Final Report

Mid-Term Review of the project "Mainstreaming biodiversity conservation into the tourism sector in synergy with a further strengthened protected area system in cabo verde"

UNDP PIMS ID: 4526/ UNDP Atlas ID: 00096274

Country / region: Cabo Verde / Africa

Project sites: Islands of Maio, Sal, Boa Vista and Santiago

Sector: Biodiversity

Evaluation timeframe:
10/10/2019 – 20/11/2019

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Executive Summary

Project summary table

Project Title:	Mainstreaming biodiversity conservation into the tourism sector in synergy with a further strengthened protected area system in Cabo Verde			
GEF Project ID:	5524		*at endorsement (US$)*	*at MTR (US$)*
UNDP PIMS ID:	4526	GEF financing:	3.664.640	1.235.218
Country:	Cabo Verde	IA/EA (UNDP) own:	450.000	67.000
Region:	Africa	Government (grant): - MAHOT: Government (in-kind): - DGRM:	5.266.431 4.275.760	144.000[1]
Focal Area:	Biodiversity	Other Co-financing:		
FA Objectives, (OP/SP):	BD-2: Mainstream biodiversity conservation and sustainable use into Production landscapes, seascapes and Sectors (BD 2.2: Measures to conserve and sustainably use biodiversity incorporated in policy and regulatory frameworks) BD-1: Improve the sustainability of protected area systems (BD 1.1: Improved management effectiveness of existing and new protected areas)	- AECID	55.000	No info
Executing Agency:	UNDP	Total Project Cost:	13.711.831	1.446.218
Other Partners involved:	Directorate for Environment (DNA), National Directorate for Tourism and Transports (DGTT), municipalities of Sal, Boa Vista, Maio, São Domingos, NGO and Local Associations (OSC- Organizations of Civil Society)	ProDoc Signature (date project began):		19/09/2016
		(Operational) Closing Date:	Proposed: 19/09/2021	Actual: 19/09/2021

Project description

Lacking natural resources of economic importance, Cabo Verde's developing economy is mostly service-oriented with a growing focus on tourism. Its tourism industry has been steadily growing over the past 15 years, contributing significantly to economic growth.

Cabo Verde's is also recognized as a global hotspot for marine biodiversity and supports a high diversity of emblematic and unique marine animals, including whales, dolphins and porpoises. Beaches on a number of islands provide globally important nesting areas for loggerhead turtles. With Cabo Verde committed to Aichi Biodiversity targets that include the conservation of at least 10% of coastal and marine areas, especially areas of particular importance for biodiversity and ecosystem services, the Government has set up with previous GEF support a national system of protected areas with marine and coastal ecosystems still under-represented.

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[1] Ministry of Agriculture and Environment

The growth of tourism is now directly impacting both terrestrial and marine biodiversity and key ecosystems with prospects of negatively affecting tourism.

In that context, the Government recognised the need to better balance the growth of tourism with biodiversity conservation in and around protected areas.

With serious threats in coastal and marine ecosystems ranging from development of hotels to overfishing and plastic pollution, the project's objectives were to (i) mainstream biodiversity into the tourism sector through creating an enabling environment based on a more inclusive and comprehensive regulatory framework, improved strategic development planning, fiscal incentives and tourism licencing, and the development of mechanisms promoting sustainable tourism, and (ii) strengthen the operationalisation of the protected area network with increasing coverage, co-management mechanisms of protected areas, financing the protected area system and increasing awareness of conservation and sustainable development targeting the public and private sectors, civil society and the general public. Project details are under Figure 1.

Objective: To safeguard globally significant biodiversity in Cabo Verde from current and emerging threats, by enhancing the enabling and regulatory frameworks in the tourism sector and activating a critical further subset of the national protected areas system	
Outcome 1: Biodiversity conservation is mainstreamed into tourism planning and operations at national level and on priority islands	• Strengthened government capacity to integrate biodiversity into the tourism sector, including compliance, monitoring and enforcement. • Policy mainstreaming committees overseeing coherence between tourism development and biodiversity management. • Cross-sectoral planning integrates biodiversity conservation objectives, and Strategic Environmental Assessments (SEAs) conducted in priority PA[2]s/ZRPTs[3]. • Economic incentives and enforcement measures are strengthened to promote the adoption of sustainable tourism practices. • Best-practice standards for sustainable tourism and voluntary certification established and operational. • A biodiversity offset mechanism established and integrated into the planning and development of tourism.
Outcome 2: The coastal and marine PA estate in priority islands is expanded and strengthened	• Operationalization of PA management on target islands and establishment of designated priority Protected Areas. • New potential MPA sites are identified and their representativeness and connectivity improved through biodiversity assessments around the marine shelf of target islands. • Co-management of MPAs demonstrated in pilot sites based on the adoption of sustainable fishing practices by local communities. • PA revenue generation mechanisms developed and piloted in conjunction with tourism sector stakeholders. • Ecosystem monitoring supports the planning and management of PAs and related sustainable tourism activities. • Information, Education and Communication (IEC) campaigns promote the importance of PAs and of sustainable tourism.

Figure 1: summary of project components, outcomes and output

The project was to be implemented for a duration of 5 years (09/2016 – 09/2021) by DNA under the new MAA under the NIM modality in association with DGT under the MTT.

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[2] Protected Area
[3] Tourism Reserve and Protected Areas Zone

Project's main achievements

Despite the fact that most activities have been initiated, the progress is very limited in view of the remaining time before project closure. The project is at risk of not achieving most of its results; results' indicators show the following:

- 8 protected areas established: several initial assessments are still to be completed - 3 years after project start-up -. Areas have been proposed but not yet endorsed by the Government for formal establishment
- Marine life population size and density maintained or increased: by the time of the mid-term review, 40% of baselines and 50% of sub-indicators were still missing; there will be no reasonable timeframe left to assess any improvement
- Staff capacities for improved policy and institutional frameworks: training was conducted, indeed increasing DNA capacity; consultancies were conducted resulting in upgrading proposals for EIA and introducing SEA; consultancies are still underway to provide advice on a sustainable finance mechanism of protected areas and on co-management; an inter-ministerial committee on tourism and environment has been proposed as part of the project activities but has yet to be established; the stage of development of these legal framework improvement proposals varies (e.g. advanced for EIA, early for co-management) but for most of them, it remains at an early stage with many milestones to achieve (consultancy results acceptance, DNA internal review, Government endorsement and passing of decree-law) before actual implementation.
- Capacity to protect and restore ocean and marine ecosystems: EIA upgrading and SEA proposal are at a late stage of development with proposals of decree-laws. There are good prospects for EIA endorsement but SEA may not enjoy consensus of agreement and further studies have been requested (e.g. cost-benefit analysis), delaying any Government endorsement.
- Improvement of capacity of protected area national system (using UNDP's scorecard system): no information available
- New tourism-related investments consistent with tourism land use plans and SEA/EIA and infractions identified and corrected: unlikely to be met by project's end with SEA still being discussed internally in MAA; however, new individual investments may conform to legislation with upgraded EIA endorsed before the end of the project; infractions are unlikely to be identified as it requires the setting up of a monitoring mechanism after EIA/SEA endorsement
- Tourism businesses adopting and complying with standards and certifications: a number of activities were conducted with some advanced degree of development (e.g. baseline assessment of sustainable tourism and adoption of standards, biodiversity integration into standards for small hotels, adoption of GSTC certification system by tourism operators amongst others). At this trend, it is likely that most of the sub-components of this result will be achieved by project's end). The blue flag initiative remains at risk of non-compliance or no renewal because of lack of ownership by authorities; overall, the tourism sector remains unaware of its impact on biodiversity with near non-existent enforcement.
- Established Management Effectiveness Tracking Tools scores in new PAs: 8 recent protected areas were selected and scores have remained stable thanks to project activities; as for the new still to be established protected areas, it is unlikely that scores will be set by project's end.
- Increased revenue for the management of protected areas and increased financial sustainability scorecard: there has been a substantial increase of revenue but there is little evidence that it is project-related since consultancies are still underway to propose sustainable finance mechanisms options; a ten-fold increase in revenue is still necessary to aim for the project's target

- A number of micro-projects were conducted in and around existing (mostly coastal) protected areas but funding remains much insufficient with doubtful impact at this stage of implementation; they are nonetheless probably contributing positively to METT and scorecards.

This situation is mainly the result of a weak institutional set-up:

(i) PMU staff consists of a mix of externalised national specialists and civil servants with high wage differences, resulting in staff demotivation,

(ii) the chosen full-NIM modality is impacting negatively the implementation with systemic payment and in turn planning delays, resulting in more demotivation of implementers,

(iii) the recruitment of civil servants for this project with the regular Government procedures has resulted in most project positions still vacant at MTR stage,

(iv) the tourism ministry and associated institutions are not associated in implementation despite the tourism sector being the prime target of the project, resulting in weak engagement of tourism stakeholders.

In addition, the project start-up was delayed by a year because of earlier elections that resulted in Government institutional changes that affected in particular DNA.

Some adaptive management measures were undertaken with some success to try to mitigate the above-mentioned issues including subcontracting institutions for baseline assessments, using the SGP modality to channel funds for micro-projects, contract a consultant to assess early on the project's bottlenecks and contract NGOs to carry out IEC activities instead of the project itself.

Despite these good efforts, the project situation led most key PMU staff to leave the project with an intervention nearly at a complete standstill (20% of staff still working at central level; 80% of positions vacant as of late 2019).

This has also translated into a very low delivery rate (32%) at MTR with 70% of the budget still to be committed within the remaining 22 months.

Stakeholders engagement in the project is varied, high for microproject stakeholders some municipalities (e.g. island of Maio) and low for most tourism stakeholders and some other municipalities (Boa Vista and Sal); this is also evidenced by the lack of functionality of advisory councils for protected areas.

Evaluation rating table

A summary of the evaluation ratings is provided in Table 1.

Measure	MTR Rating
Overall Objective: To safeguard globally significant biodiversity in Cabo Verde from current and emerging threats, by enhancing the enabling and regulatory frameworks in the tourism sector and activating a critical further subset of the national protected areas system	U
Outcome 1: Biodiversity conservation is mainstreamed into tourism planning and operations at national level and on priority islands	U
Outcome 2: The coastal and marine PA estate in priority islands is expanded and strengthened	MU
Project Implementation & Adaptive Management	MU (U + MS respectively)
Likelihood of Sustainability	U

Table 1: Evaluation ratings[4]

Summary of conclusions, recommendations and lessons learned

Conclusions:

The project is facing severe constraints: while it should accelerate its implementation pace, it is now on a standstill with low human resources. Any relaunching of the project will inevitably require a different implementation mechanism that will take time to set-up. If the project has made significant gains in both outcomes, not enough time is remaining to achieve most results, hence the delivery will likely be low by project's end. The project was supposed to target the tourism sector but most stakeholders remain either unaware of the project potential or unconcerned. Time is lacking for passing decree-laws that are required for more project support before its closure. Finally, several complex outputs are yet to be initiated.

The main issues are the following: (i) the project institutional set-up is suboptimal with insufficient involvement of the Ministry of Tourism and Transports with a project's focus heavily skewed towards biodiversity, (ii) the management arrangements have had disastrous results resulting in over 70% of positions vacant as of now, (iii) the NIM modality is having severe constraints on activity timeliness and effectiveness due to slow bureaucratic procedures, (iv) the project dealing with key pieces of legislation is having limited or at least insufficient lobbying activity targeting decision-makers to raise their awareness and ensure their commitment into the project, (v) the funding of micro-projects around protected areas to ensure population adhesion is very limited with proposals not necessarily based on endorsed management plans.

Under those circumstances, three (3) scenarios are proposed: (i) terminate the project, (ii) redesign the project with the General Directorate of Tourism and Transport in charge of key outputs/components alongside the National Directorate for Environment, (iii) review the governance mechanism and ensure co-management of both institutions at Project Steering Committee level.

To pursue the project (avoiding the first scenario), four conditions are necessary to reasonably relaunch the project dynamics: (i) grant a 12 months extension plus up to 6 months to cover the transition from a standstill intervention to a project back on track, (ii) ensure within that timeframe a full project team using a different recruitment modality, (iii) improving the articulation between the Ministry of Agriculture and Environment and the Ministry of Tourism and Transport by integrate the General Directorate of Tourism and Transport as an effective project stakeholder, (iv) add an output on "lobbying" key decision-makers to raise their awareness on the project's value addition and need to swiftly pass key pieces of legislation.

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[4] Rating scales in Annexe 4

Corrective actions for the design, implementation, monitoring and evaluation of the project:

The project needs to be relaunched with:

(i)   the recruitment of external PMU and UGAP staff through a fast-track modality with a view to being 100% dedicated to the project and within a coherent salary scale mechanism,

(ii)   the redefinition of the chain of command for Protected Areas Management Units (UGAPs) to ensure that they are responding technically to BIOTUR Project Management Unit and administratively to the island Delegate or Coordinator,

(iii)   redefining and/or reconfirming the roles of UGAP staff and other direct stakeholders under the National Execution Modality,

(iv)   balancing better the PMU staff expertise between tourism and biodiversity to address the biodiversity/environmental skew of the Project Management Unit (PMU),

(v)   increasing subcontracting and avoiding PMU stand-alone implementation to reduce the workload on PMU and UGAPs, hence accelerating implementation,

(vi)   improving project implementation through committees streamlining cropping members with no active role and welcoming new members if relevant, (vii) improve communication between stakeholders with less rigidity in procedures and more flexibility to solve issues going bypassing formalities.

Actions to follow-up or reinforce initial benefits from the project:

These include mainly:

(i)   institutional lobbying to raise awareness on the added value of mainstreaming biodiversity into the tourism sector,

(ii)   increasing the added value of the Ministry of Tourism and Transport in the project through either splitting the project outputs and corresponding budgets as per main responsible parties (Ministry of Agriculture and Environment, and Ministry of Tourism and Transport) or increasing the participation of the Ministry of Tourism and Transport through co-chairing Project Steering Committees and raising the profile of the tourism sector into the Project Management Unit

(iii)   increasing participation of existing funds and other stakeholders into the project: the project could take advantage of existing funding opportunities or synergies to enhance and speed up implementation

Proposals for future directions underlining main objectives include institutional lobbying to alter the focus of the SDTIBM and take into account sustainable tourism principles.

Sumário Executivo

Tabela de resumo do project

Titulo do Projecto:	Projeto de integração da conservação da biodiversidade no setor de turismo em sinergia com o reforço do sistema de áreas protegidas de Cabo Verde			
ID do Projecto no GEF:	5524		*Na aprobação (US$)*	*À meio termo (US$)*
UNDP PIMS ID:	4526	Financiamento do GEF:	3.664.640	1.235.218
País:	Cabo Verde	Fundos proprios do IA/EA (PNUD):	450.000	67.000
Região:	Africa	Governo (gsubvenção): - MAHOT: Governo (em espécie): - DGRM:	5.266.431 4.275.760	144.000[5]
Area de Foco:	Biodiversidade	Outros Co-financiamentos:		
Objetivos do acordo de financiamento (OP/SP):	BD-2: Integração da conservação da biodiversidade e uso sustentável nos Paisagens de produção, paisagens marítimas e Setores (BD 2.2: Medidas para conservar e usar de forma sustentável a biodiversidade incorporada nas estruturas de políticas e regulamentações) BD-1: Melhorar a sustentabilidade de sistemas de áreas protegidas (BD 1.1: Maior eficácia do gerenciamento de áreas protegidas existentes e novas)	- AECID	55.000	Sem informações
Agência de Execução:	PNUD	Custo total do projeto:	13.711.831	1.446.218
Outros parceiros envolvidos:	Direção Nacional do Ambiente (DNA), Direção Geral do Turismo e Transportes (DGTT), municipios do Sal, Boa Vista, Maio, São Domingos, ONGs e Associações Locais (OSC- Organizações da Sociedade Civil)	Assinatura do Documento de Projeto (data que o projeto começa):		19/09/2016
		(Operacional) Data de Encerramento:	Proposto: 19/09/2021	Atual: 19/09/2021

Descrição do Projecto

Sem recursos naturais de importância econômica, o desenvolvimento da economia de Cabo Verde é principalmente orientada a serviços, com um foco crescente no turismo. Sua indústria do turismo tem crescido constantemente nos últimos 15 anos, contribuindo significativamente para o crescimento econômico do País.

Cabo Verde também é reconhecido como um *hotspot* global para a biodiversidade marinha e suporta uma alta diversidade de animais marinhos emblemáticos e únicos, incluindo baleias, golfinhos e botos. As praias de várias ilhas oferecem áreas de nidificação de importância global para as tartarugas vermelhas. Com Cabo Verde comprometido com as metas de biodiversidade de Aichi que incluem a conservação de pelo menos 10% das áreas costeiras e marinhas, especialmente áreas de particular importância para a biodiversidade e os serviços

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[5] Ministério da Agricultura e Ambiente

ecossistêmicos, o Governo estabeleceu com o apoio prévio do GEF um sistema nacional de áreas protegidas entretanto, com ecossistemas marinhos e costeiros ainda sub-representados.

O crescimento do turismo está agora impactando diretamente a biodiversidade terrestre e marinha e os principais ecossistemas, com perspectivas de afetar negativamente o futuro desenvolvimento do turismo.

Neste contexto, o Governo reconheceu a necessidade de equilibrar melhor o crescimento do turismo com a conservação da biodiversidade dentro e ao redor das áreas protegidas.

Com sérias ameaças nos ecossistemas costeiros e marinhos que variam do desenvolvimento de hotéis à pesca excessiva e poluição de plásticos, os objetivos do projeto eram (i) integrar a biodiversidade no setor do turismo, criando um ambiente propício, baseado em uma estrutura regulatória mais inclusiva e abrangente, melhorando a estratégia planejamento de desenvolvimento, incentivos fiscais e licenciamento de turismo e desenvolvimento de mecanismos que promovam o turismo sustentável; e (ii) fortaleçam a operacionalização da rede de áreas protegidas com cobertura crescente, mecanismos de co-gestão de áreas protegidas, financiamento do sistema de áreas protegidas e conscientização de conservação e desenvolvimento sustentável voltados para os setores público e privado, a sociedade civil e o público em geral. Os detalhes do projeto estão na Figura 1.

Objetivo: Proteger globalmente significativa biodiversidade em Cabo Verde contra ameaças atuais e emergentes, aprimorando os marcos regulatórios e de habilitação no setor de turismo e ativando um subconjunto crítico do sistema nacional de áreas protegidas	
Resultado 1: A conservação da biodiversidade é incorporada ao planejamento e operações do turismo a nível nacional e nas ilhas prioritárias	• Reforço da capacidade do governo para integrar a biodiversidade no setor do turismo, incluindo conformidade, monitoramento e fiscalização. • Comitês de integração de políticas que supervisionam a coerência entre o desenvolvimento do turismo e a gestão da biodiversidade. • O planejamento intersetorial integra os objetivos de conservação da biodiversidade e as Avaliações Ambientais Estratégicas (AAE), conduzidas em AP[6]s / ZRPT[7]s prioritários. • Incentivos econômicos e medidas de fiscalização são fortalecidos para promover a adoção de práticas sustentáveis de turismo. • Padrões de boas práticas para o turismo sustentável e certificação voluntária estabelecidas e operacionais. • Um mecanismo de compensação da biodiversidade estabelecido e integrado ao planejamento e desenvolvimento do turismo.
Resultado 2: A propriedade da AP costeira e marinha nas ilhas prioritárias é ampliada e fortalecida	- Operacionalização da gestão da AP nas ilhas alvo e estabelecimento de áreas protegidas prioritárias designadas. • Novos locais potenciais de MPA são identificados e sua representatividade e conectividade melhoradas através de avaliações de biodiversidade em torno da plataforma marinha das ilhas alvo. • Co-gestão de AMPs demonstradas em locais piloto com base na adoção de práticas de pesca sustentáveis pelas comunidades locais. • Mecanismos de geração de receita da AP desenvolvidos e testados em conjunto com as partes interessadas do setor turístico. • O monitoramento de ecossistemas apoia o planejamento e o gerenciamento de UCs e atividades relacionadas ao turismo sustentável. • As campanhas de informação, educação e comunicação (IEC) promovem a importância das APs e do turismo sustentável.

Figura 2: resumo dos componentes, resultados e resultados do projeto

O projeto deveria ser implementado por um período de 5 anos (09/2016 - 09/2021) pela DNA sob o novo MAA sob a modalidade NIM em associação com a DGT sob o MTT.

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[6] Áreas Protegidas

[7] Zonas de Desenvolvimento Turistico em Áreas Protegidas.

Apesar do fato de a maioria das atividades ter sido iniciada, o progresso é muito limitado, tendo em vista o tempo restante antes do encerramento do projeto. O projeto corre o risco de não alcançar a maioria dos seus resultados; Os indicadores de resultados mostram o seguinte:

- 8 áreas protegidas estabelecidas: várias avaliações iniciais ainda precisam ser concluídas - 3 anos após o início do projeto -. Áreas foram propostas, mas ainda não endossadas pelo Governo, para estabelecimento formal

- Tamanho e densidade da população da vida marinha mantidos ou aumentados: na época da revisão intermediária, 40% das linhas de base e 50% dos subindicadores ainda estavam ausentes; não haverá um prazo razoável para avaliar qualquer melhoria

- Capacidades do pessoal para melhorar as estruturas políticas e institucionais: foi realizado treinamento, aumentando de fato a capacidade da DNA; consultorias foram conduzidas, resultando na atualização de propostas para a AIA e na introdução da AAE; as consultorias ainda estão em andamento para fornecer consultoria sobre um mecanismo financeiro sustentável das áreas protegidas e sobre co-gestão; um comitê interministerial de turismo e meio ambiente foi proposto como parte das atividades do projeto, mas ainda não foi estabelecido; o estágio de desenvolvimento dessas propostas de melhoria da estrutura legal varia (por exemplo, avançado para EIA, atrasado para co-gerenciamento), mas para a maioria deles, permanece em um estágio inicial com muitos marcos a serem alcançados (aceitação dos resultados da consultoria, revisão interna da DNA, aprovação do decreto-lei pelo governo) antes da aplicação efetiva.

- Capacidade de proteger e restaurar os ecossistemas oceânicos e marinhos: a atualização da AIA e a proposta da AAE estão em um estágio avançado de desenvolvimento com propostas de decretos-leis. Existem boas perspectivas de aprovação da AIA, mas a AAE pode não ter consenso de acordo. Estudos adicionais foram solicitados (por exemplo, análise de custo-benefício), atrasando qualquer aprovação do Governo.

- Melhoria da capacidade do sistema nacional de área protegida (usando o sistema de scorecard do PNUD): nenhuma informação disponível

- Novos investimentos relacionados ao turismo, consistentes com os planos de uso da zona de desenvolvimento do turismo e a AAE / EIA e as infrações identificadas e corrigidas: improvável de serem atendidas até o final do projeto, com a AAE ainda sendo discutida internamente no MAA; no entanto, novos investimentos individuais podem estar em conformidade com a legislação com AIA atualizada endossada antes do final do projeto; é improvável que as infrações sejam identificadas, pois exige a criação de um mecanismo de monitoramento após o endosso da AIA / AAE

- Empresas de turismo que adotam e cumprem padrões e certificações: várias atividades foram conduzidas com algum grau avançado de desenvolvimento (por exemplo, avaliação básica do turismo sustentável e adoção de *standards*, integração da biodiversidade em padrões para certificação de pequenos hotéis, adoção do sistema de certificação GSTC pelos operadores de turismo, entre outros). Nessa tendência, é provável que a maioria dos subcomponentes desse resultado seja alcançada até o final do projeto). A iniciativa bandeira azul permanece em risco de não conformidade ou de não renovação devido à falta de apropriação por parte das autoridades; No geral, o setor de turismo permanece inconsciente de seu impacto na biodiversidade, com quase inexistente imposição legal para conformidade.

- Os escorres de rastreamento da efetividade de gerenciamento em novas APs são estabelecidos: 8 áreas protegidas recentes foram selecionadas e as pontuações permaneceram estáveis graças às atividades do projeto; quanto às novas áreas protegidas ainda a serem estabelecidas, é improvável que as pontuações sejam definidas até o final do projeto.

- Aumento da receita para o gerenciamento de áreas protegidas e maior índice de sustentabilidade financeira: houve um aumento substancial da receita, mas há poucas evidências de que esteja relacionado ao projeto, uma

vez que as consultorias para propor opções de mecanismos de financiamento sustentável ainda estão em andamento; é necessário ainda um aumento de dez vezes na receita para atingir a meta do projeto

- Vários microprojetos foram conduzidos nas áreas protegidas existentes (principalmente nas regiões costeiras) e ao redor, mas o financiamento permanece muito insuficiente e com impacto duvidoso nesta fase de implementação; provavelmente eles estão contribuindo positivamente para o METT e os indices identificados.

Esta situação é principalmente o resultado de uma fraca engenharia institucional:

(i) o pessoal da UGP consiste em uma mistura de especialistas nacionais externos e funcionários públicos com grandes diferenças salariais, resultando em desmotivação do pessoal,

(ii) a modalidade full-NIM escolhida está impactando negativamente a implementação com pagamentos sistematicamente atrasados e, que por sua vez, gera atrasos no planejamento, resultando em mais desmotivação dos implementadores,

(iii) o recrutamento de funcionários públicos para este projeto com os procedimentos regulares do governo resultou na maioria das vagas do projeto estarem ainda por preencher no momento da AMP (Avaliação a Meio Percurso),

(iv) o ministério do turismo e as instituições associadas não estão engajadas na implementação do projeto, apesar de o setor de turismo ser o principal beneficiário do projeto, resultando em um fraco envolvimento das partes interessadas no turismo.

Além disso, o início do projeto foi adiado em um ano por causa das eleições e resultaram em mudanças institucionais do governo que afetaram a DNA em particular.

Algumas medidas de gestão adaptativa foram adotadas com algum sucesso para tentar mitigar os problemas acima mencionados, incluindo instituições subcontratadas para avaliações de linha de base, usando a modalidade SGP para canalizar fundos para microprojetos, contratar um consultor para avaliar precocemente os gargalos do projeto e contratar ONGs para realizar atividades de sensibilização e informação em vez de ser realizado pelo staff do projeto.

Apesar desses bons esforços, a situação do projeto levou a maioria dos funcionários-chave da UGP a deixar o projeto com um nível de intervenção praticamente parado (20% da equipe ainda trabalha no nível central; 80% das vagas estão disponíveis no final de 2019).

Isso também se traduziu em uma taxa de entrega de resultados muito baixa (32%) na MTR, com 70% do orçamento ainda a ser comprometido nos 22 meses restantes.

O engajamento das partes interessadas no projeto é variado, alto para as partes interessadas em microprojetos em alguns municípios (por exemplo, Maio) e baixo para a maioria das partes interessadas em turismo e em alguns outros municípios (Boa Vista e Sal); isso também é evidenciado pela falta de funcionalidade dos conselhos consultivos para as áreas protegidas.

Tabela de classificação de avaliação

Um resumo das classificações de avaliação é fornecido na Tabela 1.

