goal hierarchy as outlined in the Application and do not use standard terminology of results chains as defined in Norad's Development Cooperation Manual. The Review Team notes that the goal of the program is called "vision" in the Program Document and that the five goals, the four program indicators and the 12 program outcomes in the Program Document reflects the 10 outputs in the Application to a varying degree. The goals and the outcomes in the Program Document are action oriented and none of the attached indicators are measurable. The indicators of the outputs in the Application, however, are results

oriented. A proper results chain and theory of change are needed to substantially review the effectiveness of the program. The result framework of the Program is rated not satisfactory.

The program management and partners use the ten thematic areas as defined in the Program Document throughout the program. Outputs, activities and indicators are defined for each theme in the Program Document. The internal assessment of 2016 follows the same structure as the Program Document, and it is thus easy to follow the changes and progress made.

3 Effectiveness

To assess how effective the efforts were towards the achievement of and the sustainability of the results; to which degree the Program may have a lasting impact, Review Team has reviewed 1) the goal and indicator as stated in the Application, 2) the outputs with indicators as stated in the Program Document and 3) the four indicators defined for the “end of the program” in the Program Document

3.1 Goal

The Application and the Program Document both state that the Government of India decided to create a Centre for Biodiversity Policy and Law. The Centre was placed in an existing national institution of the Ministry of Environment and Forests (MoEF), the National Biodiversity Authority (NBA) in Chennai. As pointed out in chapter 2.2 above, the indicator of the goal is not fit for measuring to which degree the goal has been achieved. The stated goal and indicator are two different goals. The question then is which one to use as a basis for assessing the effectiveness of the Program; 1) to which extent it has received its goal of the establishment of a centre of excellence or 2) in capacitating the Government of India.

The Internal Assessment of 2016 states that:

“one of the strengths of the cooperation is the establishment of a Centre with human resources that are working full time on the implementation of the program.”

This is followed by stating that:

“this has provided capacity strengthening of the GoI... and is also providing valuable support to both NBA and MoEFCC on the themes in the program document.”

The Centre was launched at the NBA in 2012 and was fully staffed with up to ten professionals until the end of December 2018. The CEBPOL web-page was launched in 2014 and quarterly newsletters from 2017. By convening several seminars, workshops and other outreach activities, CEBPOL lived up to its name as a Centre for Biodiversity Policy and Law in the last four years of its program period. However, when the funding ended in December 2018, CEBPOL was put on hold. When the Review Team visited the NBA, the program staff were gone, but finalization of program outputs were still ongoing in cooperation between NBA and BCIL.

The Review Team deem the organizational set-up of CEBPOL to look more like a project-based organization than an institution. The project-based approach is also reflected in the stated outputs in the Application and the practical follow-up of the program, be it the organizational set-up or the administration. The effectiveness of the program should be assessed based on its resulting capacity building and the level of the uptake of the knowledge products by GoI.

In meeting with the NBA, the Review Team was informed that the program had achieved its goal by strengthening the capacity of NBA and its professional partners, thus capacitating the GoI on the biodiversity and law related issues selected by the Program. This was confirmed by the Government representatives interviewed. The Review Team was also informed that the knowledge products of the program had been taken up by relevant authorities and had influenced

revisions of ABS regulations as well as mainstreaming. The contributions from CEBPOL is however just one of several inputs in the policy processes. As this is a national concern, such a follow up is deemed independent of the cooperation with Norwegian partners, and dependent on the political dedication, will and priority to do so.

The Review Team was informed that the NBA Board in January 2019 decided to commission an independent review of CEBPOL, before deciding on the future of the Centre. Given the experimental nature of CEBPOL, the review will look at the lessons learned on the organizational set-up as well as the impact of the program. The Review Team deem that independent review to be in a better position to assess the overall impact of the program.

3.2 Outputs

The Program document has six outputs, one for each thematic area. All six outputs are action oriented, with attached activities and indicators. As most of the indicators just state that the activity has taken place, the Review Team has reviewed the progress achieved under the respective themes.

3.2.1 Theme 1 Access and Benefit Sharing (ABS)

ABS has been the focus of the program, with both the highest number of personnel and with the highest budget allocation. It is also the thematic area with most workshops and most publications. This is not surprising, given that ABS is a core subject of the host organization NBA. ABS was also perceived, at the outset of the program, as the thematic area with the best potential for close cooperation between Indian and Norwegian partners. Norway and India were both pioneers in developing national ABS regulation. Norway had a well-functioning think tank on the legal and regulatory issues in FNI. India, with its ample sources of genetic resources prepared itself for implementing ABS and use it as an instrument to halt biodiversity loss. However, with the delayed start-up of the program on the Indian side, FNI had used their allotted share of the financial resources of the program by 2016 and thus had no resources to continue participating in the last three years of the Program.

FNI produced 3 publications on ABS, of which two was co-authored with researchers from CEBPOL. The only publication in a peer reviewed journal from the whole program was published in close cooperation between researchers at CEBPOL and FNI in 2014. BCIL informs that they have supported the publication of additionally seven reports on ABS, of which the Review Team received four. At the time of this review, only the peer reviewed article is posted on the CEBPOL web site. The quality and the relevance of the reports received are deemed good.

The Review Team notes that the two of the planned institutional activities under the ABS Thematic Areas were not to be implemented by CEBPOL. NBA established the Clearing House Mechanism for ABS before CEBPOL became operational. The establishment of the Biodiversity Management Fund (BMF) is in the NBA mandate, leaving it for CEBPOL the possibility to give inputs only. These decisions are outside the realm of CEBPOL. The effectiveness of the ABS theme is rated good.

3.2.2 Theme 5 Mainstreaming

Mainstreaming has been the responsibility of one staff member only. However, the level of activity has been high with the largest number of workshops after ABS. BCIL informs that they have supported the publication of three reports on mainstreaming, of which the Review Team has received none and none are posted on the CBPOL website. The interaction between Norwegian and Indian partners on mainstreaming has been focusing on exchange of national experiences, participation in workshops and review of draft reports. The Review Team received

one draft report and ten fact sheets and deems the quality and relevance of these to be good. The effectiveness of Mainstreaming is rated satisfactory.

3.2.3 Theme 7 Invasive Alien Species (IAS)

Limited staff resources have been set aside to IAS. No workshops have been convened on this subject only. However Indian program partners have benefitted from participation in an international meeting of experts on IAS. BCIL informs that a total of six reports were produced, of which the Review Team received three. None are posted on the CEBPOL web site. The interaction between Norwegian and Indian partners has also been focusing on exchange of national experiences, participation in workshops and review of draft reports. The reports received are deemed good. The Review Team further notes that the CEBPOL have delivered on the targeted indicators under this thematic area. The effectiveness of the IAS theme is rated good.

3.2.4 Theme 8 Interface with other multilateral agreements (IMA)

The IMA theme was wide, covering the interfaces of a long list of the multilateral agreements and organizations working with biodiversity. Workshops were convened, and the staff benefited from participating in an international meeting. Three reports were produced, of which the Review Team received none and no draft reports were made available for the Review Team. FNI produced, in addition three reports, one on REDD+ in India and two on Conditions for technology transfer. Two of these FNI reports are available at the CEBPOL web page. With the limited information available, the Review Team rate the effectiveness of the IMA theme as not satisfactory.

3.2.5 Theme 10 Nature Index (NI)

The Nature Index (NI) is a monitoring tool to help monitor or assess the state of biodiversity in an ecosystem. It should not be confused with the Nature Index tracking the affiliations of high-quality scientific articles, presenting research outputs monthly by institution and country (<https://www.natureindex.com/>). The NI methodology and database developed for monitoring biodiversity in Norway by NINA, was tested for two sites in India; Chilika lake and Great Himalayan National Park. Partners from CEBPOL, NINA and Park managers collaborated closely, including field-visits. NI was found well suited to gather data and assess the state of biodiversity in the two ecosystems. The partners view the NI to be useful for the policy makers to design targeted action for better management of Protected Areas in India. A Nature Index Report, covering the two sites is being finalized. The Review team deems the draft report good. The Review Team further notes that the CEBPOL have delivered on the targeted indicators under this thematic area. The effectiveness of the NI theme is rated good.

