

FINAL TERMINAL EVALUATION REPORT

Terminal Evaluation of the Medium sized Project “Strengthening Natural Resource Valuation Capacities for improved planning and decision- making to conserve the global environment”

PIMS # 5737

GEF ID 9502

Region: Africa

Country: Guinea Bissau

GEF Focal Area: Multiple focal area/Cross-cutting capacity development

Strategic programme:

CCCD1: Integrate global environmental needs into management information systems

CCCD4: Pilot innovative and financial tools

Implementing partner: Ministry of Environment and Biodiversity

From 16 April 2018 until 16 April 2022

By: Christian Bugnion de Moreta, evaluation team leader and
Elisabet Badia Nieto, national consultant

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UNDP

Country Office Guinea Bissau

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ACRONYMS AND ABBREVIATIONS

APR	Annual Progress Report
AWP	Annual Work Plan
CCCD	Cross-cutting capacity development
CPD	Country Programme Document
CTA	Chief Technical Advisor
DG	Director General
DSA	Daily Special Allowance
GEF	Global Environmental Fund
GoGB	Government of Guinea Bissau
IBAP	Institute for Biodiversity and Protected Areas
KII	Key Informant Interview
MAB	<i>Ministerio do Ambiente e Biodiversidade</i>
MEA	Multilateral Environmental Agreement
NCSA	National Capacity Self-Assessment
NGO	Non-Governmental Organisation
NIM	National Implementation Modality
NPC	National Project Coordinator
NRV	National Resource Valuation
PIMS	Project Management Information System
PIR	Project Implementation Report
PMU	Project Management Unit
PRODOC	Project Document
PSC	Project Steering Committee
RBM	Results Based Management
RF	Results Framework
RTA	Regional Technical Advisor
SDG	Sustainable Development Goals
SEEA	System of Environmental Economic Accounts
TE	Terminal Evaluation
ToC	Theory of Change

ToR	Terms of Reference
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group

1. EXECUTIVE SUMMARY

Table 1- Project Information Table 7 as per TE guidance p. 34 (source CO)

Project Title: Strengthening natural resource valuation capacities for improved planning and decision-making to conserve the global environment		PIF Approval Date:	09 th December 2016
UNDP Project ID (PIMS #):	5737	CEO Endorsement Date (FSP) / Approval date (MSP):	11 th January 2018
GEF Project ID:	9502	ProDoc Signature Date:	16 th April 2028
UNDP Atlas Business Unit, Award ID, Project ID:	GNB10 00109463 /00108819	Date Project Manager hired:	13 th May 2019
Country/Countries:	Guinea Bissau	Inception Workshop Date:	29 th May 2019
Region:	Africa	Mid-Term Review Completion Date:	not applicable
Focal Area:	Multi Focal Area	Terminal Evaluation Completion date:	31 st May 2022
GEF Operational Programme or Strategic Priorities/Objectives: CCCD1: Integrate global environmental needs into management information systems CCCD4: Pilot innovative and financial tools		Planned Operational Closure Date:	16 th April 2022
Trust Fund:	GEF Trust Fund		
Implementing Partner (GEF Executing Entity):	Ministry of Environment and biodiversity		
NGOs/CBOs involvement:	- Fundação BIOGUINÉ - Communities of Fishermen and Fish Processors		
Private sector involvement:	N/A		
Geospatial coordinates of project sites:	[Coordinates are available in the annual PIRs]		
Financial Information			
PDF/PPG	at approval (USD)		at PDF/PPG completion (USD)
GEF PDF/PPG grants for project preparation	USD 50,000		USD 31,851
Co-financing for project preparation	N/A		N/A
Project	at CEO Endorsement (US\$M)		at TE (US\$M)
[1] UNDP contribution:	650,000 (grant)		168,648
[2] Government:	825,000 (in-kind)		0

[3] Other multi-/bi-laterals:	0	0
[4] Private Sector:	0	0
[5] NGOs:	0	0
[6] Total co-financing [1 + 2 + 3 + 4 + 5]:	USD1,475,000	USD168,648
[7] Total GEF funding:	USD 950,000	USD 578,634
[8] Total Project Funding [6 + 7]	USD 2,425,000	USD 747,282

The UNDP CO in Guinea Bissau has hired an independent evaluation team of two consultants, one internationally recruited and one nationally recruited, to undertake the Terminal Evaluation (TE) of the Project: “Strengthening Natural Resource Valuation Capacities for improved planning and decision-making to conserve the global environment”, hereafter referred to as the Natural Resource Valuation (NRV) project in Guinea Bissau. The project started on 16th April 2018 for an initial period of four years and is operationally closed since 16th April 2022. The total project budget was USD 2,425,000 funded by GEF (USD 950,000), UNDP TRAC resources (USD 650,000) and the government of Guinea Bissau (USD 825,000 in kind). This TE has been contractually foreseen in the project and is compulsory for all GEF mid-size projects in line with UNDP and GEF M&E policies and procedures. The objective of this terminal evaluation is to provide an assessment of the project performance. The TE follows the Guidance for TEs of UNDP-supported GEF-financed Projects (2020) and is using the following criteria: relevance, efficiency, effectiveness, impact¹, sustainability.

1.1. Project Description

The overall goal of the project is to assist Guinea Bissau to make better decision to meet and sustain global environmental obligations through improved nature resource valuation and accounting. In order to do so the project focuses on the development of technical and institutional capacities for undertaking an economic valuation of global environmental goods and services as potentially impacted by proposed development policies, programmes, plans and projects.

The Project is structured along four strategically linked “components” defined in the project document as: 1) Component 1: Strengthening targeted policy and legislative instruments for effective monitoring and decision-making for the global environment, 2) Component 2: Strengthening effective monitoring and decision-making mechanisms for the global environment, 3) Component 3: Development of natural resource valuation tools for improved decision-making on the global environment, 4) Component 4: Improving awareness of global environmental values through the use of natural resource valuation

¹ While the revised definition of impact by the OECD/DAC makes a clear reference to the higher-level results not covered by the project outputs, the GEF guidance uses the terminology of “overall project outcome”. In this TE the term of impact is therefore addressing changes at the outcome level, since not enough time has passed to appraise the long—term effects that are addressed in impact evaluations.

The project also contains a skeleton Theory of Change (ToC) which states that IF project stakeholders directly benefit from improved capacities through the learning by doing trainings, and IF learning by doing translates into a greater mobilisation of efforts and resources, and IF building commitment will help countries overcome the internal resistance to change and adopt new and stronger modalities of engagement and collaboration, THEN greater mobilisation of efforts and resources will take place, new and stronger modalities of engagement and collaboration will be found, which will in turn lead to long-term change (paragraph 20 of the project document).

1.2. Evaluation Ratings Table

Table 2- Evaluation Ratings for the NRV project

Monitoring and evaluation (M&E)	Rating
M&E design at entry	Unsatisfactory (U)
M&E Plan Implementation	Highly Unsatisfactory (HU)
Overall Quality of M&E	Unsatisfactory (U)
Implementation & Execution	Rating
Quality of UNDP implementation/oversight	Unsatisfactory (U)
Quality of Implementing Partner/Execution	Unsatisfactory (U)
Overall quality of implementation/execution	Unsatisfactory (U)
Assessment of Outcomes	Rating
Relevance	Satisfactory (S)
Effectiveness	Unsatisfactory (U)
Efficiency	Highly Unsatisfactory (HU)
Overall Project Outcome Rating	Unsatisfactory
Sustainability	Rating
Financial resources	Unlikely (U)
Socio-political/economic	Unlikely (U)
Institutional framework and governance	Unlikely (U)
Environmental	Unable to Assess (UA)
Overall Likelihood of Sustainability	Unlikely (U)

Outcomes, Effectiveness, Efficiency, M&E, Implementation/Oversight & Execution, Relevance are rated on a 6-point scale: 6=Highly Satisfactory (HS), 5=Satisfactory (S), 4=Moderately Satisfactory (MS), 3=Moderately Unsatisfactory (MU), 2=Unsatisfactory (U), 1=Highly Unsatisfactory (HU). Sustainability is rated on a 4-point scale: 4=Likely (L), 3=Moderately Likely (ML), 2=Moderately Unlikely (MU), 1=Unlikely (U)

Despite the relevance of the project there were many challenges during project implementation. The limited national ownership and capacity, UNDP's own limited capacity, the COVID—19 pandemic and persistent political and institutional instability means that the project was not able to achieve most of its outcomes and did not achieve its objective. It produced essentially a large number of very useful reports from the consultancies undertaken and contributed to raise the awareness of the workshop participants regarding natural resource valuation. As such it essentially provides a baseline from which the capacity development process can be pursued. But it remains far from its overall objective. Despite its relevance and a continued need for this type of project, the NRV did not perform as expected and a request for an extension of the project duration was not accepted. As a result, the project was closed on 16th April 2022 and no indication of any follow-up was made.

1.3. Synthesis of key lessons learned

- In a volatile environment of political and institutional instability it is necessary to undertake a capacity assessment of the partner organisation (for NIM) right before the immediate start of the project. The assessment should comprise both the technical and financial capacities.
- Political will, clout and ownership are needed to drive such an ambitious project. However, the size of the resource allocation is small and there is a disconnect with the level of priority given to larger projects, regardless of the fact that the NRV process is expected to generate substantial gains for the Government of Guinea Bissau (GoGB) over the longer term. The reality is that with a very constrained national budget, the GoGB is prioritising those projects that have larger funds.
- It is not possible for a vessel to reach its intended port without a proper navigation system. A strategic leader is needed for this type of project that can articulate across the different actors and stakeholders the vision and the expected results of the project, ideally both in UNDP and in the GoGB. The PMU could not play that role in NRV, and no leadership was forthcoming from the Ministry of Environment and Biodiversity (MAB) or UNDP. Strategic leadership could be provided through the recruitment of an international post of Chief Technical Advisor (CTA) for these complex contexts.
- The project objective and its outcomes should be less ambitious and tailored to the level of financial resources available. It is important to establish process indicators and benchmarks that can guide an incremental and gradual approach².
- Risks analysis has to be more realistic and more mindful of the operational limitations in the country. The project design did not sufficiently reflect an understanding of the limitations of the country and seemed overly optimistic. Tracking of the planning assumptions and risks is necessary.
- A good practice is to plan early for the recruitment of the project staff, and ensure they have the adequate profile and can be available for the duration of the project.
- It is important in challenging environments such as in GB to avoid overly complex processes and focus on fewer tangible and well-defined results, and eventually consider a follow-up project for the next phase of the process, rather than placing all the elements into one single project and expect these to be achieved in four years.

1.4. Recommendations Summary Table

Table 3- Terminal Evaluation Recommendations

Rec. #	TE Recommendation	Entity Responsible	Time frame
A	Category 1: Sustainability	MAB	
A.1.	A follow-up project is justified but is feasible only if there is a clear political commitment and ownership from the national implementing partner.	MAB	short

² Comment from the CO: "This is what GEF is requesting now with the new project, please highlight this". Note from the TE Team: it is unclear which new project the CO is referring to. For the NRV it was not the case.

A.2.	A technical capacity assessment should be done to identify clearly capacity gaps in the concerned ministries.	MAB	short
A.3.	A national champion needs to be found to articulate the project across the various ministries and institutions.	MAB	short
A.4.	A financial capacity assessment should be carried out to determine the manner in which NIM projects should be implemented.	MAB	Short
B	Category 2: UNDP country office capacities		
B.1.	UNDP needs to develop its own technical capacity in order to provide support to the national partners. It should review its own human resource base and ensure that PMU staff recruited have both the necessary skills and knowledge and remain committed for the duration of their contact, with a higher profile.	UNDP	medium
B.2.	A management information system needs to be developed in the CO along a proper M&E system for project implementation to provide all necessary data to UNDP management and for monitoring and evaluation purposes.	UNDP	immediate
B.3.	For future projects consider hiring an international Chief Technical Advisor to provide the overall guidance, strategic leadership and steering of the project progress and processes.	UNDP	Future projects
C	Category 3: Project design and M&E		
C.1.	Project designs need to be much more aligned with the UNDG, UNDP and Results-Based Management (RBM) guidance documents which are compulsory. In particular, the formulation of the ToC and the conceptual understanding of “outcomes” need to be aligned with corporate norms and standards.	GEF/UNDP	Future projects
C.2.	RF and M&E design need to be grounded on researched targets and indicators must be worded clearly and neutrally. The indicators need to be specified and separated from the indicator statement. The formulation of indicators has to ensure they are SMART ³ (Specific, Measurable, Attainable, Realistic and Time-bound) and measure one process only.	GEF/UNDP	Future projects
C.3	A clear, targeted and incremental strategy is needed in the project document which is realistically researched taking into consideration the lessons from other UNDP implemented projects in the country. Without a clear strategy the roadmap for success is blurred and the vision is not shared by the different stakeholders	UNDP CO/GoGB	Future projects

³ As per UNDP’s PME handbook, chapter 2, box 14

2. INTRODUCTION

2.1. Purpose and objective of the TE

The objective of this terminal evaluation is to provide an assessment of the project performance. The TE follows the Guidance for TEs of UNDP-supported GEF-financed Projects (2020) and is using the following criteria: relevance, efficiency, effectiveness, impact⁴, sustainability.

In line with the Guidance document the TE report will cover the following topics.

- Project design and formulation
- Project implementation
- Project results
- Main findings, conclusions, recommendations, and lessons learned
- The TE report is structured according to annex 7 of the Guidance for Conducting terminal evaluations of UNDP-supported, GEF-financed projects⁵, page 97.

2.2. Scope

The scope of the final evaluation is the entire implementation period of the Project since its start on 16th April 2018 until 16th April 2022.

2.3. Methodology

The evaluation follows the United Nations Evaluation Group (UNEG) evaluation norms and standards (2017 revision), and the UNDP “PME Handbook” established by the UNDP in 2009 and revised in 2011, the UNDP Outcome-level evaluation, a companion guide to the Handbook on Planning, Monitoring and evaluation for development results for programme units and evaluators, December 2011, the UNDG, Results-Based Management Handbook, Harmonizing RBM concepts and approaches for improved development results at country level, October 2011, as well as the updated UNDP evaluation guidelines of 2021⁶. It is carried out under the provisions of the revised UNDP Evaluation Policy of 2019⁷. The approach follows a “utilization-focused evaluation” approach that is described by M. Q. Patton in his book of the same name⁸ that continues to be a good practice reference material for the conduct of evaluations. As requested for the GEF TE, the “Guidance for Conducting Terminal Evaluations of UNDP-Supported, GEF-Financed Projects” (2020) has been applied.

The criteria for undertaking the TE are mentioned in the ToR and are the standard criteria used for project evaluations: relevance, efficiency, effectiveness, impact (or overall project outcome for GEF projects), and sustainability. Originally the definitions of each of the evaluation criteria

⁴ While the revised definition of impact by the OECD/DAC makes a clear reference to the higher-level results not covered by the project outputs, the GEF guidance uses the terminology of “overall project outcome”. In this TE the term of impact is therefore addressing changes at the outcome level, since not enough time has passed to appraise the long—term effect that are evaluation in impact evaluations.

⁵ http://web.undp.org/evaluation/guideline/documents/GEF/TE_GuidanceforUNDP-supportedGEF-financedProjects.pdf

⁶ <http://web.undp.org/evaluation/guideline/index.shtml>

⁷ http://web.undp.org/evaluation/documents/policy/2019/DP_2019_29_E.pdf

⁸ “Utilization-focused Evaluation”, Michael Quinn Patton, 3rd Edition, Sage publications, 1998

had been given by the OECD/DAC in its glossary of key terms in evaluation and results-based management in 2002. However, in 2019 the evaluation criteria were revised and updated as follows⁹ :

Relevance: The extent to which the intervention objectives and design respond to beneficiaries', global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change. Note: "Respond to" means that the objectives and design of the intervention are sensitive to the economic, environmental, equity, social, political economy, and capacity conditions in which it takes place. "Partner/institution" includes government (national, regional, local), civil society organisations, private entities and international bodies involved in funding, implementing and/or overseeing the intervention. Relevance assessment involves looking at differences and trade-offs between different priorities or needs. It requires analysing any changes in the context to assess the extent to which the intervention can be (or has been) adapted to remain relevant.

Relevance answers the question: is the intervention doing the right things?

Efficiency: The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way. Note: "Economic" is the conversion of inputs (funds, expertise, natural resources, time, etc.) into outputs, outcomes and impacts, in the most cost-effective way possible, as compared to feasible alternatives in the context. "Timely" delivery is within the intended timeframe, or a timeframe reasonably adjusted to the demands of the evolving context. This may include assessing operational efficiency (how well the intervention was managed).

Efficiency answers the question: how well are resources being used?

Effectiveness: The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups. Note: Analysis of effectiveness involves taking account of the relative importance of the objectives or results.

Effectiveness answers the question: Is the intervention achieving its objectives?

Impact: The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects. Note: Impact addresses the ultimate significance and potentially transformative effects of the intervention. It seeks to identify social, environmental and economic effects of the intervention that are longer term or broader in scope than those already captured under the effectiveness criterion. Beyond the immediate results, this criterion seeks to capture the indirect, secondary and potential consequences of the intervention. It does so by examining the holistic and enduring changes in systems or norms, and potential effects on people's well-being, human rights, gender equality, and the environment.

Impact answers the question: What difference does the intervention make.

Note: technically, impact is evaluated, as defined above, over the long-term. In the case of the project, the evaluator will focus on direct and indirect effects, e.g. contribution to the outcome (or change process) triggered by the outputs completed under the project, in line with its objectives.

⁹ <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

The appraisal of the higher-level results (either positive or negative) is based on the perception of the different key informants' interviews (either through Key Informant Interviews or through Focus Group Discussions) to identify the changes that took place for the different stakeholders, and contribution analysis to establish if the project results were factors that contributed to the outcome and the possible changes produced at institutional level. The TE's interpretation of the data collected gives rise to the ratings applied in the TE report.

Sustainability: The extent to which the net benefits of the intervention continue, or are likely to continue. Note: Includes an examination of the financial, economic, social, environmental, and institutional capacities of the systems needed to sustain net benefits over time. Involves analyses of resilience, risks and potential trade-offs. Depending on the timing of the evaluation, this may involve analysing the actual flow of net benefits or estimating the likelihood of net benefits continuing over the medium and long-term.

Sustainability answers the question: Will the benefits last?¹⁰

2.4. Data collection and analysis

The evaluation used a combination of methods but addressed outcome analysis from a qualitative perspective based on inclusive key stakeholder perceptions and contribution analysis. The TE process included:

- a) Documentary review of the project package documents shared by the evaluation manager, as well as secondary sources, leading to the preparation of the inception report;
- b) In-country data collection. A ten-day mission to Guinea Bissau was undertaken from 25th April to 5th May 2022 in order to directly engage with the project stakeholders and particularly national counterparts. The primary data collection tool was Key Informant Interviews (KII) with project stakeholders: A total of 20 KII were held during the in-country data collection, as shown in the table hereunder:

Table 4- List of Key Informants interviewed during the in-country mission

KI Nr	Name	Organisation	Sex	Time (min)
1	Mario Biague	Director General (DG) AAAC	M	90
2	UNDP			
	Taino Monteiro	UNDP project focal point	M	70
	Fernando Biagu	National Project Coordinator (NPC)	M	
	Justino Maria	UNDP project assistant	M	
3	Maria Aissa Vaz	Former Project assistant	F	30
4	Banor Fonseca	National Consultant	M	55
5	Mario Cumara	National Consultant	M	60
6	Lourenço Vaz	NPD MAB	M	60
7	Sambatene Camara	DG INEP	M	45

¹⁰ GEF has a different definition of sustainability than the OECD/DAC definition, as it involves four different units of analysis, since sustainability is appraised from the perspective of the financial resources, the socio-political/economic situation, the institutional framework and governance, and the environmental aspects of sustainability, giving a specific rating to each, and an overall likelihood of the sustainability. (cf p. GEF TE guide p. 57)

8	Daniel Bazzucchi	International Consultant	M	60
9	Paulino Gomes	DG INE	M	45
10	Bacar Balde	National Consultant	M	45
11	Carlos Sonderblohm	International Consultant	M	70
12	Giacomo Cozzolino	International Consultant	M	45
13	Simone Takahashi	International Consultant	F	50
14	Itel Abissa	Previous project NPC	F	60
15	Joazinho Sá	Former NPD	M	60
16	Denise Lima	International Consultant	F	40
17	Antonio da Silva	National Consultant	M	60
18	Jose Levy	UNDP Deputy Resident Representative	M	60
19	Carlos Montenegro	RTA UNDP New York with	M	100

A total of 1105 minutes of continuous interviews was completed, somewhat over 18 hours. The average time per KII as 65 minutes.

