

**Terminal Evaluation (TE) Report
(FINAL)**

**UNDP-GEF- Mainstreaming Biodiversity Conservation into the Tourism Sector in Synergy with a Further
Strengthened Protected Area System in Cabo Verde**

GEF ID: 5524/ UNDP PIMS 4526

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Acronyms and Abbreviations

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

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

1. EXECUTIVE SUMMARY

1.1. Project Information Table

Project Title:	Mainstreaming biodiversity conservation into the tourism sector in synergy with a further strengthened protected area system in Cabo Verde			
GEF Project ID:	5524		At endorsement (US\$)	At TE (US\$)
UNDP PIMS ID:	4526	GEF financing:	3.664.640	3,651,366
		IA/EA (UNDP) own:	450.000	141,649
Country:	Cabo Verde	Government (grant): Ministry of Agriculture and Environment	5.266.431	944,380
Region:	Africa	Government (in- kind): DGRM	4.275.760	1,052,886
		Agencia Española de Cooperación Internacional para el Desarrollo (AECID)	55.000	0
Focal Area:	Biodiversity	Other Co-financing		
FA Objectives, (OP/SP):	BD-2: Mainstream biodiversity conservation and sustainable use into production landscapes, seascapes and Sectors (BD 2.2: Measures to conserve and sustainably use biodiversity incorporated in policy and regulatory frameworks) BD-1: Improve the sustainability of protected area systems (BD 1.1: Improved management effectiveness of existing and new protected areas)	Government (public investment): Institute of Tourism of Cape Verde	-	190,119
		Government (grant): Ministry of Tourism and Transport	-	300,639
		Total Project Cost:	13.711.831	6,294,313
GEF Agency:	UNDP			
Implementation Modality	NIM			
Project Executing Partners	Ministry of Agriculture and the Environment (MAA) ¹ ; Ministry of Tourism and Transports (MTT) ²	ProDoc Signature (date project began):	19 September 2016	
Other Partners involved:	Municipalities of Sal, Boa Vista, Maio, São Domingos (Santiago), NGO and Local Associations (OSC- Organizations of Civil Society)	(Operational) Closing Date:	Proposed: 19 September 2021	Actual: 19 September 2022 ³ , with implementation extended through 17 December 2022 ⁴

¹ Formerly Ministry of Environment, Housing and Land Planning (MAHOT).

² Ministry of Tourism, Industry and Energy (MTIE)

³ 1 year extension approved

⁴ Cash advance of remaining Project funds to DNA (USD 380,196), Ministry of Agriculture and the Environment for implementation

1.2. Brief Description of the Project

Cabo Verde is an archipelago of 10 islands, its biodiversity high in both species' richness and endemism primarily due to its geographic isolation. It is considered one of the world's top 10 coral reef biodiversity hotspots. The islands are populated by at least 22 species of whales and dolphins, breeding and foraging grounds for 5 species of IUCN threatened⁵ sea turtles, and globally important humpback whale mating and calving sites in the waters around Boa Vista and Sal. There are 82 endemic species of vascular plants of which three are classified as Vulnerable on the IUCN Red List. Cabo Verde is an Endemic Bird Area with about 187 bird species of which 11 are endemic, including the Critically Endangered (CR)⁴ Razo Lark (*Alauda razae*) and the Endangered (EN) Cabo Verde Warbler (*Acrocephalus brevipennis*). The country's wildlife also includes endemic species of reptiles, arthropods, and molluscs. Cabo Verde is one of the 23rd most important marine ecoregion of the world in terms of biodiversity⁶.

Tourism has emerged as the dominant sector in Cabo Verde's economy over the last approx. 15 years, with most foreign direct investment directed toward the tourism industry and significant increases in the number of tourists. The rapid expansion of coastal development with limited control of nature-based excursions. There is a rapid growth of the sector, with a target to increase visitation to 1 million international arrivals by 2020⁷, posing increasing threats impacting terrestrial and marine biodiversity, particularly the ecological and biological integrity of the coastal zones (threats include hotel development, pollution, overfishing, amongst others, in the coastal and marine environment).

The Project *Mainstreaming biodiversity conservation into the tourism sector in synergy with a further strengthened protected area system in Cabo Verde* project (BIOTUR Project) will provide assistance to the Government of Cabo Verde for the creation of enabling conditions to mitigate the adverse impacts on biodiversity by the tourism sector in Cabo Verde and continue to support biodiversity conservation and protected areas. It is based on the overall Project objective "To safeguard globally significant biodiversity in Cabo Verde from current and emerging threats, by enhancing the enabling and regulatory frameworks in the tourism sector and activating a critical further subset of the national protected areas system". The project was designed to create enabling conditions to mitigate the adverse impacts on biodiversity by the tourism sector in Cabo Verde, while also harnessing opportunities that more sustainable forms of tourism and fisheries offer for biodiversity, protected area management and local community development.

The project is organized around 2 components:

Component 1 supports the mainstreaming of biodiversity into the tourism sector by developing associated enabling frameworks that enhance multi-sectoral strategic landscape level land use planning focusing on the tourism and associated real estate/construction sectors. This includes policy and regulatory frameworks, safeguards such as Social and Environmental Assessments (SEAs) for tourism development planning, capacity building within government, developing and establishing financial incentives and best practice standards in the tourism industry. These best practice standards include new national standards for sustainable tourism, adoption of international certification systems aligned with Global Sustainable Tourism Criteria and promoting destination-based sustainable tourism standards and their operationalization. Component 1 will produce the following outcome and outputs:

Component 1 (Outcome 1): Biodiversity conservation is mainstreamed into tourism planning and operations at national level and on priority islands. This component focuses on creating an enabling framework to enable the mitigation of adverse impacts on biodiversity by the tourism sector. These enabling frameworks will be developed at the National level and implemented on the projects 4 priority islands (Sal, Boa Vista, Santiago and Maio).

⁵ Threatened refers to IUCN Red List Categories of Vulnerable VU, Endangered EN and Critically Endangered CR.
<http://www.iucnredlist.org/technical-documents/categories-and-criteria>

⁶ Mark D. Spalding, Helen E. Fox, Gerald R. Allen, Nick Davidson, Zach A. Ferdaña, Max Finlayson, Benjamin S. Halpern, Miguel A. Jorge, Al Lombana, Sara A. Lourie, Kirsten D. Martin, Edmund McManus, Jennifer Molnar, Cheri A. Recchia, James Robertson, Marine Ecoregions of the World: A Bioregionalization of Coastal and Shelf Areas, *BioScience*, Volume 57, Issue 7, July 2007, Pages 573–583, <https://doi.org/10.1641/B570707>

⁷ Estimate from ProDoc (2014) prior to the onset of the COVID-19 pandemic.

Outputs:

- 1.1. Strengthened government capacity to integrate biodiversity into the tourism sector, including compliance, monitoring and enforcement.
- 1.2. Policy mainstreaming committees oversee coherence between tourism development and biodiversity management.
- 1.3. Cross-sectoral planning integrates biodiversity conservation objectives, and Strategic Environmental Assessments (SEAs) conducted in priority PAs/ ZRPTs.
- 1.4. Economic incentives and enforcement measures are strengthened to promote the adoption of sustainable tourism practices.
- 1.5. Best-practice standards for sustainable tourism and voluntary certification established and operational.
- 1.6. A biodiversity offset mechanism established and integrated in the planning and development of tourism.

Under **Component 2**, the project will support the operationalization of 8 PAs based on the development of management and ecotourism plans and associated regulations. This Component will also support the identification of new potential MPA sites for inclusion in the national PA system, define and pilot co-management and support conflict resolution mechanisms. Cost-effective PA revenue generation mechanisms will be developed and tested in conjunction with tourism sector stakeholders, as well as an environmental monitoring program put in place to track the impacts of tourism and fisheries in PAs. Information Education and Communication (IEC) campaigns will promote the role of PAs and sustainable tourism in Cabo Verde. Component 2 will produce the following outcome and outputs:

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

- 2.1. Operationalization of PA management on target islands and establishment of designated priority Protected Areas.
- 2.2. New potential MPA sites are identified, and their representativeness and connectivity improved through biodiversity assessments around the marine shelf of target islands.
- 2.3. Co-management of MPAs demonstrated in pilot sites based on the adoption of sustainable fishing practices by local communities.
- 2.4. PA revenue generation mechanisms developed and piloted in conjunction with tourism sector stakeholders.
- 2.5. Ecosystem monitoring supports the planning and management of PAs and related sustainable tourism activities.
- 2.6. Information, Education and Communication (IEC) campaigns promote the importance of PAs and of sustainable tourism.

1.3. Present situation of the Project

The Project closure was on 19 September 2022. A cash advance to the DNA was made to enable implementation to continue activities to be completed through 17 December 2022.

1.4. Evaluation Ratings Table

Table 2. Project evaluation ratings

Evaluation Ratings Table	
Monitoring & Evaluation (M&E)	Rating ⁸
M&E design at entry	S
M&E Plan Implementation	MS

⁸ 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)

Overall Quality of M&E	S
Implementation & Execution	Rating
Quality of UNDP Implementation/Oversight	S
Quality of Implementing Partner Execution	S
Overall quality of Implementation/Execution	S
Assessment of Outcomes	Rating
Relevance	R
Effectiveness	MS
Efficiency	S
Overall Project Outcome Rating	S
Sustainability	Rating
Financial resources	MU
Socio-political/economic	ML
Institutional framework and governance	ML
Environmental	ML
Overall Likelihood of Sustainability	MU

Note: A full explanation of the rating scale is provided in Annex 6 of the Report.

1.5. Lessons Learned

Project strategy. The project’s strategy needs to incorporate key elements that were not prioritized during this Project, pre-MTR. While the content will change dependent upon the project’s overall objective, key strategic components should be present. These include:

1. **Key partnerships: Government partners and support.** These include understanding the strength and critical importance of partnerships and ensuring adequate focus is given through the Project. Pre-MTR, these relationships with critical government partners were not prioritized. These partnerships should be written into the Project strategy. The Project Management Team, in particular the Project Manager, should be selected with this approach in mind. Recruiting a National Project Manager who’s approach and personality is better known will help ensure that this needed approach is taken (this also holds true for an Internationally contracted Technical Advisor). In addition to a key Project partner (MTT), government relationships and partnerships should be fostered. Addressing biodiversity, the environment and their associated threats does not happen in a vacuum, and a multi-sectoral approach will continue to be needed. Long-term mainstreaming comes with broad and multi-sectoral buy-in, even if current sectoral issues are not directly at play. Furthermore, unintended results can come from these relationships, including a new decision that 1-2% of the Tourism Fund that will go to conservation. The importance of partnerships with additional stakeholders, including at the local level, is discussed in 3, below).

2. **The Importance of adaptive management:** The execution approach must be adaptive and not rigid in order to facilitate the introduction of timely and necessary changes and to involve all (including new) partners in the execution of Project activities. While detailed implementation is required for Project development, flexibility should be integrated as possible.

3. **Stakeholder partnerships and synergies:** The success of a project depends on the engagement of all stakeholders in the different phases of the project, in both the ProDoc elaboration and implementation phases. This was evident in this Project that prior to the Mid-term Evaluation, relationships with critical government partners were not prioritized, nor were developing and strengthening partnerships at the local municipal, NGO, and community level. Post-MTR, these partnerships were prioritized. Developing these synergies and partnerships with communities and Project beneficiaries was essential for this Project’s successful implementation. In this BIOTUR Project, having a

Community Development Officer for each island proved invaluable for community and stakeholder engagement. Future Project development should ensure that developing community synergies through on the ground partnerships is a priority, as is a Community Development Officer, a focal point for stakeholders' engagement.

4. **NIM Implementation.** A strategy to address NIM project management teams is needed for future GEF Projects to avoid similar issues that affected staffing (recruitment time, disparity, and amount of pay, etc.) and which resulted in nearly 3 years of poor Project implementation. GEF procedural changes require, for NIM (National Implementation Modality) Projects, for the EA to finance Project staff as part of the co-financing. See Recommendation 3, below, for additional details.

5. **The importance of strong capacity building.** Strong government institutions and the capacity of staff is needed to maximize project benefit. Capacity building was an important and successful part of this project at many levels. The different information, education, communication, and training sessions contributed to the empowerment of institutions at the central and local levels and created the bases for the sustainability of the project and the integration of biodiversity in tourism. In addition, stakeholder participation in actual development of Project outputs, for example SEA law and regulations, also resulted in successful awareness raising, understanding and capacity building.