Medidas	Classificação a meio termo
Objetivo geral: Proteger globalmente significativa biodiversidade em Cabo Verde contra ameaças atuais e emergentes, aprimorando os quadros reguladores e de habilitação no setor de turismo e ativando um subconjunto crítico do sistema nacional de áreas protegidas	U
Resultado 1: A conservação da biodiversidade é incorporada ao planejamento e operações do turismo a nível nacional e nas ilhas prioritárias	U
Resultado 2: A propriedade da AP costeira e marinha nas ilhas prioritárias é ampliada e fortalecida	MU
Implementação de Projeto & Gerenciamento Adaptativo	MU (U + MS respectivamente)
Probabilidade de sustentabilidade	U

Tabela 2: Notações de avaliação[8]

Resumo das conclusões, recomendações e lições aprendidas

Conclusões:

O projeto está a enfrentar sérias restrições: enquanto deveria estar a acelerar seu ritmo de implementação, agora está praticamente parado e com poucos recursos humanos. Qualquer relançamento do projeto exigirá inevitavelmente um mecanismo de implementação diferente que levará tempo para ser configurado. Se o projeto obteve ganhos significativos em ambos os resultados, não resta tempo suficiente para alcançar a maioria dos resultados; portanto, os resultados a serem entregues provavelmente será baixo no final do projeto. O projeto era suposto visar o setor de turismo, mas a maioria das partes interessadas permanecem inconscientes do potencial do projeto ou estão despreocupadas com os seus resultados. Falta tempo para a aprovação de decretos-leis necessários para obter mais apoio ao projeto antes do seu encerramento. Finalmente, vários resultados/atividades complexas ainda não foram iniciadas.

As principais questões são as seguintes: (i) a configuração institucional do projeto é subótima, com envolvimento insuficiente do Ministério do Turismo e Transportes, com o foco de um projeto fortemente voltado para a biodiversidade; (ii) os arranjos de gestão em termos de recursos humanos tiveram resultados desastrosos, resultando em mais de 70% das posições estarem vagas agora, (iii) a modalidade NIM está apresentando severas restrições quanto à pontualidade e eficácia das atividades do projeto devido a procedimentos burocráticos que são lentos; (iv) o projeto, que lida com importantes propostas de legislação está tendo atividade limitada ou pelo menos insuficiente de lobby para direcionar os tomadores de decisão a aumentar sua conscientização e garantir seu compromisso com o projeto; (v) o financiamento de microprojetos em torno de áreas protegidas que visa garantir a adesão da população esta a ser muito limitado, com propostas que não estão necessariamente enquadradas em planos de gestão previamente endossados.

Nessas circunstâncias, três (3) cenários são propostos: (i) encerrar o projeto, (ii) redesenhar o projeto com a Direção Geral de Turismo e Transporte, encarregada dos principais resultados / componentes, juntamente com a Direção Nacional de Meio Ambiente, (iii) revisar o mecanismo de governança e garantir a co-gestão de ambas as instituições no nível do Comitê Diretor do Projeto.

Para prosseguir com o projeto (evitando o primeiro cenário), são necessárias quatro condições para relançar razoavelmente a dinâmica do projeto: (i) conceder uma extensão de 12 meses mais até 6 meses para cobrir a transição de uma intervenção paralisada para um projeto de volta aos trilhos, (ii) garantir dentro desse prazo uma equipe

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[8] Escala de classificações em Annexe 4

completa do projeto usando uma modalidade de recrutamento diferente; (iii) melhorar a articulação entre o Ministério da Agricultura e Meio Ambiente e o Ministério do Turismo e Transporte, integrando a Direção Geral de Turismo e Transporte como um efetivo parceiro do projeto. (iv) acrescentar um *output* ao projeto em termos do *lobbying* aos principais tomadores de decisão para aumentar a conscientização sobre a agregação de valor do projeto e a necessidade de aprovar rapidamente peças-chave da legislação.

Ações corretivas para o desenho, implementação, monitoramento e avaliação do projeto:

O projeto precisa ser relançado com:

(i) o recrutamento de funcionários externos da UGP e da UGAP por meio de uma modalidade acelerada, com o objetivo de ser 100% dedicado ao projeto e dentro de um mecanismo coerente de escala salarial,

(ii) a redefinição da cadeia de comando das Unidades de Gerenciamento de Áreas Protegidas (UGAPs) para garantir que estejam respondendo tecnicamente à Unidade de Gerenciamento de Projetos do BIOTUR e administrativamente ao Delegado ou Coordenador da ilha,

(iii) redefinir e / ou reconfirmar os papéis do pessoal da UGAP e de outras partes interessadas diretamente com o BIOTUR sob a modalidade de execução nacional,

(iv) equilibrar melhor a experiência da equipe da UGP entre o turismo e a biodiversidade para evitar i viés que se verifica para a biodiversidade / meio ambiente da Unidade de Gerenciamento de Projetos (UGP),

(v) aumentar a subcontratação e evitar a implementação autônoma e individual da UGP para reduzir a carga de trabalho na UGP e UGAPs, acelerando a implementação,

(vi) melhorar a implementação do projeto por meio de comitês mais ágeis, eliminando membros que não tenham papel ativo e recrutar novos membros, se for relevante;

(vii) melhorar a comunicação entre as partes interessadas, com menor rigidez nos procedimentos e mais flexibilidade para resolver problemas, evitando formalidades desnecessárias.

Ações para acompanhar ou reforçar os benefícios iniciais do projeto:

Estes incluem principalmente:

(i) lobbying institucional para aumentar a conscientização sobre o valor agregado da incorporação da biodiversidade no setor do turismo,

(ii) aumentar a contribuição do Ministério do Turismo e Transporte no projeto, dividindo os resultados do projeto e os orçamentos correspondentes de acordo com as principais partes responsáveis (Ministério da Agricultura e Meio Ambiente e Ministério do Turismo e Transporte) ou aumentando a participação da Ministério do Turismo e Transporte, co-presidindo os Comitês Diretores do Projeto e elevar o perfil dos especialistas em turismo para a Unidade de Gerenciamento do Projeto,

(iii) aumento da participação dos fundos existentes e de outras partes interessadas no projeto: o projeto poderia aproveitar as oportunidades de financiamento existentes ou sinergias para aprimorar e acelerar a implementação.

As propostas para direções futuras que sublinham os principais objetivos incluem lobby institucional para alterar o foco do SDTIBM e levar em conta os princípios do turismo sustentável.

List of Abbreviations

AECID	*Agencia Española de Cooperación Internacional* / Spanish Agency for International Cooperation
ANMCV	*Associação Nacional dos Municípios de Cabo Verde* – Cabo Verde's National Association of Municipalities
AWP	Annual Work Plan
BD	Biodiversity
CAAP	*Conselho Assessor de Areas Protegidas* – Protected Area Advisory Council
CDR	Combined Delivery Report
CBA	Cost-Benefit Analysis
CO	Country Office (of UNDP)
CVI	Cabo Verde Investment
DAC	Development Assistance Committee
DGPOG	*Direção Geral Planeamento, Orçamento e Gestão* - Directorate-General for Planning, Budget and Management
DGTT	*Direção Geral do Turismo e Transporte* – Directorate-General for Tourism and Transports
DNA	*Direção Nacional do Ambiente* - National Directorate of the Environment
DGRM	*Direção Geral dos Recursos* Marinhos - Directorate-General for Marine Resources
EA	Executing Agency
EIA	Environmental Impact Assessment
EIC	Environmental Information Centre
FA	Financing Agreement
FAO	Food and Agriculture Organisation
GDP	Gross Domestic Product
GEF	Global Environment Facility
GSTC	Global Sustainable Tourism Council
HR	Human Resources
IA	Implementing Agency
ID	Identification
IEC	Information Education Communication
IEO	Independent Evaluation Office
IGA	Income Generating Activities
IGQPI	*Instituto de Gestão da Qualidade e da Propriedade Intelectual* – Institute for Quality Management and Intellectual property
IMAR	*Instituto do Mar* – Institute for the Sea
INGT	*Instituto Nacional de Gestão de Território* – National Institute for Land Management
INIDA	*Instituto Nacional de Investigação e Desenvolvimento Agrário* - National Institute for Agricultural Research and Development
IUCN	International Union for Conservation of Nature
LDC	Least Developed Country
MAA	*Ministério da Agricultura e Ambiente* - Ministry of Agriculture and Environment
MAHOT	Ministério *do Ambiente, Habitação e Ordenamento do Território* – Ministry of Environment, Housing and Land Use Planning
M&E	Monitoring and Evaluation
MEC	*Ministério da Economia Maritima* - Ministry of Marine Economy
MEM	*Ministério da Economia Marítima* - Ministry of Maritime Economy
METT	Management Effectiveness Tracking Tool

MIC	Middle Income Country
MIEM	*Ministério das Infra-estruturas e Economia Marítima* – Ministry of Infrastructures and Marine Economy
MIHOT	*Ministerio das Infraestruturas e Ordenamento Território* – Ministry of Infrastructures and Land Planning
MPA	Marine Protected Area
MTIDE	*Ministério do Turismo, Industria e Desenvolvimento Empresarial* - Ministry of Tourism, Industry and Business Development
MTR	Mid-Term Review
MTRT	Mid Term Review Team
MTT	*Ministério do Transporte e Turismo* – Ministry of Transport and Tourism
NGO	Non-Government Organization
NIM	National Implementation Modality
PA	Protected Area
PAC	Project Appraisal Committee
PIF	Project Identification Form (of the GEF)
PIMS	Project Information Management System (of UNDP)
PIR	Project Implementation Review
PMU	Project Management Unit
PRODOC	Project Document
PSC	Project Steering Committee
SDTIBM	*Sociedade de Desenvolvimento Turístico Integrado das Ilhas de Boa Vista e Maio* - Integrated Tourism Development Society on Islands Boa Vista and Maio
SEA	Strategic Environmental Assessment
SIDS	Small Island Developing State
SGP	Small Grants Programme (of UNDP – GEF-funded)
SNAP	*Sistema Nacional de Àreas Protegidas* – Protected Areas National System
SMART	Specific, Measurable, Accessible, Relevant, Time-bound
SWOT	Strengths, Weaknesses, Opportunities and Threats
TC	Technical Committee
TE	Terminal Evaluation
ToR	Terms of Reference
UGAP	*Unidade de Gestão de Àreas Protegidas* - Protected Area Management Unit
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNICV	*Universidade de Cabo Verde* – Cabo Verde University
UNWTO	United Nations World Tourism Organization
US	United States
ZDTI	*Zona de Desenvolvimento Turistico Integrado* - Integral Touristic Development Areas
ZRPT	Zona *de Reserva e Proteção* Turística - Tourism Reserve and Protected Areas Zone

1. Introduction

This report presents the findings of the Mid-Term Review (MTR) of the full-sized project entitled "Mainstreaming biodiversity conservation into the tourism sector in synergy with a further strengthened protected areas system in Cabo Verde". The mid-term review was carried out by a team of independent consultants, on behalf of the United Nations Development Programme (UNDP).

1.1   Purpose of the evaluation

Pursuing the UNDP and Global Environment Facility (GEF) monitoring and evaluation (M&E) policies and procedures, all UNDP-implemented and GEF-funded projects are required to undergo a mid-term review. Towards this end, UNDP has commissioned this evaluation by contracting two independent evaluators. It was carried out in accordance with the UNDP-GEF Monitoring and Evaluation Policy and facilitated by the UNDP Country Office in Praia.

The purpose of this mid-term evaluation is to assess the progress made in achieving the project results and objectives defined in the project document and to evaluate the success or failure indices of the project in order to identify the necessary changes and / or reorientations in order to improve its implementation to achieve the expected results.

According to the terms of reference (ToR), the team of consultants has to analyse the following four thematics in order to assess the progress of the project.

(i) Project Strategy: project design and relevance to biodiversity and mainstreaming into the tourism sector, review of log frame and results framework including analysis of (SMART[9]) indicators and taking into account gender and externalities

(ii) Degree of progress of the project: review of the tracking tools and analysis of achievement of results and effects, and progress towards the objectives (colour code to complete the results matrix and scoring scale of project progress)

(iii) Project implementation and adaptive management: analysis of project management and implementation including work plans, financial planning and co-financing, monitoring and evaluation system, stakeholder involvement, reporting system and communication

(iv) Mid-term sustainability (analysis of risks that could affect the maintenance of project results and effects over the project's expected life span): analysis of financial, socio-economic, governance and institutional risks, environmental risks.

1.2   Scope and methodology

1.2.1   Scope

The mid-term evaluation focused on the implementation of project activities and analysis of the project's performance taking into account results, objectives and effects achieved and using the evaluation criteria of relevance,

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[9] Specific, Measurable, Accessible, Relevant, Time-bound

effectiveness, efficiency and potential sustainability/impact.

The project was reviewed according to the following evaluation criteria:

Relevance assesses how the project relates to the development priorities at the local, regional and national levels for climate change and coherent with the main objectives of GEF focal areas. It also assesses whether the project addressed the needs of targeted beneficiaries at the local, regional and national levels.

Effectiveness measures the extent to which the project achieved the expected outcomes and objectives, how risks and risk mitigation were being managed, and what lessons can be drawn for other similar projects in the future.

Efficiency is the measure of how economically resources (funds, expertise, time, etc.) are converted to results. It also examines how efficient were partnership arrangements (linkages between institutions/ organizations) for the project.

Impact and potential sustainability examine the positive and negative, primary and secondary long-term effects produced by the development intervention, directly or indirectly, intended or unintended. It looks whether the project is on the way to achieving the intended changes or improvements (technical, economic, social, cultural, political, and ecological). In GEF terms, impact/results include direct project outputs, short to medium-term outcomes, and longer-term impact including global environmental benefits, replication effects and other local effects including on communities.

Using the above-explained evaluation criteria, the mid-term review covered all activities supported by UNDP, the project team and Government agencies as well as activities that other collaborating partners including beneficiaries, participated in.

In relation to timing, the evaluation covered all activities of the project from project signature in September 2016 to October 2019.

The evaluation has been conducted in a way that provides evidence-based information that is credible, reliable and useful.

1.2.2   Methodology

The Evaluators adopted a participatory and consultative approach ensuring close engagement with government counterparts, UNDP Office, the project team, and key stakeholders based at national, municipal and community levels (community representatives/beneficiaries).

Several basic principles used to conduct the evaluation include:

- **Effective participation** of all stakeholders (government, agencies, donors, final beneficiaries)
- **Crosschecking** of gathered information
- Emphasis on **consensus and agreement** on the recommendations by the stakeholders.
- **Transparency** of debriefing

Overall, the evaluation tools used during the evaluation were the following: a review of key documents and literature, consultation and interview of stakeholders, and field missions to project sites. The data collection tools included semi-structured questionnaires for key informants (checklists) and interview guides for focus group discussions with beneficiaries. The tools were developed by the evaluators focusing on the evaluation criteria and major outcomes planned. The interview guides and semi-structured questionnaires are presented in Annexe 3.

The adopted methodology is detailed in Annexe 2.

As per GEF IEO[10] (2017) and UNDP (2012) guidelines requirements for evaluations, specific Evaluation Rating Criteria were used in combination with the 5 DAC[11] evaluation criteria: these are: outcomes, quality of monitoring and evaluation (M&E), quality of implementation and execution, and sustainability (environmental, social, financial and institutional).

Project performance was evaluated and rated using the criteria of relevance, effectiveness, efficiency and impact using the standard rating scales (see Annexe 4 for a summary). The primary reference points for assessing the performance were the indicators and targets set in the Strategic Results Framework, with consideration given to contextual factors.

Ratings: In accordance with GEF guidelines for project evaluations, achievement ratings, as well as sustainability ratings, were assigned by the MTRT. The MTRT rated various aspects of the project according to the GEF project review criteria using the obligatory GEF ratings of: Highly Satisfactory (HS), Satisfactory (S), Moderately Satisfactory (MS), Moderately Unsatisfactory (MU), Unsatisfactory (U), and Highly Unsatisfactory (HU).

A full description of these ratings and other GEF rating scales is provided in Annexe 4. The MTR team also rated various dimensions of sustainability of project outcomes using the GEF obligatory rating scale of Likely (L), Moderately Likely (ML), Moderately Unlikely (MU), and, Unlikely (U).

1.2.3   Limitations

Most visits to the islands were very brief as the project sites are scattered on four (4) islands. However, this did not stop the evaluation team to get a fairly representative picture of the project situation.

As for mid-term evaluations, the allocated time to gather on-site data did not enable the collection of any statistical data. All information was based on data crosschecking from different sources of information (documents, interviews and in-situ assessments).

1.2.4   Ethics

The evaluation was conducted in accordance with the UNEG[12] Ethical Guidelines for Evaluators (Evaluation Consultant Code of Conduct Agreement attached in Annexe 13).

The rights and dignity of all stakeholders were respected, including interviewees, project participants (project, UNDP, Government staff), beneficiaries (beneficiary institutions and communities) and other evaluation stakeholders including co-financing partners. The evaluators explained and preserved the confidentiality and anonymity of the participants so that those who participated in the evaluation were free from external pressure and that their involvement in no way disadvantaged them.

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[10] Independent Evaluation Office
[11] Development Assistance Committee
[12] United Nations Evaluation Group

The report of the evaluation does not indicate a specific source of citations or qualitative data in order to preserve this confidentiality.

The confidentiality of stakeholders was ensured, and consultation processes were appropriately contextualised and culturally-sensitive, with attention given to issues such as gender empowerment and fair representation for vulnerable groups, wherever possible. To provide stakeholders with uninhibited opportunities for providing feedback, project staff and UNDP representatives were not present during the interviews.

Whilst every effort was made to reflect the inputs of stakeholders fairly and accurately in the report, the evaluation ratings, conclusions and key recommendations are those of the sole evaluator, not binding on any individual or institutional stakeholder.

1.3   Structure of the evaluation report

The mid-term evaluation report is structured according to the guidelines provided in the "Guidance for Conducting Midterm Reviews of UNDP-Supported GEF- Financed Projects" (July 2014).

This report is presented in five sections. It initially presents an *executive summary* of the mid-term evaluation, giving a brief background of the project and its design, a summary of its findings related to the activities, management, and important aspects such as partnership and sustainability, conclusions and recommendations for future action.

It is followed by an *introduction*, which describes the context and background of the evaluation and gives a brief description of the purpose, scope and focus of the evaluation, the methodology used, and the structure of the report. The next section presents information on the project, including project description, development context, and strategy.

The *findings* section is dedicated to the results achieved towards the outcomes of the project, which is the core of the report, presented under three subheadings related to programme design, implementation, and the evaluation criteria. The final section considers the *conclusions* of the evaluation and *recommendations* for future action.

2. Project description and development context

2.1 Environment and development context

With a land area of 4.033km², Cabo Verde Archipelago is located in the mid-Atlantic Ocean some 570 km off the west coast of Senegal and Mauritania. The landscape varies from dry plains to high active volcanoes with cliffs rising steeply from the ocean. The climate is generally arid but can become somewhat humid on the highest mountains. The archipelago consists of ten (10) islands and five (5) islets, namely Santo Antão, São Vicente, Santa Luzia, São Nicolau, Sal, and Boa Vista in the North and Maio, Santiago, Fogo, and Brava in the South. All but Santa Luzia are inhabited.

Despite their volcanic nature, the islands are topographically very diverse: the islands of Sal, Boa Vista, and Maio are mostly flat and featureless, lacking natural water supplies. Mountains higher than 1,000 metres are found on Santiago, Fogo, Santo Antão, and São Nicolau.

The country has a service-oriented economy focusing on trade and commerce, transport, public services (covering around 70% of GDP[13]). Agriculture's share remains low (10%) reflecting the low potential for agriculture (<10% for the land area) as with fisheries (<2% of GDP share).

While Cabo Verde remains a Small Island Developing State (SIDS), it is one of the very few counties that graduated (in 2007) from least developed country status (LDC) to a (lower) middle income country (MIC), the result of sustained and steady growth combined with high investments in human development and social cohesion. The growth of the tourism sector (20% of GDP) as a dominant sector of the economy definitely had a significant role to play in the graduation with accompanying foreign investments in this sector. with an ever-increasing share of tourism (20% of GDP). The annual number of (non-resident) tourists entering Cabo Verde has grown from around 30.000 in 1995 to 494.000 in 2014 at the time of the project design and further to 668.000 in 2016. By 2018, the number of tourists had increased to 771,375, evidencing an accelerated growing trend.

Cabo Verde is recognized as a global hotspot for marine biodiversity and supports a high diversity of emblematic and unique marine animals, including over 20 species of whale, dolphin and porpoise. Beaches on a number of islands provide globally important nesting areas for loggerhead turtles, and all five endangered sea turtle species forage in Cabo Verde coastal waters.

The growth of the tourism sector is having a serious impact of Cabo Verde's biodiversity and coastal ecology with the construction of tourist facilities along the beaches destroying critical ecosystems and very limited control of nature-based excursion mostly directed at turtle and marine mammals watching, as well as recreative diving and fishing. In addition, the expansion of coastal artisanal fishing either through scuba diving or regular fishing with limited catch control combined with poor/non-existent enforcement of existing regulations is directly having an impact on fisheries biomass reduction, translated in reduced catch volumes and fish sizes.

In that context, the Government with GEF and UNDP's support has developed several projects since the early/mid-2000 on establishing a protected area system focussing on both terrestrial and marine ecosystems. At the time of the project's design, over 18% of the land and 6% of territorial waters were under some form of protection although effective official control was effective only in a handful of protected areas and substituted by NGO[14] in others.

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[13] Growth Domestic Product
[14] Non-Governmental Organisation

2.2   Problems that the project sought to address

Cabo Verde's biodiversity is under threat from various activities linked to natural resources exploitation, the consequence of unsustainable economic growth, population growth, poverty and the growth of large-scale resort tourism.

In coastal and marine ecosystems, the threats to biodiversity include pollution (e.g. macro-plastic) and habitat loss due to infrastructure developments related to urbanization, coastal tourism and real estate development, coastal sand extraction; inappropriate tourist activities and solid waste disposal, unsustainable fishing practices and the direct exploitation of sea turtles. In terrestrial ecosystems, threats are the unsustainable agriculture practices and grazing regimes leading to habitat loss and degradation as well as climate change impacts (more extreme weather and climatic events) and invasive alien species.

Tourism, in particular, is a direct threat to the development of hotels and related other tourism infrastructure as well as the destruction and disturbance of habitats and species due to unsustainable tourism activities. More subtle are the impacts of the sector through its growth on power generation and water resources resulting in a higher dependency on fossil fuels power generation for electricity and desalination power plants.
Furthermore, limited economic benefits of tourism accruing to local communities, and their displacement to make way for tourism development, is causing anger and resentment amongst impacted communities leading to social conflicts in the sector.

Overfishing is affecting negatively Cabo Verde's biodiversity with declining fish stocks and unsustainable fishing patterns, especially from artisanal fisheries active mainly along with coastal areas and directly impacting rich coral and underwater sandy ecosystems. Turtles remain under threat with fisherman bycatch and occasional human predation of nest and more wide-spread predation by stray dogs and other natural predators.
It is, therefore, necessary to address these threats with a multi-pronged approach based on mainstreaming biodiversity into the tourism sector and strengthening the operationalisation of the protected area network.

2.3   Immediate and development objectives of the project

The project was designed adopting a multi-pronged approach based on:
-   mainstreaming biodiversity into the tourism sector through creating an enabling environment based on a more inclusive and comprehensive regulatory framework, improved strategic development planning, fiscal incentives and tourism licencing, and the development of mechanisms promoting sustainable tourism
-   strengthening the operationalisation of the protected area network with increasing coverage, co-management mechanisms of protected areas, financing the protected area system and increasing awareness of conservation and sustainable development targeting the public and private sectors, civil society and the general public.

It had two outcomes falling under two components plus an additional one on project management; the project details are in Box 1.

(i)   Component 1 / outcome 1: Mainstreamed biodiversity conservation into tourism planning and operations at national level and on priority islands.
(ii)   Component 2 / outcome 2: Expanded and strengthened coastal and marine protected area estate in priority islands
(iii)   Component 3: Project management support

Objective: To safeguard globally significant biodiversity in Cabo Verde from current and emerging threats, by enhancing the enabling and regulatory frameworks in the tourism sector and activating a critical further subset of the national protected areas system.

Outcome 1: Biodiversity conservation is mainstreamed into tourism planning and operations at national level and on priority islands.

Outputs:

1.1 Strengthened government capacity to integrate biodiversity into the tourism sector, including compliance, monitoring and enforcement.

1.2 Policy mainstreaming committees overseeing coherence between tourism development and biodiversity management.

1.3 Cross-sectoral planning integrates biodiversity conservation objectives, and Strategic Environmental Assessments (SEA[15]) conducted in priority PAs[16]/ZRPTs[17].

1.4 Economic incentives and enforcement measures are strengthened to promote the adoption of sustainable tourism practices.

1.5 Best-practice standards for sustainable tourism and voluntary certification established and operational.

1.6 A biodiversity offset mechanism established and integrated in the planning and development of tourism.

Outcome 2: The coastal and marine PA estate in priority islands is expanded and strengthened

Outputs:

2.1 Operationalization of PA management on target islands and establishment of designated priority Protected Areas.

2.2. New potential MPA[18] sites are identified and their representativeness and connectivity improved through biodiversity assessments around the marine shelf of target islands.

2.3. Co-management of MPAs demonstrated in pilot sites based on the adoption of sustainable fishing practices by local communities.

2.4. PA revenue generation mechanisms developed and piloted in conjunction with tourism sector stakeholders.

2.5. Ecosystem monitoring supports the planning and management of PAs and related sustainable tourism activities.

2.6. Information, Education and Communication (IEC) campaigns promote the importance of PAs and of sustainable tourism.

Component 3: Project management

Box 1: project objective, components, outcomes and outputs

➢ *The Project Area*

The project is carrying out activities at a national level to help mainstream biodiversity through component 1 with considerations into the country's enabling environment for sustainable tourism development. It is also targeting specific interventions within four of Cabo Verde's islands: Santiago, Sal, Boa Vista and Maio. The selection criteria included (i) proven global biodiversity significance based on the IUCN[19] Red List), (ii) threat analysis, where results suggest that tourism and/or fisheries pose a relevant threat to biodiversity, (iii) feasibility in terms of social acceptability to stakeholders, and (iv) feasibility in operational terms and in light of available financial resources, including co-financing.

Annexe 5 shows the maps of the project areas.

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[15] Strategic Environmental Assessment
[16] Protected Area
[17] Tourism Reserve and Protected Areas Zone
[18] Marine Protected Area
[19] International Union for Conservation of Nature

2.4   Project implementation arrangements

The implementation period of the project is planned for five years from September 2016 under the NIM[20] modality. UNDP (through its Energy, Environment and Climate Change Unit) acts as the implementing agency for the GEF as is the Ministry of Agriculture and Environment (MAA) through the National Directorate of the Environment for the Government. At the technical implementation level, the National Directorate for Environment (DNA) ensures the coordination of the project under MAA with a Project Management Team (PMU) under DNA and four decentralised project teams ('UGAP') on each four islands as stand-alone units or integrated into the decentralised MAA at municipality level.

The project is under the overall guidance of the DNA Director, ensuring the coordination of the project with other ministries (e.g. Ministry of Transport and Tourism - MTT) and external stakeholders in close collaboration with the Project team Coordinator.

The project has two governance structures:

- Project Steering Committee (PSC) with representatives of the Ministry of Agriculture and Environment (DNA, DGPOG[21]), Ministry of Foreign Affairs, Ministry of Infrastructures, Ministry of Infrastructures, Land Use Planning and Housing (MIOTH), Ministry of Tourism and Transports (DGTT[22]), representatives of municipalities (ANMCV), and the Project Coordinator.

The main responsibilities of the PSC are to provide policy and technical guidance and direction towards the implementation of the project, provide input/endorse/approve changes into work plans, budgets and implementation schedules, approve project implementation schedule, annual work plan (AWP) and indicative project budget, provide guidance and agree on issues to address specific project risks and/or raised by the Project Coordinator, monitor project implementation and provide direction and recommendations.

- Technical Committee comprising the DNA, the project team as required, technical staff from the Ministries of Tourism, Environment, Agriculture, Fisheries, from agricultural research, municipalities, NGOs and community representatives. The committee provides inter-institutional support and coordination among stakeholders, overseeing activities and monitoring – in particular of consultants -.