In total 17 respondents were male and four were female (of which two international consultants, one former national project coordinator in a previous UNDP project, one former national project assistant). Ten respondents belong to the GoGB institutions and/or are national consultants, five are international consultants, and three KII (with a total of five persons) were held with the UNDP.

- c) As agreed with the evaluation commissioner, no field work outside of the capital Bissau was deemed necessary for this TE.
- d) At the end of the data collection, a presentation of preliminary findings was made on 9th May 2022, supported by a power point that was shared with the participants, with the corresponding tentative conclusions and recommendations.

2.5. Ethics

This TE adheres to and is a signatory of the UNEG ethical guidelines for evaluation and the UNEG Code of Conduct, both of 2008.

2.6. Risks and limitations of the evaluation

The TE team is composed of an international evaluation consultant as team leader and a national consultant. The international evaluator has previous in-country experience (five evaluations conducted in Guinea Bissau, including for the UNDP CO, and a total of 120 evaluations conducted over the past 25 years) and has overall responsibility for the deliverables. He is also a vetted trainer in Results-Based Management (RBM) for UNDP regional hubs (Panama, Istanbul) and has trained 319 UN staff in RBM over the past ten years. The national consultant has supported the TE team leader in reaching out to the institutional partners and counterparts to ensure their availability to attend the planned interviews. She has prepared the agenda for the interviews and the country context (point 3 of this report), as well as provided her inputs into the TE report and the corresponding analysis.

Key limitations are the lack of an institutional memory because all former project staff have left the project (e.g. the project coordinator in September 2021, the project assistant in December

2021) and the lack of updated documentation. There has been no newly appointed coordinator and it is not clear who is currently holding responsibility for the project coordination. The TE team has had difficulty in obtaining all necessary documentation for the inception phase of the evaluation. For example, regarding the project information package that should have been shared with the TE team prior to the field mission (as mentioned on page 13 table 5 of the TE guidance), a number of documents were found to be missing, in particular: the Capacity Development Scorecard, the list of contracts and procurement items, and the products and deliverable produced after the last available project report which covers the period up to June 2020 only. The CO submitted at the end of the field data collection and after the extended deadline for submission additional documents: quarterly progress reports, the 2021 annual report, financial information and the Capacity Development Scorecard were provided. The updated results framework should have been a separate M&E tool used by the project to show the results at the end of the project (e.g. April 2022), but the CO reported that the updated results framework does not belong to the list of documents to be provided. The TE team disagrees with this interpretation and has repeatedly requested such an update in order to include it in the current TE report..

There has been a high turn-over of the staff in the UNDP CO including at the management level and similarly a high staff turn-over from the National Implement Partner, the Ministry of Environment and Biodiversity (formerly Ministry of Environment and Sustainable Development), so the project has had three National Project Directors, the current director appointed since March 2021. Equally the UNDP Regional Technical Advisor (RTA) for the project was changed on three occasions, and the current RTA was only covering the last few months of the project duration.

It proved difficult to obtain confirmation to interview some of the Key Informants and the annex with the mission agenda indicates those interviews that took place, as well as those that were requested but could not be held.

Another challenge was that the CO had to provide some specific documents to the TE Team, such as the updated Capacity Development Scorecard, something which is beyond the remit and responsibility of the TE team. As this was not provided before the end of the in-country data collection, it did not prove possible to hold the workshop that was envisaged to present and discuss the Capacity Development Scorecard with the national partners.

2.7. Structure of the TE report

As indicated on annex 7, page 97 of the TE Guidance document, the TE report follows the suggested structure. Under section 4 regarding the findings, the key evaluation questions have been slotted under each of the evaluation criteria and/or sections mentioned on p. 98 of the TE guidance for ease of reading. The TE report structure is thus consistent with the TE guidance requirements.

3. PROJECT DESCRIPTION

3.1. Project start and duration

The project started on 16th April 2018 and was operationally closed on 16th April 2022. Some documentation referred to a request for a no-cost extension of the project for a year, but it was not approved. As a medium-sized GEF project the project was not subject to a mid-term evaluation.

3.2. Development context

Country profile

Guinea-Bissau is a small country in West Africa with a total area of 36,125 square kilometers (km²) and an estimated population of 2,054,328 inhabitants¹¹. It is one of the poorest countries in the world and has one of the lowest Human Development Index (HDI) scores (0.461, 2022)¹² as well as the lowest life expectancy (59 years at birth¹³) and literacy rate (59,77%) indicators.

The inequality of income distribution is one of the most extreme in the world. A short and violent civil war in 1998 destroyed most of its productive infrastructure. In recent years, the country has experienced prolonged periods of political and institutional instability. The 2019 legislative elections led to a new government: former Prime Minister Umaro Sissoco Embaló emerging victorious from the elections. Meanwhile, the opposition (PAIGC) argued that the elections were manipulated and took the case to the Supreme Court. Following the confirmation of the results by the electoral commission (December 2020), Embaló declared himself president in February 2020 bypassing both the Supreme Court and the parliament.¹⁴ The first February 2022, there was an attempted coup d'état in which 11 people were killed. According to President Embaló, this conspiracy was carried out by organized crime figures because of the measures he has taken to curb criminal activities and drug trade.¹⁵ No further explanations have been given by the authorities to the public opinion.

The long period of political instability in Guinea-Bissau has had a negative effect on public administration management. Budget deficits (excluding grants) persisted throughout the last decade and could not be covered by the budgetary support agreed to by its development partners. Public administration functioning has been impacted by high rotation, demotivation and strikes of civil servants. The implementation of reforms, strategies and policies has been delayed or postponed for many years and public service provision has been undermined by the lack of a professional civil service, corruption, and weak state institutions, especially at local level. The stability of state institutions has been weakened as the government budget struggles to cover staff salaries, with even more limited resources for operational costs.

The political instability has prevailed since late 2015 and was not halted as previously hoped by the last elections in 2019. Instead, the political crisis and power plays have continued under the new Embaló regime, which has exacerbated the lack of implementation of systematic,

¹¹ United Nations population estimates and projections. World Population Prospects (2019 Revision)

¹² Worldpopulationreview.com. Country-rankings (2022)

¹³ Human Development Index (HDI) 2020 - United Nations

¹⁴ Guinea-Bissau Country report 2022. Bertelsmann Stiftung

¹⁵ <https://www.elperiodico.com/es/internacional/20220202/golpe-fallido-guinea-bissau-13181836>

programmatic priorities. Policies in 2019–2020 have, therefore, not led to the formation or implementation of any systematic or sustainable government program, except for short-term policies. The COVID-19 pandemic has underlined the government's limited steering capability. Repeatedly, public servants are appointed (and dismissed) for political or clientelist reasons. Recruiting procedures often lack transparency.¹⁶

There are few or no consequences for failing to deliver results in public administration. Responsibilities within various parts of the public administration are not defined in transparent ways, coordination with many sectors is a mix of hierarchical bureaucracies, usually highly centralized, informal and personalized. Policies are rarely, if at all, implemented coherently and are complicated by political infighting and difficult coordination among line ministries. There have been ongoing discussions on reforming and modernizing the public administration, notably concerning decentralization, without visible results yet.

For environmental management, the Government of Guinea-Bissau has developed several plans and reports to protect the environment and promote the sustainable development, including the National Adaptation Programme of Action, 2006 (*Plano de Acção Nacional de Adaptation*, 2006) and the Second National Communication on Climate Change, 2011 (*Segunda Comunicação Nacional sobre as Alterações Climáticas*, 2011).

There have been some sporadic and isolated experiences to conduct economic valuation of natural resources in Guinea Bissau, mostly conducted by IBAP (*Instituto da Biodiversidade e das Áreas Protegidas*), such as the valuation of coastal mangrove ecosystems (2005), and the economic value of *Tarrafes do Rio Cacheu* National Park (2015) among other initiatives such as the elaboration of the Guidance for the Economic Assessment of Impact Assessment, produced under the Environmental Assessment. IBAP is a key institutional player responsible for the conservation and management of forest related biodiversity. It was founded by the International Union for Conservation of Nature (IUCN) in 2004 and established by Decree 2/2005 as an institution attached to the State Secretariat for Environment (SEA). The Ministry of Environment and Biodiversity (MAB) is based in Bissau. Currently the MAB is undergoing another change process as a new structure, the INA (*Instituto Nacional do Ambiente*) has been legally created but remains to be resourced and is not yet operational. Together with the IBAP and the AAAC, they will be the operational arms of the MAB and MAB has reportedly suppressed all Director General posts in the Ministry. Regional administrations have neither the technical nor the financial capacity resources to provide effective assistance.

At the time of the writing of this report, the President has just dissolved the Parliament and has called for early elections before the end of the year, increasing the existing political instability in the country.

3.3. Problems that the project sought to address: threats and barriers targeted

In 2011 a National Capacity of Self-Assessment (NCSA) was carried out stating the barriers in fulfilling the obligations of the Rio Convention. Although at the time of the project design the NCSA was six years old, challenges remained and, in some cases, became more severe. The project identified the non-consideration of the long-term economic values of the environment and natural resources as a key contributing factor to the loss of global environmental values,

¹⁶ Guinea-Bissau Country report 2022. Bertelsmann Stiftung

meaning that the DGP index does not reflect any environmental an accounting information. A major barrier is due to the inadequate monitoring capacities and weak databases and information systems. The project also identified a lack of political will and ineffective decision making as additional barriers, while human resources and technical limitations further curtail the efforts to incorporate the economic value of the environmental resources into the national accounts.

3.4. Immediate and development objectives of the project

The goal of the project is for Guinea Bissau to make better decisions to meet and sustain global environment obligations through improved natural resource valuation and accounting. The goal is linked to four components through which capacity development is expected to take place, defined as follows: 1) Component 1: Strengthening targeted policy and legislative instruments for effective monitoring and decision-making for the global environment, 2) Component 2: Strengthening effective monitoring and decision-making mechanisms for the global environment, 3) Component 3: Development of natural resource valuation tools for improved decision-making on the global environment, 4) Component 4: Improving awareness of global environmental values through the use of natural resource valuation

3.5. Expected Results

The project contains a results framework with different outputs linked to each component, and with an indicator, in order to serve as the tool to verify the achievement of the expected results. This results framework is analysed under the findings section point 4.1.

3.6. Main stakeholders. Summary list

The project is nationally implemented through the Ministry of Environment and Biodiversity (formerly Ministry of Environment and Sustainable Development) through a national project director (NDP), supported by a project management unit composed of a project coordinator and project assistant recruited by the UNDP. The staff recruitment process was carried out according to the procedures of the GoGB and under their oversight. Other key ministries that participated in the Project Steering Committee were the Ministry of Economy and Finance, the Ministry of Agriculture, Forestry and Livestock, the Ministry of Fisheries, the Ministry of Territorial Administration, the Ministry of Energy and Industry. Additionally as the project was launched other actors participated in the project validation, such as the National Statistics Institute (INE), the National Research Institute under the Ministry of Education (INEP), and other actors from civil society who were active in implementing the regional dialogues.

3.7. Theory of change

The project contains a skeleton Theory of Change (ToC) which states that IF project stakeholders directly benefit from improved capacities through the learning by doing trainings, and IF learning by doing translates into a greater mobilisation of efforts and resources, and IF building commitment will help countries overcome the internal resistance to change and adopt new and stronger modalities of engagement and collaboration, THEN greater mobilisation of efforts and resources will take place, new and stronger modalities of engagement and collaboration will be

found, which will in turn lead to long-term change (paragraph 20 of the project document). The ToC does not detail the risks and assumptions under which it was formulated, although other sections of the project document address risks. Nonetheless a technically sound ToC includes the risks and assumptions for every level of its formulation, something that should be included in future project designs.

4. FINDINGS

The following section is structured along the report content review checklist mentioned in annex 7 of the TE guidance. The key evaluation questions contained in the inception report are addressed under the relevant evaluation criterion.

4.1. Project design/formulation

The project document is focusing on an ambitious objective of providing capacity development to ensure the institutionalisation of the valuation of the environmental resources into the national accounts.

There are several steps and requirements needed to ensure that the actual application of such a complex process can be met by a single project. Furthermore, the financial envelope appears limited when considering the fact that Guinea Bissau is starting this process nearly from scratch. The design appears overly ambitious considering the institutional and political context of the country. The country context describes the key events that have marked the period of the project implementation. Various of the international consultancy reports produced under this project echo the fact that without a strong political engagement and institutional ownership there is little chance that the products under the different components will lead to a transformational process. The project's objective should have been to establish the foundations for Guinea Bissau to engage in such a process, with a focus on creating the political support and ownership to take the project processes of capacity development and apply the environmental resources valuation into the national accounts. It is difficult for a single project with such limited funds to cover in four years all the different factors that affect the commitment and engagement of all concerned institutions to actually apply a very novel approach that has not yet been adopted in the country.

From the perspective of the TE team, the team leader of which has worked in five previous occasions in UNDP related evaluations in Guinea Bissau, the project design is conceptually valid but insufficiently mindful of the barriers and limitations of the operational context, both politically and institutionally. It is the view of the TE team that the entire process should be the result of a series of gradually expanding projects but be more narrowly phased and focused to allow an incremental development of the national capacities and the application of the knowledge and skills gained during the preparation phase. The project document proposes an overly optimistic scenario regarding the technical gaps and capacity development needs which does not adequately reflect the situation in the country. A baseline capacity assessment would have been useful before the start of the project to define the starting point and identifying gradual and incremental benchmarks instead of trying to achieve a complex transformational process with a single medium-size project (and not rely on the seven year old NCSA).

Assessment of results framework: project logic and strategy, indicators

The project document indicates in the RF that the term of “components” and “outcomes” are used interchangeably. A footnote on component/outcome 1 gives a definition: “Outcomes are short to medium term results that the project makes a contribution towards, and that are designed to help achieve the longer term objective. Achievement of outcomes will be influenced both by project outputs and additional factors that may be outside the direct control of the project” (project RF point D.). There is no reference to which document this refers to, but it does not tell the full story of what is considered as an outcome in the UN language.

UNDP defines an outcome-level result as “the intended changes in development conditions that result from the interventions of governments and other stakeholders, including international development agencies. They are medium-term development results created through the delivery of outputs and the contributions of various partners and non-partners. Outcomes provide **a clear vision of what has changed or will change in the country**, a particular region, or community within a period of time. They normally relate **to changes in institutional performance or behaviour among individuals or groups**”¹⁷ Similarly, the United Nations Development Group (UNDG) Results-Based Management Handbook, defines an outcome as **“changes in the institutional and behavioral capacities for development conditions that occur between the completion of outputs and the achievement of goals.”**¹⁸ The use of the term “outcome” in this project does not reflect the corporate definition of outcomes. The project expects the strengthening of institutional capacities, but there is no KAP (Knowledge, Attitude and Practice) survey that indicates whether the knowledge transmitted through the training activities and the consultancy reports have been understood, whether training participants’ skills have been enhanced, and whether the knowledge gained can be applied in practice. No pre and post-training questionnaires have been used. Instead, the project proposes the use of the Capacity Development Scorecard in Annex B (project document, paragraph 93) to appraise capacity development. However, the scorecard is filled by the Country Office and is supposed to be provided prior to the field mission. As discussed between the TE Team leader, the RTA and the evaluation manager, the document was not included in the project documentation submitted but it was submitted after the field work had been completed.

The ToR of the TE state that “the TE team will review the baseline ... GEF focal area Core Indicators/Tracking Tools submitted to the GEF at the Chief Executive Officer (CEO) endorsement ... and the terminal Core Indicators/Tracking Tools that must be completed before the TE field mission begins” (pages 2-3 of the ToR). However, the final Core Indicators/Tracking tools have not been supplied with the documentary package and is one of the required documents that should be provided to the TE team as mentioned above. According to the CO, the Capacity Development Scorecard and the co-financing tables are the tracking tools for GEF 6.

When looking at the Project Results Framework, the words “component” and “outcome” are used interchangeably in the first column, as reproduced in the table hereafter. This vets the question as to why two terms are being used instead of one, and if indeed the focus is on outcome, then it should be focusing on the change process, something that is not explicit in

¹⁷ UNDP (2011); Outcome-level Evaluation: A companion guide to the handbook on planning monitoring and evaluating for development results for programme units and evaluators, p 3.

¹⁸ UNDG, Harmonizing RBM concepts and approaches for improved development results at country level, October 2011, p. 7

outcome statement 3: hereunder. Also, indicators are output level indicators, not directly measuring higher-level results.

The results framework included in the project is not representative of Results-Based Management practices according to the UNDG and UNDP guidance documents. There are a number of basic conceptual flaws in the “outcome” statement, in the definition of the indicators (they are often indicator *statements*, but the indicator itself is not mentioned), they are not measuring directly the four outcomes, but are output and proxy indicators, and they do not apply the SMART requirements for indicators. The results framework is therefore particularly weak, and the table hereunder reproduces the RF from the project document, with an additional column which indicates what challenges apply to the specific indicators.