6. **Economic benefits from conservation.** Biodiversity conservation can result in economic benefit and support livelihoods, and it is important that the programmes and investments that this project initiated continue. It is the perception that they may not have advanced enough to enable the replication and catalytic effect desired. However, even small endeavours are a positive contribution and a beginning that can be built upon. This holds true on the larger scale of tourism development. Investments in implementing sustainability mechanisms (laws, community programmes, standards, etc.) take time to see results and impacts are not immediately seen, as they will almost surely take longer than the Project's duration. However, the steps that the Project has taken will, to some extent and in some form, benefit environmental sustainability in the longer term.

7. **Co-management arrangements.** The co-management portion of the Project was not successful. Cabo Verde does not have experience and positive outcomes of efforts to establish co-management arrangements. The Project did not develop a strategy to implement the development of co-management arrangements, particularly given its complexity and unknown issues. A ground up approach is needed. As discussed with the DNA, a roadmap and strategic plan for working toward the development of co-management arrangements is needed, with adequate time and resources to implement.

8. **Dissemination and visibility of Project outputs.** Dissemination and visibility of the Project's valuable set of activities, products and outputs is important at all stages of Project implementation, including at the Project's end. This is essential for continued stakeholder engagement both during the project and post-project completion. Stakeholders reported not knowing what the Project produced, though having been engaged in meetings. Visibility of the Project's activities and results is also particularly important for Project sustainability in order to help ensure that future activities and initiatives continue to build upon the Project's outputs.

1.6 Conclusions and Recommendations

Conclusions

Though Project implementation started in 2016, there was little implementation through the MTR due to the various issues described in this report. Despite this significant setback, the Project demonstrated strong adaptive management mechanisms and a strategy and approach that focused on strengthening the Project's key partnerships

(MTT). The Project also focused effects on fostering broader government engagement, and extensive community, NGO, and local stakeholder partnerships, supporting implementing and achievement of results, and ultimately helping to ensure longer term benefits to sustainability and global environment benefits. The support of the UNDP CO was essential in ensuring smooth and effective implementation, particularly given the NIM implementation modality. Furthermore, community participation, partnerships and community livelihood benefits are essential for long-term mainstreaming of biodiversity into the tourism sector, as is government buy-in and a strong enabling environment.

Recommendations

The following recommendations should be considered for future GEF Projects in Cabo Verde:

1. In future (GEF) projects, ensure a strong project management unit and a continuity in the staff: Although the project encountered certain obstacles (covid crisis, very late start), its implementation went well. This is largely due to very good management by the PMU, support of the NPD, UNDP, and the DNA.
2. In future (GEF) projects, ensure good development of project indicators. Adapt at Inception if necessary. This is essential to well reflect project objective and outcomes, and to ensure that monitoring is SMART and realistic given the Project implementation period. Implementation of project outputs and results should not be based on a particular government decision for which the Project has no control (i.e., approval of laws).
3. In future (GEF) projects, adjust PMU staff recruiting process for GEF NIM projects to address NIM project management team issues identified. Recommendations include: 1) Project staff transferred from Government agency be full-time Project staff; 2) Pay rates for core Project staff recruited for, or transferred from, the EA should receive pay rates higher than government rates, with this scale dependent upon position and responsibilities (i.e. Project Manager, etc.); 3) Setting a standard pay rate / scale for GEF financed projects that are co-financed by the EA could avoid possible perceived ambiguity and discrepancies in pay; 4) A small core Project staff should be selected (recruited / transferred) with clear attention paid to their approach to, and experience with, 1-3 above, as well as other required experience; 5) Recruitment of the core Project management staff should be initiated as soon as Project implementation begins and TORs are developed and appropriately approved, due to government time frames for hiring. This should be specified in the ProDoc; 5) As possible and as in line with GEF/UNDP procurement rules, Project technical support persons should be hired through the national consultant procurement modality to reduce hiring time and to ensure that there is the required technical experience and expertise; and 6) Implementation should rely on partnerships, contracts, as was carried out in this Project.
4. As possible, implement key Project outputs not implemented through follow-up projects and/or GoCV initiatives. These include sustainable financing, co-management arrangement for marine resources, and operationalization of PAs, their management and ecotourism plans.
5. In future (GEF) projects, it is recommended that UNDP provide training to the Project Management Team in GEF/UNDP procedures at the beginning of the project or after the hiring of new personnel, particularly in reporting requirements, any required content, and M&E procedures. It is also recommended that continuous operational monitoring of finances and budgets take place in order to introduce needed changes in a timely manner.
6. The Project supported the development of a valuable set of products for the management of Protected Areas and the integration of biodiversity in tourism. For this Project (and in future GEF Projects), it is recommended that a dissemination plan be developed and implemented to the various communities on the Project islands. Stakeholders reported not knowing what the Project produced, though having been engaged in meetings. This is also particularly

important for PA management plans and business and tourism plans, in order to ensure that future initiatives are based on the Project's activities and results, and future activities incorporate the project's products.

7. Subsequent GEF Projects should continue to be developed to forward overarching Government priorities related to development, sustainability, and biodiversity conservation. Subsequent projects can address gaps and needs for government to achieve goals, as is being done for the GEF-6 (marine economy) and GEF-7 (governance structure) projects.

8. Future (GEF) projects should prioritize some tangible field components early in project implementation, as appropriate, so as to begin to develop partnerships and relationships with municipal, community and site level stakeholders. The intention is to engage stakeholders to support Project ownership. This engagement can take the form of some concrete and visible actions where future tangible outputs and benefits can possibly be envisioned. Stakeholder feedback strongly suggested that participation in meetings with no substantive implementation did not foster buy-in, and the absence of field activities significantly reduced the motivation of the beneficiary stakeholders. Income generating activities carried out with NGOs, municipalities, associations, and communities had a positive impact throughout the duration of the Project, and if possible (strategically), it would be beneficial to begin some implementation early.

1B. SUMÁRIO EXECUTIVO (PORTUGUÊS)

1.1. Tabela de informações do projeto

Título do Projeto:	Integrando a conservação da biodiversidade no setor do turismo em sinergia com um sistema de áreas protegidas ainda mais fortalecido em Cabo Verde			
ID do Projeto GEF	5524		No endosso (US\$)	Na TE (US\$)
UNDP PIMS ID:	4526	Financiamento do GEF	3.664.640	3,651,366
		IA/EA (UNDP) próprio:	450.000	141,649
País	Cabo Verde	Governo (bolsa): Ministério da Agricultura e Ambiente	5.266.431	944,380
Região	Africa	Governo (em espécie): DGRM	4.275.760	1,052,886
		Agência Espanhola de Cooperação Internacional para o Desenvolvimento (AECID)	55.000	0
Área considerada:	Biodiversidade	Outros co-financiamentos		
FA Objectivos, (OP/SP):	BD-2: Integrar a conservação da biodiversidade e o uso sustentável em paisagens de produção, marinhas e setores (BD 2.2: Medidas para conservar e usar de forma sustentável a biodiversidade incorporada em estruturas políticas e regulatórias) BD-1: Melhorar a sustentabilidade dos sistemas de áreas protegidas (BD 1.1: Eficácia de gestão melhorada de áreas protegidas existentes e novas)	Governo (investimento público): Instituto do Turismo de Cabo Verde.	-	190,119
		Governo (Grant) Ministério do Turismo e Transportes (MTT)	-	300,639
		Custo total do Projecto:	13.711.831	6,294,313
Agência GEF:	PNUD			
Modalidade de Implementação	NIM			
Parceiros da execução do projecto	Ministério da Agricultura e do ambiente (MAA) ⁹ ; Ministerio do Turismo e Transportes (MTT) ¹⁰	Assinatura do ProDoc (data de início do projeto):	19 September 2016	
Outros Parceiros envolvidos:	Municípios do Sal, Boa Vista, Maio, São Domingos (Santiago), ONG e Associações Locais (OSC- Organizações da Sociedade Civil)	(Operacional) Data de Encerramento:	Proposta: 19 de Setembro de 2021	19 de setembro de 2022 ¹¹ , com implementação estendida até 17 de dezembro de 2022 ¹²

⁹ Ex-Ministério do Ambiente, Habitação e Ordenamento do Território (MAHOT).

¹⁰ Ministério do Turismo, Indústria e Energia (MTIE)

¹¹ 1 ano de extensão aprovado

¹² Adiantamento em dinheiro dos fundos remanescentes do Projeto para DNA (USD 380.196), Ministério da Agricultura e Meio Ambiente para implementação

1.2. Breve Descrição do Projeto

Cabo Verde é um arquipélago constituído por 10 ilhas, com uma biodiversidade rica em espécies e endemismos, que resulta principalmente do seu isolamento geográfico. É considerado um dos 10 principais hotspots de biodiversidade de recifes de corais do mundo. Nas ilhas circulam pelo menos 22 espécies de baleias e golfinhos, e são áreas de reprodução e alimentação para 5 espécies de tartarugas marinhas ameaçadas¹³ segundo o IUCN, e locais de acasalamento e parto de baleias jubarte de importância global, nas águas ao redor das ilhas de Boa Vista e Sal. Existem no país 82 espécies endémicas de plantas vasculares, das quais três estão classificadas como vulneráveis na Lista Vermelha da IUCN. Cabo Verde é uma Área de com 187 espécies de aves das quais 11 são endémicas, incluindo a Cotovia (*Alauda razae*) criticamente ameaçada (CR)4 e a Toutinegra (*Acrocephalus brevipennis*) ameaçada (EN). A vida selvagem do país também inclui espécies endémicas de répteis, artrópodes e moluscos. Cabo Verde é uma das 23 eco regiões marinhas mais importantes do mundo em termos de biodiversidade¹⁴.

O turismo emergiu como o setor dominante na economia de Cabo Verde há aproximadamente 15 anos, com investimento maioritariamente estrangeiro direcionado para a indústria do turismo, o que resultou num aumento significativo do número de turistas ao longo dos anos. Verifica-se uma rápida expansão do desenvolvimento costeiro, com controle limitado de excursões baseadas na natureza. O crescimento do setor, com uma meta de aumentar a visitação para 1 milhão de chegadas internacionais até 2020¹⁵, atenuado pela pandemia de COVID-19, representa ameaças crescentes com impacto na biodiversidade terrestre e marinha, particularmente na integridade ecológica e biológica das zonas costeiras (as ameaças incluem desenvolvimento hoteleiro, poluição, sobrepesca, entre outros).

O Projeto de integração da conservação da biodiversidade no setor do turismo em sinergia com um sistema de áreas protegidas ainda mais fortalecido em Cabo Verde (Projeto BIOTUR) fornecerá assistência ao Governo de Cabo Verde para a criação de condições propícias para mitigar os impactos adversos na biodiversidade pelo sector do turismo no país e para continuar a apoiar a conservação da biodiversidade e das áreas protegidas. Em termos gerais, o projeto visa “Salvaguardar a biodiversidade globalmente significativa em Cabo Verde das ameaças atuais e emergentes, melhorando as instituições reguladoras e facilitadoras no setor do turismo e ativando um subconjunto crítico do sistema nacional de áreas protegidas”. O projeto foi concebido para criar condições propícias para mitigar os impactos adversos na biodiversidade pelo setor do turismo em Cabo Verde, aproveitando as oportunidades que formas mais assertivas e sustentáveis de turismo e pesca oferecem para a proteção da biodiversidade, gestão de áreas protegidas e desenvolvimento de comunidades locais.

O projeto está organizado em torno de dois componentes:

O Componente 1 apoia a integração da biodiversidade no setor de turismo, desenvolvendo estruturas de capacitação associadas que aprimoram o planeamento estratégico multisectorial do uso da terra ao nível da paisagem com foco no turismo e nos setores imobiliários/construção associados. Isto inclui estruturas políticas e regulatórias, salvaguardadas como Avaliações Sociais e Ambientais (SEA) para o planeamento do desenvolvimento do turismo, capacitação dos órgãos governamentais, desenvolvimento e estabelecimento de incentivos financeiros e melhores

¹³ Ameaçado refere-se às categorias da Lista Vermelha da IUCN de VU vulnerável, EN em perigo e CR em perigo crítico. <http://www.iucnredlist.org/technical-documents/categories-and-criteria>

¹⁴ Mark D. Spalding, Helen E. Fox, Gerald R. Allen, Nick Davidson, Zach A. Ferdaña, Max Finlayson, Benjamin S. Halpern, Miguel A. Jorge, Al Lombana, Sara A. Lourie, Kirsten D. Martin, Edmund McManus, Jennifer Molnar, Cheri A. Recchia, James Robertson, Marine Ecoregions of the World: A Bioregionalization of Coastal and Shelf Areas, *BioScience*, Volume 57, Issue 7, July 2007, Pages 573–583, <https://doi.org/10.1641/B570707>

¹⁵ Estimativa do ProDoc (2014) antes do início da pandemia de COVID-19.

práticas na indústria do turismo. Estas incluem novos padrões nacionais para o turismo sustentável, adoção de sistemas de certificação internacional alinhados com os Critérios Globais de Turismo Sustentável e promoção de padrões de turismo sustentável baseados em destinos e sua operacionalização. O Componente 1 produzirá os seguintes resultados:

Componente 1 do Projeto (Resultado 1): A conservação da biodiversidade integra-se no planeamento e operações turísticas ao nível nacional, em ilhas prioritárias. Este componente concentra-se na criação de uma estrutura favorável à mitigação de impactos adversos sobre a biodiversidade pelo setor do turismo. Estes instrumentos facilitadores serão desenvolvidos a nível nacional e implementados nas 4 ilhas prioritárias do projeto (Sal, Boa Vista, Santiago e Maio).