3.2.6 Capacity building

Capacity building and awareness creation was one of the 10 outputs in the Application and is reflected in the goals and indicators as well as in the activities and indicators of the outputs under the Thematic areas in the Program Document. As stated in Chapter 3.1 above, the set-up and implementation of CEBPOL looks like a capacity building program.

The number of outreach activities reported are impressive. NBA informed the Review Team that CEBPOL has:

- Convened 30 workshops;
- Trained:
 - 5000 officials; policymakers, academics, practitioners and students
 - 300 institutions; line departments, research institutes SBBs, BMCs and Bioresource based companies;
- Directly involved 3 international institutions;

All parties interviewed stated that the workshops had been successful with good and active participation of representatives from government agencies at different levels as well as experts and other stakeholders.

The production of written material to date is limited, as more than half of the reports produced are not yet publicly available. BCIL published brochures on the National Biodiversity Act and IAS in 2017 and a quarterly newsletter in 2017 and 2018. All are available at the CEBPOL web page. The newsletters give a good overview of the progress of CEBPOL and NBA, as well as of three other programs of NBA; UNEP-GEF-MoEFCC ABS Project, Indo-German Access and Benefit Sharing Partnership Project, Biodiversity Finance Initiative (Biofin) under GoI-UNDP and Asean-India Cooperation Project.

Both the Application and the Program Document have the MoEFCC as the main target group of CEBPOL. The minutes of the PSC clearly reveals that input to ongoing processes in the ministry have been a priority for the Centre. In meeting with the Review Team, the representatives in the Ministry confirmed that CEBPOL managed to build up its capacities to give useful advice for the ministry both for its national and international endeavours. CEBPOL functioned to a large extent as a think-tank for MoEFCC. The capacity building efforts are rated satisfactory.

3.3 Assessment of overall effectiveness

CEBPOL was an ambitious program and the aspirations were moderated as the partners gained more experience in working together. The partners capitalized on their respective expertise and experience on issues of biodiversity and law. They provided guidance to their national authorities and other stakeholders. However, the partners failed in establishing a world class research and analytical capacity. The centre has not attracted regional and international expertise but functioned well as a Think-tank for GoI. Review Team has not been able to assess to which degree these efforts will have a lasting effect on the participants; whether they have gained the understanding and knowledge needed for them to have a positive impact on biodiversity. It is noted that the planned international workshop did not materialize. Given the impressive active engagement with of stakeholders reflected in the number of workshops convened and people and institutions trained and the undocumented support to MoEFCC, the overall effectiveness of CEBPOL is rated to be good.

4 Institutional and professional resources

4.1 Program development

CEBPOL is a government to government program. A letter of intent on technical and institutional cooperation was signed on 19th November 2010 by the Norwegian Minister of Environment and Development, Mr Erik Solheim, and the Indian Minister of Environment and Forests, Mr Jairam Ramesh, in New Delhi, India. To formulate the program, Norwegian delegates from the NEA and FNI visited India and interacted with experts and officials of MoEFCC and NBA. In 2011 NBA and NEA agreed on the Program Document with MoEFCC contributing recurring expenses (manpower, office space, etc) as well as for non-recurring expenses (furniture, equipment and vehicle) for CEBPOL.

The two partners jointly applied for funding from MFA through the Norwegian Embassy in Delhi. The Embassy asked for a rapid desk appraisal by Norad the same year, focusing on the contractual arrangements between the partners. The Norwegian Ministry of Climate and Environment (NMCE) also welcomed the Program Document.

The Embassy entered into an agreement with NEA as the program holder in 2011. In turn NEA signed contract with NBA in 2012. To monitor the progress of the agreement, an annual meeting between the Embassy, NEA and NBA was agreed upon.

NEA contracted FNI as a partner of the program on an annual basis from December 2011 and NINA from 2015.

BCIL was identified through an open call as a service provider and contracted by NEA in 2013 for the whole program period. Three addendums were made to this contract, a consultancy contract for a study on ABS and patents in 2017 and two annual contracts to engage BCIL in producing and distributing a quarterly newsletter for NBA in 2017 and 2018.

It took more time than anticipated to establish the formal channels for transfer of funds between the two Governments. Because of the delayed start-up of the program, the timeline was extended by two years, and the Program Document was updated for the program period 2013-2018.

An internal assessment in 2016, revisited the Program Document of 2013 and made a work program for the last two years of the program. Priority was then given to five of the ten themes of the program. It was also agreed to expand capacity-building and further explore possibilities of funding for running the program sustainably. Given the circumstances, the program development and adjustments are rated Good.

4.2 Organization

The organizational structure and lines of decision-making for the implementation of CEBPOL was outlined in the Program Document. An overview of the governance is given in Appendix 4. It is noted that MoEFCC assumed the overall responsibility for the achievement of the program results, while NBA got the responsibility of carrying out program activities and results achievements on the ground.

A Program Management Unit (PMU) was established for day-to-day coordination of implementation of the Program in NBA. A program manager (PM) was hired to handle the implementation modalities of the Program and ensuring that the Program yields results indicated in the Program document and the AWP within the specified time and cost. The PM was also responsible for:

- the preparation and timely submission of the budgeted annual work plans (AWP);
- the quarterly and annual progress and financial reports to the funding agency;
- manage the program and
- be the main contact point for all the Norwegian program partners.

Two committees were established to secure proper progress and communication:

Program Steering committee (PSC) was established for ensuring the overall implementation with the agreed program design and achievement of results, as well as consistency with national and state development policies. The PSC was responsible for taking policy decisions about the implementation of CEBPOL. It was responsible in making, by consensus, management decisions and holding periodic reviews. The PSC was set up with 12 members, but was later reduced to ten, then eight. MOEFCC, NBA, BCIL, CEBPOL and NEA were all represented in PSC that met once a year. Specifically, PSC carried out the following functions:

- Ensure that the Program goals and objectives are achieved in the defined timeframe;
- Review the Program progress and suggested implementation strategies periodically;
- Review the Program expenditures against activities, outputs and outcomes;
- Approve annual work plans;

- Ensure achievement of key deliverables;
- Review progress report.

Operational Committee (OC) was established to oversee the day-to-day activities of the Centre. The OC was chaired by the Chairman of NBA with Secretary NBA, Program Managers and Program Personnel as members. It is noted that all decisions and files should be channelled by the Program Manager to the Chairman through the Secretary, NBA to meet the prevailing administrative and financial requirements.

The PSC later established two new fora for managing CEBPOL:

Technical Committee (TC) was established by the PSC in its first meeting in 2013 to review and evaluate the Terms of References (ToRs) and proposals for studies to be undertaken under various thematic areas. In 2015 the TC was mandated by PSC to review all reports developed under the program before finalization. The TC had representatives from MoEFCC, NBA, Botanical Survey of India and NEA. TC met 2-3 times a year.

Collaborative platform (CP) was created by (PSC) to stimulate cooperation between the research institutes involved in the program. FNI, NINA and NBIC were engaged from Norway. National Institute of Rural Development, Hyderabad and National Law School, Bangalore became members of CP from India.

BCIL was given the responsibility of handling the Norwegian Funds to CEBPOL, as well as to organize CEBPOLs workshops, seminars and conferences in India, arrange travels and print the publications.

Representatives from MoEFCC participated in the three committees and headed the PSC and TC. About half of PSC members were staff of MoEFCC or one of its affiliated agencies. NBA was represented in all committees and chaired the OC. NEA was represented in PSC and TC only. Apart from PM, the staff were only represented in TC and OC.

