

MID TERM REVIEW (MTR)

"STRENGTHENING THE FINANCIAL AND OPERATIONAL FRAMEWORK OF THE NATIONAL PA SYSTEM IN GUINEA-BISSAU"



UNITED NATIONS DEVELOPMENT PROGRAM (UNDP)

Report

Guido Fernández de Velasco

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i. Project's basic information

Project Name	Strengthening the financial and operational framework of the national protected area system in Guinea-Bissau
PIMS Number / GEF ID	5177 / 5368
MTR period of execution	01/08/18-31/10/18
Report's date	July 2019
Area of activity / GEF's strategic program	BD-1: Improving Sustainability of Protected Area Systems; Outcome 1.1 Improved management effectiveness of existing and new PAs and outcome 1.2: Increased revenue for PA systems to meet total expenditures required for management.
Executing Agency	Institute for Biodiversity and Protected Areas (IBAP) of the State Secretariat for Environment (SEA.). Directorate General for Forests and Fauna (DGFF) of the Ministry of Agriculture and Rural Development (MARD)
Implementing Partner	UNDP
Acknowledgements	The evaluator would like to thank the entire team of the Project Unit and the technical staff of UNDP Guinea-Bissau who have facilitated the entire evaluation process in the country and have achieved the expected goals. Likewise, I greatly appreciate the time of all the people interviewed during the visit to Guinea-Bissau and the time invested by many actors during the preparation of this report. Special thanks to all the community members which travelled many hours and by different means of transportation within Cantanhez National park to make it to the meetings.

Content

i. Project's basic information	2
i. Acronyms and abbreviations.....	5
1. Executive Summary	6
Brief Project description.....	7
Summary of the project's progress.....	7
Concise summary of conclusions and recommendations.....	11
2. Introduction	14
2.1 MTR Purpose and objectives.....	14
2.2 Scope and methodology: design principles and MTR execution, MTR approach and data recompilation methods, limitations to the MTR.....	16
3. Project description and context.....	20
3.1 Development context.....	20
3.2 Problems that the Project tried to deal with: threats and barriers	22
3.3 Project description and strategy: objective, products and expected results, description of places where the project is being developed.	25
3.4 Project execution mechanisms	25
3.5 Project execution deadlines and milestones to meet during its development	26
3.6 Main stakeholders: Summary list.....	29
4. Proven Facts	29
4.1 Project Strategy.....	29
4.2 Progress towards the results.....	43
4.3 Project execution and adaptative management.....	48
4.4 Sustainability	58
5. Conclusions and recommendations	61
5.1 Conclusions.....	61
1.2 Recommendations	64
6. Anexes	67
6.1 ToR de la EMT.....	68
Terms of Reference.....	68
6.2 MTR evaluation matrix	81
6.3 Questionnaire model or interview guide	86
6.4 Evaluation ratings.....	91
6.5 List of interviewed actors	92
6.6 MTR Agenda	95

6.7 List of reviewed documents	98
6.8 Interview control matrix.....	99
6.9 Evaluation Consultant Agreement Form	100
6.10 MTR final report approval form signed.....	101

i. Acronyms and abbreviations

AWP	Annual Work Plan
BD	Biodiversity
CDR	Combined Delivery Report
CNP	Cantanhez National Park
DGFF	Directorate General for Forests and Fauna
E&S	Environmental and Social
EU	European Union
FBG	BioGuinea Foundation
FFEM	French Fund for Global Environment (for its acronym in French)
FREL	Forest Reference Emission Level
FSC	Financial Sustainability Scorecard
GB	Guinea Bissau
GEF	Global Environment Fund
GIS	Geographic Information System
GOV	Government
GOGB	Government of Guinea-Bissau
IBAP	Institute for Biodiversity and Protected Areas
IUCN	International Union for Conservation of Nature
MAVA	MAVA Foundation for Nature
MARD	Ministry of Agriculture and Rural Development
M&E	Monitoring and Evaluation
METT	Management Effectiveness Tracking Tool
MOU	Memorandum of Understanding
MTR	Mid Term Review
NGO	Non-Governmental Organization
QPR	Quarterly Progress Report
PAs	Protected Areas
PB	Project Board
PCU	Project Coordination Unit
PIR	Project Implementation Report
PPG	Project Preparation Grant
PRODOC	Project Document
PSC	Project Steering Committee
REDD	UN Program to Reduce Emissions from Deforestation and Degradation
SEA	State Secretariat for Environment
SDGs	Sustainable Development Goals
SNAP	National System of Protected Areas
TE	Terminal Evaluation
ToR	Terms of Reference
UNDP	United Nations Development Program
USD	United States Dollars
VCS	Verified Carbon Standard
WB	World Bank
WWF	World Wildlife Fund

1. Executive Summary

Table 1 Project information Matrix

Strengthening the financial and operational framework of the national PA system in Guinea-Bissau			
UNDP Project ID (PIMS#):	5117	PIF Approval date:	12th April 2013
GEF Project ID (PIMS#):	5368	CEO Approval date:	24th of March 2015
ATLAS Project Unit, Case n°; Project ID (Award # Project ID)	00094321	Project document signature date (project start date):	19th August 2016
Country	Guinea-Bissau	Project Coordinator hiring date:	September 2016
Region	East Africa	Inception workshop date	28th September 2017
Area of activity	Biodiversity	MTR end date:	July 2019
GEF Strategic Objective:	BD-1: Improving Sustainability of Protected Area Systems	End of Project expected date:	September 2020
Trust Fund (indicate GEF TF; LDCF; SCCF; NPIF):	GEF Trust Fund	In case of revision, new expected end of project due date:	March 2021
Executing / Implementing Agent	UNDP		
Implementing partners:	IBAP		
Project Funding	<i>CEO approval date (US\$)</i>	<i>MTR date (US\$)*</i>	
(1) GEF funding	2,304,429	551,636	
(2) UNDP Contribution	370,000	202,018	
(3) Government:	4,645,760	424,000	
(4) Other Partners:	11,669,488	1,458,080	
(5) Total cofinancement (2+3+4):	16,685,248	2,084,098	
TOTAL PROJECT COST (1+5):	18,989,677	2,635,734	

*Obtained from the last Project Implementation Report (PIR)

Brief Project description

The project "Strengthening the financial and operational framework of the national PA system in Guinea-Bissau" is an initiative of the Government of Guinea-Bissau, co-financed by the GEF, UNDP, the Government, the European Union, the World Bank and the MAVA Foundation. The objective of this project is to strengthen the financial sustainability and management effectiveness of the national protected areas system (SNAP) in Guinea-Bissau. Building upon the results of previous GEF interventions, baseline programs, and projects, and coordinating with ongoing and other donor-funded projects, the project will pursue two interlinked approaches: (i) increasing revenue generation for the SNAP by lifting barriers that impede full functioning of the BioGuinea Foundation (FBG), achieving short-term endowment capitalization targets with project co-financiers and putting in place the foundations for the achievement of medium- and long-term targets; and (ii) strengthening effective protected area (PA) management by the Institute for Biodiversity and Protected Areas (IBAP) to a critically threatened priority PA (Cantanhez National Park, CNP), while developing new operational frameworks that entail enhanced efficiencies through the involvement of the Directorate General for Forests and Fauna (DGFF) and local stakeholders. The project will contribute to the conservation of 952,172 hectares (ha) of critical natural habitats through the long-term financial sustainability of Guinea-Bissau's national network of PAs, which will cover 26% of the country. The extensive and highly productive mangrove ecosystems are critical contributors to the sub-region's marine productivity as they support globally endangered and threatened species and a variety of migratory birds, as well as sequestering significant carbon stocks. The woodland savannah, semi-dry tropical forest, and the critically endangered primary tall sub-humid tropical forests are home to threatened and endangered species of global importance that are typical of the Guinea Savannah Forest Mosaic and play critical roles as biological corridors and migration routes for large mammals. Other global environmental benefits will be derived from achieving strengthened management capacity coupled with financial sustainability at the PA system level. More specifically, by project end the initial capitalization of the endowment of the FBG with USD 7,365,248 will increase the sustainability of the SNAP by providing a flow of stable and sustainable financing equivalent to approximately 30% of the overall annual recurrent funding needs, and by so doing will contribute to the consolidation of the terrestrial PAs of Guinea-Bissau. In addition, collaborative cost-effective management of the critically threatened priority PA, the CNP and its related forest areas and buffer zones, will improve management effectiveness by 20% and will reduce the loss of threatened West African forest habitats across 105,800 ha.

Summary of the project's progress

The project, which has been running for a total of 26 months, has made progress in the first two years of implementation for both of its components. Component 1 has focused on laying the ground for ensuring an effective and smooth operation of the FBG which entails preparing all the legal and operational documents. FBG, IBAP and UNDP have had to struggle to try and liberate the 1.3 Million USD from GEF for the endowment fund. To date, they did not manage to do so, and this implies a serious drawback on the component. Nevertheless, FBG managed to secure additional funding from MAVA and FFEM to help them while GEF funds arrive. The project second component related to CNP management effectiveness and that of its buffer zone has worked on its staffing, Director plus all park rangers, local volunteers, equipment (motorcycles, vehicle, etc) and updated in a participatory manner both the area's management and business plans as well as conducted the socio-economic and flora baseline. The park rangers have been capacitated although more capacity building is required and decommissioning missions are well

under way (illegal hunting, fishing, coal production, etc). Effective communication with local stakeholders is a bottle neck. The project has had one PSC in September 2017 and the two components have also had respective Steering Committees. Thus, the project is trying to comply with governability requirements although they have not managed to have DGFF on board. DGFF has shined for its absence and thus there has not been joint planning exercises as expected for key threatened forests. The project execution is low, 30% of the total.

Table 2 Summary of MTR assessment and achievements

Parameter	MTR assessment	Description of the achievement
Project Strategy	N/A	
Progress towards the achievement of results	Objective: Moderately Satisfactory	<p>At this stage it can be argued that the project has experienced moderate to severe shortcomings. The major issue here, regarding the partnership mechanisms to fund for sustainable management, is that the project has not managed to transfer GEF5/UNDP USD 1,3 Million to FBG which is also delaying the transfer of FFEM and MAVA funds. In terms of % of funds disbursed the project has managed to attain 27% of the envisaged funds at the equator of the project's lifespan.</p> <p>Although the evaluator cannot really measure the extent to which institutional frameworks are in place for conservation since there is no baseline nor concise end of project target, it can be argued that the project is running satisfactorily since the FBG and CNP Management infrastructure and park rangers are in place and fully operational resulting from the implementation of the Country's Biodiversity Strategy and Action Plan and that the Government's Strategic Operational Plan "Terra Ranka" 2015-2025 is aligned with the SDGs. During the interviews conducted the evaluator obtained proof from Government officials of the country's commitments to preserve biodiversity and the importance of their National System of Protected Areas.</p> <p>According to UNDP/GEF sustainability scorecard, the project will most likely attain the indicator's target (50%). If the project had managed to transfer GEF5 funds to FBG the target would have already been attained.</p> <p>The Management Effectiveness Tracking Tool for Protected Areas (METT) is designed to measure progress in achieving the impacts and outcomes established at the portfolio level under the biodiversity focal area and is applied three times; at CEO endorsement, at project midterm and at project completion. The METT provided to the evaluator highlights that CNP has now an updated management plan and its total economic value study conducted and thus complying with the second issue, the PA regulations. The METT also states hired park guards and members of the park's management committee actively participate on the park's co-management. The project has acquired 14 motorbikes and provides the resources to carry out enforcement work both inland and on water. Interesting to note that although the PA is well defined in terms of its borders, residents have huge difficulties to know park's limits or existing zoning. The evaluator considers that although the METT shows a high percentage, this does not</p>

Parameter	MTR assessment	Description of the achievement
		really reflect the complexity of the PA management. Ensuring the PA Director's presence in the area now that the infrastructure has been completed will help to attain better management effectiveness.
	Outcome 1: Moderately Satisfactory	<p>To date, FBG has managed to capitalize 27.18% of the expected funds. The project, due to the inability of UNDP to transfer GEF 1,3 million to FBG is causing delays in transferring other compromised funds such as FFEM and MAVIA. The internal procedures required by UNDP to transfer funds were not considered during project design. Stakeholders that participated on the design phase indicated that UNDP had had a similar experience with a Jamaican Fund and thus assumed that it could be replicated in GB. The project, with the invaluable assistance from WB, EU, FFEM and MAVIA, are close to attain revenues from the sale of Verified Carbon Standard (VCS). IBAP and FBG need to renegotiate the Government's potential contribution from REDD and if such contribution will be annualized. According to the University of Lisbon, €700,000/year could be expected from the sale of a 5-year period. The potential revenues will obviously depend on the carbon market. Notwithstanding that the project should, at this stage, have a minimum of 44,8% of funds capitalized (if included GEF5 funds in the formula) to 58,4% (including FFEM funds).</p> <p>According to the FBG Investment Presentation to their Board from 16th February 2018, FBG had managed to transfer a total of USD 2,2 million. The total return target is inflation +4% per annum over the long term. Until December 31st, 2017 the portfolio had an accumulated income of €21,148, clearly insufficient to imply a change in the percentage of SNAP recurrent costs. The prodoc provides (table 4 pag 25) an idea of the SNAP cost structure in terms of percentage and the FSC elaborated for TE 3650 "Support to the Consolidation of a PA System in GB Forest Belt" provides a total annual expenditure for PAs. Nonetheless, there seems to be no clear data on recurrent costs disaggregated per category. This makes it difficult to measure this outcome indicator.</p> <p>As a system of protected areas, it is receiving different sources of funds. According the FSC for 2016 elaborated on the framework of PIMS 3575 TE, it receives funds from the Central Government budget allocation, through donor funds, trust funds, loans, etc and funds generated on sites such as tourism fees and fines. During project MTR, the team prepared a first draft for FBG FSC as well as IBAPs. The FSC should be conducted for the entire system and should include the different revenue sources attained through FBG and not treated separately.</p>
	Outcome 2: Satisfactory	<p>The evaluator verified in situ that the PA Headquarters construction work is practically completed and therefore, as soon as possible, the park and its personnel will have the expected infrastructure in place which should guarantee stronger presence in the Protected Area.</p> <p>Although there is no baseline established yet in terms of degree of utilization of key plant species, the park rangers</p>

Parameter	MTR assessment	Description of the achievement
		<p>have monitored plant species seizures as well as an increase in the demand for coal in the area leading peasant's to convert their lands to this economic activity, especially along access road to CNP. In terms of fauna, there is no systemic fauna monitoring. It is very difficult for park rangers to move within different areas of the park especially during rainy season which makes it difficult to monitor. Most monitoring is through individual sightings and using NGOs data and research present in the area.</p> <p>The project has satisfactorily established the CNP Management Committee with representatives of almost all local stakeholders. DGFF is not participating in the Committee nor is IBAP and them managed to joint planning for managerial actions of threatened forests as established on the prodoc. As observed during the evaluation mission, these committees are appreciated by the local community as it provides them with an organized space to share their concerns and hear back from national authorities. If well-structured and with key roles and responsibilities these Committees have the potential to become effective management bodies. At this stage, with all the transport and participation complications, they do not fulfil their full potential. Another key issue both for participation of other Government bodies in the Committees or the inspections is the fact that the project ought to finance their participation through per diem for participant's. This obviously makes it unsustainable. At the time of the MTR, the project had trained a total of 46 rangers, local collaborators and DGFF personnel. They received training on production of forest fruit and forest plans, nurseries, GPS, legislation and EIAs as well as ecotourism and avian fauna and French language. A specific inter-governmental (including IBAP, DGFF, National Guard and others) long-term capacity building plan should be elaborated to include exchanges with other parks to learn from success stories, first aid, fauna, flora, etc.</p> <p>The management plan has been updated. More effort should now be placed to communicate the zoning, rules and responsibilities as well as potential benefits for them from conservation efforts amongst park's local communities using whatever needs necessary. Park rangers communicate messages to local authorities (djargas and regulos) verbally. They then transfer those concepts to their community members. The meaning of the messages is sometimes diluted or distorted. The evaluator corroborated during interviews that some inhabitants are not aware of the park's zoning or do not agree with it. Although the METT indicator has been accomplished this does not mean that it translates into effective conservation of natural resources.</p> <p>Considering the low budget available for grants (USD 80,000) from GEF resources to design and implement biodiversity-friendly economic activities, the evaluator considers the project will not be able to strongly influence biodiversity-friendly economic activities on its own. Also, local NGOs did indicate lack of resources for alternative livelihoods promotion. It is one of the most important components of the</p>

Parameter	MTR assessment	Description of the achievement
		project but also the weakest. Strong alliances should be forced to go hand in hand with conservation efforts.
Execution and project's adaptive management	Satisfactory	The project is well coordinated by IBAP constantly looking to include local and institutional actors to the management of the project. Continuous personnel changes, lack of economic resources to guarantee personnel participation and hardship in the terrain make continuous participation a true challenge. UNDP has effectively played its role although its internal bureaucracy and administrative procedures have not helped in timely delivery. Likewise, the goals are met almost despite having had less months of execution thanks to PCUs professional and committed team and the support provided by the main partners of the project.
Sustainability	Moderately probable	The inputs that the project is contributing in terms of FBG working documents, endowment funds provided towards SNAP financial sustainability and efforts made towards attaining further funds to nourish the Trust Fund are remarkable. Nonetheless, these efforts are not enough. There is still no clear knowledge as to the SNAPs recurring costs nor a plausible financial strategy. UNDP's inability to transfer GEF resources to FBG is halting already committed funds nor access other potential and scarce donors. An extended analysis was concluded and the recommendations were applied: a roadmap was devised, a UNDP internal Note to the File was developed to reflect financial procedures, a tripartite agreement between UNDP, IBAP and FBG was drawn up and signed and GEF SEC was informed of the expected transfer of funds. Similar financial / procedural barriers exist to the transfer of the pledged FFEM contribution of 1 million Euros to the FBG trust fund, and these are being addressed through the establishment of a new bank account for FBG outside the United Kingdom, in Portugal. In CNP, the work carried out regarding inventories, analysis, scenarios and infrastructure and equipment of the CNP are contributing to enforcement of that Protected Area. Nonetheless, the lack of an alternative livelihoods program per se and suitable funds to allocate for local inhabitants makes it difficult to foresee long lasting practical changes. Even though if the management plan is in place and local inhabitants have been informed it is difficult for them to clearly understand or respect the management boundaries. Stronger emphasis should be placed on communication tools to ensure compliance with the internal regulations.

Concise summary of conclusions and recommendations

The summary of conclusions is presented according to the criteria of the MTR.

Relevance

- **Relevant** project and aligned perfectly to the **national and United Nations priorities**. **Well-designed** project in a participatory manner, although without theory of change. The socio-economic approach of working with local communities promoting biodiversity friendly activities should have been given greater emphasis searching for other, if

possible, potential investors and partners. The design and approval process have been very long and start-up phase suffered considerable delays.

- **The monitoring and evaluation system** focus on **outcome indicators** (16) and two miss baseline and targets and one (indicator 9 “Level of poaching recorded in the CNP and its buffer zones per year, using as proxy indicators Campbell’s mona monkey or “Macaco mona”, bay duiker or “cabra de mato”, bushbuck or gazela, crested porcupine or “porco espinho” and warthogs or “porco de Mato”) is irrelevant to conservation efforts. The monitoring is **appropriate** due to the time invested and the relevance of the indicators although the proxy indicators used do not necessarily reflect the actual monitoring conducted during decommissioning missions. There is room for improvement in the Results Framework.
- **Gender perspective not addressed** in ProDoc although gender issues are regularly incorporated on the AWP’s and on their daily work.
- Identified **risks** are still **valid** and the mitigation actions are **well designed**. Four new risks have been identified.

Effectiveness

- The **project** is being **developed**, in general terms, **moderately satisfactorily**. Most of the goals can be achieved. UNDP’s inability to transfer GEF USD 1.3 million could hamper the obtaining further funding. UNDP, FBG and IBAP have done everything on their power to unlock the situation. FBG has spent considerable time and resources trying to figure out how to best transfer the funds. The portfolio will not generate enough resources to cover SNAP recurrent costs.
- FBG constitution in **England** might pose a problem due to the country’s **exit** of the **European Union**. Donor don’t want to transfer funds to England and thus FBG has to find alternatives.
- **REDD VCS** ought to be attained early 2020. There is no clarity as to actual amount although expected to range to **USD700.000/year** for five years. FBG needs to sit down and negotiate actual terms with the Government.
- DGFF is scarcely participating in the PSC and barely participates in the CNP Enlarged Steering Committee or with decommissioning missions.
- **The barriers to attaining the project’s objective generally still persist.**

Efficiency

- **Medium to low implementation and budget execution** is being achieved, 28.18% as of September 2018 both outcome 1 and 2 have low execution, 23.7 and 29% respectively.
- **The analysis of the financial reports reflects that the project could improve the process.** Monitoring at CNP by park rangers do not take prodoc indicators into consideration. They are effectively monitoring decommissioning missions.

Sustainability

- **Government institutional continuity is expected.** Changes can affect the execution of the project. The State is committed to the Biodiversity Convention and SDGs and is working to fulfil its commitments although not enough resources are invested on IBAP. FBG alone can’t guarantee financial sustainability. Donors are limited and MAVA foundation is closing its doors permanently in 2020. **Greater pressure on FBG to diversify its funding strategy.**

- Uncertainty if FBG will manage to attain the USD 7,365,248 million and even reached the established €28 million. At an assumed 5% interest rate over USD 8 million it would only cover approximately 50% of SNAP's recurrent costs.
- **BD friendly activities with local communities are scarce.** The needs are great and resources few.

The following table shows the summary of the recommendations:

Table 3 Summary of recommendations

Rec #	Recommendation	Responsible entity
R.1	Update the ProDoc. Specifically, the logical framework incorporating baseline for indicators 8 "Degree of illegal utilization of key plant species of commercial value as recorded in CNP and its buffer zones per year, to include, at least, red mangrove, pó de sangue, African fan palm or cibe, African mahogany and poilão" and 9 "Level of poaching recorded in the CNP and its buffer zones per year, using as proxy indicators Campbell's mona monkey or "Macaco mona", bay duiker or "cabra de mato", bushbuck or gazela, crested porcupine or "porco espinho" and warthogs or "porco de Mato" and targets. Modify proxy indicator 9. Identify useful indicators relevant to the actual work conducted by park rangers.	PcU; UNDP, CNP Director
R.2	Convene the PSC at the beginning of the year. Ensure that all Government representatives are the same for continuity purposes. Present AWP at early stage and look for their active involvement.	PcU; UNDP; IBAP; FBG; PSC
R.3	Make last efforts to facilitate GEF funds transferred to FBG. If not achieved, return USD 1.3 million to GEF and strengthen financial strategy to try and locate new sources of funds.	UNDP; PcU; FBG
R.4	Design visual communication strategy to assist park rangers communicate management plan messages	PcU; CNP Director; Park rangers
R.5	Design and implement training of trainer's environmental program with schools	PcU; CNP Director
R.6	Consolidate FSC into one single report. Try to present all monitoring reports in one language. Recommend English.	PcU
R.7	Carry out regional comparative analysis to determine best cases and lessons learnt regarding co-management application	PcU
R.8	Extend useful life of project by six months until March 2021.	PcU, PSC
R.9	Design an exit strategy	PcU; PSC; FBG
R.10	Establish IBAP-DGFF planning commission to ensure coordination between actors. Use the Institutional REDD requirements for its creation.	PcU; PSC; DGFF
R.11	Re-invest the revenues obtained from the sale of VCS to expand the Forest Reference Emission Level (FREL) to the rest of SNAP	PcU; FBG; PSC

2. Introduction

2.1 MTR Purpose and objectives

The evaluation involves a technical and independent evaluation exercise, commissioned by the client, in this case, the United Nations Development Program (UNDP) as the Implementing Agency of the Global Environment Fund (GEF), which contributes to the processes of accountability before donors, national partners and other relevant actors. In addition, it is designed, implemented and presented in a way that facilitates the learning of good practices and, in the case of Mid-Term Review (MTR), are, primarily, monitoring tools aimed at identifying challenges and fixing corrective actions necessary to ensure that a project is on track to achieve the maximum number of results before its conclusion. The main product derived from this process is the report of the MTR.