TABLE 5 – RESULTS FRAMEWORK ANALYSIS FROM THE NRV PROJECT

Level of result	Objective and Outcome indicators	Comments
Project objective: To develop institutional capacities for undertaking an economic valuation of global environmental goods and services as potentially impacted by proposed development policies, programmes, plans and projects	Indicator 1 (IRRP Output 1.3) Solutions developed at national and sub-national level for sustainable management of natural resources, ecosystem services, chemicals and waste Indicator 1.3.1. Number of new partnership mechanisms with funding for sustainable solutions..... Indicators 1.3.2. a) number of additional people benefitting from strengthened livelihoods through solutions for management of natural resources, ecosystems services, chemicals and waste b) Number of new jobs created through solutions for management of natural resources, ecosystem services, chemicals and waste Indicator 2 (IRRF Output indicator 2.5): legal and regulatory frameworks, policies and institutions enabled to ensure the conservation, sustainable use, and access and benefit share of nature resources, biodiversity and ecosystems, in line with international	This is an indicator <i>statement</i> ; the indicator should be binomial: <i>yes or no</i> This is an output indicator. Indicator statements should use verbs in their formulation Difficult to measure in the context of GB given large informality and not self-explanatory: what are “strengthened” livelihoods? What is being measured exactly? Same as a) difficult to measure as many jobs are in the informal sector Indicator itself not defined, targets mentioned as “at least one by-law” and “at least one sector plan” and “at least 90% of GoGB technical staff have actively engaged in technical trainings”. Confusing and the last indicator not easily measurable

	<p>conventions and national legislation</p> <p>Indicator 3: 500 direct project beneficiaries</p> <p>Indicator 4: technical and institutional capacities for undertaking an economic valuation of global environmental goods and services are enhanced</p>	<p>Not a SMART indicator, who are the direct project beneficiaries of NRV when the institutional system is not set up? Seems unrealistic</p> <p>This should be the focus of the project, but what is the indicator: yes or no, done or not done, is this a binomial indicator? Is the GEF Cross-cutting capacity development scorecard the essential MoV?</p>
<p>Component/Outcome 1</p> <p>Strengthening targeted policy and legislative instruments for effective monitoring and decision-making for the global environment</p>	<p>Indicator 5: policy and legal instruments are strengthened to catalyse the use of natural resource valuation in decision-making</p> <p>Indicator 6: Inter-agency collaboration and coordination for the cost-effective use of natural resource valuation to meet and sustain Rio Convention obligations is catalysed</p> <p>Indicator 7: Stakeholders' awareness is improved through workshops on national policy and legal instruments for improved compliance to MEAs</p>	<p>Again is this a binomial indicator (Yes or No?) what is the indicator? (e.g. the measurement tool)</p> <p>Target is unrealistic, and again the indicator is not mentioned. Is it the signed MoU? Very qualitative baseline analysis using subjective statements not backed up by evidence</p> <p>The indicator is mentioned in the target column: at least 4 sensitisation workshops with at least 150 stakeholders including 50 decision makers</p>
<p>Component/Outcome 2</p> <p>Strengthening effective monitoring and decision-making mechanisms for the global environment</p>	<p>Indicator 8: comprehensive assessment of environmental accounting indicators and related information systems for improved monitoring and decision making on the global environment are developed</p> <p>Indicator 9: An improved institutional mechanism, standards, norms and procedures to catalyse the integration of the global</p>	<p>The indicator here is : One assessment report produced</p> <p>The baseline says "GB lacks an appropriate mechanism..." but does it have one, and if so, is the aim to improve it or to develop a</p>

	<p>environment into sector development plans are developed</p> <p>Indicator 10: Tools to monitor indicators relevant to both the sustainable development goals as well as global environmental values are developed</p> <p>Indicator 11: Training materials is developed and learning-by-doing workshops on best practice and innovations for Rio Convention mainstreaming held</p> <p>Indicator 12: A resource mobilisation strategy for the long-term financial sustainability of improved planning and decision-making for the global environment is developed and approved by the Government Apparatus</p>	<p>new one? The indicator is unclear and not mindful of governance limitations in GB</p> <p>This indicator is not specific enough, what are the outputs under this project that support this indicator statement? This is very broad and not SMART</p> <p>The indicators should be: a) training materials developed and b) number of workshops</p> <p>It is unclear if this has taken place, as there are a variety of confusing actions that seem to be necessary to give a positive answer (Yes) to this indicator statement, including a multiplicity of interactions which cannot be captured by this indicator. Maybe the feasibility study is the desired result?</p>
<p>Component/Outcome 3</p> <p>Development of natural resource valuation tools for improved decision-making on the global environment</p>	<p>Indicator 13: Natural resource and environmental valuation methodologies are developed and integrated into EIA methodology, strategic environmental assessments, and decision-making</p> <p>Indicator 14: Natural resource valuation tools and related environmental accounting indicators are organised into an appropriate information system</p> <p>Indicator 15: lessons learned from piloting exercises are culled and collated into</p>	<p>EIA abbreviation not referenced in prodoc. Unclear what the aim of the indicator is: developing or integrating environmental valuation methodologies?</p> <p>Indicator should be: Done or Not done</p> <p>Indicator is therefore the report produced: yes or no</p>

	guidelines to inform future activities for nature resource valuation	
Component/Outcome 4 Improving awareness of global environmental values through the use of natural resource valuation	<p>Indicator 16: collectively and over four years of project implementation, the awareness-raising workshops engage over 700 unique stakeholders</p> <p>Indicator 17: education module on the importance of the global environment to national sustainable developed is adopted and integrated within teaching curricula at the high school level</p> <p>Indicator 18: surveys on public awareness, an awareness campaign, dialogues, and awareness-raising workshops are implemented are show an increase in stakeholders' awareness over the course of the project</p>	<p>Indicator is therefore: 700 “unique” participants at awareness-raising workshops and Number of workshops held</p> <p>Targets include universities, while indicator statement refers to high school only... UN cannot compel GoGB to adopt curricular changes, it can only suggest. So indicator should be focusing on “developed” and not “adopted”</p> <p>Target column mentions the indicators as the number of participants, of public policy dialogues, of sensitisation, and media awareness workshops—again an indicator measure only ONE process, not a collection of results, as no composite indicators are being used</p>

As regards to the fourth component, “improving awareness” is different from behavioural change, so arguably this is an output (e.g. the result of awareness raising activities, but indicates no institutional or behavioural change), so it should not be considered an outcome.

The RF column labelled as “objective and outcome indicators” actually measures a series of outputs, but there is no indicator directly relating to the project outcomes, so these are all proxy indicators through output measurement.

As a result of this different conceptual framing and use of the term “outcomes” in the project document, the TE team makes it clear that what the project is addressing at the results level through the indicators is actually a series of outputs. Outcomes are more complex to appraise and as there is no direct attribution to the project (since they are the result of the **combined** effort of the different stakeholders and external factors), they are necessarily qualitative in nature and cannot be measured through the RF indicators identified for the project.

Impact is defined by the OECD-DAC as “The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects. Note: Impact addresses the ultimate significance and **potentially transformative effects**

of the intervention. It seeks to identify social, environmental and economic effects of the intervention *that are longer term or broader in scope than those already captured under the effectiveness criterion.* Beyond the immediate results, this criterion seeks to capture the indirect, secondary and potential consequences of the intervention. It does so by examining the holistic and enduring changes in systems or norms, and potential effects on people's well-being, human rights, gender equality, and the environment."¹⁹ It is questionable whether the term of "impact" can be used after four years of project implementation. But for the use of the "impact" criterion (or that of "overall project outcome" if this term is compulsory for GEF report), the TE has followed the DAC guidance as regards to the unit of analysis which will be the **potentially transformative effects of the project**, be it at the outcome or higher levels. In order to do so, the evaluation used qualitative appraisal and contribution analysis, as there are no indicators to measure these aspects.

The TE expected to use the RF to appraise the expected results against the latest M&E project information available. However, this could not be done since the CO could not provide an updated RF to the TE team. The TE team therefore also collected qualitative information regarding the potential changes (positive or negative) that the project may have contributed to through the KII process.

Assumptions and Risks

The project document addresses risks in two sections: under section K risk management of the project document, the project document indicates the different risks strategies, including the Social and Environmental Standards included in annex D of the project document. There is also a risk log under annex H of the project document, but the rating scale used is not explained.

While the scale used is not presented, it is understood that there are at least four levels, since one risk is rated with a probability (P) of 4. If this is the highest rating and the scale ranges from 1 minimum to 4 maximum, out of 6 risks identified, four are rated a 1 for impact, one is rated a 2, and one is rated a 3. It is the analysis of the TE Team that the potential impact is minimised for risks identified and that it is overall overly optimistic taking into consideration the previous projects implemented and the experience that UNDP has in Guinea Bissau from past projects. A concrete example from the first risk regarding the absorption capacity is that its impact rating is a low 1, while the reality of project implementation shows that limited absorption capacity had a direct impact on project deliver, so the rating should have been a 3. Similarly for risk 3, the coordination between the Government and other agencies, given the lack of institutional stability and political changes, the impact is not a low 1 as is rated in the risk log, but requires a higher level of 3 since the turnover in partners means that coordination must be re-established and updated along management turnover.

Lessons from other relevant project incorporated into project design

The project document refers to an early National Capacity Self-Assessment (NCSA) undertaken in 2011 and used as a departure point for the project strategy. The project document also refers in table 1 to seven other projects which could be used to support and advance the current project strategy. However, interviews with project stakeholders did not evidence any linkages or using synergies from other projects to advance the NRV objectives. As such, it proved difficult to see how and if other on-going projects were linked to the NRV project outputs and

¹⁹ <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

components. The TE Team found information on the predecessor project to the NRV from 2014-2017 that was implemented by UNDP (not under GEF funds) and where NRV was recommended. There is however no mention of any lessons or achievement from this earlier project in the project document.

Planned stakeholder participation

On 15th February 2018, there was a meeting of the local committee for approval. Of the NRV project. 21 government and institutional partners, as well as UNDP staff, attended the meeting, and a series of recommendations were made prior to the approval of the project document. At that time, the project team (project coordinator and project assistant) had not yet been recruited by UNDP. On 16th April 2018 the project document was signed and the letter of agreement between UNDP and the Government of Guinea Bissau was signed on 29.07.2018.

The first project steering committee (PSC) was held on 28 June 2019 with minutes signed by the UNDP project coordinator with 18 participants from government institutions, UNDP and other partners to discuss and approve the annual work plan for 2019 and recommend the payment of DSA to the PSC members and sharing the ToR of the consultants for possible contribution.

An inception workshop was held on 19th July 2019 with the Project Team (coordinator and assistant) and the oversight of the UNDP head of sustainable development cluster. There were 40 participants for the external launch of the project from various institutions (p. 30 of the inception report) and another list of 11 participants for the internal launch (p. 31 of the inception report). According to the report, the project was meant to share a common understanding and develop a commitment to the implementation of the project, particularly during the first year. It also states that the partners did not make changes to the project document or the annual work plan.

A second PSC was held on 19th December of 2019 and the third PSC was held on 21st May 2021. The PSC minutes are minimal and do not reflect the key issues discussed during the meetings.

In order to support the project implementation, a technical committee was meant to be created, but this was not activated, so there were limited spaces for coordination and exchange formalised under the project.

Engagement with project partners varied along with the different activities and products undertaken. For each consultancy, a list of stakeholders and/or interviewees was established, but this was done on a case by case basis, although since many activities were closely related between each other it became apparent that the already small pool of technical staff would be easily identified. However, the interinstitutional participation depends on the coordination capacity of the project. With three different National Project Directors since launch of the project, and the departure and non-replacement of the project team in September (project coordinator) and December (project assistant) 2021, ensuring interinstitutional participation proved to be a challenge.

Furthermore, the WHO COVID-19 declared pandemic in March 2020 also affected the outreach capacity and feasibility of holding physical meetings. Bissau has a weak internet connection and outside of the capital city there may not even be internet coverage. This means that in practice the pandemic severely constrained the exchanges and interactions amongst the project partners over the past two years.

4.2. Project implementation

Adaptive management

There were limited changes applied to the project design during implementation. The main changes were related to the delays in the implementation, partly due to the COVID-19 situation, so that some of the workplan activities were carried over to the next period. According to the PSC minutes, all three annual workplans (2019, 2020, 2021) were approved by the PSC.

Interviews indicate that a number of products and consultancies suffered delay during project implementation. Evidence shows that not all contracts could be honoured, so some of the contractual agreements were not fulfilled. Sometimes it was due to a lack of agreement between the national implementing partner, the MAB, and the UNDP. Regardless, some consultancies were not completed and were not paid.

A number of consultants indicated delays in receiving the payments and also in obtaining the travel costs to carry out physical missions to Guinea Bissau. To the extent possible, this was supplemented by the international consultants working remotely with the national consultants, but not all of the planned activities could be held. For example, at the time of writing of this TE report, output 4.4. of the AWP 2021 approved on 25th March 2021 (holding of three national dialogues, which have subsequently been revised to one national dialogue) has not been done.

The main challenge for the project management has been the lack of a clear “champion” or proactive leader with an understanding of the overall vision of the project strategy and the manner in which all the different complex consultancies and components were to fit into each other to support the project objectives. As this was not provided and given capacity limitations project management drifted to output level results and the holding of activities. However, none of the outputs except for the consultancy undertaken by Simone Takahashi and Domigos Quade which was supplied under output 1.4. in February 2020 are linked to project specific outputs, which further adds to the confusion amongst the different products produced under the NRV. Considering the high number of consultancy reports, many of which have similar characteristics and often overlap in the subject covered, it is not possible to link specific products to the specific outputs mentioned in the project document, and therefore not possible to identify which outputs have been completed or partially completed.

Without a proper information management system or M&E system that lists all the products undertaken during the project and the manner in which they are allocated in the budget and in the list of expected outputs, it is not possible for the TE team to make a conclusive assessment of whether all products have been delivered and all reports have been submitted and accepted. Evidence is missing to confirm the total number of consultancies undertaken and as mentioned in the limitations section, specific documentation regarding the project contracts and their ToR were not included in the initial documentation package.

Actual stakeholder participation and partnership arrangements

Partnerships as mentioned in the first PSC meeting minutes requires the payment of the per diem for participants, which is an essential incentive in Guinea Bissau. As the project started late, officially on 16 April 2018 with the project’s signature, but in reality, in May 2019 with the recruitment of the project team and with the inception report/PIF in July 2019, there were several unmet expectations regarding the project. All stakeholders interviewed recognised the

importance and the relevance of the project's objective. All KII clearly indicate the benefits for the GoGB to incorporate natural resources valuation into the national accounts. However, the very small team of two persons to support such a complex objective, both leaving in 2021, the three changes in the nomination of the National Project Director, shows a difficulty to remain on track and ensure a continuous and gradual development towards the project objectives. Differences during project implementation were mentioned regarding the transfer of the financial resources from the UNDP to the MAB, as UNDP indicated that it wanted to pay suppliers directly, while MAB preferred to have the cash transfer into its accounts.

Interviews show that a high level of expectation was raised but not sustained. Because of the many difficulties in moving forward with the project, often in an ad hoc manner, the complexity of the subject matter, the lack of technically skilled and knowledgeable and committed experts within the different partner institutions and within the CO, the project lost its initial momentum and project management was essentially able to ensure that some of the activities and of the products were completed. However, there was no strategic or coordination capacity to ensure that the products were clearly supporting the higher-level results (outcome) and the project objective.

Project finance and co-finance

The TE team includes hereafter the two tables as requested under the TE Guidance (table 11 p. 44, and table 12 p. 45) and as received from the CO. The TE team takes no responsibility for their contents and cannot vouch regarding the validity of its contents. Additional information is included under the efficiency criterion.

TABLE 6- CO-FINANCING TABLE (TE GUIDANCE TABLE 11) – SOURCE: UNDP

Co-financing (type/source)	UNDP financing (US\$m)		Government (US\$m)		Partner Agency (US\$m)		Total (US\$m)	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
Grants	650,000	168.649					650,000	168,649
Loans								
In kind			825,000	0			825,000	0
Other								
Totals							1,475,000	168,649

TABLE 7- CONFIRMED SOURCES OF CO-FINANCING AT TE STAGE (TE GUIDANCE TABLE 12)

Sources of Co-Financing	Name of Co-financier	Type of Co-financing	Investment Mobilized or Recurrent expenditure	Amount (US\$)
Recipient Govt.	Ministry of Environment and Sustainable Development	In kind	Recurrent expenditure	0

GEF Agency	UNDP	Grant	Recurrent expenditure	168,649
Total Co-Financing				168,649

***Investment Mobilized** means Co-Financing that excludes recurrent expenditures (Different governments, companies and organizations may use different terms to refer to “recurrent expenditures”, such as “current expenditures” or “operational/operating expenditures”).

****Recurrent expenditures** can generally be understood as routine budgetary expenditures that fund the year-to-year core operations of the entity (they are often referred to as ‘running costs’ - they do not result in the creation or acquisition of fixed assets). They would include wages, salaries and supplements for core staff; purchases of goods and services required for core operations; and/or depreciation expenses. Some of the typical government co-financing we have previously included (such as routine budgetary expenses for Ministry of Environment operations) will no longer meet this new definition of investment mobilized for these specific countries

Monitoring and Evaluation

Design at entry. Rating: Unsatisfactory

As indicated under point 4.1. in the analysis of the results framework, the M&E design at entry is poor. There are several examples in the RF that show an inadequate understanding of M&E practices and results-based management (RBM). In particular, the RF chooses to write indicator statements (what the indicator measures) instead of identifying the indicator (the number, ratio, percentage, amount) which provides the result. All indicators are proxy and output indicators, when the RF mentions the column as “objective and outcome indicators”, which is confusing since they are all output indicators. Some are not SMART, are not sufficiently defined to be easily measurable, are not the result of a single interaction, and some are not technically worded as indicators.

The indicator targets are not justified and seemed to have been arbitrarily chosen. For a project that has a its main objective institutional capacity development, there should have been a baseline with a Knowledge, Attitude and Practice (KAP) survey, and the different workshops and seminars should have used a pre and post-test questionnaire, to measure the level of knowledge increase amongst participants. Another KAP at the end of the project would have allowed to measure the situation against the baseline. Instead, the M&E requires the use of a capacity development scorecard (as annex B in the project document) which is an arbitrary and subjective appraisal by the person responsible for filling the form of the level of capacity development. It only requires a rating without explaining the rationale and certainly does not offer sufficient qualitative analysis to allow a clear understanding of the capacity development achievements. Indicator 3 is wrongly marked as a 0 in the rating column of 2.

The M&E tools proposed by the GEF-6 are very much compliance driven and do not necessarily offer an understanding of the results that the project sought to achieve from a qualitative analysis.

Implementation. Rating: Unsatisfactory

The TE team received the Capacity Development Scorecard, but not the latest updated project Results Framework. An Annual Progress Report (APR) from 2021 was shared on 15th May 2022 but it does not cover the period from June 2021 to April 2022.

Information management has been a weakness with limited documentation to provide evidence to the TE team. The PMU was not able to ensure an adequate level of written information on strategic aspects, decision-making and ensuring a proper information system and M&E data to support for the project.

Overall assessment. Rating: Unsatisfactory

Both at the design phase the project showed a lack of understanding of RBM procedures and M&E procedures aligned with the UNDG and UNDP guidance documents. The complexity of the project required a very carefully targeted incremental process guided by adequate benchmarks during the life of the project. The project team did not include an M&E expert, so the project coordinator and the project assistant were expected to provide the relevant M&E information. However, M&E is not the core competency of the project team, and the office has one M&E officer who has just recently arrived. The project team did not have the necessary M&E and RBM skills to provide the required information. Management oversight was curtailed by prolonged illness of key staff.

UNDP implementation/oversight. Rating: Unsatisfactory

The project had several implementation challenges. Firstly, the project team was hired more than one year after the initial meeting of the project approval committee was carried out on 15th February 2018, showing the difficulty of the CO to recruit an adequate project management team. Secondly, there was no information management and M&E system established for the project. Documents from different venues have been shared by the evaluation manager, but there is very limited information about the project, except for the list of consultancies carried out and their relevant reports. No feedback information in writing is available from the national implementation partner, the MAB, regarding the validation of the different products elaborated. The only document that is provided by the national counterpart is the minutes of the local committee project approval meeting of 15th February 2018. No other document indicating the views and position of the national implementing partner is available.

The project team that was recruited for the NRV consisted of one project coordinator and one project assistant. This was not sufficient to ensure that for such a complex project all the necessary technical skills were available. There is a lack of written feedback on key decisions taken regarding the project, and except for the workplans, the very thin annual reports and PSC meetings, there are virtually no documentation explaining the project progress.

It seems as if the project had focused on the provision of the core activities and outputs as the main thrust of its efforts, without being able to ensure the provision of an adequate sense of direction and an effective strategic coordination.

In addition to the delays in recruiting the project team, the emergence of the COVID-19 pandemic in March 2020 also considerably complicated the implementation of the planned activities. The project team tried to push to facilitate the different activities, but those outputs that required a physical presence and meeting, including the number of workshops that were held, were lower than planned. Given the low internet connectivity in the country and particularly in the regions, there was only so much work which could be carried out remotely. This applied also to some of the international consultancies, as the international consultants' presence in the country was also constrained by the COVID19 pandemic, as well as by other factor relating to the disbursement of the travel expenses.