4.3 Human resources

NBA recruited all the program personnel on the Indian side, both those funded by GoI and by Norway. All together 10 professionals worked full time at CEBPOL when it became fully operational by 2015. Both NBA and NEA engaged a manager with the responsibility to follow-up the program. In addition, three consultants and three support staff were recruited by NBA for the program. After the internal review in 2016, three fellows were recruited by NBA on the Norwegian funds to the Program. The professional staff were all on annual contracts with NBA. In total 16 experts were involved from the Norwegian side. In addition, research studies were undertaken by other institutes and individuals connected to The University of Law in Bangalore; BOBP and MSSRF in Chennai; CEE in Pune and BCIL in New Delhi.

5 Efficiency

5.1 Fund management

The respective shares of the Indian and Norwegian partners of the joint budget was 56 and 44 percent (NOK 12 353 647 and NOK 9 599 702). The GoI funded Indian staff and infrastructure while the Norwegian Embassy covered the costs of Norwegian participation and three fellows at CEBPOL in addition to the Indian partners travels, seminars, workshops, publications and other outreach activities.

The NBA budget was basically split into two main components; operating costs and personnel

costs of CEBPOL. The PSC adopted the annual budgets together with the AWP and reported expenditures. The financial reporting of BCIL was timely and in the required format. The independent financial auditor report states that the Program closed in December 2018. The NBA Board decided in their meeting January 2019 to fund the extension of five staff members for two months to finalize the Program.

An overview of the expenditures of the Norwegian funds to the Program is given in Appendix 4. In the period 2012-2016 the total expenditures amounted to just above 50 percent of the Norwegian contribution (NOK 8 381 053). Hence, good amount of funds (NOK 8 162 858) was available for the remaining two years of the program. By December 2017, the only 16 percent was left for the Norwegian partners (NOK 1 539 480), while more than 50 percent was still unspent by the Indian partners (NOK 3 758 463). By the end of the Program in December 2018, only 15 percent of the Norwegian funds (NOK 1 029 796) were still not spent by Indian partners, while the Norwegian partners overspent by 128 percent. The Review Team was informed that the Indian partners were satisfied with the timely payments of the Norwegian grants to their respective organizations. The efficiency of management of funds are rated satisfactory.

5.2 Program management

The organizational structure was, as outlined in Chapter 4.2 above, top-heavy, with limited levels of delegation of responsibility from the committees to the program manager and staff. All decisions and reports had to be endorsed by the PSC. All decisions and files were channelled by Program Manager to the Chairman through the Secretary, NBA to meet the prevailing administrative and financial requirements. The Chairman of NBA coordinated the functioning of the OC and approved of the staff positions hired for Program. The PM was delegated rather limited responsibility for the management of CEBPOL. However, the Review Team was informed that the level of delegation and efficiency of management varied with the changing people in leading positions.

Partners in India and Norway have to a large extent co-operated efficiently by e-mail and video link, limiting travel and participated in relevant meetings only.

Apart from 2018, CEBPOL has reported in accordance with the agreed schedule. However, neither the annual report for 2018 nor the Final report from the Program were available for the Review Team five months after the Program was closed. The Program management is rated satisfactory.

5.3 Knowledge management

The overview of the outreach and outputs of CEBPOL is given in Chapter 3.2 above. The number of meetings and publications is impressive. However, only the reports published by FNI in the early stages of the program are yet published on the CEBPOL web-page. Most publications have still not reached interested parties, as they are still in the final stages of being published. The Review Team was informed that for a report to be published, it had to be reviewed and accepted by all three committees, resulting in years of delay in the publication of reports. As the delay is deemed to be the result of inefficient management practices, the knowledge management is rated satisfactory.

5.4 HR Management

An overview of the main actors involved in the management of the Program is given in Appendix 4. The Review Team notes that recruitments of personnel have taken more time than anticipated as well as a rather large turn-over of personnel at all levels. Most of the fellows and consultants engaged by the CEPBOL were young and aspiring professionals. They were all on annual work contracts. This low level of job security might be one reason for the reported high turnover of professionals. The Review Team was informed that the closure of the Centre in December 2018

came as a surprise to some staff members that were not prepared for their annual contracts not to be renewed. The Review Team questions the applicability of the chosen management structure for a centre of excellence. The rather high number of decision-making levels and limited delegation of responsibility will not attract eminent researchers and may be one reason for the high turn-over. The HR management is rated not satisfactory.

5.5 Assessment of overall efficiency

The Review Team deems the organizational set-up fit for purpose of a Government think-tank, but not for a Centre of excellence. A Centre of excellence needs to have a lean and clean organizational structure, enabling clear and substantial delegation of responsibility to the scientific staff, while ensuring good routines of acquiring relevance and quality assurance. Given that CEBPOL was expected to be both a think-tank for the government and a centre of excellence the overall efficiency is rated satisfactory.

6 Crosscutting Issues

6.1 Gender and equal rights

The Application states that NBA follows the GoI rules and regulations which provides for gender equality and that positive gender equality will be provided in hiring staffs and in the program implementation. Four of the ten staffs recruited were women. Information on gender-segregated representation in workshops is however not regularly reported upon in the documents available for the Review Team.

The Program Document states that gender dimensions were to be in focus in both the program approach and in the organisations partnered with for research and service delivery. The annual reports states that the program succeeded in engaging women in the program through ensuring participation in capacity building and other dissemination and outreach programs. The Annual Report for 2017 reported that women participation was strong (at least 30 percent) in all the training programs organised. The Review Team considers the reported participation of women encouraging. The approaches to gender and equal rights issues are rated good.

6.2 Human rights

Human rights are a cross-cutting issue in Norwegian development co-operation and thus one of the issues to be assessed in an end review. The issue is however not taken up in the Application or the Program Document. Human rights should be expected to be covered under the ABS thematic area, as Indigenous Peoples (IP) rights, is an essential part of ABS. Though the program has undertaken extensive work on ABS, it does not throw much light the effective participation of local and indigenous communities in knowledge- and benefit sharing agreements. As no information is forwarded on these issues, the Review Team rate the approaches to HR not satisfactory.

6.3 Environment

An Environment Impact Assessment (EIA) was not undertaken and the Program Document states that the program is not expected to have any negative impacts on the environment. The anticipated positive impacts of the program are stated in the introductory parts of the Program Document. The environmental impact of CEBPOL is, as stated in Chapter 3.2.6 above, dependent on the lasting impact of its activities, be it reports, seminars, workshops, outreach and communication with stakeholders at all levels. It is also dependent of the possibilities of the staff to use the capacity they have gained through being engaged in the Program, of which the Review Team has no information.

7 Risk management

The Application identifies the risk factor to be:

“the selection of suitable personnel on contract basis with requisite qualification, competence and experience”

and mandate the PSC to handle it.

The Program Document highlight the two other risks for the PSC to handle:

- *the diversity of partners and institutional capacities and varied experiences;*
- *limited response or capacity or willingness among policy-makers and planners to adopt recommendations and strategies.*

The PSC established rather rigorous procedures to ensure good reporting quality. Efforts were made for policy-relevant knowledge and related dissemination and capacity building efforts to have the intended response among policy makers and planners. Substantive emphasis on stakeholder involvement were emphasised at all stages of the research and development process. An element of formative process research helped ensuring regular feedback or feed forward interactions with key decision makers, and civil society through the outreach efforts of CEBPOL. However, as pointed out in chapter 5.2 above, the rigorous procedures of involvement and control delayed progress and are deemed by the Review Team to be one reasons for CEBPOL not to have developed into a centre of excellence. The Review Team notes that neither the Application nor the Program Document raise the risks of the Program not to have succeeded in establishing a centre of excellence.