2.5   Project timing and mile-stones

Type of activity	Planned timeframe	Actual timeframe
Project signature	September 2016	March 2016
Project start-up	September 2016	September 2017
Inception workshop	December 2016	February 2016
Periodic reporting	Quarterly basis	Quarterly basis
PIR[23]	Annual	June 2017, 2018, 2019

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[20] National Implementation Modality

[21] Directorate-General for Planning, Budget and Management

[23] Project Implementation Review

Type of activity	Planned timeframe	Actual timeframe
Mid-Term Review	December 2016	October 2019
Final evaluation	June 2021	-
Project closure	September 2021	-

Tableau 1: Project timing

2.6   Main stakeholders

The project identified a number of potential stakeholders[24] in the sectors under consideration (donors, governmental institutions, local and international NGOs) including:

- Government: Ministry of Agriculture and Environment (MAA), Ministry of Tourism and Transport (MTT), Ministry of Marine Economy (MEM), Institute of Quality Management and Intellectual Property (IGQPI)
- Final beneficiaries: (i) fishermen, (ii) small scale farmers, (iii) municipalities
- Community organisations: producers' groups, self-help groups, private sector service providers
- Private sector and parastatal companies/institutions: Cabo Verde Investment (CVI) and the Agency for Integrated Tourism Development on Islands Boa Vista and Maio (SDTIBM)
- Other donors: World Bank, United Nations World Tourism Organization (UNWTO)
- Non-Governmental Organisations: University of Cabo Verde (UniCV), School of Hotel and Tourism.

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[24] The naming of most governmental stakeholders changed on the onset of the project following the 2017 elections

3. Findings

3.1   Project design / Formulation

3.1.1   Relevance of project formulation

➢ *Design:*

The project concept originates from the fact that (i) the growth of tourism over the past 15-20 years is increasingly affecting Cabo Verde's fragile biodiversity and (ii) the national PA system already supported through GEF in the past, remains insufficiently structured.

Therefore, the logic behind the project lies with the need to mainstream biodiversity into the tourism sector as a strategy to preserve more effectively its natural resource basis and to strengthen the already established PA system – with a view to further expansion and above all effective operationalisation -. For that purpose, the current legislative framework seemed at best inadequate with a lack of tools and mechanisms, legislation and policies to facilitate the integration of biodiversity with the tourism sector. Hence, the need to create an enabling environment for that purpose.

Overall, both components are well tuned into addressing the key issues for mainstreaming biodiversity into the tourism sector.

Support provided under component 1 as part of strengthening the legislative framework for sustainable tourism and for biodiversity seemed very relevant as it filled the gaps identified under the project document (PRODOC) barriers for integrating biodiversity into the tourism sector. On the other hand, so much emphasis on legislation is risky in terms of impact as effective implementation remains dependent on political will to endorse legislation proposals. The project had planned for support in legislation implementation for several outputs of component 1 but this support is effective only if legislation is passed or at worst can be used as pilot schemes if legislation is not passed during the timeframe of the project which is more likely in view of experience with previous GEF interventions.

Under component 2, the emphasis has been put on strengthening and sustaining the PA system with a focus on coastal and marine biodiversity.

A more detailed analysis also shows that project is not as straightforward with the two sectors as it seems: a holistic approach to biodiversity conservation seems to have been adopted right at design stage with the integration of support (i) to the fisheries sector under component 1 (e.g. co-management, fish certification) as it is as critical as tourism in marine biodiversity deterioration, (ii) to agriculture, sanitation, agro-processing and others through micro-projects support around PAs under component 2 as part as PA management plans implementation.

All in all, the project is actually much more complex than it seems and with given financial resources, there may be an inherent risk of spreading out thinly financial resources up to the point of achieving little impact.

Finally, the MAA through DNA is logically the executing agency of the project. However, if this is a project focussing on tourism and biodiversity, there is little if any evidence of involvement of the Ministry of Tourism into the implementation of the project or even as a beneficiary. This is most surprising as component 1 implemented by DNA could also just have been entirely executed by the General Directorate for Tourism and Transport with DNA support.

In that sense, the project is highly biased towards MAA in terms of resource allocation and this may have negative repercussions on the buy-in of project results by beneficiaries linked to the tourism sector starting with the Ministry of Tourism itself.

As a conclusion, the project is well formulated taking into account key issues for mainstreaming the conservation of biodiversity into the tourism sector. It is actually very complex to implement due to its multi-sectorality. The adopted implementation approach seems to have missed potential key factors of success such as the need for equal involvement of the Ministry of Tourism in the project implementation.

➢ *Lessons learned from other interventions:*

The project is a follow-up of two previous GEF-funded interventions on building a SNAP[25] in Cabo Verde through the support of DNA (responsible for the management of the country's protected areas). While these interventions were quite successful in establishing new protected areas, hence increasing the acreage of protected areas and tending towards compliance with the Aichi biodiversity targets, they came short to operationalizing a comprehensive management system of protected areas in Cabo Verde.

The final evaluations of both projects evidenced the need for a better policy influencing strategy, more funding for on-the-ground activities, PA expansion to cover remaining key ecosystems, operationalising the PA system and follow-up on key policy and legislative documents (e.g. PA financing mechanism).

These elements were rightfully all taken up by this project.

➢ *Co-financing:*

The PRODOC provided substantial Government co-financing (in a ratio of one to three) in addition to the co-financing of UNDP.

Part of the co-financing is due to be utilised as salary for civil servants of the PMU: under the PRODOC's management arrangements, most PMU members were due to be permanent staff from DNA. This was to ensure ownership of results and a strategy to mainstream results into DNA's routine activities. This is a logical approach as the main objectives of these interventions are to ensure institutional empowerment to sustain the project's results and effects with the Government's own financial resources. However, because of thin human resources within DNA, most of this staff would have had to be recruited through the regular civil servant contracting mechanism that takes over a year at the earliest to complete. In practice, it appears that the PMU can be operationalised through the transfer of already contracted civil servants which can result in vacant positions within the ministry. This approach does not seem to be very efficient for donor-funded interventions.

3.1.2 Analysis of the Results Framework

➢ *Log framework:*

The review of the log frame shows that the project is well structured between outcome 1 "legislative/enabling environment" to integrate biodiversity into the tourism sector and outcome 2 "PA strengthening" to ensure the establishment of an operational PA management system – to be financed through the tourism sector -.

- Project objective, outcomes and outputs:

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[25] Protected Areas National System

See Box 1 above for details.

Outputs under Outcome 1 are well-tuned with the overall project's objective with outputs clearly earmarked for the establishment and structuring of a legal framework that takes into account biodiversity in tourism operations. Outputs of outcome 2 are very reminiscent of the previous GEF-funded interventions on PA despite efforts to integrate tourism into the outputs. For both outcomes, this can be relevant in this particular project only if the tourism institutions are associated with the outputs so as to contribute and add value to the results, taking into account the sector's expectations in relation to nature conservation. Interviews showed that there is however little evidence of this happening.

- Indicators and targets:

There was a substantial revision of indicators related to biodiversity at the start of the project to reflect better the actual threats on species. This should have facilitated the work of the staff in charge of ecosystem monitoring ('*seguimento do ecosistema*') within the UGAPs. A detailed indicator/target analysis is under Table 3

The number of indicators is very limited in this project (11) which is facilitating the M&E. There is also some limited explanation of what the indicators are supposed to mean and how to measure them.

There are many indicators related to the overall objective in relation to both outcomes; it is often a sign that the outcomes are not so directly related to the project objective.

Quite a lot of target levels from indicators are no longer achievable given the extensive delays of implementation of the project. Obviously, the parameters should be relaxed (e.g. from quantitative to qualitative). Several objective indicators are also way too optimistic with several target levels more realistically achievable beyond the end of the project (e.g. population sizes & densities are unlikely to change by the end of the project and are more related to effects / longer-term impacts).

The project approach to monitoring results is relying on combining METT[26] scores (e.g. under outcome 2) and direct assessment and monitoring of biodiversity through the UGAPs; this is most effective for monitoring biodiversity given that METT scores remain empirical and can be easily biased when used for monitoring biodiversity trends.

Description	Description of Indicator	Target Level at the end of the project	Specific	Measurable	Achievable	Relevant	Time-bound
Objective: To safeguard globally significant biodiversity in Cabo Verde from current & emerging threats, by enhancing the enabling & regulatory frameworks in	(1) Number of hectares of key habitats of global importance under increased protection	In at least 8 priority PAs, covering a total of 16,610.57 ha & ZRPT (i) Establishment & operationalisation of PA management (ii) Tourism-related disturbance of critical habitats avoided, reduced or compensated (iii) Adverse impacts by artisanal fisheries reduced or reversed	Y	Y	Y	Y	Y
	(2) Population size/density of selected globally significant species	Population size/ density or increase: plants, birds, five species of Sea turtles Humpback whales, Cabo Verde coastal lobsters, endemic fish species, ecological index of species richness & abundance	Y	Y	N	Y	Y

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[26] Management Effectiveness Tracking Tool

the tourism sector & activating a critical further subset of the national protected areas system.	(3) Legal, policy & institutional frameworks in place for conservation, sustainable use, & access & benefit sharing of natural resources, biodiversity & ecosystems	Sufficient staff capacities & resources have been allocated for implementation of the legal, policy & institutional frameworks, & there is evidence of impact from the frameworks which can be recorded & verified	Y	Y	Y	Y	Y
	(4) Capacity to implement national or sub-national plans to protect & restore the health, productivity & resilience of oceans & marine ecosystems	Capacities to protect & restore the health, productivity & resilience of oceans & marine ecosystems are largely in place [target rating: 4, "Largely improved"	Y	Y	N	Y	Y
	(5) Changes in UNDP capacity assessment scorecard for the national system of Protected Areas	Baseline score + at least 10%.	Y	Y	Y	Y	Y
Outcome 1: Biodiversity conservation is mainstreamed into tourism planning & operations at national level & on priority islands.	(6) % of new tourism developments which conform to Tourism Land use plans & apply SEA & EIA[27] recommendations as part of the permitting process	100% of new tourism-related infrastructural developments & hotels are consistent with Tourism Land use plans & SEA recommendations, & apply rigorous EIAs whose conclusions are respected in the permitting process	N	Y	N	Y	Y
	(7) Number of EIA & SEA infractions identified & % of successful corrections achieved during the construction & operational phases of tourism developments	All significant environmental infractions during the construction & operational phases are identified in a timely fashion & corrections implemented through systematic auditing, monitoring, & enforcement	Y	N	Y	Y	Y
	(8) % of tourism businesses adopting & complying with national standards & sustainable tourism certification systems	Baseline sustainable tourism assessment for targeted islands delivered ; National standards on sustainable tourism created & adopted ; National standards for small hotels integrate biodiversity elements ; >30% tourism-related operational hotels & tourism service providers on targeted islands adopt a GSTC[28]-aligned certification system ; 10 ; % of tourism operators doing business in protected areas comply with national standards or are independently certified ; the frequency of activities causing negative impacts on biodiversity is reduced by at least 50% (e.g. from quad biking or boat anchoring; Destination-based certification in place in two destinations) Sustainable Cabo Verde competition operational ; Fish Certification Centres piloted in Sal, Boa Vista & Maio ; Number of new developments with associated biodiversity offsets in protected areas	Y	Y	Y	Y	Y
Outcome 2: The coastal and marine PA estate in priority islands is expanded and strengthened	(9) Management Effectiveness Tracking Tool (METT) scores in each of the 8 new PAs to be established & operationalised	Pico de Antonia NP: 64; Baia da Murdeira NR: 55; Rabo de Junco NR: 61; Ponta do Sol NR: 56; Boa Esperanca NR: 57; Morro de Areia NR: 55; Ilheu de Sal Rei NM: 48; Casas Velhas NR: 74	Y	Y	Y	Y	Y
	(10) Net revenue for PA management from the tourism sector in project intervention sites	At least $350,000 of annual net revenue is sustainably generated for PA management from the tourism sector	Y	Y	Y	Y	Y
	(11) Financial sustainability scorecard for the national system of protected areas	Comp. 1: 46,8%; Comp. 2: 40,8%; Comp. 3: 24,0%; TOTAL: 37,2%	Y	Y	Y	Y	Y

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[27] Environmental Impact Assessment

[28] Global Sustainable Tourism Council

➢ *Analysis of risks and assumptions:*

An analysis of the risks and assumptions is presented in Table 4. The risks and assumptions identified in the PRODOC are part of the results framework and were not analysed in detail (e.g. neither indication of mitigation measures nor any rating of risks); still PIRs are now assessing comprehensively the risks of the project.

Most risks are relevant but some critical assumptions that significantly affected the project delivery were clearly overlooked because they were not addressed in the project design:

- Building up of the PMU through civil servants: it was assumed that DNA would have the required staff for PMU or new staff would be contracted through the regular government procedures. DNA is so understaffed that a significant number of PMU staff had to be recruited through Government as per PRODOC. Three years after the PRODOC's signature, several PMU postings are still to be filled. This has severely constrained the implementation of the project with PMU staff cumulating functions and tasks to breaking point with work letdowns and subsequent resignations.
- It is unclear how the tourism sector would have been associated in this project – under the current PRODOC - without the involvement of the Ministry of Tourism; this issue has been recognised at PIR level for some time (PIR 2019, 2018) but solutions have been mostly cosmetic through bilateral discussions and more involvement of the tourism institutions in the implementation of activities but without any decisive involvement of the sector through decision making.
- Electoral processes can significantly disturb project implementation: the BIOTUR project was a typical example with endorsement after an electoral process; the project was halted for months with changes of senior staff and reorganisation of institutions.

Risk and assumptions	MTR comments
MAHOT[29]/DNA (currently MAA / DNA), MTIDE[30]/DGT (currently MTT/DGT) MIEM/DGP (currently MEM/DGRM[31] and DGEM) - and other relevant institutions and agencies to provide coordinated support for a strengthened biodiversity conservation agenda in Cabo Verde and an expanded national system of terrestrial and marine PAs.	Although it may have been difficult to anticipate, this risk proved to be very high: interviews showed poor coordination with other ministries and insufficient support to consultants at UGAP levels.
Effective mobilisation of co-financing and other government resources to fund the further expansion of the national PA system, including the recruitment of permanent staff, the establishment of critical PA infrastructure and facilities and to cover the operating costs of the national system of PAs.	This risk is somewhat limited for human resources now with the operationalisation of UGAPs; it may prove to be high for co-financing; at this stage of implementation, posts remain vacant within the UGAPs for several positions due to staff contracting through the regular Government procedures for civil servants.
Formal ratification and timely adoption by competent authorities of regulatory, policy and institutional instruments and frameworks developed for mainstreaming biodiversity conservation in the tourism sector national system of PAs.	This assumption is very optimistic; experience has shown that legal instruments are seldom endorsed within the time frame of a project; hence jeopardising many outputs under Outcome 1.
Design of an effective ecosystem auditing and monitoring system, and its adoption and implementation by relevant government institutions, the private sector and concerned local communities.	This is not a risk and should have been integrated into the project as an activity.

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[29] Ministry of Environment, Housing and Land Use Planning
[30] Ministry of Tourism, Industry and Business Development
[31] Directorate-General for Marine Resources

Sufficient human, technical and financial resources are mobilized to manage the national PA system.	This is a significant risk as the structure of financing PAs has yet to be endorsed.
Effective inter-ministerial coordination for the development of adequate SEA procedures and the timely implementation of SEA recommendations as part of the permitting process Mobilisation of adequate technical and financial resources to implement rigorous auditing and transparent monitoring procedures which ensure compliance with SEA and EIA recommendations.	This is a high risk as most ministries and Government adopt a silo approach; there is still little understanding even within the government on the relevance of SEAs.
The quality assurance and certification processes (for tourism and fishing) are perceived as positive drivers delivering tangible added value which benefits all concerned stakeholders. National processes lead to the formal adoption of national standards for tourism and fishing.	This assumption can be easily discarded with quite a substantial number of tourism operators already certified
Active engagement and collaboration of the private sector in the development, adoption and implementation of the biodiversity-friendly tourism certification system.	Private sector buy-in has been low, possibly because there is little involvement of the Ministry of Tourism with DNA the sole representative in tourism-related activities and results.
Adequate human, technical and financial resources are effectively mobilized by the government to operationalise and manage the new PAs.	This assumption is optimistic and may prove difficult to put in effect with a vast majority of already established PAs without any resources.
A strategic partnership involving MAHOT/DNA, MTIDE/DGT and the private sector is successfully negotiated and formalised to design and implement the proposed mechanism to generate income for PA management from the tourism sector.	This assumption is a challenge in itself and it is surprising that the issue has not been integrated within the project itself.
Relevant regulatory framework in place to collect and retain tourism user fees adopted and operational.	This is neither a risk nor an assumption but a project result.

Table 4: Risk analysis review

3.1.3   Lessons learned from other projects incorporated into project design

As mentioned previously, the project took into consideration several recommendations from the previous GEF-funded projects on PA.

Still, the multi-sectorality of this project is innovative and there is little experience feedback on this type of project in Cabo Verde although there are successful examples of multi-sectoral implementation elsewhere in Africa (e.g. Benin).

3.2   Progress towards results

The tables below provide information as per 2019 PIR. Furthermore, although the information presented in the PIR is up to date, several MTR findings are drawn from a combination of observations, perceptions, and anecdotal data. The progress ratings below are based on the existing indicators and targets as described in the Results Framework.

3.2.1 Progress towards outcome analysis

> *Progress towards Project Objective*

As can be seen in Table 5 (below), the Project is not on course to achieve its overall objective by project end (within the next 22 months). MTR achievement ratings with the "traffic colour system[32]" are used in the tables below.

Objective: To safeguard globally significant biodiversity in Cabo Verde from current and emerging threats, by enhancing the enabling and regulatory frameworks in the tourism sector and activating a critical further subset of the national protected areas system.			
Indicator	**Target end of the project**	**Progress Level & Justification for Rating**	**Achievement Rating**
(1) Number of hectares of key habitats of global importance under increased protection	In at least 8 priority PAs, covering a total of 16,610.57 ha and related Tourism Protected and Reserve Areas (ZRPT). (i) Establishment and operationalisation of PA management according to site-specific management and ecotourism plans (ii) Tourism-related disturbance of critical habitats avoided, reduced or compensated (iii) Adverse impacts by artisanal fisheries reduced or reversed.	Little progress made. Baseline assessments were necessary prior to monitoring progress. Due to incomplete PMU team at central level (DNA) and within the 4 targeted islands within UGAPs, 11 draft (out of 12) were produced by UGAPs; however, the quality of the assessments was of poor quality with incomplete and missing information; it resulted in PMU contracting INIDA[33] to review and upgrade the initial assessments. One might question why to request UGAPs to produce scientific material such as baseline assessments; is it supposed to be within their portfolio of activities? For (i) and (ii), a gap analysis consultancy was requested to review most potential MPAs, resulting in the identification of 4 new MPAs (2X in Santiago, 1 in Sal and 1 in Boa Vista). More consultancy recruitments were underway on the relationship between PAs and tourism. All this is necessary prior to any PA management. No meaningful activities were conducted to reduce so far, the negative impacts of fisheries.	RED
(2) Population size/density of selected globally significant species.	Population size/ density for target species are maintained or increase: (i) plants, e.g. *Sideroxylon marginata* VU, *Globularia amygdalifolia*; (ii) birds, e.g. *Acrocephalus brevipennis* EN; (iii) five species of Sea turtles; (iv) Humpback whales; (v) Cabo Verde coastal lobsters (*Panilurus regius, P. echinatus,*	The initially selected species (but humpback whales) were discarded at project start-up due to monitoring difficulties. New sub-indicators were selected for ease of monitoring. This is most welcome as these are better monitored. While there is yet any trend to evidence, most change would be so far not directly related to the project as there have not been any significant activities in PAs with project funding. Island monitoring plans have not initiated because the planning staff has not been recruited. The consultant carrying out the gap analysis has proposed the establishment of an ML&E platform for spatially identifying and pointing monitoring data; this is most innovative but would require	RED

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[32] The Traffic Colour System used by GEF is Green = Achieved, Yellow=On target, Red=Not on target, Grey= Cannot be assessed or not being monitored.

[33] National Institute for Agricultural Research and Development

	P. argus and Scylarides latus); (vi) endemic fish species such as *Lubbock's Chromis lubbocki*, the Cabo Verde Skate *Raja herwigi* and *Smalltooth Sawfish Pristis pectinata* CR; (vii) Ecological index of species richness and abundance.	careful planning as to who / how / when to update this database and what organisation should maintain it and who should be able to access the information. As per 2019 PIR, over 40% of baselines and 50% of sub-indicators are still missing: in that context, it is highly unlikely to evidence any definite sub-indicators trend within the next 22 months.	RED
(3) Legal, policy and institutional frameworks in place for conservation, sustainable use, and access and benefit-sharing of natural resources, biodiversity and ecosystems.	Sufficient staff capacities and resources have been allocated for implementation of the legal, policy and institutional frameworks, and there is evidence of impact from the frameworks which can be recorded and verified. [target rating: 4, "Largely" - see IRRF rating scale for indicator 2.5.1].	A consultancy has been commissioned to review and upgrade the EIA; this was most welcome as the current legal framework is very weak when it comes to public consultations and EIA conclusions enforcement that can still be bypassed at Governmental level. A draft decree complete with regulations and guidelines has been presented SEA has been introduced at national level (instead of at project sites as per initial PRODOC), resulting in a draft decree-law with regulations; the concept is all new in Cabo Verde and has been met with scepticism by most stakeholders that fear it might impact negatively tourism, evidencing clearly a lack of understanding at what are the advantages of SEA compared to none; a cost-benefit analysis was commissioned in early 2019 to provide factual information on the concept as a strategy to increase Government acceptance. The consultants are yet to initiate work. It is unlikely that SEA will be widely accepted by Government as such due to its novelty; still, as a way not to stall this process, it was decided to conduct a 'pilot' SEA on Maio's island; this has yet to be initiated. Other sources of information indicate that there has been at least some evolution in its degree of acceptance by stakeholders over the past 1.5 - 2 years with more interest in having this mechanism adopted. A consultancy was commissioned to assess the legal framework on PA sustainable finance resulting in proposals of various mechanisms of revenue generation, assessing legal loopholes (proposal for several decree-laws) and evidencing the possibility of indirect revenue mechanisms through the Tourism Fund and/or the Environment Fund. A new PA Sustainable Financing Strategy was produced and endorsed. A consultancy is still underway to assess the regulatory framework for sustainable tourism practices; since 2019, there has been a welcome closer collaboration with IGQP, possibly because of a change of management within the institution. Worth mentioning is the unofficial fee collection system occurring on Boa Vista for PA visitors. Maybe not legal, definitely disorganised, but evidencing that fee collection can be achieved at island level and revenue redistributed through small grants proposals benefitting PA-adjacent communities. A consultancy has been initiated on fisheries co-management in/around PAs; co-management was trialled on Maio's Island without much success during a previous FAO[34]-implemented project; BIOTUR is working again on this issue as is currently another FAO project on coastal fisheries. Most projects on co-management of fisheries are yet to leave any positive imprint on the fishing communities. It might be worth considering pooling resources and expertise while at the same time adopting a bottom-up approach to the issue; interviews showed that fishermen are very aware of the dramatic biomass reduction that is occurring now and that they wish for better management of fisheries, using PAs. A permanent Inter-Ministerial Technical Committee (CTIM) was due to be established under this	RED

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[34] Food and Agriculture Organisation

		project; a proposal has been prepared and submitted to MAA since 2018 with no follow-up. Interviews showed that MAA is questioning the usefulness of such a committee given that there are various already existing committees and that at this stage, there would be few differences with a regular project steering committee meeting. The concept of CTIM goes beyond the duration of the project as a strategy to bring together MAA and MTT. Should there be other rapprochement mechanisms for discussing the interactions between tourism and biodiversity/PAs, these should be prioritised instead. The project was due to support Protected Area Advisory Councils (CAAP): barely any meaningful meeting has resulted in any useful activities; CAAPs do not meet quorum and most stakeholders are yet to see the usefulness of such councils; it might be worth turning the issue upside down through discussing common issues of interest from most/all stakeholders instead of convening stakeholders on rigid agendas (a clear example is the unofficial enforcement team combining various sectors operating on the island of Maio – at real cost and through ad-hoc stakeholders' contributions, that surfaced through consensus). Overall, most of the consultancies are still underway or are yet to be initiated; it is very unlikely that any impact from these instruments can be analysed by project's end, given that most of these proposals need Government formal endorsement through parliament or Council of Ministers. Hence this objective is likely not to be achieved. The end-of-project target might be too strict at this stage of implementation.	**RED**
(4) Capacity to implement national or sub-national plans to protect & restore the health, productivity & resilience of oceans & marine ecosystems e Legal, policy and institutional frameworks in place for conservation, sustainable use, and access and benefit-sharing of natural resources, biodiversity and ecosystems.	Capacities to protect and restore the health, productivity and resilience of oceans and marine ecosystems are largely in place [target rating: 4, "Largely improved" - see IRRF rating scale for indicator 2.5.2].	Various types of training were conducted or are being conducted (e.g. training program on SEA/EIA). Proposals were made to mainstream SEA/EIA and sustainable tourism into the higher education cycle. A program for training on marine MPAs is being devised by the consultant carrying out the gap analysis for marine and coastal PAs. Overall, a number of trainings has been/is due to be conducted that will enhance DNA's capability as well as for other stakeholders (e.g. tourism sector). Still, interviews showed that there seems to be insufficient exposure to the tourism sector (including decision-makers) to the potential of nature-related tourism and how to combine mass tourism with nature conservation.	**YELLOW**
(5) Changes in UNDP capacity assessment scorecard for the national system of Protected Areas	Baseline score + at least 10%.	No updated information since 2017; as mentioned previously, the scorecard can be skewed as was the case for UNDP capacity assessment.	**GREY**

Table 5: Rating Progress toward Achievement of Project Objective

Objective RATING: Unsatisfactory (U)

> *Progress towards Project Outcomes*

Table 5 and 6 show progress for outcome 1 and 2 respectively.