A factor that affected the oversight of the project and the project team was the turn-over and health problems related to UNDP management. Initially the project was placed under the oversight of the Head of the Sustainable Development Cluster, Dauda Sau. The oversight then was placed with Elisabete Dumbia Silva, Head of sustainable development cluster. Both have left UNDP. Another person responsible for oversight was appointed with an international position as cluster head, Jihene Touil, but had to leave because of illness, and a new cluster head has

recently been appointed but recruited as consultant, Nelvina Barreto. The overall oversight responsibility rested with José Levy as UNDP Deputy Resident Representative (DRR) programme (since his arrival in July 2019) and since the departure of the project team there has been no new project coordinator project assistant appointed to ensure project implementation. The project was supported by different colleagues at UNDP CO, and at the time of the evaluation a newly recruited staff, Justino Maria, was in charge of the project backstopping. This indicates that there is no institutional memory in UNDP because all the project related staff has left the office. Nonetheless, the CO arranged for a meeting with the former project coordinator as well as with the former project assistant, which allowed the TE team to triangulate some of the information collected as a result of the desk review and TE inception phase.

The lack of a clear engagement and ownership of the project with the support of a UNDP strategic champion to ensure overall coordination and progress towards the outcomes is the main implementation weakness. Some activities and products were achieved despite constraining conditions, and these are discussed under the results section. But the high turnover and the lack of an empowered strategic thinker and coordinator in UNDP has lessened the implementation value of the project.

Implementing partner execution. Rating: Unsatisfactory

The Project Implementing partner is the Ministry of Environment and Biodiversity (formerly the Ministry of Environment and Sustainable Development). Since the beginning of the project there have been three different National Project Directors. The first NDP appointed was Conceição Lopes, who left the ministry, then in June 2020 Mr. Joazinho Sa was appointed, and in March 2021 Mr. Lourenço Vaz was appointed as the third NPD. There is no document from MAB or any written report that indicates feedback on any of the project activities. It is therefore virtually impossible to assess properly the level of implementing partner execution. The Unsatisfactory rating is linked to the lack of available evidence regarding the implementing partner execution. The TE team was able to hold a meeting with the DNP and former DNP, but all other MAB staff were out of the country, including the Minister, so triangulation with MAB was not possible. KII indicated there were differences in the way the MAB and the UNDP saw the project, and that this contributed to a slow implementation. The political situation changed during the project and so did the structure of the ministry, as did the Minister. These institutional changes also affected project implementation as different expectations are reported to have taken place at the time of the change of the Minister.

This section is based purely on the contents of the different interviews since there is no documented evidence provided to support the findings above. From an evaluative perspective, the rating could also be Unable to Assess given the lack of evidence to appraise the national implementation.

Overall project implementation/execution, coordination and operational issues. Rating: Unsatisfactory

As mentioned the scant number of documents and written information supporting decision making, coordination and operational issues from the UNDP, and the lack of any information from the national implementing partner, means that it is not possible to triangulate findings from the desk review as these are not informing the TE team about project implementation, coordination and other operational issues. The list of consultancies undertaken by the project is incomplete and not updated. The two main shortcomings for project implementation are: 1) insufficient and inadequately structured written documentation to evidence project

implementation, and 2) no institutional memory in UNDP to recreate the historical evolution of the project since the project official starting date of 16 April 2018.

KII indicate that coordination could have been improved, but that to ensure coordination the project needed to ensure that per diem was paid to the participants (as mentioned in the first PSC minutes), something which affected participation throughout the project life. For example, at the workshop held in Uaque (Mansoa) - A weeklong training on national environmental accounts from 18 October 2021- in which two international and two local consultants participated, the payment of per diem proved problematic as the amount of the meals was deducted from per diem payment, causing resentment amongst the participants.

Risk management, including Social and Environmental Standards

In line with the TE guidance requirements, the table in the following page presents the SES at the time of project approval.

A policy update effective as of 1 January 2021 was made for the SES²⁰. According to this document: “The Social and Environmental Screening is updated as needed during implementation as part of project risk management and monitoring. At a minimum, projects that undergo substantive revision or experience a change in context that affects the risk profile will be re-screened and potentially re-categorized. (paragraph 10 page 58)”. Considering the political and institutional changes in Guinea Bissau, the project could have provided a revision of the SES.

As requested in the TE guidance on page 50, the current section covers the following three points:

- a) Analysis of the implement of the safeguard management measures.
- b) Findings on the effectiveness of those safeguard management measures and any lessons learned.
- c) Description of revisions to the original SESP if applicable.

The level to which the NRV project was implemented essentially remained at the output level. The key products were consultancy reports and workshops and other events held. This project does not have any direct impact at the output level an any of the aspects of concern that are covered by the SESP. These are essentially designed for projects that have a concrete and tangible objective. In the case of the NRV project, this was essentially a capacity development effort with some awareness raising. As such, the SESP does not have any relevance and some of the SESP aspects have been covered under other parts of risk management in the project design.

²⁰ UNDP Social and Environmental Standards, Policy Update, OPG approved in 2019, effective as of 1 January 2021

TABLE 8- SOCIAL AND ENVIRONMENTAL SCREENING AT PROJECT APPROVAL				
QUESTION 2: What are the Potential Social and Environmental Risks? <i>Note: Describe briefly potential social and environmental risks identified in Attachment 1 – Risk Screening Checklist (based on any “Yes” responses).</i>	QUESTION 3: What is the level of significance of the potential social and environmental risks? <i>Note: Respond to Questions 4 and 5 below before proceeding to Question 6</i>			QUESTION 6: What social and environmental assessment and management measures have been conducted and/or are required to address potential risks (for Risks with Moderate and High Significance)?
Risk Description	Impact and Probability (1-5)	Significance (Low, Moderate, High)	Comments	Description of assessment and management measures as reflected in the Project design. If ESIA or SESA is required note that the assessment should consider all potential impacts and risks.
Risk 1: None	I = P =	N/A	N/A	N/A
	QUESTION 4: What is the overall Project risk categorization?			
	Select one (see SESP for guidance)			Comments
	Low Risk	<input checked="" type="checkbox"/>	There are no environmental or social risks related to this project.	
	Moderate Risk	<input type="checkbox"/>		
	High Risk	<input type="checkbox"/>		
	QUESTION 5: Based on the identified risks and risk categorization, what requirements of the SES are relevant?			
	Check all that apply			Comments
	Principle 1: Human Rights	<input type="checkbox"/>	None required	
	Principle 2: Gender Equality and Women’s Empowerment	<input type="checkbox"/>	None required	
	1. Biodiversity Conservation and Natural Resource Management	<input type="checkbox"/>	None required	
	2. Climate Change Mitigation and Adaptation	<input type="checkbox"/>	None required	
	3. Community Health, Safety and Working Conditions	<input type="checkbox"/>	None required	
	4. Cultural Heritage	<input type="checkbox"/>	None required	
	5. Displacement and Resettlement	<input type="checkbox"/>	None required	
	6. Indigenous Peoples	<input type="checkbox"/>	None required	
	7. Pollution Prevention and Resource Efficiency	<input type="checkbox"/>	None required	

As regards to the revision of the SESP, none was undertaken given the capacity problems faced by the CO.

4.3. Project results and impacts

Progress towards objective and expected outcomes

The project has been able to lay the foundation and groundwork to achieve the desired outcomes and contribute to the project objective. It has however mainly been effective in producing a range of selected outputs that, if not properly disseminated, coordinated and owned by the different stakeholders, does not lead to any transformational change at the outcome level (as defined by the UNDG and the UNDP) and therefore is only remotely likely to support the project objective. The project is mainly a capacity development project, based on a series of technical consultancies and coaching that should lead to institutional ownership of the project. However, it was too ambitious to believe that in Guinea Bissau such radical changes can take place so rapidly and with such a limited number of resources. Political instability is a major factor affecting institutional ownership and commitment, which affected project implementation. The seeds have been partly planted by the different products created under the project, but it is still too early to see how these will lead to institutional changes and towards the overall objective, without a full political backing and institutional ownership for the duration of the project. At present, it is hoped that the reports produced will be used in the future to develop further the political engagement and institutional ownership needed to obtain the desired outcomes.

From a compliance perspective, it is not possible to review the indicators in the RF as the CO was not able to provide an updated version of the RF with its indicators.

Relevance. Rating: Satisfactory

The project was aligned with the national priorities as defined in Terra Ranka and aligned with GEF and UNDP strategic priorities. The project supports the following SDG: 7,8,9,11,12,13,14,15 and 17. It also contributes to the following outcome of the UNDAF/CPD which was used at the time of the project inception with the following outcome: Economic growth is inclusive and sustainable, promoting poverty reduction, decent work, food security and the structural transformation of the economy. The project further supports the UNDP Strategic Plan output 1.3.: Solutions developed at national and sub-national levels for sustainable management of nature resources, ecosystem services, chemicals and waste.

More importantly as the project has reached its end in April 2022, KII indicate that the overall objective of the project remains relevant today. All evaluation respondents agreed on this point, whether national counterparts, UNDP staff, international or national consultants, or NGO partners. While several products have been developed to facilitate the achievement of the objectives, the process remains at an incipient stage. There are not yet any visible changes at the institutional level or at the political level which show the buy-in, ownership and application of the products developed under the NRV project. Therefore, there remains an existing need to pursue the objectives defined by the project further, as only an initial groundwork has been done, but is insufficient to enable the application of the different recommendations and changes that are required at the institutional levels to ensure that natural resource valuation can be integrated into the national accounts and thus reach the desired objective.

Despite its high relevance, the project had to operate under challenging conditions, both given the political and institutional changes during the period of the project's implementation, as well as having to operate under the COVID-19 pandemic which limited a number of the planned activities.

Only the Country Programme Document (CPD) results framework was provided to the TE team in the documentation package, and not the CPD document itself, so it does include the CPD theory of change. However, since the incorporation of the Theory of Change (ToC) is relatively new in UNDP, it is unclear whether a full-fledged ToC was included in the UNDP CPD.

Initially the project created high expectations and stakeholder engagement seemed to be high (for example 40 participants at the inception workshop in May 2019, 18 participants in the first PSC in June 2019) but the lack of a coordinated and shared approach across the different government institutions mean that the participation was uneven. Even for the different training workshops the selection criteria for the participants was not published. With the COVID-19 pandemic which constrained, delayed on caused the cancellation of some of the planned activities and events, participation also seemed to dwindle as initial expectations were not being met. The lack of an overall strategic advisor to coordinate the different partners' participation and progress did not allow the project to ensure full stakeholder engagement. Individual consultancies had to review each time the list of partners and counterparts in order to ensure their participation in the different activities and events held.

Surprisingly, an earlier project had lain the groundwork in the CO from 2014 to 2017, reportedly on TRAC funds and not GEF funding. The project, entitled "political and civil engagement for the management of natural resources" was implemented by UNDP with a national project coordinator with the objective of developing the capacity of the Ministry of Environment, sensitisation and training of the National Assembly members, of the Ministry management staff, and of interinstitutional managers from key ministries. It ended after three years and UNDP requested a continuation of the project, so an international consultant was brought in to develop the project document of the NRV project. It is however surprising that the linkages and lessons learned from the earlier project do not appear in the project document, which seems to be starting from scrap, when some efforts had already been undertaken and key products such as a National Environmental Policy and Sector specific guidelines for the evaluation of environmental resources have been developed and were reportedly being used by some of the national partners

More relevance and complementarity with other initiatives could have been made during project implementation, but this is dependent on commitment and ownership both from the NRV project and the other on-going initiatives. If there is no incentive to coordinate, coordination does not automatically take place.

Effectiveness. Rating: Unsatisfactory

Not all the planned activities and products were achieved. Several challenges were faced by the project but the key outputs that were shared with the TE team were the following: (in chronological order)

TABLE 9A - LIST OF THE CONSULTANCY PRODUCTS SHARED WITH THE TE TEAM

Nr	Author	Title	Date
1	Simone Takahashi	<i>Ateliês de formação e sensibilização sobre políticas e instrumentos legais nacionais para melhorar a conformidade com os Acordos Multilaterais sobre o Ambiente</i>	February 2020
2	Carlos Sonderblohm Leonildo Cardoso	Diagnosis of the shortcomings of policies and of the legal framework thwarting the practice of environmental accounting and valuation of natural resources in Guinea-Bissau	March 31, 2020
3	Daniel Bazzucchi Jean-Louis Sanka	<i>Análise aprofundada dos indicadores de contabilidade ambiental na Guinea-Bissau Segundo rascunho, anexos</i>	May 2020
4	Giacomo Cozzolino Mário Biague	<i>Estudo de viabilidade sobre a Contabilidade Ambiental na Guiné-Bissau, valor dos serviços dos ecossistemas na Guiné-Bissau, Segundo Esboço</i>	May 2020
5	Unauthored	<i>Estudo de Viabilidade sobre a contabilidade ambiental na Guiné-Bissau, valor do capital natural e dos serviços dos ecossistemas na Guiné-Bissau</i>	July 2020
6	Giacomo Cozzolino Mário Biague	Estudo de Viabilidade sobre a Contabilidade Ambiental na Guiné-Bissau, Análise de viabilidade, Esboço Final	July 2020
7	Giacomo Cozzolino Marinho Cumara	<i>Apoio técnico para programar e facilitar o trabalho de um grupo de ação especializados em economia e finanças, Relatório final</i>	September 2021
8	Carlos Sonderblohm Banor Fonseca	<i>Plano de Trabalhos e Metodologia: consultoria internacional para agenda seminários de aprendizagem pela prática para conciliar as fraquezas e lacunas políticas e legais existentes para implementar a prática da contabilidade ambiental nos processos de tomada de decisão na Guiné-Bissau</i>	22.10.2020
9	Carlos Sonderblohm Banor da Fonseca	<i>Relatoria final dos resultados dos seminários de Aprendizagem pela prática (APP) para conciliar as fraquezas e lacunas...na Guiné-Bissau</i>	30.10.2020
10	Unauthored	<i>Nota conceitual, Atelier de validação do apoio técnico para programar e facilitar o trabalho de um grupo de ação especializado em economia e finanças</i>	Sept 2021
11	Carlos Sonderblohm Daniel Bazzucchi Banor Fonseca Antonio da Silva	<i>Relatório das atividades desenvolvidas durante a semana da contabilidade ambiental, Uaque, 18-21 Outubro 2021 Guiné-Bissau</i>	Undated (Oct. 2021)

Additionally, during the interviews the TE team was able to obtain the following products:

TABLE 9B- ADDITIONAL CONSULTANCY PRODUCTS OBTAINED DURING THE TE MISSION IN GUINEA BISSAU

Nr	Author	Title	Date
1	Abu Mostofa Kamal Uddin Banor Fonseca	Second Draft Recommendations to Integrate the Tools of Environmental Accounting and the Evaluation of Natural Resources in the Main Policies and Regulations (for the validation workshop).	undated
2	Giacomo Cozzolino Marinho Cumara	Apoio técnico para programar e facilitar o trabalho de um grupo de ação especializado em economia e finanças, relatório preliminar	May 2021
3	Carlos Sonderblohm Leonildo Cardoso	<i>Primer relatório do progresso da consultoria sobre: Diagnostico das fraquezas das políticas e do quadro legal que limitam a prática da contabilidade ambiental e da valorização dos recursos naturais na Guiné-Bissau</i>	3.02.2020
4	unauthored	List of on-going consultancies – Excel – with budget	undated
5	Carlos Sonderblohm Leonildo Cardoso	<i>Relatório final da consultoria: Diagnostico das fraquezas das políticas e do quadro legal que limitam a prática da contabilidade ambiental e da valorização dos recursos naturais na Guiné-Bissau</i>	2.04.2020
6	Daniel Bazzucchi Antonio da Silva	<i>Análise aprofundada de mecanismos institucionais, padrões, normas e procedimentos existentes para a valorização dos recursos naturais e a implementação da contabilidade ambiental e recomendações de mecanismos, padrões, normas e melhoria de procedimentos - Relatório</i>	February 2021
7	Giacomo Cozzolino Mário Biague	<i>Estudo de viabilidade sobre a Contabilidade Ambiental na Guiné-Bissau, valor dos serviços dos ecossistemas no Parque Natural dos Tarrafes de Cacheu (PNTC)</i>	June 2020

In total there have been therefore at least 18 products submitted during the course of the project implementation. The main challenge is to know if there has been any ownership of the products and follow-up by the relevant ministries. Discussion with MAB partners indicate that it was not for MAB itself to own and apply the products of the consultancies as many of the reports address aspects that are under the responsibility of other ministries, such as the Ministry of Economy, or the Ministry of Finance. Therefore, the single most evident shortfall in contributing to the project outcomes and objective was that products were not owned, revised, used or apply by the various ministerial partners and counterparts.

The quality of the reports themselves are generally good and they have been able to capture in writing examples and develop recommendation for the country's institutionalisation of the process. In some cases, the reports provide a baseline that show the way forward for Government in order to incorporate the valuation of natural resources into national accounts. The lot of products submitted identify and analyse legal, financial, institutional, environmental, governance, and technical gaps. It is without a doubt the major result of the project, and along the development of the various workshops that we held both in the regions and in the capital city. However, there were no tools developed to appraise the capacity development of the

training participants, such as pre- and post- training tests, or KAP surveys, and the project only relies on the Capacity Development Scorecard to appraise the results. Since the CO is responsible for the filling of the Capacity Development Scorecard, there is limited qualitative evidence to show whether knowledge or skills have been developed, and if so, to what extent. The TE team is unable to analyse the extent to which technical capacities have been developed, if any. However, there is evidence that at least the fourth project component of “improving awareness of global environmental values through the use of natural resource valuation” has been achieved to some extent, through the various workshops and events held by the project.

An integrated information management system for the project document would have helped to better understand the project progress. In view of the TE team, and after having read and analysed the reports produced by the multiple consultancies, it is clear that these contribute to informing the incipient process to integrate natural resources valuation into the national accounting system. However, without a political and institutional buy-in from the partners in key ministries, the products have yet to be applied.

Another important recommendation was the creation of a group of intersectoral experts (GAEF in Portuguese, or a Specialised Group in Economy and Finance), but while the participants were identified, there is no follow-up to ensure the group is supported and can start its work.

Beyond the completion of these outputs, it remains unclear to the TE team that the project has been able to contribute significantly to the outcomes or the objective, because as the project ended there did not seem to be a dynamic to keep the momentum alive. In concrete, none of the recommendations have yet been implemented to the knowledge of the TE team. Institutional changes and lack of written evidence or feedback from national stakeholders also indicate that it is not possible to know what national stakeholders thought of the products. There is no documentation regarding the validation of the reports from MAB or any other ministry. In absence of supporting documentation, the TE team had to rely on qualitative information from the KII. The KII indicate that while all national stakeholders agree on the importance and relevance of the project objective, there is no mechanism established that ensure that the processes are going to be taken forward by the various concerned institutions. As mentioned in several of the reports, if UNDP is not able to play an incubator role for the institutional processes, the current national capacity does not seem to be able to provide enabling conditions to generate the necessary buy-in and ownership.

A key factor which made implementation more difficult was the different types of delays experienced. Firstly, the project only recruited a project team in May 2019, one year after the official project starting date. Secondly, one year after having recruited the project team, the COVID-19 pandemic limited the physical contacts and affected all activities including the training workshops, which had to be reduced. Internet connection in the country is poor and in the regions even more difficult, if at all available. So the initial workplans could not be followed and had to reduce, postpone or cancel, a number of activities. 2021 was a complicated time for the UNDP country office that had many changes, including the departure of the project coordinator in September 2021 and that of the project assistant in December 2021. Since then, the project remained without a project team, but UNDP staff provided support and follow-up as needed, although no official replacement was hired for either post.