The Decision Document gives a positive assessment of the risk analysis in the program proposal, but add that corruption is a serious issue in India. It states that NEA while managing the activities in India shall ensure that vouchers forwarded are real and realistic according to prevailing rates. The contracting of BCIL to handle all the funds to be used by Indian partners, ensured proper control and revision of these expenditures (Chapter 5.1).

PSC did not cover risk management in its reports and risk management was not included as a specific subject in the annual reports. The Review Team notes that anticipated risks materialized through the rather high turnover of personnel and challenges in recruitment of personnel. The Review Team rates the risk management satisfactory.

8 Sustainability

The Application and the Program Document both point to the effectiveness of CEBPOL as the basis for sustainability and the issue of sustainability has been taken up regularly in PSC meetings.

On the sustainability of the Centre, the Application and Program Document differ. However, the Application states that:

“After completion of this project, the centre for biodiversity and policy will be supported by funds available with NBA, MoEF, Government of India.”

The Program Document states that:

“CEBPOL will seek assistance from MOEF, GoI well as other international funding agencies for running the Program sustainably.”

The question of long- term funding from Norway was raised already at the first PSC meeting in 2013 and was included in the action agenda of the Internal Review in 2016.

Effective delivery of expected results was, from the beginning, recognized as the core

requirement for continued support to CEBPOL. The Program Document states that:

“The CEBPOL will support NBA in advising the Government of India, to take appropriate biodiversity related policies at the State and National levels. The involvement of SBBs, BMCs, research institutions, policy makers, conservers and other stakeholders will definitely improve the capacity building / awareness among them on biodiversity related policy issues. Since the project themes correspond to key strategic areas of research and core program areas of each of the participating institutions, the project also reinforces on-going capacities and created a platform for effective Indo-Norwegian collaboration.”

As pointed out in Chapters 3, 4 and 5 above, the Program has delivered what could be expected given the circumstances in which it operated. NBA informed the Review Team that the NBA professionals cooperated with the CEBPOL professionals, strengthening the professional capacities at NBA. While representatives from the MoEFCC highlighted the valuable inputs received from CEBPOL and the challenges experienced with the organizational set-up, it was also pointed out that the impacts had to be reviewed, as decided by the NBA Board in January 2019. This is in line with good management practices and the considerations of sustainability outlined in the Program Document. The overall sustainability of the Program is rated good.

9 Conclusions

The program is deemed to have been instrumental in strengthening capacities and in supporting the GoI on all the biodiversity policy and law related issues they requested from the Centre. However, the vision of establishing a Centre of excellence in biodiversity policy and law at NBA has not materialized. The institutional set-up is deemed rather complex and inefficient in this regard, with rather long approval processes involving several levels of decision-making.

Capacity building and provision of professional support, advice and expertise to the GoI, have been the priority areas of CEBPOL. While the first years of the program focused on recruitment and development of staff competencies, the outreach of the last two years is deemed rather impressive, giving the Centre increased visibility both in India and abroad. A significant increase in guidance to the MoEFCC and active participation in international meetings is noted in this period.

The cooperation between Indian and Norwegian partners is deemed good. The delayed start-up of the program resulted in a mismatch on the timing of the co-operation between CEBPOL and FNI. By the time CEBPOL became fully operational in 2015, FNI had already used most of its share of the budget. However, FNI had already and produced six publications, including one article in a peer reviewed journal co-authored with a CEBPOL researcher and a report published by CEBPOL in 2019.

The experiences of the two countries in applying national ABS regulations varies considerably. While India, through NBA had received 255 applications, the cooperating agency and ABS-competent authority in Norway, NEA, has received none. However, inspired by the close cooperation on the matter, the Indian ABS regulations have been modified over time to align with industry interests in a lean and efficient organization like the one established under the Norwegian national regulations. The Indian experiences are of importance for the Norwegian understanding of practical implementation of ABS regulations and further co-operation in the analyses of experiences and development of guidance for best practices are of interest to both countries.

The Nature Index (NI) is a Norwegian innovation designed to show trends in biodiversity in major ecosystems. It is based on a large number of indicators representing different aspects of

biodiversity, and should not be confused with the Nature Index tracking the affiliations of high-quality scientific articles, presenting research outputs monthly by institution and country(<https://www.natureindex.com/>). The overall objective of the Norwegian NI is to measure whether Norway is succeeding in halting loss of biodiversity. The adoption and Application of the Norwegian NI to two PA sites in India is referred to as a major success of CEBPOL. Indian partners have asked for an extension of this cooperation to other PA sites.

If cooperation is to be continued on NI, the Norwegian technology and knowledge should be transferred to an Indian institution that can take the full responsibility for NI application and follow-up in India. To ensure sustainability, the Review Team recommends a separate institutional set-up with a scientific institution to be considered in this regard.

The cooperation between Indian and Norwegian partners on Mainstreaming, IAS and IMA has been limited to review of draft documents and presentation of Norwegian experiences on the issues. IAS is the only thematic area that has achieved its targets as stated in the indicators. The Mainstreaming thematic area has focused on outreach through numerous workshops and seminars. The results of the IMA thematic area are however deemed rather limited.

The Review Team is not in the position to assess the impact of the capacity-building efforts of CEBPOL and its support to the GoI. It is noted that the Indian representatives consulted are universal in their assessment of CEBPOL as a success and that they all recommend a follow-up of the Indo-Norwegian co-operation established under CEBPOL. The Norwegian partners are also eager to continue co-operating with Indian partners on biodiversity policy and law.

Given that this is a government to government program, it took several years to agree on the organizational set-up. All parties agree that a leaner organizational set-up should be looked for if CEBPOL is to be continued. The Review Team deem NBA fit-for-purpose to host a think-thank, but not a Centre of excellence for research on biodiversity policy and law. Experiences from Norway and other countries shows that it is almost impossible for a Centre of Excellence in research to be part of a regulatory government body. Short and efficient decision-making structures are necessary to attract and keep eminent researchers to get a research-based institution to flourish. Given that the priority of CEBPOL has been to provide professional support, advice and expertise to GoI, CEBPOL looks more like a think-thank than a Centre of Excellence. The Review Team would recommend a non-regulatory body with the possibility of direct access to other national and international research institutes and other stakeholders to be considered if a Centre of excellence on biodiversity policy and law is to be established.

10 Recommendations on Way Forward

10.1 Program partners recommendations

The Internal assessment of 2016 states that:

Continuation of the existing Indo-Norwegian collaboration will be explored as one opportunity to ensure the sustainability of the programme. Further, CEBPOL may seek assistance from MoEFCC, GoI as well as other international funding agencies for running the programme sustainably.

The issue has been followed up in the work plans and at annual meetings. In 2018 the Norwegian Ministry of Climate and Environment (NMCE) forwarded their recommendations to the Embassy with input from NEA program partners. NMCE suggest a continuation of the cooperation on NI and IAS only, but suggest three new themes:

- Marine environment,
- Human and nature - facilitating co-existence and
- Renewable energy.

NMCE acknowledge that a more complex program layout may be required as more knowledge and management institutions in India and Norway should be involved.

In a meeting of program partners back to back with the Final dissemination workshop of the Program 5.12. 2018, the Indian representatives indicated interest in continuing cooperation on Nature Index (NI), Access and Benefit Sharing (ABS), Digital Sequence Information on Genetic Resources (DSI) and the Post 2020 process under CBD.

NBA plans to follow-up the independent review of CEBPOL by a scoping study together with Norwegian partners to identify the thematic focus for a continued cooperation on biodiversity policy and law.

The Review Team asked all the people interviewed on their priorities for follow-up and noted that:

- there is a keen interest from all parties to continue cooperation;
- more organizations may be involved from both countries;
- the organizational set-up should be lean and efficient;
- policy and law are the focus of the cooperation;
- Nature index to be expanded to new areas;
- ABS, mainstreaming and marine issues are the other most preminent thematic areas.