Outcome 1: Biodiversity conservation is mainstreamed into tourism planning & operations at national level & on priority islands			
Indicator	**Target end of the project**	**Progress Level & Justification for Rating**	**Achievement Rating**
(6) % of new tourism developments which conform to Tourism Land use plans & apply SEA & EIA recommendations as part of the permitting process	100% of new tourism-related infrastructural developments and hotels are consistent with Tourism Land Use Plans and SEA recommendations and apply rigorous EIAs whose conclusions are respected in the permitting process.	A number of activities were achieved tending towards this result: training needs assessments on EIA and SEA, baseline assessments, proposals to accrue EIA / SEA training courses into the formal (higher) education system, law-decrees, regulations and guidelines on SEA and upgraded EIA.	YELLOW
		All this is necessary to advance on the issue of inadequate tourism development impacting on natural resources; be that as it may, the result is unlikely to be met as SEA is new in Cabo Verde and time and lobbying might be necessary to convince decision-makers on the usefulness of SEA as a tool to accompany tourism development with a view to natural resources conservation. This is why a cost-benefit analysis of SEA might be a requirement as a strategy to evidence the validity of SEA.	RED
		As for EIA, prospects are good for its approval and endorsement by Government; therefore, with extensive training efforts to upgrade relevant stakeholders on upgraded EIA, it is feasible to consider that new investments will conform to new EIA regulations	YELLOW
(7) Number of EIA & SEA infractions identified & % of successful corrections achieved during the construction & operational phases of tourism developments	All significant environmental infractions during the construction and operational phases are identified in a timely fashion and corrections implemented through systematic auditing, monitoring, and enforcement.	This is not monitored because SEA and the new EIA decree-laws and regulations have yet to be endorsed. Given that SEA will at best be endorsed by project's end – possible earlier for EIA -, and that an enforcement mechanism might take some time to be set up within DNA, one might question the relevance of this indicator at all given that such a mechanism might realistically be put in place after the end of the project.	GREY
(8) % of tourism businesses adopting & complying with national standards & sustainable tourism certification systems	(i) Baseline sustainable tourism assessment for targeted islands delivered (ii) National standards on sustainable tourism created and adopted. (iii) National standards for small hotels integrate biodiversity elements. (iv) at least 30% tourism-related operational hotels and tourism service providers on targeted islands adopt a GSTC-aligned certification	Several necessary activities have already been conducted (validity of baseline at PRODOC formulation stage, baseline assessment of sustainable tourism and adoption of standards, biodiversity integration into standards for small hotels, adoption of GSTC certification system by tourism operators amongst others). At this trend, it is likely that most of the sub-components of this result will be achieved by project's end.	YELLOW

			RED
system.		The project is supporting the Blue Flag initiative in Sal (Santa Maria beach) through the financing of compulsory reports for certification ; interviews have shown that while this will enable certification, the initiative has lost momentum from the municipality's side due to the requirements that might be necessary to keep the certification (e.g. necessary infrastructures) and there are risks that this certification might be lost at some point in the future or pointless if there is no maintenance unless the Ministry Council signs a resolution with a clear description of their tasks and puts it into action.	
	(v) 100% of tourism operators doing business in protected areas comply with national standards or are independently certified.		
	(vi) The frequency of activities causing negative impacts on biodiversity is reduced by at least 50% (e.g. from quad biking or boat anchoring; baselines and targets to be defined during Y1).	So far, few activities have targeted activities affecting negatively biodiversity: these include, amongst others, signage at the entrance of some PAs, solid residue clean-up in PAs (though micro-project funding under output 2.1); these are positive developments but do not hide the fact that more decisive actions are to be undertaken through the combination of dialogue with tourism operators on allowed activities and enforcement of rules and regulations. So far, evidence shows that the tourism sector remains insufficiently aware of its impact on biodiversity and that enforcement remains near to non-existent. Despite its clear limitations, lessons learned should be taken from the enforcement brigade on Maio's island.	
	(vii) Destination-based certification in place in two destinations.		
	(viii) Sustainable Cabo Verde competition operational.		
	(ix) Fish Certification Centres piloted in Sal, Boa Vista and Maio.	Other activities have not been initiated (e.g. biodiversity offset mechanism, "sustainable Cabo Verde" competition, fish certification centres); some activities are very unlikely to be completed by project's end as (i) the setting up of an offset mechanism will require extensive studies and Government endorsement that will run probably beyond the project's end and (ii) fish certification centres will require work with fishermen (e.g. as for co-management) and unanticipated financial resources (e.g. to upgrade infrastructures).	
	(xi) Number of new developments with associated biodiversity offsets in protected areas.		

Table 6: Rating Progress toward Achievement of Project Outcome 1

Outcome 1 RATING: Unsatisfactory (U)

Outcome 2: The coastal and marine PA estate in priority islands is expanded and strengthened			
Indicator	**Target end of the project**	**Progress Level & Justification for Rating**	**Achievement Rating**
9) Management Effectiveness Tracking Tool (METT) scores in each of the 8 new PAs to be established and operationalised.	Pico de Antonia NP: 64 Baia da Murdeira NR: 55 Rabo de Junco NR: 61 Ponta do Sol NR: 56 Boa Esperanca NR: 57 Morro de Areia NR: 55 Ilheu de Sal Rei NM: 48 Casas Velhas NR: 74	Since the effective project start (September 2017), there have been 3 minor METT score increases, 3 minor METT score decreases, and 2 maintained scores at project intervention PAs. The increases are mostly due to (i) Improved infrastructures for visitors, (ii) Capacity building activities for PAs staff on SEA/EIA and on PAs business planning and financial management and (iii) Conservation and development projects carried out with local communities. Progress can be attributed to the project for (ii) and (iii) although most micro-projects funded by BIOTUR are yet to be completed. BIOTUR presented to the municipality of Boa Vista a proposal to establish an Environmental Information Centre (EIC) through a concession mechanism in an old customs building. The location is strategic – right in the centre of town -. Interviews showed that other institutions have views on this building; hence the need for lobbying...	YELLOW
(10) Net revenue for PA	At least $350,000 of annual net	Recorded values for this indicator during project implementation period: 2016: 3,900 USD; 2017: 21,700	RED

management from the tourism sector in project intervention sites.	revenue is sustainably generated for PA management from the tourism sector	USD; 2018: 24,800 USD. There is little evidence that these amounts can be attributed to the project itself. Still, this is a growing trend. There are also several informal/illegal fee collection systems (Boa Vista, Santiago) in well-known PAs that by definition are shadowy as to how and for what purpose the revenue is used for. This is clear evidence that a revenue mechanism is feasible albeit it would need to be formalised. PMU together with consultants has made several proposals of mechanisms (technical and legal instruments) to create enabling conditions for a PA revenue system together with various proposals of law-decrees, guidelines, visitor's registration system, concession mechanism... that would require political endorsement. Still, a ten-fold increase is necessary to achieve this result within less than 2 years. Unless a ground-breaking mechanism is devised very swiftly (e.g. through an indirect tax [Tourism / Environment Fund or Airport tax]), there is no doubt that this result will not be achieved by project's end.	RED
11) Financial sustainability scorecard for the national system of protected areas.	Comp. 1: 46,8%; Comp. 2: 40,8%; Comp. 3: 24,0%; TOTAL: 37,2% as per PRODOC Revised baseline: Comp. 1 (29/95): 31%; Comp. 2 (16/59): 27%; Comp. 3 (13/71): 18%; TOTAL (58/225): 26%	Comp. 1 (33/95): 35%; Comp. 2 (18/59): 31%; Comp. 3 (13/71): 18%; TOTAL (64/225): 28% There has been a minor improvement of the (revised) Financial Sustainability Scorecard but this cannot hide the fact that the project is still analysing the many options for a financial sustainability mechanism. As mentioned above, unless, some decisive action is undertaken, Cabo Verde will remain without any system to sustain PAs by project's end. Because most of these strategic decisions will have to be taken at Government level, it might be worth strengthening the IEC component to increase the exposure of key decision-makers to the various proposed options (see recommendations).	RED

Table 7: Rating Progress toward Achievement of Project Outcome 2

Outcome 2 RATING: Moderately Unsatisfactory (MU)

3.2.2   Obstacles to the achievement of the objective until the closure of the project

As mentioned under design, the project is very complex because of the multisectoral aspect of the intervention and requires in advance Government endorsement for many activities before achieving meaningful results that depend on new pieces of legislation, rules and regulations.

In addition, the chosen institutional setup (see 3.3) to put on most of the PMU with civil servants as a strategy to encourage ownership and empowerment combined with local externalised staff has had very deleterious effects on the implementation of the project. Part of the staff had to legislative through the Government regular procedures for civil servants and so far, they have yet to be contracted as they were not available within DNA. Poor understanding of the roles and responsibilities of both externalised and civil servants associated with high salary differences, unclear commitments of salary bonuses for civil servants and accumulated responsibilities (to cover vacant PMU staff) has resulted in an overall let-down of implementation and poor motivation, with resignations, no requests of contract renewal and accelerated retirement requests.

Therefore, the deficient implementation side of the project remains a significant issue as there are no real prospects of improvement in the near future besides some new PMU staff (but not all) that might eventually be contracted 3 years after PRODOC signature.

Finally, the project is locked in a 100% all environmentally focused working approach that impedes it from involving more the tourism sector that is viewed only as a recipient of project results. Interviews showed that tourism operators and other stakeholders (e.g. municipalities, other operators from the private sectors) are not particularly interested in the project as they might see more legislation, rules and regulations as threats or do not bring short-term benefits. The NGO sector is also very cautious in combining efforts with the intervention as they see these interventions only as project-based support that will stop with closure.

In that context, it is hard to see most of the results achieved by project's end.

Overall, the project's buy-in remains low with the project's targeted stakeholders. Still, all stakeholders agree that the project's concept is critical if Cabo Verde wants biodiversity conservation to be compatible with tourism development.

3.3   Project implementation and adaptive management

3.3.1   Management arrangements

➤ *Implementation modality*

The project of a duration of 5 years was to be implemented under the NIM modality. However, there was an informal agreement with UNDP covering all external recruiting and international procurement ("Assisted NIM"). By 2019, new rules came from GEF barring the 'Assisted NIM' option, meaning there would be no more support in implementation from UNDP; this is a major impediment in this particular project given the understaffing situation and the inherent slow bureaucratic procedures under the full NIM modality (see below).

➤ *Governance structure*

The project governance structure is aligned with UNDP's rules for Results-Based Management and is

composed of: (i) Project Steering Committee (PSC); (ii) Project Management Unit (PMU); (iii) Project Assurance; and (iv) Project Support.

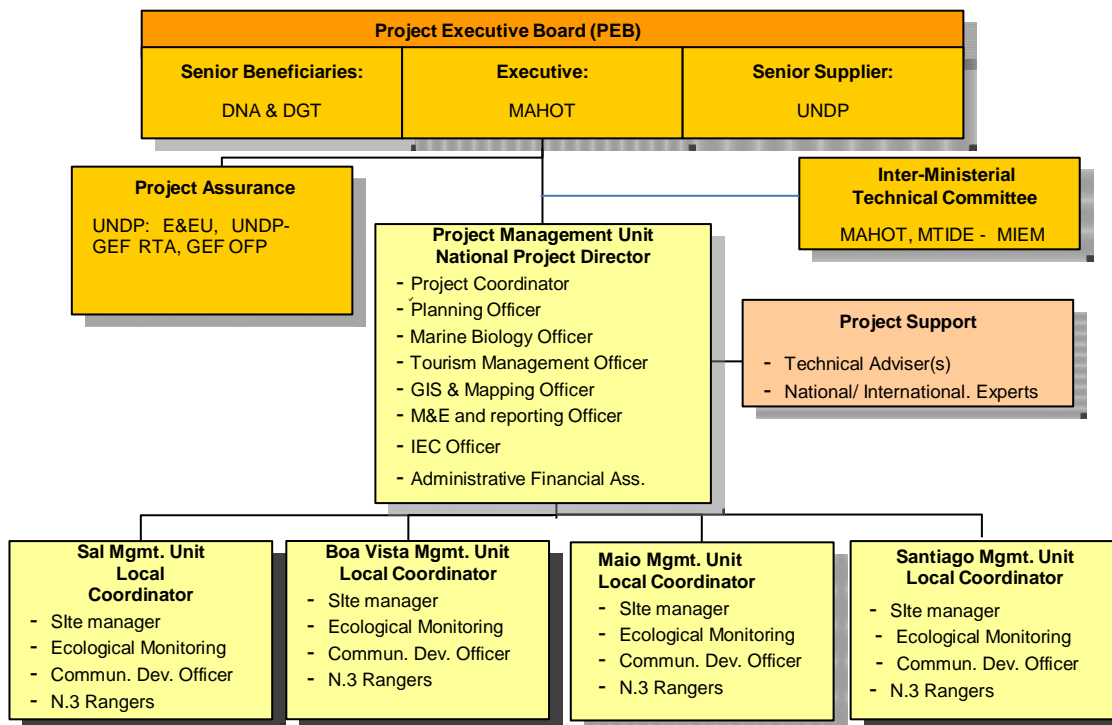The original governance structure is illustrated in Figure 3 as per PRODOC.

Figure 3: original governance structure

The current governance setup under Figure 4 is only slightly different with the transfer of DNA under MAA and tourism under MTT. The staffing situation is critical with most positions vacant (strikethrough text), especially under central PMU (see details under Table 8).
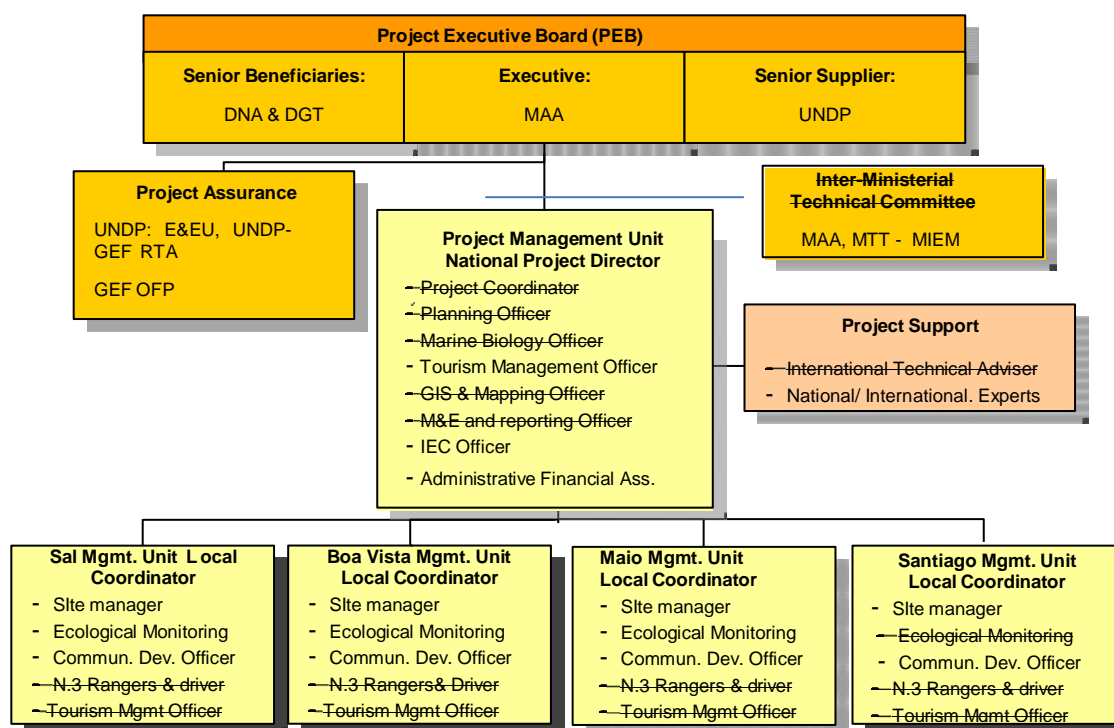
Figure 4: current governance structure with staffing situation

➢ *Project Steering Committee functioning*

The project functioning is peculiar as the analysis of PSC minutes shows that the PSC is functional as per TORs but still, decisions taken do not prompt effective action within DNA (due to lack of technician staff), at PMU level and with other stakeholders. All stakeholders are formally invited but some major partners like the Directorate General for tourism have little attendance.

➢ *Technical Committee functioning*

Under this project, the Technical Committee's objective is only to review project products (e.g. reports, technical studies and proposals of law-decrees). However, in other GEF projects, Technical Committees play a much more active role in advising PMU on activities to implement, how best to implement them, in coordinating activities with Technical Committee member institutions and facilitating integration with these institutions, resolving outstanding issues met by the PMU, etc. The role of the Technical Committee is very limited in the project and its value addition somewhat not effectively utilised.

➢ *PMU staffing and actual implementation*

The project has anticipated a fairly large team as per Table 8 below. By MTR, over 30% of the (planned) staff was still working in the project; taking into account only PMU at central level, this drops to 20%. Under those circumstances, the project naturally came to a halt with few or no new activities since around June/July 2019.

This situation is the result of a combination of conditions: (i) malaise of civil servants that work alongside locally contracted staff with substantially higher salaries (meaning senior PMU civil servants earn less than junior local contracted staff), (ii) lack of bonuses for civil servants, (iii) overall staff demotivation due to the slow bureaucratic procedures (NIM modality) for both planning (DNA approval for all activities

regarding training and workshops and clearance for administrative matters) and payment of activities (invoices) due to understaffing within DNA and MAA's DGPOG, resulting in unpaid invoices and/or extensive delays or even cancellation of activities that lead to credibility issues with on-site beneficiaries, insufficient knowledge of UNDP's procedures resulting in further delayed payments of invoices (e.g. need for invoices and not Pro-forma invoices, incomplete payment dossiers returning to payee, etc.), (iv) very formalised PMU leadership with DNA and insufficient flexibility to support actively the rest of the team and resolve outstanding issues, resulting in further implementation delays.

Interviews also showed there is an overall lack of (flexible) communication at all levels – only through formalised written/email requests - between PMU and UGAPs, within PMU itself, between PMU and DNA and all the way up to DGPOG and UNDP, resulting in misunderstandings in implementation, losing track of documents and claims, further deteriorating the working environment within the project.

This has led to staff resignations and no requests of contract extensions at central level.

PMU staff	Location	Civil servant (CS) / Contracted (C)	Actual status at MTR
Coordinator	Central	CS	Vacant (resigned in 09/2019 due to early retirement)
Tourism Management	Central (1X) Island (4X)	C CS?	Employed Vacant
Administration & Finance	Central	CS	Vacant (resigned in 07/2019)
GIS	Central	CS	Vacant (maternity leave in 2018, then resignation)
Planning	Central	CS	Vacant (not yet contracted)
Marine Biology	Central	CS	Recruited, then resignation after a month for private reasons. Vacant (not yet contracted)
Information – Education – Communication	Central	CS	Employed
Monitoring & Evaluation (M&E)	Central	C	Vacant (resigned in 09/2019)
Ecological Monitoring	Island (3X)	CS	Vacant since 01/2018 at the PNSPA, Santiago)
Community Development	Island (4X)	C	Employed (4X)
MAA Delegate or UGAP Coordinator (Sal)	Island (4X)	CS	Employed
Part-time Technical Advisor[35] (international)	Central	C	Vacant ("resigned due to inefficient/dysfunctional working conditions" in 08/2019)
PA Guards / Rangers	Island (4X) rangers (3X)	CS	Vacant (not yet contracted)
Drivers	1X central and 4X Island	CS	Vacant (not yet contracted)
Ratio: Employed/TOTAL (central) Employed /TOTAL (central & islands)			20% of staff working 30% of staff working

Table 8: Staffing situation at MTR

As per Table 8, several positions have been vacant since the start of the project: this is the result of the original organisational setup as per PRODOC with the requirement to contract civil servants in PMU and islands to ensure continuity of activities by project's closure. With DNA severely understaffed, several new posts could not be filled with already appointed civil servants and these had to be filled through the regular recruitment system for civil servants. This system is particularly slow (it takes on average over a

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[35] Cabo Verde resident international consultant

year to contract civil servants) and with a combination of low salary and high-level requirements, it has been difficult to fill the vacancies both at PMU level (planning, marine biology) and within the islands (rangers). *A posteriori*, this approach is clearly to be avoided in the future as it is impeding the implementation of the project.

Within DNA, there is a biodiversity unit in charge of PAs; it would have been the natural project counterpart but it is understaffed and unable to link up with PMU on PAs.

Furthermore, NIM modality under DNA requires the National Director's signature for most decisions, activities or formal communications undertaken by PMU; there is little room if any for autonomous PMU functioning despite the fact that MAA contractually agrees on yearly basis to AWP through the PSC. This is further slowing down project delivery.

➢ *UGAP functioning*

Under the original PRODOC, it was assumed that UGAPs would be autonomous under the umbrella of an autonomous PA agency (as per follow-up of GEF-funded project on PA consolidation). This agency never came to existence, probably for lack of funding and preference to retain the PA sector under direct Ministerial control. Therefore, where possible, UGAPs were integrated within the islands' MAA delegations (namely Santiago, Boa Vista and Maio). As such, they benefitted from MAA's logistical support. UGAP in Sal remained as such because there is no MAA delegation.

As for PMU, UGAPs are staffed at 35% (see Table 8) with resulting idle vehicles for over 2 years (e.g. quads, motorbikes) and functions covered by members of the units. The working environment except for Sal is much better in UGAPs with team cohesion but an unclear mandate combined with NIM and PMU-related issues as mentioned above is somewhat limiting UGAPs effectiveness. Interviews have shown that there was a lack of guidance by PMU (e.g. on planning, delivery and payment procedures, on micro-project formulation) that has reduced UGAP's collaborative work with both PMU and beneficiaries on the islands, as it has created a credibility issue with several beneficiaries.

Finally, the mandate of UGAPs remains unclear (or insufficiently defined) as they were requested to contribute to a wide variety of tasks under the project that might not have fallen under their responsibilities or for which they lacked expertise and conduct a wide variety of activities, some of which are not condoned by DNA (e.g. drafting of baseline studies, support to micro-project formulation or actual micro-project formulation, coordination role in ecological monitoring or active participation in ecological monitoring, PA enforcement role or not, [in-]formal PA fee collection, support to project consultants in surveys or not…).

3.3.2   Work planning

Two AWP were submitted in July 2017 and March 2018 with the third one of 2019 only available later in May 2019 with project team assuming 2018 activities follow-up, more evidence of implementation issues.

Year	PRODOC (US$) adjusted to September	AWP (US$)	Yearly expenditure (US$) (CDR[36])	% Expenditure /AWP
2016	284.365	No info	229.618	Estimate with PRODOC data: 80
2017	1.161.647	407.847	265.128	65
2018	1.204.759	1.470.398	439.334	30
2019	985.259	1.743.010	512.138*	29
2020	565.272	-	-	-
2021	364.247	-	-	-
Total	4.565.548	-	1.446.218	(*by November 2019) Exp / PRODOC: 32

Table 9: Annual work plan vs actual expenditure

Table 9 shows that the overall expenditure rate extremely low at around 32%; hence around 70% of the budget has to be spent with barely 2 years remaining in the project and many key activities not yet initiated (e.g. pending approval of Government of legislation pieces). This data, however, lacks information about the government co-financing during the year of 2019. The expenditure rate has been decreasing year after year, evidence that implementation is seriously slowing down.

3.3.3   Finance and co-finance

➢ *Finance*

	2016	**2017**	**2018**	**2019**	Total as of time of MTR
Total Allocated (GEF)	1 137 459	1 234 209	1 116 409	591 809	
Total Expended (ledger expenditure)	213 933	183 735	359 638	476 689 *	1.233.995
Outcome 1 Expended	No info	No info	No info	No info	
Outcome 2 Expended	No info	No info	No info	No info	
Project management costs Expended	-	-	-	** by September 2019*	

Table 10: Delivery over the years

➢ *Co-financing*

Source of Co-financing	Planned (US$) (Source: PRODOC)	Actually accounted at MTR (US$) (source: CDR)	% of Actually Accounted / Committed at MTR
Government	450.908	144.137	32
UNDP	450.000	67.736	15
Total	900.908	211.873	24

Table 11: Annual work plan vs actual expenditure

Co-financing data comes from UNDP's Combined Delivery Reports. It confirms the very low delivery and surprisingly, the UNDP contribution is even lower. During the MTR, there was actually a specific request from GEF to complete more comprehensively that information.

The co-financing is an important condition for sustainability, effectiveness and impacts of GEF projects and programs. The GEF expected that the ratio of investment mobilized to GEF financing of at least 5:1.

With regard to GEF funding, it is noted that the project has already exceeded 60% of the planned time,

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[36] Combined Delivery Report

however, only 32% of the budget has been executed. It means that a major planning effort must be made and the execution of the planned activities substantially accelerated.

➢ *Financial management*

One of the key constraints under this project has been the difficulties in funding project activities: procedures require a posteriori invoicing while most implementers within islands lack cashflows and send proforma invoices. This has considerably slowed down implementation in 2017 and 2018 with still a backlog of unpaid invoices and cancelled activities because of lack of funding (authorisation). This has been rectified since but the NIM procedures remains an impediment for a smooth implementation of activities. Unless more flexible procedures (including flexible stakeholders' mindsets) to expedite requests of payments are found, the project will continue to be bogged down by bureaucratic procedures and it will be unlikely to rise significantly (by 300%) the delivery rate for the remaining 2 years.

3.3.4 Project-level Monitoring and Evaluation Systems – adaptive management

➢ *M&E mechanism*

Project M&E is conducted using the following tools:

- Inception workshop and initial AWP
- Quarterly progress meetings with UNDP and the Technical Committee
- Periodic Monitoring through site visits: UNDP / PMU /DNA conducting monitoring visits several times per year to assess project progress
- Annual PIRs
- Independent mid-term and final project evaluations
- Learning and knowledge sharing

An M&E program was designed by the International Technical Advisor and an M&E specialist was contracted under PMU. His role was to track the delivery of activities. However, with a poor working environment within the project and overall lack of communication within PMU (Coordinator and team members alike) and with UGAP, the M&E Specialist was neither informed of activities nor had the opportunity to discuss delivery with the project staff. He resigned in mid-2019 and has not yet been replaced.

M&E was very much related to PMU's Coordinator reporting approach.

➢ *Adaptative management*

Adaptative management was conducted to try to correct insufficiencies and alleviate the project slump. It included the following:

- Contract INIDA in late 2018 to correct the poor-quality initial baselines assessments (biodiversity and socio-economic) made by UGAPs; currently underway
- Using since late 2018 the UNDP SGP[37] modality instead of the PMU to fast-track micro-projects under output 2.1 with still issues in disbursements due to slow approval through the NIM chain of command; this allowed direct bidding of organisations to SGP instead of going through PMU. The

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[37] Small Grant Modality

list of projects managed through SGP is under Table 12

- Contracting of three temporary consultants in late 2019 to keep the project afloat (ensure follow-up of ongoing activities) since the International Technical Assistant and Project Coordinator positions are vacant.
- Contract NGOs from 2018 AWP onwards to carry out IEC activities instead of direct PMU implementation
- Contract a consultant by mid-2018 to assess the implementation bottlenecks; most of her recommendations were endorsed at an extraordinary PSC but few if any recommendations were actually implemented
- (Still insufficient) preference to fund micro-projects with other donors or through existing interventions (e.g. NGOs, municipalities) as a strategy to avoid a lack of impact as funding remains very limited (mostly < 15.000$)

#	Island	Stakeholder/ beneficiary	Title of proposal	Approved amount
			TOTAL of proposals	223,000.00
1	Boavista	BIOS CV	Monitoring and Conservation of the Humpback Whale Population of Cabo Verde	27,000.00
2	Boavista	Fundação Tartaruga	Cleanup, Rehabilitation and Planning of Area of Ecological and Landscape Interest on Boa Vista Island	33,000.00
3	Boavista	Cabo Verde Natura 2000	Modernisation and restauration of Fundo das Figueiras Environmental Information Centre, Boa Vista Island	34,000.00
4	Maio	Associação para o Desenvolvimento Comunitário da Calheta	Protected Areas Promotion on Maio Island	31,000.00
5	Maio	Fundação Maio Biodiversidade	Maio Protected Areas: Improvement of Access to Tourism and Incentives to Sustainable Use	33,000.00
6	Santiago	Associação para o Desenvolvimento Comunitário do Planalto	Multi-Adapt Project in the Rui Vaz - São Domingos community	30,000.00
7	Santiago	Associação Comunitária "Vale de S. Jorge"	Ssutainable and Integrated Agro-ecological Production - PAIS	35,000.00

Table 12: List of micro-projects

Gender-based monitoring

The project activities are inclusive (equal opportunities) and gender participation within activities is being measured. There is little evidence that impact monitoring of different beneficiary groups based on sex or poverty level has been developed under the project.

3.3.5   Stakeholders engagement

Stakeholders' engagement is varied but the overall trend is that it is high with NGOs engaged with activities on biodiversity, weak with the tourism sector and diverse with municipalities. This is most surprising as tourism operators are the main recipients of the project results but not so surprising if the project design and actual implementation are skewed towards biodiversity.

Municipality engagement differs from island to island, highest in Maio and lowest on Sal, evidencing the development priorities (mass tourism on Sal and low impact tourism on Maio)

Under output 2.1 (micro-projects) and output 2.6 (IEC), the project through UGAPs has successfully engaged a number of NGOs and municipalities on:

(i) Biodiversity related monitoring activities and related dialogues including the following: PA signage, environment-related celebrations
(ii) Rural sanitation with community-based organisations and some limited municipality support
(iii) Income-generating activities through community-based organisations (e.g. Associação Varandinha [Boa Vista], Associação de Desenvolvimento Comunitário do Planalto Leste [Santiago])

Worth mentioning is also the protocol with GEF-SGP for the implementation of small projects in 2019. Seven (3 in BV, 2 in May and 2 in ST) were selected, with a total funding of 223,000.00 USD.