The MTR will focus on the following four areas: The evaluation involves a technical and independent evaluation exercise, which contributes to the processes of accountability before donors, national partners and other relevant actors. In addition, it is designed, implemented and presented in a way that facilitates the learning of good practices and, in the case of MTR, are, primarily, monitoring tools aimed at identifying challenges and fixing corrective actions necessary to ensure that a project is on track to achieve the maximum number of results before its conclusion. The main product derived from this process is the report of the MTR¹. The MTR will focus on the following four areas:

A. Project Design;

The analysis of the project design seeks to determine if the strategy is effective for achieving the expected results and, if it is not, to identify changes to achieve the expected results. For this purpose, the evaluator will analyse in detail the project document (ProDoc) looking for if lessons learned from other projects have been incorporated, if the project is aligned with the national development priorities and priorities of the country, if possible externalities, environmental and social risks, decision-making processes during the design phase of the project and the gender and human rights approach during the formulation phase. In parallel, the evaluator will make an exhaustive analysis of the Results Framework or Logical Framework. For this, the indicators and targets will be reviewed to see if they meet the SMART criteria (abbreviation in English of Specific, Quantifiable, Achievable, Relevant and Subject to Term) and the gender criteria "GENDER" (Sensitive to deficiencies, Inclusive, Disaggregated, Durable and Respectful with rights). This review seeks to recommend improvements in the indicators that facilitate monitoring and the goals of these to ensure that the project can achieve them in the space of time remaining for execution.

B. Progress towards the achievement of results;

As specified in the Terms of Reference (TOR), this is one of the main objectives of the MTR and consists in examining the progress made in achieving the expected results. To carry out this analysis, the evaluator will review the GEF monitoring tool, both completed during the CEO approval phase and the one recently filed in the middle of the period. Likewise, the evaluator will offer assessments on the progress made in the

¹ Guidance for Conducting Midterm Reviews of UNDP-Supported, Gef Financed Projects, UNDP GEF, 2014

achievement of the objectives and each result of the project. To do so, the evaluator will use the information provided in the ProDoc, in the Project Implementation Reports (PIR) of the second year (the PcU only produced one PIR in 2018) and the Quarterly Reports of all the years which will be corroborated during the interview phase in the mission to then triangulate the information that will serve as the basis for the recommendations. This process will be completed by filling in the Progress Matrix in the achievement of the results that will go in the executive summary of the final report of the MTR. The table will allow to present the progress in the achievement of the results in a very visual way which will also help to detect those areas that need to be reinforced and where changes must be made to achieve the expected results. For the indicators marked as "not achieved", the evaluator will make recommendations that will be presented summarized in the Recommendations Table.

Finally, the evaluator will assess the progress of the project in achieving the objective and each of the results following table 4 of the Guide to carry out the MTR of the UNDP_GEF projects.

C. Project execution and adaptative management

As in the previous section, the evaluator will analyse the execution of the project and its adaptive management in order to identify the challenges that the project may have and propose additional measures to achieve a more efficient and effective execution. More specifically, the evaluator will analyse the following aspects:

A. Management tools;

In this section the evaluator will analyse the quality of the support provided by UNDP to the project, as well as the implementation carried out by IBAP. For this purpose, the existing management systems will be compared with those originally proposed in the ProDoc and different aspects that intervene in the execution of the project will be analysed. Special attention will be paid to the role played by DGFF as indicated on the prodoc.

B. Work planning;

In this section, the evaluator will analyse possible delays in the start-up and execution of the project, identify the causes and examine whether they have been resolved. It will pay special attention to the planning processes to determine if they are based on results and will examine the correct use of the results framework as a management tool.

C. Financement and co-financement;

For the financial analysis, the evaluator will analyse the financial controls and if these have allowed informed decisions regarding the budget and how they were reflected in the Annual Work Plans (AWPs), will also analyse possible variations between the originally designed and the actual executed and if the project demonstrates the necessary control in the management of resources. Special attention will be given to the co-financing of the project. Co-financing is indicated in the annual PIR.

D. Project level monitoring and evaluation systems;

Monitoring and evaluation is a key element of the project. The evaluator will analyse the monitoring carried out by the UNDP as the GEF Implementing Agency as well as the implementing partners, IBAP. The monitoring and evaluation plan will be analysed to see if sufficient resources have been designated, if the main parties or partners participate in the monitoring, if effective monitoring is helping in adaptive management and if the plan also includes gender perspectives, as well as the

suitability of mitigation measures and management of environmental and social risks.

E. Interested parties involvement;

The ProDoc establishes how interested parties and external partners will participate in the project. Establishing links with the parties is vital to achieve the expected results and maximize the potential impact of the project. However, one thing is what is thought to happen during the design phase of the project, and another is what actually happens. Therefore, the evaluator will analyse if adequate alliances have been developed to achieve the results, if the national partners continue to have a preponderant role in the decision making of the project and if the interested parties are committed to the success and long-term sustainability term of the project.

F. Information;

This section will focus on the analysis of the mechanisms used by the Project Team to report on possible changes in adaptive management, as well as compliance with information requirements to the GEF and how the information generated has been shared with the Board of Directors. Project and finally, it will be analysed if the lessons derived from adaptive management have been documented and shared.

G. Communication;

In this section, the evaluator will analyse both the internal communication of the project with the interested parties, as well as the external communication for the target audience. From the analysis of the work done, the evaluator will also seek to make recommendations in line with the improvement of the communication of achievements and results of the project.

Finally, the evaluator will assess, as was done in the previous section, the execution of the project and the adaptive management according to table 5 of the Guide.

D. Sustainability

The sustainability analysis in the MTR will lay the foundations for this analysis during the Final Evaluation of the project. At this point, the evaluator will not analyze financial, socioeconomic, institutional and environmental sustainability in this exercise, but will examine the likely risks that the project faces in order to achieve the results. More specifically, the evaluator will validate the risks identified in the ProDoc, the PIR and if the evaluations are up to date and if they are adequate. This exercise should serve so that the Project Team puts the focus of its work, now that it has reached more of the equator of the project, in the sustainability of its actions. Finally, the evaluator will make a global assessment on the project's sustainability.

All this analysis, triangulation of information and interviews will serve the evaluator to make a section of conclusions based on the data collected and proven facts that will make practical and feasible recommendations for the design, implementation, monitoring and evaluation of the project, recommendations that reinforce the benefits of the project and others that mitigate possible identified risks to achieve sustainability.

2.2 Scope and methodology: design principles and MTR execution, MTR approach and data recompilation methods, limitations to the MTR

The evaluation covers, more than half of the cycle of the project under study, from its start in September 2016 to date.

The geographical dimension of the evaluation covers the Cantanhez National Park (CNP) located in the southeast of the country on the international border with the Republic of Guinea.

In terms of content or programmatic scope, the results framework articulates a series of processes, products, intermediate results and medium-term results that could be grouped into two areas of analysis. In this sense and in order to abstract the different strategies, lines of work, products, intermediate results, actions outside the results framework, in its orientation towards the achievement of the effect, the evaluator has specified two areas of analysis:

- A. Project support (and its level of contribution) to the **SNAP's financial sustainability** by strengthening the financial frameworks. The design of technical, legal and institutional aspects for the operationalization, the formalization of the FBG and the tools used for it are analysed in this area.
- B. Project support (and in particular its level of contribution) **to improve CNP and its buffer zones management**; This will be done by ensuring the elaboration of a collaborative management plan, improve management effectiveness, reduce the loss of critically threatened west African forest habitats and increase in-kind cash or in kind benefits returned to local communities as a result of biodiversity-friendly economic activities.

Methodology

MTR approach

The evaluation was carried out according to the Standards, the ethical and conduct guidelines defined by the United Nations System Evaluation Group (UNEG), and took as reference the procedures and guidelines established in the Planning Manual , Monitoring and Evaluation of Development Results² and the Guide for the Implementation of the Mid-Term Review in Projects Supported by UNDP and Funded by the GEF prepared by the UNDP-GEF Directorate in 2014. The evaluation will make judgments regarding its definition / design, implementation and achievements based on two main pillars: accountability and learning. It should be noted that the main purpose of the MTR is to identify challenges and establish the necessary corrective actions to ensure that a project is on track to achieve the maximum number of results before its conclusion.

The evaluation has taken a mixed methodological approach, combining quantitative and qualitative research methods.

In this sense it is important to conceptually define the nature of the products: "The products are considered as operational changes: products and services - knowledge, skills, capabilities. They are the products, capital goods, and tangible services that are obtained from development interventions. The products must be achieved within the project cycle and the managers have a high level of control over them. "³

A first **approach to the evaluation** is that it will be based on the analysis of product achievement and progress in achieving the results. Therefore, the evaluation will prioritize the focus on the effectiveness in carrying out the activities.

Likewise, the evaluation took a participatory approach: it sought to combine the external evaluation of the evaluator with the experience of the interested parties, internal and external. Therefore, the evaluator maintained a fluid communication with the teams of the PCU, as well

² <http://www.undp.org/evaluation/handbook/>

³ PNUD. Manual de Planificación, Seguimiento y Evaluación de los Resultados de Desarrollo, 2011

as representatives of implementing partners. Perspectives and proposals were discussed during the different stages of the evaluation, constituting with the exchange a useful learning community for the strategic objectives of this evaluation.

Criterion and evaluation questions

Project Strategy (Pertinence/Coherence)

The analysis of pertinence will stop at the strategic formulation of the Project, its coherence with the situational analysis and the problems raised, the degree of participation of the main actors in the construction of the Project, considering its link with GEF's priority areas. This work has been carried out by the consultant mainly through documentary analysis. No stakeholders locally were located which had actually participated on the project formulation phase.

Progress to the achievement of results

The evaluator, through the analysis of the documentation, as well as the information obtained first-hand through interviews with key actors, has analysed the progress of the project to achieve the results defined in the design phase of the project. For this, the evaluator has used the Progress Towards Results Matrix (Annex 2), which has been completed with the information available. In addition, the evaluator compared and analysed the GEF's Results Tracker as a baseline against the last completed prior to the MTR. This exercise has allowed the evaluator to identify existing barriers to achieving the objectives and identify successful aspects of the project. All this information will be collected in the Progress Matrix.

Project implementation and adaptive management (Efficiency)

The efficiency analysis has been carried out on the cost-benefit study mainly, analysing the agility of the administrative processes and compliance with the times established in the planning and the fluency of the financial processes; the evaluator has placed attention to, especially, the analysis of the administrative / financial action and in the application of the results-based work approach (including the monitoring systems and management instances of the Project); all this to determine the capacity that the Project had to correct directions and strategies in the course of the same, therefore, its capacity of adaptive management.

The analysis has taken into account the revisions and budgetary changes that have been made throughout the execution. To this end, the programmatic and financial monitoring instruments, monitoring reports of the PcU such as the GEF, operational plans and program reports were reviewed. Interviews with the main managers and administrators were held.

Effectiveness

The Effectiveness analysis focused on determining, through the follow-up of the results chain, the correct sequence and the fulfilment of the assumptions established for its development, the way in which the activities pay to achieve the results, these at the same time they point to the achievement of the specific objectives, and finally to the attainment of the general objective.

At the same time, special attention has been paid to compliance with the indicators proposed by the Project, both for products and objectives, as well as the monitoring and evaluation instruments developed. Normally, the outcome indicators are analysed above all. However, in this case and given that the results matrix does not include performance indicators, the consultant has focused on the analysis of the product indicators (see Annex 2).

The group of "key informants" that have been proposed for the information collection phase was taken into account, as well as others that the evaluator has considered appropriate. In a matrix, the concrete advances of the components, results and indicators will be consolidated and comments will be made to each of them (Annex 2). Special attention will be paid to progress in the proposed indicators. In addition, their quality will be reviewed and, where appropriate, specific recommendations will be provided for future interventions.

Sustainability

The sustainability will consider four angles: financial risks for sustainability, socio-economic sustainability, institutional risks and governance to sustainability and environmental risks. Given the relevance of institutional and financial sustainability for the project, special attention has been paid to both issues.

Conclusions and Recommendations: Proposals and recommendations are made in order to improve the project during the second half of its implementation, which include the critical actions required to solve the problems encountered and generate a proposal to improve the impact. The recommendations will follow the recommendations established in the Guide for the Implementation of the Mid-Term Review of Projects Supported by UNDP and Funded by the GEF.

Methods for the recollection of information

Given the nature of the object of study, the methodology of data collection and analysis has been selected combining qualitative (including participatory techniques) and quantitative (data collection, processing, analysis and presentation of information) methods, as well as analytical methods deductive and inductive, which will allow the evaluator to conclude on the achievements at the level of the evaluated project.

The following are the different techniques used to collect and analyse information used during the MTR:

Review of documentary information: The main documents related to the Project have been reviewed and analysed from different perspectives such as the quality and relevance of the information provided, identification of gaps, coherence and correlation between documents, etc. Attached in Annex 3 is the control chart of the information provided by the project.

Interviews: Key people of each organization / institution, authorities, responsible for partner organizations, responsible for public institutions, local authorities, responsible for the Project; they were interviewed in a minimum duration of 40 minutes, depending on the relevance and amount of information that the person interviewed could offer. For each interview a specially designed interview guide was developed, which means that there are several interview guide models. They were semi-structured interviews for better driving. See annex 6. In total, 73 actors were interviewed.

Focus groups: To collect information on certain groups, 3 focus groups were conducted. Two focus groups were carried out in CNP with community members and park rangers and one with the Project's Steering Committee.

Debriefing and validation workshops: At the end of the second phase, a debriefing meeting was held with the Evaluation Reference Group and other stakeholders (Project Steering Committee)

in which the assessments arising from the initial analytical phase were offered and suggestions taken into consideration.

Direct observation: provides additional information that allows the evaluator to learn about the context in which the events and processes that are subject to evaluation happen in a routine and / or extraordinary way. The meetings with the groups raised in the agenda allowed to observe motivational aspects, of commitments and particular experiences of using methodologies, of participation, which, although they cannot be extrapolated, are important to assess the usefulness of some products.

Processing and systematization of all information collected and analysed. The synthesis on one hand and deepening on the other of all the information that the evaluator has accumulated through the different instruments, has been ordered in structured and standardized documents previously prepared (Annex 6.8 and Excel matrix with the control of the interviews), organized based on the evaluation questions by criteria, considering also the logical order of presentation of the information referred to in the annotated index of the final report (which will be adjusted and / or expanded).

For the interpretation of the findings and their subsequent assessment, **triangulation techniques** have been used. For this, the results of the analyses have been verified by comparing two or three times the same information from different sources and through the different collection methods. For example, the answers obtained in interviews with government personnel with opinions of the beneficiaries or with other sources of statistical information have been verified.

Selection of the sample of informants

The determination of the informants was carried out under a selective approach conducted by the PcU in Guinea Bissau together with the advice of UNDP. Obviously, it is about producing exchanges with qualified informants, both from the point of view of the quality of their participation and the role they currently play in the structures they represent in order to extrapolate arguments and valuations.

The PcU provided a preliminary list of key actors linked to the different processes carried out and in progress (refer to Annex 6.5 List of interviewed actors). The mission agenda is presented in annex 6.6 of this report.

3. Project description and context

3.1 Development context

Guinea-Bissau is a small country in West Africa with a total area of 36,125 square kilometres (km²) and an estimated population of 1,700,000 inhabitants. It is one of the poorest countries in the world (70% of the population live below the national poverty line and 33% live in extreme poverty) and has one of the lowest Human Development Index (HDI) scores (0.396, 2013)⁴ as well as the lowest life expectancy (54 years at birth) and literacy rate (57%) indicators. The inequality of income distribution is one of the most extreme in the world⁵ and a short and violent civil war in 1998 destroyed most of its productive infrastructure. In recent years, the country has experienced prolonged periods of political and institutional instability. However, successful elections held in April and May 2014 were expected to have paved the way for a political renewal and hopefully also economic recovery but since August 2015 the political

⁴ United Nations Development Programme. 2014 Human Development Report Summary. 28 pp.

⁵ Gini coefficient is 47.0 as of HDR 2007/2008.

situation became progressively worse again with the stalemate at the national Assembly level. The 2019 legislative elections led after some crisis to a new government; the gross domestic product (GDP) is expected to grow by 2.6% in 2014 and 4% in 2015.⁶

Agriculture is the predominant sector of the country's economy and is the source of occupation for approximately 82% of the population. The bulk of agricultural exports consists of cashews and peanuts. After cashews, rice is the second most relevant crop and has a crucial role for food security. Livestock raising is practiced throughout the country and integrates all systems of agricultural production. Fish and shellfish are the primary sources of animal protein at the national level, and these sources are economically important and provide food security for most of the poorest rural populations. Fishery resources are also important sources of foreign exchange inflows through licensing and financial compensation resulting from agreements with foreign industrial fishing vessels operating legally in the country's waters. The sector annually contributes between 25-40% of government revenue and 3.9% of exports.⁷

Guinea-Bissau's natural habitats form an ecological bridge that allows species migrations, an ecosystemic feature that is especially critical in the face of changing climate conditions. It hosts globally significant biodiversity in two major biomes: the coastal and marine complex and the forest belt.

With habitat fragmentation and pressures on natural resources increasing throughout West Africa, areas such as the Forest Belt of Guinea-Bissau are rapidly becoming critical refuges for emblematic and threatened species that provide important national and transnational biological corridors and migration routes for large mammals in the region.

The country's ecosystems not only support a wealth of biodiversity but also provide valuable services to the country's population. The coastal zone, in particular the 338,652 hectares (ha) of mangrove ecosystems that serve as nursery and breeding grounds for commercially valuable fish stocks; provides carbon stocks and sequestration capacities that could be sold on the global market; and buffers against potential sea level rise and storm surges resulting from climate change.

The GoGB has made significant advances to address the threats to biodiversity by bringing critical areas under protection through a SNAP. However, the conservation status and associated investments in the coastal and marine biome and the terrestrial biome have been heterogeneous.

Among Guinea-Bissau's PAs, the CNP is now of interest. The CNP is situated in the southeast of the country on the international border with the Republic of Guinea. It covers an area of 105,800 ha and is meant to safeguard the most important remnants of tall semi-humid forest in Guinea-Bissau and the other biodiversity of global importance located therein; these forests are the last vestiges of the great continuum of semi-humid forests that used to stretch across Guinea-Conakry, Sierra Leone, and Liberia i.e. are of exceptional regional/global importance. The Worldwide Fund for Nature (WWF) has identified the Cantanhez Forest as one of the 200 most important ecoregions of the world. Figure 1 shows the location of PA in the country.

⁶ <http://www.worldbank.org/en/country/guineabissau/overview>. Accessed 11/2014.

⁷ Fifth National Report to the Convention on Biological Diversity. 2014. Republic of Guinea Bissau. 74 pp.

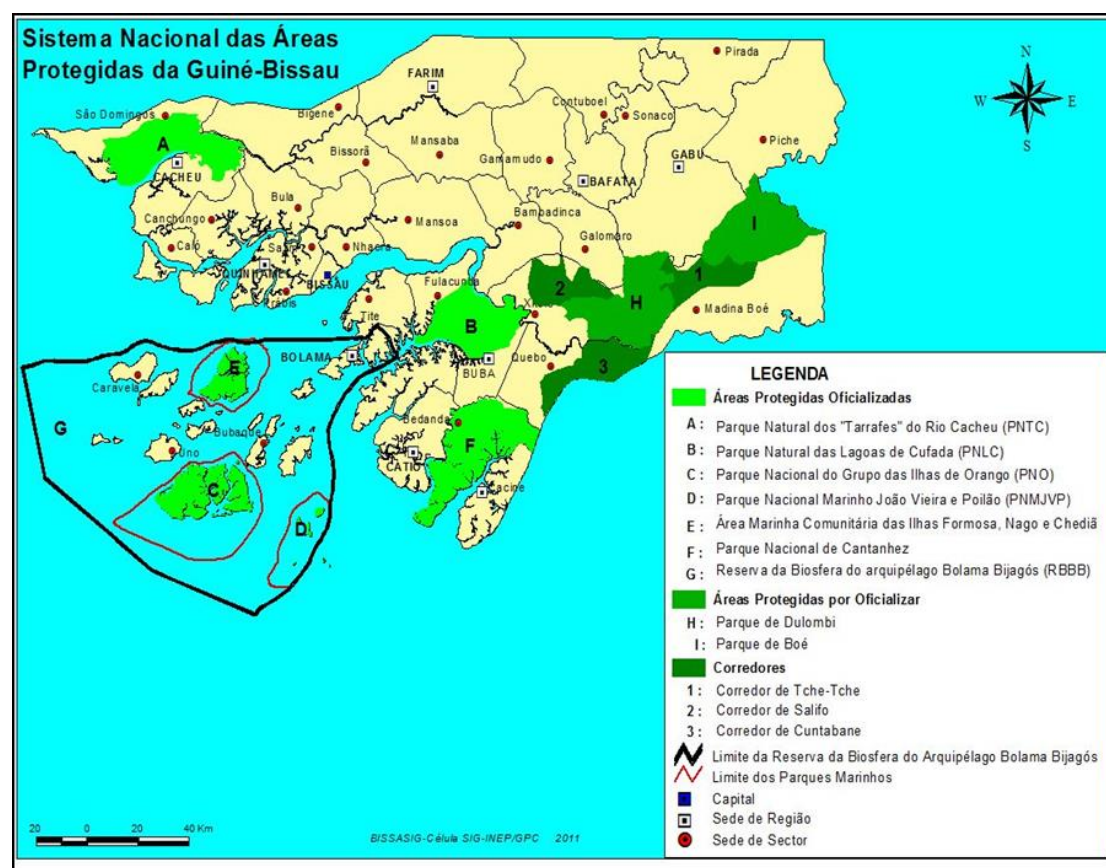


Figure 1 Protected areas of Guinea-Bissau (official protected areas [áreas protegidas oficializadas], areas to be protected [áreas protegidas por oficializar], and corridors [corredores].

Approximately 24,000 people live in the CNP region (21 inhabitants/km²). The population is spread over more than 100 villages known locally as *tabancas*, and belongs to several ethnic groups: Nalu (32.4%); Balanta (26.1%); Mandinga (15.3%); Fula (9.0%); Tanda (5.4%); and Sussu (3.6%).⁸ The Nalus are the traditional occupants of the area and practice farming; the remaining groups also practice farming, ranching, silviculture, and growing rice on saline soils. Significant gaps remain in the institutional framework underlying the development and future management of the SNAP. This includes most notably the need to secure more and sustainable sources of financial resources to fully develop and protect the SNAP and capitalise on the promising on the growing in-country capacity.

Two key institutional players are responsible for the conservation and management of forest-related biodiversity: IBAP and the DGFF. IBAP was established by Decree 2/2005; it is attached institutionally to the State Secretariat for Environment (SEA) and has administrative, financial, and patrimonial autonomy. SEA is charged with promoting environmentally and socially sustainable development in the country, as well as for ensuring that the Country's commitments under the international environmental conventions are met.

3.2 Problems that the Project tried to deal with: threats and barriers

The project identifies the main barriers to the effective conservation of the country's extremely important biodiversity through, first, the identification of the main threats and their root causes and then the barriers to a well-funded and operative SNAP. The following figure shows this relationship:

⁸ Instituto de Biodiversidade e Areas Protegidas de Guinea Bissau. Plano de Gestão do Parque Nacional Cantanhez. 34 pp.