10.2 Review Team recommendations

The Review Team has the following recommendations on the way forward:

1. Norway and India should continue cooperating on biodiversity policy and law, building on the experiences gained through CEBPOL, but not necessarily limited to the CEBPOL partners nor CEBPOL themes. Biodiversity governance is the basis for securing life on land and sea and is important both for the green and the blue economies. The focus should continue to be on efforts to link biodiversity with societal goals and the SDGs. The six thematic areas of CEBPOL are all relevant in this regard.
2. The independent review of CEBPOL commissioned by NBA is welcomed, but partners are recommended to continue cooperating and scoping possible new avenues of cooperation on biodiversity governance linked to priority areas of the Blue and Green Economies.
3. The Norwegian Embassy is recommended to build on the experiences gained in CEBPOL, as outlined in this review, other programs. Proper result management frameworks should be developed to ensure that partners are prepared for active cooperation towards a common goal.
4. The differences in management practices in government bureaucracies and research institutions should be considered if the goal of establishing a Centre of Excellence is to be pursued. Decision making should be delegated to the lowest possible level and publication of research findings should be independent of government approvals.
5. Program partners should explore avenues of cooperation best fit for their institution and management practices. CEBPOL could have been more efficient if the cooperating partners had been on the same level of expertise and responsibility. If both government officials and researchers are to be included in one program a solution to be considered is to develop separate sub-programs for the research cooperation and ensure that they have the mandate to without interference to publish in in peer reviewed journals.
6. Program research partners should explore the possibilities for cooperation under the Norwegian Research Council (NRC) and International Research Programs, such as the EU. The Embassy should support initiatives for partner selection of researchers in biodiversity policy

and law and related studies. NMCE should ensure that the issue is properly covered in NRC Programs.

7. The knowledge and understanding generated under CEBPOL should be disseminated to stakeholders at all levels, to ensure a better understanding, learning and documentation of practical experiences in biodiversity policy and law.
8. NBA should consider translating the most practical reports and documents to local languages to increase uptake of the knowledge generated. Continued stakeholder involvement is independent of further funding from the Norwegian Embassy, and can include:
 - a. National level, MoEF/Govt of India can use the learnings from
 - b. State level
 - c. Panchayat level

Appendix 1: Terms of Reference for End-Review

Establishing a Centre for Biodiversity Policy and Law in India

Background

Despite India having several organizations and institutions (both within and outside the Government set-up) dealing with various aspects of biodiversity such as research, education, awareness etc., there is no organization that specializes in policy and legal issues relating to biodiversity. During the Joint Working Group on Environment in 2009, Norway agreed to support India to establish a Centre for Biodiversity Policy and Law (CEBPOL). This Centre would provide advice and support to the Indian Government on all biodiversity policy related issues.

The National Biodiversity Authority (NBA), under the Ministry of Environment and Forests (MOEF) of India was the Indian partner and the Norwegian Environment Directorate for Nature management (DN), a government institution, was the cooperating partner from the Norwegian side to establish the CEBPOL. The New Delhi Embassy entered into an agreement with DN. The PTA number and title are IND-10/0048 “DN-NBA Centre for Biodiversity Policy & Law”. The project support sought was for four years and valued at NOK 16.50 Million. Apart from this amount, the Indian government has contributed NOK 5.4 Million. The project period was between 2012-2016 and a no-cost extension was given until December 2018.

Apart from NEA, Fridtjof Nansen Institute (FNI) and the Norwegian Institute for Nature Research (NINA) were also involved from the Norwegian side. The themes of the cooperation focused on themes like access and benefit sharing of biological resources, invasive alien species, development of nature index, mainstreaming of biodiversity and interface with multi-lateral and bilateral agencies on environmental negotiations.

Purpose of End-Review

- To review the progress made towards the achievement of desired goal and objectives in the project

Goal: Establish a Centre of excellence focusing on biodiversity law and policy that caters to the needs of national and international rule-making and subsequent implementation on issues of biodiversity.

Objectives

- To provide professional support, advice and expertise to the Government of India on a sustained basis on matters relating to biodiversity policies and laws at the national level, as well as in international negotiations relating to biodiversity in multilateral forums.
- To develop professional expertise in biodiversity related policies and laws, inter alia through encouragement of research, development and training in matters relating to Convention on Biological Diversity.
- To develop and implement an array of capacity building programmes through multidisciplinary research and customise training programmes for a wide range of stakeholders.
- To facilitate interactive information sharing through web conferencing, web seminars and virtual meetings involving relevant research centres and environmental law associations within India, Norway and other countries where such expertise is available.
- To help develop India as a regional and international resource Centre for Biodiversity Policy and Law through provision of training and human resource development.

Scope of work

- To assess how effective the efforts were towards achievement of the results;

- To assess the institutional and professional resources put forward by the partners towards effectively carrying out the project;
- To assess the partner's planning process, monitoring, evaluation and reporting systems put in place;
- To assess how efficiently the funds were utilized;
- To assess the partner's approach to address the cross-cutting issues like gender sensitivity, anti-corruption and human rights;
- To assess partners' risk management during planning and implementation.
- To assess the steps taken to ensure that the results are sustainable after the project has been completed;
- To suggest ways to further the cooperation in the field of biodiversity between India and Norway based on the experience gained from this project.

Implementation of the review

A two-member review team will conduct the end-review. The review team is required to review the available documents such as the project proposal, appraisal of proposal, agreement between the Ministry of Foreign Affairs and the Norwegian Environment Agency (NEA), progress reports, work plan and budgets, minutes of annual meetings and publications from the project. The consultants will also be required to conduct semi-structured interviews with relevant stakeholders, Norwegian institutions, the Embassy, relevant ministries etc. The review team should in particular:

- familiarize itself with the academic and institutional contexts of the project.
- hold discussions with Indian and Norwegian institutions involved in the project;
- obtain an overview of the activities that have been conducted and the products that have been produced;
- visit project site where work is ongoing or completed

Duration of the study

The total duration for the review shall not exceed 5 weeks, including submission of the final report. The proposed review period is 8th April to 27th May 2019. The draft schedule of the review is - one week for desk review, one week in the field, one week of writing the draft report, one week for the project partner to comment on the draft report and one week for finalizing the report. The field visit to India could tentatively start from 26th April 2019.

Consultant

For carrying out the review, a two-person review team is desired with one Norwegian and one Indian local consultant. The consultant from Norway (Norad) will head the review team. The Indian consultant will be fully involved in the review and will in addition provide logistical support for fieldwork and interviews.

The Indian consultant should have a minimum of 10 years of experience in planning, advising, monitoring and evaluation of projects on capacity building and institutional cooperation and be familiar with results-based management. The Norwegian Embassy in New Delhi will take the lead in identifying the Indian consultant, in consultation with Norad. The compensation and travel expenses for the local consultant will be covered by the Embassy.

Reporting

Draft report presentation: The first deliverable will be a draft report on 27th May to the Embassy. The draft report shall cover the comprehensive desk study, framework to the review, discussion and key findings.

Final report: Based on the comments received on the draft report, the review team shall finalize the report and submit it on 15th June 2019. The final report shall have an executive summary and other chapters not exceeding 20 pages. The list of respondents, pictures etc. shall be part of the annexures.

Logistics

The review team will be responsible for making their own logistics arrangements like travel, accommodation and fixing meetings with partners and other stakeholders, etc.

Budget

The Embassy would cover the cost of the Indian local Consultant (fees and travel expenses for the review). The Consultant from Norway (Norad) would meet the costs through his/her organization.