Resultados:

- 1.1. Capacidade governamental fortalecida para integrar a biodiversidade no setor de turismo, incluindo conformidade, monitorização e fiscalização.
- 1.2. Comitês de integração de políticas que supervisionam a coerência entre o desenvolvimento do turismo e a gestão da biodiversidade.
- 1.3. O planeamento intersectorial integra objetivos de conservação da biodiversidade e Avaliações Ambientais Estratégicas (AAE) realizadas em AP/ZRPT prioritárias.
- 1.4. Incentivos económicos e medidas de fiscalização são fortalecidos para promover a adoção de práticas de turismo sustentável.
- 1.5. Padrões de melhores práticas para turismo sustentável e certificação voluntária estabelecidos e operacionais.
- 1.6. Um mecanismo de compensação da biodiversidade estabelecido e integrado no planeamento e desenvolvimento do turismo.

No **Componente 2**, o projeto apoiará a operacionalização de 8 AP com base no desenvolvimento de planos de gestão e ecoturismo e regulamentos associados. Este Componente também apoiará a identificação de novos potenciais locais de AMP para inclusão no sistema nacional de AP, definirá e pilotará a co-gestão e apoiará os mecanismos de resolução de conflitos. Mecanismos económicos de geração de receita de AP serão desenvolvidos e testados em conjunto com as partes interessadas do setor de turismo, bem como um programa de monitorização ambiental implementado para rastrear os impactos do turismo e da pesca nas AP. As campanhas de Informação, Educação e Comunicação (IEC) promoverão o papel das AP e do turismo sustentável em Cabo Verde. O Componente 2 produzirá os seguintes resultados:

Resultados: A área costeira e marinha das AP nas ilhas prioritárias é expandida e fortalecida.

- 2.1. Operacionalização da gestão de AP nas ilhas-alvo e estabelecimento e designação de Áreas Protegidas prioritárias.
- 2.2. Novos locais potenciais de AMP são identificados e sua representatividade e conectividade melhoradas por meio de avaliações de biodiversidade ao redor da plataforma marinha das ilhas-alvo.
- 2.3. A cogestão de AMP demonstrada em locais-piloto com base na adoção de práticas de pesca sustentáveis pelas comunidades locais.
- 2.4. Mecanismos de geração de receitas da AP desenvolvidos e testados em conjunto com as partes interessadas do setor do turismo.
- 2.5. A monitorização do ecossistema apoia o planeamento e a gestão das AP e atividades relacionadas ao turismo sustentável.

2.6. Campanhas de Informação, Educação e Comunicação (IEC) promovem a importância das AP e do turismo sustentável e estimulam a motivação dos intervenientes.

1.3. Situação Atual do Projeto

O Projeto foi encerrado a 19 de setembro de 2022. Fez-se um adiantamento monetário para a DNA para a conclusão de algumas atividades até 17 de dezembro de 2022.

1.4. Tabela de classificações de avaliação

Table 2. Tabela de classificações de avaliação

Tabela de classificações de avaliação	
<u>Monitoramento e Avaliação (M&A)</u>	Rating ¹⁶
<u>Projeto de M&A na entrada</u>	S
<u>Implementação do Plano de M&A</u>	MS
<u>Qualidade geral de M&A</u>	S
<u>Implementação e Execução</u>	Rating
<u>Qualidade da Implementação/Supervisão do PNUD</u>	S
<u>Qualidade da Execução do Parceiro Implementador</u>	S
<u>Qualidade geral da Implementação/Execução</u>	S
<u>Avaliação dos Resultados</u>	Rating
<u>Relevância</u>	R
<u>Eficácia</u>	MS
<u>Eficiência</u>	S
<u>Avaliação geral do resultado do projeto</u>	S
<u>Sustentabilidade</u>	Rating
<u>Recursos financeiros</u>	MU
<u>Sócio-político/económico</u>	ML
<u>Estrutura institucional e governança</u>	ML
<u>Ambiental</u>	ML
<u>Probabilidade geral de sustentabilidade</u>	MU

Nota: Uma explicação completa da escala de classificação é fornecida no Anexo 6 do Relatório, e as classificações e suas escalas são definidas para diferentes critérios de avaliação na Seção 2.3.

¹⁶ Resultados, Eficácia, Eficiência, M&A, Execução de I&E, Relevância são classificados em uma escala de classificação de 6 pontos: 6 = Altamente Satisfatório (HS), 5 = Satisfatório (S), 4 = Moderadamente Satisfatório (MS), 3 = Moderadamente Insatisfatório (MU), 2 = Insatisfatório (U), 1 = Altamente Insatisfatório (HU). A sustentabilidade é avaliada em uma escala de 4 pontos: 4 = Provável (L), 3 = Moderadamente provável (ML), 2 = Moderadamente improvável (MU), 1 = Improvável (U)

1.5. Lições aprendidas

Estratégia do projeto. A estratégia do projeto deve incorporar elementos-chave que não foram priorizados durante a implementação deste projeto, pré-MTR. Embora o conteúdo mude dependendo do objetivo geral do projeto, os principais componentes estratégicos devem estar presentes. Estes incluem:

1. Parcerias-chave: Parceiros governamentais e apoio. Entender a força e a importância crítica das parcerias e garantir que o foco seja o Projeto. Antes do MTR, esses relacionamentos com parceiros críticos do governo não eram priorizados. Essas parcerias devem ser exaradas na estratégia do Projeto. A equipa de gestão do projeto, em particular o gestor do projeto, deve ser selecionado tendo em conta essa abordagem. Recrutar um Gestor de Projeto Nacional cujo perfil técnico, metodológico e de personalidade sejam mais conhecidos ajudará a garantir que essa abordagem necessária seja adotada (isso também vale para um Consultor Técnico contratado internacionalmente). Além de um parceiro chave do Projeto (MTT), relacionamentos e parcerias governamentais devem ser fomentados. Abordar a biodiversidade, o meio ambiente e suas ameaças associadas não acontece no vazio, pelo que uma abordagem multissetorial continuará a ser necessária. A integração de longo prazo implica uma adesão ampla e multissetorial, mesmo que as questões setoriais atuais não estejam diretamente em causa. Além disso, resultados não intencionais podem vir dessas relações, incluindo uma nova decisão de que 1-2% do Fundo de Turismo irá para a conservação. A importância de parcerias com outras partes interessadas, inclusive ao nível local, é apresentada no ponto 3.

2. A importância da gestão adaptativa: A abordagem de execução deve ser adaptativa e não rígida para facilitar a introdução de mudanças oportunas e necessárias e envolver todos os parceiros (incluindo novos) na execução das atividades do Projeto. Embora a implementação detalhada seja necessária para o desenvolvimento do Projeto, a flexibilidade deve ser integrada o máximo possível.

3. Parcerias e sinergias com as partes interessadas: O sucesso de um projeto depende do engajamento de todos as Partes interessadas nas suas diferentes fases, tanto na fase de elaboração quanto na de implementação do ProDoc. Ficou evidente neste Projeto que, antes da Avaliação Intermediária, as relações com parceiros críticos do governo não foram priorizadas, nem o desenvolvimento e fortalecimento de parcerias ao nível municipal, ONG e comunidades locais. O desenvolvimento de sinergias e parcerias com as comunidades e os beneficiários do Projeto é essencial para o sucesso da implementação do Projeto. Neste Projeto BIOTUR, ter um Agente de Desenvolvimento Comunitário para cada ilha provou ser inestimável para o envolvimento da comunidade e das partes interessadas. O desenvolvimento do projeto futuro deve garantir que o desenvolvimento de sinergias comunitárias por meio de parcerias no terreno seja uma prioridade, assim como um agente de desenvolvimento comunitário e um ponto focal para o envolvimento das partes interessadas.

4. Implementação NIM: Torna-se necessário o desenvolvimento de uma estratégia para abordar as equipas de gestão de projetos NIM para futuros Projetos GEF, para evitar problemas semelhantes aos que afetaram o pessoal (tempo de recrutamento, disparidade e valor do pagamento, etc.) e que resultaram em quase 3 anos de implementação insatisfatória do Projeto. As mudanças processuais do GEF requerem, para Projetos NIM (Modalidade de Implementação Nacional), que a EA financie a equipa do Projeto como parte do co-financiamento. Para mais detalhes consultar a Recomendação 3, abaixo.

5. A importância de uma forte capacitação. Instituições governamentais fortes e pessoal capacitado são necessários para maximizar os benefícios do projeto. A capacitação foi uma parte importante e bem-sucedida deste projeto a

vários níveis. As diferentes ações de informação, educação, comunicação e formação contribuíram para a capacitação das instituições ao nível central e local e criaram as bases para a sustentabilidade do projeto e integração da biodiversidade no turismo. Além disso, a participação das partes interessadas no desenvolvimento real dos resultados do Projeto, por exemplo, leis e regulamentos de AAE, também resultou em conscientização, compreensão e capacitação bem-sucedidas.

6. Benefícios económicos da conservação. A conservação da biodiversidade pode resultar em benefícios económicos e apoiar os meios de subsistência, pelo que resulta importante que os programas e investimentos iniciados por este projeto continuem. A perceção é de que possam não ter avançado o suficiente para possibilitar a replicação e o efeito catalítico desejados. No entanto, mesmo os pequenos empreendimentos são uma contribuição positiva e um começo de algo que pode ser construído. Isso vale para uma escala maior de desenvolvimento do turismo. Os investimentos na implementação de mecanismos de sustentabilidade (leis, programas comunitários, normas, etc.) demoram a ter resultados e os impactos não são imediatos. No entanto, os passos dados pelo Projeto de alguma forma, beneficiarão a sustentabilidade ambiental a longo prazo.

7. Acordos de co-gestão. A parte de co-gestão do Projeto não foi bem-sucedida. Cabo Verde não tem experiência e resultados positivos de esforços para estabelecer acordos de co-gestão. Apesar disso, o Projeto não desenvolveu uma estratégia necessária para implementar o desenvolvimento de arranjos de co-gestão, particularmente devido à sua complexidade e falta de experiência na matéria. É necessária uma abordagem de baixo para cima. Conforme discutido com a DNA, são necessários um roteiro e um plano estratégico para trabalhar no desenvolvimento de arranjos de co-gestão, com tempo e recursos adequados para a sua implementação.

8. Disseminação e visibilidade dos resultados do Projeto. A divulgação e visibilidade do valioso conjunto de atividades, produtos e resultados do Projeto são importantes em todas as fases da implementação do Projeto. Isto é essencial para o envolvimento contínuo das partes interessadas durante o projeto e a conclusão pós-projeto. Apesar da sua participação em reuniões, as partes interessadas relataram desconhecer os resultados do Projeto. A visibilidade das atividades e resultados do Projeto também é particularmente importante para a sustentabilidade do Projeto, a fim de ajudar a garantir que atividades e iniciativas futuras sejam construídas tendo em conta os resultados do Projeto.

1.6 Conclusões e Recomendações

Conclusões

Embora a implementação do Projeto tenha começado em 2016, houve pouca implementação até ao MTR devido aos vários problemas descritos neste relatório. Apesar desse revés significativo, o Projeto demonstrou fortes mecanismos de gestão adaptativa e uma estratégia e abordagem focadas no fortalecimento das principais parcerias do Projeto (MTT). O Projeto também concentrou os esforços na promoção de um envolvimento mais amplo do governo e extensas parcerias com a comunidade, ONG e partes interessadas locais, apoiando a implementação e a obtenção de resultados e, finalmente, ajudando a garantir benefícios de longo prazo para a sustentabilidade e benefícios ambientais globais. O apoio do PNUD CO foi essencial para garantir uma implementação suave e eficaz, especialmente dada a modalidade de implementação NIM. Além disso, a participação da comunidade, as parcerias e os benefícios das atividades de subsistência da comunidade são essenciais para a integração a longo prazo da biodiversidade no setor do turismo, assim como a adesão do governo e o estabelecimento de um ambiente favorável.