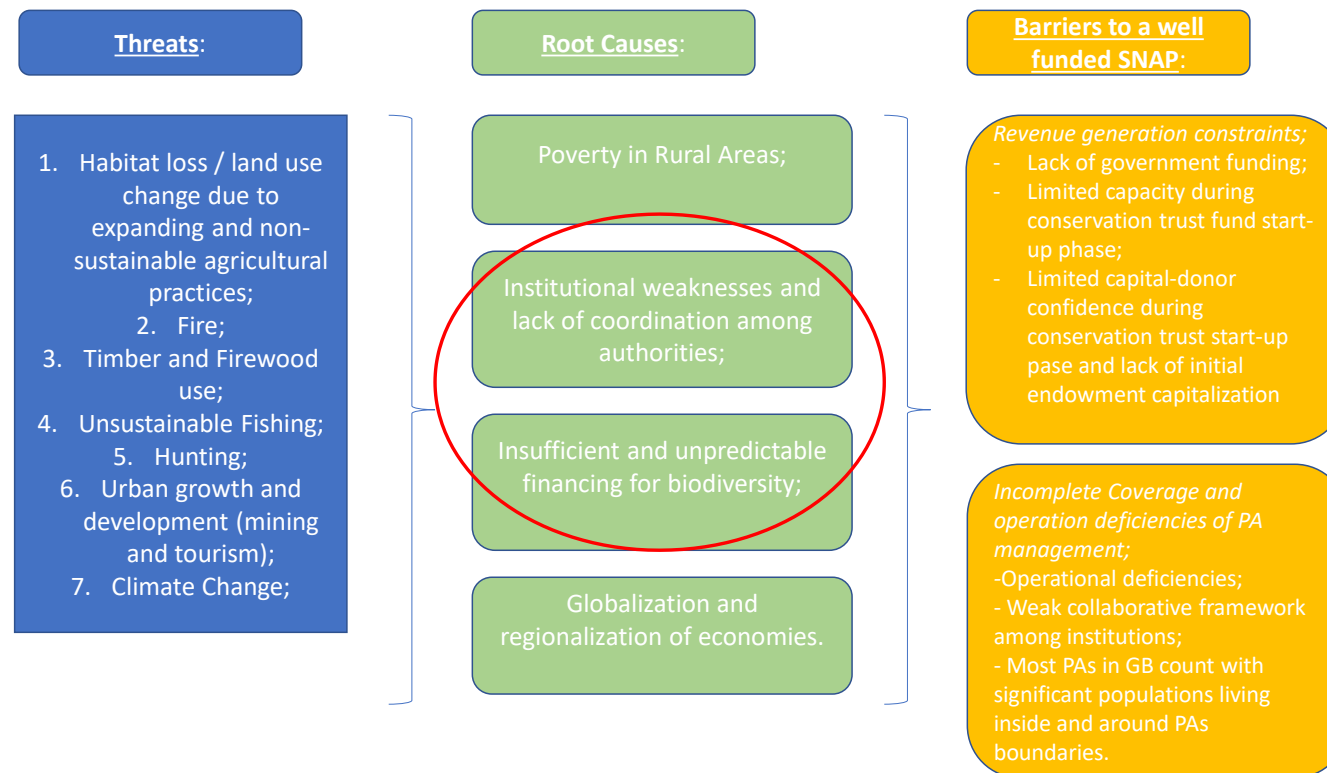


Figure 2 Prodoc's causal analysis

The prodoc focused on the threats to conserve GB BD and identified four clear root causes. As can be observed the project proponents focused on, through this project, tackling two of the barriers related to institutional weakness and lack of coordination and insufficient and unpredictable financing for biodiversity. One single project or program cannot tackle poverty in rural areas nor globalization and regionalization of economies. Outcome 2.5 cannot tackle this barrier on its own. The situation is critical (extreme poverty & lack of economic alternatives) that not even with the support of other donors, such as EU with its GCCA program get close to alleviate the situation and have considerable impact. The evaluator is under the impression that to have a real impact it would require a well-designed comprehensive national intervention. The project justifies focusing on CNP due to its global importance to BD conservation

Table 4 Relation of the barriers identified and the designed components

Barriers	Components
<p><i>Revenue Generation Constraint Barrier;</i></p> <ul style="list-style-type: none"> • <i>Lack of Government Funding for PAs.</i> Almost 100% of PA funding in GB comes from external sources (according to FSC completed during PPG) • <i>Limited capacity during conservation trust fund start-up phase.</i> With new stable government in place support from various sources is available for developing key operational tools and processes but still essential to verify procedures, auditing and reporting protocols, etc. New approaches needed to complete capitalization over the longer term and creative fund-raising strategy required; • <i>Limited capital-donor confidence during conservation trust fund start-up phase and lack of initial endowment capitalization.</i> It has been hampered in the past by political instability and by initial caution in donor confidence in governance and operational capacity of the newly established FBG. 	<p>Component 1. Strengthening the financial framework of the national PA system</p>
<p><i>Incomplete coverage and operational deficiencies of PA management Barrier;</i></p> <ul style="list-style-type: none"> • <i>Operational deficiencies;</i> outdated PA management plans and lack of business plans; • <i>Weak collaborative framework among institutions</i> responsible for biodiversity conservation and forest management. IBAP manages biodiversity of SNAP and DGFF responsible for managing the nation's forests with different approaches, such as exploitation permits issued in buffer zones, inconsistent with PA and community-based forest management goals; • <i>Most PAs in GB count with significant populations living inside and around PAs boundaries.</i> National legislation allows for stakeholder participation 	<p>Component 2. PA and buffer zone management in Cantanhez NP</p>

Barriers	Components
although lack of capacities and resources limit their potential participation. Local stakeholders obtain few direct benefits from PAs, and therefore view them principally as potential sources of natural resources to derive income.	

3.3 Project description and strategy: objective, products and expected results, description of places where the project is being developed.

The project is designed to strengthen the financial and operational framework of the SNAP in Guinea-Bissau and in doing so to contribute to its financial sustainability and management effectiveness.

Project's Objective: to strengthen the financial sustainability and management effectiveness of the SNAP in Guinea-Bissau

The project has 2 components with their respective results, products and activities. At this time only, the components are listed:

- 1. Strengthening the financial framework of the national PA System and**
- 2. PA and buffer zone management in Cantanhez NP.**

3.4 Project execution mechanisms

The project, to be implemented nationally (NIM) over a period of four years, is being implemented by IBAP with UNDP as the GEF Implementing Agency and in line with the Standard Basic Assistance Agreement signed on May 28, 1975 and UNDP's Country Program Action Plan (2008-2015). The project is directed by a Steering Committee.

The UNDP CO monitors the project's implementation and achievement of the project outputs and ensure the proper use of UNDP/GEF funds. UNDP is responsible for:

- a) providing financial backstopping and audit services to the project;
- b) recruitment and contracting of project consultants funded by GEF and UNDP Target for Resource Assignment from the Core (TRAC) funds;
- c) overseeing financial expenditures against project budgets approved by the PSC;
- d) appointment of independent financial auditors;
- e) recruitment and contracting external evaluators; and
- f) ensuring that all activities, including procurement and financial services, are carried out in strict compliance with UNDP-GEF procedures.

IBAP has the overall responsibility for achieving the project goals and objectives. The day to day administration is carried out by a project National Project Coordinator supported by national

and international service provides. The project team is based in IBAP's headquarters in Bissau. Due to the nature of the project's components, IBAP delegates responsibility to FBG to implement Component 1 through a Letter of Agreement.

The Project has its Steering Committee that acts as the Project Board., the highest coordination and decision-making body. The SC is chaired by IBAP and includes representation from DGFF, FBG, WB, UNDP and MAVFA Foundation and is open as well to other co-financers and relevant entities.

3.5 Project execution deadlines and milestones to meet during its development

The project has been designed to last 48 months. The ProDoc does not present a schedule and only the outcomes and outputs per component described under section II.2. The prodoc does not provide a Results framework per se with components, results and outputs but rather an indicator framework plus the total budget and workplan. Therefore, the main milestones are determined through the Indicator framework where some baseline (at the time of prodoc formulation several baseline data was missing and indicated that it ought to be determined during project implementation, ie, outcome 2 indicators 8, 11, 14 and 15) and end of project targets are set. Important to note that no mid-term milestones are established. At this point the only thing that can be presented are the components, results and expected outputs of the project as per section II.2 of the prodoc.

Table 5 Relation of Components and outputs

Component	Outcomes	Outputs
C1 Strengthening the financial framework of the national PA system	1.1 Initial capitalization of the endowment of the FBG with USD 7,365,248 increasing sustainability of PA system and consolidating terrestrial PAs of Guinea Bissau by: a) USD 434,550 of annual endowment revenues achieved by end of project, equivalent to around 30% of the overall annual recurrent funding needs, reducing vulnerability from over-dependence on donor funding; b) Increase from 33% to 50% in the number and variety of funding sources to further capitalize the FBG and its endowment, increases the flow of recurrent revenues and the financial sustainability of the PA system, as measured by the UNDP/GEF Sustainability Scorecard (Component 3, Element 1) and c) Increase from 34% to 40% in the overall financial sustainability of the SNAP as measured by the Financial Sustainability Scorecard.	1.1 FBG Board and Executive Secretariat operating effectively and efficiently (including fiduciary and management systems)
		1.2 Transparent and internationally recognized auditing and reporting standards/protocols to monitor and evaluate the FBG's achievements against time-bound targets and the use of endowment sinking, and revolving funds at its disposal.
		1.3 Pre-requisite due diligence and compliance procedures verified and formalized, and the FBG endowment capitalized with an initial investment of USD 7,365,248 through direct investment by the project and its co-financiers, and further enriched in a staggered approach in line with fundraising strategy.
		1.4 FBG's assets management capacity is optimized to reflect the regular oversight of investment performance, as well as an appropriate risk strategy and balanced diversification of its investment's portfolio, ensuring the latter is socially and environmentally responsible
		1.5 Comprehensive fundraising / capitalization strategy in place involving FBG and other key stakeholders, and including inter alia (i) finely-tuned communications / advocacy plans; (ii) annual donor meetings informed on progress and operational efficiencies of FBG; (iii) targeted in-depth assessments of potential revenue generation mechanisms (e.g., compensation schemes from mining and timber concessions, fines, tourism fees, REDD) and related enabling / institutional needs.
		1.6 Strong communication and public relations strategy implemented, ensuring ongoing conversations with national and international partners (GoGB, donors, and private sector) and minimizing risk of government interference while creating ownership.
C2. PA and buffer zone management in Cantanhez NP	2.1 Collaborative cost-effective management of CNP and related buffer zones and forest areas improves management effectiveness at 19.6% over baseline levels as measured by the Management Effectiveness Tracking Tool (METT)	2.1 Operational capacities of CNP consolidated to permit compliance with at least basic functions through (i) primary operational logistics and equipment; (ii) training programs for IBAP staff (involving DGFF and other PA management council members) with special emphasis on PA planning and management, community engagement and conflict resolution

		techniques, forest management challenges and approaches; iii) underpinning support to IBAP headquarters.
	2.2 Improved management effectiveness reduces threats	2.2 Strengthened institutional capacity of DGFF and IBAP for effective oversight of land use and threat reduction in PA buffer zones and related forest areas through (i) joint DGFF-IBAP planning and collaboration programming in priority high risk areas; (ii) joint DGFF-IBAP training programs with emphasis on Environmental Impact Assessment (EIA), law enforcement, licensing and monitoring of economic activities in and around PAs, PA management challenges and approaches.
	2.3 Reduced the loss of critically threatened West African forest habitats across c. 105,800 ha of PAs and surrounding zones and improved protection to globally significant species.	2.3 Local community involvement in and collaboration with PA and forest management improved by: (i) strengthening PA management council and related public participation and institutional arrangements for negotiating, implementing and monitoring management and collaborative agreements; (ii) training program including conflict resolution mechanisms, and community surveillance and enforcement; (iii) the development of biodiversity-friendly economic activities.
	2.4 Level of satisfaction of local community members collaborating with PA and forest management.	2.4 Management and business plans for CNP and connected buffer zones and ecological corridors updated/produced, allowing the coordinated identification, prioritization of management activities and allocation of funds by IBAP, DGFF, and other institutions with responsibilities for biodiversity conservation, land use planning, and forestry.
	2.5 Increase in cash or in-kind benefits returned to local communities as a result of biodiversity-friendly economic activities	

There is a clear difference between Section II.2 Project Goal, Objective, Outcomes, and outputs/activities and the Indicator Framework as part of the SRF matrix on page 56 of the Prodoc. The two components (1 and 2) presented on section II.2 are turned into outcomes in the matrix. Also, the two components present several outcomes and outputs. There is no alignment between the outcomes and outputs. The project seems to indicate that all outputs will assist obtaining the expected outcomes.

Also, there are discrepancies between the component outcome 1c and the project indicator 2 with the established percentages, from 34-40% at the outcome level and 34-50% at the indicator level.

3.6 Main stakeholders: Summary list

According to the ProDoc, the main national and international actors are:

- IBAP;
- SEA;
- DGFF;
- MARD;
- FBG;
- Local Communities (Cantanhez NP and buffer areas);
- Domestic NGOs / CBOs. Worth mentioning Cooperativo, Centro Para o Desenvolvimento dos camponeses do Sul (CODECECAS), Ação para O Desenvolvimento (AD) and Associação dos camponeses da Area Protegida de Cantanhez (ACAP-Cantanhez);
- EU;
- IUCN;
- MAVIA;
- FFEM;
- WB;
- Conservation Finance Alliance (CFA) and the Consortium of African Funds for the Environment (CAFE);

4. Proven Facts

4.1 Project Strategy

In this section the relevance of the design of the project is analysed. It seeks to answer the following questions:

- What has been the quality and relevance of the general formulation process?
- What has been the relevance of the intervention logic of the project and its indicators?
- What is the current status of the risks and the hypotheses formulated in the ProDoc?
- Is the project still relevant in relation to the Guinea-Bissau socio-political context?

4.1.1 Project Design

The PPG had USD 76,650 of GEF-TF resources plus USD 30,000 from UNDP TRAC resources adding to a total of USD 106,650. During the MTR mission the evaluator was not able to interview many stakeholders which participated in the design process. Most actors interviewed in Bissau were new to their positions and thus had no knowledge or recollection about this process. Thus, there is no information regarding the degree of participation. Nonetheless the actors consider the prodoc to be of **good quality**. The project's logic has two clearly differentiated components. The first one is related to the financial sustainability of the PA system and the second one related to improving a specific Protected Area management, CNP. Although the two components are interlinked in the sense that strengthening the financial framework will obviously have a positive impact on the management of all PAs in the country and thus on CNP, it is not clear why a clearly financial oriented project should have a specific component on improving the management of one particular area or vice versa. When the evaluator asked about the design of the two components, he was informed that the project was initially thought to strengthen the management capacities of CNP due to its importance to global biodiversity but then the financial component was added to the concept note.

The following table shows the key stages in the project formulation process.

Table 6 Main stages during project formulation

Stage	Date
Date of PIF approval	12th April 2013
CEO Endorsement	24th March 2015
ProDoc signature	19th august 2016
Hiring National Coordinator	Coordinator hired in September 2016
Date of Inception workshop	28th September 2017

The evaluator estimates that the formulation and approval process has been long. After CEO endorsement, UNDP had four months to complete its internal approval processes ready and thus should have had the prodoc signed by July 2015. The prodoc was signed in august 2016, thus more than a year later. This was due to the political unrest experienced in Guinea-Bissau. The project coordinator was not hired until September 2016. Therefore, the process was not very satisfactory considering that it has been 40 months since the PIF was delivered until the ProDoc was signed by the Government and UNDP. This implies a delay of 3 years and 3 months.

The start-up phase of the project has suffered considerable delays. A long delay from CEO endorsement to prodoc signature. The Project Coordinator was hired in the third quarter of 2016 and the rest of the team was hired during the year. For the purposes of the project, the PcU considers the actual start date of the project in October 2016. The inception workshop took place on the 28th of September of 2017, thus one year after the project coordinator was hired and two years after the prodoc was signed. Where possible, UNDP expects the inception workshop to be held within 3 months of project signature. The logic of the project, in its design, is as follows:



Figure 3 Project's logic

The project has 2 components, one focuses on the financial aspects to strengthen the SNAP and the other on the management effectiveness of CNP. Both components ought to assist in the achievement of the project's overall goal which is a sum of both components.

4.1.2 Pertinence and quality of the Results framework / Logical framework, indicators and project's activities.

The ProDoc does not present a theory of change. However, the project and its results framework follow the following hypothesis: "(1) if the financial framework of the SNAP is strengthened and (2) if the CNP management and buffer zones is improved; then the SNAP will take a step towards achieving financial sustainability and will have greater management effectiveness of its PAs. The monitoring and evaluation system foreseen in the indicator framework of the SRF is composed of 16 indicators. There are four indicators at the objective level, two related to the SNAP financial sustainability component and two to the PA management effectiveness. All four indicators are well designed, have concrete baselines and end of project targets. The Indicator framework does not provide midterm targets. Component or outcome 1, strengthening the financial framework of the national PA system has 3 indicators all related to the component's main outputs (although the component has 6 outputs). All three indicators have well defined baselines and end of project targets. The second component or outcome, PA and buffer zone management in CNP, have 9 indicators. All indicators are well designed as all of them indicate change and are neutral. The degree or percentage of change is established in the targets. Likewise, the matrix does not provide information on medium-term goals, which has made it difficult to measure progress during the MTR. The same applies to indicator 2 of the objective. **The evaluator and the personnel involved in M&E of the project interviewed consider the number of outcome indicators to be appropriate and well designed.** Nonetheless there are a few indicators that do not show at design level and as it will be shown later on the evaluation, the baseline has not yet been established which implies that the indicator is not being effectively measured. Also, other indicators are not considered to be relevant since the species monitored as proxy indicators are quite frequent in the project area, thus, not endangered. Here are some examples:

- Indicator 8: "Degree of illegal utilization of key plant species of commercial value as recorded in CNP and its buffer zones per year, to include, at least, red mangrove, pó de sangue, African fan palm or cibe, African mahogany and poilão". The baseline was to be established during the first year of project implementation. The CNP forest inventory was finalized on March 2018 and at the time of the MTR the SRF targets had not been established.
- Indicator 9: "Level of poaching recorded in the CNP and its buffer zones per year, using as proxy indicators Campbell's mona monkey or "Macaco mona", bay duiker or "cabra de mato", bushbuck or gazela, crested porcupine or "porco espinho" and warthogs or "porco de Mato". As with the previous indicator, the baseline was to be established during the first year. Due to project delays, the fauna inventory had not been conducted when the MTR was carried out. The species indicators used as proxy do not reflect the level of poaching. For example, porcupine is extremely rare in CNP area. Also, warthogs can be hunted in the area but due to religious reasons its hunting is restricted to the minority non-Muslim communities. Thus, these two proxy species don't show the level of poaching.

The evaluator considers it necessary to **review the results matrix modifying pertinent indicators** that serve to measure change and impact for the final evaluation of the project.

The following table indicates the progress status per each indicator (the data has been obtained through the revision and analysis of the PIR, METT and FSC):

Table 7 Indicator's midterm progress status

Indicator	Baseline	Target (end of project)	MTR Status	Comment
At project objective level				
UNDP IRRF 1.3.1.A.1.1 Number of new partnership mechanisms with funding for sustainable management solutions of natural resources, ecosystem services, chemicals and waste at national and / or sub-national level	FBG partly operational and without endowment capital or other income	FBG fully operational, capitalised with at least USD 7,365,248, using also the national financing mechanism – the EU Fisheries Agreement and the REDD carbon sales from CNP	4 (GEF, MAVA, EU-GB Fisheries Agreement and FFEM) totaling 2.2 USD Million	The end of project target should be equal to the indicator, number of partnerships, not actual funds transferred.
UNDP IRRF 2.5.1.C.1.1: Extent to which institutional frameworks are in place for conservation, sustainable use, and/or access and benefit sharing of natural resources, biodiversity and ecosystems	0	Missing institutional frameworks established	IBAP and FBG fully operational and The Government Strategic Operational Plan "Terra Ranka" 2015-2025 has been aligned with the SDGs from March to June 2028 with active participation of the project staff, contributing for the formulation of its environmental and poverty reduction performance indicators.	Source: 2018 PIR
Change in the financial sustainability of the SNAP according to that established through the total average score in the UNDP/GEF Sustainability Scorecard	34%	50%	38.66%	Source: GB 3650 GEF 3575 PA System_METT FSC The above FSC was used since the project was not able to produce one FSC for the project. Two were presented to the evaluator,

				one for IBAP and the other for FBG.
Change in the management effectiveness of the CNP as measured through the METT scorecard	57	77	85.42	METT CNP
Outcome 1				
Capitalization of the endowment of the FBG after 4 years	0	At least USD 7,365,248 (21% of the overall Endowment of USD 34.88 million envisaged)	USD 2.2 million or 27% of the 7.3 million envisaged.	
Change in the percentage of SNAP recurrent costs supported by endowment revenues	0	30%	0 %, during the reporting period. The % of the needed minimum FBG Endowment Capital is not enough to generate revenue for Protected Areas (PA)	Source: 2018 PIR
Change in the number and variety of revenue sources used across the PA system as measured the UNDP/GEF Sustainability Scorecard (Component 3, Element 1)	33%	50%	<ul style="list-style-type: none"> (i) An up-to-date analysis of revenue options for the country complete and available including feasibility studies (A fair amount); (ii) There is a diverse set of sources and mechanisms, generating funds for the PA system (Partially); (iii) PAs are operating revenue mechanisms that generate positive net revenues (Partially); (iv) PAs enable local communities to generate revenues, resulting in reduced threats to the PAs (A fair amount) 	It is not clear for the evaluator how to calculate the % as measured by FSC Component 3, element 1
Outcome 2				
Existence of PA headquarters with functional office facilities	No functional offices facilities	PA headquarters has functional office facilities	PA headquarters finalized by November 2018 during evaluator's mission.	

and basic equipment and logistics				
Degree of illegal utilisation of key plant species of commercial value as recorded in CNP and its buffer zones per year, to include at least Red mangrove or “Mangal/Tarafe” (<i>Rhizophora mangle</i>) “Pó de sangue” (<i>Pterocarpus erinaceus</i>) African fan palm or “Cibe” (<i>Borassus aethiopium</i>) African mahogany or “Bissilão” (<i>Khaya senegalensis</i>) “Poilão” (<i>Ceiba pendandra</i>)	The final list of species to be considered and the baseline values will be established during the first year of project implementation	Target values will be established during the first year of project implementation	It is not possible to measure.	CNP park personnel report on number of seizures (ie. Cracks of cibe per year, bags of coal or monofilament fishing nets. In conclusion, it is not possible at this stage to measure this indicator.
Level of poaching recorded in CNP and its buffer zones per year, using as proxy indicators Campbell's mona monkey or “Macaco Mona” (<i>Cercopithecus (mona) campbelli</i>) Bay duiker or “Cabra de mato” (<i>Cephalophus dorsalis</i>) Bushbuck or “Gazela” (<i>Tragelaphus scriptus</i>) Crested porcupine or “Porco espinho” (<i>Hystrix cristata</i>) Warthogs or “Porco de Mato” (<i>Phacochoerus africanus</i>)	The final list of species to be considered and the baseline values will be established during the first year of project implementation	Target values will be established during the first year of project implementation	The targets have not been established at MTR stage and the monitoring carried out by park rangers speak only of buffalos and seizures of guns and rifles.	As indicated previously, this indicator ought to be revised. For example, there is no poaching of wild pig since it is actually authorized although its hunting is minimal due to religious reasons.
Number (or size) of wildlife populations recorded in CNP, to include at least	The final list of species to be considered and	Target values will be established during the first year	<u>There is no inventory indicating the actual population of these species.</u> A fauna inventory in the dry season is	Source: 2018 PIR There is no systemic monitoring being carried out.