The project has been unable to attract interest on PAs through the CAAP that remains non-functional (systematic lack of quorum). This is evidence that biodiversity dialogue between Governmental and non-Governmental organisations remains difficult to establish because of different viewpoints as to what strategy is needed to develop tourism and preserve biodiversity at the same time. There is one exception on Maio Island with the informal Enforcement Brigade that covers on a nearly week-basis the island with representatives from most environment-related institutions and organisations.

Under output 1.5, there were some successful examples of engagement on tourism activities with:

(i) The Biosfera project on Blue Flag certification ('Bandeira Azul') only to be let down by the Sal municipality;
(ii) IGQPI with a recent more open collaboration on small hotels sustainable tourism certification;
(iii) Rural Homestay on Maio Island in collaboration with the municipality and the Fundação Maio Biodiversidade but with clear limitations in terms of quality standard;

There were also numerous cases of failed funding opportunities because of lack of knowledge of procedures from applicants or poor explanation to beneficiaries of such requirements (e.g. inadequate legal documents and banking information); this was most common on Sal with also cases on the island of Maio.

3.3.6 Reporting

Reporting was to be conducted on a monthly, quarterly and annual basis.

At UGAP level, planning and reporting were conducted on a monthly and quarterly basis. Monthly reporting proved too time-consuming. PMU reporting is on a quarterly and annual basis.

The quality of reporting is variable:

- The PIR is updated annually and presents a realistic picture of the project. The ratings in the PIR are low (Moderately Unsatisfactory); this is justified as project delivery is actually slowing down / or stagnant (as per the level of results with little progress reported in 2019).
- PMU Quarterly Progress reports are very short (1-2 pages) but the text is very dense and little user-friendly.
- Annual reports drafted by the Coordinator are more comprehensive but remain mostly activity-based and not results-oriented.
- There is no evidence of notes for the file being made when the project team is on field visits
- PSC meetings are supposed to be held on a quarterly basis (as per PRODOC). This is unusual as

most GEF PSC hold meetings once or twice a year at PIR drafting (in June) and for the AWP approval (around the end of the year). On the advice of consultants, PSC meetings were limited right from the start to twice a year as so many meetings may have pushed the PSC into project micro-management. The review of minutes shows that PSC meetings cover mostly strategic decisions and try resolving outstanding implementation issues. PSC meeting minutes are very detailed. Should there be a more stable PMU in the future, it would advisable to reduce the number of PSC meetings to keep them for both PIR and AWP approval and leave the management issues to PMU and an upgraded Technical Committee.

- The project is keeping up with completing the Tracking Tools as per Results Framework.

3.3.7 Communication and knowledge management

➢ *Communication*

Under this project, there is output 2.6 specific for communication together with an IEC Specialist within PMU.

A communication plan was devised by the specialist with a change in approach with AWP 2018.

Prior to PIR 2018, most IEC activities were implemented or piloted by PMU itself (subcontracting for videos, direct contacts with TV…). This was the most time consuming and from AWP 2018 onwards, IEC budget was allocated directly to NGOs for IEC activities (e.g. clean-up campaigns, environment day celebrations, awareness-raising campaigns…). While this approach may prove very effective, the delivery was once again bogged down with bureaucratic delays, incomplete documentation submission for payment and proforma invoices submission.

Communication activities took various forms with (i) communication material (T-shirt, folders…), (ii) a newsletter (600 followers), (iii) videos posted on the project Facebook page (11 videos due), (iv) awareness-raising events, (v) events to launch activities including with media involvement.

Despite all these activities, there is still too little population and tourist awareness as to how best preserve biodiversity. Indeed, interviews showed that project interactions with the tourism sector on biodiversity remain insufficient and should be improved for the remainder of the project.

There is little evidence that the project has captured lessons learnt and communicating these in formalised formats but through PIRs. Indeed, the project had not budgeted any formal activities on communication. Still, there are numerous examples of press releases (newspaper, internet, radio…) on the project activities, evidencing efforts made by the PMU to divulge project activities.

Neither MAA's nor MTT's Facebook pages did evidence direct information on the project.

➢ *Knowledge Management*

A comprehensive project documents repository is stored on Google Drive.

There are several knowledge-sharing and awareness-raising efforts targeting mainly the education system (schools including higher education, teachers) and some examples focussing on communities (e.g. clean-up campaigns, turtle nesting season and areas protection).

Project implementation RATING: Unsatisfactory (U)

Adaptive management RATING: Moderately Satisfactory (MS)

3.4 Sustainability

Potential sustainability refers to the likelihood that the benefits of the intervention will continue after the end of the intervention. In this section, the evaluators present the risks likely to negatively impact the viability of the project on a medium- and long-term basis.

3.4.1 Social & cultural risks to sustainability

Extensive efforts are being undertaken to enhance the project's results ownership under outcome 2 - especially at community level and schools with awareness-raising activities (outputs 2.1 and 2.6) -.

> ➢ *Final beneficiaries*

Overall, there is wide acceptance of most project results under outcome 2 but the actual empowerment remains low with distrusts from fishermen on co-management (given the history of previous inadequate interventions). With a recent steep decline in marine biomass, interviews have shown that fishermen communities welcome new MPAs as a long-term solution to maintain their livelihoods as long as they are properly managed with rules and regulations enforced - effective enforcement ('fiscalização') targeting destructive fishing practices (e.g. fishing with scuba gear, not respecting ban periods, sizes and catch volumes …) -. The situation is similar with PAs on Santiago where communities acknowledge the issue of biodiversity degradation that has to be checked against inadequate agricultural and pastoral practices. The issue is again similar with PA neighbouring communities that do not benefit from touristic activities and feel excluded from the main sources of local income.

In the same vein, nearly all stakeholders engaged in the tourism sector that the evaluators met, welcome the potential project results, especially if it can structure/formalise the sector and remove informal operators.

As an example, over the past few years, the changes have been most spectacular with the issue of human predation on turtles that was significantly lowered thanks to PA establishment and the hard work of NGOs to raise awareness in all targeted islands. The approval and enforcement of the Decree-Law 1/2018 criminalizing turtle catch and consumption, reduced turtle catch from 6,4% in 2017 to barely 1,2% in 2018, evidencing the effectiveness of combining awareness-raising with enforcement.

3.4.2 Financial risks to sustainability

The financial risks of the project are quite limited for most outcome 1 and 2 results.

Under output 2.1 (support to micro-projects around PAs), the financial sustainability of several interventions (most IGAs[38]) remains unknown with project support amounting more to seed money than investment into IGAs. Interviews have shown that micro-project support covers a fraction of what is realistically required for a sustained activity or IGA. This is most worrisome for stand-alone micro-projects (e.g. soap production, tree nurseries) but less important for initiatives funded through co-financing (e.g. "homestay" co-funded with Fundação Maio Biodiversidade and the municipality) or directly benefiting PAs (PA signage), once there is a sustainable financial mechanism to fund PAs.

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[38] Income Generating Activities

Financial sustainability RATING: *Likely (L)*

3.4.3   Institutional framework and governance risks to sustainability

The adopted approach was to integrate the project into DNA through the appointment of civil servants within PMU combined with locally contracted specialists with salary scales on par with the public service. This approach has been largely counterproductive creating a whole range of issues from salary differences to demotivation and poor performance. If this issue has to be resolved either through salary levelling, externalisation of PMU or local consultant contractualisation, the issue of sustainability then comes back. This is even more acute when viewing the understaffing situation of DNA with a barely functional biodiversity/PA unit that should take over the project results by its closure.

While it is true that many outputs with the finalisation of most specialised consultancies will soon reach the stage of decree-law proposals to be reviewed and endorsed by Government, it remains to be seen that these will be broadly and swiftly accepted by Government, let alone by Parliament. This is an issue as the project had anticipated support to implement key legislation (e.g. offset mechanism, operationalisation of sustainable tourism standards, SEA/EIA support…). One solution to this issue might be to go ahead without approval and test/pilot as "blanks" the new legislative proposals.

In any case, unless fresh money is rapidly injected into DNA through the operationalisation of a PA revenue mechanism, it is unlikely that DNA will be able to follow-up on project's results that could be critical if Government endorsement of key pieces of legislation (selection of decree-laws) is not achieved by project's end (as has been the case for the prior GEF-funded project on PA consolidation).

On the positive side, the project is instrumental in enhancing government capacity to mainstream biodiversity into the tourism sector with a number of training and workshops already conducted and with more to come. This is key for follow-up once the project is terminated.

Governance sustainability RATING: *Unlikely (U)*

3.4.4   Socio-economic risks to sustainability

➤ *Institutional beneficiaries*

Overall, the balance between economic development and natural resources conservation is a hard choice for institutional stakeholders given the sizes of investments that indirectly boost local economies. That said, the biodiversity situation remains critical in Sal with a continued expansion of coastal infrastructures that are damaging beyond repair important ecosystems and already negatively impacting tourism (e.g. cut sand corridors no longer supplying tourist beaches, kitesurf schools on turtle nesting grounds in PAs not removed). The fact that the Blue Flag certification is under balance on Sal because of lesser interest from the municipality due to high standards required for qualification maintenance is another example; on the other hand, the situation is much less acute in Boa Vista and Maio on this issue evidencing to a certain extent enhanced institutional awareness (mainly of municipalities).

Under outcome 1, the sustainability is not ensured given that political will is critical to passing most pieces of legislation that would eventually structure the integration of biodiversity into the tourism sector and possibly alter or at least balance economic development through tourism with biodiversity conservation.

If history is any indication, the situation looks bleak with examples of previous GEF-funded projects requested by Government working on legislation, plans that were eventually not endorsed by the Government itself (e.g. autonomous PA agency abandoned, Maio Island 2014-2019 management plan never endorsed…).

It is therefore critical to show the decision-makers what is the added value of mainstreaming biodiversity into tourism so that it does not appear as a leap in unchartered waters for economic development. The SEA cost-benefit analysis is (only) the first step in that direction.

Socio-economic sustainability RATING: *Unlikely (U)*

3.4.5   Environmental risks to sustainability

These are not relevant for outcome 1 as the objective is to reduce these risks through legislation. Under outcome 2, only IGAs funded through the micro-project modality (output 2.1) may pose an environmental risk (e.g. soap production with cooking oil, irrigation with brackish water). However, given the small size of funded economic activities, it is unlikely to pose any threat in the foreseeable future (but should be checked if the activity successfully grows).

Environmental sustainability RATING: *Likely (L)*

Overall likelihood of project sustainability RATING: *Unlikely (U)*

4. Conclusions and recommendations

4.1 Conclusions

The project is now at a pivotal moment: (i) it is basically on a standstill with insufficient human resources to run, (ii) relaunching the project implementation will require a different implementation mechanism that will take time to set-up, (iii) the project has made significant gains in both outcomes but clearly, not enough time is remaining to achieve most results; hence the delivery will likely be low by project's end, (iv) the project is supposed to target the tourism sector but it is hardly reaching any of it decisively with most stakeholders unaware of the project potential and/or unconcerned, (v) time is lacking for passing decree-laws that are required for more project support, (vi) several complex outputs are yet to be initiated (e.g. offset mechanism, fisheries co-management around/in MPA).

The main issues are the following:

- the project institutional set-up is suboptimal with insufficient involvement of the Ministry of Tourism and Transports to ensure the minimum commitment of the tourism sector in this project, endorsement of new legal frameworks affecting tourism (e.g. sustainable tourism) or even the integration of biodiversity consideration in tourism development areas); the project's focus is heavily skewed towards biodiversity
- the management arrangements have had disastrous results with still staff yet to be contracted, staff resigning/retiring and remaining staff demotivated
- the NIM modality is having severe constraints on activity timeliness and effectiveness with even issues of project credibility linked to grant transfers and/or unpaid amounts to service providers, due to slow bureaucratic procedures
- the project dealing with key pieces of legislation to mainstream biodiversity into the tourism sector is having limited or at least insufficient lobbying activity targeting decision-makers to raise their awareness and ensure their commitment in reviewing and endorsing new legislation
- the project is funding micro-projects around PAs to ensure population adhesion into PAs; still funding is very limited with proposals coming from (new) PAs with no management plan or PAs with management plans that were never endorsed; hence (i) one might question the relevance or merit of such proposals and their degree of adhesion amongst the population and (ii) the limited funding may hardly have substantial impact unless additional resources are found by the micro-project leaders.

Three (3) scenarios are proposed:

(i) Terminate the project, redesign it taking into account its key weaknesses and start fresh on a new basis.
(ii) Redesign the project with MTT in charge of key outputs/components alongside MAA
(iii) Review the governance mechanism and ensure co-management at PSC level of MAA and MTT

Under both (ii) and (iii) the project continues being implemented with resolving on a case by case basis the issues.

4.2   Recommendations

The MTR team recommends four (4) key conditions to pursue the project to ensure at least some meaningful results:

(i)   Grant at least a 12 months no-cost extension (preferably 18 months) to cover the first 12 months after project signature without any activity; up to an additional 6 months should also be granted to ensure the transition from the current situation to a fully operational intervention

(ii)   Swiftly ensure a complete project team as per Table 8 using a different recruitment modality (e.g. 100% of PMU staff and rangers under local external contract like a service contract); contract externally remaining UGAP staff (e.g. tourism specialist); remove any staff that is not 100% dedicated on BIOTUR or amend contracts; amend the budget accordingly

(iii)   Improving articulation between MAA and MTT through integrating the Ministry of Transport and Tourism as an effective stakeholder in the project

(iv)   Add an output on "lobbying" key decision-makers to raise awareness on the value addition of mainstreaming biodiversity into the tourism sector as a strategy to ensure that decree-laws are endorsed and passed before the end of the project

If these conditions cannot be met in a reasonable time (maximum 6 months), it is recommended to close down the project, reallocate the remaining funds to GEF 7 if allowed and redesign a similar project taking into account the weaknesses of BIOTUR.

4.2.1   Corrective actions for the design, implementation, monitoring and evaluation of the project

Relaunch project implementation

a)   Recruit externalised PMU and UGAP staff through a fast-track modality (not under the regular civil servant recruitment system)

If the intent of contracting civil servants was good to ensure ownership and for mainstreaming results into DNA routine activities, the reality in Ministries is that it is necessary to contract additional staff because directorates are very much understaffed. Using the regular recruitment procedures for implementing a donor-funded project is impractical because of the time constraints of such interventions.

Furthermore, the issue of civil servants working with locally contracted staff with similar responsibilities has had deleterious effects and is one of the causes of why the project came to a standstill.

In that context, it is necessary to revert to more mainstream approaches with an externalised PMU team (external consultants both national and international) fully dedicated to the project and avoid a mix of civil servants and external staff working alongside with similar responsibilities.

b)   Redefine the chain of command for UGAP

The current setup under UGAPs is that BIOTUR project staff responds to their Delegate or Coordinator

(for Sal) that in turn has to meet expectations from both the project and from DNA. This is resulting in high workload for UGAP staff that cannot be working full time on the project.

It is recommended to review the chain of command at UGAP level and clarify the roles of PMU Coordinator and Island Delegates (or Coordinator): the PMU Coordinator is the technical supervisor feeding in tasks and activities to UGAP staff while the MAA Delegate and UGAP Coordinator (for Sal) are administrative supervisors, facilitating UGAP's staff work through required official authorisations, supply of vehicles… in short, assisting logistics and official formalities.

The relationship between UGAP and PMU should be more flexible with a solving-problem attitude.

c) Redefine/reconfirm the roles of UGAP staff and other direct stakeholders under NIM modality

So far, UGAP staff has been tasked with a wide variety of activities from scientific work (e.g. socio-economic baselines) to accompanying or leading on-the-field monitoring parties and formulating micro-projects; it is necessary to reassess what is the added value of the UGAP (PA enforcement, scientific work, lobbying, monitoring?) and reinforce their role accordingly, discarding peripherical tasks that should be subcontracted instead. This would clarify the responsibilities of UGAP staff and ensure a better specialisation in tasks for which they would be responsible (with resulting higher quality standards).

There has been confusion on the roles and responsibilities of MAA (DNA, DGPOG and UGAPs), PMU, UNDP as to what are their rules of engagement in project implementation. This has led to a wide variety of situations where one stakeholder is expecting tasks from another that is not in a position to positively respond to it. This has resulted in implementation slowdown because of delays in processing requests and implementing tasks (e.g. contracting of consultants, use of project cars and motorbikes [or not], following up payment requests…).

Finally, there has been an overall lack of understanding of UNDP procedures by both PMU and DNA/UGAPs for projects implemented under the NIM modality. It is necessary to urgently convene the relevant staff (i) to a workshop of clarification on the NIM modality with roles and responsibilities of each partner and (ii) to formal training on UNDP procedures under the NIM modality.

d) Balance better the PMU staff expertise between tourism and biodiversity

The PMU staff has been skewed towards biodiversity, possibly because it is located under DNA. It is proposed to review the PMU skills distribution between biodiversity and tourism with either a PMU Coordinator specialised in Tourism and an international Technical Assistant focussing on biodiversity or vice-versa. In addition, it is imperative to seek a high calibre Coordinator with leadership skills, a strong team spirit so as to relaunch implementation momentum and guaranty team cohesion for the remainder of the project.

In all cases, the budget for project management component has to be revised upwards.

e) Increase subcontracting and avoid PMU stand-alone implementation

The decision-makers have to decide whether PMU and the project as a whole are better placed than

specialised institutions to deliver a number of tasks and outputs. Given the complexity of the project, it looks unrealistic for PMU to take the lead on all outputs while there are other stakeholders doing similar activities or are better placed to conduct them. The MTRT recommends more subcontracting.

Despite some disadvantages in terms of procedures and the fact that dealing with Government institutions may cause implementation delays, PMU has to resort more to subcontracting for specialised activities (not to mention activities for which MTT is better qualified and experienced). These include at least the following:

- Support from INIDA and IMAR[39] on ecological monitoring

- FAO subcontracting on the fisheries co-management output as the organisation is implementing the « Coastal Fisheries Initiative » with near-identical activities on fisheries co-management (in other islands)

- Development of certification and standards (on fish quality norms and possibly products from micro-project initiatives (IGAs) by IGQPI

- Keep fast-tracking micro-projects through the SGP modality and/or give preference in integrating micro-projects into existing interventions with a focus on IGAs linked to BD[40]/sustainable tourism benefitting primarily local communities

- Complete emergency/critical « quick wins » activities that have to be completed by project's end such as PA signalling, environmental information centres, training and formalisation of guides (with issuance of official badges), awareness-raising activities (do's and don't) targeting tourists and tour operators, more divulgation of the code of conduct on "responsible excursions and tourist trips" (that has already **been** endorsed by large tour operators)

f) Improve project implementation through committees streamlining

The involvement of many members of the PSC and Technical Committee has been limited to observation with no clear focal points for the project and the dispatching of junior reporting officers with a limited mandate to interact with the committee's proceedings.

It is recommended to streamline the composition of these committees so as to integrate institutions (e.g. FAO, INIDA, IGQPI, Tourism Chamber …) that can directly contribute to the project's objective through constructive dialogue, potentially coordinating activities or bringing key expertise… The remaining members should be removed from these.

So far, the Technical Committee's role has been limited to reviewing project products (documents, reports). Its role should be beyond that with a more active role in project implementation such as problem-solving and coordination with TC[41] members that requires senior staff with decision making power. This would require amending the TC ToRs. is to clear as TC level as many implementation issues so as to avoid raising these issues at PSC level (minimise PSC micro-management).

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[39] Institute for the Sea
[40] Biodiversity
[41] Technical Committee

g) Improve communication between stakeholders

While this may not be project-specific, there were many instances of poor communication resulting in extensive delays because people adhere only to procedures and lack the flexibility to solve issues informally. Overall, a solving-problem attitude should be encouraged alongside regular bureaucratic procedures with a more flexible working approach using phone calls, skype, informal email addresses, carbon copying key staff for communication – in short, more positive proactivity between stakeholders – all along the chain of command from communities to UNDP.

One example amongst many has been the lack of communication between UGAPs that are unaware of each other issues and that would benefit from periodic meetings prior to official PMU encounters. Another example is the document backlog at DGPOG / PMU because down the line, recipients are unaware of rules and procedures that should be carefully explained.

4.2.2   Actions to follow-up or reinforce initial benefits from the project

h) Institutional lobbying to raise awareness on the added value of mainstreaming biodiversity into the tourism sector

Under IEC, the project has primarily targeted the population and final beneficiaries (communities around PAs, schools). This is most important but just as critical are the decision-makers that have to approve new legal instruments and institutional beneficiaries that have to collaborate on the project. Interviews have shown that overall, institutional buy-in remains low with a bias on infrastructures at the expense of soft skills and knowledge. Therefore, political lobbying is necessary for targeting municipalities, members of parliament, government. Adhesion and project concept understanding is necessary for the endorsement of key pieces of legislation and allow the project to move on with implementation. This is to avoid a situation where legislation documents are not being approved prior to project closure and fast-track decision-making.

This is to be achieved through the establishment of a program of international conferences bringing international NGOs and institutions specialised in biodiversity and sustainable tourism as well as a selection of Government institutions from other countries that already have functional PA finance mechanism and other mechanisms in line with the project's outputs, as a strategy to demonstrate the added value of bringing closer biodiversity and tourism. These should target primarily municipalities, members of parliament and government.

i) Lack of horizontal articulation between MAA and MTT

As one of the key conditions for project continuation has been the integration of MTT as an active stakeholder in project implementation. This is critical because PMU has somewhat failed to attract the tourism sector into the project as a beneficiary and/or participant in implementation. The current institutional set-up is not conducive enough for active participation of MTT in the project through activity proposals, decision making power on issues related to tourism. Therefore, the objective is to bring value addition of MTT (DGT) into the project to ensure that results are in line with the sector's needs and priorities.

To address this issue, two (2) scenarios are proposed:

1. Splitting the project outputs and corresponding budgets as per main responsible parties (MAA and MTT); there are successful GEF precedents[42] for this but only at formulation stage, not during MTR. There are several advantages: (a) the project responds best to both sector priorities with expertise in each sector, (b) it requires less institutional absorption capacity (critically lacking in DNA) because implementation efforts are split; hence, it is easier to implement activities. The main disadvantages are (a) the need for coordination to avoid the project slipping into a "shopping list" approach to implementation, not in line with the other sector, (b) time (and possibly an international consultancy) to process changes of outputs to accommodate both sectors, for budget redesign and possibly a financing agreement review?)

2. Increase participation of MTT through co-chairing PSC and raising the profile of tourism expertise into PMU (e.g. as Coordinator or International Technical Assistant); this option apparently could be a "quick win" with no significant changes in the PRODOC. The advantages are that MTT can still be given an opportunity to add value but only at PSC level through decision making power on par with MAA; programming can still be adapted as per MTT priorities; the main disadvantage is that MTT will be excluded from actual implementation which remains a significant limitation for ownership and empowerment of results

j) Increase participation of existing funds and other stakeholders into the project: the project could take advantage of existing funding opportunities or synergies to enhance and speed up implementation (e.g. training, workshop, micro-project funding) with SDTIBM, Fundo de Turismo, Fundo do Ambiente; this would require an enhanced dialogue with the relevant institutions.

4.2.3 Proposals for future directions underlining main objectives

k) Institutional lobbying to alter the focus of the SDTIBM and take into account sustainable tourism principles

As per mandate, the SDTIBM has so far adopted a purely commercial approach to tourism development with ROI maximisation. If BIOTUR succeeds in integrating biodiversity conservation principles into the tourism sector, it is necessary for the SDTIBM to somewhat amend its approach, taking into consideration sustainable tourism as a key instrument for touristic development. Lobbying the Government and Maio / Boa Vista municipalities for mandate adaptation should be conducted in the same way as for recommendation h). Otherwise, the SDTIBM will become at odds with the (sustainable tourism) development principles adopted by the sector.

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[42] Including in terms of results by TE

5. List of Tables

6. List of Boxes

7. List of Figures

8. List of Maps

9. Annexes

Annexe 1: Terms of Reference

UNDP-GEF Midterm Review for Project "**Mainstreaming biodiversity conservation into the tourism sector in synergy with further strengthened protected areas system in Cabo Verde (PIMS 4256)"**

Terms of Reference

Application Deadline: 12ᵗʰ August 2019, 16:30 (Cabo Verde time)

Category: Biodiversity and tourism Mainstreaming **Type of Contract:** Individual Contract **Assignment Type:** International Consultant

Languages Required: English, Spanish/Portuguese is a very strong asset

Starting Date: 26ᵗʰ August 2019

Expected Duration of Assignment: 32 work days between August and December 2019

INTRODUCTION

This is the Terms of Reference (ToR) for the UNDP-GEF Midterm Review (MTR) of the full-sized project titled "Mainstreaming biodiversity conservation into the tourism sector in synergy with a further strengthened protected areas system in Cabo Verde" (PIMS 4256) implemented through the national Directorate of Environment / Ministry of Agriculture and Environment, which is to be undertaken in 2019. The project GEF CEO Endorsement date is 23 November 2015, and PRODOC signature occurred on 19 September 2016. The project is in its third 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*

(http://web.undp.org/evaluation/documents/guidance/GEF/midterm/Guidance_Midterm%20Review%20_EN_2014.pdf)).

PROJECT BACKGROUND INFORMATION

The project was designed to safeguard globally significant biodiversity in Cabo Verde from current and emerging threats, by enhancing the enabling and regulatory frameworks in the tourism sector and activating a critical further subset of the national protected areas system.

Cabo Verde has set ambitious targets for the expansion of its tourism industry. The achievement of these targets relies on long term competitiveness, which for a significant proportion of the tourism on offer depends on good environmental quality standards and the effective conservation of the country's landscape

and biodiversity assets. This project support 'mainstreaming' biodiversity considerations into the tourism sector, while strengthening the conservation of Cabo Verde's important biodiversity by operationalizing a critical new subset of Protected Areas (PAs). These are located in four priority islands – Santiago, Sal, Boa Vista and Maio – where immediate pressure is greatest and urgent action is required that can be replicated more widely in the future.

Under Component 1 the project will develop and put into place coherent and effective enabling frameworks (i.e. legal, policy, regulatory and institutional) for enhanced multi-sectoral strategic land-use planning at the landscape level, focusing on the tourism and associated real estate/construction sectors. The project supports the development of new national standards on sustainable tourism and the uptake of international certification systems that are aligned with Global Sustainable Tourism Criteria while promoting destination-based sustainable tourism standards and their operationalization. It will also help define economic/fiscal and other incentives and penalties to advance the adherence of private sector and   local community businesses to best-practice standards and related certification systems. Under Component 2, the project will spearhead the operationalization of 8 PAs based on the development of management and ecotourism plans and associated regulations. The identification of new potential MPA sites for inclusion in the national PA system will also be supported, as well as the definition and piloting of co- management and conflict resolution mechanisms. Cost-effective PA revenue generation mechanisms will   be developed and tested in conjunction with tourism sector stakeholders. An environmental monitoring   program to track the impacts of tourism and fisheries in PAs will be installed and Information Education   and Communication (IEC) campaigns implemented to promote the role of PAs and sustainable tourism in Cabo Verde.

The Project is implemented by the national Directorate of Environment in collaboration whit the General Directorate of Tourism and Transport. The Total Project Cost is estimated as 3,664,640 USD from GEF and 10,047,191 of co-financing (including 450,000 USD from UNDP, 5,266,431 USD from Government of Cabo Verde-Grant, 4,275,760 USD from the Government of Cabo Verde-In kind, and 55,000 USD from Agencia Española de Cooperación Internacional para el Desarrollo /AECID).