Recomendações

As seguintes recomendações devem ser consideradas para futuros Projetos GEF em Cabo Verde:

1. Em projetos futuros (GEF) garantir uma unidade de gestão de projeto forte e assegurar a continuidade na equipa: embora o projeto tenha encontrado alguns obstáculos (pandemia da COVID-19, início muito tardio), sua implementação pode ser considerada boa. Isto deve-se em grande parte à boa gestão por parte da PMU, apoio do NPD, PNUD e DNA.

2. Em projetos futuros (GEF), assegurar o bom desenvolvimento dos indicadores do projeto. Isto é essencial para refletir o objetivo e os resultados do projeto e garantir que a monitorização seja SMART e realista, durante o período de implementação do Projeto. A implementação das atividades e resultados do projeto não deve ser baseada em decisão governamental específica sobre a qual o Projeto não tem controle (ou seja, aprovação de leis).

3. Em projetos futuros (GEF) ajustar o processo de recrutamento de pessoal da PMU para Projetos GEF NIM visando abordar os problemas identificados da equipa de gestão de projetos NIM. As recomendações incluem: 1) A equipa do projeto transferida da agência governamental trabalhe em tempo integral no projeto; 2) As taxas salariais para a equipa principal do Projeto recrutada ou transferida da EA devem ser mais altas do que as taxas da função pública, com esta escala dependente da posição e responsabilidades (ou seja, Gestor de Projeto, etc.); 3) Definir uma taxa/escala salarial padrão para projetos financiados pelo GEF que são cofinanciados pela EA pode evitar possíveis ambiguidades e discrepâncias percebidas no pagamento; 4) Um pequeno núcleo de funcionários do Projeto deve ser selecionado (recrutado/transferido) com atenção clara à sua abordagem e experiência com os itens 1-3 acima, bem como outras capacidades necessárias; 5) O recrutamento da equipa principal de gestão do Projeto deve ser iniciado assim que a implementação do Projeto começar e os TdR forem elaborados e devidamente aprovados, tendo em conta os prazos para a contratação. Isso deve ser especificado no ProDoc; 5) Sempre que possível e de acordo com as regras de aquisição do GEF/PNUD, o staff de apoio técnico do Projeto deve ser contratado por meio da modalidade de contratação de consultores nacionais para reduzir o tempo de contratação e garantir que haja a experiência técnica e especialização necessárias; e 6) A implementação deve contar com parcerias e contratos, como foi feito neste Projeto.

4. Na medida do possível, implementar as principais atividades do Projeto programadas e não implementados por meio de projetos de acompanhamento e/ou iniciativas de GovCV. Isso inclui financiamento sustentável, acordo de co-gestão de recursos marinhos e operacionalização de AP, seus planos de gestão e ecoturismo.

5. Em projetos futuros (GEF), recomenda-se que o PNUD forneça treinamento à Equipa de Gestão do Projeto nos procedimentos do GEF/PNUD no início do projeto ou após a contratação de novo pessoal, particularmente na elaboração de relatórios, conteúdos necessários e procedimentos de M&A. Recomenda-se ainda que haja uma monitorização operacional e contínua das finanças e orçamentos, para que as mudanças necessárias sejam introduzidas em tempo útil.

6. O Projeto apoiou o desenvolvimento de um valioso conjunto de produtos para a gestão de Áreas Protegidas e a integração da biodiversidade no turismo. Para este Projeto (e em futuros Projetos GEF) recomenda-se a elaboração e implementação de um plano de divulgação junto das várias comunidades das ilhas contempladas. As partes interessadas relataram não saber o que o Projeto produziu, embora tenham participado de reuniões. Isso também é particularmente importante para planos de gestão das AP e planos de negócios e turismo, a fim de garantir que as

iniciativas futuras sejam baseadas nas atividades e resultados do Projeto, e as atividades futuras incorporem os produtos do projeto.

7. Os subsequentes Projetos do GEF devem continuar a ser desenvolvidos visando sustentar as prioridades do Governo relacionadas ao desenvolvimento, a sustentabilidade e conservação da biodiversidade. Os Projetos subsequentes devem abordar lacunas e necessidades do governo para atingir as metas, à semelhança do que está a acontecer no âmbito dos projetos GEF-6 (economia marinha) e GEF-7 (estrutura de governança).

8. Os projetos devem priorizar alguns componentes que incluam atividades geradoras de rendimento a curto prazo no início da sua implementação, conforme apropriado, de modo a estimular a motivação e encetar o desenvolvimento de parcerias e relacionamentos com as partes interessadas municipais, comunitárias e locais. A intenção é envolver as partes interessadas, fazê-las apropriar-se das atividades do projeto e angariar o seu apoio na sua implementação. Esse envolvimento pode ser traduzido em algumas ações concretas e visíveis, nas quais resultados e benefícios tangíveis futuros podem ser vislumbrados. O feedback das partes interessadas sublinhou a ineficácia da participação em reuniões sem implementação substantiva na promoção da adesão, e que a ausência de atividades geradoras de rendimento reduz significativamente a motivação das partes interessadas beneficiárias. As atividades geradoras de rendimento realizadas com ONG, municípios, associações e comunidades tiveram um impacto positivo durante toda a duração do Projeto e, (estrategicamente), vislumbra-se a sua sustentabilidade.

2. INTRODUCTION

2.1. The Project

This report presents finding of the Terminal Evaluation (TE) of the UNDP-supported GEF financed Project “Mainstreaming of biodiversity conservation into the tourism sector in synergy with a further strengthened protected areas system in Cape Verde.” The project was under National Implementation Modality (NIM) where the Executing Entity/Implementing Partner was the National Directorate of the Environment, Ministry of Agriculture and the Environment (MAA), in collaboration with the General Directorate of Tourism of the Ministry of Tourism and Transportation (MTT).

The Project started on 19 September 2016 and ended on 19 September 2022, which included a 1-year extension period, with the implementation period further extended to 10 December 2022 facilitated by a cash advance¹⁷ of remaining funds to the National Directorate of the Environment (DNA).

2.2. Purpose and Objective of the Terminal Evaluation

In accordance with the Terms of Reference (ToR) for this terminal evaluation (TE), the purpose of this TE is to assess the achievement of project results against what was expected to be achieved and draw lessons 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. The TE was carried out using a consultative approach, with the effective engagement of all stakeholders¹⁸, including but not limited to those identified in the TORs. The TE team uses gender-responsive methodologies and tools and ensures that gender equality and women’s empowerment, as well as other cross-cutting issues and SDGs, are incorporated into the TE report.

The Terminal Evaluation is an independent review, prepared in accordance with UNDP-GEF guidelines¹⁹. The TE provides a comprehensive and systematic account of the performance of the completed Project. This evaluation focuses on the delivery of the Project’s results as initially planned and as corrected after the mid-term evaluation, and assesses the project design, progress made in achieving expected project outcomes; the relevance, effectiveness, efficiency, and timeliness of project implementation; the issues requiring decisions and actions; recommendations and the lessons learned.

The TE individually assesses 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. This includes reporting on the extent to which outcome achievement was dependent on the delivery of project outputs, and other factors that affected outcome achievement, i.e., project design, extent and materialization of co-financing, and stakeholder involvement, amongst others. The final evaluation also assesses the impact and sustainability of results, including the contribution to capacity development and the achievement of global environmental benefits.

This TE report summarizes the results achieved (objectives, outcomes, outputs), lessons learned, problems met and areas where results may not have been achieved. It will also lay out recommendations for any further steps that may need to be taken to ensure sustainability and replicability of the project’s results. Further to this, the TE had three complementary objectives:

- *assess the achievement of project results supported by evidence (i.e., progress of project’s outcome targets),*

¹⁷ See Section 4.2.3 for additional detail and explanation

¹⁸ See Annex 2 for list of stakeholders engaged.

¹⁹ Access at: <http://web.undp.org/evaluation/guideline/section-6.shtml>

- *assess the contribution and alignment of the project to relevant national development plan or environmental policies,*
- *and to draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming.*

2.3. Scope and Methodology

The scope of the TE is to assess any evidence available since project development that will assist in addressing the evaluation's objectives and purpose. The TE will assess project performance against expectations set out in the Project Results Framework. The final evaluation should focus on the delivery of the Project's results as initially planned and as corrected after the mid-term evaluation. The final evaluation should look at impact and sustainability of results, including the contribution to capacity development and the achievement of global environmental benefits.

An overall approach and method for conducting terminal evaluations of UNDP-supported GEF-financed projects²⁰ is followed. The evaluation methodology was based on a participatory approach, which included three main elements; (i) initiating the TE work by conducting a comprehensive desk review of project's documentation, (ii) conducting a mission to Cape Verde and piloting sites to interview key project's stakeholders, project's documentation, and cross-checking the TE findings, and (iii) drafting and finalizing the terminal evaluation report. More specifically, this included:

- Evaluation Preparation-Document Review.** Includes all relevant sources of information, including documents listed in the ToRs as well as any additional project documents requested to supplement the missing information mentioned in the documents or for clarification. The full list of documents reviewed is contained in Annex 3. A draft Inception Report was prepared that outlines the Projects evaluation methodology, including a draft Evaluation Criteria Matrix (Annex 4.)
- Evaluation Mission to Cabo Verde (26 September – 7 October 2022).** Field visits were carried out on the 4 Project implementation islands (Maio, Boa Vista, Sal, and Santiago), including on-site validation of key tangible outputs and interventions. The evaluation field mission was conducted to perform face-to-face consultations with stakeholders and beneficiaries, using semi-structured interviews based in a conversational form. Site visits helped compile evidence of achievements and extensive consultations with Project personnel, partners, Municipal governments, beneficiaries, and other stakeholders. These were semi-structured interviews as outlined above. Outputs of field visits and stakeholder interviews were included in the final analysis. A summary of the site visits is listed in Annex 10. The schedule of the full TE mission schedule is outlined in Annex 1.

The TE team used a consultative and inclusive approach, with effective engagement of all stakeholders, including but not limited to those identified in the TORs. The Team ensured engagement with government counterparts, in particular the project teams, UNDP Country Office, the GEF Operational Focal Point, UNDP, UN Joint Office, and key stakeholders at the national, as well as the municipal and local level for all 4 islands.

Interviews with stakeholders (individuals and groups). Semi-structured interviews were conducted with stakeholders. Data collection tools included an interview guide (Annex 12) that was adapted based on stakeholder groups being addressed. Interview questions were also structured around the Evaluation Criteria Matrix (Annex 4) and incorporated into the interviews to address the evaluation criteria of relevance, effectiveness, efficiency, sustainability, and impact. Interviews were carried out individually or with small groups of stakeholders (max 5) due to lack of feasibility of larger gatherings. All interviews were undertaken in full confidence and anonymity. The final TE report did not assign specific comments to individuals. Interviews with

²⁰ UNDP/GEF 2020. Guidance for conducting terminal evaluations for UNDP-supported, GEF financed projects. United Nations Development Programme. New York, NY,

project participants, beneficiaries, and stakeholders were conducted to verify achievements and identify issues related to Project design and implementation. Self-assessment of achievements by Project staff were incorporated. Triangulation and corroboration of information and statements by interviewees was carried out, including regarding project results, implementation, and lessons learned. Gender responsiveness was also addressed in the evaluation process, in project design, development, and interpretation of results and recommendations.

The tools used provided important, evidence-based information that was carefully analyzed to draw conclusions, lessons learned, and findings at all stages of the Project. The terminal evaluation provides evidence-based information that is credible, reliable, and useful. The TE team also gathered gender-responsive data to evaluate and ensure that gender equality and women's empowerment are incorporated into the TE report.

Drafting and finalizing the Terminal Evaluation Report stage. Following the field mission to Cabo Verde, data collected were thoroughly examined in accordance with the UNDP Project Evaluation Methodology. The TE report was submitted to UNDP for distribution, review, and feedback.

Data Analysis. A full description of GEF rating scales is provided in Annex 6. The UNDP Evaluation Guidelines June 2021 Update²¹, and the Development Assistance Committee (DAC) criteria requirements for evaluations, were followed. Specific Evaluation Rating Criteria were used in combination with the evaluation criteria (outcomes, quality of monitoring and evaluation), quality of implementation and execution, and sustainability (environmental, social, financial, and institutional). Project performance was also evaluated and rated using the criteria of relevance, effectiveness, and efficiency, following standard rating scales (see Table 2). Performance / result were assessed against indicators and targets in the Strategic Results Framework, with consideration given to contextual factors.

2.4. Ethics

Evaluators are held to the highest ethical standards and have signed a code of conduct upon acceptance of the assignment. The evaluation was conducted in accordance with the principles outlined in the United Nations Evaluation Group (UNEG) 'Ethical Guidelines for Evaluations'²¹. A Consultant Code of Conduct Agreement form was signed by both consultants, upon acceptance of the assignment, and is found in Annex 7. Also, all interviews were undertaken in full confidence and anonymity, and the final TE report did not assign specific comments to individuals. The rights of stakeholders were respected throughout the whole of the evaluation process. In particular, the right to anonymity of responses and other ethical considerations were also abided by, as well as the right to refuse to engage in interviews or dialogues.