Leopard (<i>Panthera pardus</i>) West African Manatee or “Pis-Bus/Manatim” (<i>Trichechus senegalensis</i>) West African Red Colobus or “Macaco Fidalgo vermelho” (<i>Piliocolobus badius temminckii</i>) Chimpanzee (<i>Pan troglodytes</i>) Hippopotamus (<i>Hippopotamus amphibius</i>)	the baseline values will be established during the first year of project implementation	of project implementation	planned. Qualitative population estimates point to the following: Leopard: Present in PNC but critically endangered Manatee: Present in PNC, population size unknown, but of little concern Red Colobus: Present in the PNC, endangered Chimpanzee: ca. 600 (500-1000) individuals. Hippopotamus: Present in PNC, critically endangered. Buffalo: Present in PNC, critically endangered.	
Number of staff (including women) from IBAP, DGFF, local community members trained for effective oversight of land use and threat reduction in PA buffer zones	0	At least 50	Training of park guards, collaborators: 46 trained (5 women, 2 DGFF technicians, 2 NGO representatives and 11 IBAP staff and 26 staff from the tabancas) Training in techniques of production of fruit and forest plants, implantation of nurseries and restocking: 31 trained (6 female) Training in the use of GPS: 14 people (park guards, sailors and ONC technicians). Training in legislation and environmental impact studies	Source: PIR 2018 Information validated by evaluator during MRT mission
Existence of PA and buffer zone management bodies which involve key stakeholders: IBAP, DGFF, and local stakeholders (community councils, CSOs, NGOs)	No	Yes	Yes. There is a PNC Management Council which includes representatives from the following institutions: IBAP, Local Administration, Traditional Authorities, Local NGOs, Local Associations, Directorate General of Fisheries, General Directorate of Forestry, National Guard, Local Community Radio, Directorate General for Tourism, Fiscap, among others.	Source: PIR 2018 The evaluator met with representatives of the PNC Management Council during MTR mission to the area.
Level of satisfaction of local community members (differentiated by gender) collaborating with PA and forest	Baseline will be established during the first year of project implementation	Target will be established during the first year of project implementation	Satisfactory. A survey ought to be conducted amongst community members to determine actual level of satisfaction.	Source: PIR 2018 There is no written prove of the level of satisfaction but rather a qualitative assessment from Project Management.

management. Indicative assessment categories: <ul style="list-style-type: none"> • Highly Unsatisfactory • Unsatisfactory • Moderately Unsatisfactory • Moderately Satisfactory • Satisfactory • Highly Satisfactory 				
Increase in cash or in-kind benefits returned to local communities (beneficiaries differentiated by gender) as a result of biodiversity-friendly economic activities	Baseline will be established during the first year of project implementation	Target will be established during the first year of project implementation	A socio-economic study was conducted. The PCU ought to determine the baseline and end of project target. There is no way to determine status at this stage.	
Management and business plan for CNP and buffer zones updated and under implementation	Management plan: Outdated Business plan: Preliminary	Management plan: Updated Business plan: Yes	Management plan updated and approved. Business plan needs updating to the new context and situation to support park structure, infrastructure and equipment	Source: PIR 2018 This information was corroborated on the ground during MTR mission

4.1.3 *Pertinence of the gender dimension in the project*

The gender dimension has been incorporated into the design of the project as an annex. More precisely, on the Social and Environmental Screening Procedure. The annex has a small section describing how the project is likely to improve gender equality and women's empowerment. The document states that "gender equality and women's empowerment will result from the implementation of biodiversity-friendly economic activities and through capacity-building and technical assistance provided by the project". The evaluator had the chance to interview groups of women during the visit to CNP involved in the areas' management committees, sub-committee and economic activities. Also, worth mentioning that the project has also hired women as park rangers. The key criteria to hire park rangers is that they are locals and know their surroundings. The Environmental and Social (E&S) analysis identifies different opportunities to ensure women's engagement during project implementation. More precisely, during inception workshops, formalization of the local committees, direct involvement in project implementation, establishing cooperative governance structures and capacity building exercises. The evaluator has had the chance to meet with women that have participated in all of these instances and have express their opinions about the project, concerns with the hardship of their lives, expectations of the future, etc.

The gender component is only part of the CNP management effectiveness component of the project. Gender was not considered when designing the SNAP financial component, or at least, there is no reference to it in any part of the prodoc. Also, during the interviews conducted by the evaluator, not a single person interviewed was able to answer if gender was considered during the project design phase.

Although the project does not have a specific gender perspective plan, women are actively participating on the project's second component. PCU as well as park rangers involve women in all project activities and consider their views. Therefore, **the gender dimension is not well proposed in the ProDoc although effectively considered on the project's second component related to CNP management effectiveness.**

4.1.4 *Pertinence of the identified risks*

The ProDoc analyses the environmental and social risks. More specifically, lists 7 risks (1. The capital invested in the FBG endowment and the revenue generated are diverted from their purpose, i.e. not used for the conservation of BD and management of PAs; 2. The global economic and financial crisis leads to reduced funds from international donors, and causes consistently lower returns on the endowment over the long term; 3. Institutional agreements involving IBAP, DGFF and other key stakeholders do not function properly, undermining the effective governance and management of CNP and of forests in its periphery; 4. Political interference disempowers the FBG and leads to its collapse; 5. The impacts of large-scale enterprises in sectors such as logging and mining reduce the viability for BD conservation of CNP and of connected buffer areas and biological corridors; 6. Political and institutional instability disrupts minimal governance conditions necessary for project implementation; and 7. Climate change could have a negative impact upon key biodiversity and ecosystems in GB in general and in CNP). The evaluator considers that not all existing risks were taken into consideration. The MTR interviews were key to determine four additional relevant risks:

- a) UNDPs inability to transfer GEF funds to FBG. More precisely, UNDP does not have the internal procedures established to allow for the transfer of funds;

- b) Guinea Bissau's bad reputation as recipient country of international cooperation funds due to long term instability and corruption;
- c) The construction of the Bissau-Conakry road expected to bring more people and migratory pressure on CNP and
- d) Brexit. Britain leaving the EU has added an additional risk to FBG sustainability since the funds coming from all European donors cannot be transferred to British bank accounts. There is still uncertainty as to what will happen if Britain leaves the EU with the Foundation and its fund.

The evaluator considers that, besides these four risks that were not considered, the **proposed mitigation measures are pertinent and are currently maintained**. Also, risk 6 related to political and institutional instability has proven to be of extreme importance and has had a considerable impact on the project's implementation.

The PIR 2018 talks about two risks, one political (risk 6) and a financial one, "Risk that capitalization goals for FBG are not achieved because of UNDP and FFEM regulations". This is indeed related to the above-mentioned risk that ought to have been included in the Project Risk Analysis. At the time of the MTR, the PCU had only produced one PIR. Risks are also evaluated and monitored through the project's annual reports. The following table summarized the risks monitored during the project lifespan as per 2016' annual report and 2017 QPR⁹:

⁹ The evaluator was provided with the following reports: PIR 2018; QPR period 01.05.17 to 30.09.17; IBAP's 2016 annual report and CNP-IBAP 2017 annual report.

Table 8 Analysis of reported risks

#	Risk Description	Prod Prob Probability and Impact	Probability and impact 2016	Countermeasures 2016	Countermeasures 2017	Countermeasures 2018
7	Climate change could have a negative impact upon key biodiversity and ecosystems in GB in general and in CNP	P=2 I=2	P=2 I=2	IBAP responsible for SNAP and legal establishment of ecological corridors to build ecological resilience to climate change. The expected long-term financial resources from FBG will enable IBAP to carry out on the ground monitoring and generate information to better adapt to climate change ¹⁰	Risk continues to persist ¹¹	
1	The capital invested in the FBG endowment and the revenue generated are diverted from their purpose, i.e. not used for the conservation of BD and management of PAs	P=2 I=2	P=2 I=2	The governance of the FBG and its installation as a charity will ensure institutional independence and responsibility to donors over the long term. The FBG is set up in accordance with the requirements of reference trust funds (EMF, World Bank, UNDP, CFA) ¹²		
	Risk that capitalization goals for FBG are not achieved because of UNDP and FFEM regulations	Not Identified				An extended analysis was concluded eventually and the recommendations were applied: a roadmap was devised, a UNDP-internal Note to the File was developed to reflect financial

¹⁰ Source: IBAP's 2016 annual report

¹¹ 2017 QPR

¹² IBAP's 2016 annual report

						procedures, a tripartite agreement between UNDP, IBAP and FBG was drawn up and signed, and GEF SEC was informed of the expected transfer of funds. Similar financial/procedural barriers exist to the transfer of the pledged FFEM contribution of 1 million EUR to the FBG trust fund, and these are being addressed through the creation of additional bank accounts for FBG ¹³
3	Institutional agreements involving IBAP, DGFF and other key stakeholders do not function properly, undermining the effective governance and management of CNP and of forests in its periphery	P=4 I=4	P=2 I=2	This is an essential part of the project. An effective framework for collaboration between the two lead institutions has not yet been put in place and tested, and misalignment approaches prevail. Therefore, based on the precautionary principle, the risk is currently marked as high. ¹⁴		
4	Political interference disempowers the FBG and leads to its collapse	P=3 I=3			P=3; I=3; The arrangements made by the Foundation secure investments, create trust among donors ¹⁵	The project worked to lobby and raise awareness with the authorities to bring them to a level of information desired so as not to disturb the normal

¹³ Source: PIR 2018

¹⁴ Source: IBAP's 2016 annual report

¹⁵ Source: QPR 2017

						development of the project and not to take measures that could undermine the objectives of fully developing the CNP ¹⁶ .
5	The impact of large-scale enterprises in sectors such as logging, or mining reduce the viability for BD conservation of CNP and of connected buffer areas and biological corridors.	P=2 I=2	Medium level risk		Risk continues to persist ¹⁷	

The above table allows us to see that there is currently no systematized monitoring of the 7 identified risks. Rather, new risks have been identified which were not in the prodoc (in yellow), a clear sign of adaptive management. The evaluator considers that if the risk regarding “Risk that capitalization goals for FBG are not achieved because of UNDP and FFEM regulations” had been included in the risk analysis during the design phase the project would either not been approved or it would only have had one component related to management effectiveness. As it has been proven, the risk is too high and two years after project initiation UNDP has not been able to transfer GEF funds to FBG. This fact clearly poses a serious risk to achieving the project’s main objective, to strengthen the financial sustainability of the SNAP by capitalizing FBGs endowment fund with USD 7,365,248 Million.

The actors interviewed consider, for the most part, that **the risks identified during the elaboration of the project are appropriate and as indicated on table 7, new risks have arisen, and mitigation actions have been designed and put into place. Thus, it can be argued that the mitigation measures are correct.**

¹⁶ Source: PIR 2018

¹⁷ Source: QPR 2017

4.1.5 *Pertinence of the Project with national policies and strategies and with UNDP's framework of intervention.*

The evaluator considers that the **logic of intervention is relevant and perfectly aligned with national and United Nations priorities**. More specifically, it is aligned with the Country's Economic Memorandum, "Terra Ranca!", a Fresh Start, dated January 12, 2015. It is aligned as well to UNDP's 2014-2017 Strategic Plan and the UNDAF 2008-2012 (where it will contribute to achieving 2 of the 5 effects) and the Biodiversity Convention. More specifically, the project is linked to Chapter 12, Biodiversity and Protected Areas. Some of the key points highlighted in this chapter relate to the project's objective and components:

- Guinea-Bissau is somewhat unique in that it is among the last countries in West Africa where development has had limited negative impact on the environment and, consequently, its biodiversity has not yet been significantly degraded;
- The country's ecosystems not only support a wealth of biodiversity but also provide valuable services to the country's population;
- Several animal species found in Guinea-Bissau are globally significant and identified on the IUCN's Red List as globally endangered or threatened;
- Recognizing the critical importance of these biodiversity, ecosystem and cultural assets, the government together with national and international partners, has over the past 15 to 20 years worked to develop an approach and institutional framework for their conservation and sustainable use;
- **The government also recognizes the need to secure stable financing for biodiversity conservation and management of the SNAP over the long term and**
- **The FBG is the product of a dynamic and participatory effort initiated in 2007 and supported by diverse national and international partners, including inter alia government, GEF, World Bank, European Union, UNDP, MAVA Foundation, IUCN, FIBA, WWF, local NGOs, and civil society¹⁸.**

To UNDP's Strategic Plan Outputs 1.3 and 2.5:

Output 1.3 Solutions developed at national and sub-national levels for sustainable management of natural resources, ecosystem services, chemical and waste and

Output 2.5. Legal and regulatory frameworks, policies and institutions enabled to ensure the conservation, sustainable use, and access and benefit sharing of natural resources, biodiversity and ecosystems, in line with international conventions and national legislation.

The UNDAF:

Effect 1, Programme 2, Product 2.2; Effect 2, Programme 3, Product 1.3

¹⁸ Report No. 58296-GW; Guinea-Bissau, Country Economic Memorandum "Terra Ranca! A Fresh Start", January 12, 2015

The project is also aligned to UNDP's CPD (Effect 3, Products 10 and 11) as well as GEF Strategic Objective and Program, BD1: Improve Sustainability of Protected Area System, Outcome 1.1: Improved management effectiveness of existing and new protected areas.

4.2 Progress towards the results






4.2.1 *Analysis of the progress towards results*





As indicated in the Guide, this process consists of examining the progress made in achieving the expected results. The evaluator has reviewed the GEF monitoring tool, both completed during the CEO approval phase and recently presented in the middle of the period.


According to the information provided by PCU and UNDP in the GEF monitoring tool "FSC and METT", the project has advanced in some of the planned goals in terms of the project's two components.

The project is making progress in achieving its results despite the delays suffered in the Start-up of the project described below in section 4.3 of Project execution and adaptive management. It is also noted that there have been changes at the level of the products designed to achieve the results. This has happened due to the correct situational analysis that has allowed the PCU, IBAP and UNDP to adapt the AWP according to the needs. Next, the advances by component are presented. This information arises from the review of the quarterly reports and the PIR presented for 2018 and for the information provided by the PCU as well as the interviews carried out with key actors:

Table 9 Progress towards the achievement of results per component

Component	Products		Achievement nov 2018
C1 Strengthening the financial framework of the National PA system	1.1 FBG Board and Executive Secretariat operating effectively and efficiently (including fiduciary and management systems)		They have developed TOR from the various committees; Articles of incorporation; investment policy; have the Investment Manager in the UK; conflict-of-interest policy; manual of operations; strategic guidelines, installed software and are working on the draft donation policy.
	1.2 Transparent and internationally recognized auditing and reporting standards/protocols to monitor and evaluate the FBG's achievements against time-bound targets and the use of endowment sinking, and revolving funds at its disposal.		Partnership with networks such as FUNBIO Brazil, CAF Network, REDLAC Network and Conservation Finance Alliance. Conducted annual audits and independent verification processes.
	1.3 Pre-requisite due diligence and compliance procedures verified and formalized, and the FBG endowment capitalized with an initial investment of USD 7,365,248 through direct investment by the project and its co-financiers, and further enriched in a staggered approach in line with fundraising strategy.		FBG produced the guidelines and has worked on due diligence and compliance effectively. USD 2.2 M has been achieved and there are another 5 M unwrapping. UNDP has not managed to transfer GEF's USD 1.3 M.
	1.4 FBG's assets management capacity is optimized to reflect the regular oversight of investment performance, as well as an appropriate risk strategy and balanced diversification of its investment's portfolio, ensuring the latter is socially and environmentally responsible		Recruitment of the Rathbones Manager and its Rathbone's Core Investment Fund for Charities.
	1.5 Comprehensive fundraising / capitalization strategy in place involving FBG and other key stakeholders, and including inter alia (i) finely-tuned communications / advocacy plans; (ii) annual donor meetings informed on progress and operational efficiencies of FBG; (iii) targeted in-depth assessments of potential revenue generation mechanisms (e.g., compensation		Ongoing. FBG has carried out the board meetings and donor meetings. Lacking analysis of compensation schemes from mining, tourism, etc. as well as communication/advocacy strategy.

Component	Products		Achievement nov 2018
	schemes from mining and timber concessions, fines, tourism fees, REDD) and related enabling / institutional needs.		
	1.6 Strong communication and public relations strategy implemented, ensuring ongoing conversations with national and international partners (GoGB, donors, and private sector) and minimizing risk of government interference while creating ownership.		Not yet developed although presented a draft to evaluator.
C2. PA and buffer zone management in Cantanhez NP	2.1 Operational capacities of CNP consolidated to permit compliance with at least basic functions through (i) primary operational logistics and equipment; (ii) training programs for IBAP staff (involving DGFF and other PA management council members) with special emphasis on PA planning and management, community engagement and conflict resolution techniques, forest management challenges and approaches; (iii) underpinning support to IBAP headquarters.		Headquarters almost finished, staff hired and working and equipped. Missing conflict resolution training.
	2.2 Strengthened institutional capacity of DGFF and IBAP for effective oversight of land use and threat reduction in PA buffer zones and related forest areas through (i) joint DGFF-IBAP planning and collaboration programming in priority high risk areas; (ii) joint DGFF-IBAP training programs with emphasis on Environmental Impact Assessment (EIA), law enforcement, licensing and monitoring of economic activities in and around PAs, PA management challenges and approaches.		No effective DGFF collaboration has been achieved. Excessive changes at DGFF and lack of political will complicates cooperation. Training plan is lacking based on IBAP capacity analysis, among other things.
	2.3 Local community involvement in and collaboration with PA and forest management improved by: (i) strengthening PA management council and related public participation and institutional arrangements for negotiating, implementing and monitoring management and collaborative agreements; (ii) training program including conflict resolution mechanisms, and community surveillance and enforcement; (iii) the development of biodiversity-friendly economic activities.		Operational Management Committee. Continuous training and some biodiversity-friendly actions.

Component	Products		Achievement nov 2018
	2.4 Management and business plans for CNP and connected buffer zones and ecological corridors updated/produced, allowing the coordinated identification, prioritization of management activities and allocation of funds by IBAP, DGFF, and other institutions with responsibilities for biodiversity conservation, land use planning, and forestry.		There is a Management Plan and Business Plan but no joint action plan amongst IBAP and DGFF.

Color coding legend:

Green = achieved	Yellow = On its way to being achieved	Red = Does not look like its going to be achieved
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4.2.2 Remaining barriers to the achievement of the project's objectives

The analysis of the progress towards achieving the results also implies an analysis of the remaining barriers to the achievement of the project's objectives. Next, the barriers detected are presented by reviewing the documentation and interviewing the actors by expected result:

Table 10 Identified barriers per Project component

Component	Barrier
1. Strengthening the financial framework of the National PA system	<p><u>Revenue generation constraints:</u></p> <ul style="list-style-type: none"> • <u>Lack of government funding for PAs.</u> To date, FBG has received €424,000 from the GoGB/EU agreement. No other funding has been made available and at the time of the MTR the EU had no certainty if the remaining €576,000 will be disbursed since the Ministry of Fisheries (DG Mar) had not yet reported. In this regard, the barrier remains. • <u>Limited capacity during conservation trust fund start-up phase:</u> FBG has, over the last two years, managed to constitute the different committees, articles of incorporation, investment policy, hired the Investment Manager in the UK as well as developed different operating policies. Thus, the barrier does no longer exist. • <u>Limited capital-donor confidence during conservation trust fund start-up phase and lack of initial endowment capitalization:</u> FBG has managed to engage with the few actors willing to collaborate as established in the Prodoc. UNDP has not managed to transfer the USD 1.3 Million endowment from GEF and this has caused severe operational constraints. All interviewed actors agree that GB has very bad reputation and that is extremely hard to attract external funding resources. The barrier still persists.

Component	Barrier
2. PA and buffer zone management in Cantanhez NP	<p data-bbox="763 272 1525 296"><u>Incomplete coverage and operational deficiencies of PA management:</u></p> <ul data-bbox="815 304 2022 783" style="list-style-type: none"> <li data-bbox="815 304 2022 456">• <u>Incomplete coverage of effective PA management by IBAP.</u> This barrier refers to the entire System, but it could also be applied to CNP. The project has worked on the PA management plan and on the PA's governability but has not been able to reach the northern part of the park nor make those northern inhabitants actively participate on the Park's committees. Thus, the barrier, at CNP is partly removed but persists. <li data-bbox="815 472 2022 624">• <u>Operational deficiencies are further compounded by a weak collaborative framework among institutions responsible for BD conservation and forest management.</u> The continuous changes at the Government level have not helped the consolidation of the project's Steering Committee. DGFF weak presence in the field has also not helped its personnel's presence in the CNP Committee. At the time of the evaluation mission DGFF-IBAP's collaboration was almost non-existent. The barrier still remains. <li data-bbox="815 639 2022 783">• <u>Most PAs in GB have significant human populations living within and around their boundaries.</u> Existing legislation permits local inhabitants to participate in co-management arrangements, advisory boards and councils. Local stakeholders have limited capacities and to date do not co-manage CNP. Also, they obtain very few direct benefits from PAs BD conservation which does not help to increase conservation efforts. The barrier remains.

4.3 Project execution and adaptative management

4.3.1 Management tools

The project is implemented under the modality of National Implementation (NIM). IBAP, through the Project Management Unit and the participation of SEA, and DGFF are the government institutions in charge of the execution of the project. The decision was made to locate this project in IBAP given the specific theme. For this purpose, an office was installed in the building to house the staff of the PCU. The main idea of having the project in IBAP is mainly to facilitate coordination with the Government. Also, IBAP is managing other GEF projects, namely, "Support to the Consolidation of a Protected Area System in Guinea Bissau's Forest Belt" (PIMS 3650) which recently concluded and is also managing another EU GCCA Project. IBAP is therefore fully aware of all the resources available for BD conservation at national level and effectively manages the available resources.

The ProDoc refers to the Project Steering Committee (PSC) to serve as the Project Board, as the highest level of coordination and decision making of the project. Textually, the PSC "will ensure that the project remains on course to deliver the desired outcomes of the required quality. It will also ensure strategic coordination among different projects". The PSC is chaired by IBAP and should include representation from DGFF, FBG, the World Bank, UNDP, the MAVA Foundation and other co-financiers and relevant entities. The PSC only met once during the evaluation period. The PSC was convened in Bissau, on 28th of November of 2017 and had an extensive participation. Representatives of the different towns (Bedanda, Tombali, Quebo, etc) and small villages (known as "tabancas"), IBAP, Project Coordinator, NGO Alternag, Ministry of Tourism, General Directorate of International Cooperation, UNDP and FBG were present. Worth mentioning that the PSC did not count with the presence of the donor community (ie, EU, MAVA or FFEM) as per the meeting's reports. The PSC served more as an introduction to the project rather than as a strategic decision-making tool.

The project also has committees specific for the two components. The first component organized, from 27-28th of February 2018 the Bio Guinea Foundation Board Meeting, an Investment Update. In this occasion, the hired consultant presented a summary to the Investment Committee which can be summarized as follows:

Table 11 List of key milestones achieved by FBG in 2017

Date	Action
1st September 2016	Board approval of the appointment of Rathbones Investment Management following tender
Sept-Jan 2017	BioGuinea Foundation & Rathbone's Due Diligence and compliance checks
2 nd February 2017	Rathbone's BioGuinea Foundation Investment account open
28 th February 2017	1 st transfer of €1.3 million from MAVA paid to Rathbones and invested in the Rathbones Core Investment Fund for Charities
18th August 2017	2 nd transfer of €424,000 from EU Fisheries accord with Bio Guinea. Government paid to Rathbones and invested in the Rathbones Core Investment Fund for Charities.
	€1,724,000 Total capital paid into the Bio Guinea Foundation portfolio since inception

26 th May 2017	Rathbones FFEM Funds Investment account opened
31 st December 2017	1 st year end project

The project second component also counts with its steering committee, also known as “Enlarged Steering Committee”. The project managed to convene two of such meetings.

On December 6 and 7th of 2017 in Imberem took place the first Enlarged Steering Committee of the Cantanhez National Park. The issues discussed were:

1. Presentation and collection of suggestions/ideas to improve the internal regulation of the Park;
2. Presentation of the Cantanhez National Park and
3. Presentation of the project.

More than 40 participants were present in Representation of State institutions, non-governmental Government and the local community. Again, as happened with the PSC, this meeting was more informative and not so much intended as a strategic decision-making tool.

The second one, gathered representatives from local NGOs, representatives of administrative institutions, local villages, etc. A total of 50 participants attended and was held from 4-6th of May 2018 at Imberem in the AD facilities. This Enlarged SC had as its objectives not only the validation of the Cantanhez National Park management instruments by the board members, (management plan, total economic value, internal regulation, Cacine River Management plan and deliveries of the 12 motorcycles and a car by the Representative of PNUD), but also debates, suggestions, opinions, exchanges of information, ideas and experiences between different institutions represented, which are useful in the dynamization of Park activities.

Both at the Central level as well as on CNP, the steering committees do not manage to count with representatives of all the areas. At central level, in Bissau, all interviewed actors expressed the worry that most of Government bodies or Ministries representatives constantly change and thus it is very hard to turn the PSC into a strategic decision-making body. At the local level, in CNP, the park is divided into four regions. The project has managed to convene two Enlarged Steering Committees. To do so, the project pays for participants to attend, for example, a per diem to the National Guard or DGFF personnel. Otherwise, they do not attend. Also, they need to find creative ways to ensure local inhabitants’ participation. Sometimes these people travel all day to attend the meeting and thus they need to be fed and provide housing overnight. This of course makes it very difficult. Also, they have not been able to organize such meeting in the northern less accessible part of the Park.

UNDP, as the Implementing Agency, provides support services for the administrative and operational execution of the project and participates in all the PSCs organized by the project. It has also been possible to confirm a flow of communication with the UNDP Program Officer responsible for the project and with the PCU staff. Different stakeholders have expressed their concerns with UNDP’s administrative processes describing them as slow and sometimes tedious. The project has suffered delays in receiving the funds and having to rely on IBAPs resources to cover expenses. On the other hand, UNDP has also pointed out that both IBAP and FBG are late presenting their respective quarterly progress reports, expenditure justifications and FACE. Therefore, the **evaluator considers**, from the documentary review and interviews carried out,

that both UNDP and IBAP need to improve their reporting and alleviate administrative burdens in order to make the project more efficient.