Appendix 2: List of documents and reports consulted by the Review Team

1. Application for Grant from the MFA, 2011
2. Program Document, NBA and NEA, 2011
3. Appraisal of the Program Document, NORAD 2011
4. Decision Document, MFA, 2012
5. Program Document (Modified version), NBA and NEA, 2013
6. Minutes of the Program Steering Committee Meetings, CEBPOL, (2013, 2015 – 2018)
7. Minutes from Annual Technical Program Support Meetings, NEA, 2013, 2015-2018
8. Internal Assessment of Program Implementation, NBA and NEA, January 2017
9. Annual reports of CEBPOL Program 2012-2017
10. Progress reports of CEBPOL Program 2012-2018
11. Travel Reports from Norwegian Partners, (in Norwegian), NEA, 2012-2018
12. Report of FNI Contribution to the Establishment of CEBPOL 2013-2015
13. Audited Balance Sheets, BCIL, 2014 -18
14. Financial Statements of Expenditures, NEA, 2012-2018
15. MoEFCC web page; <http://moef.gov.in/>
16. NBA web page; www.nbaindia.org
17. CEBPOL webpage; www.nbaindia.org/content/332/31/1/cebpol.html
18. Publications produced by the CEBPOL Program, see Appendix 5

Appendix 3: List of people interviewed by the Review Team

Date	Organisation/ Designation	Name
REPRESENTATIVES IN NORWAY		
Apr 9	Environment directorate, Project leader 2017-2018	Mr Andreas B. Schei
Apr 9	Environment directorate	Ms Aina Holst
Apr 9	Environment directorate, ABS and AIS	Dr Sunniva Aagard
Apr 9	Environment directorate, legal issues ABS	Ms Liv-Stephanie Bantle
Apr 9	NINA, Research director, nature index	Dr Signe Nybø,
Apr 10	Environment directorate, Project leader 2014-2017	Ms Maja Aarønæs – by phone
Apr 11	MFA Oslo, Senior adviser, environment	Mr Jon Heikki Aas – by phone
Apr 11	Ministry of Environment Oslo	Mr Stian Rein Andresen -by phone
Apr 12	Norwegian Research Council, Indnor programme	Ms Merete Moe
Apr 12	FNI, researcher, environmental law	Mr Christian Prip
May 9	FNI, researcher, ABS legislation	Mr Morten Walloe Tvedt,
REPRESENTATIVES IN INDIA		
Apr 25	Norwegian Embassy	Mr Suresh Mathevan
Apr 25	Norwegian embassy	Ms Rannveig Rajendram
Apr 27	NBA, Chairperson	Dr Purvaja Ramachandran
Apr 27	NBA, staff	Mr J Soundrpandi
Apr 27	NBA, staff	Mr N Singaram
Apr 28	CEBPOL, Consultant	Dr C Thomas Jacob
Apr 29	MSSRF, Founder and Chair	Dr. Swaminathan
Apr 29	MSSRF Executive Director	Dr Anil Kumar
Apr 29	Bay of Bengal Project, Director	Dr Y S Yadava
Apr 30	BCIL, Chief General Manager	Dr Vibha Ahuja
Apr30	Ass. General Manager	Dr Sanchita Chaudhary
May 1	MoEFCC, CBD focal point	Dr Sujata Ahuja
May 1	MoEFCC, Additional Secretary	Anil Kumar Jain
May 1	Expert committee member	Dr Rana

Appendix 4: Fund management and organization of CEBPOL

Figure 1: Flows of Funds to and between main Indian and Norwegian Partners in CEBPOL

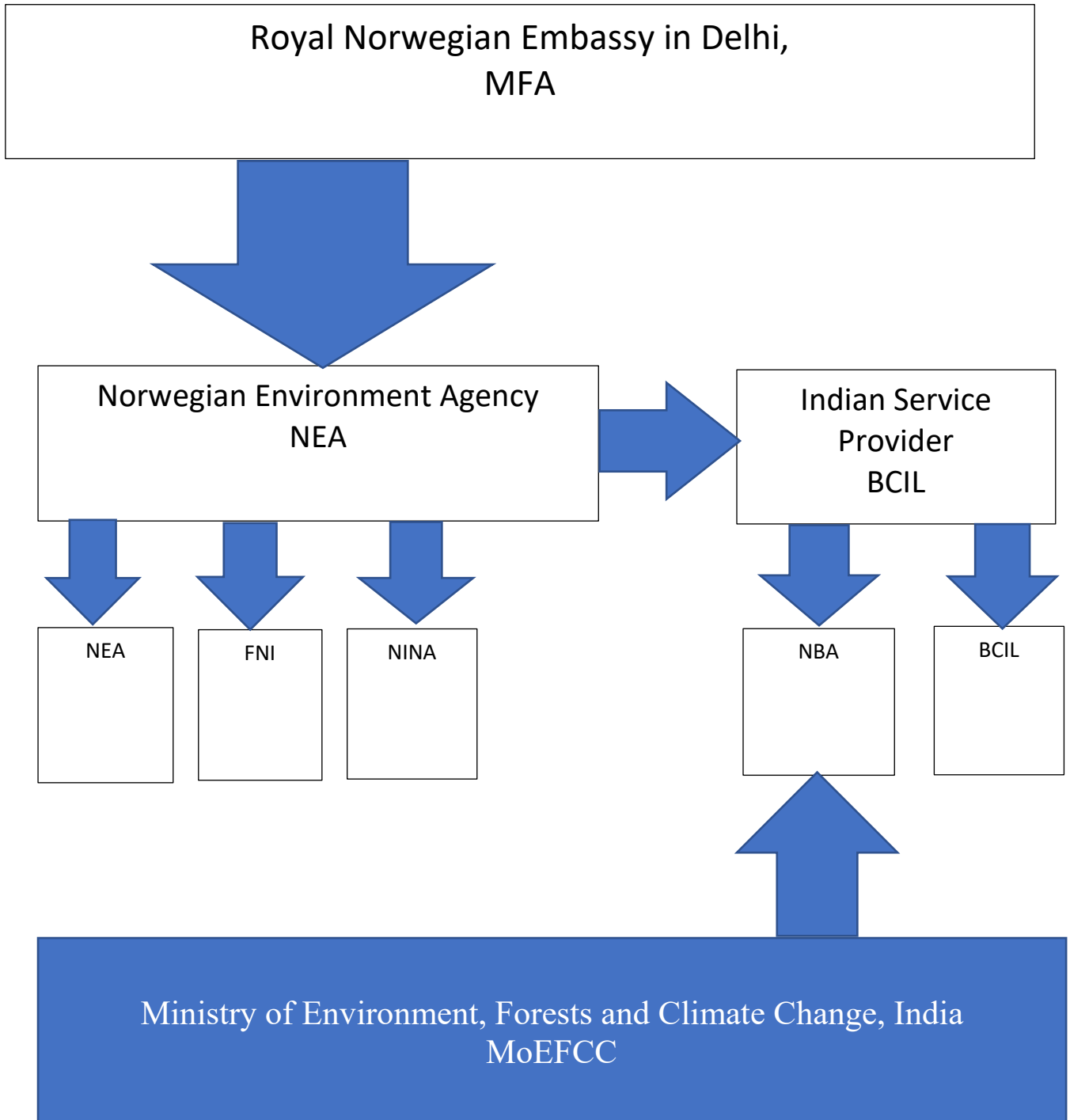


Table 1: Budgeted contributions from India and Norway for the CEBPOL in NOK

Year	Contribution from Norway	Contribution from India	Total
2013	2 245 826	1 045 405	3 291 231
2014	4 092 368	1 351 103	5 443 471
2015	4 891 475	1 174 980	6 066 455
2016	3 449 001	1 174 980	4 623 981
2017	1 865 241	6 62 970	2 528 211
Total in NOK	16 543 911	5 409 438	21 953 349

Table 2: Reported disbursements and expenditures of Norwegian funds for CEBPOL in NOK

	Disbursed						Sum		Total
	MFA	NEA	FNI	NINA	ADB	Norwegian partners	BCIL		
2012	2 000 000	259 607	411 641	0	0	671 248	0	671 248	
2013	4 000 000	603 589	1 154 269	0	0	1 757 858	0	1 757 858	
2014	0	255 205	890 880	0	0	1 146 085	100 215	1 246 300	
2015	1 500 000	135 7320	614 189	123 346	0	873 267	640 256	1 513 523	
2016	1 900 000	618 904	15 316	339 361	0	973 581	996 962	1 970 543	
2017	2 700 000	771 909	0	567 281	77 405	1 416 595	1 448 313	2 864 908	
2018	2 672 077	834 412	0	37 992	0	872 404	2 728 667	3 601 071	
Total	14 772 077	4 700 946	3 086 295	1 067 980	77 405	8 932 626	5 914 413	14 847 039	

Note: BCIL expenditure in 2018 is calculated from INR with the exchange rate of 0,127.