2.5. Limitations to the evaluation

There were no significant limitations to this Terminal Evaluation. Some project data / databases were lost / destroyed prior to the MTR, and thus some Project implementation information prior to 2018 was not available to read. As the Project focused extensively on the delivery of the project's results as initially planned and as corrected after the mid-term evaluation, there was limited availability of some Project data from pre-2018, though this likely did not affect the TE. Further, loss and change to staff primarily prior to the MTR resulted in the inability to avail the TE team of some project information prior to 2018.

While limitation to available time is common for evaluations, the TE for this project was not able to visit all project sites and communities that have benefited from the Project support, including many of the beneficiaries of the GEF SGP projects (GEF SGP was modality used to facilitate Project implementation) on the 4 islands where Project

²¹ UNDP/GEF 2020

implementation was taking place. Outputs and data received were cross-checked / triangulated, though there was insufficient time to carry out statistical analyses.

2.6. Structure of the TE report

This evaluation report contains 4 sections. The first section begins with an executive summary that includes an introduction and context, the evaluation scope and methodology, evaluation ratings, conclusions, lessons learned and recommendations. The second section contains an overall project description within the developmental context, an account of the problems the project sought to address, as well as the Project objectives. Indicators and main stakeholders involved in the projects are described along with expected results. This segment of the report deals with the design stage and design concept of the project. The third section of this report deals with the evaluation's findings related to; 1) the Project's design / formulation, analysis of the results framework, linkages with other projects and interventions in the sector, 2) Project implementation, as it relates to strategic issues such as adaptive management, partnership agreements, monitoring and evaluations, 3) findings on overall results and findings related to the criteria established for evaluations such as relevance, effectiveness and efficiency, ownership at the national level, and sustainability. The fourth section presents overall conclusions, lessons learned, and recommendations. An additional series of Annexes provide project and evaluation support documentation.

3. PROJECT DESCRIPTION AND DEVELOPMENT CONTEXT

3.1. Project start and duration, including milestones

The *Mainstreaming biodiversity conservation into the tourism sector in synergy with a further strengthened protected areas system in Cape Verde* Project (also referred to as the BIOTUR Project) had an official start date of 19 September 2016 with a planned duration of five years. The Project received one unfunded extension for 1 year. The original Project close date was 19 Sept 2021, with a one-year unfunded extension to the Project's official close of 19 Sept 2022. In line with UNDP regulations, a cash advance of the remaining funds not expended was transferred to the Executing Partner, Directorate for the Environment, Ministry of Agriculture and the Environment, prior to the official operational closing date to continue project implementation through 17 December 2022. Key Project milestones are listed below.

Table 3. Project Milestones

<u>Type of activity</u>	<u>Planned timeframe</u>	<u>Actual timeframe</u>
Project signature:	September 2016	March 2016
Project start-up	September 2016	September 2017
Inception workshop	December 2016	February 2016 & December 2017 ²²
Periodic reporting	Quarterly basis	Inconsistent, minimum 2/year ²³
PIR ²⁴	Annual	Annually, June 2017- 2022
MTR		October 2019
Terminal Evaluation	June 2021	September/October 2022 ²⁵
Project close	September 19, 2021	September 19, 2022
End of Implementation		December 17, 2022

3.2. Development context: environmental, socio-economic, institutional, and policy factors relevant to the project objective and scope

Cabo Verde is an archipelago of 10 islands, its biodiversity is high in both species' richness and endemism primarily due to its geographic isolation. It is considered one of the world's top 10 coral reef biodiversity hotspots. The islands are populated by at least 22 species of whales and dolphins, breeding and foraging grounds for 5 species of IUCN threatened²⁶ sea turtles, and globally important humpback whale mating and calving sites in the waters around Boa Vista and Sal. There are 82 endemic species of vascular plants of which three are classified as Vulnerable on the IUCN Red List. Cabo Verde is an Endemic Bird Area with about 187 bird species of which 11 are endemic, including the Critically Endangered (CR)4 Razo Lark (*Alauda razae*) and the Endangered (EN) Cabo Verde Warbler (*Acrocephalus brevipennis*). The country's wildlife also includes endemic species of reptiles, arthropods, and mollusks.

Cabo Verde remains a Small Island Developing State (SIDS), yet it is one of the very few counties that graduated (in 2007) from least developed country status (LDC) to a (lower) middle income country (MIC), the result of sustained and steady growth combined with high investments in human development and social cohesion. The last census in 2010, Cabo Verde's population was c. 491.683, with all islands populated except Santa Luzia. Santiago Island is the most populated, with 273.919 inhabitants (56% total population), while the islands of Sal, Boa Vista and Maio

²² A second Inception Workshop was carried out in 2018. Per newly hired Project Coordinator, the initial IW was not carried out as per GEF requirements.

²³ Quarterly reports were not consistent. Mid-year preparation of annual PIR and Annual Reports presented details of project implementation status.

²⁴ Project Implementation Review

²⁵ 1-year no-cost extension grant by GEF

²⁶ Threatened refers to IUCN Red List Categories of Vulnerable VU, Endangered EN and Critically Endangered CR

<http://www.iucnredlist.org/technical-documents/categories-and-criteria>

collectively have 41.879 inhabitants. In 2010 there was an average life expectancy of 74 years, and the country recorded a literacy rate of 97%. The country has an overall poverty rate of 26,6%⁵ and an HDI of 0,586 in 2013 (above the sub-Saharan average of 0,475). There is a gender gap relating to levels of poverty, with 33% of female-headed families being poor (by contrast to 21% of male headed families), and 48% of families are headed by women.

Tourism has emerged as the dominant sector in Cabo Verde's economy over the last approx. 15 years, with most foreign direct investment directed toward the tourism industry and significant increases in the number of tourists. There is rapid expansion of coastal development with limited control of nature-based excursions. There is a rapid growth of the sector, with a target to increase visitation to 1 million international arrivals by 2020²⁷, posing increasing threats to terrestrial and marine biodiversity, particularly the ecological and biological integrity of the coastal zones. These threats to the coastal and marine environment include hotel development, pollution, overfishing, amongst others.

The institutional framework of Cabo Verde relating to biodiversity conservation and environmental management is highly complex. There have been recent improvements in joint biodiversity conservation initiatives, particularly on improving the legal and institutional aspects. However, there remain multiple ministries and institutions with conflicting and overlapping mandates. Weak coordination and insufficient human and financial resources exacerbate these difficulties. Due to high costs associated with institutional management in the country, not all islands have representations of key institutions, as is the case for the environment (general), tourism, and fisheries sectors.

Given this context, the Government of Cabo Verde, with the support of GEF and UNDP, has developed projects to support the Islands' biodiversity and its sustainable development.

3.3. Problems and barriers that the project sought to address as described in the Project Document

Cabo Verde's biodiversity is being threatened by natural resources exploitation. This includes the threat of the rapid expansion of tourism infrastructure, particularly impacting coastal and marine ecosystems, leading to the loss, degradation, and fragmentation of natural ecosystems. This is being caused by on-site destruction of natural habitats during construction, scarring of adjacent landscapes, widespread uncontrolled disposal of building debris and the off-site extraction of building materials. This is also due to the impacts of the tourism sector, through its rapid growth, on power generation and water resources resulting in a higher dependency on fossil fuels for power generation for electricity and desalination plants. The limited economic benefits of tourism accruing to local communities, and their displacement to make way for tourism development, is negatively impacting communities (displacement, increased costs, other) and is also leading to social conflict within the tourism sector.

Barriers to the mainstreaming of biodiversity into tourism development and operations include weaknesses in the enabling environment, weak implementation of the existing regulatory framework, development that is insufficiently planned in relation to strategic environmental issues, with neither fiscal incentives, tourism licensing, nor biodiversity criteria. There is the lack of standards and voluntary mechanisms, and sustainable tourism practices. Furthermore, barriers to PA management for existing and emerging threats and coverage on key tourism and fishing islands include a PA network that is not fully operationalized. The current coverage of PAs is not fully representative of ecosystems and biodiversity, co-management of MPAs is weak, and there is insufficient provision of financial resources to the national PA system. In addition, there are insufficient tools and practices relating to monitoring and evaluation, along with low levels of awareness of conservation and sustainable development.

3.4. Immediate and development objectives of the project

²⁷ Estimate from ProDoc (2014) prior to the onset of the COVID-19 pandemic.

The Project was designed to address the critical need to safeguard globally significant biodiversity in Cabo Verde from current and emerging threats by enhancing the enabling and regulatory frameworks in the tourism sector and activating a critical further subset of the national protected areas system. The Project Document describes the Project's two outcomes (components) and their outputs to achieve the intended results.

As outlined in the MTR, the project approached the objective using a multi-pronged approach based on:

- *Mainstreaming biodiversity into the tourism sector through creating an enabling environment based on a more inclusive and comprehensive regulatory framework, improved strategic development planning, fiscal incentives and tourism licensing, and the development of mechanisms promoting sustainable tourism.*
- *Strengthening the operationalization of the protected area network with increasing coverage, co-management mechanisms of protected areas, financing the protected area system and increasing awareness of conservation and sustainable development targeting the public and private sectors, civil society and the general public.*

3.5. Expected results

The Project lays out two components/outcomes that each include several outputs that, if assumptions are correct, would lead in the near term to the outcomes intended, and together achieve the Project objective of mainstreaming biodiversity into the tourism sector with an expanded PA network. The third component/outcome focuses on Project management.

Project Component 1 (Outcome 1): Biodiversity conservation is mainstreamed into tourism planning and operations at the national level and on priority islands.

Outputs:

- 1.1. Strengthened government capacity to integrate biodiversity into the tourism sector, including compliance, monitoring and enforcement.
- 1.2. Policy mainstreaming committees overseeing coherence between tourism development and biodiversity management.
- 1.3. Cross-sectoral planning integrates biodiversity conservation objectives, and Strategic Environmental Assessments (SEAs) conducted in priority PAs/ ZRPTs.
- 1.4. Economic incentives and enforcement measures are strengthened to promote the adoption of sustainable tourism practices.
- 1.5. Best-practice standards for sustainable tourism and voluntary certification established and operational.
- 1.6. A biodiversity offset mechanism was established and integrated in the planning and development of tourism.

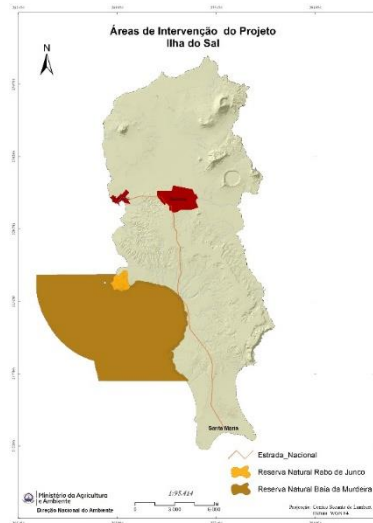
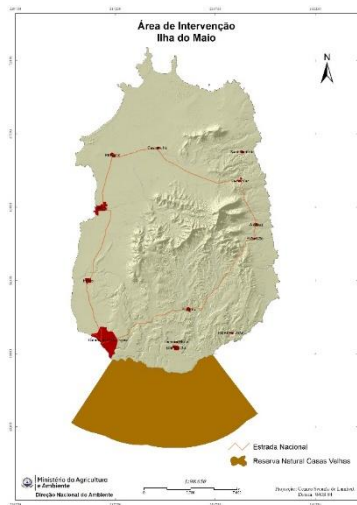
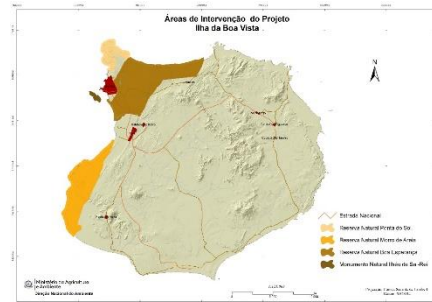
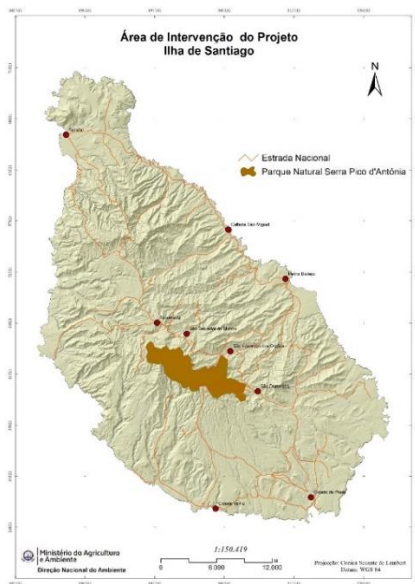
Project Component 2 (Outcome 2): The coastal and marine PA estate in priority islands is expanded and strengthened.