There were many institutional changes during project implementation: no less than three National Project Directors were appointed during the project life, something which did not contribute to enhancing national ownership of the project within the MAB.

In terms of KII satisfaction with the project results, the TE team also used during the interviews a five-point scale to obtain stakeholders' perceptions regarding the project results. This is a subjective view of how much the project managed to achieve its results. From the 18 KII held, 12 respondents provided a rating (i.e. UNDP was not asked to rate its own performance, and some respondents did not have sufficient knowledge to provide a rating). The table hereunder summarizes the ratings from the four international consultants and from the eight national respondents and counterparts.

TABLE 10 – NRV PROJECT STAKEHOLDER SATISFACTION RATING ON A 1 TO 5 SCALE: SOURCE TE KII

	<i>Rating</i>	<i>Nr of respondents</i>	<i>Rating</i>	<i>Nr of respondents</i>	
<i>International</i>	1	1	2,5	1	<i>National</i>
	2	1	2,8	1	
	2,5	1	3	2	
	3	1	4	2	
			5	2	
<i>SUB-TOTAL</i>		4		8	
AVERAGE	2,13		3,66	OVERALL	3,15

The results indicate that international consultants have provided a low average rating of 2,13 that is below the average of 3,0. The national respondents have a very varied perspective about the project results: one fourth (two respondents) has given lower than 3,0 ratings, one fourth has given average rating (3,0), one fourth has given high ratings (4,0) and one fourth have given a maximum rating of 5,0. Despite these variations the average rating from the national stakeholders is a 3,66 near the high mark of 4,0, and the combined rating of both international and national stakeholders is slightly above average with a 3,15.

What these numbers indicate is that the international consultants had higher expectations regarding the results of their consultancies (e.g. in particular a continuation of the efforts beyond the production of the report itself) whereas national respondents provided higher ratings, often based on "given our national context and our challenges and limitations". The same products are valued differently by the respondents, in some cases the ability to deliver these reports seems to have been enough to warrant a maximum rating of 5,0 but also lower than average ratings of 2,5 and 2,8. It is interesting that more than 1,5 points separate the international respondent's average from that of the national respondents. While the sample size is too small to be representative, it does however show that international consultants had higher expectations on the results to be achieved by the NRV project.

Gender

The project is a GEN1 marker, which means that within the gender rating scale (0= gender blind, 1= gender sensitive, 2= gender responsive, 3= gender transformative) the project has a low rating on its gender component. There is a gender analysis within the project document, but the nature of the project itself, as a capacity development project, has only indirect connections with gender empowerment, particularly at the output level. Even so, the project team attempted to be as inclusive as possible in regard to attendance at workshops and events. Anecdotal evidence from interviews indicates that generally the ratio of women was between 10 and 20% of the workshop participants. While a clear minority, it was also indicated that women were often more proactive than other participants.

Another positive aspect regarding gender sensitivity was that some the international consultancies were undertaken both by women and men, unlike national consultants who were only men. The essence of the project is not to be gender responsive or transformative, but the project has achieved a certain level of gender sensitivity during implementation and at workshops which is adequate for the operational context.

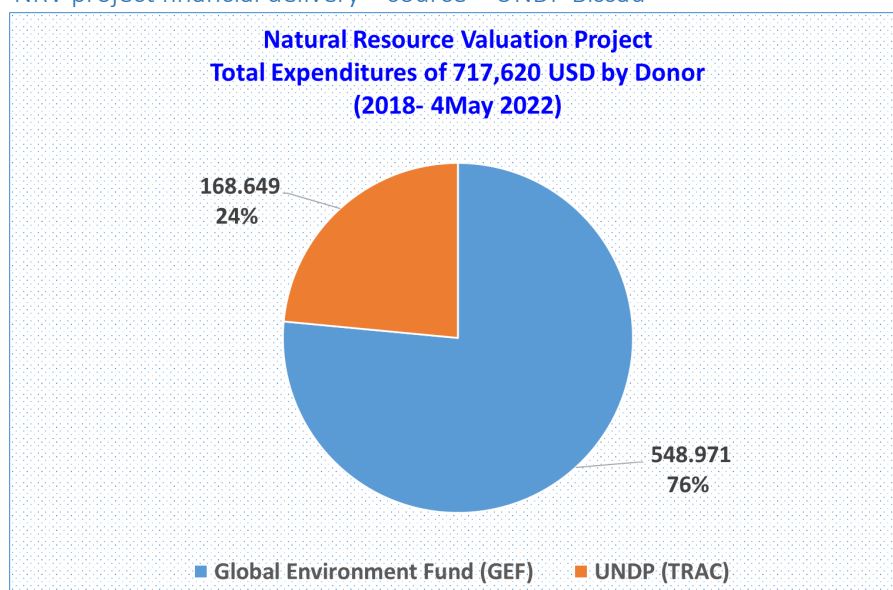
Efficiency. Rating: Unsatisfactory

The project suffered many delays: recruitment of the project team was only done in May 2019, more than one year after the project had officially started on 16th April 2018. The project team only stayed until September 2021 for the NPC, December 2021 for the project assistant. No replacement was hired until the end of the project.

In terms of information management, there is not organised system for the project M&E, leading to a number of data gaps. The TE team requested the CO to provide all the required information, including the most recent updated Results Framework, and the wrap-up meeting in Bissau on 6th May 2022 also pointed out to the specific data and information gaps that needed to be addressed by the Country Office.

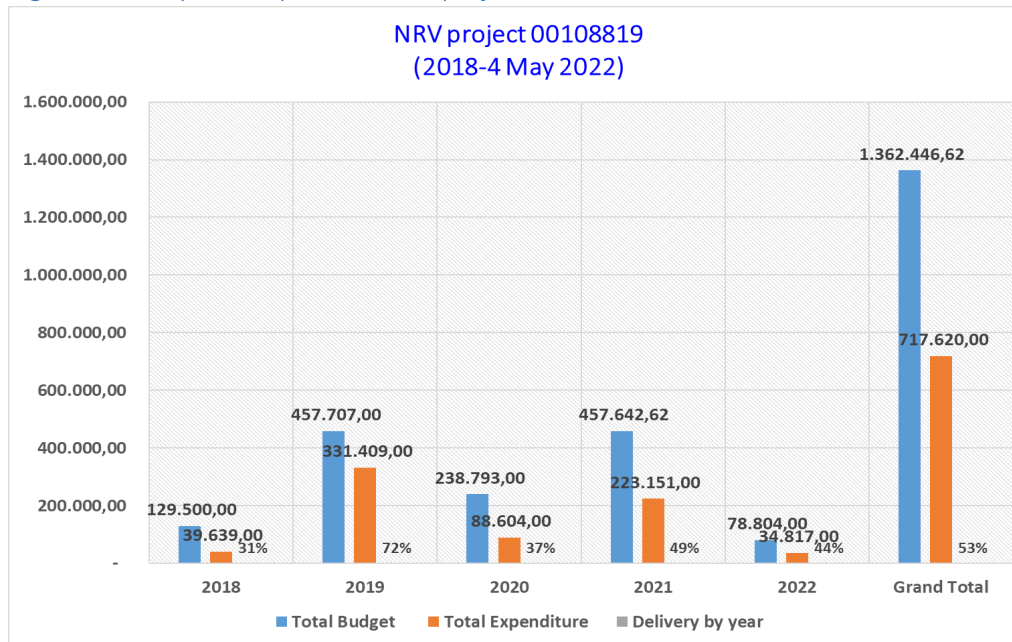
Based on the financial information received from the CO on 5th May 2022, the overall project delivery is low: the overall delivery rate is only 53% for the overall project budget, while expenditures under the GEF funding stands at 76%, while TRAC co-funding only reached 24%.

Figure 1 – NRV project financial delivery – source – UNDP Bissau



The yearly delivery also shows the difficulties, particularly in 2020 once the COVID-19 pandemic was declared, in fulfilling workplan objectives and in undertaking all the planned activities:

Figure 2- Yearly delivery for the NRV project 2018-2022 – Source: UNDP Bissau



Project efficiency was affected by staff turn-over and oversight issues in the Country Office, and a lack of joint vision with the MAB on project implementation. The project document stated that the Project Team (or Project Management Unit in the prodoc) was supposed to be placed within the MAB. However, this was not done, and the project team was working from UNDP offices. Considering the physical distance to the MAB (located in the Palacio do Governo on the way to the airport) this did not support good information exchange, coordination and interaction between the UNDP and the national implementing partner.

Given all the constraints, actual results and delivery rate, the TE team cannot consider the project to have shown a good cost-effectiveness ratio.

Impact/overall project outcome. Rating: Unsatisfactory

According to the TE guide, the TE team should assess outcome achievements based on the revised results framework (p 54 TE guidance). However, in the absence of the revised RF for the NRV project, the TE team has therefore used more qualitative appraisal tools (most significant change approach and contribution analysis) to identify to what extent the four project “components/outcomes” and the project objective had been achieved. The TE team again notes that the formulation of the four project “outcomes” is not compliant with RBM and UNDG and UNDP guidance for outcome formulation, and that these outcomes are actually outputs (e.g. they do not indicate any change process at the institutional level). Nonetheless, from these four project components, only has component 3: “Development of natural resource valuation tools for improved decision-making on the global environment” been partially achieved through the production of many consultancy reports which have been presented above. Component 4) “Improving awareness of global environmental values through the use of national resource valuation” has partially been achieved through the holding of workshops and events, and again through anecdotal evidence of attitudinal change. There has been no progress regarding components 1 and 2, and therefore there is no possible progress towards the overall project

goal which is to “assist Guinea Bissau to make better decision to meet and sustain global environmental obligations through improved nature resource valuation and accounting”.

KII show that the materials produced through the consultancies are highly valuable and useful, but that the ownership and political commitment are lacking to ensure the continuation of the process to integrate natural resource valuation into the government priorities.

Sustainability. Overall likelihood of sustainability: Unlikely

TABLE 11 – SUSTAINABILITY RATING. SOURCE: TE TEAM

Sustainability	Rating
Financial resources	Unlikely (U)
Socio-political	Unlikely (U)
Institutional framework and governance	Unlikely (U)
Environmental	Unable to Assess (UA)
Overall likelihood of sustainability	Unlikely (U)

Sustainability is rated on a 4-point scale: 4=Likely (L), 3=Moderately Likely (ML), 2=Moderately Unlikely (MU), 1=Unlikely (U)

Sustainability is unlikely for the following reasons:

For the financial resources, the GoGB has known many years of financial management difficulties and insufficient budget to cover public administration costs, and at certain intervals salaries were not being paid, prompting public demonstrations. The financial situation in which the country is does not indicate a realistic likelihood to have the GoGB commit resources to the continuation of the process that was initiated by this project.

The socio-political situation as mentioned in the country context is complex and unstable. Guinea Bissau has a history of violent political changes and the latest evidence from the attempted coup d'état in February 2022 to the dissolution of the parliament by the President in May 2022 shows that political stability is yet to be achieved. Uncertainty is high and in this context the likelihood that natural resource valuation becomes a political priority is low, hence the unlikely rating.

In relation to the institutional framework and governance, as mentioned above the Ministry of Environment and Biodiversity is undergoing a change process at the time of the TE. All General Directions have been abolished, and a new structure, the INA (Instituto Nacional de Ambiente – or National Environmental Institute) has been created, which is expected, together with the existing IBAP and AAAC, to be the key environmental actors in the future. While all three are under the responsibility of the ministry, their structures and implementation modes are different, and up to now both IBAP and AAAC have reportedly shown their capacity to manage and implement projects. The rating is therefore also unlikely.

Regarding the environmental aspects, since the project is focused on capacity development and the training and development of tools to include natural resource valuation in the national accounts, it is not yet having an environmental impact. If the project objective is pursued further it could have a very positive impact on the environment, giving visibility to all the natural wealth of the country that is not, as of today, included in the national accounting system. But as the project is far from reaching this objective, it is not possible for the TE team to provide an informed rating. Therefore, the rating is “unable to assess”.

Country ownership

The project answers a clearly identified need and its objective is seen as highly necessary and valuable by the national actors. However, ownership is also dependent on the technical capacity available, the political commitment, and the institutional governance frameworks to guide the process. As discussed in other sections, the financial, political and governance situation are not conducive to a high level of national ownership. No documented evidence of the national stakeholders is found within the project documentation package. Again the evidence is drawn from the different interviews, which all agree on the fact that the project is an important and positive one, and comes to fill a gap. The issue is how and who within the GoGB has the vision, commitment, technical skills and capacities to ensure a continuation of the process initiated under the project, and whether it is indeed a priority for the government. The challenge is not the “what”, but the “how”.

Gender equality and women empowerment

As mentioned in other sections the project is a GEN1 project, which means it is only gender sensitive, but not gender responsive or transformative. Within its scope the project included a gender analysis in the project document and the project implementation attempted to ensure an inclusive participation at the different events and workshops, even if the majority of the participants were men (e.g. particularly for consultancies, as only men were recruited as national consultants, although they were sometimes paired with international consultants who were women). But there is no direct contribution from this project to GEWE, since it is essentially a process to develop national capacity to incorporate natural resource valuation in national accounts.

Cross-cutting issues

Again as mainly a capacity development project, the NRV has no direct effect regarding the local population, or any other aspect linked to concrete projects which are implemented in the country. This project does not have products that directly impact local populations, the CPD or any other aspect linked to the cross-cutting issues referred to in the TE guidance: human rights, disability, poverty-environment nexus, all these aspects fall outside the scope and remit of the NRV project. Since most outcomes and the overall objective have not been achieved, there is no point in theorising how the project could potentially relate to these aspects, something which would be an academic exercise but does not add any value to the TE report.

GEF additionality

According to the TE guide p. 60, only projects approved after December 2018 are required to adopt the framework for GEF additionality. Since this project started on 16th April 2018, it does not require the inclusion of the six areas of GEF additionality as per table 17 of the TE guidance.

Catalytic/replication effect

As the project objective has not been achieved, and only one of the four components has been mostly achieved, there are no outcomes triggered by the project that can be used as a catalyst to expand the process. Nonetheless, on the production of the tools for NRV and in raising the awareness of the institutional partners, the project did play a *potential* catalytic role, but which

would materialise only if there were a continuation of the process the project started, something which appears unlikely as mentioned in the sustainability ratings section.

Progress to impact

There are no clear and visible impacts at this stage, as the project was mainly successful in producing a series of outputs (consultancy reports) and holding of various workshops and events. This is not sufficient to ensure that the process the project is supporting will continue and there is too little progress to extrapolate what potential gains could be obtained. The rationale for the project, and the great potential that including NRV in national accounts holds for the GoGB, are very clear, but the manner in which this should be structured and articulated is very complex and needs to be further reflected upon.

4.4. Main Findings according to the key evaluation questions

As per TE guidance p. 62, the main findings are structured around the key evaluation questions, found in the inception report:

Under the Relevance criterion:

KEQ 1.1. Was and does the project remain relevant to the needs of its stakeholders?

The project was and remains relevant to the identified needs which prompted this project to be designed in the first place. All KI interviewed confirmed the continued relevance of the project today, even though it has not yet been able to move forward through both lack of absorption capacity and national ownership. The current context does not create enabling conditions in the country to continue the processes started through the NRV project.

Under the Efficiency criterion:

KEQ 2.1. Is the project bringing value for money?

The difficulty in obtaining the full documentation and financial reports does not allow to make a cost-benefit analysis. The project has a global expenditure of 53% of its budget, combining both GEF (76% of disbursement) funding, and the UNDP TRAC funding (24%). If the results are compared to the actual costs generated by the project, which is essentially the consultancy reports and workshops that were held, it is not clear that the project is bringing value for money. No in-depth financial analysis is possible on the basis of the financial information provided by the CO, which figures in the bibliographical annex, but is not sufficiently detailed to make further analysis regarding the use of the budget lines..

KEQ 2.2. Has it been efficiently managed?

Project management proved challenging from the start, both in terms of recruiting the project team and ensuring the proper profiles for the job, as the project is very complex and demanding in terms of coordination, particularly across the institutions and ministries. The project management team was not placed at the MAB despite the provision in the project document. UNDP could not explain the reason.

The project management is extremely weak in generating documented evidence of the process since the beginning. The oversight of the project team also proved challenging with a high turn-

over in the CO staff. A number of documents which are compulsory for GEF evaluations as stated in the TE guidance were not prepared before the field mission and were not received during the field mission, prompting an extension to the CO for providing supporting evidence to the TE team in absence of key documents, including the updated RF. There has not been any progress report established since the second APR which covers the period up to June 2020. Except for the workplan for 2021, there is not documented update on the progress report. KII indicate that activities for the project remain on-going, such as the activation of the GAFF (Specialised Group for Economy and Finance) that was recommended in one of the consultancies, or the holding of a national dialogue that was foreseen in one consultancy but not held because the MAB and UNDP reportedly could not come to an agreement on the date. However, according to the information received by the TE team, the project was operationally closed on 16th April 2022 so no further activities should be undertaken by the NRV project.

KEQ 2.3. How well was the project designed?

The project shows an ambitious objective, which is the transformation of the GoGB institutional capacity to adopt natural environmental resource management practices and incorporate them into the national accounts. However, the project design is not very clear and there are no incremental benchmarks to appraise the project's evolution during its lifetime. The strategy is vague and insufficiently defined. While the objective is sound, the number of components and the definition of the components remain too generic and does not sufficiently target key tangible results. The project is mainly a capacity development project, yet there is no tool to appraise capacity development beyond the Capacity Development Scorecard annex B, which is not a substitute for other tools such as pre- and post- test questionnaires, KAP or KAS surveys, etc. which are commonly used in other capacity development projects (not GEF funded). The formulation of the project terminology is not consistent with the RBM, and M&E guidelines used by the United Nations (UNDG and UNDP) and the use of the term "outcome" in the project document highlights the misunderstanding of the concept when dealing with capacity development projects. The RF is too complex, it confuses the indicator statement (e.g. what it is that needs to be measured) with the indicator itself (yes or no, %, Number of, ration, etc. which is the NEUTRAL measure of results), the target are not clearly researched, a number of indicators attempt to measure a combination of results (which is against the SMART specificities of indicators, as there are no composite indicators used in this project, so an indicator measures ONE result only, not a combination of results), it is insufficiently grounded on the limitations and the operational country context, which means that some of the indicators may not have been readily available.

Most importantly, the strategy to start the process from scratch to the consecution of the overall objective is not clearly defined. This means that the project implementation was focused on the delivery of a range of products, but these were done ad hoc based and not reflecting a clear understanding on how the project should have evolved. It is not sufficiently grounded into the realities of the country's context and wrongly assumes that other projects will be supporting the NRV to leverage synergies. The project design does not refer or draw lessons from the earlier project that was implemented in GoGB from 2014 to 2017 by UNDP and thus seems to start from a zero baseline, when in reality some early preparation work had been done and produced concrete outputs such as sectoral guidelines for valuation of natural resources which are reportedly being used (produced under the "projeto de engajamento civil y político na gestão dos recursos naturais"), but it is not referenced in the project document

The ToC is not fully developed. Assumptions are not verified and did not materialize, particularly regarding the expected greater mobilisation of efforts and resources, something that consultants who have previous country experience such as the TE Team know from experience to be very unlikely given the consistently complicated budgetary allocation mechanisms.

As a result, while the purpose and objectives of the NRV project are sound, the project design and structure are weak and do not contain a sufficiently clear strategic vision that would have allowed to coordinate the different efforts to turn project implementation into a coherent project instead of being a collection of diverse outputs and products.

Under the effectiveness criterion

KEQ 3.1. What have been the key results of the project?