4.3.2 Work planning

The project took a long time to start. One year from prodoc signature to hiring Project Coordinator and conducting the Inception Report. From prodoc signature, UNDP expects two months maximum to pass to conduct the inception report. Political unrest triggered delays. Once the Project Coordinator was hired, the planning exercise started. There is no evidence of an AWP for 2016. The project presented its first AWP for 2017 and worked the AWP for 2018. Both were presented and approved during the first PSC held the 28th of November of 2017. During this PSC, the PcU presented the AWP and results achieved for both component 1 and 2 of the project. This is obviously not the ideal situation. **The AWP ought to be presented to PSC at the beginning of the year and the results in the coming PSC together with the next AWP.** IBAP and UNDP have prepared 2017 and 2018 AWP and IBAP submits to UNDP the required quarterly Funding Authorization and Certificate of Expenditure (FACE). The FACE gives a very detailed report on what was planned and what has been spent and thus enables UNDP to carry out close control over the project.

During the first half a year of the project's life, they focused on hiring the project team and establishing coordination mechanisms with FBG, SEA, DGFF, Ministry of Tourism, National Guard, etc and with the CNP communities. The second AWP and FACE indicate a continuous strengthening of the FBG and CNP personnel as well as exchange activities, ISO certificates, capacity building exercises, as well as the organization of different committees, etc. The project includes operating expenses within outcome 3 related to project management. The AWP for 2018 continue supporting FBG operation with personnel salaries and representation of the foundation on strategic meetings but also work on rules and protocols for internal audits and reporting plus the work related to the endowment of the fund and its correct monitoring. The second component continued supporting the park's operational expenses, salaries, etc as well as work meetings with key stakeholders, trainings and capacity building for park rangers, other technicians, NGOs, local inhabitants, etc. Noteworthy is the planning for **Product 2.2** which directly relates to Strengthening the institutional capacities of DGFF and IBAP. As indicated previously, this product **has not been accomplished and ought to be revised and strengthened to ensure its accomplishment.**

Although IBAP is managing other projects which work on CNP, **no joint programming was made available to the evaluator.** Nevertheless, IBAP is effectively using all available resources to reach conservation and management objectives of the SNAP. Considering the system as a whole and according to General Director's words, IBAP is under a scenario of "minimum". As it relates to CNP, IBAP is coordinating two project which have direct impact in the area, GCCA with EU funding and this GEF project.

There are more examples of adaptive management and coordination of this project with the GCCA project and actors:

- As mentioned above, IBAP management of both projects has allowed to have greater impact on the project area. For example, GCCA project has funded the construction of the Park's Headquarters (see picture below) while GEF project has funded Park's personnel, equipment, and vehicles and operational budget;
- IBAP is also channelling GCCA funds through local NGOs to support the output 2.3 (iii) development of biodiversity-friendly economic activities. The amount granted through

the project, USD 80.000 is very low taking into consideration the project's area and living conditions of local inhabitants.



Figure 4 State of the CNP state in November 2018

The analysis of the AWP and subsequent reporting indicates that the two components of the project are planned for separately. IBAP plans the CNP component and FBG for component 1. It reflects the different nature of both components. One focusing on the financial sustainability of the SNAP and the second on the management effectiveness of a specific PA.

The evaluator concludes that the PcU and the PSC have managed to plan for the first two years of the project. The PSC should be convened at an earlier stage during the year when the AWP is designed and its members should have a say into what is planned, both technically and financially.

4.3.1 Financement and cofinancement

From the analysis of the PIRs and the Combined Delivery Reports (CDRs) the **budgetary execution of the project is medium-low**. The execution foreseen in the AWP is being accomplished with the usual changes from AWP to the next. The incapacity from UNDP to transfer to FBG of the 1.3 Million USD has implied a severe draw back on budgetary execution. As of September 2018, the **project has executed 28.18% of the budget**. As can be seen in the following table of annual expenditure, the project has spent more resources on outcome 1, 3 and 2 respectively.

Table 12 Report of the Annual Combined Expense

Activity	Total Expense				
	2016	2017	2018 ¹⁹	Total	%
Outcome 1	77.751,32	133.727,52	215.790,39	427.269,23	56,69%
Outcome 2	4.037,17	107.400,64	3.112,33	114.550,14	15,20%
Outcome 3	5.135,74	138.264,54	68.435,19	211.835,47	28,11%
Total	86.924,23	379.392,70	287.337,91	753.654,84	100,00%

(Source: UNDP CDR)

Table 13 Total project expenditure vs available budget

Total Budget	Total exp	% Exp
GEF	2304429	551636,45
UNDP	370000	202018,39

(Source: UNDP CDR)

In terms of expenditure per fund, the project has executed 23.94% of GEF resources compared to 54.60% of UNDP Trac resources. If the FBG 1.3 million USD had been transferred it would imply an expenditure of 80.35% of GEF resources.

Table 14 Expenditure per fund & year

	Planned budget	2016 CDR	2017 CDR	2018 CDR*	Total reported	Total % exp
Outcome 1. Strengthening financial SNAP						
Fund 62000 GEF	1.800.000,00	77.751,32	133.727,52	215.790,39	427.269,23	23,74%
Outcome 2. PA and Buffer zone management						
Fund 62000 GEF	394.694,00	4.037,17	107.400,64	3.102,33	114.540,14	29,02%
Outcome 3. Project Management						
Fund 04000 TRAC UNDP	370.000,00	5.135,74	127.679,53	66.906,46	199.721,73	53,98%
Fund 62000 GEF	109.735,00		10.585,01	1.528,73	12.113,74	11,04%
Total	2.674.429,00		379.392,70	287.327,91	753.644,84	28,18%

Source: UNDP CDRs 2016, 2017, 2018 (from January to September 2018)

Outcome 1 has a considerably **low execution** rate versus the original planned budget. It is key to transfer these funds as soon as possible not to hamper overall project execution.

Outcome 2 shows a **low execution** as well. It can be observed from the CDRs that 2017 was a very productive year. It should be considered that the CDR for 2018 only tracks expenses from January to September. Nonetheless the execution is low.

As per **Outcome 3**, project management, we can observe a **steady use of TRAC resources** reaching 54% of the total whereas GEF funds have barely been used for these purposes.

¹⁹ CDR from January to September 2018

UNDP carries out the administration of the project and therefore should monitor together with IBAP the co-financing established in the ProDoc. The evaluator asked for the standard cofinancement table to be provided for the MTR. Unfortunately, the table was not sent. The evaluator has reconstructed the cofinancement efforts from the PIR 2018 presented.

Table 15 Cofinancement analysis

<i>Source of funding as per prodoc</i>	Component 1. Endowment capital	Component 1: Activities	Cofinancement received by Project	Comments
GEF	1.300.000,00	500.000,00	427.269,00	Corresponds to GEF resources spent from 2016 to September 2018
GoGB: EU-GB fisheries agreement	1.245.760,00		492.371,23	EU. Fishing agreement. Budget support € 6 (no reporting), € 3 Million sector support. Within this sector support, annual programming with DG Mare is spent. But they have difficulties in planning and reporting expenses. EU asked if one of the 3 million could be dedicated for FBG. The EU has already paid € 400,000 and the second € 600,000 has not yet been made. DG Mare must report to the EU in order to disburse. They have doubts about the management and the possibility of effective reporting by national authority. The agreement is for long term and the amounts are negotiated each year. The last agreement ended 2018 and the renewal for a new fishing agreement is being made. The negotiation started but stopped. The head of the EU that follows the agreement calls into question the utility of conserving and giving to FBG and may seek to support other national institutes that are more dedicated to fishing but do not have as much capacity.
GoGB/SEA: Avoided carbon revenues generated through REDD work in GB	3.200.000,00		0,00	According to the University of Lisbon Head Researcher responsible for the REDD project, they expect, to finalize the FREL in early 2019. This would imply USD 3,5 Million per 5 years (USD 700,000/year). In total and according to agreement, FBG would receive USD 2.5 million
MAVA Foundation	1.619.488,00		1.509.628,77	Corresponds to €1,3 million already transferred to Rathbone Fund in the UK and €150,000 for MAVA REDD+
World Bank: IDA Project		374.400,00		No available information on cofinancement
EU: Warmer Project		384.000,00		The GCCA program, half, destined for the operation of IBAP.
Subtotal	7.365.248,00	1.258.400,00		

Total		8.623.648,00	2.002.000,00	The project has managed to attain 27% of the cofinancement
Other sources of funding				
FFEM	1.129.600,00		338.880,00	Corresponds to €1 million commitment for capital endowment and €300,000 for experimentation of Grant Making mechanism. At the time of the evaluation FBG had just opened an account in Portugal to enable the transfer of the endowment funds although they had not yet been received.
MAVA			338.880,00	Corresponds to Mava institutional support for 2018-2020 period of €300,000 at 1€=1,19 USD exchange rate
MAVA Institutional Support			169.440,00	Corresponds to €150,000 for carbon deal
Subtotal	1.129.600,00	0,00	847.200,00	

Source: Own elaboration

From the above table the following should be highlighted. Although the EU-GoGB fisheries agreement is negotiated on a yearly basis and the difficulty of DG Mar to report on expenses, it is foreseeable, according to the EU staff interview, that the remaining €600,000 shall be received by the project as endowment capital for FBG. The expected funds to be allocated from GoGB/SEA related to VCUs sale it is important to notice that at the time of project design, they did not have all data. The REDD+ project ought to have the FREL ready by early 2019 and thus should be able to sell the VCUs this year. There is no certainty as the actual value per ton of CO2 avoided nor if the GoGB will transfer the funds attained from the sale on a yearly basis or as a lump sum. Therefore, there is no certainty as to the total amount to be received as endowment for FBG. Also, the evaluator does not have a track record on the co-financement made available through EU and World Bank projects. PCU has not provided this data.

FBG is also working on developing two new project concepts to help finance SNAP. More precisely, one with IUCN to be presented to the Green Climate Fund and another initiative with International Water / PRAO. The evaluator did meet with IUCN and constated that the concept is being developed although it is still at an early stage.

The evaluator was provided with a list of contracts above USD 5.000 as per requirements. IBAP also sent the information regarding those contracts. In 2018 there were three contracts above that amount. Thus, they are monitoring such contracts accordingly. **The analysis of the financial reports reflects that the project could improve its financial reporting. Also, the FSC has not been presented for the project or SNAP but rather as separate documents, one dealing with IBAP and the other with FBG. The analysis also reflects that the execution is considerably low.**

4.3.3 Project level Monitoring and evaluation systems

The results matrix of the ProDoc is the basis of the monitoring carried out by the PcU through the quarterly reports and the PIRs. A specific progress report is also prepared and presented to the PSC. The project, in the ProDoc, specifies in section IV how the monitoring will be carried out. Reference is made to the inception workshop, the quarterly reports, the PIR, UNDP's monitoring through the field visits, the midterm evaluation and the final evaluation and the audit as well as the relevant use of GEF Tracking tools. In this case, the METT and the FSC. For all monitoring a budget of USD 81,800 is allocated for the period. The evaluator has been able to verify how the PcU monitors and has interviewed park rangers who actively participate in monitoring activities. Park rangers and CNP monitor all inspection activities undertaken in the park. The information gathered goes beyond the selected indicators. Also, as indicated previously, the interviewed rangers consider that some of the indicators are not worth monitoring, ie indicator 11 "level of poaching recorded in CNP and its buffer zones per year using proxy indicators such as Warthogs or *"Porco de Mato"* as the management plan does not prohibit its hunting. There are other indicators which do not have a baseline for different reasons. For example, there was no baseline regarding wildlife since the study had not yet been conducted. Thus, the indicators ought to be reviewed and made more practical and aligned to what the rangers monitor on their daily work through the inspections. All the reports prepared by the PcU and validated by IBAP and UNDP. The inception workshop could not be organized in the first two months of the project as foreseen in the UNDP standards.

There is also an issue with the reporting language. The QPRs for CNP are written in Portuguese. The overall QPR is written in French and the PIR is written in English. The evaluator suggests having all documents in one single language. If English is the working language of GEF then an effort should be made to translate all documents.

The PCU also produced the Management Effectiveness Tracking Tool (METT) obtaining, for CNP a total score of 85.42. In terms of the FSC, the evaluator was provided with two sets. One for FBG and the other for SNAP. The FBG FSC was empty. Also, the evaluator did not have access to the METT/FSC baseline. The document provided corresponded to another GEF project "Support to the Consolidation of a Protected Area System in Guinea-Bissau's Forest Belt (PIMS 3650)" for the MTR. The FSC ought to reflect the financial situation for the protected area system as a whole and thus it should include all work conducted by IBAP in relation to Protected Areas as well as the work conducted by FBG for the financial sustainability of the system. The FSC ought to gather all available information. Presenting two separate FSC seems to defeat its purpose. The evaluator considers that **there is considerable room for improvement regarding the use of GEF Tracking tools** and that both METT and FSC could indeed be used not just for reporting to GEF purposes but if done correctly, they could provide useful information for all interested parties, like the donors forum.

It is considered that the project has allocated enough resources to carry out the monitoring tasks and that the PcU is correctly performing the monitoring functions with the established tools. The role played by the UNDP-GEF Regional Technical Adviser from Turkey and UNDP Country Office in the monitoring of the project has also been of great help at the substantive level to guide the Project Coordinator and assist FBG to try and resolve the transfer of GEF funds for endowment of the FBG.

As mentioned above, the ProDoc has 16 product indicators and some of them are not monitored and others are not really serving its purpose. Reporting on all these indicators does not necessarily reflect on the work they carry out. Yes, there is clarity about what the project is

doing, but not necessarily if the results are achieved. **It would be advisable to reformulate the indicators and think about those that serve to measure the results exclusively.**

In relation to the disaggregation of the information monitored by sex, the evaluator has not found evidence that this information is reported at the level of PIRs but yes in the Quarterly Progress Reports in terms of number of rangers (male and female) attending courses or number of men and women participating on committees. **There is no breakdown by sex of the monitored indicators. This does not mean that the project is not working with a gender perspective.**

4.3.4 Involvement of the interested parties

When we talk about the participation or involvement of the interested parties, what the evaluator asks is the following:

In relation to Project Management: Has the project developed and forged adequate alliances, both with direct stakeholders and with other actors?

The level of coordination, as mentioned throughout the report, has been medium. The PcU has made considerable efforts to invite all relevant actors to the different meetings, both at the central and local level. There is an issue with constant changes at government level. Most ministries and agencies, such as DGFF, SEA, etc have had numerous changes at both the technical and managerial level. This in fact has hampered adequate PSC operation. This has meant that different people have attended the meetings. The evaluator saw how different people came to the briefing and debriefing meetings held at the beginning and end of the mission.

At the local level, it has been hard to count with other Government representatives. The evaluator was informed that the project needs to pay per diem for their peers from other government bodies to attend. This indeed poses a problem. Also, taking into consideration the hardship of the road and troubles to travel from one place to the other within CNP it is understandable that the project tries to organize its extended committees per region. Nonetheless, participants vary from meeting to meeting.

It can be concluded that, given the current political shifting scenario and difficulty to bring the same actors to the table, **the project has not been able to involve all interested parties.** A key player, specially mentioned in the Prodoc, is the DGFF. **DGFF has shined for its absence at PSC level as well as at CNP Committees.** The evaluator met with the newly appointed Director and was given certainty that they would appoint two technicians to coordinate with IBAP and regularly attend the meetings. It is key that this relationship improves if the project is to comply with its commitments.

The project has achieved alliances with civil society actors, such as, local NGOs, local radio, etc., as well as with certain donors. At local level, NGOs, such as AD, are participating of the coordination meetings and are assisting in the identification and implementation of alternative livelihoods. Due to the scarcity of GEF funds (only USD 80.000) for alternative livelihoods it is key that the PCU relies on other NGOs to further strengthen this project component. IBAP has also very good reputation with the EU and they are trying to find ways to further expand their alliance.

FBG has managed to actively involve FFEM as well as MAVIA foundation through their work. Proof of that are the assigned resources to cover FBG's operating expenses while the GEF endowments arrive as well as the resources to complete REDD+ project.

Finally, on public participation and awareness: To what extent has the involvement and public awareness contributed to progress in achieving the project's objectives? FBG still had to develop its communication and engagement strategy and regarding component 2, the management plan had been presented as well as the other products but the **actors interviewed agreed that the community still did not quite understand or saw how being part of a park could benefit them**. This obviously relates to the next section as it refers to communication.

4.3.5 Information

The project, through its PcU and under the supervision of UNDP and IBAP, **has produced, two quarterly progress reports (3rd and 4th quarter of 2018) and one PIR**. The quarterly reports and the AWP have been the bases of the information that has been shared with the actors and decision makers in one meeting of the PSC held on November 28th 2017 and one BioGuinea Foundation Board Meeting held on 27-28th February 2018.

There were changes from the design phase to the implementation phase of the project. As mentioned above, the delays suffered by the project on its initial phase as well as the inability to transfer GEF funds to FBG implied a significant change in the context. Also, the political situation at national level, the constant changes at ministry level as well as meteorological considerations have made PcU to adapt the AWP accordingly.

Although the ProDoc does not reflect it, it has been verified that there is a very fluid communication and coordination between the projects. IBAP manages all projects related to Protected Areas and thus this implies that there are highly coordinated, and synergies are sought on a constant basis. For example, the EU GCCA project is funding the construction of CNP headquarters while this GEF project is funding the park rangers and equipping them. This is an example of adaptive management once the project has been able to adapt to changes in the current situation. The key actors have been informed of these changes through the meetings indicated above. On the other hand, UNDP, as the Implementing Agency, has presented all the reports established in the ProDoc to the GEF.

A good number of the interviewed actors consider the project, specially the personnel on the ground through IBAP, as key Government representatives on the ground. This has been evidenced on the Committees where a lot more than just conservation is discussed.

4.3.6 Communication

In this section, a brief analysis is made of both the internal and external communication of the project. Internally, the project has communicated the main events and PSC to all the expected actors. It has achieved the participation of most of the actors except the DGFF although with little success due to constant changes. The non-participation of the DGFF has not been due to lack of insistence or communication from the project side but due to internal restructuring of the Directorate and perhaps even for confronting interests. DGFF understands the forest as an exploitable resource and has the objective to produce revenues from the sale of timber whereas IBAP sees it with a view to preserve and conserve biodiversity. **An effort must be made to reach a common ground where the two, IBAP and DGFF, can work together.**

External communication, regarding beneficiaries and partners, has room for improvement. The park rangers communicate with local authorities (“djargas”) verbally. The management plan, the park’s zoning, all is transmitted verbally. Of course, when local authorities pass on the messages and concepts, these could perfectly be altered or modified. There is a strong need to improve communication channels. **A good option, due to the high illiteracy in the area of the Park, could be to use visual aids as well as the radio to communicate more effectively.** Also, as indicated above, **FBG had not yet prepared its communication strategy. There is a need to further communicate with current donors as well as with other potential donors the need to capitalize the endowment fund to assist reach the system’s financial sustainability.**

Regarding compliance with UNDP’s and GEF’s branding guidelines, the evaluator has reviewed the products produced and they do comply with the requirements.

Another interesting option, to further communicate, could be the active use of social networks such as facebook and Instagram. It would be worthy exploring the potential of both social networks to pass on key messages to the youth especially in urban areas and perhaps even to publicize the potential for ecotourism.

4.4 Sustainability

As the guide specifies, "the purpose of reviewing the sustainability of the project during the MTR is to establish the basis for the TE in which it will proceed to assess its sustainability from each of the four categories established by the GEF (financial, socioeconomic, governance and institutional and environmental framework) ". At this point, the evaluator has not analyzed financial, socioeconomic, institutional and environmental sustainability in this exercise, but has examined the likely risks faced by the project so that the results are achieved.

More specifically, the evaluator has validated the risks identified in the ProDoc, the PIR and if the valuations are up to date and if they are adequate. The following table shows the risks identified in the ProDoc, the valuations of the PcU and the ratings of the interviewed actors. For this purpose, the evaluator has used the PIR and quarterly reports, as well as the responses of the actors to the sustainability questions in the semi-structured interviews.

Table 16 Comparative List of identified risks

#	Risk	Prodoc level	Actor's level	Comments
1	The capital invested in the FBG endowment and the revenue generated are diverted from their purpose, i.e. not used for the conservation of BD and management of PAs	Low	Low	The risk is not the diversion but rather the no attainment of the plan endowment capital.
2	The global economic and financial crisis leads to reduced funds from international donors, and causes consistently lower returns on the endowment over the long term	Low-medium	Medium-high	To global crisis we need to add the country's poor image in front of donor community due to political unrest and corruption which decrease the number of potential donors.
3	Institutional agreements involving IBAP, DGFF and other key stakeholders do not function properly, undermining the effective	High	High	IBAP-DGFF relationship has been almost non-existent.

	governance and management of CNP and of forests in its periphery			
4	Political interference disempowers the FBG and leads to its collapse	Medium	Low	FBG has managed to position itself and ensuring full transparency
5	The impact of large-scale enterprises in sectors such as logging, or mining reduce the viability for BD conservation of CNP and of connected buffer areas and biological corridors.	Medium	Medium	The risk persists. A mining company has been allowed operation but on the CNP buffer zone.
6	Political and institutional instability disrupts minimal governance conditions necessary for project implementation.	Medium-high	Medium-high	The risk persists. PcU has not managed to guarantee smooth running of the PSC due to constant changes because of the political and institutional instability.
7	Climate change could have a negative impact upon key biodiversity and ecosystems in GB in general and in CNP	Low-medium	Low-medium	Risk continues to persist only affecting component 2 of the project.
<i>New risks to sustainability identified by the stakeholder's interviewed</i>				
8	Risk that capitalization goals for FBG are not achieved because of UNDP and FFEM regulations	NA	High	As indicated, UNDP has not managed to transfer the USD 1.3 million to date.
9	Low enforcement at NPAs	NA	Medium	This is not a problem strictly for IBAP. Stakeholders indicate it is a state-wide issue related to institutional weakness.
10	Construction of the Bissau-Conakry road to bring uncontrolled development and migration	NA	Medium	Planning of infrastructure should go hand in hand with management of a PA
11	External image of the country. It limits the number of potential donors.	NA	Medium	The question is, how to get €35 million when donors don't trust GB governability.
12	Increasing migration to CNP borders increases pressure upon natural resources and hampers park's management	NA	Medium	New tabancas are being established which affects the management plan for CNP.
13	Brexit	NA	High	There is uncertainty as to what will happen with Rathbone's fund and how it will affect European donors interested in investing in FBG.