Outputs:

- 2.1. Operationalization of PA management on target islands and establishment of designated priority Protected Areas.
- 2.2. New potential MPA sites are identified, and their representativeness and connectivity improved through biodiversity assessments around the marine shelf of target islands.
- 2.3. Co-management of MPAs demonstrated in pilot sites based on the adoption of sustainable fishing practices by local communities.
- 2.4. PA revenue generation mechanisms developed and piloted in conjunction with tourism sector stakeholders.
- 2.5. Ecosystem monitoring supports the planning and management of PAs and related sustainable tourism activities.
- 2.6. Information, Education and Communication (IEC) campaigns promote the importance of PAs and of sustainable tourism.

Maps of Project's areas of intervention: 4 islands

Each PA management unit on Santiago, Sal, Boa Vista and Maio focused on management planning and operationalization, with activities including (list is not exhaustive) the following; 1) baseline biodiversity, socio-economic and tourism assessments to inform the elaboration of management tools for PAs on 4 islands; Santiago (Serra de Pico de Antónia), Sal (Baia de Murdeira and Rabo de Junco); Boa Vista (Morro de Areia and Sal-Rei, Boa Esperança and Ponta de Sol, and Maio (Salinas de Porto Inglês, Reserva natural de curral Velho), 2) drafting of regulations, management plans, ecotourism plans, and business plans for the afore-mentioned PAs for approval by the Cabo Verde government, and 3) operationalization of priority elements of the plans. These activities are being undertaken in coordination with the ACPAs using a participatory approach, involving stakeholders including communities, private landowners, and tour operators.



3.6. Main planned stakeholder participation

The Project's main national stakeholders, identified in the Project Document, were the National Directorate for Environment, Ministry of Agriculture and Environment (MAA), General Directorate for Tourism (DGT), Ministry of Tourism and Transport (MTT) and Directorate General for Marine resources (DGRM), Ministry of Marine Economy (MEM). After elections and the subsequent change in Government of Cabo Verde, Ministry names changed. The names of the current government are reflected below and throughout this document. Planned stakeholder participation include the following:

- Government Agencies.
 - Ministry of Agriculture and Environment (MAA), National Directorate for Environment (DNA).
 - Ministry of Tourism and Transport (MTT), General Directorate for Tourism (DGT).
 - Ministry of the Sea (formerly Ministry of Marine Economy - MEM), Directorate General for Marine Resources (DGRM).
- Municipalities on the targeted islands.
- UNDP, UN Joint Office.
- Institute of Quality Management and Intellectual Property (IGQPI).
- Final beneficiaries: (i) small scale farmers, (ii) community groups, members (iii) fishers, iv) other.
- Community organizations: producers' groups, self-help groups, private sector service providers.
- NGOs/civil society organizations, national and regional associations, and local community groups.
- Private sector partners and companies/institutions that may in part be government owned or controlled: Cabo Verde Investment (CVI) and the Agency for Integrated Tourism Development on Islands Boa Vista and Maio (SDTIBM).
- Other donors: World Bank, United Nations World Tourism Organization (UNWTO).
- University of Cabo Verde (UniCV), School of Hotel and Tourism.

During implementation, the Project worked with additional stakeholders not included in this list. Actual key partnerships and stakeholders are identified and discussed in further detail in Section 4.2.5 of this report.

3.7. Theory of Change:

No defined theory of change was included in the ProDoc. At the time of design this was not mandated for GEF-funded UNDP projects. However, there is a concept of change in the development and in the implementation of the BIOTUR Project that mainstreaming of biodiversity into the tourism sector will result in reduced environmental degradation and reduced biodiversity loss while also support economic development and socio-economic needs of communities.

4. FINDINGS²⁸

4.1. PROJECT DESIGN/FORMULATION

4.1.1. Overall Design

The project was aligned with regional and national priorities and objectives as well as with international commitments on the conservation of biodiversity. The Project was also aligned with addressing existing and projected threats and needs identified for the effective management of its biodiversity and national sectoral (tourism) development planning. The Project's formulation is aligned with the Constitution of the Republic of Cabo Verde, the Government Programme for the Legislature and the Strategic Plan for Sustainable Development, Objective 2: Ensure economic and environmental sustainability. This Project's mainstreaming of tourism and sustainable development with agriculture and the environment supports the PEDS²⁹ economic pillar (new economic growth model), with the PEDS being fully aligned with the SDGs³⁰. The Project is also aligned with UN Common Country Programme Document for Cabo Verde (2018-2022), including output 2.3: Enhanced legal, policy and institutional frameworks are in place for conservation, sustainable use and access, and benefit-sharing of natural resources, biodiversity and ecosystems, and the United Nations Development Assistance Framework (UNDAF) outcome 2.1: By 2022, Cape Verde's population, particularly the most vulnerable, benefits from enhanced national and local capacity to apply integrated and innovative approaches to the sustainable and participatory management of natural resources and biodiversity, climate change adaptation and mitigation, and disaster-risk reduction.

The PIF and the ProDoc are used as main references for the evaluation of the Project design. Both the PIF and ProDoc are well designed, with a well thought out strategy that specifically addresses the Project components/outcomes. The ProDoc clearly defined the project objectives, outcomes, outputs, activities, with key stakeholders responsible for the project activities well identified, finances appropriately budgeted. The overall project design is considered relevant and contains sound strategies to support the mainstreaming of biodiversity into the tourism sector, and to strengthen and expand CV's protected area network.

The project budget and co-financing commitments were appropriate for the level of intervention, and overall, the intended outputs were mostly achievable for the planned five-year duration of implementation. However, the Project was broad in scope, and select outputs were considered by this evaluation as possibly overambitious (i.e., co-management arrangements and fisheries regulations, monitoring targets) given the level of effort and timeframe needed, the complexity of the endeavour and the extent of Project deliverables. For example, the evaluation found that the inclusion of fisheries regulations and establishing co-management arrangements amongst fishers in this project (though necessary for the establishment and management of MPAs and fisheries and marine resources), was unrealistic to be achieved within the timeframe, amount of effort, resources and extent of attention available and allocated in the Project. This is particularly relevant given the lack of overall acceptance/experience of co-management arrangements (evident from previous efforts, i.e., FAO), the complexity of such an endeavour, and the need for broad stakeholder participation and consensus in decision making particularly given the reliance on the resources for livelihoods (i.e., fisheries, tourism activities), Co-management arrangements should be sought for management of marine resources but should be addressed in a more thorough manner (see Section 6. Recommendations). Furthermore, while the Project design process was consultative, it may not have been sufficient to achieve effective participation, as stakeholder feedback suggests some communities were not adequately involved in its design.

An additional shortcoming of the Project design, though not related to the Results Framework, was that the design did not adequately incorporate considerations of the NIM implementation modality nor address the potential risks

²⁹ National Sustainable Development Plan, 2017-2021. *Plano Estratégico de Desenvolvimento Sustentável, 2017-2021.*

³⁰ UN Common Country Programme Document for Cabo Verde, 2018-2022.

involved as it related to hiring process, available personnel, and capacity. Prior to the MTR, NIM project implementation modality resulted in challenges for hiring project personnel without going through the lengthy time period required for government hiring, pay discrepancies in PMU personnel (mix government staff and consultants with different salaries). After the MTR, personnel/consultants were hired/contracted, and the project recovered in terms of results.

4.1.2. Analysis of Results Framework: project logic and strategy, indicators

The Project's logic and strategy at the design and formulation level was appropriate³¹. The PIF and ProDoc effectively identified key issues, threats, root causes and barriers that hinder proper natural resource management, the mainstreaming of biodiversity into the tourism sector and a strengthened and well-structured PA system. The Project was developed and designed as Cabo Verde has set ambitious targets for the expansion of its tourism industry. The project identified clear underlying drivers of biodiversity degradation, which include reliance on exploitation of its natural resources from the tourism and fisheries sectors, macroeconomic factors such as unsustainable economic growth and population growth, and national policies that both incentivize large-scale resort tourism and that insufficiently incorporate environmental values into decision-making. In Cabo Verde, the unsustainable growth of the tourism sector, the associated critical environmental threats to the coastal and marine environment, and the need for strengthened protection of its biodiversity and protected areas are all well described.

The Results Framework includes objective and outcome level indicators for each of the 2 project components/outcomes. Objective and outcome level indicators were developed, with only 2 target timeframes; baseline and mid-term targets. Several baselines and targets that were slated to be measured during Year 1 of implementation did not take place due to changing co-financing obligations, initially to be obtained during the PPG phase. While the Results Framework is used as a useful tool in monitoring and evaluating the Project's progress during implementation, annually through the PIRs and well as for the Project's evaluation (MTR, TE), this terminal evaluation found that several the indicators has issue. These included:

- Lack of timely defined baseline indicators and or targets, reducing the timeframe and likelihood of adequate time to measure change / be achieved.
- Achieving Indicator targets that included, and are based upon, a government decision, in this case approval of laws (EIA, SEA) over which the Project has not control and should not have been included in the results framework (SRF). Outcome Indicators 6 and 7 rely on approval of legal, policy or institutional frameworks. The Project has no control over the political decision of a sovereign state, and as such, activities that rely on formal government approval or decision-making should not have been incorporated into project design nor the SRF. Furthermore, the timeframe of the results, as framed, was likely insufficient to achieve results. Preparation, submission, government approval and implementation of new laws would not, and did not, leave sufficient time post approval to adequately enable change.
- There was no sex-disaggregated data as part of the SRF (though sex-disaggregated data was collected).
- The 11 indicators in the SRF did not well enough represent the extent of the Project's key results to achieve outcomes (i.e., community engagement, beneficiaries), community projects, gender equity / empowerment / sex disaggregated data.
- Baseline and targets for the GEBs (BD indicators) that were supposed to be defined during the PPG and deferred to Year 1 of implementation were not completed due to logistical complications and co-financing that did not materialize (Section 4.2.3, financing and co-financing). These include 1) Indicator 1 (part ii): Increasing pressure from tourism and artisanal fisheries negatively impacting globally important habitats, 2) Indicator 2: Population

³¹ Please note particular issues the evaluation noted in the Project design, Section 3.1.1.

size/density of selected globally significant species, and 3) frequency of activities causing negative impacts on biodiversity (e.g., quad biking and boat anchoring). Changes to Indicator 2 sub-indicators related to biodiversity were confirmed during the Inception Workshop (Dec 2017). As also indicated in the MTR, the substantial revision of indicators related to biodiversity at the start of the project better reflects the actual threats to species. However, as stated in the MTR of which the TE is in agreement, there is inadequate time to note population trends as developed in the indicators and attribute them to Project activities, particularly with no baseline at Project start. However, establishing baselines from Project activities, monitoring protocols, and monitoring programmes can support species over time.

The indicator analysis was based on whether they are SMART³² (*Specific, Measurable, Achievable, Relevant, Time-bound*) leading to the following breakdown for objective, outcome and sub-outcome indicators as expressed in the Results Framework. Four (4) of 11 indicators were not found to be smart. Other issues and shortcomings are also addressed that the TE argues have affected the rating of the evaluation of progress of results towards Objective and Outcomes level targets. Furthermore, the indicators were not sex-disaggregated, though the Project collected sex-disaggregated data for activities.

Table 4. Analysis of SRF's Indicators.