The two main results from the project have been:

- 1) On the tangible products the production of very useful consultancy reports are the main results. The consultancies paired international and national evaluators and the majority of these mixed team were able to work well, although there were some difficulties in certain cases in the team dynamics and in the division of responsibilities between the international and the national consultants. Nonetheless, as mentioned above, the TE team was able to review numerous different consultancy reports and obtained additional reports during the course of the in-country data collection phase. Without going through the individual review of each consultancy report produced, it is important to note that a high number of these reports cover the different gap areas where the country has to make efforts if it wants to incorporate NRV into the national accounts. A number of reports provide concrete examples, guidance and recommendations on how to go forward. However, there is no evidence that any of the recommendations contained in the consultancy reports have actually been owned by the national counterparts or pursued any further. As a result, there is no on-going process to continue the efforts of NRV in GB as there is no evidence of ownership by the national counterpart. The TE team has received no documented evidence from MAB as part of the documentation package nor was it able to collect any documents during the in-country visit. As a result, there is no documentation to indicate how and what the MAB will be doing with the reports produced. This indicates that the ownership to continue the efforts by the MAB is not apparent.
- 2) The qualitative and anecdotal awareness raising of the workshop participants. While it is unclear who and how workshop participants were identified, anecdotal evidence from KII suggest that the different workshops and events proved highly relevant in order to raise awareness about NRV. However, without any specific tools to evaluate the capacity development process, it is not possible to provide a judgement on to what extent, if any, institutional capacity development has taken place. The capacity development scorecard was not supplied to the TE team.

KEQ 3.2 To what extent have the project components been achieved?

Project implementation did not reach the stage where they would have had an effect on the first two components: strengthening policy and legislative instruments, and strengthening effective monitoring and decision-making. These are potential effects that can be generated but

only after national ownership and appropriation of the project's many products have taken place. At the time of the TE, there has not yet been any influence on the first two components.

The project's main thrust and the area in which it has obtained most results is the component 3, of development of natural resource valuation tools. The numerous consultancy reports provide a very good baseline from which the GoGB can build its process to incorporate NRV into national accounts. This has been achieved to a high extent, even though the lack of strategic guidance means that some of the reports had some duplication and coordination of the different consultancies was challenging. The TE found that the international consultants had to create a WhatsApp group because of the low quality of the TOR established for their consultancies and the lack of a strategic vision meant that some additional coordination mechanism was necessary.

The fourth component of training and awareness-raising has to some extent been achieved through the workshops and events held. However there has been no specific tool to appraise the "improved understanding of the good practices for delivering and sustaining global environmental outcomes within the framework of sustainable development".

KEQ 3.3. To what extent have the outputs been achieved?

As mentioned the key outputs are the consultancy reports that have been produced by the international and national consultants. In absence of an updated RF it is not possible to appraise the results against the target indicators.

KEQ 3.4. What are examples of good practice

The pairing of international consultants with national consultants, remains an example of good practice, although some consultancies could not be fully satisfactorily completed, in some cases because of the lack of agreement between the national counterpart and UNDP, which caused delays in the dates for undertaking the consultancies, leading to some drop-outs. The concept of placing the PMUs within ministries is a positive one, as it entails closer coordination and information exchange with the national implementers, but it needs to be grounded on the ministry's capacity and capability to host a PMU, something that was not done in the case of the NRV.

Holding workshops outside of the capital city to allow all regions to participate through their officials was another good practice of the project. Through the weeklong events held in Uaque (Mansoa) in the third quarter of 2021, both international and national consultants provided a very enriching and valuable learning platform for those participants who came from each of the nine regions of GB.

KEQ 3.5. What capacities have been developed as a result of the project?

As indicated previously the project did not foresee specific capacity development tools that would enable to assess changes in capacity development. Only the Capacity development scorecard has been identified to appraise capacity development. The CO has submitted the table included in the annexes.

From the 15 indicators covered in the Scorecard, six have shown an increase, while nine have remained unchanged, according to the CO.

By Capacity Result the main improvements have been in Capacities for Engagement, with indicator 1 showing an increase from 2 to 3 and indicator 3 going from 0 to 2. In Capacities to

generate, access and use information and knowledge, indicators 4 and 7 increased from 1 to 2. Finally, for the capacities for strategy, policy and legislation development, indicators 10 and 11 also show an increase from 1 to 2.

Anecdotal evidence from KII shows that the information exchanges, workshops and events undertaken by the project did contribute to raise awareness and understanding on the need to apply NRV in GB. However, there is no evidence, even anecdotal, to indicate any change or transformation regarding capacity development at the institutional level in MAB or other institutions and ministries.

KEQ 3.6. What were the key challenges and shortfalls experienced during project implementation?

The first key challenge was to ensure political and national ownership of the project. Without any written information about the project products or any activity undertaken by the project, and despite the fact that the project was implemented according to the NIM modality, there is little evidence to show the MAB took ownership of the project or of the process the project was expected to generate (e.g. the capacity building at institutional level for NRV). Three different National Project Directors were appointed during the NRV project duration. In the end this may have been a main factor to explain why the quality products developed have not been built upon by the national stakeholders.

Another key challenge was the capacity of the CO to ensure proper project management oversight and backstopping. While the project management capacity was weak, the CO also experienced its own constraints in regard to the human resources for the CO and in ensuring a follow-up once the PMU team had left the project in 2021. The project management capacity was also weak as shown by the very limited documentation and information available produced by the project management.

The third main challenge was the COVID-19 pandemic. While the pandemic affected all countries and all projects globally, in the case of a capacity development project such as NRV; it meant a reduction in the number of public events, workshops and other activities where physical presence was a requirement. Furthermore, considering the internet quality and connection difficulties in Bissau, only specific activities could be conducted remotely (in some cases through the support of the international consultants).

KEQ 3.7. Has the project incorporated the UN programming principles in its implementation (gender, HRBA, LNOB) and if so, with which results?

The project is an institutional capacity building project and does not provide concrete results at the ground level. There is no activity implemented except for research and field work leading to consultancy reports, and workshops and events to share information and knowledge about NRV and raise-awareness. As such, the project doesn't impact directly on the population of the country, nor does it need to follow UN principles at the output stage. As mentioned under the gender analysis, the project is a GEN1 marker and has incorporated gender to the best of its ability in relation to the participation of women in the various activities, but it is not a gender responsive or gender transformative project.

Under the impact criterion

KEQ 4.1. How have institutions been affected by the project?

It is not possible to assess the effects of the project on the various institutions because the follow-up of the different products delivered has not been ensured. In other words, the baseline data and the recommendations are there, but the process to pursue the project objective has not been continued further, and therefore there is, as of yet, no evidence of any institutional change.

KEQ 4.2. To what extent has the project changed the way institutions operate for NRV in GoGB?

As mentioned previously the fact that the project was only able to achieve outputs and the lack of national ownership means there is no evidence of any institutional change and no evidence that the process will continue beyond the project period.

KEQ 4.3. What has changed as a result of the project?

The main changes are that there is now a baseline for NRV which can be used by the Government when it is ready to commit to this process. The second qualitative change is that there is a higher number of public servants and institutions who have been exposed to NRV and have higher awareness on the need to integrate NRV into national accounts.

Under the sustainability criterion:

KEQ 5.1. Which benefits may continue beyond the end of the project?

At the end of the project there were no benefits leveraged which could continue without further support. As mentioned the products prepared are ready to be used but this requires appropriation and commitment from the national institutions, something that is not apparent for the TE Team.

KEQ 5.2. What is the likelihood of sustaining the project outcomes from the four perspectives?

As mentioned under the sustainability rating, the likelihood is unlikely overall, and unlikely for three of the four aspects (financial, political/economic, institutional) and the TE team is unable to assess for the environmental aspects of sustainability.

5. CONCLUSIONS

The project had a sound objective and was responding to clearly identified needs, so its objective remains valid to this day. However, there were so many challenges and shortfalls that the project's overall results have fallen short of expectations in almost every activity planned and certainly in achieving the components and the project's overall objective.

There has been very limited national ownership through the project implementation, even though it was a nationally implemented project. Capacity constraints affected both the MAB,

with the designation of three different project directors, and the institutional changes in the structure of the ministry and its subordinate institutions, as well as the UNDP CO. This contributed to a very slow rate of implementation and a low delivery of 53%. The project further struggled without a clear strategic leadership to drive the process of project implementation. Project management capacities were insufficient for a project of this level of complexity, and it was not placed within the MAB, making information exchange and coordination with UNDP more challenging.

The COVID-19 pandemic also negatively affected project implementation, since a number of the planned activities and workshops had to be reduced, delayed or cancelled. The key results are the production of the various consultancy reports and the workshops and events held to raise the general awareness of the NRV. A number of potential recommendations were made in the consultancy reports, but none appear to have yet been followed up upon.

Without an updated management information system or an updated M&E plan containing the results framework, the amount of information and data available to the TE team was very limited and the possibility to provide “hard” and objective evidence is almost non-existent.

The lack of a strategic leader, be it at the national level or within UNDP, means that the activities were poorly coordinated, the different consultancies’ TOR contained some duplication, and the different efforts did not seem to be articulated nor converging towards the expected results. Given the numerous challenges identified above, the request for an extension of the project was not approved at the GEF and the project was operationally closed on 16th April 2022.

6. RECOMMENDATIONS

TABLE 12- RECOMMENDATIONS PRESENTED AS PER TE GUIDANCE

Rec. #	TE Recommendation	Entity Responsible	Time frame
A	Category 1: Sustainability	MAB	
A.1.	A follow-up project is justified but is feasible only if there is a clear political commitment and ownership from the national implementing partner	MAB	short
A.2.	A technical capacity assessment should be done to identify clearly capacity gaps in the concerned ministries	MAB	Short
A.3.	A national champion needs to be found to articulate the project across the various ministries and institutions	MAB	short
A.4.	A financial capacity assessment should be carried out to determine the manner in which NIM projects should be implemented	MAB	Short
B	Category 2: UNDP country office capacities	UNDP	
B.1.	UNDP needs to develop its own technical capacity in order to provide support to the national partners. It should review its own human resource base and ensure that PMU staff recruited have both the necessary skills and knowledge and remain committed for the duration of their contact, with a higher profile	UNDP	medium

B.2.	A management information system needs to be developed in the CO along a proper M&E system for project implementation to provide all necessary data to UNDP management and for monitoring and evaluation purposes	UNDP	immediate
B.3.	For future projects consider hiring an international CTA to provide the overall guidance, strategic leadership and steering of the project progress and processes	UNDP	Future projects
C	Category 3: Project design and M&E	GEF/UNDP	
C.1.	Project designs need to be much more aligned with the undg, UNDP and RBM guidance documents which are compulsory. In particular the formulation of the ToC and the conceptual understanding of “outcomes” need to be aligned with corporate norms and standards	GEF/UNDP	Future projects
C.2.	RF and M&E design need to be grounded on researched targets and indicators must be worded clearly and neutrally. The indicators need to be specified and separated from the indicator statement. The formulation of indicators has to ensure they are SMART and measure one process only	GEF/UNDP	Future projects
C.3	A clear, targeted and incremental strategy is needed in the project document which is realistically researched taking into consideration the lessons from other UNDP implemented projects in the country. Without a clear strategy the roadmap for success is blurred and the vision is not shared by the different stakeholders	UNDP CO/GoGB	Future projects

7. LESSONS LEARNT

As requested by the TE guidance the following bullet points indicate the lessons from the NRV project implementation.

- In a volatile environment of political and institutional instability it is necessary to undertake a capacity assessment of the partner organisation (for NIM) right before the immediate start of the project. The assessment should comprise both the technical and financial capacities.
- Political clout and ownership are needed to drive such an ambitious project. However the size of the resource allocation is small and there is a disconnect with the level of priority given to larger projects, regardless of the fact that the NRV process is expected to generate substantial gains for GoGB over the longer term. The reality is that with a very constrained national budget, the GoGB is prioritising those projects that have larger funds
- It is not possible for a vessel to reach its intended port without a proper navigation system. A strategic leader is needed for this type of project that can articulate across the different actors and stakeholders the vision and the expected results of the project. The PMU could not play that role in NRV, and no leadership was forthcoming from the MAB or UNDP. Strategic leadership could be provided through the recruitment of a CTA for these complex contexts.

- The project objective and its outcomes should be less ambitious and tailored to the level of financial resources available. It is important to establish process indicators and benchmarks that can guide an incremental and gradual approach.
- Risks analysis has to be more realistic and more mindful of the operational limitations in the country. The project design did not sufficiently reflect an understanding of the limitations of the country and seemed overly optimistic. Tracking of the planning assumptions and risks is necessary.
- A good practice is to plan early for the recruitment of the project staff, and ensure they have the adequate profile and can be available for the duration of the project.
- It is important in challenging environments such as in GB to avoid overly complex processes and focus on fewer tangible and well-defined results, and eventually consider a follow-up project for the next phase of the process, rather than placing all the elements into one single project and expect these to be achieved in four years.

ANNEXES

Terms of Reference for an International Consultant

Services/Work Description: Terminal Evaluation (TE)

Project/Programme Title: Strengthening natural resource valuation capacities for improved planning and decision-making to conserve the global environment

Consultancy Title: International Consultant

Duty Station: Remote

Duration: 35 working days

Expected start date: March 22nd 2022

1. BACKGROUND

In accordance with UNDP and GEF M&E policies and procedures, all medium-sized UNDP-supported GEF-financed projects are required to undergo a Terminal Evaluation (TE) at the end of the project. This Terms of Reference (ToR) sets out the expectations for the TE of the medium-sized project titled “Strengthening natural resource valuation capacities for improved planning and decision-making to conserve the global environment” (PIMS # 5737) implemented through the Ministry of Environment and Sustainable Development, Guinea Bissau. The project started on the 16th of April 2018 and is in its 4th year of implementation. The TE process must follow the guidance outlined in the document ‘Guidance For Conducting Terminal Evaluations of UNDP-Supported, GEF-Financed Projects’ (http://web.undp.org/evaluation/guideline/documents/GEF/TE_GuidanceforUNDP-supportedGEF-financedProjects.pdf).

The goal of this medium-sized project is for Guinea-Bissau to make better decisions to meet and sustain global environmental obligations through improved natural resource valuation and accounting. To that end, the objective of this project is to develop technical and institutional capacities for undertaking an economic valuation of global environmental goods and services as potentially impacted by proposed development policies, programmes, plans and projects. The project is implemented through the following four strategically linked components:

Component 1: Strengthening policy and legislative instruments for effective monitoring and decision-making on the global environment

Component 2: Strengthening effective monitoring and decision-making mechanisms for the global environment

Component 3: Development of natural resource valuation tools for improved decision-making on the global environment

Component 4: Improving awareness of global environmental values through the use of natural resource valuation

Each of these components comprises a set of outputs with their respective activities to build systemic, institutional, and individual capacities within Guinea-Bissau. Among the key activities of the project are the enhanced targeted capacities, strengthened monitoring, natural resource valuation tools, and targeted training and awareness-raising. At the end of the project, each of the four components will result in an expected outcome, namely:

- Enhanced targeted capacities to improve policy and legislative instruments for better monitoring and decision-making on the global environment.
- Strengthened monitoring and decision-making mechanisms for the global environment
- Natural resource valuation tools for improved decision-making on the global environment
- Targeted training and awareness-raising will have resulted in improved understanding of the good practices for delivering and sustaining global environmental outcomes within the framework of sustainable development



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The project's strategy emphasizes a long-term approach to institutionalizing capacities to meet MEA obligations through a set of learn-by-doing activities that lay the foundation for effective decision-making regarding global environmental benefits. Active participation of stakeholder representatives in the full project life cycle facilitates the strategic adaptation of project activities in keeping with project objectives. Moreover, the inclusion of non-state stakeholders contributes to the adaptive collaborative management of project implementation and promotes long-term sustainability of project outcomes.

After close to 4 years of implementation, this project will be operationally closed on the 16th of April 2022. As per UNDP project management policies and procedures, an independent terminal evaluation is required. This evaluation mission will proceed while the project team is still in place, yet ensuring the project is close enough to completion for the evaluation team to reach conclusions on key aspects such as project sustainability. The consultants that will be hired to undertake the assignment will be independent from organizations that were involved in designing, executing or advising on the project to be evaluated.

This TE will be conducted by a team of 2 consultants (hereby referred to as the TE team) made up of an international consultant who will act as the TE team leader and a national consultant. This TOR is developed specifically for acquiring the services of an international consultant (team leader) for the TE.

2. SCOPE OF WORK, RESPONSIBILITIES AND DESCRIPTION OF THE PROPOSED WORK

The TE report will assess the achievement of project results against what was expected to be achieved and draw lessons from the project implementation that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming. The TE report promotes accountability and transparency and assesses the extent of project accomplishments. It also highlights the relevance, efficiency, sustainability and impact of the project. The evaluation will also identify the main challenges and constraints faced by the project and provide recommendations for future UNDP interventions to support and strengthen capacities for planning and decision making towards natural resources management in light of the government's development priorities and the Agenda 2030.

In order to attain this objective, the evaluation will cover the 4 project components mentioned above and will take into consideration the feedback from all the relevant government institutions, development partners and Civil Society Organizations involved in the project. In addition, the evaluation will also seek information from the core personnel involved in the project implementation activities and UNDP senior management. The evaluation will also assess the project approach to capacity development, knowledge management, south-south and triangular cooperation, mainstreaming gender equality and the results achieved in that regard.

TE APPROACH & METHODOLOGY

The TE report must provide evidence-based information that is credible, reliable and useful.

The TE team (hereby referring to the consultants) will review all relevant sources of information including documents prepared during the preparation phase (i.e. Project Identification Form (PIF), UNDP Initiation Plan, UNDP Social and Environmental Screening Procedure(ESPP)), the Project Document (ProDoc), project reports including annual Project Implementation Reports (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 evaluation. The TE team will review the baseline Tracking Tool submitted to the GEF at the Chief Executive Officer (CEO) endorsement stage and the terminal Tracking Tools that must be completed before the TE field mission begins.



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The TE team is expected to follow a participatory and consultative approach ensuring close engagement with the Project Team, government counterparts (the GEF Operational Focal Point), Implementing Partners, the UNDP Country Office(s), the Regional Technical Advisor, direct beneficiaries, and other stakeholders.

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

- The communities, that are projected to benefit from the project
- The Ministry of Environment and Sustainable Development (MADS)
- Ministry of Fisheries
- Ministry of Agriculture, Forestry and Livestock
- Ministry of Infrastructure and Construction and Town Planning
- Ministry of Transport

Other line ministries thus:

- Ministry of Natural Resources
- Ministry of Commerce and Business Promotion

NGOs/CBOs/Other include:

- Fundação BIOGUINÉ
- Communities of Fishermen and Fish Processors
- Private sector;

executing agencies, senior officials and task team/component leaders, key experts and consultants in the subject area, Project Board, project beneficiaries, academia, local government and CSOs, etc. Additionally, the TE team is expected to conduct field missions to project sites in the following project zones:

Zone #2: “Varela-Cacheu”, Cacheu (Urbano) which covers these localities:

- Cacheu
- Canchungo

Zone #3a: “Mansoa-Buba-Cufada”, which includes:

- Buba
- Mansoa

The specific design and methodology for the TE should emerge from consultations between the TE team and the above-mentioned parties regarding what is appropriate and feasible for meeting the TE purpose and objectives and answering the evaluation questions, given limitations of budget, time and data. The TE team must, however, use gender-responsive methodologies and tools and ensure that gender equality and women’s empowerment, as well as other cross-cutting issues and SDGs are incorporated into the TE report.

The final methodological approach including interview schedule, field visits and data to be used in the evaluation must be clearly outlined in the TE Inception Report and be fully discussed and agreed between UNDP, stakeholders, and the TE team.