The prodoc indicates that the project has been designed to optimize prospects for improving the sustainability of the SNAP in the following areas:

Table 17 Status of sustainability areas

Area	Evaluator's appreciation of the current status
<p><u>Ecological Sustainability</u> based on effective coordination and mutual cooperation between IBAP, DGFF, and local stakeholders in the implementation of actions directed to improve the management effectiveness of the CNP, where IBAP has jurisdiction, and its buffer zones, where DGFF operates. This includes the development of enforcement and control plan jointly between IBAP and DGFF, updating the CNP management plan and its business plan.</p>	<p>The expected mutual cooperation between IBAP and DGFF cannot guarantee ecological sustainability since it doesn't seem to be happening in the short term.</p> <p>The project has updated the management plan and its business plan. The challenge now is to effectively communicate it and disseminate key concepts so that all stakeholders engage in conservation efforts.</p>
<p><u>Institutional Sustainability</u> which lies in the strengthening of the capacity of IBAP, DGFF, and the FBG to effectively carry out their institutional mandates in a harmonized manner. Includes a lasting inter-institutional cooperation framework for IBAP that DGFF to overcome weak collaboration in the past. Also, joint DGFF-IBAP planning and collaboration in priority risk areas and joint training. It will also be achieved by strengthening the skills of IBAP's staff in PA planning and management, community engagement and conflict resolution techniques.</p>	<p>The project has made considerable efforts to strengthen internal capacity, park rangers, local stakeholders and has always invited other government actors to participate. The conditions are so fragile that attendance depends if the project pays for per diem. Thus, only project personnel, IBAP and local stakeholders are benefiting directly from the capacity building activities. There is no joint IBAP-DGFF planning and collaboration in priority risk areas nor joint training. Interviewed stakeholders agree that both institutions have very different approaches to the use of natural resources. IBAP focusing on conservation whereas DGFF on exploitation of the forest resources for revenue generation. This fact makes difficult to reach a common understanding and a common development vision.</p>
<p><u>Financial Sustainability</u> by a) securing/leveraging sufficient seed capital for an endowment fund, the revenue of which will provide stable, predictable funding for these activities in perpetuity and b) strengthening the fiduciary capacity of the institution which manages it.</p>	<p>FBG alone cannot guarantee financial sustainability. According to FBG Managers, there is not a single foundation in the world which finances 100% of SNAP's recurrent costs. The Government needs to ensure a percentage towards BD conservation and proper SNAP management.</p>
<p><u>Social Sustainability</u> through the direct engagement of local stakeholders in the planning and implementation of conservation and forest management activities and through the economic and social benefits that will result from the project, including the implementation of sustainable initiatives that are expected to contribute to food security for farmers and their families as well as generate additional household income that will contribute to a lasting commitment to conservation and sustainable use of BD and forest resources.</p>	<p>Direct involvement is sought through the management plan and its implementation, through local volunteers that assist park rangers and through the actual hiring of park rangers, all of them locals. Nonetheless, local inhabitants have expressed their concerns regarding conservation efforts since they don't see how it will benefit them in the short term. Communication channels are not working.</p> <p>Alternative BD friendly activities are very much needed. As per replication efforts, a lot more money is needed to foster development in the area. The Government and donors ought to channel a lot more resources destined to design markets for BD friendly activities.</p>
<p><u>Replication</u> by installing better coordination and mutual cooperation between IBAP and DGFF. At the local level, actions for the implementation of BD friendly activities have the potential to be replicated to the extent that they generate</p>	<p>IBAP-DGFF, as indicated, shines by its absence. Although BD friendly activities have strong potential for replication due to its simplicity and demand, the situation of extreme poverty and lack of economic resources, seed money to start such activities poses a serious risk to its replicability potential.</p>

environmental and economic benefits for farmers.	
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5. Conclusions and recommendations

5.1 Conclusions

- The project was designed in a **participatory** manner and is considered to be **well designed** and of good quality. The logic of intervention is relevant and is perfectly aligned with national and United Nations priorities. The design and approval process have been **very long** and start-up phase suffered considerable delays.
- The monitoring and evaluation system foreseen in the ProDoc is composed of 16 indicators. Four indicators at the objective level, 2 for each component. All four indicators are **well designed and considered SMART**. The indicator framework does not provide midterm targets making more difficult to evaluate. The evaluator and project personnel involved in M&E interviewed consider the number of outcome indicators to be appropriate and well designed. **Indicator 8** ought to have its **baseline updated** and **Indicator 9 modified** its proxy indicator “porco de mato” since it is irrelevant to determine level of poaching.
- The **gender perspective** is completely **absent** in the prodoc. The gender dimension is not well proposed in the prodoc **although effectively considered** on the project’s second component related to CNP management effectiveness.
- The ProDoc presents a risk mitigation plan. The **identified risks are still relevant, and the mitigation measures have been effective and therefore well designed** and are currently maintained. Still, the evaluator considers that not all existing risks were taken into consideration. MTR interviews relevant to identify **four additional risks**. One in particular, “**risk that capitalization goals for FBG are not achieved because of UNDP and FFEM regulations**” is **high**. If the risk was identified during design phase perhaps the project should have only concentrated on CNP management effectiveness.
- FBG pre-requisite due diligence compliance procedures have been verified and formalized and part of the previously negotiated FBG endowment **capitalized with an initial investment of USD 2.2 million**. GEF’s USD 1.3 million has not yet been transferred. UNDP has encountered internal constraints that have prevented the transfer to take place. This incapacity to transfer and make effective GEF’s contribution can severely hinder achievement of this goal. UNDP, FBG and IBAP have done everything on their power to unlock the situation but at the time of the MTR, the situation remained the same. FFEM contribution also suffered delays since the money could not be transferred to England due to Brexit. Also, Rathbone could not transfer to GB due to British Fund Law and thus the project had to open an account in Portugal. **FBG has spent considerable time and resources trying to figure out how to best transfer funds**.
- The revenues generated by the invest Fund per year are estimated at €47,000 on the current size of the portfolio (2017 FBG meeting). Even if the FBG manages full capitalization as expected on the prodoc, **the portfolio will not generate enough**

resources to cover SNAP recurrent costs. Also, there is not one such fund which actually covers 100% of the system's recurrent costs.

- FBG registered under UK law as Paul Singer, former WWF, was there in the country. According to English Law, a founder member of the Foundation needs to be in the UK and act as warrantor. The Foundation chose Rathbone as the Investment Manager. Funds transferred directly from donor to administrator to manage risk. As it's a UK registered foundation working with GoGB it sometimes creates problems. Rathbone can't transfer funds to GB due to political instability and corruption. Also, Brexit potential creates a problem. Some donors, European ones like FFEM, can't transfer funds to UK.
- The REDD process is taking a long time to conclude. The process has been supported by WB and other donors. Right now, is focusing on two PAs, one of them, CNP. The FREL should be ready by 2019 and the VCS sold in 2020. There is no clarity as the actual amount to be generated nor if the Government will transfer the funds to FBG from the sale yearly or once every five years. USD 700.000/year are estimated from the sale for 5 years. **FBG needs to sit down again with the Government to renegotiate.**
- The rationale behind Component 2 of strengthening effective PA management by IBAP to a critically threatened priority PA (CNP) while developing new operational frameworks that entail enhanced efficiencies through the **involvement** of the **DGFF** & local level stakeholders is **not being achieved**. DGFF is scarcely participating in the PSC and barely participates in the CNP Enlarged Steering Committee or with decommissioning missions. There is not joint planning of priority risk areas nor joint training events. Local stakeholders show greater interest although more participatory and decentralized approaches ought to be promoted.
- In relation to the achievement of the results, **the evaluator considers that the project is developing, in general terms, moderately satisfactorily**. This is due to the fact that it has not been able to unblock GEF resources destined to FBG endowment from one side and have not been able to actively involve DGFF in planning exercises as well as decommissioning missions.
- The analysis of remaining barriers indicates that **two barriers related to revenue generation constraints still persist** (ie, lack of government funding; limited capital-donor confidence) whereas the project has managed to **remove the limited capacity during conservation trust fund start-up phase**. Regarding the incomplete coverage and operational deficiencies of PA management, the project has **partly removed the incomplete coverage of effective PA management** but has **not been able to remove the operational deficiencies due to weak collaborative framework** amongst institutions (DGFF and IBAP) **nor** the fact that most parks in GB have significant **human populations living within and around their boundaries**.
- The **Project Steering Committee** has met once, in November 2017 where AWP for 2017 was presented together with a report on the results achieved as well as AWP for the coming year, 2018. This is **highly unusual** since PSC ought to approve the AWP at the beginning of the year and not retroactively. DGFF did not participate nor donors. The

evaluator does not consider the PSC to play a strategic role. This is partly due to the great number of changes that take place in the administration with high personnel turn over. Component 1 and 2, through FBG and CNP Directors, have also convened their respective Committees. In this instance, the evaluator considers that the meetings have been more strategic.

- The project has suffered administrative delays. The FACE ought to be presented every three months. UNDP stated that IBAP was late presenting the FACE and UNDP was also delayed disbursing the funds. UNDP is key to project management as they help hiring required personnel. GEF funds only allow for 10% directed towards project management. The evaluator considers that **the support provided to the project by UNDP is key but has room for improvement. Administrative burdens from both UNDP and IBAP should be removed in order to make the project more efficient.**
- As of September 2018, **the project had executed 28.18% of both GEF and TRAC resources.** Outcome 1 has considerably low execution rate versus the original planned budget, 23.7%. Outcome 2 also show a low execution with 29.02%. Outcome 3 related to project management has a higher execution rate of 53.9% of TRAC resources and 11.04% of GEF resources. PCU did not provide the cofinancement table requested. The evaluator recreated it using the information provided in the PIR
- **Communication** with UNDP at the national and regional levels and therefore with the GEF has been **adequate.** The project has developed effective internal communication lines. Internally, the project **has not managed to communicate effectively with local inhabitants** at CNP. Also, FBG has not yet developed its institutional communication. Conservation messages are not being properly communicated
- The project could **improve its monitoring exercises.** The project has produced only one PIR (2018 in English) and one QPR (in French) and two Annual reports, one for the project (in French) and one for CNP for 2017 in Portuguese. The use of different languages for different reports does not facilitate the evaluation process. Also, during the MTR, two separate FSC were presented to the evaluator. One for FBG (empty) and the other for SNAP. The FSC intends to provide an insight into sustainability of the system as a whole and thus both FBG and IBAP should be incorporated into one single FSC. The METT was also produced during the MTR. **The analysis of the financial reports reflects that the project could improve its financial reporting. At PNC park rangers are monitoring decommissioning missions. There is no specific monitoring of the prodop indicators.** Data from local NGOs is used to report of sightings of fauna.
- **The project has not managed to involve all interested parties.** As indicated previously, the PSC hasn't had a strategic role in the project. DGFF has shined for its absence. During the field mission to GB the newly appointed Director for DGFF indicated that two technicians were to be appointed for coordination purposes with IBAP on a permanent basis.
- The **Enlarged Steering Committees** provide a great opportunity for local population to interact with Government representative such as IBAP. The Committees serve as

discussion forums where more than just conservation and management is discussed. **They represent a great coordination opportunity.**

- In terms of sustainability, FBG alone cannot guarantee financial sustainability. Also, although the Government is signatory of BD convention and others, there are not funds available for management of PAs nor for conservation efforts. Donors are limited. MAVA foundation has been a key partner in country for conservation purposes. MAVA closes its doors permanently in 2020. GB loses a key donor and places **more pressure on FBG to diversify its funding strategy.**
- The **identified risks to sustainability persist** and some are still high. For example, institutional agreements involving IBAP, DGFF and other key stakeholders don't function properly. New risks to sustainability have also been found. Most important, the risk that capitalization goals for FBG are not achieved because of UNDP and FFEM regulations, valued as high, or increasing migration or the effects that the Brexit can have on FBG.
- The GoGB has the international commitment to protect biodiversity and the actors assume that the Government will comply. The project has strengthened the System's financial capacity and FBG has demonstrated that can **reach the established endowment capitalization target.** Nonetheless, this goal, at an assumed 5% interest (higher than currently perceived by Rathbone) over USD 8 Million would only cover, approximately, 50% of SNAP's recurrent costs. **Nowadays IBAP depends almost exclusively from external cooperation funds.**
- There is also uncertainty if FBG will manage to attain the USD 7,365,248 million and even reach the established €28 million in the prodoc. This is due to the poor external image that the country has and the difficulty to attract new funds other than the "usual" donors (EU, MAVA, French, etc).

1.2 Recommendations

The recommendations have been divided between those actions related to corrective actions for design, execution, monitoring and evaluation and those focused on continuing or reinforcing the initial benefits of the project.

5.2.1 Corrective actions for the design, execution, Monitoring and evaluation of the project

- In relation to the design of the project and as proposed in section 4.1 Project strategy, the evaluator recommends taking advantage of the MTR to **update the logical framework** of the **ProDoc**. This will facilitate the monitoring and generation of quarterly reports, as well as provide greater clarity when planning the annual work. On the other hand, the modification of the matrix providing new indicators and their goals will allow to better communicate the results at the end of the project, in a more direct and transparent way. What is sought with the change of the indicators of results is to express more reliably what the project is achieving. They do not imply changes of direction but rather of context. Also, all the indicators in the matrix should have their respective baselines and goals.

- **The PSC ought to be convened at an earlier stage** during the year when the AWP is designed and its members should have a say into what is planned, both technically and financially.
- UNDP is looking at the best way to resume the transfer of the GEF USD 1.3 million to FBG. If not, solution is found by 2019 the project ought to consider renouncing to transfer GEF funds and return them and concentrate on identifying other potential donors.
- Establish a more **visual communication strategy** to help park rangers communicate with local authorities. Design a way for local representatives to effectively note their colleagues' complaints to be transferred to authorities as they develop. Explore the possibility of using social networks and media, as Facebook or Instagram, to pass on key messages to youth especially in urban areas.
- To foster conservation efforts within CNP, design and implement a **training of trainers environmental programme with schools**. Also make better use of the potential provided by the radio.
- **Improve monitoring and reporting**. Include both components, 1 and 2. Do not have separate reports. This also applies to GEF FSC. Right now, they have one for FBG and another for IBAP. The financial sustainability should be seen as a whole, not per project. IBAP's financial unit to lead on financial reporting to UNDP and GEF taking into consideration inputs from both IBAP, NPAs and FBG.
- To ensure sustainability efforts in CNP, the biodiversity friendly activities component ought to be strengthened. We need to consider that people live inside the park and thus the traditional conservation approach doesn't apply. It is important to rethink management and opt for co-management model for CNP alternating conservation with the rational use of natural resources. Undertake a **regional comparative analysis to determine best cases and lessons learnt that could be applied locally**.

5.2.2 Actions to continue or strengthen the initial benefits of the project

- **Extend the useful life of the project by half a year until March 2021**. The project started late. It suffered delays due to the political unrest in the country and the conformation of the team also suffered delays. The evaluator recommends requesting an **extension** of a minimum of **6 months** that will allow compliance with the main goals of the project.
- Design the **exit strategy** of the project by component, working actively with the actors using existing spaces such as the PSC, the Extended Steering Committees and FBG's Board. The Exit Strategy will provide guidance and guidelines to achieve the sustainability of the actions. The Strategy can answer some of the questions that still remain to be answered, such as whether the Government has the capacity to implement all the regulations that are being drafted or if the FBG endowment capital will be able to cover for a percentage of SNAP's recurrent costs;
- The **GoGB** needs to ensure a **greater percentage towards BD conservation** and proper SNAP management. FBG alone cannot guarantee financial sustainability.
- **Create a IBAP-DGFF Commission** to ensure the continuity of coordination between actors. In addition to strengthening it, it is important to get the United Nations to join the Commission. The joint commission could arise due to the requirements of REDD institutional.
- **Reinvest**, once agreed upon actual amount with GoGB, the **revenues** obtained from the sale of **VCS** (potentially by 2020) to **expand** the **FREL** to the **rest** of **SNAP**.

- **Innovative co-management models.** This implies having greater participation of local authorities in planning exercises, implementation and supervision of conservation activities.
- Greater visibility of CNP authorities within the park's areas and buffer zones. Visibility that could help halt illegal actions. The Park's headquarters were finished in august 2018 and therefore it is safe to assume that the Director and rangers can now spent all the time in place and have greater presence.

6. Annexes

Terms of Reference

1. INTRODUCTION

This is the Terms of Reference (ToR) for the UNDP-GEF Midterm Review (MTR) of the full-sized project titled “**Strengthening the financial and operational framework of the national PA system in Guinea-Bissau**” (GEF # 5368, UNDP # 5177) implemented through the Institute for Biodiversity and Protected Areas (IBAP), Secretariat of State for Environment (SEA), Government of Guinea-Bissau, which is to be undertaken in 2018. The project was signed on 18th August 2016 and started in October 2016 and is in its 2nd year of implementation. In line with the UNDP-GEF Guidance on MTRs, this MTR process was initiated before the submission of the second Project Implementation Report (PIR). This ToR sets out the expectations for this MTR. The MTR process must follow the guidance outlined in the document *Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects* ().

2. PROJECT BACKGROUND INFORMATION

The objective of this project is to strengthen the financial sustainability and management effectiveness of the national protected areas system (SNAP) in Guinea-Bissau. Building upon the results of previous GEF interventions, baseline programs, and projects, and coordinating with ongoing and other donor-funded projects, the project will pursue two interlinked approaches: (i) increasing revenue generation for the SNAP by lifting barriers that impede full functioning of the BioGuinea Foundation (FBG), achieving short-term endowment capitalization targets with project co-financiers and putting in place the foundations for the achievement of medium- and long-term targets; and (ii) strengthening effective protected area (PA) management by the Institute for Biodiversity and Protected Areas (IBAP) to a critically threatened priority PA (Cantanhez National Park, CNP), while developing new operational frameworks that entail enhanced efficiencies through the involvement of the Directorate General for Forests and Fauna (DGFF) and local stakeholders. The project will contribute to the conservation of 952,172 hectares (ha) of critical natural habitats through the long-term financial sustainability of Guinea-Bissau’s national network of PAs, which will cover 26% of the country. The extensive and highly productive mangrove ecosystems are critical contributors to the sub-region’s marine productivity as they support globally endangered and threatened species and a variety of migratory birds, as well as sequestering significant carbon stocks. The woodland savannah, semi-dry tropical forest, and the critically endangered primary tall sub-humid tropical forests are home to threatened and endangered species of global importance that are typical of the Guinea Savannah Forest Mosaic and play critical roles as biological corridors and migration routes for large mammals. Other global environmental benefits will be derived from achieving strengthened management capacity coupled with financial sustainability at the PA system level. More specifically, by project end the initial capitalization of the endowment of the FBG with USD 7,365,248 will increase the sustainability of the SNAP by providing a flow of stable and sustainable financing equivalent to approximately 30% of the overall annual recurrent funding needs, and by so doing will contribute to the consolidation of the terrestrial PAs of Guinea-Bissau. In addition, collaborative cost-effective management of the critically threatened priority PA, the CNP and its related forest areas and buffer zones, will improve management effectiveness by 20% and will reduce the loss of threatened West African forest habitats across 105,800 ha.

3. OBJECTIVES OF THE MTR

The MTR will assess progress towards the achievement of the project objectives and outcomes as specified in the Project Document, and assess early signs of project success or failure with the goal of identifying the necessary changes to be made in order to set the project on-track to achieve its intended results. The MTR will also review the project's strategy, its risks to sustainability.

4. MTR APPROACH & METHODOLOGY

The MTR must provide evidence based information that is credible, reliable and useful. The MTR team will review all relevant sources of information including documents prepared during the preparation phase (i.e. PIF, UNDP Initiation Plan, UNDP Environmental & Social Safeguard Policy, the Project Document, project reports including Annual Project Review/PIRs, project budget revisions, lesson learned reports, national strategic and legal documents, and any other materials that the team considers useful for this evidence-based review). The MTR team will review the baseline GEF focal area Tracking Tool submitted to the GEF at CEO endorsement, and the midterm GEF focal area Tracking Tool that must be completed before the MTR field mission begins.

The MTR team is expected to follow a collaborative and participatory approach²⁰ ensuring close engagement with the Project Team, government counterparts (the GEF Operational Focal Point), the UNDP Country Office(s), UNDP-GEF Regional Technical Advisers, and other key stakeholders.

Engagement of stakeholders is vital to a successful MTR.²¹ Stakeholder involvement should include interviews with stakeholders who have project responsibilities, including but not limited to:

- GEF operational focal point
- Ministry of Agriculture and Rural Development (General Directorate/Department of Forestry and Fauna)
- State Secretariat for Environment (SEA)
- IBAP
- Ministry of Economy, Planning and Regional Integration (General Directorate of Planning)
- Tombali Regional Government
- Bioguinea Foundation Executive Secretariat
- Project team (capital and field-based)
- Key co-financiers, partners and donors (World Bank, FFEM, EU, MAVA Foundation, etc.)
- Project Steering Committee
- UNDP Country Office
- UNDP-GEF Regional Technical Advisor for Ecosystems based in Istanbul, Turkey

Additionally, the MTR team is expected to conduct field missions to Cantanhez National Park sites, namely to its 14th Humid Forests and Buffer zones located in southern Guinea-Bissau where is expected to interview there members of key community based organizations (CBOs) and of Cantanhez National Park Management Counsel.

The final MTR report should describe the full MTR approach taken and the rationale for the approach making explicit the underlying assumptions, challenges, strengths and weaknesses about the methods and approach of the review.

5. DETAILED SCOPE OF THE MTR

²⁰ For ideas on innovative and participatory Monitoring and Evaluation strategies and techniques, see [UNDP Discussion Paper: Innovations in Monitoring & Evaluating Results](#), 05 Nov 2013.

²¹ For more stakeholder engagement in the M&E process, see the [UNDP Handbook on Planning, Monitoring and Evaluating for Development Results](#), Chapter 3, pg. 93.

The MTR team will assess the following four categories of project progress. See the *Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects* for extended descriptions.

i. Project Strategy

Project design:

- Review the problem addressed by the project and the underlying assumptions. Review the effect of any incorrect assumptions or changes to the context to achieving the project results as outlined in the Project Document.
- Review the relevance of the project strategy and assess whether it provides the most effective route towards expected/intended results. Were lessons from other relevant projects properly incorporated into the project design?
- Review how the project addresses country priorities. Review country ownership. Was the project concept in line with the national sector development priorities and plans of the country (or of participating countries in the case of multi-country projects)?
- Review decision-making processes: were perspectives of those who would be affected by project decisions, those who could affect the outcomes, and those who could contribute information or other resources to the process, taken into account during project design processes?
- Review the extent to which relevant gender issues were raised in the project design. See Annex 9 of *Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects* for further guidelines.
- If there are major areas of concern, recommend areas for improvement.

Results Framework/Logframe:

- Undertake a critical analysis of the project's logframe indicators and targets, assess how "SMART" the midterm and end-of-project targets are (Specific, Measurable, Attainable, Relevant, Time-bound), and suggest specific amendments/revisions to the targets and indicators as necessary.
- Are the project's objectives and outcomes or components clear, practical, and feasible within its time frame?
- Examine if progress so far has led to, or could in the future catalyse beneficial development effects (i.e. income generation, gender equality and women's empowerment, improved governance etc...) that should be included in the project results framework and monitored on an annual basis.
- Ensure broader development and gender aspects of the project are being monitored effectively. Develop and recommend SMART 'development' indicators, including sex-disaggregated indicators and indicators that capture development benefits.

ii. Progress Towards Results

Progress Towards Outcomes Analysis:

- Review the logframe indicators against progress made towards the end-of-project targets using the Progress Towards Results Matrix and following the *Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects*; colour code progress in a "traffic light system" based on the level of progress achieved; assign a rating on progress for each outcome; make recommendations from the areas marked as "Not on target to be achieved" (red).