Note: Changes noted from MTR highlighted in blue

Description of Indicator	Target Level at the end of the project	TE Comment	Specific	Measurable	Achievable	Relevant	Time-bound
(1) Number of hectares of key habitats of global importance under increased protection	In at least 8 priority PAs, covering a total of 16,610.57 ha & ZRPT: (i) Establishment & operationalization of PA management (ii) Tourism-related disturbance of critical habitats avoided, reduced, or compensated (iii) Adverse impacts by artisanal fisheries reduced or reversed	SMART	Y	Y	Y	Y	Y
(2) Population size/density of selected globally significant species	<p>AT MTR: Population size/ density or increase: plants, birds, five species of Sea turtles Humpback whales, Cabo Verde coastal lobsters, endemic fish species, ecological index of species richness & abundance.</p> <p>AT TE: Population size/ density for target species are maintained or increase: (i) plants, e.g. <i>Sideroxylon marginata</i> VU, <i>Globularia amygdalifolia</i>; (ii) birds, e.g. <i>Acrocephalus brevipennis</i> EN; (iii) five species of Sea turtles; (iv) Humpback whales; (v) Cabo Verde coastal lobsters (<i>Panilurus regius</i>, <i>P. echinatus</i>, <i>P. argus</i> and <i>Scylarides latus</i>); (vi) endemic fish species such as <i>Lubbock's Chromis lubbocki</i>, the Cabo Verde Skate <i>Raja herwigi</i> and <i>Smalltooth Sawfish Pristis pectinata</i> CR; Ecological index of species richness and abundance.</p>	TE COMMENT. TE agrees with SMART analysis in MTR, and also as indicated in the 2019 PIR, that "Marine life population size and density maintained or increased: by the time of the mid-term review, 40% of baselines and 50% of sub-indicators were still missing; there will be no reasonable timeframe left to assess any improvement". The TE notes that while sub-indicators were included in subsequent PIRs, it is highly unlikely to evidence any definite sub-indicator trends given the delays, the extremely short timeframe from which change could happen, nor be able to attribute any change (if noted) to project activity.	Y	Y	N	Y	Y

³² SMART S •*Specific: Indicators must use clear language, describing a specific future condition:*

(3) Legal, policy & institutional frameworks in place for conservation, sustainable use, & access & benefit sharing of natural resources, biodiversity & ecosystems	Sufficient staff capacities & resources have been allocated for implementation of the legal, policy & institutional frameworks, & there is evidence of impact from the frameworks which can be recorded & verified [target rating: 4, “Largely” - see IRRF rating scale for indicator 2.5.1].	TE: SMART. Not quantitative measurement (sufficient), rather somewhat subjective, but possible using IRRF rating.	Y	Y	Y	Y	Y
(4) Capacity to implement national or sub-national plans to protect & restore the health, productivity & resilience of oceans & marine ecosystems	Capacities to protect & restore the health, productivity & resilience of oceans & marine ecosystems are largely in place [target rating: 4, “Largely improved”	This indicator is extremely broad and overambitious and not achievable, the TE would also argue it is not measurable.	N	Y	N	Y	Y
(5) Changes in UNDP capacity assessment scorecard for the national system of Protected Areas	Baseline score + at least 10%.	TE: SMART. However, the Capacity Scorecard runs the risk of overestimation at baseline, which makes any progress achieved during implementation not reflected in results and the evaluation, nor noting areas of progress or those requiring further attention.	Y	Y	Y	Y	Y
(6) % of new tourism developments which conform to Tourism Land use plans & apply SEA & EIA27 recommendations as part of the permitting process	100% of new tourism-related infrastructural developments & hotels are consistent with Tourism Land use plans & SEA recommendations, & apply rigorous EIAs whose conclusions are respected in the permitting process	Both Indicator 6 and Indicator 7 have measurements and targets based on a government’s decision-making process. Subsequent actions that depend on a government’s decision should not be included as a measurement/evaluation of Project. EIAs have been approved, SEA not at time of TE. For EIAs, indicators also included old EIA regulations, prior to approval of new EIA regulations developed through this project.	N	Y	N	Y	Y
(7) Number of EIA & SEA infractions identified & % of successful corrections achieved during the construction & operational phases of tourism developments	All significant environmental infractions during the construction & operational phases are identified in a timely fashion & corrections implemented through systematic auditing, monitoring, & enforcement	“Submitting of a draft law for approval to the appropriate government office” is appropriate for inclusion, but not actions dependent upon a particular result over which it has no control.	Y	N	N	Y	Y
(8) % of tourism businesses adopting & complying with national standards & sustainable tourism certification systems	(i) Baseline sustainable tourism assessment for targeted islands delivered (ii) National standards on sustainable tourism created and adopted. (iii) National standards for small hotels integrate biodiversity elements. (iv) at least 30% of tourism-related operational hotels and tourism service providers on targeted islands adopt a GSTC-aligned certification system.	SMART	Y	Y	Y ³³	Y	Y

³³ MEE/IGQPI (feedback provided 24 Oct 2022) suggests that Indicator 8 is not achievable. No clarification provided. No change made by TE Team.

	<ul style="list-style-type: none"> (v) 100% of tourism operators doing business in protected areas comply with national standards or are independently certified. (vi) The frequency of activities causing negative impacts on biodiversity is reduced by at least 50% (e.g., from quad biking or boat anchoring; baselines and targets to be defined during Y1). (vii) Destination-based certification in place in two destinations. (viii) Sustainable Cabo Verde competition operational. (ix) Fish Certification Centers piloted in Sal, Boa Vista and Maio. (xi) Number of new developments with associated biodiversity offsets in protected areas. 						
(9) Management Effectiveness Tracking Tool (METT) scores in each of the 8 new PAs to be established & operationalized	Pico de Antonia NP: 64; Baia da Murdeira NR: 55; Rabo de Junco NR: 61; Ponta do Sol NR: 56; Boa Esperança NR: 57; Morro de Areia NR: 55; Ilhéu de Sal Rei NM: 48; Casas Velhas NR: 74	SMART	Y	Y	Y	Y	Y
(10) Net revenue for PA management from the tourism sector in project intervention sites	At least \$350,000 of annual net revenue is sustainably generated for PA management from the tourism sector	SMART	Y	Y	Y	Y	Y
(11) Financial sustainability scorecard for the national system of protected areas	Comp. 1: 46,8%; Comp. 2: 40,8%; Comp. 3: 24,0%. TOTAL: 37,2%	SMART	Y	Y	Y	Y	Y

4.1.3. Design Assumptions and Risks

The risks/assumptions are clearly enunciated and reflect the threats and challenges which could hinder the attainment of the project objectives and outputs. The Project Document contains a detailed description of the Project assumptions and risks that the Project might face that could jeopardize the overall success and its ability to carry out the planned activities and achieve the expected outcomes. Risks are detailed in the PIF/ProDoc Offline Risk Log, the Atlas Risk Log, and the Project’s Results Framework. Atlas Risk Register is updated annually.

The five risks identified in the PIF were reassessed during the PPG study and the mitigation measures reviewed and updated. For four of these risks, the overall assessment is “medium” while for one it is “Low”. Three further risks, “medium assessment” were identified during the PPG phase and included in the CEO ER, with mitigation measures identified³⁴. The PMU also tracked risks to implementation as is evident in the 2022 AWP.

The risks/assumptions outlined in the Project’s Results Framework were expressed primarily as assumptions though inherently posed risks if assumptions prove incorrect. While many assumptions proved correct, some proved only partially correct or incorrect. Select assumptions/risks from the results framework that proved to be correct/incorrect are discussed below.

Table 5 – Analysis of the Strategic Results Framework’s Risks and Assumptions

³⁴ see ProDoc, Section 3 for Offline Risk Log, pg. 64

Objective Level (paraphrased)	TE comment
<ul style="list-style-type: none"> a. Political will of key ministries, institutions, and agencies to provide coordinated support for biodiversity conservation and a strengthened national system of PAs b. Effective mobilisation of co-financing and other government resources to fund the further expansion of the national PA system c. Formal ratification and adoption of regulatory, policy and institutional instruments and frameworks developed for mainstreaming biodiversity conservation in the tourism sector d. Design and adoption of an effective ecosystem auditing and monitoring system e. Sufficient human, technical and financial resources are mobilized to manage the national PA system. 	<ul style="list-style-type: none"> a. Support provided, but effective coordination did not take place until midway through the Project, post MTR. PMU team, with new key members, focused efforts on building and strengthening relationships, and working with Ministry of Tourism, the Project’s critical partner. b. This assumption was partially correct. While the Project was able to expand the PA network through a combination of Project finances and mobilization of some of the co-financing committed, there was not enough financing to effectively operationalize the PA nor its expansion. c. Partially correct. SEA was not ratified. Poses risk to project given that activities and outputs were dependent upon Government approval. Project has no control over government decision-making. d. Improved, but not correct and poses a significant risk to Project sustainability. Improved human and technical resources will be insufficient post project completion. Financial sustainability mechanisms were not developed, in part due to externalities such as Covid-19.
Outcome 1	TE comment
<ul style="list-style-type: none"> a. Effective inter- ministerial coordination for the development of adequate SEA procedures and the timely implementation of SEA recommendations as part of the permitting process b. Mobilization of adequate technical and financial resources to implement rigorous auditing and transparent monitoring procedures to ensure compliance with SEA and EIA recommendations c. Active engagement and collaboration of private sector for development and adoption of BD-friendly tourism certification system. d. The quality assurance and certification processes (for tourism and fishing) are perceived as positive drivers delivering tangible added value which benefits all concerned stakeholders. e. National processes lead to the formal adoption of national standards for tourism and fishing. 	<ul style="list-style-type: none"> a. Assumption not correct. While SEA submission is being reviewed at the Ministerial level, it is not approved at time of TE. b. Not correct. Implementation not initiated, but effective training at the national and local level took place, resulting in improved strengthened technical capacity for SEA implementation. Financial resources not mobilized. c. Select mechanisms initiated/in place to help ensure compliance with EIA. d. Correct. e. Correct.
Outcome 2	TE comment
<ul style="list-style-type: none"> a. Adequate human, technical and financial resources are effectively mobilized by government to operationalize and manage the new PAs. b. A strategic partnership involving MAHOT/DNA, MTIDE/DGT and the private sector is successfully negotiated and formalised to design and implement 	<ul style="list-style-type: none"> a. Not correct. Insufficient staff for operationalization and management. Insufficient financial resources. b. A strategic partnership was developed successfully, but no mechanisms developed to generate income for the PA. c. Correct.

the proposed mechanism to generate income for PA management from the tourism sector.	
c. Regulatory framework in place to collect and retain user feed adopted and operational.	

There were also externalities that impacted on the Project results. The Covid 19 pandemic essentially closed tourism to CV as it did globally due to travel restrictions, closed borders, global health and safety risks, etc. This significantly impacted the sustainable finance aspect of the project, with little to no funds generated from which distribution could take place to support financial sustainability of the Project, including operationalization of the PA system (i.e., Environmental Fund). To make major changes to the finance architecture related to financial sustainability of Project, the country will need to make progress with its debt situation and tourism will need to continue to grow. It is unlikely that the sustainable financing aspect of the project will improve, as there is little money to redistribute.

Furthermore, related to capacities and risk, at the time of the preparation of ProDoc, DNA had a qualified technical group that could possibly have better supported the execution of the Project. However, with the change of the Government there was a departure of technicians, including from DNA. However, with the change of approach that followed the MTR, the technical capabilities of the PMU were strengthened, further supported by new technicians contracted mainly from tourism and social mobilization, and community technician who greatly supported effective implementation on the islands.

4.1.4. Lessons from other relevant projects (e.g., same focal area) incorporated into project design

While sectoral mainstreaming of biodiversity, particularly into the tourism sector, is new for Cabo Verde, examples of multi-sectoral mainstreaming and planning continue to increasingly take place, with examples from SIDS in other geographic regions. The Project has also taken into account lessons learned from other GEF Projects, including the more recent Consolidation of Cape Verde’s Protected Areas System, as well as from FAO’s challenges related to co-management of marine resources.

4.1.5. Planned stakeholder participation

The project document listed the proposed role in project implementation for each of the identified stakeholders (Table 6). The Project involved key stakeholders from its earlier stages, including an extensive consultation process that engaged government ministries and agencies, local government, research organizations, universities, NGOs, municipalities, local communities, media, the private sector, and other relevant stakeholders. During the PIF formulation, numerous stakeholder consultations were conducted (between 2014 and 2015). The Project Document highlighted the role of key Project stakeholders, who should be involved in project implementation to ensure Project efficient and effective implementation. Those represent “government ministries and their subsidiary agencies and departments that are authorized to collect and manage environmental and tourist data and information and those that are responsible for integration of biodiversity in tourism.”

Table 6. Planned Stakeholder participation, as per ProDoc.

