

## Terminal Evaluation

# Project: “Conservation and sustainable use of biodiversity in coastal marine production landscapes”

### Final Report

**GEF Project ID:** 9804

**PNUD Project ID (PIMS # 5750)**

**Atlas Project ID:** 00099240

**Implementing Agency:** United Nation Development Programme (UNDP)

**Project Executor:** Ministry of Environment (MiAMBIENTE)

**Region:** Latin America and The Caribbean

**Country:** Panama

**Evaluation Period:** May -June, 2022

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## II. ACRONYMS AND ABBREVIATIONS

AICHI Goals	They refer to compliance with the 2011-2020 Strategic Biodiversity Plan
AMP	Panamanian Maritime Authority (Acronym in Spanish)
ARAP	Panamanian Office of Aquatic Resources (Acronym in Spanish)
ATP	Panamanian Tourism Authority (Acronym in Spanish)
AWP	Annual Work Plan
CPUE	Catch per unit of effort (Acronym in Spanish)
DICOMAR	Directorate of Coasts and Seas (Acronym in Spanish)
EAC	Environmental Advisory Committees
EMP	Environmental Management Plan
GEF	Global Environmental Facility
IA	Implementing Agency
IBA	Important Bird Areas
KBA	Key Biodiversity Areas
M&E	Monitoring and Evaluation
MiAMBIENTE	Ministry of Environment (Acronym in Spanish)
MIDA	Ministry of Agricultural Development (Acronym in Spanish)
MiPyME	Micro, Small, and Medium-Sized Businesses (Acronym in Spanish)
MIVIOT	Ministry of Housing and Territorial Planning (Acronym in Spanish)
NGOs	Non-governmental Organization
PCU	Project Coordination Unit
PIR	Project Implementation Report
ProDoc	Project Document
RTA	Regional Technical Advisor
SAI	Interinstitutional Environment System (Acronym in Spanish)
SDG	Sustainable Development Goals
SESP	Social and Environmental Screening Procedure

SGP	Small Grants Program
SINIA	Environmental Information National System (Acronym in Spanish)
TE	Terminal Evaluation
ToR	Terms of Reference
UNDP	United Nations Development Program
UNEG	United Nations Evaluation Group
WC	Watershed Committees
ZEMMC	Coastal Marine Special Management Areas (Acronym in Spanish)

**Table 1 Project information**

Project Title	Conservation and sustainable use of biodiversity in coastal marine production landscapes		
GEF Project ID:	9804	PIF Approval Date:	March 20, 2017
UNDP Project ID (PIMS #):	5750	CEO Endorsement Date (FSP) / Approval date (MSP):	April 11, 2018
UNDP Atlas Business Unit, Award ID, Project ID:	00099240	ProDoc Signature Date:	September 20, 2018
Country/Countries:	Panama	Date Project Overseer seconded: Project Manager hired:	Coordinator 1 February 11, 2019 to February 10, 2020 Coordinator 2 March 23, 2020
Region:	Latin America and the Caribbean	Inception Workshop Date:	March 27, 2019
Focal Area:	Biodiversity	Mid-Term Review Completion Date:	N/A
GEF Operational Programme or Strategic Priorities/ Objectives:		Revised Expected Terminal Evaluation completion date	June 20, 2022
Trust Fund:	GEF Trust Fund	Planned Operational Closure Date:	September 20, 2022
Implementing Partner:	Ministry of Environment (MiAMBIENTE, Acronym in Spanish)		
<b>Financial Information</b>			
PDF/PPG	<b>At approval (US\$M)</b>		<b>At PDF/PPG completion (US\$M)</b>
GEF PDF/PPG grants for project preparation	45,662		45,662
Co-financing for project preparation	0		0
Project	<b>at CEO Endorsement (US\$M)</b>		<b>At TE (US\$M)</b>
[1] Government (parallel funding)	4,878,270		3,145,736
[2] UNDP contribution:	724,938		217,449
[3] SGP			210,000
[4] Other beneficiary governmental entities			28,738
[5] Private Sector			26,637
[6] Civil Society Organizations			29,759
[7] Total co-financing [1 + 2 + 3 + 4 + 5 + 6]:	5,603,208		3,688,357
[8] Total GEF funding	1,780,822		1,365,784
[9] Total project financing [7 + 8].	7,384,030		5,054,141

Terminal Evaluation: Project "Conservation and sustainable use of biodiversity in coastal marine production landscapes"

### III. EXECUTIVE SUMMARY

#### Project Description

1. This is a National Implementation Modality project, executed by the Ministry of Environment with the support of the United Nations Development Program (UNDP), in its capacity as GEF Implementation Agency.
2. The project's objective is to mainstream the conservation and sustainable use of biodiversity into production land/seascapes for the comprehensive environmental management of coastal marine areas and for the benefit of the coastal population.
3. The project focuses on three outcomes: 1) Strengthen the regulatory and institutional frameworks; 2) Integrate the environmental management of the target ZEMMC in the southern part of the Azuero Peninsula; and 3) Gender Mainstreaming, Knowledge Management and Learning.
4. The project has an entire duration of four years between 2018 and 2022, with a closing date initially scheduled for September 20th, 2022. The amount allocated by the GEF was \$1,780,822 USD; with a co-financing commitment of \$5,603,208 USD.