Table. Progress Towards Results Matrix (Achievement of outcomes against End-of-project Targets)

		Indicator	Baseline	Target/s (End of Project)	Source of verification	Risks and Assumptions
Project Objective Strengthening financial sustainability and management effectiveness of the national PA system in Guinea-Bissau	0	UNDP IRRF 1.3.1.A.1.1. Number of new partnership mechanisms with funding for sustainable management solutions of natural resources, ecosystem services, chemicals and waste at national and/or sub-national level	FBG partly operational and without endowment capital or other income	FBG fully operational, capitalised with at least USD 7,365,248, using also the national financing mechanism – the EU Fisheries Agreement and the REDD carbon sales from CNP	– FBG annual financial reports – Capitalization/ funding agreements – Auditing reports – Project reports	
	1	UNDP IRRF 2.5.1.C.1.1: Extent to which institutional frameworks are in place for conservation, sustainable use, and/or access and benefit sharing of natural resources, biodiversity and ecosystems	0	Missing institutional frameworks established	Government institutional decrees, regulations, FBG annual reports and rules & regulations, project reports	
	2	Change in the financial sustainability of the SNAP according to that established through the total average score in the UNDP/GEF Sustainability Scorecard	34%	50%	– Updated Financial Sustainability Scorecard Tracking Tool for BD-1) – Updated METT scorecards (Tracking Tool for BD-1)	– The GoGB, the civil sector, and the private sector working jointly for the financial sustainability and management effectiveness of the SNAP – Stable national and international economic conditions
	3	Change in the management effectiveness of the CNP as measured through the METT scorecard	57	77 (19.6% increase)	– Annual project evaluation reports – Mid-term and final evaluation reports	
Outcome 1 Strengthening the financial framework of the national PA system	4	Capitalization of the endowment of the FBG after 4 years	0 USD	At least USD 7,365,248 (21% of overall Endowment of USD 34.88 million [EUR 28 million] envisaged).	– FBG annual financial reports – Capitalization/ funding agreements – Auditing reports – Project reports	– Stable national and international economic conditions allow a sustained flow of new financial resources – Fundraising efforts are optimal
	5	Change in the percentage of SNAP recurrent costs supported by endowment revenues	0	30%		

	6	Change in the number and variety of revenue sources used across the PA system as measured the UNDP/GEF Sustainability Scorecard (Component 3, Element 1)	33%	50%	<ul style="list-style-type: none"> – Updated Financial Sustainability Scorecard – SNAP annual financial reports – Project monitoring and evaluation reports: PIR, mid-term and final evaluation reports 	
Outputs: 1.1. FBG Board and Executive Secretariat operating effectively and efficiently (including fiduciary and management systems). 1.2. Transparent and internationally recognized auditing and reporting standards/protocols to monitor and evaluate the FBG's achievements against time-bound targets and the use of endowment, sinking, and revolving funds at its disposal.. 1.3 – Pre-requisite due diligence and compliance procedures verified and formalised, and the FBG endowment capitalised with an initial investment of USD 7,365,248 through direct investment by the project and its co-financiers, and further enriched in a staggered approach in line with fundraising strategy 1.4. FBG's assets management capacity is optimized to reflect the regular oversight of investment performance, as well as an appropriate risk strategy and balanced diversification of its investments portfolio, ensuring the latter is socially and environmentally responsible (details to be defined by the FBG Board). 1.5. Comprehensive fundraising/ capitalisation strategy in place involving FBG and other key stakeholders, and including inter alia (i) finely-tuned communications/ advocacy plans; (ii) annual donor meetings informed on progress and operational efficiencies of FBG; (iii) targeted in-depth assessments of potential revenue generation mechanisms (e.g., compensation schemes from mining and timber concessions, fines, tourism fees, REDD) and related enabling/ institutional needs. 1.6. Strong communication and public relations strategy implemented, ensuring ongoing conversations with national and international partners (GoGB, donors, and private sector) and minimizing risk of government interference while creating ownership.						
Outcome 2 PA and buffer zone management in Cantanhez NP	7	Existence of PA headquarters with functional office facilities and basic equipment and logistics	No functional office facilities	PA headquarter has functional office facilities	<ul style="list-style-type: none"> – NP annual reports – Project monitoring and evaluation reports: PIR, mid-term and final evaluation reports 	<ul style="list-style-type: none"> – NP boundaries are suitably demarcated and regularly patrolled – Strict controls over illegal activities and land use in the NP are more actively enforced by NP authorities – Wildlife sampling efforts are optimal – Environmental variability (including climate change) is within the normal range
	8	Degree of illegal utilisation of key plant species of commercial value as recorded in CNP and its buffer zones per year, to include at least <ul style="list-style-type: none"> – Red mangrove or “Mangal/Tarafe” (<i>Rhizophora mangle</i>) – “Pó de sangue” (<i>Pterocarpus erinaceus</i>) – African fan palm or “Cibe” (<i>Borassus aethiopium</i>) – African mahogany or “Bissilão” (<i>Khaya senegalensis</i>) – “Poilão” (<i>Ceiba pendandra</i>) 	The final list of species to be considered and the baseline values will be established during the first year of project implementation	Target values will be established during the first year of project implementation	<ul style="list-style-type: none"> – PA monitoring, control, and surveillance reports – Databases on confiscations, forfeitures and sanctions 	

	10	Level of poaching recorded in CNP and its buffer zones per year, using as proxy indicators – Campbell's mona monkey or “Macaco Mona” (<i>Cercopithecus (mona) campbelli</i>) – Bay duiker or “Cabra de mato” (<i>Cephalophus dorsalis</i>) – Bushbuck or “Gazela” (<i>Tragelaphus scriptus</i>) – Crested porcupine or “Porco espinho” (<i>Hystrix cristata</i>) – Warthogs or “Porco de Mato” (<i>Phacochoerus africanus</i>)	The final list of species to be considered and the baseline values will be established during the first year of project implementation	Target values will be established during the first year of project implementation	– PA Monitoring, control, and surveillance reports – Databases on seizures, forfeitures and sanctions,	
	11	Number (or size) of wildlife populations recorded in CNP, to include at least – Leopard (<i>Panthera pardus</i>) – West African Manatee or “Pis-Bus/Manatim” (<i>Trichechus senegalensis</i>) – West African Red Colobus or “Macaco Fidalgo vermelho” (<i>Piliocolobus badius temminckii</i>) – Chimpanzee (<i>Pan troglodytes</i>) – Hippopotamus (<i>Hippopotamus amphibius</i>) – Buffalo (<i>Syncerus caffer</i>)	The final list of species to be considered and the baseline values will be established during the first year of project implementation	Target values will be established during the first year of project implementation	– Robust wildlife census data – NP annual reports	
	12	Number of staff (including women) from IBAP, DGFF, local community members trained for effective oversight of land use and threat reduction in PA buffer zones	0	At least 50	– Data bases with records of the training events – Project monitoring and evaluation reports: technical – reports, PIR, mid-term and final evaluation reports	– Effective coordination and agreement among national and local government officials (IBAP and DGF) for the development of strategies for the effective management of viable PA buffer zones and adjacent areas.
	13	Existence of PA and buffer zone management bodies which involve key stakeholders: IBAP, DGFF, and local stakeholders (community councils, CSOs, NGOs)	No (Existence of CNP management council but does not address management in buffers zones)	Yes	– Agreements/memorandum of understanding – Data bases with records of the training events – Field/technical verification reports	

	14	Level of satisfaction of local community members (differentiated by gender) collaborating with PA and forest management. Indicative assessment categories: – Highly Unsatisfactory – Unsatisfactory – Moderately Unsatisfactory – Moderately Satisfactory – Satisfactory – Highly Satisfactory	Baseline will be established during the first year of project implementation	Target will be established during the first year of project implementation	– Socio economic surveys – Project monitoring and evaluation reports: technical reports, PIR, mid-term and final evaluation reports	– Local communities living within an adjacent to the NP willing to implementing innovative biodiversity-friendly economic activities.
	15	Increase in cash or in-kind benefits returned to local communities (beneficiaries differentiated by gender) as a result of biodiversity-friendly economic activities	Baseline will be established during the first year of project implementation	Target will be established during the first year of project implementation		
	15	Management and business plan for CNP and buffer zones updated and under implementation	– Management plan: Outdated – Business plan: Preliminary	– Management plan: Updated – Business plan: Yes	– Approved CNP Management and Business Plans – CNP annual management/business plan implementation reports – Project monitoring and evaluation reports: PIR, mid-term and final evaluation reports	– Effective interinstitutional coordination and local stakeholder participation allows the implementation of the CNP management plan

Outputs:

- 1.1. Operational capacities of CNP consolidated to permit compliance with at least basic functions through (i) primary operational logistics and equipment; (ii) training programmes for IBAP staff (involving DGFF and other PA management council members) with special emphasis on PA planning and management, community engagement and conflict resolution techniques, forest management challenges and approaches; (iii) underpinning support to IBAP headquarters.
- 1.2. Strengthened institutional capacity of DGFF and IBAP for effective oversight of land use and threat reduction in PA buffer zones and related forest areas Through (i) joint DGFF-IBAP planning and collaboration programming in priority high risk areas; (ii) joint DGFF-IBAP training programmes with emphasis on Environmental Impact Assessment (EIA), law enforcement, licensing and monitoring of economic activities in and around PAs, PA management challenges and approaches.
- 1.3. Local community involvement in and collaboration with PA and forest management improved by: (i) strengthening PA management council and related public participation and institutional arrangements for negotiating, implementing and monitoring management and collaborative agreements; (ii) training programme including conflict resolution mechanisms, and community surveillance and enforcement; (iii) the development of biodiversity-friendly economic activities.
- 1.4. Management and business plans for CNP and connected buffer zones and ecological corridors updated/produced, allowing the coordinated identification, prioritisation of management activities and allocation of funds by IBAP, DGFF, and other institutions with responsibilities for biodiversity conservation, land use planning, and forestry.

Indicator Assessment Key

Green= Achieved	Yellow= On target to be achieved	Red= Not on target to be achieved
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In addition to the progress towards outcomes analysis:

- Compare and analyse the GEF Tracking Tool at the Baseline with the one completed right before the Midterm Review.
- Identify remaining barriers to achieving the project objective in the remainder of the project.
- By reviewing the aspects of the project that have already been successful, identify ways in which the project can further expand these benefits.

iii. Project Implementation and Adaptive Management

Management Arrangements:

- Review overall effectiveness of project management as outlined in the Project Document. Have changes been made and are they effective? Are responsibilities and reporting lines clear? Is decision-making transparent and undertaken in a timely manner? Recommend areas for improvement.
- Review the quality of execution of the Executing Agency/Implementing Partner(s) and recommend areas for improvement.
- Review the quality of support provided by the GEF Partner Agency (UNDP) and recommend areas for improvement.

Work Planning:

- Review any delays in project start-up and implementation, identify the causes and examine if they have been resolved.
- Are work-planning processes results-based? If not, suggest ways to re-orientate work planning to focus on results?
- Examine the use of the project's results framework/ logframe as a management tool and review any changes made to it since project start.

Finance and co-finance:

- Consider the financial management of the project, with specific reference to the cost-effectiveness of interventions.
- Review the changes to fund allocations as a result of budget revisions and assess the appropriateness and relevance of such revisions.
- Does the project have the appropriate financial controls, including reporting and planning, that allow management to make informed decisions regarding the budget and allow for timely flow of funds?
- Informed by the co-financing monitoring table to be filled out, provide commentary on co-financing: is co-financing being used strategically to help the objectives of the project? Is the Project Team meeting with all co-financing partners regularly in order to align financing priorities and annual work plans?

Project-level Monitoring and Evaluation Systems:

- Review the monitoring tools currently being used: Do they provide the necessary information? Do they involve key partners? Are they aligned or mainstreamed with national systems? Do they use existing information? Are they efficient? Are they cost-effective? Are additional tools required? How could they be made more participatory and inclusive?
- Examine the financial management of the project monitoring and evaluation budget. Are sufficient resources being allocated to monitoring and evaluation? Are these resources being allocated effectively?

Stakeholder Engagement:

- Project management: Has the project developed and leveraged the necessary and appropriate partnerships with direct and tangential stakeholders?
- Participation and country-driven processes: Do local and national government stakeholders support the objectives of the project? Do they continue to have an active role in project decision-making that supports efficient and effective project implementation?
- Participation and public awareness: To what extent has stakeholder involvement and public awareness contributed to the progress towards achievement of project objectives?

Reporting:

- Assess how adaptive management changes have been reported by the project management and shared with the Project Board.
- Assess how well the Project Team and partners undertake and fulfil GEF reporting requirements (i.e. how have they addressed poorly-rated PIRs, if applicable?)
- Assess how lessons derived from the adaptive management process have been documented, shared with key partners and internalized by partners.

Communications:

- Review internal project communication with stakeholders: Is communication regular and effective? Are there key stakeholders left out of communication? Are there feedback mechanisms when communication is received? Does this communication with stakeholders contribute to their awareness of project outcomes and activities and investment in the sustainability of project results?
- Review external project communication: Are proper means of communication established or being established to express the project progress and intended impact to the public (is there a web presence, for example? Or did the project implement appropriate outreach and public awareness campaigns?)
- For reporting purposes, write one half-page paragraph that summarizes the project's progress towards results in terms of contribution to sustainable development benefits, as well as global environmental benefits.

iv. Sustainability

- Validate whether the risks identified in the Project Document, Annual Project Review/PIRs and the ATLAS Risk Management Module are the most important and whether the risk ratings applied are appropriate and up to date. If not, explain why.
- In addition, assess the following risks to sustainability:

Financial risks to sustainability:

- What is the likelihood of financial and economic resources not being available once the GEF assistance ends (consider potential resources can be from multiple sources, such as the public and private sectors, income generating activities, and other funding that will be adequate financial resources for sustaining project's outcomes)?

Socio-economic risks to sustainability:

- Are there any social or political risks that may jeopardize sustainability of project outcomes? What is the risk that the level of stakeholder ownership (including ownership by governments and other key stakeholders) will be insufficient to allow for the project outcomes/benefits to be sustained? Do the various key stakeholders see that it is in their interest that the project benefits continue to flow? Is there sufficient public / stakeholder awareness in support of the long term objectives of the project? Are lessons learned being

documented by the Project Team on a continual basis and shared/ transferred to appropriate parties who could learn from the project and potentially replicate and/or scale it in the future?

ACTIVITY	TENTATIVE TIME-FRAME
Application closure	8-15 June 2018
Select and contract MTR team	15 June
Brief the MTR team with handover of project documents	22 June
Document review and MTR Inception Report (in English or Portuguese)	TBD June-July
MTR mission: stakeholder meetings, interviews, field visits, mission wrap-up meeting & presentation of initial findings	12-day mission in June-September, dates TBD
Submission of complete draft MTR report (in English)	Within 4 weeks after field mission, yet at the latest by 19 October
Submission of complete final MTR report (in English), with audit trail from feedback on draft version	Within 2 weeks after receipt of comments, at the latest by 9 November (N.B. the official annual deadline for submission to the GEF is in early December)

Institutional Framework and Governance risks to sustainability:

- Do the legal frameworks, policies, governance structures and processes pose risks that may jeopardize sustenance of project benefits? While assessing this parameter, also consider if the required systems/ mechanisms for accountability, transparency, and technical knowledge transfer are in place.

Environmental risks to sustainability:

- Are there any environmental risks that may jeopardize sustenance of project outcomes?

Conclusions & Recommendations

The MTR team will include a section of the report setting out the MTR's evidence-based conclusions, in light of the findings.²²

Recommendations should be succinct suggestions for critical intervention that are specific, measurable, achievable, and relevant. A recommendation table should be put in the report's executive summary. See the *Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects* for guidance on a recommendation table.

The MTR team should make no more than 15 recommendations total.

Ratings

The MTR team will include its ratings of the project's results and brief descriptions of the associated achievements in a *MTR Ratings & Achievement Summary Table* in the Executive Summary of the MTR report. See Annex E for ratings scales. No rating on Project Strategy and no overall project rating is required.

²² Alternatively, MTR conclusions may be integrated into the body of the report.

Table. MTR Ratings & Achievement Summary Table for *Strengthening the financial and operational framework of the national PA system in Guinea-Bissau* (GEF# 5368, UNDP # 5177)

<i>Measure</i>	MTR Rating	Achievement Description
Project Strategy		
Progress Towards Results	Objective Achievement Rating: (rate 6 pt. scale)	
	Outcome 1 Achievement Rating: (rate 6 pt. scale)	
	Outcome 2 Achievement Rating: (rate 6 pt. scale)	
Project Implementation & Adaptive Management	(rate 6 pt. scale)	
Sustainability	(rate 4 pt. scale)	

6. TIMEFRAME

The total duration of the MTR will be approximately 06 weeks, due to start in June/July 2018, and shall not exceed five months from when the consultant(s) are hired. The tentative MTR timeframe is as follows:

7. MIDTERM REVIEW DELIVERABLES

#	Deliverable	Description	Timing	Responsibilities
1	MTR Inception Report	MTR team clarifies objectives and methods of Midterm Review	No later than 2 weeks before the MTR mission	MTR team submits to the UNDP CO and project management
2	Presentation	Initial Findings	End of MTR mission	MTR Team presents to project management and the Commissioning Unit
3	Draft Final Report	Full report (using guidelines on content outlined in Annex B) with annexes	Within 3 weeks of the MTR mission	Sent to UNDP CO and RTA, reviewed by RTA, Project Coordinating Unit, GEF OFP
4	Final Report*	Revised report with audit trail detailing how all received comments have (and have not) been addressed in the final MTR report	Within 1 week of receiving UNDP comments on draft	Sent to CO & RTA for clearance by RTA and uploading to UNDP ERC.

*The final MTR report must be in English. If applicable, the Commissioning Unit may choose to arrange for a translation of the report into a language more widely shared by national stakeholders.

8. MTR ARRANGEMENTS

The principal responsibility for managing this MTR resides with the Commissioning Unit. The Commissioning Unit for this project's MTR is UNDP Country Office/Guinea-Bissau.

The commissioning unit will contract the consultants and ensure the timely provision of per diems and travel arrangements into the project's sites for the MTR team. The Project Team will be responsible for liaising with the MTR team to provide all relevant documents, set up stakeholder interviews, and arrange field visits.

9. TEAM COMPOSITION

A team of two independent consultants will conduct the MTR - one team leader (with experience and exposure to projects and evaluations in other regions globally) and one team expert, usually from the country of the project. The consultants cannot have participated in the project preparation, formulation, and/or implementation (including the writing of the Project Document) and should not have a conflict of interest with project's related activities.

The selection of consultants will be aimed at maximizing the overall "team" qualities in the following areas:

- Recent experience with result-based management evaluation methodologies;
- Experience applying SMART indicators and reconstructing or validating baseline scenarios;
- Competence in adaptive management, as applied to conservation or natural resource management;
- Experience working with the GEF or GEF-evaluations;
- Experience working in Africa;
- Work experience in relevant technical areas for at least 10 years;
- Demonstrated understanding of issues related to biodiversity and protected area management; biodiversity trust funds management and capitalization
- Experience in gender sensitive evaluation and analysis.
- Excellent communication and writing skills;
- Demonstrable analytical skills;
- Project evaluation/review experiences within United Nations system will be considered an asset;

Qualifications of Team Leader (International Consultant)

1. Have a master in development studies, economics, environment or fields related to biodiversity. A minimum of 10 years of relevant experience is required
2. Substantive experience in evaluating similar projects, preferably those involving UNDP/GEF or other United Nations development agencies or major donors;
3. Excellent English writing and communication skills, with sufficient verbal communication skills in Portuguese, Spanish or French, and sufficient reading skills in Portuguese.
4. Highly knowledgeable of participatory monitoring and evaluation processes, and experience in evaluation of technical assistance projects with major donor agencies;
5. Ability and experience to lead multi-disciplinary and national teams, and deliver quality reports within the given time;
6. Familiarity with Guinea-Bissau or other countries in West Africa is an asset; and
7. Excellent in human relations, coordination, planning and team work.

The team leader will take the overall responsibility for the quality and duly submission of the final evaluation report in English. Specifically, the international consultant (team leader) will perform the following tasks:

1. Lead and manage the evaluation mission
2. Design the detailed evaluation scope and methodology (including the methods for data collection and analysis)
3. Decide the division of labor within the evaluation team

4. Conduct an analysis of the results, outcomes and outputs
5. Draft related parts of the evaluation report; and
6. Finalize the evaluation report in English and submit it to UNDP Guinea-Bissau (completion by the team in both languages would be desirable but is not a requirement, give that translation can be considered).

Qualifications of a team expert (National Consultant)

1. Advanced university degree (License diploma) in social science, environment, and biodiversity or in fields related to Climate Change Adaptation. A minimum of 5 years of working experience in the development sector in Guinea-Bissau is required;
2. Have an extensive knowledge of the country situation and development issues related to climate change adaptation.
3. Demonstrated skills and knowledge in participatory monitoring and evaluation processes;
4. Experience in monitoring and evaluation of conservation and development projects, supported by UN agencies (including UNDP/GEF) and/or major donor agencies;
5. Proficient in writing and communicating both in Portuguese and English. Knowledge of French is an asset.
6. Ability to interpret to the international counterpart from Creole/Fulla to Portuguese as needed (e.g., in the field) and also to translate necessary written documents from French to Portuguese.
7. Excellent in human relations, coordination, planning and team work.

The national consultant will perform the following tasks with a focus on a specific analysis:

1. Liaise with Bissau-Guinean project authorities; collect and translate, when necessary, project materials
2. Introduce Bissau-Guinean background information to international consultant
3. Review project documents and data gathering
4. Participate in the design of the evaluation methodology
5. Facilitate the interviews with stakeholders and fields mission to villages taking the appointment
6. Conduct an analysis of the results, outcomes and outputs
7. Participate in the drafting and finalization the mi-term evaluation report

10. PAYMENT MODALITIES AND SPECIFICATIONS

20% of payment upon approval of the MTR Inception Report

30% upon submission of the complete draft MTR report

50% upon approval (by UNDP-CO and UNDP-GEF RTA) of the final MTR report

6.2 MTR evaluation matrix

Evaluation Questions	Indicators	Sources	Methodology
Project Strategy: To what extent is the project strategy relevant to national priorities and ownership and ownership of the country? Is it the best way to obtain the desired results?			
Did the Project take into account the opportunities of the context and capacities of the organizations / institutions in the framework of Sustainable Development to define the implementation strategies?	Existence of national analysis documents and incorporated in the section of situational analysis of PRODOC that feed this reflection.	ProDoc, interviews with Project personnel	Documentary analysis Semi structured interviews with key informants (Government, International Organizations) as detailed in this report.
Is the Project in line with the mandate of UNDP on the subject, with the national needs and interests and with the national / regional / international commitments assumed at the regional level regarding mercury?	Degree to which the project's products are coherent with the national priorities, with the strategic areas of UNDP in the matter and are in line with the requirements of the commitments assumed by the countries at a regional / international level.	PRODOC Progress Reports (presented to Donors) AWP's Specialized Regional Documents UNDP Strategic Plan Biodiversity Convention Key informants	Analysis of documentation, research, and triangulation of documentary review information and interviews.
Have potential externalities (environmental, economic or political) been considered when designing the project?	Degree of analysis and deepening in the risk and mitigation measures section of PRODOC	ProDoc	Document analysis
Does the Project's strategy reflect a deep identification of environmental and social risks? Are there adequate mitigation measures?	Existence of the ESMF	ProDoc	Analysis of documentation, research, and triangulation of documentary review information and interviews.
Was the perspective of those who would be affected by the decisions related to the project, those who could influence their results and those who could contribute information or	Presence of specific indicators in the results framework	ProDoc	Documentary analysis and semi-structured interviews

other resources during the project design processes taken into account during the project design processes? ?			
In terms of the definition of the theory of change, how were the factors of gender and human rights considered?	<ul style="list-style-type: none"> Levels of data disaggregation based on gender that are registered. Degree to which the Program invested in specialized technical assistance in these areas. 	PRODOC Progress Reports (presented to Donors) AWP Key informants	Documentary analysis Semi-structured interviews with key informants
Does the Project budget include financing for results, products and activities with gender relevance?	Amount of money allocated to results, products and activities.	ProDoc budget; AWP; Substantive reviews	Documentation review and semi-structured interviews
Is the results framework coherent and adequately reflects the theory of change to which the Program intends to contribute?	Adequacy in the description of the different components of the results framework and adequate hierarchy among them.	ProDoc	Documentary analysis Semistructured interviews with key informants (UNDP, Government, International Organizations) as detailed in this report.
Are SMART really the mid-term and final goals?	Degree to which the goals are measurable	Results Matrix; Monitoring Matrix; Substantive reviews	Documentary analysis
Are the results and product indicators well designed to support monitoring? Can they be measured?	Degree to which indicators can be considered SMART	Results Matrix; Monitoring Matrix; Substantive reviews	Documentary analysis
Progress in achieving results: What is the degree of compliance with the results and objectives desired so far?			
Have the expected products been achieved?	Level of achievement reported in the GEF monitoring tools	GEF Tracking Tool; PIR; Quarterly reports	Documentary analysis Semi-structured interviews with key informants
Have medium-term goals been achieved for each outcome and product?	Level of achievement reported in the GEF monitoring tools	GEF Tracking Tool; PIR; Quarterly reports	
What have been the main obstacles, as well as the facilitating factors that have limited and / or enhanced the achievement of the expected results?	Extent to which the external factors / risks in the definition of the lines of work were considered.	Stakeholder engagement plan safeguards; ProDoc; Awp; quarterly reports	

Is the Partner Strategy appropriate, effective and viable for the achievement of the products?	<ul style="list-style-type: none"> • Effective co-financing level•% achievement of results 	Stakeholder engagement plan safeguards; ProDoc; Awp; quarterly reports	
Project Execution and adaptive management: So far has the project been implemented efficiently, profitably and adapted to changing conditions? To what extent do the systems for monitoring and evaluation, information and communication of the project contribute to its execution?			
Are the available human, technical and financial resources adequately applied to the achievement of activities and products? And in this sense, have the times and amounts foreseen been respected?	<ul style="list-style-type: none"> • Budget execution level in relation to the programmed in proportion to the activities carried out. • Degree to which the substantive reviews have applied the criterion of optimization in the investments / disposition of funds. • National counterpart funds are made effective in time and manner provided in AWP • Level at which the implementing partners actively participate in the planning of committed activities. 	PRODOC Progress Reports (presented to Donors) AWP Reports generated by UNDP for financial monitoring Substantive reviews Informants	Documentary analysis Semi-structured interviews with key informants
Has there been effective coordination between the different actors in the implementation of the project? What have been your specific roles and responsibilities?	Existence of a stakeholder participation strategy; Participation of other actors in the Project Steering Committee	PRODOC Review and Minutes of the meetings of the Project Steering Committee	Documentary analysis Semi-structured interviews with beneficiaries and government representatives.
Has there been duplication of effort between the Project's interventions and those carried out by other projects?	Perception of the actors involved on the level of efficiency in relation to the different projects.	Review Minutes meetings Steering Committee. Interviews with beneficiaries.	Documentary analysis Semi-structured interviews with beneficiaries.
What is the analysis of the capacity and institutional arrangements for the implementation of the project?	Capacity of the executing agency and national counterparts to execute the project	IBAP's Capacity analysis ProDoc	Documentary analysis Semi-structured interviews with beneficiaries.