Table 3: Experts from Norwegian institutes engaged in CEBPOL 2011-2018

Name	Affiliation	Thematic Area
Dr Sunniva Aagaard	NEA	ABS
Mr Morten Walløe Tvedt	FNI	ABS
Dr Kristin Rosendal	FNI	ABS
Dr Ole Kr. Fauchald	FNI	ABS /MEA
Dr Shivsharn Dhillion	FNI	ABS/MEA
Mr Christian Prip	FNI	ABS/MEA
Ms Liv Stephanie Bantle	NEA	IAS
Mr Hanno Sandvik	ADB	IAS
Ms Astrid Berge	NEA	
Ms Ingvild Skorve	NEA	
Dr Svein Båtvik	NEA	
Ms Inger Helene Hagen Sira	NEA	
Ms Helle Høverstad	NEA	
Dr Signe Nybø	NINA	NI
Dr Inga Bruteig	NINA	NI
Dr Stein Are Sæther	NINA	NI

Table 4: Representation in the Program Steering Committee (PSC) for CEBPOL

Role	Affiliation
Chairman	Special secretary / Additional Secretary, MoEF
Members Representing Gov of India	Advisor MoEF; CBD national Focal point Director MoEF (dealing with Biodiversity); Director MoEF (dealing with Biosafety); Director IFD, MoEF Director/Representative of WII
NBA	Chairperson Secretary
CEBPOL	Program manager
Members Representing Gov of Norway	Director/representative NEA Program coordinator NEA
Service provider	Representative of BCIL

Note: The Chairperson of NBA has on occasions been the same person as the Chairman of the PSC, see table 5 below.

Table 5: Professionals involved in management of CEBPOL in India and Norway

Name	Affiliation	Year of service	Roles
Dr Farooqi	IAS Secretary	2011-2012	PSC and NBA Chair
Dr V. Rajagopalan	IAS Secretary	2013	PSC Chair
Shri S.P.S. Parihar	Joint Secretary	2013	NBA Chair
Mr Hem Pande	Add Secretary	2015-2016	PSC and NBA Chair
Dr Amita Prasad	IAS Add Secretary	2017	PSC Chair
Dr Arun Kumar Mehta	IAS Add Secretary	2018	PSC Chair
Mr Anil Kumar Jain	IAS Add Secretary	2019	PSC Chair
Dr Sujata Arora	CBD focal point	2011-2019	PSC member
Dr Balakrishna Pisupati	NBA	2012-2014	NBA Chair
Mr T. RabiKumar	NBA	2015-2018	NBA Secretary
Dr B. Meenakumari	NBA	2017-2018	NBA Chair
Dr Purvaja Ramachandran	-	2019	NBA Chair
Dr Suhas Nimbalkar	CEBPOL	2016-2017	Program manager
Dr Rupam Mandal	CEBPOL	2017-2019	Program manager
Berit Lein	Ass Dir General NEA	2011-20	PSC Member
Gunn Paulsen/Aina Holst	Heads of Sect. NEA		Alt. PSC Member
Mr Frank Eklo	NEA	2013-2014	Program coordinator
Ms Maja Stade Aarønæs	NEA	2015-2018	Program coordinator
Mr Andreas B. Schei	NEA	2018-2019	Program coordinator

Appendix: 5 CEBPOL Outputs

Table 1: Publications

Titles	Authors	Year
Beyond the Thumb of Rule Approach: regulatory Innovations for Bioprospecting in India, published in Journal of Law Environment and Development (LEAD)	Kabir Sanjay Bavikatte (CEBPOL) and Morten Walløe Tvedt (FNI)	2014
REDD+ in India: managing carbon storage and biodiversity safeguarding in national forest politics? FNI Report	Christian Prip (FNI) and Linda Wallbott (FNI)	2014
Technology Transfer in India: CBD, institutions, actors, typologies and perceptions. FNI report	Shivcharn S. Dhillion (FNI)	2014
The Nagoya Protocol on Access to genetic resources and benefit sharing – Country measures and implementation in India, FNI Report	Christian Prip (FNI) and Charlotte van Klooster (CEBPOL)	2016
The state of technology transfer obligations in global environmental governance law: biodiversity conservation and sustainable use. FNI Report	Christian Prip (FNI), Kristin Rosendal (FNI) and Morten Walløe Tvedt (FNI)	2016
Biological Diversity Act 2002: User's Guide to Access and Benefit Sharing	Shivendu K Srivastava	2017
Regulation of Access to Biological Resources and Benefit Sharing in India: An Analytical Study.	N. Gayathri Shanbhag B. Meenakumari (NBA) and Rai S. Rana	2018
A Review on Impacts of Invasive Alien Species on Indian Coastal Ecosystems	S. Sandilyan (CEBPOL), B. Meenakumari (NBA), T.T. Ajith Kumar and Rupam Mandal (CEBPOL)	2019
A Review on Impacts of Invasive Alien Species on Indian Inland Aquatic Ecosystems	S. Sandilyan (CEBPOL), B. Meenakumari (NBA), A. Biju Kumar and Rupam Mandal (CEBPOL)	In press
Guidelines for prioritization of Invasive Alien Plants of India for Management	S. Sandilyan, B. Meenakumari and C.R. Babu	2019
Impacts of Invasive Alien Species on Island Ecosystems of India with special reference to Andaman Group of Islands	S.Sandilyan (CEBPOL), B. Meenakumari (NBA), A. Biju Kumar and Karthikeyan Vasudevan	2019
Strategies for control and management of some selective Invasive Alien Plant Species Endangering Indian Biodiversity	S. Sandilyan (CEBPOL)	In press
Invasive Alien Species of India	S. Sandilyan (CEBPOL)	In press
New ABS Instruments adapted to Genetic Resources for Food and Agriculture	Morten Walloe Tvedt (FNI) and Kristin Rosendal (FNI)	2019