**Table 2 Evaluation ratings**

Monitoring & Evaluation (M&E)	Rating
M&E design at entry	Moderately Satisfactory (MS)
M&E Plan Implementation	Moderately Unsatisfactory (MU):
Overall Quality of M&E	Moderately Unsatisfactory (MU):
Implementation & Execution	Rating
Quality of UNDP Implementation/Oversight	Moderately Satisfactory (MS)
Quality of Implementing Partner Execution	Moderately Satisfactory (MS)
Overall quality of Implementation/Execution	Moderately Satisfactory (MS)
Assessment of Outcomes	Rating
Relevance	Satisfactory (S)
Effectiveness	Moderately Satisfactory (MS)
Efficiency	Moderately Satisfactory (MS)
Overall Project Outcome Rating	Moderately Satisfactory (MS)
Sustainability	Rating
Financial resources	Moderately Unlikely (MU)
Socio-political/economic	Moderately Likely (ML)
Institutional framework and governance	Moderately Likely (ML)
Environmental	Moderately Likely (ML)
Overall Likelihood of Sustainability	Moderately Likely (ML)

## Concise conclusion summary

5. The project supports an area of global importance for biodiversity. It is highly relevant and is aligned with national policy objectives of the MiAMBIENTE, the Directorate of Coasts and Seas' creation and the ZEMMC's operationalization.
6. It shows weaknesses as it does not present a detailed analysis of the intervention areas and does not document the initial situation. Thus, some goals are unrealistic.
7. During the first 18 months, only 8% of the budget was implemented. Since the PCU's change, an adaptive management capacity was demonstrated allowing to redirect the project to achieve its outcomes and goals.
8. To date, 76% of the available budget has been implemented and 66% of the committed amount of co-financing has been mobilized. This results from the new co-financers that the project obtained.
9. Out of the 15 indicators, the project and fulfilled 5, it is on track to partially comply with at least 6 more; however, 4 show no significant progress and there has been no progress in 2.
10. Sustainability prospects are still uncertain since an exit strategy for the project has not been developed yet

**Table 3 Recommendations Summary Table**

#	Recommendation	Responsible	Timeline
	<b>Component</b>		
1	Some activities have been reported as completed, however, during the field visit it was shown that they are not fully operational. For example, not all the installed biodigesters are working normally, despite the fact that they have been recently installed. It is recommended that the extended supplier liability are utilized to repair existing damage and reinforce the structure against rain and wind.	PCU	3 months
2	An important milestone of the project was the creation of the National Ocean Policy. It is recommended to accompany the ministries involved in measuring the scope, resources and capacities required for its implementation. It is important to have a roadmap to take advantage of the momentum that Panama will have in 2022 as the venue for the XIX Latin American Congress of Marine Sciences - COLACMAR.	MiAMBIENTE PCU UNDP	3 months
3	The lobster and longoron co-management in La Candelaria community, in the Pocrí District, showed that the artisanal fishermen of the area use sustainable management techniques. However, it is not the same for large scale foreign fishermen who operate on a large scale. Although there is a Management Plan, it is necessary to strengthen capacities and resources for	ARAP MiAMBIENTE	9 months



#	Recommendation	Responsible	Timeline
	the environmental authority to exercise control over the ships, which are a few and are clearly identified.		
4	The project financed a publication developed and published by Fundación Tortugas Pedaquí in the framework of its project which is co-financed by SGP UNDP/GEF MiAMBIENTE Azuero Sostenible. In the version received by the evaluator, the publication had spelling mistakes, particularly pronunciation marks. Although the final corrected digital version has been presented to the evaluator, it is not recommended to take the paper version out of circulation. However, it is necessary for the project to correct the paper version for the public.	PCU UNDP MiAMBIENTE	1 month
<b>Sustainability</b>			
5	Gas was generated through the biodigesters installed in pig farms in the Pocrí, Pedaquí and Tonosí districts. However, it is being underutilized (used to supply hot water for a house). Additional efforts through studies or evaluations to manage and take advantage of this gas are key.	PCU MiAMBIENTE	3 months
6	The project has had a demonstrative nature due to the implementation of the different pilots, so it has generated a lot of information (videos, studies, consultations, analysis, etc.), which are not available to the public. A knowledge management strategy is recommended that goes beyond the usual systematization of the project and ensures tools aimed at local actors to increase their appropriation and empowerment.	PCU UNDP	6 months
7	The project implemented reforestation activities in livestock areas, which showed some resistance of farmer and cattle ranches. However, the pilots generated interest with other farms to expand the planting. In this sense, it is recommended that the project identify other mechanisms or funds to continue with the reforestation activities.	MiAMBIENTE MIDA UNDP	9 months
8	The project demonstrated that it is possible to add value and generate new ventures, such as business opportunities related to honey production and tourism on Caña Island, as well as women's ventures in Búcaro. It is recommended to draft project proposals aimed at state agencies and international funders to ensure that the beneficiaries can complete their learning curve, formalize their operations, and consolidate their launching to the market.	MiAMBIENTE ARAP MIDA	6 months
<b>Exit Strategy</b>			
9	The project must develop an exit strategy to reduce the high uncertainty that exists regarding continuity of GEF investments. It is recommended to quickly start the process of bringing actors together, identifying resources and achieving clear commitments related to continuity and mobilization of additional resources to scale up carried out practices and activities.	PCU MiAMBIENTE UNDP	3 months
10	It is recommended to hold a project-level closing event but also additional closing events in each municipality with the objective of giving back to the communities and outgoing local governments for everything that has been done, and ensure the sustainability of successful activities.	PCU	3 months