Has the technical assistance provided by UNDP through human resources (offices, external consultants) been sufficient and with the quality necessary to enforce the execution commitments?	<ul style="list-style-type: none"> • Level of rotation / replacement of UNDP country office staff; • Favorable / unfavorable perception of national partners on the roles played by UNDP experts and contracted consultants. 	PRODOC Progress Reports (presented to Donors) AWP Reports generated by UNDP for financial monitoring Substantive reviews Informants	Documentary analysis Semi-structured interviews with beneficiaries.
Has co-financing been as planned?	Degree of co-financing	ProDoc and PIR	Documentary analysis Semi-structured interviews with key informants
Has there been a systematic practice of monitoring achievements based on outputs and, where appropriate, has such monitoring contributed to improving the efficiency of the program?	Level of adequacy of SMEs for making operational and management decisions.	Project monitoring reports and Follow-up actions to the missions.	Documentary analysis Semi-structured interviews with key informants
Sustainability: To what extent are there financial, institutional, socio-economic and / or environmental risks for the long-term sustainability of the project's results?			
What are the trends outside the control of the Project that influence the products (including the opportunities and risks that affect the achievement of the products)?	Degree of inclusion of trends in the analysis of environmental and social risks	Documentary analysis	Documentary analysis Semi-structured interviews with key informants
To what extent can it be affirmed that the appropriation of the Program at the national level can ensure the continuity of the services that in terms of mercury elimination were achieved with the support of the Program?	Degree to which the alliances generated with project support will guarantee the continuity of the services.	Shows National Plans with clear emphasis on Mercury. Legislation / National regulations. Key informants	Documentary analysis Semi-structured interviews with key informants
What level of dependence on GEF resources does it represent for	<ul style="list-style-type: none"> • Levels of national investment Perception of the national partners		

countries to settle their mercury plans / policies?	on the financing gaps in the short and medium term		
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6.3 Questionnaire model or interview guide

Guía de entrevista semi-estructurada para socios (entrevistas a socios de gobierno, ONGs, Sociedad Civil, Sector Privado, comunidades) de Proyecto “Reforço do Quadro Financeiro e Operacional do Sistema Nacional das Áreas Protegidas na Guiné-Bissau”

Fecha	
Entrevistados	
Nombre	
Posición	
Dirección	
Tel.	
Mail	

Introducción:

- ✓ **Agradecer entrevistado/participante por su disponibilidad para la entrevista.**
- ✓ **Presentarse brevemente.**
- ✓ **Brevemente introducir el objetivo principal de la evaluación y como vamos a recopilar la información.**
- ✓ **Preguntar si el participante/entrevistado tiene alguna pregunta específica o alguna duda antes de empezar la entrevista.**
- ✓ **Dejar claro que toda la información recopilada será estrictamente confidencial.**
- ✓ **Preguntar si el entrevistado/a da su consentimiento para grabar la conversación; dejar claro que se grabará solo para capturar mejor la información – Si el entrevistado/a no se siente cómodo/a con la grabación, no se graba.**

Parte I: información General

1. Por favor explique brevemente el trabajo de su organización y su relación con el proyecto.

Nota: Importante aquí saber exactamente con quién estamos hablando: ¿Es un representante del Gobierno directamente implicado en la ejecución del proyecto? ¿Un representante de otro Proyecto colaborador del Proyecto? ¿Un miembro de una ONG? Dependiendo de la naturaleza de la colaboración, se deben adaptar las preguntas para hacerlas más específicas.

Información Importante:

- *¿Qué tipo de relación tiene con el proyecto?*
- *¿Hay algún tipo de evidencia de la relación, un acuerdo de entendimiento?*

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Parte II: Estrategia del Proyecto

2. Por favor explicar brevemente si considera que el Proyecto con su objetivo principal y dos resultados (Fortalecimiento de la sostenibilidad financiera y gestión efectiva del Sistema Nacional de Areas Protegids en GB; 1. Fortalecer los mecanismos financieros del SNAP y 2. Gestión del AP de Cantanhez y su zona de amortiguamiento) está bien diseñado y alineado con las prioridades nacionales

(ver si hay alineamiento con las estrategias nacionales de desarrollo y conservación de la naturaleza, cambio climático, etc)

3. Participó usted o alguien de su unidad / organización en el proceso de formulación del proyecto? Por favor describa el proceso

(n/a con algunos socios o actores)

4. ¿Cree usted que el Proyecto ha considerado todos los riesgos posibles?

Nota: Hacer referencia a los riesgos identificados (1. El capital invertido en la dotación del FBG y los ingresos generados no se utilizan para su propósito; 2. La crisis económica y financiera global hace que hayan menos fondos de la cooperación internacional y por tanto se logra menos dotación para FBG; 3. Los arreglos institucionales entre IBAP, DGFF y otros actores no funcionan bien socavando la gobernabilidad de CNP y los bosques de la periferia; 4. Interferencia política desestima al FBG y colapsa; 5. El impacto de grandes empresas en sectores como explotación forestal o minería reduce la viabilidad de conservar la BD en CNP y los corredores; 6. Inestabilidad política e institucional afecta las condiciones mínimas de gobernabilidad necesarias para la implementación del proyecto; 7. Cambio climático)

5. ¿Según su criterio, incluye el marco de resultados o el presupuesto productos y actividades con relevancia de género? Por favor detallar.

6. ¿Cree usted que los indicadores de resultados y productos están bien diseñados? ¿Se pueden medir?

7. ¿Cree usted que el proyecto ha generado o puede generar efectos de desarrollo beneficiosos para el país o podría catalizarlos en el futuro (eg. Generación de ingresos, reducción de área deforestada, conservación de la biodiversidad, ecoturismo) de manera que se deberían incluir en el marco de resultados?

Parte III: Avance hacia los resultados

8. ¿En qué medida el Proyecto apoya a su Ministerio/Secretaría/Organización al logro de sus resultados? Explicar brevemente.

9. ¿Tiene el IBAP un buen sistema de seguimiento financiero, presupuestos, gastos y previsión de gastos del propio sistema?

10. ¿Cuáles cree usted que han sido los principales obstáculos, así como factores facilitadores para el logro de los resultados? Por favor explicar

11. ¿Ha logrado el Proyecto tener una estrategia de socios apropiada? ¿Se debería sumar a algún otro socio o actor clave al proceso? Por favor explicar

12. ¿Es sólido el FBG? (gobernabilidad, gestión, inversión y planes para donaciones)

13. Ha explorado el proyecto otras opciones de financiación, cómo fondos de amortización, fondos rotatorios o fondos directos para administración?

14. ¿Cómo está funcionando la mesa de donantes de IBAP y FBG? ¿Se están canalizando fondos de uno a otro?

15. Se le está dando mucha importancia a los posibles fondos provenientes de REDD. ¿Ven factible lograr financiación a corto y medio plazo por créditos de carbono?

16. ¿De qué personal y presupuesto cuenta el CNP?

17. ¿Está la comunidad participando de las actividades amigables con la biodiversidad?

Parte IV: Implementación del proyecto y Gestión Adaptativa

18. Cree usted que la estructura y organización del Proyecto son los adecuados (oficina central, oficina regional)? ¿Dispone el proyecto de suficiente equipo humano y técnico y recursos para lograr los resultados?

Nota: En caso de no saberlo, preguntar si ha sido informado/a de cambios en el proyecto y si ha podido incidir o transmitir inquietudes en las distintas instancias de coordinación

19. ¿Han habido cambios sustantivos en el proyecto? ¿Ha sido capaz el proyecto de adaptarse a dichos cambios?

20. ¿Cómo ha sido la coordinación entre actores, entre donantes? ¿Han funcionado los distintos comités de coordinación? (junta directiva, comité coordinación nacional) ¿Se puede mejorar?

(n/a para ciertos actores)

PARA GOBIERNO

21. ¿Cree usted que ha habido duplicidad de esfuerzos con otros proyectos?

22. ¿Apoyan los gobiernos locales los objetivos del proyecto? ¿Tienen un papel activo en la toma de decisiones?

23. ¿Han aportado los diferentes socios al co-financiamiento? ¿Cómo se le está dando seguimiento?

24. ¿Ha participado usted o la organización a la que representa en el monitoreo del proyecto?
¿Cree que ha sido efectivo? ¿Se puede mejorar? ¿Sabe si se están utilizando datos
nacionales, estadísticas, información generada a nivel nacional?

Parte V: Sostenibilidad

25. ¿Una vez concluya el Proyecto y el apoyo financiero del GEF, podrá el Gobierno seguir
impulsando esta iniciativa y garantizar el funcionamiento del FBG?

26. Lograr la financiación sostenible del FBG es complicado ¿Cree usted que los productos
generados por el Proyecto y la capacidad fortalecida de las partes responsables es
suficiente para seguir promocionando el SNAP y su funcionamiento?

27. Puede el Estado garantizar, sin fondos del FMAM, la gestión de todas las áreas
protegidas?

28. ¿Hay nuevos riesgos a tomar en cuenta para la sostenibilidad del proyecto? ¿qué medidas
se podrían tomar para mitigar dichos riesgos?

Muchas gracias!

¿Tiene usted algún otro comentario que quiera añadir?

6.4 Evaluation ratings

Ratings for Progress Towards Results: (one rating for each outcome and for the objective)		
6	Highly Satisfactory (HS)	The objective/outcome is expected to achieve or exceed all its end-of-project targets, without major shortcomings. The progress towards the objective/outcome can be presented as “good practice”.
5	Satisfactory (S)	The objective/outcome is expected to achieve most of its end-of-project targets, with only minor shortcomings.
4	Moderately Satisfactory (MS)	The objective/outcome is expected to achieve most of its end-of-project targets but with significant shortcomings.
3	Moderately Unsatisfactory (HU)	The objective/outcome is expected to achieve its end-of-project targets with major shortcomings.
2	Unsatisfactory (U)	The objective/outcome is expected not to achieve most of its end-of-project targets.
1	Highly Unsatisfactory (HU)	The objective / outcome has failed to achieve its midterm targets, and is not expected to achieve any of its end-of-project targets.
Ratings for Project Implementation & Adaptive Management: (one overall rating)		
6	Highly Satisfactory (HS)	Implementation of all seven components – management arrangements, work planning, finance and cofinance, project-level monitoring and evaluation systems, stakeholder engagement, reporting, and communications – is leading to efficient and effective project implementation and adaptive management. The project can be presented as “good practice”.
5	Satisfactory (S)	Implementation of most of the seven components is leading to efficient and effective project implementation and adaptive management except for only few that are subject to remedial action.
4	Moderately Satisfactory (MS)	Implementation of some of the seven components is leading to efficient and effective project implementation and adaptive management, with some components requiring remedial actions.
3	Moderately Unsatisfactory (MU)	Implementation of some of the seven components is not leading to efficient and effective project implementation and adaptive, with most components requiring remedial action
2	Unsatisfactory (U)	Implementation of most of the seven components is not leading to efficient and effective project implementation and adaptive management.
1	Highly Unsatisfactory (HU)	Implementation of none of the seven components is leading to efficient and effective project implementation and adaptive management.

6.5 List of interviewed actors

During the mission to the country and after via Skype, the consultant met the following stakeholders.

Date	Name	Last Name	Post and organization
22-oct	Gabriel	Dava	UNDP, Deputy Resident Representative of Program
22-oct	Dauda	Sau	UNDP, Program Specialist
22-oct	Elisabete	Dumbia	UNDP, Programme Associate
22-oct	Raimundo	Lopes	GEF Focal Point, SEA
22-oct	Matilde	da Conçençao Gomes Lopes	Directora General Desarrollo Sostenible, Secretaria Ambiente
22-oct	Abilio	Said	Project Coordinator
22-oct	Constantino	Maia	IBAP
22-oct	José Eliseu	Benonte	IBAP
22-oct	Udimila K v	Guela	IBAP
22-oct	Domingos	Betunde	IBAP
22-oct	Mamadu	Sane	FBG
22-oct	Joao	Mandeck	IBAP
22-oct	Queba	Quecuta	IBAP /CNP
22-oct	Mauricio	Insumbo	IBAP/DDCS
22-oct	Justino	Biai	DG IBAP
22-oct	Antonio	Rechid	IBAP
22-oct	Joazinho	Mame	IBAP/PNLC
22-oct	Abdulay	Sêca	IBAP ecotourism
22-oct	Joa Sousa	Cordeiro	IBAP
23-oct	Abilio	Said	National Coordinator
23-oct	Fenosoa	Andriamahenima	Executive Secretary FBG
23-oct	Mamadu	Sane	Admin and financial officer FBG
24-oct	Chiara	Guideti	UE Program Officer
24-oct	Antonia	Gomes	Strategic Planning Director
24-oct	Tatiana	Martínez	Technical Assistant
24-oct	Maria	Vasconcelos	Investigadora Universidad de Lisboa, Instituto superior agronomía
25-oct	Joao	Mendeck	IBAP/PND
25-oct	Paulo	Oliveira	MRN/DGGN
25-oct	Constantino	Maia	IBAP/SEDE
25-oct	Edinaldo	Pinto	ANAC
25-oct	Edward	Manuel	DGPA
25-oct	Antonio	Rachid	IBAP
25-oct	Daniel	Rodriguez	INEP
25-oct	Jean Louis	Sanka	IUCN
25-oct	Queba	Quecuts	IBAP/PND
25-oct	Leoni	Indequi Dias	DGFF
25-oct	Valdinda	Silva	Ministerio Turismo
25-oct	Eliza Maria	Enunbabe	IBAP
25-oct	Mustafa	Danfa	DGPA

25-oct	Claudia	Morina	IBAP
26-oct	Abd	Sambú	Governador de Gabú,
26-oct			Administrador de Gabú;
26-oct	Abdul	Ramana Djaló	Régulo de Boé.
28-oct	Dunda	Sambó	Bafata Governor
28-oct	Mio	Semedo	Bambadinca Administrator
28-oct		Valdez	Régulo Corubal
30-oct	Zeca	Odje	IBAP
30-oct	Idrissa	Cassama	IBAP CNP
30-oct	Tchutchu	Sambu	IBAP
30-oct	Pansan	NamBuarde	IBAP
30-oct	Serwe	Camde	Chefe de Tabanca
30-oct	Umaro	Bari	IBAP
30-oct	Samudo	Somhá	IBAP
30-oct	Samine	Sane	IBAP CNP
30-oct	Nanady	Djalo	Marinhero
30-oct	Braima	S. Vieira	IBAP CNP
30-oct	Manuel	Mussa	MGMBRO
30-oct	Rachid	Said	IBAP
30-oct	Mamadu	Camaro	Régulo
30-oct	Mussa	Inra	Régulo
30-oct	Midana	Na Cia	Administrative
30-oct	Alessana	Djaló	Régulo
30-oct	Armando	Cumarcá	IBAP CNP
30-oct	Djibi	Indjai	IBAP CNP
30-oct	Sene	Cande	Chef Tabanca
30-oct	Cleba	Quante	IBAP CNP
01-nov	Joazinho	Mane	IBAP / CNP
01-nov	Joao	Mandeck	PND
01-nov	Justino	Caroné Gomes	DGA/MADR
01-nov	Mario	Lluná	BPNA-GN
01-nov	Leoni	Indequi	DGFF
01-nov	Antonia	Gomes	SEPIR
01-nov	Mustafa	Danta	DGPA
01-nov	Samuel	Zedo Pontes	AAAC/CAIA
01-nov	Daniel	Rodrigues	INEP
01-nov	Constantino	Carreira	PPRFJ/MADR
01-nov	Monica	Dglachgú	Tourism
01-nov	Queba	Quento	IBAP/CNP
01-nov	Domingos	Gomes	IBAP/PND
01-nov	Ojuldé	Djaló	IVLI/EC
01-nov	Djuba	Gomes	DIVNTEC
01-nov	Isabelina	Ferreira	Dinubee
01-nov	Justino	Biai	IBAP
01-nov	Fernando	Riego	PNTC
01-nov	Joao	Mandeck	PND
01-nov	Joazinho	Mane	IBAP / PNLC
01-nov	Udimila Sadija	Vieira	IBAP
01-nov	Eliza	Embaló	IBAP
01-nov	Joao	Sousa	IBAP

01-nov	Abdú	Na Pum	DGA
01-nov	Asilum	Yan Gomes	SEPIR / DGL
01-nov	Queba	Queats	IBAP/DNC
01-nov	Domingo	Gomes	IBAP/PND
01-nov	Dauda	Sau	UNDP
01-nov	Sebaton	Djigo	UNDP evaluator
01-nov	Filp	Tetactor	Chimbo
01-nov	Letizia	Ferlito	IBAP
01-nov	Claudia	Moreira	IBAP
01-nov	Elisabete	Dumbia	UNDP
01-nov	Tomane	Camara	AD

6.6 MTR Agenda

PROGRAMA DE AVALIAÇÃO DE PROJECTO

“Reforço do Quadro Financeiro e Operacional do Sistema Nacional das Áreas Protegidas na Guiné-Bissau” (GEF-PNUD-IBAP) e “Projecto de Apoio para a Consolidação do Sistema de Áreas Protegidas Terrestres nas Florestas do Sudeste da Guiné-Bissau” (GEF-PNUD-IBAP)

Dias	Hora	Actividade/Encontros	Pessoas de contacto	Instituições
22-10-2018 Segunda-feira	9:00 – 11:00	1. Resolução de problemas administrativos; 2. Encontro com o Representante Adjunto e Programme Specialist/Head of Sustainable Development Cluster	Dauda Sau	PNUD
	11:30 – 12:30	1. Cumprimentos a Secretaria do Estado do Ambiente e do Desenvolvimento Durável; – Director Geral do Ambiente – Directora Geral do Desenvolvimento Durável – Ponto focal GEF;	Lourenço Vaz (Chefe de Gabinete SEADD)	SEADD
	14:30 – 17:00	1. IBAP: – Director Geral – Encarregado de programa – Responsável de Comunicação – Responsável do desenvolvimento comunitário – Directores dos Parques – Assistente administrativo	Abílio Rachid Said (Complexo DBT)	IBAP
23-10-2018	9:00 – 11:00	1. Ministério da Economia:	Plano	Plano

Terça-feira		– Direcção Geral do Plano		
	11:30 – 12:30	2. Reunião de Contacto com o Ministério da Agricultura: – Direcção Geral de Floresta e Fauna		
	14:30-17:00	3. Reunião de contacto com a Fundação BioGuiné	Secretario Executivo	Fundação BioGuiné
24-10-2018 Quarta-feira	9:00 – 10:00	4. União Europeia		UE
	10:30 – 11:00	5. Fundação Chimbo - Bissau		FC
	11:30 – 12:30	1. Reunião com a UICN	Jean-Louis Sanka	UICN
	14:30 – 17:00	2. IBAP: – Director Geral – Encarregado de programa – Responsável de Comunicação – Responsável do desenvolvimento comunitário – Directores dos Parques – Assistente administrativo	Abílio Rachid Said (Parque Nacional de Cantanhéz)	IBAP
25-10-2018 Quinta-Feira	9:30 – 12:30	Encontro com os Membros do Comité de pilotagem e do Conselho de Gestão sediados em Bissau: 2. Membros do Comité de Pilotagem 3. Membros do Conselho de Gestão dos Parques	Constantino Maia	IBAP
	14:30 -16:00	Preparativos da missão de terreno	Abilio Rachid Saie & Directores dos Parques	IBAP
26-10-2018 Sexta-feira	07:00	1. Partida para Boé (Beli) 2. Governador de Gabú, Administrador de Gabú; 3. Régulo de Boé.	Equipa de Terreno	Poder Administrativo e Poder tradicional
27-10-2018 Sabado	09:30	Encontros em Beli: 1. Encontro com a equipa do PND;	Director do PNB	Conselho de gestão local

		2. Reunião com os membros do Conselho de gestão local e ONG; 3. Encontro com Administrador de Boé 4. Encontro com Fundação Chimbo.		Fundação Chimbo em Beli
28-10-2018 Domingo	7:00	1. Partida para Bafatá. 2. Encontro com o Governador de Bafatá, Administrador de Bafatá; 3. Encontro com o Administrador de Bambadinca; 4. Régulo de Corubal 5. Régulo de Cuntabane 6. Encontro com o Administrador de Quêbo 7. Parida para Buba	Director do PNB	IBAP
29-10-2018 Segunda-feira	7:00	Parida para Cuntabane: <ul style="list-style-type: none"> – Reunião com Djargas de Cuntabane; – Reunião equipa DBT; – Partida para Cantanhéz. 	Director do PNB Director do PNC	IBAP
30-10-2018 Terça-feira		Reuniões em Cantanhéz: <ul style="list-style-type: none"> – Reunião com Administradores, Régulos e Chefes de tabanca; – Reunião com a equipa do parque; – Reunião com a ONG AD, Radio e TV comunitário; 	Director do PNC	IBAP
31-10-2018 Quarta-feira	7:00	Catanhéz: <ul style="list-style-type: none"> – Visita a Mata de Cambeque – Regresso a Bissau 	Director do PNC	IBAP
01-11-2018 Quinta-feira	9:00 - 11:30	Reunião de restituição com a equipa do IBAP, PNUD SEA, DGFF, DG-Plano e DG-Cooperação Internacional	Abílio Rachid Said	IBAP
	14:30 - 17	Reunião geral de restituição	Constantino Maia	IBAP

6.7 List of reviewed documents

Item #	Items (siempre que sea posible son preferibles las versiones electrónicas)	Comentarios
1	PIF	✓
2	Plan de Iniciación del PNUD	
3	Documento de Proyecto final del PNUD y documentos finales de aprobación del FMAM (solicitud de autorización del CEO, etc).	✓
4	Resultados del Diagnóstico Medioambiental y Social de CI	En ProDoc
5	Informes de progreso (trimestrales, semestrales, o anuales) con los planes de trabajo del proyecto e informes financieros correspondientes	✓
6	Informe de Iniciación del Proyecto	✓
7	Todos los Informes de Ejecución del Proyecto (PIRs)	Se dispone del PIR año 1 y se espera el PIR 2 para finales julio 18
8	Informes trimestrales de progreso y planes de trabajo de los diversos equipos de tareas encargados de la ejecución	✓
9	Informes de auditoría (copias electrónicas si es posible)	
10	Copias electrónicas de las Herramientas de Seguimiento finalizadas y relevantes del FMAM, desde la autorización del CEO a la mitad del ciclo (<i>indicar las TTs específicas para esta área de actuación del proyecto</i>)	✓
11	Informes de supervisión del proyecto	✓
12	Minutas de las reuniones de la Junta del Proyecto y de cualquier otro órgano relacionado (p.ej. reuniones del Comité de Evaluación Preliminar del Proyecto)	✓
13	Mapas de los lugares de ejecución del proyecto, según sea necesario	Incluidos en el ProDoc
14	Otros documentos de gestión relacionados: informes de gestión adaptativa, memorandos de la Dirección, etc	Se han presentado informes post-misión de CI
15	Copias electrónicas de productos del proyecto: boletines, folletos, manuales, informes técnicos, artículos, etc.	Se ha dado al evaluador acceso al Dropbox del proyecto
16	Lista resumen de las reuniones formales, talleres, etc. que se hayan realizado, indicando fecha, lugar, tema tratado y cifra de participantes	Información disponible en informes trimestrales
17	Cualquier información disponible sobre los datos de seguimiento relevantes en material medioambiental (indicadores de especies, etc.), más allá de lo que haya disponible sobre indicadores en el marco lógico de los PIRs	NA
18	Cualquier dato de seguimiento relevante en materia socio-económica, como la renta media/niveles de empleo de las partes interesadas en el área de actuación, cambios en ingresos relacionados con las actividades del proyecto	NA
19	Gastos reales por resultado del proyecto, incluyendo los costos de gestión, así como la documentación de cualquier revisión presupuestaria significativa	✓
20	Lista de contratos y artículos adquiridos por valor superior a ~\$5.000 US\$ (por ejemplo, entidades o compañías contratadas para los productos del proyecto, etc., excepto en casos de información confidencial)	✓
21	Tabla de cofinanciación con un desglose de los totales previstos y reales en efectivo y en especie, así como por su origen, si está disponible	✓

6.8 Interview control matrix

6.9 Evaluation Consultant Agreement Form

Evaluators:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and: respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/ or oral presentation of study limitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of consultant: Guido Fernández de Velasco Sert _____

Name of Consultancy Organization (when relevant): _____

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed in Barcelona, November 30th 2018



Signature:

6.10 MTR final report approval form signed