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Review of selected national legislations relating to access and benefit sharing	Liv-Stephanie Bantle (NEA) and Anjali Sugadev (CEBPOL)	2019
Protected Areas and ABS: A Review	Prakash Nelliya (CEBPOL) and B. Meenakumari (NBA)	2019
Compliance of Access and Benefit Sharing (ABS): A Sector Specific Review	Prakash Nelliya (CEBPOL), B. Meenakumari (NBA) and T. Rabikumar (CEBPOL)	In press
Implementation of the Multilateral System of the Plant Treaty in India: Exploring Linkages with Biological Diversity Act, 2002	Prabha S. Nair	2019
Using the IPBES conceptual framework to examine the CBD theme of 'Cities and Biodiversity' in India with a special focus on governance, institutional arrangements and drivers of biodiversity loss in two cities	Sandhya Chandrasekharan (CEBPOL)	In press
Policy Brief: The case for multi-stakeholder governance for the City Biodiversity Index in India	Sandhya Chandrasekharan (CEBPOL)	In press
Inter-Linkages between the UNCCD and CBD/BD Act in India-An Analysis	Sandhya Chandrasekharan (CEBPOL)	In press
Achieving Better Synergies among the Biodiversity cluster Multilateral Environmental Agreements at the National Level in India – Review and Policy Options	Sandhya Chandrasekharan (CEBPOL)	In press
Mainstreaming Biodiversity: Inland Fisheries and Aquaculture - a key for Food and Nutritional Security	C. Thomson Jacob (CEBPOL), B. Meenakumari (NBA), V.V. Sugunan and Rupam Mandal (CEBPOL)	In press
Mainstreaming Biodiversity into Agriculture Sector for increasing India's food, nutritional and livelihood security	C. Thomson Jacob (CEBPOL), B. Meenakumari (NBA) and Ajay Parida	In press
Mainstreaming Biodiversity Concerns into Forestry and Forest Management	C. Thomson Jacob (CEBPOL), B.Meenakumari (NBA) and Giridhar Kinhal	In press
Nature Index-India Report - A Pilot Study in Chilika Lake and Great Himalayan National Park	C. Thomson Jacob (CEBPOL), Signe Nybø (NINA), Stein Are Sæther (NINA), Maja Stade Aaronæs (NEA) and Rupam Mandal (CEBPOL)	In press

Table 2: Workshops organized by BCIL for CEBPOL

Titles	Dates	Venues
Consolidating CEBPOL – sharing of experience on ABS	February 3-4, 2015	Hotel Aloft, Chennai
Inception meeting concerning the development of a pilot study on the Nature Index in India and Preparatory work meeting and a follow up meeting	September 15, 2015	MoEFCC, New Delhi
Workshop on “Synergies among biodiversity related MEAs”	October 3-4, 2016	Heritage Resort, Manesar
Consultative Conference on Biodiversity Governance for SBBs- Challenges and Prospects	October 25-26, 2016	National Law School of India University, Bangalore
Policy dialogue on mainstreaming biodiversity into the fisheries sector	November 25, 2016	NBA, Chennai
Policy Dialogue on Mainstreaming Biodiversity into the Agricultural Sector	January 20, 2017	NAAS, New Delhi
Experience Sharing Workshop on Access and Benefit Sharing & Invasive Alien Species	March 8-11, 2017	NBA, Chennai
Consultative meeting on "Implementation of the Multilateral System of the Plant Treaty in India: Exploring Linkages with Biological Diversity Act 2002 for Better Synergies" to deliberate upon the identified points.	May 8, 2017	NBA, Chennai
Expert Consultation on “Interim National Report on the Implementation of the Nagoya Protocol	May 26, 2017	MoEFCC, New Delhi
Expert Consultation on “Interim National Report on the Implementation of the Nagoya Protocol and National Focal Point interaction meeting on "Synergies among Biodiversity related Multilateral Environment Agreements	October 5, 2017	MoEFCC, New Delhi
Dissemination workshop on Nature Index	October 12-13, 2017	Manuallya Resort, Kullu, Himachal Pradesh
Dialogue on Mainstreaming Biodiversity into open and cold-water fisheries	November 28-29, 2017	NAARM, Hyderabad
Policy dialogue on "Mainstreaming Biodiversity Concerns in Forestry and Forest Management	April 28, 2018	Forest Academy at Dulapally, Hyderabad
Policy dialogue on "Mainstreaming Biodiversity Concerns in Forestry and Forest Management	May 28, 2018	Hotel Fortune Ahmedabad

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Policy dialogue on "Mainstreaming Biodiversity Concerns in Forestry and Forest Management	June 28, 2018	The Lily hotel, Guwahati
International Day for Biological Diversity (IDB)	May 22, 2018	Telangana State Agricultural University (PJTSAU), Hyderabad
Discussion meeting on "Mainstreaming Biodiversity Concerns in Forestry and Forest Management"	September 5, 2018	NBA, Chennai
Workshop on "Capacity-building on Access & Benefit Sharing (ABS) provisions of the Biological Diversity Act and e-filing process of ABS applications" for the patent attorneys	September 14, 2018	NBA, Chennai
Discussion meetings - CoP-14, CoP-MoP-3 on NP and CoP-MOP 9 on CPB.	October 30, 2018	MoEFCC, New Delhi
Training of Trainers (ToT) programme on Biodiversity Governance	November 13-15, 2018	NIRDPR, Hyderabad
Training of Trainers (ToT) programme on Biodiversity Governance	December 18-20, 2018	NIRD & PR-NERC, Guwahati
A high level bi-lateral inter-ministerial meeting	December 5, 2018	MoEFCC, New Delhi
Dissemination Workshop on CEBPOL study reports	December 5, 2018	India Habitat Centre, New Delhi
Capacity Building workshop on Nagoya Protocol for all SBBs	February 25-26, 2019	NBA, Chennai

Table 3 Awareness Workshops on Guidelines for Access and Benefit Sharing of Biological Resources co-organized with DBT

Cities	Dates	Venues
New Delhi	June 13, 2016	Juniper Hall, India Habitat Centre, Lodhi Road
Guwahati	June 22, 2016	NEDFI Convention Centre
Kolkata	June 24, 2016	Centre for Research in Nanoscience and Nanotechnology (CRNN), University of Calcutta
Pune	June 29, 2016	Microbial Culture Collection, Pashan
Hyderabad	July 15, 2016	National Academy of Agricultural Research Management (NAARM)
Bangalore	July 28, 2016	Department of Plant Biotechnology, University of Agricultural Sciences (UAS), GKVK
Ahmedabad	March 24, 2017	Hotel Starottel, Ashram Road

Table 4. International meetings, workshops and conferences attended by CEBPOL fellows

Titles	Dates	Venues
Study tour to Norway	June 14-21 2015	Norway
Eighth Trondheim Conference on Biodiversity	May 31-June 3 2016	Trondheim, Norway
CBD capacity building workshop	June 27-July 2 2016	Bangkok, Thailand
Island Invasive Conference	July 10-14 2017	University of Dundee, Scotland
Asian Wetland Symposium	Nov. 7-11 2017	Saga, Japan
Fourteenth Annual University of Eastern Finland (UEF) - United Nations Environment Programme (UN Environment) Course on Multilateral Environment Agreements	August 20-30 2018	University of Eastern Finland, Joensuu campus, Finland
Seminar at Fridtjof Nansen Institute (FNI), Oslo to disseminate outcomes from the programme activities under Indo-Norwegian cooperation	August 28-30 2018	Norway
17th World Lake Conference (WLC17)	Oct. 14-19 2018	Tsukuba, Japan
Fourteenth meeting of the Conference of the Parties (COP 14) to the Convention on the Biological Diversity (CBD)	Nov. 17-28 2018	Sharm El-Sheikh, Egypt

Note: PSC and other managerial internal meetings are not included in the list

Table 5: National Meetings attended by CEBPOL fellows, selected from 91 meetings reported.

Titles	Dates	Venues
Nature Index pilot site visit	May 23-27 2016	Chilika Lake
Nature Index pilot site visit	August 16-20 2016	Great Himalayan National Park
1st International Agro Biodiversity Congress	Nov. 6-9 2016	New Delhi
National workshop on "Biodiversity Law: A cross over between conservation and commerce	April 24 2017	BMSCL, Bangalore
Consultation workshops on Mainstreaming of Biodiversity	Sept. 14-15 2017	Chandigarh
NIRD meeting on "Water resources management for sustainable development"	Dec. 8 2017	ANS-SIRD Mysuru
"National Conference on Status of Invasive Alien Species in India"	Dec 14-15 2017	Zoological Survey of India and Botanical Survey of India, Kolkata
Presenting a paper on "Economics of Biodiversity & ABS" in the training Programme on "Indian Legal and Policy Framework on Biodiversity, Human Environment and Sustainable Development"	May 24 2018	School of Legal Studies, Cochin University of Science & Technology