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.

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 approach[1] 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.[2] Stakeholder involvement should include interviews with stakeholders who have project responsibilities, including but not limited to the central Directorates for Environment, Tourism and Maritime Economy, Municipal Association and NGOs Platform and Local Offices of the Ministries, Municipalities and local NGO; executing agencies, senior officials and task team/ component leaders, key experts and consultants in the subject area, Project Board, project stakeholders, academia, local government and CSOs, etc. Additionally, the MTR team is expected to conduct a mission in Cape Verde, namely to the islands of Santiago, S. Vicente, Boavista, Sal and Maio.

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.

DETAILED SCOPE OF THE MTR

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.

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?

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?

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

[2] 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.

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.

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)

Project Strategy	Indicator[3]	Baseline Level[4]	Level in 1st PIR (self-reported)	Midterm Target[5]	End-of-project Target	Midterm Level & Assessment[6]	Achievement Rating[7]	Justification for Rating
Objective:	Indicator (if applicable):							
Outcome 1:	Indicator 1:							
	Indicator 2:							
Outcome 2:	Indicator 3:							
	Indicator 4:							
	Etc.							
Etc.								

Indicator Assessment Key

Green= Achieved	Yellow= On target to be achieved	Red= Not on target to be achieved

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.

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.

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[3] Populate with data from the Logframe and scorecards

[4] Populate with data from the Project Document

[5] If available

[6] Colour code this column only

[7] Use the 6 point Progress Towards Results Rating Scale: HS, S, MS, MU, U, HU

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.

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?

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.[8]

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[8] Alternatively, MTR conclusions may be integrated into the body of the report.

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.

Table. MTR Ratings & Achievement Summary Table for Project "Mainstreaming biodiversity conservation into the tourism sector in synergy with a further strengthened protected areas system in Cabo Verde" (PIM 4256)

Measure	MTR Rating	Achievement Description
Project Strategy	N/A	
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)	

TIMEFRAME

The total duration of the MTR will be approximately 32 work days between August and December 2019. The tentative MTR timeframe is as follows:

TIMEFRAME	ACTIVITY
August 12nd 2019	Application closes
August 12nd to 23nd 2019	Select MTR Team
August 26rd to September 5th 2019	Prep the MTR Team (handover of Project Documents)
September 5nd to 16nd 2019 (4 work days)	Document review and preparing MTR Inception Report
September 16nd to 23nd 2019 (1 work day)	Finalization and Validation of MTR Inception Report

September 30nd 2019	MTR in-country mission inception: stakeholder meetings, interviews, field visits- latest start of MTR mission
September 30nd to October 19nd 2019 (20 work day)	MTR in-country mission completion: wrap-up meeting & presentation of initial findings.

October 21nd to October 28nd 2019 (6 work days)	Preparing draft report
October 28nd to November 18nd 2019 (1 work day)	Incorporating audit trail from feedback on draft report/Finalization of MTR report
November 18nd to 28nd 2019	Preparation & Issue of Management Response
December 10th 2019	Expected date of full MTR completion

Options for site visits should be discussed in the Inception Report.

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 (September 16nd 2019)	MTR team submits to the Commissioning Unit and project management for approval
2	**Presentation**	Initial Findings	End of MTR mission (October 28nd 2019	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 5 weeks of the MTR mission (November 18nd 2019)	Sent to the Commissioning Unit, 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 (December 2th 2019)	Sent to the Commissioning Unit

*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.

MTR ARRANGEMENTS

The principal responsibility for managing this MTR resides with the UN Joint Office Cabo Verde. The Commissioning Unit for this project's MTR is UN Joint Office Cabo Verde.

The consultant will work under the supervision of the Head of Energy, Environment and Climate Change Portfolio of UNDP-CO, the UNDP Regional Office.

The UN Joint Office Cabo Verde will contract the consultants and ensure the timely provision of per diems and travel arrangements within the country 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.

TEAM COMPOSITION

A team of two independent consultants will conduct the MTR - one international team leader (with exposure to and experience in UNDP and/or GEF projects in related fields and their evaluation) and one national expert from Cabo Verde (with 5+ years of professional experience, evaluation experience and knowledge of environment, biodiversity conservation, sustainable tourism, mainstreaming policies and related areas). 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 related activities.

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

Proven experience with a positive track record in GEF project evaluations; (10 points)

Project evaluation/review experiences within United Nations system will be considered an asset; (5 points)

Recent experience with result-based management evaluation methodologies; (5 points)

Experience applying SMART indicators and reconstructing or validating baseline scenarios; (5 points)

Competence in adaptive management, as applied to biodiversity management and sector mainstreaming; (10 points)

Experience working in Africa and/or insular countries; (6 points)

Work experience in relevant technical areas for at least 10 years; (10 points)

Demonstrated understanding of issues related to gender and biodiversity; experience in gender sensitive evaluation and analysis. (3 points)

Excellent communication skills; (3 points)

Demonstrable analytical skills; (3 points)

Working knowledge of spoken and written Portuguese or Spanish (10 points)

The members of the consultancy team must hold Master's degree in biodiversity conservations, natural resources management, sustainable development, sustainable tourism, or other closely related field. Alternatively, they can hold a Bachelor degree in biodiversity conservations, natural resources management, sustainable development, sustainable tourism, or other closely related field, combined with at least 10 years of relevant professional experience.

PAYMENT MODALITIES AND SPECIFICATIONS

10% of payment upon approval of the final MTR Inception Report 30% upon submission of the draft MTR report

60% upon finalization of the MTR report

APPLICATION PROCESS[9]

Recommended Presentation of Proposal:

Letter of Confirmation of Interest and Availability using the template[10] provided by UNDP;

CV and a **Personal History Form** (P11 form[11]);

Brief description of why the individual considers him/herself as the most suitable for the assignment; (max 1 page)

Financial Proposal that indicates the all-inclusive fixed total contract price and all other travel related costs (such as flight ticket, per diem, etc), supported by a breakdown of costs, as per template attached to the Letter of Confirmation of Interest template. If an applicant is employed by an organization/company/institution, and he/she expects his/her employer to charge a management fee in the process of releasing him/her to UNDP under Reimbursable Loan Agreement (RLA), the applicant must indicate at this point, and ensure that all such costs are duly incorporated in the financial proposal submitted to UNDP.

All application materials should be submitted to the address procurement.cv@cv.jo.un.org , by **12th August 201916.30 pm (CV Time),** indicating the following reference), "International Consultant for Midterm Review of Biodiversity & Tourism Project". Incomplete applications will be excluded from further consideration.

Any request for clarification must be sent in writing, or by standard electronic communication to humanresources.cv@cv.jo.un.org . A response in writing or by standard electronic mail will send written copies of the response, including an explanation of the query without identifying the source of inquiry, to all consultants.

Only selected proposal will be contacted

Criteria for Evaluation of Proposal: Only those applications which are responsive and compliant will be evaluated. Offers will be evaluated according to the Combined Scoring method – where the educational background and experience on similar assignments will be weighted at 70% and the price proposal will weigh as 30% of the total scoring. The applicant receiving the Highest Combined Score that has also accepted UNDP's General Terms and Conditions will be awarded the contract.

ToR ANNEX A: List of Documents to be reviewed by the MTR Team

PIF

UNDP Initiation Plan

UNDP Project Document

UNDP Environmental and Social Screening results

Project Inception Report

All Project Implementation Reports (PIR's)

Quarterly progress reports and work plans of the various implementation task teams

Audit reports

Finalized GEF focal area Tracking Tools at CEO endorsement and midterm (*fill in specific TTs for this project's focal*

area)

Oversight mission reports

All monitoring reports prepared by the project

Financial and Administration guidelines used by Project Team

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⁹ Engagement of the consultants should be done in line with guidelines for hiring consultants in the POPP: https://info.undp.org/global/popp/Pages/default.aspx

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https://intranet.undp.org/unit/bom/pso/Support%20documents%20on%20IC%20Guidelines/Template%20for%20Confirmation%20of%20Interest%20and%20Submission%20of%20Financial%20Proposal.docx

¹¹ http://www.undp.org/content/dam/undp/library/corporate/Careers/P11_Personal_history_form.doc

The following documents will also be available:

Project operational guidelines, manuals and systems

UNDP country/countries programme document(s)

Minutes of the **Mainstreaming biodiversity conservation into the tourism sector in synergy with a further strengthened protected areas system in Cabo Verde"** Steering Committee Meetings and other meetings (i.e. Project Technical Committee meetings)

16. Project site location maps

17. Technical documents and other products elaborated and produced within the project framework (e.g.

consultants' reports, baseline assessments, videos, etc.)

ToR ANNEX : Midterm Review Evaluative Matrix Template

Eluative Questions	Indicators	Sources	Methodology
Project Strategy: To what extent is the project strategy relevant to country priorities, country ownership, and the best route towards expected results?			
(include evaluative uestion(s)) q	(i.e. relationships established, level of coherence between project design and implementation approach, specific activities conducted, quality of risk mitigation strategies, etc.)	(i.e. project documents, national policies or strategies, websites, project staff, project partners, data collected throughout the MTR mission, etc.)	(i.e. document analysis, data analysis, interviews with project staff, interviews with stakeholders, etc.)

Progress Towards Results: To what extent have the expected outcomes and objectives of the project been achieved thus far?			
Project Implementation and Adaptive Management: Has the project been implemented efficiently, cost- effectively, and been able to adapt to any changing conditions thus far? To what extent are project-level monitoring and evaluation systems, reporting, and project communications supporting the project's implementation?			
Sustainability: To what extent are there financial, institutional, socio-economic, and/or environmental risks to sustaining long-term project results?			

ToR ANNEX D: UNEG Code of Conduct for Evaluators/Midterm Review Consultants[13]

Evaluators/Consultants:

Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.

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.

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.

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.

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.

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.

Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

MTR Consultant Agreement Form

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

Name of Consultant: _____

Name of Consultancy Organization (where relevant): _____

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

Signed at_____ *(Place)* on _____

(Date)

Signature: _____
_____

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[13] www.undp.org/unegcodeofconduct

ToR ANNEX E: MTR 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 co-finance, 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 action.
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.

Ratings for Sustainability: (one overall rating)		
4	Likely (L)	Negligible risks to sustainability, with key outcomes on track to be achieved by the project's closure and expected to continue into the foreseeable future
3	Moderately Likely (ML)	Moderate risks, but expectations that at least some outcomes will be sustained due to the progress towards results on outcomes at the Midterm Review
2	Moderately Unlikely (MU)	Significant risk that key outcomes will not carry on after project closure, although some outputs and activities should carry on
1	Unlikely (U)	Severe risks that project outcomes as well as key outputs will not be sustained

ToR ANNEX F: MTR Report Clearance Form

(to be completed by the Commissioning Unit and UNDP-GEF RTA and included in the final document)

Midterm Review Report Reviewed and Cleared By:

Commissioning Unit

Name: _____   Signature: _____

                                                    Date: _____

UNDP-GEF Regional Technical Advisor

Name: _____

This TOR is approved by: Signature

Name and Designation

Maria Celeste Benchimol

Head of Energy, Environment and Climate Change Portfolio Date of Signing 17/

Annexe 2: Methodological Approach

Working approach:

The evaluation team will use a consultative and participative approach allowing a real-time exchange of the information collected with the main partners of the project.

Basic principles during the evaluation:

- Effective participation of all stakeholders (government, UNDP, civil society, tourism operator & other private sector stakeholders, final beneficiaries);
- Cross-checking of collected data;
- Focus on consensus and approval of recommendations by stakeholders.
- Detailed analysis of project status / extent to which objectives are being achieved
- Transparency of the debriefing

Evaluation Methodology:

The evaluators will conduct a:

- Summary review and evaluation of the project based on a set of criteria (and indicators) and evaluation questions - relevance, efficiency, effectiveness, impact and sustainability
- Detailed analysis of the project situation that will lead to conclusions and recommendations

For an MTR, the consultants will use different types of tools to collect relevant project data in order to better understand the rate of achievement of the planned activities, their potential impact and sustainability and the level of satisfaction of the beneficiary communities.

The main modalities for the information and data collection and processing will be:

- meetings with the different stakeholders as identified in the Evaluation Terms of Reference.

- collection of secondary data through the research of other sources available at country / international level.

- collection of primary data:
  - direct interviews with the main stakeholders
  - interviews by email and or telephone
  - focus group meetings in the areas where the BIOTUR project is being implemented
  - inspection of results on the ground

- processing / organization of the data / information on the basis of the evaluation questions.

Tools	Data collection techniques	Tools and techniques used
• Interview guide	• On-site visits	• SWOT[43] analysis

[4343] Strengths, Weaknesses, Opportunities and Threats

• Observation table	• Individual interviews • Focal groups • Direct observations • Consulting documents	• Table analysis, • Maps and diagrams, • Sampling

The consultants are to develop a checklist of evaluation and thematic questions to be explored further during the field mission; the interview guides will be produced from these (see annex 3).

Annexe 3: Interview guides and questionnaires

1. Interview guide of the Project Coordination Team

Relevance:
- What are the main issues to be addressed in relation to BD / PAs and fisheries / tourism sectors?
- What needs were identified under outcome 1 & 2 (enabling envir. and PA strengthening)? Which ones were taken into account in the BIOTUR project and why?
- Are there any relevant activities at project start that are no longer relevant now? Are there any non-relevant / unchecked activities at the beginning of the project that are relevant today?
- What is still the relevance of initial project assumptions and potential risks / what was done to mitigate these risks? Was there a risk strategy / attenuation put up in place at project start-up?

Efficiency:
- What are the main issues of implementation of the project? Internal / external factors? What measures have been taken to reduce their impact?
- Timeliness of implementation of activities?
- How are funding gaps affecting the overall implementation of the project?
- Availability of financial resources for implementation / timeliness?
- Roles and responsibilities of stakeholders clearly defined in terms of planning, implementation, reporting (data collection and transmission of information), M&E? Improvements to consider?
- Are the indicators SMART (results / impact)?
- Are there any mechanisms in place to coordinate the project activities with other interventions of donors (eg. co-financing / parallel implementation)?
- What project governance and M&E system has been set up? How effective is it?
- Degree of contribution of national partners and efficiency to ensure proper implementation of the project / what were the main constraining factors?
- What impact on the implementation and achievement of project results if there are co-financing constraints?
- What kind of adaptation in implementation are being done to improve delivery? Any recommendation?

Effectiveness:
- What are the results (not) achieved? Why? Difficulties?
- Detailed review of each result/activity
- What are the main factors of success / failure for each outcome?
- What are the main constraints to the implementation of the project?
- Is the implementation strategy flexible enough to accommodate to changing conditions? Was it adjusted to maximize effectiveness?
- How effective is the BIOTUR project currently (weaknesses and strengths) in relation to the issues?
- Did you implement activities differently because of gender specificities?

Impact:
- Are there any effects (un) intentional, positive or negative of the project on BD / tourism / fisheries sectors?
- Does the project contribute to the empowerment / reinforcement of responsibilities and capacities of institutions / final beneficiaries? Through which results? For what purpose?

- Do you anticipate any multiplicative effect (for which activities / results)?
- Gender impact?
- Are activities in the process of improving BD / socioeconomic conditions of final beneficiaries / increasing Gov capacity? Why (not) or how?
- What behaviour change have you observed?

Sustainability:
- What results/achievements are most / least sustainable? How to strengthen?
- What are the most appropriate results for beneficiaries (incl. institutions); likelihood that they will be sustained after project closure / what must we do to improve sustainability?
- Is there any interest and support to implement similar interventions / some project results in the future / by whom / how?
- What is the exit strategy of the project? What mechanism is (to be put) in place for the after-project?

2. Interview guide for Institutional actors (MAHOT, MTIDE, PAMUs…)

Relevance:
- What are the responsibilities of your institution for BD / linkage with BD?
- What are the needs of your institution to mainstream BD into your sector / strengthen PAs?
- Is project planned activities in line with the needs of the institution / sector?
- Is the project design based on (i) a contextual analysis, (ii) a participatory needs assessment?
- Are selected areas most vulnerable or most strategic? Would you have chosen other areas instead, and why?

Efficiency:
- Do the activities effectively target the stakeholders / respond to sector needs?
- Are there activities that could be more effective in achieving the same results?
- What was your actual involvement (that of your institution) in the project (as director / beneficiary)?

Effectiveness:
- Are the planned activities effective enough to achieve the results?
- What support have you benefited from the project?
- What could be done to make the project more effective?
- Do you think the results to date reflect the amount of expenditure?
- Is the BIOTUR project taking into account gender? (differentiated activities, gender adaptations, equity in support…)? What would you suggest?

Impact:
- What +/- changes did the project make to date in the sector / institution?
- What stakeholders' behaviour change have you observed?
- Have you integrated (or do you plan to integrate) any project activity / result into the institution routine activities (if yes, need for additional HR, fin resources / state budget?)

Sustainability:
- Can the induced changes be maintained over time?
- Are there mechanisms in place to adapt to change and maintain the benefits of the results? Any suggestion on how to maintain project benefits (fiscal / fin mechanisms, additional activities…)?
- How does your institution will she commit to making sustainable project outcomes?

3. Interview guide for Partners / Collaborating Institutions and subcontractors (co-financing / local implementing partners) / tourism operators…

Relevance:
- What is your role in the project (area)?
- What was your contribution to date in the project (area)?
- Have you supported the design / formulation (including indirectly) of the BIOTUR project / improvement (in) directly to its implementation?

Efficiency:
- Have you received financial support / technical / other resources to carry out your activities?
- What are the limits / problems you face in implementing the planned activities?

Effectiveness
- Do implemented activities contribute to the overall objective of the project / the issues at stake in your area?
- Do you need extra support (your / other institutions) to improve the effectiveness of activities that you are (have) implementing (ed)?
- Should the BIOTUR project focus more on certain topics / areas
- What needs to be addressed so the project is more effective?
- What are the main problems of the BIOTUR project in relation to the issues at stake?

Impact:
- What changes are the result of the support you have provided in relation to the beneficiaries / biodiversity / your activity
- Is there a need for more support? What for?
- What do you do differently because of the support provided by the BIOTUR project?

Sustainability:
- What is the likelihood that beneficiaries will benefit from changes induced by the project (with little / no additional activities) (need to follow up, for another type of support to complement/consolidate results)?

4. Local project implementation structures (PAMUs and others)

Relevance:
- What needs are expressed by the beneficiaries in connection with PAs and sustainable tourism / that are not addressed by the project?
- What changes have been made in the implementation of the project according to the changing needs in the target areas?

Efficiency:
- Timeliness of implementation of activities? Adaptation of calendars?

- Aligning your activities with the project results?
- What are the barriers / constraints? How are they bypassed?
- Organization of the work of the team on the field? (Breakdown of the team, preparation / Time Management, execution)? Adequacy of the team in relation to the workload?
- Logistics? Facilities / Difficulties?
- Acquisition of goods / services versus field situation?
- Coordination mechanism / Communication with local actors / stakeholders?

Effectiveness:
- Are project activities contributing to improve BD / the strengthening of PAs / MPAs / sustainable tourism (e.g. involvement of stakeholder…)
- Is the BIOTUR project taking into account gender? (differentiated activities, gender adaptations, equity in support…)
- Opinion on new fiscal/financial mechanisms? Any suggestions

Impact:
- What change is the BIOTUR project bringing to (M)PAs) / final beneficiaries? (Increased revenues, better working conditions, free time added, gender ...)
- Positive changes and / or negative? How you have limited negative changes?

Sustainability:
- Can any changes brought by the BIOTUR project be sustained in the long term? How to improve?
- Is there any additional support needed to maintain these long-term changes?

5. Focus group of end beneficiaries (fishermen, farmers, representatives of CBOs)

Relevance:
- What are the needs you have for the protection of BD? What needs are addressed by the project activities?
- What are the advantages / disadvantages of the BIOTUR project and support for protected areas?
- What benefits do you expect the BIOTUR project activities in PAs and MPAs (explain)?

Efficiency:
- Support received
- Timeliness of implementation of activities
- What problems / needs have not been addressed / met by the BIOTUR project?

Effectiveness:
- Is the support received contributing to resolving / improving BD / fisheries situation?

Impact:
- What changes does the BIOTUR bring to the final beneficiaries? (Increased revenues, better working conditions, additional free time ...) / what is done differently because of the BIOTUR project
- Positive changes and / or negative? How to limit the negative impacts?

Sustainability:
- Can support / activities to be supported on a long-term basis?
- Is there a need for additional support? Why?
- How will you contribute to sustainability?

6. Interview guide for local authorities

Relevance:
- What are the needs identified in your area for BD / sustainable tourism? Are priorities actually addressed in the BIOTUR project?
- What are the advantages / disadvantages of the BIOTUR project and support for protected areas?
- What benefits do you expect from the BIOTUR project activities in relation to BD / sustainable tourism/ (M)PAs (explain)?

Efficiency:
- support received
- Timeliness of implementation of activities
- What problems / needs have not been addressed / met by the BIOTUR project?
- Positive/negative aspects of the project?

Effectiveness
- Mechanism of communication between your area and the execution project staff?
- Your involvement in this project?
- Opinion of project activities and improving sustainable tourism / BD / PAs / what would you recommend to the BIOTUR project?

Impact:
- What changes did the BIOTUR project bring to the final beneficiaries? (Increased revenues, better working conditions, additional free time, gender ...)
- Positive and/or negative changes? How to limit the negative impact?

Sustainability:
- Can support / activities to be supported on a long-term basis?
- Is there a need for additional support? Why?
- How will you contribute to the sustainability of the project results?

Annexe 4: GEF MTR Rating Scales

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 (MU)	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 mid-term 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 co-finance, 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 action.
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.

Ratings for Sustainability: (one overall rating)		
4	Likely (L)	Negligible risks to sustainability, with key outcomes on track to be achieved by the project's closure and expected to continue into the foreseeable future
3	Moderately Likely (ML)	Moderate risks, but expectations that at least some outcomes will be sustained due to the progress towards results on outcomes at the Midterm Review

2	Moderately Unlikely (MU)	Significant risk that key outcomes will not carry on after project closure, although some outputs and activities should carry on
1	Unlikely (U)	Severe risks that project outcomes, as well as key outputs, will not be sustained

Annexe 5: Map of Project Areas
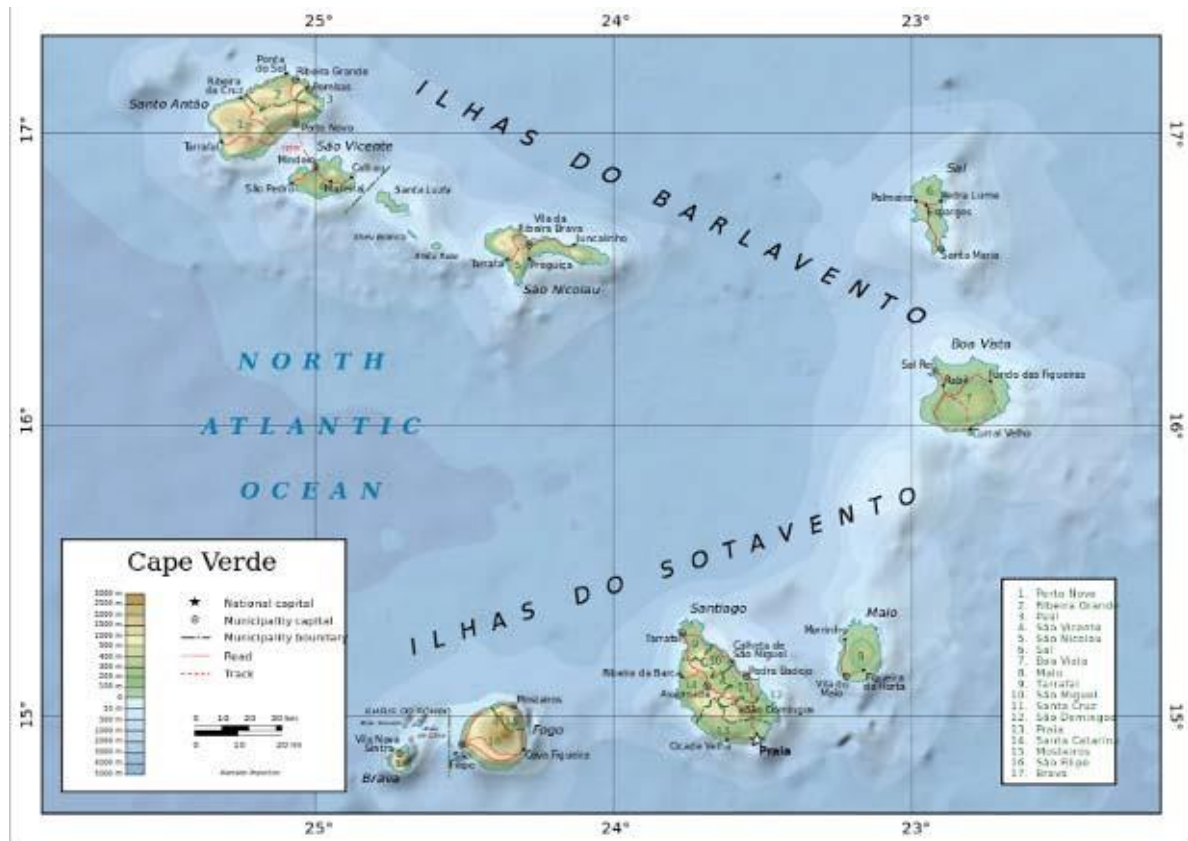
Map 1: Cabo Verde archipelago
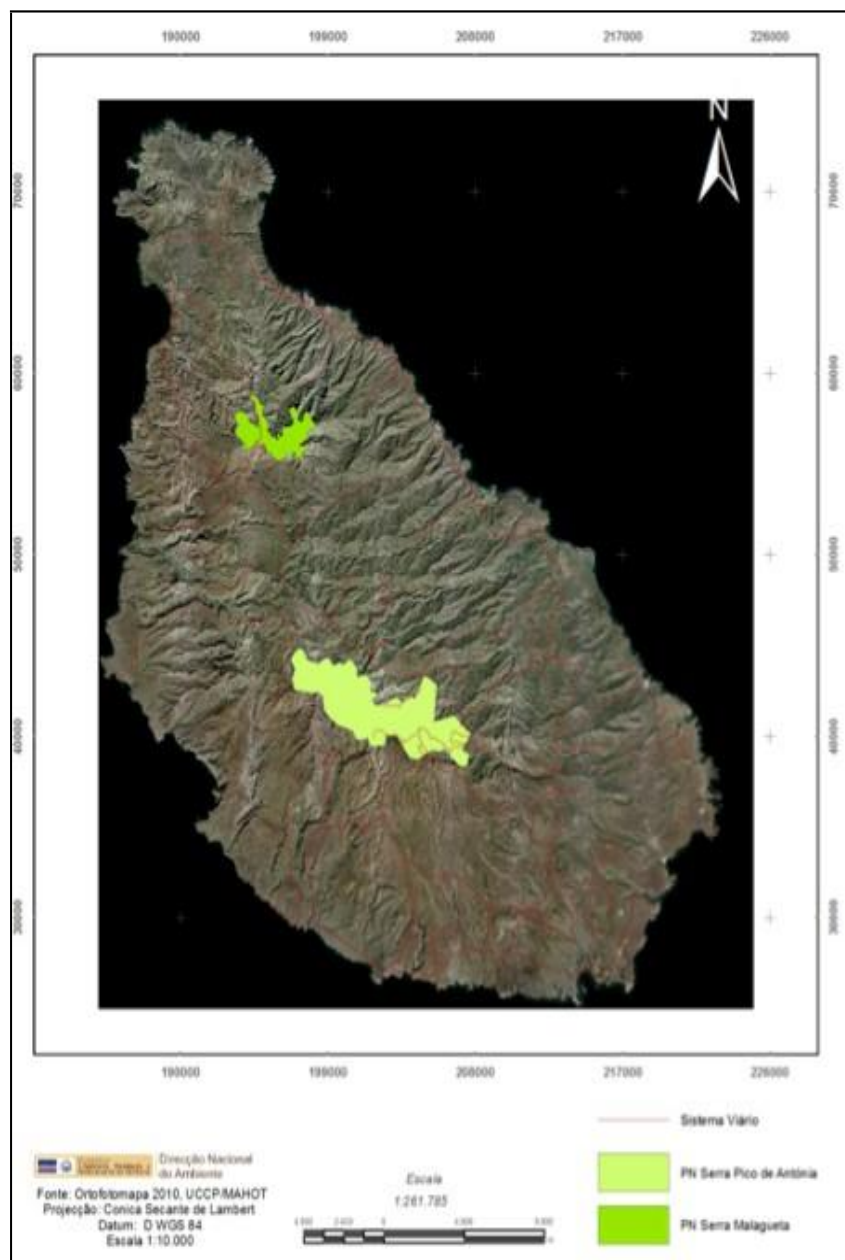
Map 2: Island of Santiago