The final report must describe the full TE approach taken and the rationale for the approach making explicit the underlying assumptions, challenges, strengths and weaknesses about the methods and approach of the evaluation.

Main Findings, Conclusions, Recommendations and Lessons Learned

- The TE team will include a summary of the main findings of the TE report. Findings should be presented as statements of fact that are based on analysis of the data.
- The section on conclusions will be written in light of the findings. Conclusions should be comprehensive and balanced statements that are well substantiated by evidence and logically connected to the TE findings. They should highlight the strengths, weaknesses and results of the project, respond to key evaluation questions and provide insights into the identification of and/or solutions to important problems or issues pertinent to project beneficiaries, UNDP and the GEF, including issues in relation to gender equality and women's empowerment.
- Recommendations should provide concrete, practical, feasible and targeted recommendations directed to the intended users of the evaluation about what actions to take and decisions to make. The recommendations should be specifically supported by the evidence and linked to the findings and conclusions around key questions addressed by the evaluation.
- The TE report should also include lessons that can be taken from the evaluation, including best and worst practices in addressing issues relating to relevance, performance and success that can provide knowledge gained from the circumstance (programmatic and evaluation methods used, partnerships, financial leveraging, etc.) that are applicable to other GEF and UNDP interventions. When possible, the TE team should include examples of good practices in project design and implementation.
- It is important for the conclusions, recommendations and lessons learned of the TE report to include results related to gender equality and empowerment of women.

The TE report will include an Evaluation Ratings Table, as shown below:

Monitoring & Evaluation (M&E)	Rating ¹
M&E design at entry	
M&E Plan Implementation	
Overall Quality of M&E	
Implementation & Execution	Rating
Quality of UNDP Implementation/Oversight	
Quality of Implementing Partner Execution	
Overall quality of Implementation/Execution	
Assessment of Outcomes	Rating
Relevance	
Effectiveness	
Efficiency	
Overall Project Outcome Rating	
Sustainability	Rating
Financial resources	
Socio-political/economic	
Institutional framework and governance	
Environmental	
Overall Likelihood of Sustainability	

The total duration of the TE will be approximately 35 working days over a time period of 8 weeks starting on 22nd /03/2022. The tentative TE timeframe is as follows:

¹ Outcomes, Effectiveness, Efficiency, M&E, I&E Execution, Relevance are rated on a 6-point rating scale: 6 = Highly Satisfactory (HS), 5 = Satisfactory (S), 4 = Moderately Satisfactory (MS), 3 = Moderately Unsatisfactory (MU), 2 = Unsatisfactory (U), 1 = Highly Unsatisfactory (HU). Sustainability is rated on a 4-point scale: 4 = Likely (L), 3 = Moderately Likely (ML), 2 = Moderately Unlikely (MU), 1 = Unlikely (U)



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1. DETAILED SCOPE OF THE TE

The TE will assess project performance against expectations set out in the project's Logical Framework/Results Framework. The TE will assess results according to the criteria outlined in the Guidance for TEs of UNDP-supported GEF-financed Projects

(http://web.undp.org/evaluation/guideline/documents/GEF/TE_GuidanceforUNDP-supportedGEF-financedProjects.pdf).

The Findings section of the TE report will cover the topics listed below. *(The asterisk “(*)” indicates criteria for which a rating is required.)*

i. Project Design/Formulation

- National priorities and country driven-ness
- Theory of Change
- Gender equality and women's empowerment
- Social and Environmental Safeguards
- Analysis of Results Framework: project logic and strategy, indicators
- Assumptions and Risks
- Lessons from other relevant projects (e.g., same focal area) incorporated into project design
- Planned stakeholder participation
- Linkages between project and other interventions within the sector
- Management arrangements

ii. Project Implementation

- Adaptive management (changes to the project design and project outputs during implementation)
- Actual stakeholder participation and partnership arrangements
- Project Finance and Co-finance
- Monitoring & Evaluation: design at entry (*), implementation (*), and overall assessment of M&E (*)
- Implementing Agency (UNDP) (*) and Executing Agency (*), overall project oversight/implementation and execution (*)
- Risk Management, including Social and Environmental Standards

iii. Project Results

- Assess the achievement of outcomes against indicators by reporting on the level of progress for each objective and outcome indicator at the time of the TE and noting final achievements
- Relevance (*), Effectiveness (*), Efficiency (*) and overall project outcome (*)
- Sustainability: financial (*), socio-political (*), institutional framework and governance (*), environmental (*), overall likelihood of sustainability (*)
- Country ownership
- Gender equality and women's empowerment
- Cross-cutting issues (poverty alleviation, improved governance, climate change mitigation and adaptation, disaster prevention and recovery, human rights, capacity development, South-South cooperation, knowledge management, volunteerism, etc., as relevant)
- GEF Additionality
- Catalytic Role / Replication Effect
- Progress to impact

Timeframe	Activity
18th/02/2022	Application closes
21st/02/2022	Selection of the consultant
22nd/03/2022	Preparation period for the consultant (handover of documentation)
(22nd to 4th/04/2022) 10 days	Document review and preparation of TE Inception Report
5th to 6th/04/2022) 02 days	Finalization and Validation of TE Inception Report;
(25/04 – 05/05/2022) 10 days	TE mission to Guinea Bissau: stakeholder meetings, interviews etc. End of in country data collection
(9 th May 2022) 01 day	Mission wrap-up meeting & presentation of initial findings;
(10th to 23/05/2022) 09 days	Analysis and preparation of draft TE report
20/05/2022	Circulation of draft TE report for comments
27 & 30th/05/2022 (02 days)	Incorporation of comments on draft TE report into Audit Trail & finalization of TE report
31/05/2022 (01 day)	Concluding Stakeholder Workshop
31/05/2022	Expected date of full TE completion

3. Expected Outputs and deliverables

DELIVERABLES

#	Deliverable	Description	Timing	Responsibilities
1	TE Inception Report	TE team clarifies objectives, methodology and timing of the TE	No later than 2 weeks before the TE mission: (04/04/2022)	TE team submits Inception Report to Commissioning Unit and project management
2	Presentation	Initial Findings	End of TE mission: (9th/05/2022)	TE team presents to Commissioning Unit and project management
3	Draft TE Report	Full draft report (using guidelines on report content in ToR Annex C) with annexes	Within 3 weeks of end of TE mission: (by 20th/05/2022)	TE team submits to Commissioning Unit; reviewed by BPPS-GEF RTA, Project Coordinating Unit, GEF OFP
5	Final TE Report* + Audit Trail	Revised final report and TE Audit trail in which the TE details how all received comments have (and have not) been addressed in the final TE report	Within 2 weeks of receiving comments on draft report: (by 31st/05/2022)	TE team submits both documents to the Commissioning Unit



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*All final TE reports will be quality assessed by the UNDP Independent Evaluation Office (IEO). Details of the IEO's quality assessment of decentralized evaluations can be found in Section 6 of the UNDP Evaluation Guidelines.²

4. Institutional arrangements/reporting lines

The principal responsibility for managing the TE resides with the Commissioning Unit. The Commissioning Unit for this project's TE is UNDP Guinea Bissau Country Office. UNDP Guinea Bissau CO will contract the evaluator and ensure the timely provision of per diems.

5. Experience and qualifications

TE TEAM COMPOSITION

A team of two independent evaluators will conduct the TE. This includes an international consultant (team leader) and a local consultant.

The **local consultant** will serve as an Interlocator between the project stakeholders (national project implementation partners and beneficiaries) and the international consultant (team leader). He/she will be in charge of collecting secondary project information, relevant documents and reports from the government institutions and the implementing partners. He/she will participatorily and consultatively engage with the project team, government counterparts, Implementing Partners, the UNDP Country Office(s), the Regional Technical Advisor and direct beneficiaries all through the TE mission. The local consultant will set up stakeholder interviews and arrange field visits where necessary as instructed by the international consultant; organize and conduct consultations between the TE team and the above-mentioned parties regarding what is appropriate and feasible for meeting the TE purpose and objectives and answering the evaluation questions, given limitations of time and data.

The international consultant (who's services are requested through this TOR), will play the role of the team leader and should have experience and exposure to projects and evaluations in the west African region. The team leader will work remotely and in close collaboration with the local consultant as a TE team. The team leader will be responsible for the overall design and writing of the TE report and will assess emerging trends with respect to regulatory frameworks, budget allocations, capacity building, work with the local consultant in developing the TE itinerary.

The evaluator cannot have participated in the project preparation, formulation and/or implementation (including the writing of the project document), must not have conducted this project's Mid-Term Review and should not have a conflict of interest with the project's related activities. The selection of the evaluator will be aimed at maximizing the overall "team" qualities and performances. The following will be considered in selection of the candidate:

I. Academic Qualifications:

- Master's degree in economics, natural resource management, development studies and other similar areas
- Certification in Evaluation is desirable;

II. Years of experience:

- 5 years of relevant experience with results-based management evaluation methodologies;
- 5 years of experience applying SMART indicators and reconstructing or validating baseline scenarios;
- 5 years of experience in evaluating projects preferably GEF projects; Competence in adaptive management, as applied to GEF Multifocal Area);
- 2 years of experience working in the West Africa Region;

² Access at: <http://web.undp.org/evaluation/guideline/section-6.shtml>



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- Demonstrated understanding of issues related to gender and GEF Multifocal area; experience in gender responsive evaluation and analysis;
- Excellent communication skills;
- Demonstrable analytical skills;
- At least 2 project evaluation/review experience within the United Nations system will be considered an asset;
- Experience with implementing evaluations remotely.

III. Language:

- Fluency spoken and written English and Portuguese;
- Proficiency in French, at least spoken, constitutes a strong advantage;

6. Payment Modality

Payment to the individual contractor will be made based on the actual number of days worked, deliverables accepted and upon certification of satisfactory completion by the manager.

- 20% payment upon satisfactory delivery of the final TE Inception Report and approval by the Commissioning Unit
- 40% payment upon satisfactory delivery of the draft TE report to the Commissioning Unit
- 40% payment upon satisfactory delivery of the final TE report and approval by the Commissioning Unit and RTA (via signatures on the TE Report Clearance Form) and delivery of completed TE Audit Trail

Criteria for issuing the final payment of 40%:

- The final TE report includes all requirements outlined in the TE TOR and is in accordance with the TE guidance.
- The final TE report is clearly written, logically organized, and is specific for this project (i.e. text has not been cut & pasted from other TE reports).
- The Audit Trail includes responses to and justification for each comment listed.

N	Date	Name	Function	Institution within country	Location	Sex	Duration (min)
1	26 th April 16:00h 2022	Mario Biagué	National Consultant	Director of AAAC	Bissau, AAAC	M	90
2	27 th April 09:00h 2022	-Fernando Biag -Taino J. Monteiro - Justino Maria	-Project Director - Evaluation focal point - Project Assistant	PNUD	Bissau, PNUD HQ	M	70
3	27 th April 14:30h 2022	Maria Vaz	Project Administrative and financial assistant	PNUD	Bissau, PNUD HQ	F	30
4	27 th April 15:30h 2022	Banor Fonseca	National Consultant	Lusophone University	Bissau, PNUD HQ	M	60
5	27 th April 16:30h 2022	Marinho Cumara	National Consultant	National tax office	Bissau, PNUD HQ	M	60
6	28 th April 08:00h 2022	Lourenço António Vaz	National Project Director (MA) and GEF focal point	MADS	Bissau, MA	M	60
7	28 th April 09:00h 2022	Sambatene Camara	Education Ministry	DG INEP	Bissau	M	45
8	28 th April 12:00h 2022	Daniel Bazzuchi	International Consultant	.	Teams	M	60
9	28 th April 13:00h 2022	Paulinho Gomes	DG INEE		Bissau	M	45
10	29 th April 09:00h 2022	Bacar Balde	Journalist and national consultant	Journal "No Pincha"	Bissau	M	45
11	29 th April 10:30h 2022	Carlos Sönderblohm	International Consultant	-	Via Skype	M	70
12	2 nd May 2022 15h00	Giacomo Cozzolino	International Consultant	rescheduled	skype	M	45
13	2 nd May 2022 16h00	Simone Takahashi	International Consultant		Skype	F	50

Annex II: Agenda and list of interviewees

14	03 rd May 2022 9h00	Itel Abissa Fernandes Biai Vieira	WB Former UNDP NPC	WB	Bissau	F	60
15	3 rd May 15:00h 2022	Joazinho Sa	Former NP Director MAB	DG GPC	Bissau	M	60
16	04 th May 2022 13h00	Denise Lima	International Consultant		Skype	F	45
17	4 th May 15:00h 2022	Antonio da Silva	National Consultant	IBAP	Bissau, IBAP	M	60
18	10 th May Skype	Jose Levy	PNUD	DRR PNUD	MS Teams call	M	60
19	4 th March 2022	Carlos Montenegro Pinto	RTA	UNDP HQ	MS Teams	M	100
20	Not available	Nicolau Mendes	Palmirinha representative	NGO	Plan for 4.05.22 16h00	M	
21	Not available	Justino Biaí	DG IBAP	Environmental Institution	Bissau, IBAP	M	
22	Not available	Viriato Luis Soares Cassama	Minister Out of country	Ministry of environment		M	
23	Not available	Marta Alves	International Consultant			F	
24	Not available	Elisabete Dumbia	Former head of UNDP Sustainable development cluster a.i.			F	

Dates of the in country-data collection by the TE team: from 26th April 2022 until 5th May 2022.

1. Project document, Strengthening natural resource valuation capacities for improved planning and decision-making to conserve the global environment (NRV project), undated, signed 16th April 2018
2. GEF-UNDP, concept note for natural resource valuation, undated (Portuguese)
3. MoE and UNDP, concept note for webinar, two pages, undated
4. MoE, letter of intent for US\$ 825,000 co-funding in kind for the NRV, 5th December 2017
5. UNDP, letter of intent for co-funding of US\$ 650,000 in cash for the NRV, 11.10.2017
6. LoA, signed by UNDP and SEA, 25.07.2018
7. UNDP, DoA for NRV, 03.04.2018
8. LPAC minutes (Portuguese), 15.02.2018
9. Minutes from the Technical Committee meeting (Portuguese), 20.12.2019
10. UNDP project coordinator field report (Portuguese), 12.11.2019
11. UNDP NRV, quarterly progress report (Portuguese), January to March 2020
12. UNDP NRV, quarterly progress report (Portuguese), July to September 2020
13. FSEA (Portuguese), second and final report, May 2020
14. FSEA (Portuguese), viability assessment, July 2020
15. NRV budget expenditures, excel, February 2020
16. Bazzucchi *et al*, (P) in-depth analysis of the environmental indicators in GB, May 2020
17. Bazzucchi *et al*, (P) annexes to the in-depth analysis of the environmental indicators, May 2020
18. NRV, excel sheet of on-going consultancies, undated
19. FSEA (P) annexes, July 2020
20. FSEA (English), Bissau, July 2020
21. NRV project director and project coordinator, Outreach mission report to local authorities (P), 14-17.12.2020, undated
22. C. Sonderblohm, workplan and methodology for a consultancy to run learning by doing workshops (P), 22.10.2020
23. UNDP-SEA, report on workshops for MEA (P), February 2020
24. NRV field mission report (P), 17.12.2020
25. C. Sonderblohm *et al*, Diagnosis of the shortcomings of policies and of the legal framework thwarting the practice of environmental accounting and valuation of natural resources in Guinea-Bissau (English), 31.03.2020
26. MoE, invitation to a one-week workshop on environmental accounting (P), 12.10.2021
27. Attendance lists for the one-week workshop on environmental accounting
28. Hand-over notes (E), Maria Vaz, 31.12.2021
29. MoE, designation of a new NRV Project Director, 26.03.2021
30. Concept note for validation workshop (P), undated
31. Project two-page factsheet (E), undated
32. UNDP, Fonseca *et al*, report on the one-week workshop on environmental accounting 18 to 21.10.21 (P), undated
33. UNDP, final report on two workshops regarding the legal and political gaps in order to implement environmental accounting in GB (P), undated (likely October 2021)
34. UNDP, power point presentation about NRV to the National Project Director (P), 5 slides, undated
35. UNDP, Monitoring note of the NRV project (P), 8.11.2021
36. UNDP, Cozzolino *et al*, report on the technical assistance to facilitate a specialised action group on economy and finances (P), September 2021
37. UNDP, annual NRV project report 2019, undated

38. UNDP, annual NRV project report 2020, undated
39. UNDP, NRV PTA 2021, undated
40. UNDP, annual workplan 2021, financials, undated
41. Combined Delivery Reports (CDR), 2018, 2019, 2020, 2021
42. SEA, Letter of endorsement (P), 27.04.2016
43. GEF, CEO MSPA, 11.01.2018
44. GEF, PIF and PPG, 09.12.2016
45. NRV, project inception report, 19.07.2019
46. NRV, project inception workshop attendance list, 23 and 29.09.2019
47. UNDP, DoA, 17.02.2017
48. UNDP, NRV initiation plan, 20.02.2017
49. NRV, statement of assets and equipment as of 31.12.2020, signed 19.08.2021
50. NRV, First Project Steering Committee minutes (E), 28 June 2019
51. NRV, Second PSC meeting minutes (E), 19 December 2019
52. NRV, Third PSC meeting minutes (E), 21 May 2021
53. UNDP; RTA SESP pre-screening template, 23.05.2016
54. UNDP, SESP signed, 11.12.2017
55. UNDP, ToR for project launch (P); undated
56. UNDP, ToR for the Technical Project Committee (P), undated
57. UNDP, ToR for the PSC (P), undated
58. GEF-6: request for endorsement/approval for NRV, undated
59. GEF Secretariat review sheet for NRV, undated
60. Annex B, Capacity development scorecard, unauthored and undated
61. UNDP, CPD 2016-2020 RF
62. UNDP, NRV Results Framework, unauthored and undated
63. TE Guidance for UNDP-supported GEF-financed projects, 2020
64. UNDP SESP, policy approved in 2019, effective 1st January 2021

Other documentation consulted and not submitted in the evaluation package

65. UNDG, Harmonizing RBM concepts and approaches for improved development results at country level, October 2011
66. UNDP, Outcome-level Evaluation: a companion guide to the handbook on PME for development results, 2011
67. UNDP, Revised Evaluation policy, 5th July 2019
68. UNDP evaluation guidelines, IEO, 2019
69. UNEG norms and standards for evaluation, 2017
70. UNEG HRGE (Human Rights and Gender Equality) handbook 2011
71. UNEG Evaluation Report Quality Checklist 2010
72. UNEG Code of Conduct and Ethical guidelines for evaluators, 2008
73. OECD/DAC; better criteria for better evaluation, Revised evaluation criteria
<https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>
74. M. Q. Patton, Utilization-focused evaluation, 3rd publication, sage editions, 1998

Additional documentation obtained during the data collection

75. Abu Mostafa Kamal Uddin, Banor Fonseca, Second draft recommendations to integrate the tools fo environmental accounting and the evaluation of natural resources in the main policies and regulations, undated
76. Giacomo Cozzolino, Marinho Cumara, Apoio Técnico para programar e facilitar o trabalho de um prupo de ação especializado em economia e finanças, relatório preliminar, May 2021
77. Carlos Sonderblohm, Leonildo Cardoso, primer relatório do progresso da consultoria sobre: diagnostico das fraquezas das políticas e do quadro legal que limitam a prática da contabilidade ambiental e da valorização dos recursos naturais na Guiné-Bissau, 3 February 2020
78. Unauthored, listo f on-going consultancies, Excel spreadsheet, undated
79. Carlos Sonderblohm, Leonildo Cardoso, Relatoria final da consultoria: diagnostico das fraquezas das políticas e do quadro legal que limitam a prática da contabilidade ambiental e da valorização dos recursos naturais na Guiné-Bissau, 2 April 2020
80. Daniel Bazzucchi, Antonio da Silva, Análise aprofundada de mecanismos institucionais, padrões, normas e procedimentos existentes para valorização dos recursos naturais e a implementação da contabilidade ambiental e recomendações de mecanismos, padrões, normas et melhoria de procedimentos – Relatorio, February 2021
81. Giacomo Cozzolino, Mário Biague, Estudo de viabilidade sobre a contabilidade ambiental na Guiné-Bissau, valor dos serviços dos ecossistemas no Parque Natural dos Tarrafes de Cacheu (PNTC), June 2020