Map 3: Island of Sal

Map 4: Island of Maio

Map 5: Island of Boa Vista

Annexe 6: Mission Itinerary and Sites Visited

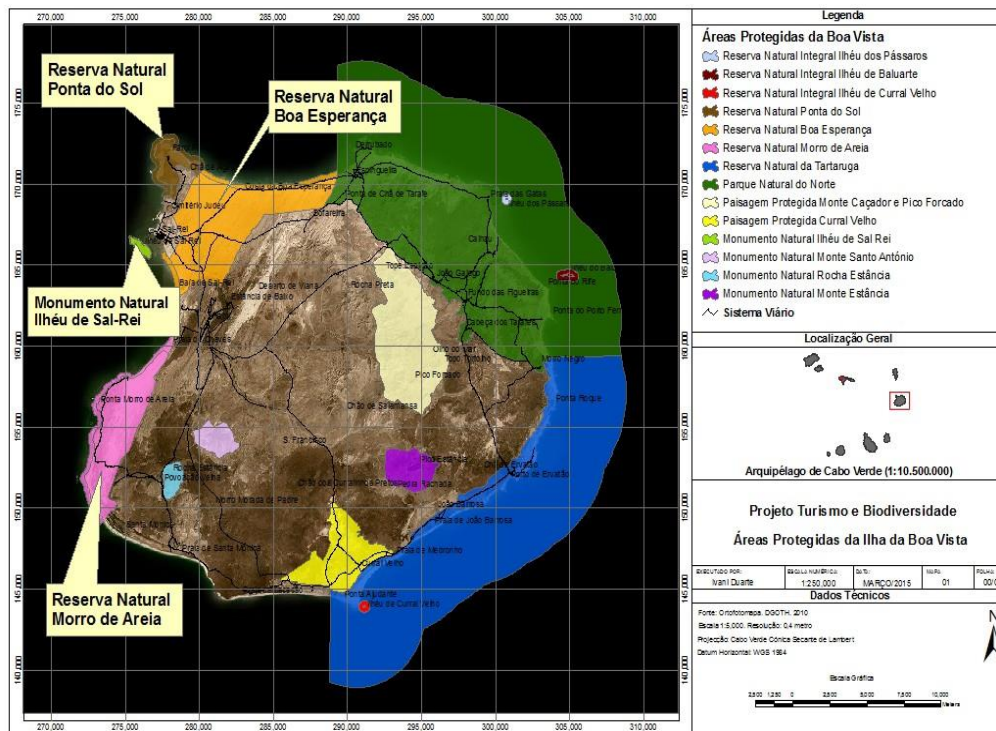| Date	Time	Location	Name/s of Person/s	Function / organisation
11/10/19	08h00	UNDP	Celeste BENCHIMOL	Head of Energy, Environment and Climate Change Unit- UNDP
	09h00	MAA	Gilberto SILVA Alexandre NEVSKY Celeste BENCHIMOL	Minister of Agriculture and Environment DNA Director – BIOTUR National Director Head of Energy, Environment and Climate Change Unit - UNDP
	10h00	UNDP	Celeste BENCHIMOL Carlos BRITO Edson FERNANDES	Head of Energy, Environment and Climate Change Unit- UNDP Program Associate (M&E)
	14h00	DNA	Alexandre NEVSKY	DNA Director – BIOTUR National Director
	16h00	DNA	Mario Almeida Mendes MOREIRA	BIOTUR IEC Specialist
14/10/2016	09h00	DNA	Jailson LOPES	BIOTUR Tourism Specialist – interim Coordinator
	11h00	DNA	Manuel Leão Silva de CARVALHO	BIOTUR ex-Coordinator
	14h00	MAA	Mario MOREIRA	Executive Manager – Environment Fund
	15h00	MAA	Elida MONTEIRO	DGPOG
	15h30	DNA	Yvonne LOPES	Fisheries Development and promotion Technician – IMAR
	17h00	Praia	Dario CESARINI	Ex-BIOTUR Technical Advisor
15/10/2019	08h30	UNDP (skype)	Edison BARBOSA	Director of Tourism Service
	10h00	Ministry of Tourism and Transport	Manuel RIBEIRO	President of the Social Sustainability Fund for Tourism MTT
	11h00	UNDP	Boubou CAMARA	Interim UNDP Resident Representative

	14h00	NGO Platform building	Dirce Piloto VARELA	NGO Platform Executive Secretary
	15h15	IGQPI	Ana Paula SPENCER Joana FLOR	President Executive Administrator
	PM	Travelling to Sal Island		
16/10/2019	09h30	UGAP Espargos	Hélia dos SANTOS	BIOTUR Ecological follow-up Specialist
	14h00	Santa Maria	Albert TAXONERA	Biodiversity Project President
	16h30	Santa Maria	???	Santa Maria Fishing Association President
17/10/2019	08h00	Santa Maria (skype)	Yves de SOYE	GEF Regional Technical Advisor
	09h00	Municipality of Sal	Euclides GONÇALVES	Senior Technician for Environment and Sanitation
	15h30	Buracona	Luciano TEXEIRA	Buracona Manager ???
18/10/2019	09h30	Chamber of Tourism	Sonia LEITE	Director
	11h00	The Travel Foundation Programme	Dalia GOMES	Former Programme coordinator
	PM	Travelling to Boa Vista Island		
19/10/2019	11h00	Seedling nursery project	João Henriques CRUZ	President, Association Varandinha da Povoação Velha
	11h00	Povoação Velha - Ecological Soap Production Project Site		
	11h00	Boa Esperança Clean-up and embellishment project Bofareira Social and Environmental Entrepreneurship project	Carlos MORAIS	Management Member, Association Onze Estrelas – Clube Bofereira
	13h00	AP signposting project	Elisabeth EVORA	President, Associação Devesvolvimento Agrícola e Pecuária da Zona Norte
	13h30	João Galego	Members of Associação de Devesvolvimento Agrícola e Pecuário da Zona Norte	
20/10/2019	09h00	UGAP - Sal Rei	Marina PEREIRA e SILVA Guy MONTEIRO	BIOTUR Ecological follow-up Specialist BIOTUR Community Development Specialist

				Delegado MAA
			Xisto BAPTISTA	
21/10/2019	08h00	Sal Rei (skype)	Joe RYAN	BIOTUR Consultant
	10h00	Municipality	Domingos LOBO	Director, Environment, Water and Sanitation
	11h00	SDTIBM	Luís Nataniel M. SILVA	President Board of Directors
			Walter RIVERA	Focal Point
			Hércules VIEIRA	Administrator
	11h30	Sal Rei ???	Marcelina PAIXÃO	President, Boa Vista Tourism Association
	15h00	Sal Rei	Euclides REZENDE	Director Fundação Tartaruga
			Carla CORSINO	Head of Community Development
	16h00		Carla CORSINO	Head of Community Development
	17h00	Boa Vista Municipality	Domingos LOBO	Director, Environment, Water and Sanitation
22/10/2019	09h00	Sal Rei	Olavo Tavares FREIRE	President Fishing Association
	09h30	Sal Rei	Cintia LIMA	Outreach and Education Officer, Mar Alliance
	10h45	Sal Rei	Samir MARTINS	President BIOS-CV Association
	PM	Travelling to Praia		
	16h00	FAO	Maria Edelmira Moniz CARVALHO	National Project Officer – Cabo Verde Coastal Fisheries Initiative project
23/10/2019	AM	Travelling to Maio Island		
	13h00	MAA, UGAP Maio	Teresa TAVARES	MAA Delegada
			Liliana CARDOSO	BIOTUR Ecological follow-up Specialist
			Monica LOPES	BIOTUR Community Development Specialist
	15h00	Maio Municipality	Carolina SANTOS	Environment, Infrastructures, Urban Planning and Sanitation Councillor
	16h00	UGAP Maio	Marcelino SANTOS	"Fishing Association members" – Vindos do Norte"
			Fernando MONTEIRO	"Fishing Association members" – Associação Pescadores do Maio
			João ALMEIDA	

Date	Time	Location	Name	Description
			Vitorino	"Fishing Association members" – Vindos do Sul
			Alexandre CARDOSO	
			Anastacio	
24/10/2019	09h15	MAA	Rosio MORENO	Fundação Maio Biodiversidade
			Janete AGUES	""
			Teresa OLIVEIRA	Homestay
			Ricardina OLIVEIRA	Homestay
			Matilde GRAÇA	President associação comunitária cascabudju
			Herminia ANDRADE	Homestay
			Silvia TAVARES	Vice-Presidente associação comunitária de calheta
			Agnelo SANTOS	Presidente associação Morinho
			Agostinho SILVA	Presidente associação ProMoro
			Maria RIBEIRO	Homestay
			Eleutério CARDOSO	Associação Figueirense
	11h15	MAA	Allan RICCI	Big Game Company
	12h00	Cidade de Maio	Alecio TAVARES	"Porto Inglês Tour" Director
	14h00	Cidade de Maio	Senio SOUZA	SDTIBM Representative
	16h00	Boa Vista – Homestay project sites visits		
	20h30	Skype	Nuno Marques DA SILVA	Manta Diving Center - SAL
25/10/2019	10h00	MAA, UGAP Maio	Liliana CARDOSO	BIOTUR Ecological follow-up Specialist
			Monica LOPES	BIOTUR Community Development Specialist
	11h00	Fundação Maio Biodiversidade	Rosio MORENO	President FMB
			Janete AGUES	
			Leno PASSOS	
	14h30	MAA, UGAP Maio	Liliana CARDOSO	BIOTUR Ecological follow-up Specialist
			Monica LOPES	BIOTUR Community Development Specialist
	15h00	Instituto Maritimo e Portuário	Miguel GOMES	Delegado do IMP
	night	Travelling to Praia		

26/10/2 019	11h30	DNA	Alexandre NEVSKY	DNA Director – BIOTUR National Director
	17h00	Praia	Celeste BENCHIMOL	Head of Energy, Environment and Climate Change Unit- UNDP
27/10/2 019	10h00	Sol Hotel, Praia	António ROMÃO	BIOTUR Consultant
	12h30	Praia (Skype)	José MORENO	BIOTUR M&E specialist
	16h00	Praia (Skype)	Gustavo BASSOTTI	BIOTUR Consultant
	PM	Travel to São Vicente		
28/10/2 019	09h00	MAA Mindelo	Vitorino SILVA Silvana ROQUE	Delegado MAA Focal point -BIOTUR
	10h00	INDP - IMAR	Osvaldina SILVA Marcia COSTA Carlos MONTEIRO Elisia DA CRUZ Alciany Da LUZ Anselmo FONSECA	IMAR president IMAR Researcher IMAR Marine Biologist IMAR Sociologist IMAR Biologist IMAR Economist
	12h30	Mindelo (skype)	Issa TORRES	BIOTUR Consultant
	14h30	MAA Mindelo	Rui FREITAS	UNI-CV
	17h00	Mindelo (Skype)	Giacomo COZZOLINO	BIOTUR Consultant
	17h30	Mindelo (Skype)	Carlos SONDERBLOHM	BIOTUR Consultant
	18h15	Mindelo (Skype)	José ORTET	BIOTUR Administrative and Financial Officer
	PM	Return to Praia		
29/10/2 019	09h30	INIDA, São Jorge dos Órgãos	Isildo GOMES Aline RENDALL Adriano FURTADO Samuel GOMES Angele MORENO	Biologist / Natural Resource Management Specialist Biologist Agro-Economist Agronomist INIDA President
	12h45	INIDA, São Jorge dos Órgãos	Isildo GOMES Aline RENDALL	Biologist / Natural Resource Management Specialist Biologist Agro-Economist

			Adriano FURTADO	Agronomist
			Samuel GOMES	INIDA President
			Angela MORENO	
	13h30	Rui Vaz – forestry nursery project, environmental education project, invasive species removal project	José da Cruz moreira LIMA	Associação Desenvolvimento Comunitário do Planalto
	16h00	Protected Area "Pico d'Antonia"	Silvino Mendes ROBALO	BIOTUR Community Development Specialist
			Ermelindo A.BARROS	MAA Delegado
			Sandra Marise Tavares GONCALVES	Intern
			José Pedro da SILVA	Tesoureiro
	16h30	DGTT Praia	José GONÇALVES	Minister of Tourism
			Francisco MARTINS	Diretor Geral do Turismo
			Edison BARBOSA	Diretor de serviços do Turismo
30/10/2 019	09h00	Tribunal de Contas	????	???
	12h00	Praia	Ilídio CRUZ	BIOTUR Consultant – Lawyer
	14h30	UNDP	Boubou CAMARA	Interim UNDP Resident Representative
			Celeste BENCHIMOL	Head of Energy, Environment and Climate Change Unit- UNDP
			Sonia LOPES	
31/10/2 019	09h00	UNDP - Debriefing	Celeste BENCHIMOL	Head of Energy, Environment and Climate Change Unit- UNDP
			Alexandre NEVSKY	DNA Director – BIOTUR National Director
			Jailson LOPES	BIOTUR Tourism Specialist – interim Coordinator
			Mario Almeida Mendes MOREIRA	BIOTUR IEC Specialist

			Dario CESARINI	Ex-BIOTUR Technical Advisor
			Sonia LOPES	Joint Office PNUD
			Gustavo BASSOTI	Consultant
			Luisa MORAIS	MAA/DGASP/DSSER
			Anibal MEDINA	Consultant
			Patricia RENDALL	Consultant
			Mario MOREIRA	MAA - Fundo do Ambiente
			Ana Paula SPENCER	IGQPI
			Euda MIRANDA	INGT
			Ilidio CRUZ	Consultant
			Edison BARBOSAEdson FERNANDES	DS Turismo/ MTT
				Joint Office PNUD
			Maria Celeste BENCHIMOL	Joint Office PNUD
			Isildo GOMES	INIDA
			Ricardo MONTEIRO	GEF-SGP
			Derna BORGES	Joint Office PNUD
			Aulkine M. DA SILVA	IGQPI

Annexe 7: List of Persons Consulted

Name/s of Person/s	Title, Institutional Affiliation, Contact info (phone & email)
AGUES Janete	Fundação Maio Biodiversidade - 9971424
ANDRADE Herminia	HomeStay - 9924996
ANASTACIO	Fishing Association – Associação Pescadores vindos do Sul - 9598808
ALMEIDA João Baptista	Fishing Association – Associação Pescadores vindos do Norte - 9715765
BAPTISTA Xisto	Delegado MAA Boa Vista
BARBOSA Edison	ServiceDirector of Tourism9209515
BARROS Ermelindo A.	MAA Delegado 5176664 ermelindo.barros@maa.gov.cv
BASSOTTI Gustavo	BIOTUR Consultant gabassotti@gmail.com +56995343466
BENCHIMOL Celeste	Head of Energy, Environment and Climate Change Unit – UNDP 9980314 maria.benchimol@cv.jo.un.org
BRITO Carlos	Joint Office PNUD – 9915195/ 2609648
CAMARA Boubou	Interim UNDP Resident Representative
CARDOSO Liliana	BIOTUR Ecological follow-up Specialist 5164765
CARDOSO Alexandrino	Fishing Association – Associação Pescadores vindos do Sul - 9983702
CARDOSO Eleutério	Associação Figueirense - 9501380
de CARVALHO Manuel Leão Silva	BIOTUR ex-Coordinator 9933026/33337187
CARVALHO Maria Edelmira Moniz	National Project Officer – Cabo Verde Coastal Fisheries Initiative project 2605054 maria.dacostamonizcarvalho@fao.org
CESARINI Dario	Ex-BIOTUR Technical Advisor +393331111593 9707531 dario.cesarini@gmail.com
CORSINO Carla	Head of Community Development ????? 9943806
COSTA Marcia	INDP Researcher marciapvaldares@gmail.com
COZZOLINO Giacomo	BIOTUR Consultant +393496564495
da CRUZ Elisia	IMAR Sociologist elisia.cruz@indp.gov.cv
CRUZ João Henriques	President, Association Varandinha da Povoação Velha 5824828
CRUZ Ilídio	BIOTUR Consultant – Lawyer 9915075 ilidiocruz@gmail.com
EVORA Elisabeth	President, Associação DevesvolvimentoAgrícolae PecuariodaZona Norte 9978861
FERNANDES Edson	Program Associate – Joint Office PNUD – 9978285/2609604
FLOR Joana	Executive Director – IGQPI - 5162098
FONSECA Anselmo	IMAR Economist anfonseca1969@gmail.com
FREITAS Rui	UNICV
FREIRE Olavo Tavares	President Fishing Association 9749072 5275284
FURTADO Adriano	Agro-Economist adriano.furtado1963@gmail.com
GOMES Dalia	Former Programme Coordinator – Travel Foundation - 9755613

GOMES Isildo	Biologist / Natural Resource Management Specialist isildo.gomes@inida.gov.cv
GOMES Samuel	Agronomist Gomessamuel60@gmail.com
GOMES Miguel	Delegate of the Maritime and Port Institute in Maio - 9920785
GONÇALVES, José	Minister of Turism and Transport
GONCALVES, Euclides	Senior Technician for Environment and Sanitation 5931019
GONCALVES, Sandra Marise Tavares	Intern 5170314 sandrabordia10@hotmail.com
GRAÇA Matilde	President – Associação Comunitária de Cascabudju - 9877480
da LUZ Alciany	IMAR Biologist alciany.leez@indp.gov.cv
LEITE Sonia	Director - Chamber of Tourism - 9888493
LIMA Cintia	Outreach and Education Officer, Mar Alliance 5902531 cintia@maralliance.org
LOBO Domingos	Director, Environment, Water and Sanitation 9161952
LOPES Jailson Menezes	BIOTUR Tourism Specialist – interim Coordinator 9801174 jailson.m.lopes@gmail.com
LOPES Monica	BIOTUR Community Development Specialist 2551346 monica.t.lopes@maa.gov.cv
LOPES Sonia	Specialist –Joint Office PNUD 9998797 sonia.lopes@cv.jo.un.org
LOPES Ivone	Fisheries Development and promotion Technician – IMAR - 9929299
MARQUES Nuno da Silva	Manta Diver – Director 5814040 msnuno@yahoo.com
MARTINS, Francisco	MTT – Director General for Toutrism
MARTINS Samir	President BIOS-CV Association 9164344
MORENO Angela	President Angele.moreno@inida.gov.cv
MORENO José	Former BIOTUR M&E Specialist
MORENO Rossio	President – Fundação Maio Biodiversidade - 9706677
MONTEIRO Carlos	INDP Marine Biologist monteiro.carlos@indp.gov.cv
MONTEIRO Elida	DGPOG – MAA 3338404
MONTEIRO Guy	BIOTUR Community Development Specialist
MONTEIRO Fernando	Fishing Association – Associação Pescadores vindos do Norte 9258777
MONTEIRO Roque Silvana	IMAR Biologistvilvanamonteiro07@gmail.com
MORAIS Carlos	Management Member, Association 11 Estrelas – Clube Bofereira 9761345
LIMA, José da Cruz Moreira	Associação Desenvolvimento Comunitário do Planalto
MOREIRA Mario	Executive Manager – Environment Fund – Ministry of Agriculture and Environment Mario.moreira@maa.gov.cv 3337514
MOREIRA Mario Almeida Mendes	BIOTUR IEC Specialist 3337191
NEVSKY Alexandre	DNA Director – BIOTUR National Director nevskyrodrigues@gmail.com 5162360
OLIVEIRA Teresa F.	Homestay - 9135392
OLIVEIRA Ricardina	HomeStay - 2551220
ORTET, José	Former BIOTUR Administrative and Financial Officer 9931842
PAIXÃO Marcelina	President, Boa Vista Tourism Association 9987150
PASSOS Leno	Fundação Maio Biodiversidade - 9863012
PEREIRA e SILVA Marina	BIOTUR Ecological follow-up Specialist
REZENDE Euclides	Director Projeto Tartarugas 9947276
RENDALL Aline	Biologist - INIDA
RIBEIRO Manuel	President of the Social Sustainability Fund for Tourism 9912899

RIBEIRO Maria de Fatima	HomeStay - 9807835
RICCI Allan	BIG Game – biggamemaio@gmail.com - 9710593
RIVERA Walter	Focal Point SDTBVM
ROBALO Silvino Mendes	BIOTUR Community Development Specialist 9924916 robalo@gmail.com
ROMÃO António	BIOTUR Consultant +351964040706 aromao@antonioromao.com
ROSA Agnelo	President - Associação Morinho - 5167325
RYAN Joe	BIOTUR Consultant +4526797703
SANTOS Carolina	Environment, Infrastructures, Urban Planning and Sanitation Councilor 9263089
dos SANTOS Hélia	BIOTUR Ecological follow-up Specialist 9841662 heliasantos82@gmail.com
SANTOS Marcelino	"Fishing Association – Vindos do Norte" 9874926
SILVA Agostinho	President – Associação ProMoro - 9928999
SILVA Gilberto	Minister of Agriculture and Environment gilb.silva@gmail.com 2611455
SILVA Luís Nataniel M.	President Board of Directors - SDTBVM l.silva@sdtibm.cv 2519200
SILVA Vitorino	Delegate of MAA in São Vicente - 5171269
SILVA Maria Osvaldina	President IMAR
SONDERBLOHM Carlos	BIOTUR Consultant +351919925237
SOUZA Senio	SDTBVM Representative in Maio 9162629 s.souza@sdtbm.cv
de SOYES Yves	GEF Regional Technical Advisor yves.desoye@undp.org
SPENCER Ana Paula	IGQPI - President
TAVARES Alecio	Porto Inglês Tour Director 9723097 9516330 pinglestour@gmail.com
TAVARES Silvia	Vice-President – Associação Desenvolvimento Comunitário de Calheta - 9305893
TAVARES Teresa	MAA Delegada 5159886 2551348
TAXONERA Albert	Biodiversity Project President
TEIXEIRA Luciano	Buracona Manager
TORRES Issa	BIOTUR Consultant +34636009590
TORSAS da Silva José Pedro	Tesoureiro 9151113 9584269 limajosedaluz@gmail.com
VARELA Dirce Piloto	NGO Platform Executive Secretary dircev@hotmail.com 2617843
VIEIRA Hércules	Focal Point SDTBVM 5162389 h.vieira@sdtbm.cv
VITORINO	Fishing Association – Associação Pescadores do Maio - 9946270

Annexe 8: List of Documents Consulted

- BIOTUR. Annual Report 2018.
- BIOTUR. Annual Technical Report
- BIOTUR. Annual Workplan. 2017
- BIOTUR. Annual Workplan. 2018
- BIOTUR. Annual Workplan. 2019
- BIOTUR. 4º Memorando Da Reunião Do Seguimento, Balanço E Avaliação Entre Os Elementos Da Ugp Do "Projeto Integração Da Conservação Da Biodiversidade No Setor Do Turismo Em Sinergia Com O Reforço Do Sistema De Áreas Protegidas De Cabo Verde". 2018
- BIOTUR. Memorando da 3ª Reunião entre UGP e PNUD. 2018
- BIOTUR. Memorando da 2ª Reunião entre UGP e PNUD. 2018
- BIOTUR. Memorando da 1ª Reunião entre UGP e PNUD. 2018
- BIOTUR. Memorando da 1ª Reunião entre do Comité Técnico do BIOTUR. 2017
- BIOTUR. Plurianual Workplan (Excel Workfile). 2019
- BIOTUR. Project Tracking Tools. 2019
- BIOTUR. Programa de Planeamento, Seguimento e Reporting da equipa do BIO-TUR. 2018
- BIOTUR. Report of Project Steering Committee. (Varios Documentos)
- BIOTUR- report of consultant Dario Cezarini – Relatório para o Comité de Pilotagem do BIOTUR – périodo 07/2018 – 07/2019. 2019
- BIOTUR- report of consultant Bassotti – First Progress Report. 2019
- BIOTUR- report of consultant Fabiana Issler – Proposta de decisões para o comité de pilotagem. 2018
- BIOTUR- report of consultant Fabiana Issler – Revisão do Plano Estratégico. 2018
- BIOTUR- report of consultant Fabiana Issler – Arranjos de Gestão e TdR "Apoio". 2018
- BIOTUR- report of consultant Isabel M. Torres Martínez - PRODUTO 3: RELATÓRIO TÉCNICO
- Avaliação de Necessidades de Formação (TNA) em Turismo Sustentável em Cabo Verde (esboço final) Consultoria para o Reforço das Capacidades para o Turismo Sustentável, 2018
- BIOTUR- report of consultant Jo Ryan – draft MPA Roadmap for for Cabo Verde's MPA, 2019
- BIOTUR. Relatório De Consultoria De Joe Ryan. Gap Analysis for the Marine Component of the National Protected Areas System in Cabo Verde. Report. 2018
- BIOTUR. UGAPs Quarterly Reports
- GEF. Project Implementation Review (PIR) 2019
- GEF. Project Implementation Review (PIR) 2018
- GEF. Project Identification Form (PIF)
- GEF. Guidance for Conducting Midterm Reviews Of UNDP-Supported, GEF-Financed Projects. 2014
- GEF. Project Document - Mainstreaming biodiversity conservation into the tourism sector in synergy with a further strengthened protected areas system in Cabo Verde -BIOTUR (2016 version)
- GOVERNO DE CABO VERDE. Codigo De Contratação Publica. Bo. N24 I Serie, 14 De Abril De 2015
- PRAO Terminal Evaluation. 2017
- UNDP. Combined Delivery Report – BIOTUR. 2019

- UNDP. Combined Delivery Report – BIOTUR. 2018
- UNDP. Combined Delivery Report – BIOTUR. 2017
- UNDP. Combined Delivery Report – BIOTUR. 2016

Annexe 9: Evaluation questions matrix

Evaluative Criteria Questions	Indicators	Sources	Methodology
Relevance: How does the project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local and national levels?			
• Is the project relevant and coherent with Cabo Verde needs, policies, and strategies?	• References in Cabo Verde policies, strategies	• Documents	• Documentary review
• Is the project reflecting the needs of the beneficiary communities?	• Level of satisfaction/participation of beneficiaries	• Beneficiaries	• Interviews
• Is the project coherent with UNDP programming strategy for Cabo Verde?	• References of key thematic in relevant documents; perception of implementation by UN staff	• UNDAF[44] / UNDP country programme	• UNDP staff interview, documentary review
• To what extent is the project suited to local and national development priorities and policies?	• Level of satisfaction/participation of institutions	• Institution work plans, staff	• Interviews (national & islands) & review of operational plans
• To what extent is the project in line with GEF operational programs?	• Coherence with GEF focal areas	• GEF web site & GEF focal point	• UNDP staff interview, documentary review
Effectiveness: To what extent are the expected outcomes and objectives of the project on the way to being achieved			
• To what extent the project does enhance capacities for stakeholders to integrate biodiversity into the tourism sector	• New mechanisms legislation pieces in place at national and municipal levels for consultation • Review/degree of usability of new mechanisms	• Cabo Verde institutions at national and municipal levels • Final beneficiaries	• Specific project documents (guidelines) • Interviews

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[44] United Nations Development Assistance Framework

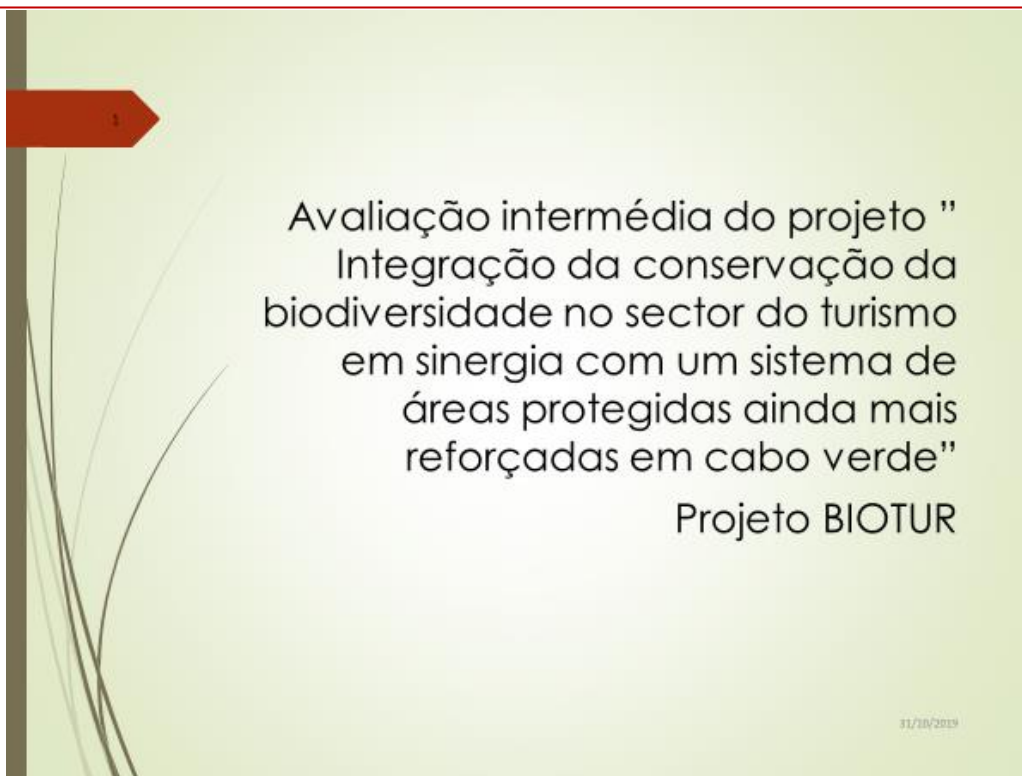|			
	• Induced actions due to project's results; review of indicators		
• To what extent did BIOTUR strengthen biodiversity conservation and in particular PAs?	• Number of new PAs • Types of sustainable financial mechanisms in place • Review of indicators	• Project sites • Project staff • Final beneficiaries • MAA	• In situ verification; interviews
• What is the level of competency of MAA and other relevant institutions staff in relation to biodiversity and interactions with the tourism sector	• Number and types of trainings • Adoption of new practices / knowledge	• Annual report • Local project team • Municipal staff	• Documentary review, interviews
• What factors are leading the project (or parts of the project) outcomes/results to success (or failure) and what national lessons can be learned?	• Analysis of lessons learned / best & worst practices	• Specific technical documents; UNDP & project staff	• Documentary review, interviews
• What factors are crucial for the achievement or failure of the project objectives (managerial, institutional, technical...)	• Analysis of hypothesis, risks	• PIR • Steering Committee minutes • UNDP, national and UGAP staff	• Documentary review, interviews

Efficiency: Was the project implemented efficiently, in line with international and national norms and standards?