Additional documentation supplied by the UNCP CO during the in-country data collection until the 15h May 2022:

82. UNDP, NRV financial report, excel spreadsheet, as of 4th May 2022, unauthored and undated
83. UNDP, 15 different Terms of Reference used for the international and national consultancies
84. UNDP ROAR 2016, 2018, 2019, 2020
85. Denise Lima, Bacar Balde, Deliverable 2: Draft report on:
86. - findings of bilateral meetings and consultations with key stakeholders on establishment of the dialogue - established methodology for the dialogues, September 2021
87. Denise Lima, Bacar Balde ,Deliverable 3: Draft report on:
88. - findings of bilateral meetings and consultations with key stakeholders on establishment of the dialogue- established methodology for the dialogues, November 2021
89. Denise Lima, Bacar balde, deliverable 1: survey questionnaire, undated
90. Carlos Sonderblohm, Banor Fonseca, Relatório final dos resultados dos Seminários de Aprendizagem Pela Prática (APP) para conciliar as fraquezas e lacunas políticas e legais existentes para implementar a prática da contabilidade ambiental nos processos de tomada de decisão na Guiné-Bissau, November 2021
91. 11 UNDP IC contracts for international and national consultants, including extensions
92. UNDP, NRV APR 2021, Fernando Biag, NPC
93. Project Information table, completed (table 7 of TE Guidance)
94. Co-funding tables 11 and 12 (as per TE Guidance)

After 15th May:

95. Capacity Development Scorecard

- 1) What has the project achieved in GB?
- 2) What has been the results in terms of developing institutional capacity?
- 3) How much ownership is there to sustain the project into the longer-term?
- 4) From the different processes required to establish an NRV in the country, which one is more advanced/promising (e.g. environmental accounting, financial and economic valuation instruments, institutional development, statistical data collection, etc.)
- 5) What have been the main challenges to the project implementation?
- 6) Have there been any good practices that should be built-in or replicated in similar interventions?
- 7) How does the GoGB foresee the continuation of this project?
- 8) Has the project implementation been timely and efficient?
- 9) Have the workplans been followed as approved? Why/why not?
- 10) How useful are the different experts' reports developed under the various consultancies during project implementation
- 11) Have there been any changes as a result of this project at a) national institutional level
b) amongst local authorities/administration
- 12) Has there been any coordination with other on-going environmental projects? IF so which ones and what form of coordination was used?
- 13) How could the project be improved?
- 14) How would you rate the project 's effectiveness (6 point scale, HU to HS, 1 to 6 or U/A)
- 15) How would you rate the project's relevance (same scale)?
- 16) How would you rate the project's efficiency (same scale)?
- 17) Suggestions/recommendations to the TE

UNEG Code of Conduct for Evaluators/TE Consultants¹

Evaluators/Consultants:

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.
8. Must ensure that independence of judgement is maintained, and that evaluation findings and recommendations are independently presented.
9. Must confirm that they have not been involved in designing, executing or advising on the project being evaluated.

TE Consultant Agreement Form

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

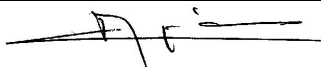
Name of Consultant: ____Christian Bugnion de Moreta__

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 ____Sitges, Barcelona_ (Place) on ____21st March 2022_____(Date)

Signature: _____



¹ <http://www.unevaluation.org/document/detail/100>

Evaluators/Consultants:

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.
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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.

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

Name of Consultant: __Elisabet Badia Nieto, Independent consultant

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) Bissau, 30th May 2022

Signature:



Capacity Result / Indicator	Staged Indicators	Score				Comments	Contribution to which Outcome
		Rating					
		start	end				
CR 1: Capacities for engagement							
Indicator 1 – Degree of legitimacy/ mandate of lead environmental organizations	Organizational responsibilities for environmental management are not clearly defined	0			Various civil society organizations, NGOs, private and public institutions have been recognized as stakeholders in environmental management in Guinea Bissau and are participatorily engaged. A technical advisory committee made up of various actors in the area of environmental management, economy, finance, public and private sector operators was created during the project implementation	1, 4	
	Organizational responsibilities for environmental management are identified	1					
	Authority and legitimacy of all lead organizations responsible for environmental management are partially recognized by stakeholders	2	2				
	Authority and legitimacy of all lead organizations responsible for environmental management recognized by stakeholders	3		3			
Indicator 2 – Existence of operational co-management mechanisms	No co-management mechanisms are in place	0			Some studies were conducted towards the development of some natural resource valuation tools. Due to the time constraints for the project, the process of establishing a formal mechanism to improve inter-agency coordination and integrate natural resource valuation into	1	
	Some co-management mechanisms are in place and operational	1					
	Some co-management mechanisms are formally established through agreements, MOUs, etc.	2	2	2			

Annex VI: Capacity Development Scorecard

Capacity Result / Indicator		Staged Indicators	Score			Comments	Contribution to which Outcome
			Rating				
				start	end		
		Comprehensive co-management mechanisms are formally established and are operational/functional	3			relevant decision-making processes was uncompleted.	
Indicator 3 – Existence of cooperation with stakeholder groups		Identification of stakeholders and their participation/involvement in decision-making is poor	0	0		During the project, key stakeholders have actively participated in training, results representation and validation workshops at the national, regional and local levels. These have involved the promotion of awareness and agreement on the various comparative advantages of different stakeholder organizations to promote global environment values and make stakeholders more influential in decision-making.	1, 2, 3, 4
		Stakeholders are identified but their participation in decision-making is limited	1				
		Stakeholders are identified and regular consultations mechanisms are established	2		2		
		Stakeholders are identified and they actively contribute to established participative decision-making processes	3				
CR 2: Capacities to generate, access and use information and knowledge							
Indicator 4 – Degree of environmental awareness of stakeholders		Stakeholders are not aware about global environmental issues and their related possible solutions (MEAs)	0			Numerous trainings and learning-by-doing sessions were held within the context of the project, for knowledge sharing on global environmental issues and the Multilateral Environmental Agreement (MEA) as possible solutions. These trainings targeted government staff,	4
		Stakeholders are aware about global environmental issues but not about the possible solutions (MEAs)	1	1			

Annex VI: Capacity Development Scorecard

Capacity Result / Indicator	Staged Indicators	Score			Comments	Contribution to which Outcome
		Rating	start end			
	Stakeholders are aware about global environmental issues and the possible solutions but do not know how to participate	2		2	private sector, NGOs, and civil society organizations as key actors	
	Stakeholders are aware about global environmental issues and are actively participating in the implementation of related solutions	3				
Indicator 5 – Access and sharing of environmental information by stakeholders	The environmental information needs are not identified and the information management infrastructure is inadequate	0			Some studies contributing to updating the existing environmental information were conducted in the context of the project. However the acquisition and training on the technological structure/system for data collection, storage and sharing was not carried out due to the delays in the implementation of the project as a result of the COVID 19 pandemic.	3
	The environmental information needs are identified but the information management infrastructure is inadequate	1				
	The environmental information is partially available and shared among stakeholders but is not covering all focal areas and/or the information management infrastructure to manage and give information access to the public is limited	2	2	2		
	Comprehensive environmental information is available and shared through an adequate information management infrastructure	3				

Annex VI: Capacity Development Scorecard

Capacity Result / Indicator	Staged Indicators	Rating	Score		Comments	Contribution to which Outcome
			start	end		
Indicator 6 – Existence of environmental education programmes	No environmental education programmes are in place	0			Discussions on strengthening environment education were initiated with partner institutions such as the International Union for the Conservation of Nature (IUCN), and the National Institute for Education Development (INDE), but the development of a comprehensive environmental education programmes for schools, and strengthening of the capacity of teachers was not carried out due to the delays in project implementation.	4
	Environmental education programmes are partially developed and partially delivered	1				
	Environmental education programmes are fully developed but partially delivered	2	2	2		
	Comprehensive environmental education programmes exist and are being delivered	3				
Indicator 7 – Extend of the linkage between environmental research/science and policy development	No linkage exist between environmental policy development and science/research strategies and programmes	0			The project facilitated the conception process for integrating natural resource valuation in decision-making (environmental policy development) but the validation of this process by the parliament was not achieved due to delays in the project implementation.	1, 2, 3, 4
	Research needs for environmental policy development are identified but are not translated into relevant research strategies and programmes	1	1			
	Relevant research strategies and programmes for environmental policy development exist but the research information is not responding fully to the policy research needs	2		2		

Annex VI: Capacity Development Scorecard

Capacity Result / Indicator	Staged Indicators	Rating	Score		Comments	Contribution to which Outcome
			start	end		
	Relevant research results are available for environmental policy development	3				
Indicator 8 – Extend of inclusion/use of traditional knowledge in environmental decision-making	Traditional knowledge is ignored and not taken into account into relevant participative decision-making processes	0			This was not achieved	1, 2, 3, 4
	Traditional knowledge is identified and recognized as important but is not collected and used in relevant participative decision-making processes	1	1	1		
	Traditional knowledge is collected but is not used systematically into relevant participative decision-making processes	2				
	Traditional knowledge is collected, used and shared for effective participative decision-making processes	3				
	CR 3: Capacities for strategy, policy and legislation development					
Indicator 9 – Extent of the environmental planning and strategy development process	The environmental planning and strategy development process is not coordinated and does not produce adequate environmental plans and strategies	0			In line with Rio Conventions requirements and as a way to integrate national priorities within international commitments and obligations, a set of studies were conducted through consultancies to develop some natural valuation tools. These were conducted	1, 2, 3
	The environmental planning and strategy development process does produce adequate environmental plans and	1				

Annex VI: Capacity Development Scorecard

Capacity Result / Indicator	Staged Indicators	Score			Comments	Contribution to which Outcome
		Rating	start end			
	strategies but there are not implemented/used				through a cross-sectoral and participatory approach and the results validated through validation workshops. The integration of these tools into decision-making, policy/plans and their subsequent implementation was not achieved by the project due to delays with the project implementation.	
	Adequate environmental plans and strategies are produced but there are only partially implemented because of funding constraints and/or other problems	2	2	2		
	The environmental planning and strategy development process is well coordinated by the lead environmental organizations and produces the required environmental plans and strategies, which are being implemented	3				
Indicator 10 – Existence of an adequate environmental policy and regulatory frameworks	The environmental policy and regulatory frameworks are insufficient; they do not provide an enabling environment	0			02 studies were carried out and a final report produced on the outcomes of the Learning Through Practice (LPA) workshops to reconcile existing policy and legal weaknesses and gaps to implement environmental accounting practice in decision-making processes in Guinea-Bissau	1, 2, 3
	Some relevant environmental policies and laws exist but few are implemented and enforced	1	1			
	Adequate environmental policy and legislation frameworks exist but there are problems in implementing and enforcing them	2		2		
	Adequate policy and legislation frameworks are implemented and provide an adequate	3				

Annex VI: Capacity Development Scorecard

Capacity Result / Indicator	Staged Indicators	Score			Comments	Contribution to which Outcome
		Rating				
			start	end		
	enabling environment; a compliance and enforcement mechanism is established and functions					
Indicator 11 – Adequacy of the environmental information available for decision-making	The availability of environmental information for decision-making is lacking	0			The process of developing guidelines and methodologies for the application of natural resource valuation was not completed by the project thus new tools have not yet been tested in selected development plans.	1, 2, 3
	Some environmental information exists but it is not sufficient to support environmental decision-making processes	1	1			
	Relevant environmental information is made available to environmental decision-makers but the process to update this information is not functioning properly	2		2		
	Political and administrative decision-makers obtain and use updated environmental information to make environmental decisions	3				
CR 4: Capacities for management and implementation						
Indicator 12 – Existence and mobilization of resources	The environmental organizations do not have adequate resources for their programmes and projects and the requirements have not been assessed	0			The TORs for these studies were prepared but the activity was not carried out	2

Annex VI: Capacity Development Scorecard

Capacity Result / Indicator	Staged Indicators	Rating	Score		Comments	Contribution to which Outcome
			start	end		
	The resource requirements are known but are not being addressed	1				
	The funding sources for these resource requirements are partially identified and the resource requirements are partially addressed	2	2	2		
	Adequate resources are mobilized and available for the functioning of the lead environmental organizations	3				
Indicator 13 – Availability of required technical skills and technology transfer	The necessary required skills and technology are not available and the needs are not identified	0			Learning-by-doing workshops and exercises were held in order to foster greater critical thinking among a sufficiently large number of social actors and stakeholders of environmental management and governance. However at this end stage of the project, there is still a need to develop a national-based mechanism/strategy for upgrading the required skills and technologies necessary for natural resource valuation in Guinea Bissau and its implementation over the long-term.	1, 2, 3, 4
	The required skills and technologies needs are identified as well as their sources	1				
	The required skills and technologies are obtained but their access depend on foreign sources	2	2	2		
	The required skills and technologies are available and there is a national-based mechanism for updating the required skills and for upgrading the technologies	3				
CR 5: Capacities to monitor and evaluate						

Annex VI: Capacity Development Scorecard

Capacity Result / Indicator	Staged Indicators	Rating	Score		Comments	Contribution to which Outcome
			start	end		
Indicator 14 – Adequacy of the project/programme monitoring process	Irregular project monitoring is being done without an adequate monitoring framework detailing what and how to monitor the particular project or programme	0			A project inception workshop took place at the beginning of the project. A project steering committee was set up to take corrective action as needed to ensure the project achieves the desired results. The committee held project reviews to assess the performance of the project and produce the project Annual Work Plan for the following year. Various project outputs were delivered, Annual project implementation reports also produced to monitor progress in the implementation of the project. Unfortunately with the outbreak of the COVID 19 pandemic and shortcomings with the project management team, some monitoring information was not produced timely nor accurately and this negatively affected the implementation of the project	1, 2, 3, 4
	An adequate resourced monitoring framework is in place but project monitoring is irregularly conducted	1				
	Regular participative monitoring of results in being conducted but this information is only partially used by the project/programme implementation team	2	2	2		
	Monitoring information is produced timely and accurately and is used by the implementation team to learn and possibly to change the course of action	3				
Indicator 15 – Adequacy of the project/programme evaluation process	None or ineffective evaluations are being conducted without an adequate evaluation plan; including the necessary resources	0			Some periodic project progress reports were produced. There was no midterm review for this project as its GEF medium size project. The terminal evaluation report will be prepared for this project though not timely as initially planned.	1, 2, 3, 4
	An adequate evaluation plan is in place but evaluation activities are irregularly conducted	1				

Annex VI: Capacity Development Scorecard

Capacity Result / Indicator	Staged Indicators	Rating	Score		Comments	Contribution to which Outcome
			start	end		
	Evaluations are being conducted as per an adequate evaluation plan but the evaluation results are only partially used by the project/programme implementation team	2	2	2		
	Effective evaluations are conducted timely and accurately and are used by the implementation team and the Agencies and GEF Staff to correct the course of action if needed and to learn for further planning activities	3				

KEY EVALUATION QUESTIONS (KEQ)	INQUIRY LINES	ISSUE	DATA SOURCE	METHODOLOGY
1. RELEVANCE				
1.1. Was and does the project remain relevant to the needs of its stakeholders?	Appreciative inquiry	Update of project purpose and rationale	Documentation, and secondary sources, KII and FGD with GoGB counterparts, PSC members, and other respondents	Project documentation and interview notes
2. EFFICIENCY				
2.1. Is the project bringing value for money?	Appreciative inquiry	Value for money	Budget analysis, KII with project team and GoGB counterparts, PSC members	Financial reports, audits, interview notes, delivery
2.2. Has it been efficiently managed?	Appreciative inquiry	Adaptive management	Workplan analysis, KII with project team and counterparts, PSC members	Workplan, budget, PSC, financial analysis
2.3. How well was the project designed?	assessment	PCM and RBM value	Documentary analysis and KII with project team and UNDP M&E specialist	Analysis of project documentation, RBM analysis and review of M&E system
3. EFFECTIVENESS				
3.1. What have been the key results of the project?	Appreciative inquiry	Key results	Documentary analysis and respondents' perspectives including feedback from KII/FGD	Project documents, KII, FGD, triangulated
3.2. To what extent have the project components been achieved?	Analysis of effects	Outcome achievement	Documentary analysis and respondents' perspectives including feedback from KII /GD	Project documents, KII, FGDs, triangulated
3.3. To what extent have the outputs been achieved?	Comparison to the RF	Update of RF indicators	Documentary analysis and latest M&E information on RF	Project documents, RF, latest progress reports
3.4. What are examples of good practice	Appreciative inquiry	Good practice	Documentary analysis and respondents' perspectives including feedback from KII/FGD	Documentation, interview notes, data analysis
3.5. What capacities have been developed as a result of the project?	Appreciative inquiry	Capacity development	Documentary analysis and respondents' perspectives including feedback from KII/FGD	Project documents, KII and FGD notes – see if scorecard has been used as foreseen in prodoc annex B
3.6. What were the key challenges and shortfalls experienced during project implementation?	Risk management strategy	Improvement and learning Lessons	Documentary analysis and respondents' perspectives including feedback from KII/FGD	Project documents, KII and FGD notes, gap analysis
3.7. Has the project incorporated the UN programming principles in its implementation (gender, HRBA, LNOB) and if so, with which results?	Compliance with UN normative principles	Inclusion and non-discrimination	Documentary analysis and respondents' perspectives including feedback from KII and FGD	Project documents, KII and FGD notes

KEY EVALUATION QUESTIONS (KEQ)	INQUIRY LINES	ISSUE	DATA SOURCE	METHODOLOGY
4. IMPACT				
4.1. How have institutions been affected by the project?	Most Significant Change (MSC)	Project effects	Documentary analysis, KII and FGD with institutional counterparts	Documentation, interview notes, contribution analysis
4.2. To what extent has the project changed the way institutions operate for NRV in GoGB?	MSC	Institutional effect	Documentary analysis, KII and FGD with GoGB	Project documents and interview notes, contribution analysis
4.3. What has changed as a result of the project?	MSC	Ownership, commitment, learning	Documentary analysis, KII and FGD with project stakeholders	Project documents and interview notes, contribution analysis
5. SUSTAINABILITY				
5.1. Which benefits may continue beyond the end of the project?	Prospective inquiry	Ownership Exit strategy	Documentary analysis, KII with project stakeholders through KII and FGD	Project documents and interview notes
5.2. What is the likelihood of sustaining the project outcomes from the four perspectives (financial, socio-political, institutional framework and governance, environmental)	Prospective inquiry	Ownership commitment	Documentary analysis, KII with project stakeholders through KII and FGD	Project documents and interview notes

ANNEX VIII: EVALUATION REPORT CLEARANCE FORM

Evaluation Report Reviewed and Cleared by

UNDP Country Office

Name: _____ Ngalim Juliette Nsam Tangem
DocuSigned by: _____
Signature: _____ *Ngalim Juliette Nsam Tangem* Date: 05-Jun-2022
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UNDP GEF RTA

Name: _____ Carlos Montenegro Pinto
DocuSigned by: _____
Signature: _____ *Carlos Montenegro Pinto* Date: 06-Jun-2022
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