• The extent to which the results are being achieved with the least costly resources possible, compared with alternative approaches to attain the same results.	• Review of project costs	• Project staff • PMU/ technical staff • PIR & annual reports	• Interviews & documentary review
• To what extent the project is being delivered on time and budget, and reasons/lessons for discrepancies - is the project being implemented efficiently, and cost-effectively?	• Analysis of implementation/activity delivery delays	• Project staff • UGAP staff • PIR & annual reports	• Interviews & documentary review
• Degree of operationalization of the project's M&E system and effective leverage to induce changes of implementation/adaptation to change implementation conditions	• Periodicity of meetings & follow-up of meetings • Feedback system review • Effectiveness of steering committees	• Project staff & UNDP staff; steering committee minutes; PIR & annual reports	• Interviews & documentary review
• What is the anticipated project's exit strategy?	• Degree of ownership of results and anticipated level of (in)dependence after project completion	• Project staff & UNDP staff, beneficiaries & municipalities; PIR & annual reports	• Interviews & documentary review

Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?

• How likely is the ability of the project to continue to deliver benefits for an extended period of time after completion in the project areas?	• Review of activities that will strengthen sustainability	• Annual reports, project staff	• Documentary review and interviews
• Are there activities that facilitate empowerment of the final/institutional beneficiaries to increase the likelihood of sustainability of the project's results?	• Likelihood or evidence of off-project actions that will increase the sustainability of project results • Additional external support • Evidence of beneficiary taking over of project's results	• External stakeholders, Ministries & Delegations, municipalities • Communities	• Interviews
• To what extent is the project sustainable at technical, institutional, social and cultural, levels? Are results financially / economically sustainable?	• Review of risks & mitigation measures • Level of satisfaction of beneficiaries • Mechanisms to ensure the maintenance of infrastructures	• PRODOC & annual reports • District technical staff • Final beneficiaries/communities	• Documentary analysis • Interviews
• To what extent are the capacity building activities contributing to sustaining the project's objectives?	• Level of institutional ownership	• Ministries • DNA and municipalities; UNDP & project staff	• Interviews

Annexe 10: Debriefing Presentation

Metodologia

- **Princípios de base**:

Participação de todos os parceiros – Triangulação - Transparência

- **Analise documental / dos dados disponíveis**
  - Análise contextual dos sectores
  - Dados sobre a implementação (Comités Pilotagem, Comités Técnicos, relatórios anuais...)
  - Project timing, orçamento

- **Consultações & entrevistas**
  - DNA, UGAP
  - Instituições Gov (turismo, pesca, ambiente...)
  - Outros doadores (FAO)
  - Municípios, Sociedade Desenvolvimento, ONGs Meio Ambiente
  - Visitas dos Micro-Projectos
  - Beneficiários : camponeses, pescadores, setor privado (operadores turísticos, guias...)

- Análise dos dados → recomendações / Lições aprendidas 31/10/2019

Constatações preliminares
Relevância e formulação

- +++ combinação das áreas BD e turismo sustentável (multisectorialidade) num contexto de fragilidade / fraca resiliência / índices de impacto negativo das actividades turisticas

- --- Desenho da intervenção: MAA principal executor das actividades / implicação insuficiente do Min Turismo no projeto → implementação desequilibrada / mais-valia do projeto não clara para Min Turismo (apropriação ?)

- --- Complexidade do projeto: muitas actividades diferentes (2 sectores + pesca) / localização em 4 ilhas)

- +++ muito apoio previsto na componente legal (outcome 1): 1° criar ambiente legal favorável 2° implementar actividades

31/10/2019

Constatações preliminares
Relevância e formulação

- Estratégia de saída para apropriação: equipe integrada dentro da DNA / funcionários indigitados mas com outras responsabilidades = 'falsa' boa ideia → problemas de motivação (équipe de projeto mista funcionários públicos + consultores nacionais[salarios <>, competências <>)

- +++ Modalidade implementação : NIM

mas problemas para operacionalição efectiva pelo Gov

31/10/2019

Constatações preliminares
Implementação / eficiência

- --- Pessoal técnico + de apoio (condutor, guardas) não contratado após 2 anos (via concurso função pública)

- --- salarios diferenciados na equipe → pessoal desmotivado (pouco engagamento no trabalho / liderança/iniciativa insuficiente ex. pouco suporte aos consultores int., seguimento técnico/admin/fin insuficiente) → demissões

- --- Falta de pessoal a recrutar → sobrecarga e tarefas fora dos TdR → atrasos e mais desmotivação / problemas de qualidades dos resultados

- --- Comunicação deficiente (director-Coordenador, equipe técnica central / UGAP)

- equipamento: +++ caros e equipamento informático / --- motas/quads não utilizadas (falta de guarda)

31/10/2019

Constatações preliminares
Implementação / eficiência

- +++ Gestão adaptativa: parcerias ex. micro-projetos implementados por SGP (fast-track), baseline e INIDA, IEC via ONGs em lugar de implement. direta

- --- Formulação e seguimento dos micro-projetos: propostas não aceites (ex. UGAP Sal), conhecimento insuficiente dos procedimentos fin (PROFORMA/factura) e admin (info vendor, dossier incompletes [DGPOG/PNUD]) dos intervenientes (UGAP, ONG / micro-projetos)

- Envolvimento dos parceiros do turismo insuficiente no projeto (CAAP não functional)

- --- gap entre execução fisíca e financeira (ex. Consultorias, micro-projetos)

31/10/2019

Constatações preliminares
Implementação / eficiência

Governança do projeto:

- Comité Pilotagem: funcional / muitas decisões para resolver problemas de implementação / desições sem efeito ;

- Comité Técnico: funcional para contribuição / aprovação produtos

Muitos membros ausentes

Planificação annual: ok 2017 / 2018 / quid 2019?

- Seguimento – avaliação: técnico não informado das atividades ; dificil fazer seguimento

31/10/2019

Constatações preliminares
Eficâcia

Resultado 1.1 – aumento da capacidade Gov para integrar BD no setor do turismo

- +++ estudo necessidades de formação em AIA e AAE e formações em curso para CAAP, UGAP e DNA
- Problema : CAAP não operacional
- +++ consultoria formação em gestão de turismo : feito ; +++ envolvimento da DGTT para os TdR; cursos ainda por fazer

Resultado 1.2 – planificação intersectorial integrando BD e AAE em zonas prioritárias

- Consultoria quadro legal AIA e AAE : feito ; aguarda aprovação institucional; pedido de análise custo-benefício («lobby» para Governo) ainda por fazer
- +++ Importância do coneito AAE para evitar conflitos ZDTI /AP e orientar melhor ZDTI
- Previsto testar AAE na Ilha do Maio (com Master Plan Agro-Silvo-Pastoril de Maio) : problema : muito demora para entrar em contato com INIDA ; não iniciado (consultoria)

Constatações preliminares
Eficâcia

Resultado 1.3 – comités de planeamento intersectorial para coerência entre desenvolvimento do turismo e gestão da BD

- IMTC : proposta feita ; não implementado ; utilidade? dificuldade de ver diferênça com Comité Pilotagem
- CAAP : não funcionais ; falta de proactividade e interesse de todas partes ; falta agenda

Resultado 1.4 – incentivos económicos e medidas de execução reforcados para promover a adoção de práticas de turismo sustentável

- Consultoria « sustentabilidade APs » (Giacomo) : em curso
- Problemas recolha de dados ; collaboração insuficiente das UGAP com consultor (ex . entrevistas)
- Tempo para pilotar novos incentivos ???

Constatações preliminares Eficâcia

Resultado 1.5 – melhores padrões de práticas para turismo sustentável e certificação voluntária estabelecida e operacional

- Consultoria « turismo sustentável » (Gustavo): em curso
- Certificação IGQPI : em curso / boa colaboração com IGQPI/BM ;
- Necessidade de integrar sellos no ISO 21401 (turismo sustentável) e/ou ISO 18065 (turismo sustentável nas AP)
- Importância do licenciamento todos operadores (guias natureza, prestador serviços, guias de sitio..) + concessões
- ??? necessidade de uma certificação para grande hoteis ? (90% tem)
- Bandeira azul : em curso com Biosfera

    Problema : investimentos importantes dos municípios para certificação e sustentabilidade por um municipio ? E Bandeira Azul em ZDTI com suporte Sociedade Desenvolvimento ?

- Normas de qualidade pesca a desenvolver : já existem ; intervenções passadas e em curso : PRAO (co-gestão → fracasso) + Initiativa« pesca costeira » (cadeia productiva)
- Melhorar coordenação com IMAR (ex-INDP) e DGRM?
- Concurso « CV sustentável » não realizado

31/10/2019

Constatações preliminares Eficâcia

Resultado 1.6 – mecanismo de compensação BD estabelecido e integrado no planejamento e desenvolvimento do turismo

- Consultoria « sustentabilidade APs » (Giacomo) : em curso (ver 2.4)
- Não começado ; falta aprovação da nova legislação AIA/AAE e mecanismo de geração de receita nas AP
- Soluções : Fast-tracking : pertinência de integrar mecanismo de compensação nos decretos-lei AIA e/ou AAE ?
- Importante : vulnerabilidade e pouco resiliência das ilhas <> lobby turismo

31/10/2019

Constatações preliminares Eficâcia

Outcome 2

Resultado 2.1 – operacionalização de gestão das APs em ilhas alvo e estabelecimento de APs prioritárias designadas

- Baselines : relatórios caracterização BD e RN, socio-économicos e turismo : fraca qualidade por UGAP → INIDA e UNI-CV + consultor turismo : em curso
- Qual é o papel das UGAP ? Coordenação só ou também atividades científicas (RH junior, accesso a BD...) ?
- Micro-projectos : 15 projetos elaborados
- Procedimento muito moroso ; problemas : orientação insuficiente das UGAP, experiencia insuficiente do pessoal das UGAP em formulação de projetos → muitas propostas recusadas ou aceitas e não financiadas
- Adaptação : fast-tracking por SGP mas prazos muito curtos para apresentar propostas de qualidade
- --- Implementação de microprojetos/initiativas em AP com plano de gestão / sem plano de gestão / plano de gestão não aprovado ou ultrapassado ; lógica de delivery ?
- --- Fundos para projectos muito insuficientes (ex. sabão Boa Vista, Homestay : muito pouco recursos)
- --- Problema do mecanismo de financiamento : 20%+20%+30%+30% ; muito complicado para fundos muito pequenos → tendência para não gastar os 1os 20 ou 40% porque é insuficiente para lançar actividades (ex. tranche de 1000-2000US$)
- +++ Cofinanciamento com iniciativas existentes (ex. REFLOR, Homestay, fundos DNA)

31/10/2019

Constatações preliminares Eficâcia

Resultado 2.2 – potenciais AP marinhas locais identificadas e representatividade e conectividade melhorada através de avaliações BD em torno da prateleira marinha de ilhas alvo

- Consultoria (Ryan) em curso
- Workshop de apresentação adiado várias vezes, pouca comunicação com BIOTUR (resposta sobre relatórios)
- 6 Areas já identificadas (2 não apresentadas) ; situação crítica em Sal (Sal Rei, necessidade de corredor marinho Sal – Boa Vista...)
- +++ bercário tubarão em Sal-Sal Rei

31/10/2019

Constatações preliminares Eficâcia

Resultado 2.3 – co-gestão das AP marinhas demonstrada em locais piloto com base na adoção de práticas de pesca sustentável pelas comunidades locais

- Ainda por fazer ; dependente do Resultado 2.2
- Co-gestão AP marinhas
- Consultoria Co-gestão (Carlos) em curso
- 3a iniciativa para desenvolver quadro legal co-gestão (PRAO, BIOTUR e Iniciativa Pesca Costeira) ? sobreposição / falta de comunicação entre instituições ?
- Melhor : iniciativas por comunidade e não por ilha / metodologia bottom-up (necessidades locais e compensações)

31/10/2019

Constatações preliminares Eficâcia

Resultado 2.4 – mecanismos de geração de receita AP desenvolvidos e testados com as partes interessadas do sector do turismo

- Consultoria (Giacomo): em finalização (<> propostas de mecanismo / enquadramento legal (dificuldades para recolher dados → UGAP)
- Abertura Fundo Turismo e Fundo Ambiente para integrar mecanismo financiamento do meio ambiente
- Concessões ainda por implementar
- Mecanismos informais existentes (ex. delegação Boa Vista, ONGs Maio)

Resultado 2.5 – monitoramento de ecossistema suportando planejamento e gestão de APs e actividades relacionadas com o turismo sustentável

- Aproximação estreita ONG e empresas privadas: problemas potenciais de conflito de interesse
- Envolvimento insuficiente das UGAP no seguimento ecológico (importância de ter metodologias parecidas - ONGs ex. rede TOALA)
- Proposta de plataforma online (ARC-GIS no ESRI) (Ryan) : ainda definir a mais-valia (ferramenta para integrar AP, aspetos económicos e socio-culturais), e quem vai gerir ???
- Mecanismo de fiscalização MA informal mas funcional (ex. Núcleo Maio) ; problemas de fiscalização actividades nas AP (ex. AP e escola de kitesurf...)

Constatações preliminares
Eficâcia

Resultado 2.6 – campanhas IEC promovendo a importância de APs e turismo sustentável

- +++ Estratégia IEC: videos, reportagens → custoso
- > eficiência → página com facebook (1000 followers) ; 11 videos Youtube a implementar / parceria com ONGs (IEC escolas) → problemas de desembolsos (idem micro-projetos resultado 2.1)
- +++ newsletter (600 suscritores / 30% dos operadores turistícos)
- +++ material de promoção - merchandising
- --- falta actividades inovadoras: campanhas visando os turistas (aeroportos – lingua dos produtos), consurso CV sustentável ?; mais visibilidade nas UGAP, eventos nas ilhas (envolver crianças/escolas – concursos), angriação de fundos no setor privado
- --- Interãçoes insuficientes com operadores turisticos

31/10/2019

Conclusões
BIOTUR:

- Engenharia inadequada do projeto:
  - Combinação funcionários indigitados, consultores locais, recrutamentos via canais da função pública → falta de pessoal + desmotivação e demissões = projeto (quase) parado / sem orientação
  - Falta de articulação entre os sectores do projeto → mais-valia do Min Turismo não utilizada
- Outcome 1: muitas propostas de ferramentas legais (quase) já elaboradas

AIA pronto para discussão politica : AAE: ainda incorporar sugestões do Gov (ex. análise custo-beneficio)

Outras ferramentas : ainda por finalizar pelos consultores

- → Fase piloto para testar ferramentas não começada
- Outcome 2: micro-projetos: poucos resultados visíveis e meios inadequados em relação aos objectivos ; impacto potencial muito limitado
- Delivery muito baixo → riscos altos de não alcançar os resultados

Questionamento: custo de reiniciar implementação + vontade política à adotar ferramentas vs reallocação em GEF-7?

31/10/2019

Recomendações

Condições sine qua non para continuar o projeto :

- No-cost extension : 12 meses (12 meses começo projeto)
- Coordenação funcional e équipe ao completo (inclusivo UGAP): pessoal dedicado ao projeto 100%
- Integração efectiva (não só consultiva) do Min Turismo na implementação
- Acrescentar resultado 'lobbying' no projeto ou incluir no IEC com recursos financeiros adequados

31/10/2019

Recomendações

Lobby institucional sobre mais-valia (fin, econ, ambiental) do turismo sustentável e BD

- **Lobby « político »** (municípios, membros da assembleia, governo)
- PORQUÉ : demora nas aprovações ou não-aprovação dos instrumentos legais, regulamentos...
- Programa de conferências internacionais ; trazer ONG e institutioções especializadas na BD e turismo sustentável para demonstrar mais-valia desses sectores na economia
- Lobbying para balançar o fóco da Sociadade de Desenvolvimento para o sector do turismo sustentável / eco-turismo / turismo rural

31/10/2019

Recomendações

Melhorar qualidade da implementação

- Formação pessoal projeto sobre procedimentos fin e admin do PNUD
- Integrar todos os parceiros activos no Comité Técnico (ao mínimo INIDA, IGQPI, FAO)
- Clarificar a contribuição efectiva dos membros do Comité Técnico (assessoria, coordinação, consulta...)
- Melhorar troca de informação entre UGAP das ilhas (problemáticas similares) ex. por skype

31/10/2019

Recomendações

Falta de articulação horizontal entre Ministérios

- Entre Min Ambiente e Turismo : falta de input do turismo no projeto

Opções :

Scenario 1 : MAA IP e execução por Turismo e MAA ; redesenhar orçamento e responsabilidades entre ambos ministérios ; DNA + equipe projeto mas balançada (BD/Turismo) ; verba distribuída entre Min Turismo e MAA

- +++ mais-valia do Min Turismo no projeto (resultados + relevantes para turismo)
- --- tempo para reorganizar o projeto ; consultoria necessaria ou utilizar os consultores de emergência (?)

31/10/2019

Recomendações

Falta de articulação horizontal entre Ministérios

- Entre Min Ambiente e Turismo : falta de input do turismo no projeto

Opções :

Scenario 2 : co-gestão ao nivel Comité Pilotagem MAA e Turismo (co-presidência mas MAA permanece IP)

- +++ inputs do Min Turismo ao nível da programação ; tomada de decisão comum

- --- Min Turismo excluído da implementação

31/10/2019

Recomendações

Falta de articulação vertical DNA e equipe de projeto

- Entre a DNA e equipe de projeto

- Redefinir as interações entre DNA e Projeto (evitar micro-management, « no objection clause » para avançar, mais autonomia do projeto logo ter Plano Anual aprovado pelo Comité de Pilotagem)

- Entre equipe de projeto central e ilhas

- Estabelecer canais de comunicação mais práticos entre Coordenação e UGAP (ex. plano de reuniões por skype)

31/10/2019

Recomendações

Melhoramento dos resultados (ainda por trabalhar)

Resultado 1.1 – aumento da capacidade Gov para integrar BD no setor do turismo

- Problematica da necessidade de um sistema de gestão dos recursos fin para AP (ver 2.4)

Resultado 1.2 – planificação intersectorial integrando BD e AAE em zonas prioritárias

- Integrar mecanismo de compensação (offset mechanism) no quadro legal AAE
- Testar AAE sobre master plans

Resultado 1.3 – comités de planeamento intersectorial para coerência entre desenvolvimento do turismo e gestão da BD

- Se tiver integração Min Turismo no projeto, resultado sem relevância ; actualizar orçamento
- Activar os CAAP: como? Transparência para alocar $ microprojetos e estabelescer parcerias

31/10/2019

Recomendações

Melhoramento dos resultados

Resultado 1.6 – mecanismo de compensação BD estabelecido e integrado no planejamento e desenvolvimento do turismo

- Ver 1.2

31/10/2019

Recomendações

Melhoramento dos resultados

Resultado 2.1 – operacionalização de gestão das APs em ilhas alvo e estabelecimento de APs prioritárias designadas

- Privilegiar projetos / AGR voltando para comunidades

Resultado 2.3 – co-gestão das AP marinhas demonstrada em locais piloto com base na adoção de práticas de pesca sustentável pelas comunidades locais

Integrar na FAO

31/10/2019

Recomendações

Melhoramento dos resultados

Resultado 2.4 – mecanismos de geração de receita AP desenvolvidos e testados com as partes interessadas do sector do turismo

- Optar para green fee e taxa cruzeiros – repasso para MAA
- Anticipar mecanismo de gestão financeira das AP (reorganizar DNA com unidade AP, estructura autónoma...)

Resultado 2.6 – campanhas IEC promovendo a importância de APs e turismo sustentável

- Aumentar transparência: publicar relatórios técnicos aprovados (ex. facebook)

31/10/2019

Obrigado

31/10/2019

Annexe 11: List of Participants - Debriefing

Date	Time	Location	Name/s of Person/s	Function / organisation
31/10/2019	09h00	UNDP - Debriefing	Celeste BENCHIMOL	Head of Energy, Environment and Climate Change Unit- UNDP
			Alexandre NEVSKY	DNA Director – BIOTUR National Director
			Jailson LOPES	BIOTUR Tourism Specialist – interim Coordinator
			Mario Almeida Mendes MOREIRA	BIOTUR IEC Specialist
			Dario CESARINI	Ex-BIOTUR Technical Advisor
			Sonia LOPES	Joint Office PNUD
			Gustavo BASSOTI	Consultant
			Luisa MORAIS	MAA/DGASP/DSSER
			Anibal MEDINA	Consultant
			Patricia RENDALL	Consultant
			Mario MOREIRA	MAA - Fundo do Ambiente
			Ana Paula SPENCER	
			Euda MIRANDA	IGQPI
			Ilidio CRUZ	INGT
			Edison BARBOSA	Consultant
			Edson FERNANDES	DS Turismo/ MTT
			Maria Celeste BENCHIMOL	Joint Office PNUD
			Isildo GOMES	Joint Office PNUD
			Ricardo MONTEIRO	INIDA
			Derna BORGES	GEF-SGP
			Aulkine M. DA SILVA	Joint Office PNUD IGQPI

Annexe 12: Brief Expertise of Consultants

Mr Vincent Lefebvre:
(lefebvrevinc@gmail.com)

- Programme management & coordination / project formulation & implementation, M&E - knowledge of PCM, logical framework & ZOPP methodologies / equipment specifications.
- MA in tropical agriculture and post-graduation in business administration
- Programme & project evaluation / technical audit / institutional appraisal: analysis of relevance / effectiveness / efficiency / social, institutional & economic impact / political, social & cultural, technological, institutional & financial sustainability / cross cutting issues (gender, AIDS, environment & institutional capacity building); questionnaires design & interviews of beneficiaries.
- Data acquisition methods for evaluations: questionnaires drafting & interviews of beneficiaries; SWOT analysis; (semi-) structured interviews, focus groups.
- Knowledge of monitoring & evaluation methodologies (incl. Management Effectiveness Tracking Tool).
- Food security / Agronomy / agro-forestry / agro-industry / agro-climate and climate mitigation - adaptation / horticulture.
- Cartography / remote sensing / mapping / GIS (Arcinfo, Mapinfo, Ilwis) / Database management systems (MECOSIG, COONGO).
- Land & water resources evaluation / crop potential analysis / participatory rural appraisals / natural resources management / mountain agro-ecosystems.
- Soil survey / soil conservation / soil fertility.
- Statistics including programming in SAS & Delphi.
- Renewable energies (wind, bio-diesel, rape seed oil).

Mr António Baptista:
(ajmbaptista@gmail.com)

- Programme management & coordination / project formulation & implementation, M&E - knowledge of PCM, logical framework & ZOPP methodologies / equipment specifications.
- PhD in Applied Economics
- Programme & project evaluation; questionnaires design & interviews of beneficiaries.
- Data acquisition methods for evaluations: questionnaires drafting & interviews of beneficiaries; SWOT analysis; (semi-) structured interviews, focus groups.
- Economic analysis;
- Quantitative methods in economics
- Natural resources economics.
- Fisheries economics.
- Environment economics.
- Renewable energies.
- Cost benefit analysis.

Annexe 13: Evaluation Consultant Code of Conduct and 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[45]

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

Name of Consultant: __Vincent LEFEBVRE_____

Name of Consultancy Organization (where relevant)**: _____**

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

Signed at Brussels on 06/12/2019

Signature: _____

---

[45]www.unevaluation.org/unegcodeofconduct

Evaluation Consultant Agreement Form[46]

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

Name of Consultant: __António BAPTISTA_____

Name of Consultancy Organization (where relevant)**:** _____

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

Signed at Praia on 06/12/2019

Signature: _____

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[46]www.unevaluation.org/unegcodeofconduct

Annexe 14: Evaluation Report Clearance Form

Evaluation Report Reviewed and Cleared by

UNDP Country Office

Name: _____

Signature: _____   Date: _____

UNDP GEF RTA

Name: _____

Signature: _____   Date: _____