See Section 4.2.5: Actual Stakeholder Participation for comments at TE stage

Ministry of Environment, Housing and Land Planning (MAHOT):	The MAHOT/DNA will be the leading executing partner for the project and hosts Cabo Verde’s GEF Focal Points. DNA is responsible for environmental regulations and management and will be pivotal in integrating biodiversity in tourism development permitting processes as it oversees EIAs. DNA oversees the Natural Resource Conservation Department (DCRN), which is in charge of biodiversity monitoring and management in PAs.
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National Directorate for Environment (DNA)	DNA also oversees the national PAs network, including tourism development within them. These responsibilities will be assumed by the future Protected Areas Autonomous Authority (PAAA). MAHOT/DNA oversee the Protected Area Management Units (PAMU) on each island. Advisory forums of local stakeholders convene through the (Advisory Councils for Protected Areas) ACPAs, to support the PAMUs.
Ministry of Tourism, Industry and Business Development (MTIDE): General Directorate for Tourism (DGT)	MTIDE/DGT are responsible for supporting and promoting the tourism industry and for establishing a coherent legal, regulatory, and enabling framework for tourism development. These agencies are therefore critically important in the context of avoiding/reducing/offsetting negative environmental impacts of tourism projects at the planning, development, licensing, and operational stages. The DGT is responsible for Cabo Verde's overall tourism product, and also for the promotion of sustainable tourism operations and the adoption of related certifications and standards, and verification mechanism.
Ministry of Infrastructure and Maritime Economy (MIEM), and with its Directorate General for Marine Resources (DGRM)	The DGRM plans, coordinates, and executes actions in the marine resources sector; develops resources and marine management plans; and elaborates the necessary laws and regulatory mechanisms. The National Fisheries Council (CNP) and National Institute for Fisheries Development (INDP) are further relevant public institutions promoting, monitoring, conducting research on, and investing in the fisheries sector in Cabo Verde. The ACOPECA, based at São Vicente Island since April 2015, acts as a national independent agency for fisheries and fishing products control. The DGRM will be the main partner in activities relating to fisheries, including standards and co-management of MPAs.
World Bank (WB)	The WB and the GoCV are in the final stages of negotiating a USD10 m project on Competitiveness for Tourism Development in Cabo Verde (P146666) to support tourism quality standards, SEAs for the tourism value chain, and establishment of a National Tourism Council. This project will closely coordinate with the WB/GoCV initiative.
United Nations World Tourism Organization (UNWTO)	The UNWTO and GoCV are in the process of negotiating a revision of the NSPDT (2014-2024), which will serve as a guide for sustainable tourism growth over the next 10 years. UNWTO recently concluded the COAST Project (Collaborative Actions for Sustainable Tourism) in nine African countries. COAST addressed several similar themes to this project, including Integrated Coastal Zone Management (ICZM), strengthening EIAs, standards and certification, waste management, and supporting local livelihoods. The project will build on the lessons learned from the COAST Project. UNWTO could be a potential associate agency for the implementation of some specific activities or components of this project.
Cabo Verde Investment (CVI) and Agency for Integrated Tourism Development on Islands Boa Vista and Maio (SDTIBM)	Government agencies established to promote tourism investment and charge of the physical planning, management, and administration of ZDTIs are other key stakeholders. Both SDTIBM and CVI will play a critical role in liaison with the private sector, encouraging investment based on sustainable development principles and adapting incentives to include biodiversity criteria.
Institute of Quality Management and Intellectual Property (IGQPI)	IGQPI is the service responsible for managing, coordinating, and developing the National Quality System (SNQC) and other regulatory qualification systems adopted by law. The Institute will play an important role in the development of quality standards for tourism and fisheries, and in sustainable standards for tourism.
The National Institute for Agricultural Research and	INIDA is a public institute, under the Ministry of Rural Development (MDR). The mission of this institute focuses on research, experimentation, and development in the fields of agricultural science and technology and natural resources; the dissemination of scientific innovations and usable technologies in agriculture, forestry, animal and

Development (INIDA)	environmental and professional and higher education in the above-mentioned areas. Its activities are to promote, coordinate and harmonize work programs/research projects in close consultation with the various actors intervening in rural areas. INIDA will be involved in the design of the ecosystem monitoring and evaluation program.
National Institute for Fisheries Development (INDP)	The INDP is the national institution responsible for implementation of the national policy for the fisheries sector. It is INDP's responsibility to frame projects in development plans and within government programs for fisheries and marine resources in general. The INDP collects data, analyzes, and disseminates the official statistics on the fisheries sector. INDP will be involved in the design of the ecosystem monitoring and evaluation program
The Maritime and Port Agency (AMP)	The AMP is an Independent Administrative Authority of institutional basis, with a legal personality, office, staff and their own assets and administrative autonomy. The AMP administers the technical and economic regulation and supervision of the maritime and port sector. The AMP will participate in activities relating to fisheries and ecosystem monitoring and evaluation.
Municipalities on the targeted islands	These local government bodies will be involved through local consultative committees and at national level through National Association of Municipality.
University of Cabo Verde (UniCV)	The University of Cabo Verde is an institution of higher education whose mission is to empower the Cabo Verdean nation to overcome the challenges of modernization and development of the country. The UniCV operates educational programs, research, and extension work. Within the project, the University may provide capacity for baseline studies, research, monitoring and evaluation, and also mainstreaming training materials on sustainable tourism. This could be undertaken through the university's departments of sciences and technology (i.e., biology, marine and earth sciences).
School of Hotel and Tourism	The School of Hotel and Tourism has the potential to become a major player in raising awareness, vocational training, and institutional capacity building for sustainable development of tourism and environmental conservation.
Private Sector Partners	Private sector entities will play a key role in the implementation of project activities – nationally in the context of systemic mainstreaming (spatial planning, sustainable tourism certification scheme), and locally with regard to the adoption and implementation of sustainable biodiversity-friendly operations and PA reinvestments schemes. This includes the Chambers of Tourism and of Commerce and their members comprising tourism agencies, commercial enterprises, business groups and hotels. At the project site-level, commercial companies will play a critical role through channeling tourism user-fees to protected areas; adopting sustainable tourism and quality certification programs; and in complying with EIA recommendations. The project will prioritize support to individual operators already acting as champions of sustainable tourism practices to galvanize sector-wide interest in mainstreaming similar approaches throughout the tourism sector.
NGOs, national and regional associations, and local community groups	Civil society organizations increasingly play an important role in environmental conservation in Cabo Verde. The majority are organized under a national platform and several environmental projects are being coordinated directly or indirectly by NGOs. Locally relevant groups will participate in monitoring and evaluation of the impacts of tourism and fisheries on biodiversity (particularly turtles, whales, sharks, and birds), and the implementation of PA co-management plans. A national NGO will also become the host and champion of a destination-based certification program for beaches (Blue Flag). Groups likely to be involved in the implementation include Bios CV, SOS Tartaruga, Natura2000, Maio Biodiversity Foundation and fisheries associations on the Sal, Boa Vista and Maio. Local communities and fishermen residing inside and adjacent to PAs in the targeted islands will be involved in various aspects of the project: they will be consulted extensively in the further consolidation of the local PAs and the definition

	<p>of PA management objectives and regimes; they will be represented in PA management committees; and they are set to benefit from sustainable tourism, in cases where their local knowledge predisposes them for employment (e.g. sea turtle observations, trekking, regulated sports fishing, etc.). Capacity building of artisanal fishermen will be conducted by the project team in conjunction with the WB/IDA-GEF West Africa Regional Fisheries Programme, focusing specifically on the integration of biodiversity concerns into the question of sustainable marine resource utilization; benefits will accrue over the medium to long term when fisheries resources are maintained including through the preservation of intact ecosystems inside PAs, which will provide them with a more diversified and increased income where they can supply tourism businesses with their local and sustainably harvested product. The PRCM Program can be a partner in the establishment of marine and coastal PAs and in capacity building to support Strategic Environmental Assessments (SEAs) and Integrated Coastal Zone Management (ICZM).</p>
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With the change in government, some changes took place regarding the above institutions.

- The MAA/DNA is the leading executing partner for the project and hosts Cabo Verde’s GEF Focal Points. DNA is responsible for environmental regulations and management and plays a pivotal role in integrating biodiversity in tourism development. DNA oversees the Natural Resource Conservation Department (DCRN), which is in charge of biodiversity monitoring and management in PAs.
- Currently, the Ministry of Tourism and Transport is involved in the promotion of sustainable tourism.
- The IGQPI, as the National Standardization Body and Certification Body, is responsible for developing Cape Verdean standards, adopting regional and international standards, and developing and operating sustainability certification programs for accommodation, operators, and tourist destinations.
- Ministry of Infrastructure and Maritime Economy (MIEM), and with its Directorate General for Marine Resources (DGRM) is currently divided into two Ministries: Ministry of Infrastructure, Spatial Planning and Housing and Ministry of the Sea.
- At MIOTH, the INGT deals with the management of territory.
- In the MM, the General Directorate of Marine Resources is in charge of resource management.
- INIDA has prepared the biodiversity management documents for the four islands and is in the process of transforming these documents into a tourism product. It also supported the creation of the PA platform for information / data management. AMP changed to IMP.
- Currently the Maritime and Port Institute (IMP) remains under the Ministry of the Sea.

4.1.6. Management arrangements

UNDP is the Multilateral Implementing Agency (MIE) for the project which is to be implemented following UNDP’s National Implementation Modality (NIM). The designated Executing Agency is the Ministry of Agriculture and Environment (MAA) (instead of MAHOT as it was in the original version of the Project Document), in collaboration with the former Ministry of Economy and Employment (MEE). The MAA has appointed the National Director of Environment as the National Project Director.

The financial arrangements and procedures for the Project are governed by UNDP rules and regulations for NIM. Administrative arrangements between GEF and Executing Agency were finalized. The project team coordinated with the UNDP operations section to provide information to feed and develop the ATLAS budget. The PMU does not have direct access to the ATLAS system, and its update is exclusively managed by the UNDP CO.

The Project Steering Committee (PSC) is responsible for providing overall policy guidance and for making management decisions for the Project. It plays a critical role in Project monitoring and evaluations and using

evaluations for performance improvement, accountability, and learning. The PSC provides general strategic and implementation guidance to the PMU. The PSC reviews and approves annual project reviews and work plans, technical documents, budgets, and financial reports.

Under this project, the Technical Committee’s objective is only to review project products (e.g., reports, technical studies, and proposals of law-decrees). However, in other GEF projects, Technical Committees play a much more active role in advising PMU, which has resulted in an underutilized resource to support Project Management.

The Project Management Unit (PMU) is headed by the National Project Director (NPD). The NPD’s prime responsibility is to ensure that the project produces the results specified in the project document to the required standard of quality and within the specified constraints of time and cost. The NPD is supported by a core technical and support staff, located at the DNA offices in Praia, to execute the project activities including day-to-day operations and the overall operational and financial management and reporting. Technical staff in the PMU supports other aspects of Project implementation.

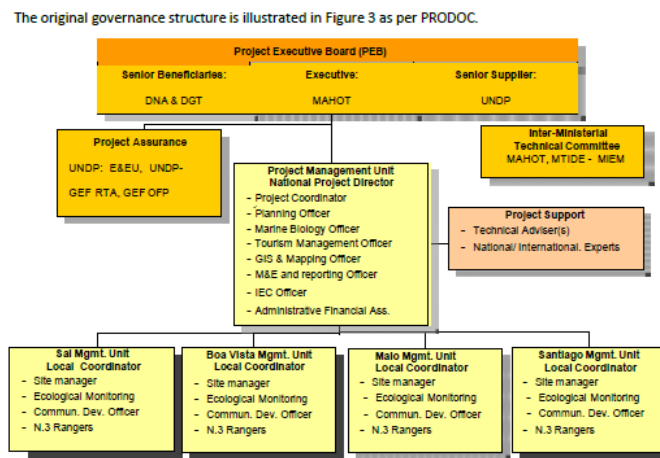


Figure x: original governance structure

Figure 1. Original Governance structure as per the ProDoc

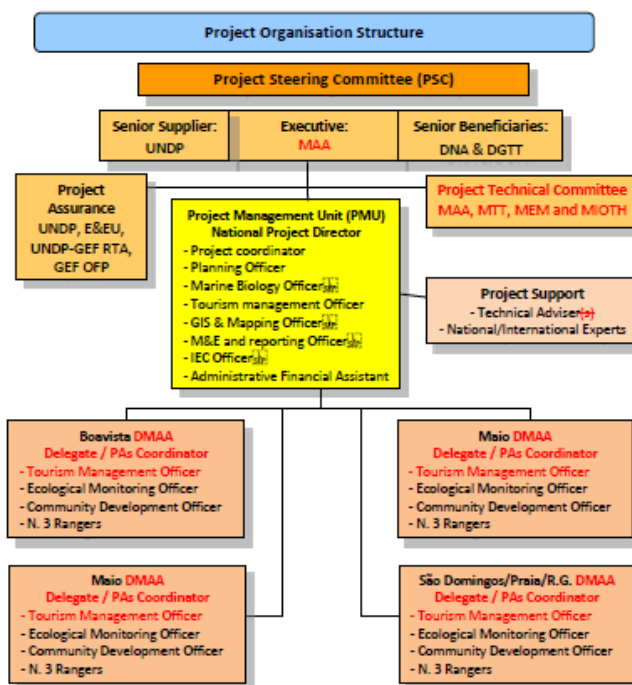


Figure 2. Revised Governance structure as per the 2017 Inception Workshop Report.
Red text indicates personnel added

4.1.7. Gender Equity and Women’s Empowerment

Broad development of gender issues had been indicated in the Project’s design and implementation and gender equality and women’s empowerment is also addressed in the Projects UNDP Social and Environmental Screening, which indicates that the “project will apply a strong gender perspective in order to address the needs and priorities of women while enhancing their opportunities for full inclusion in the planning and implementation of sustainable livelihood initiatives associated with the collaborative management of Protected Areas. A meaningful participatory process for engaging women’s voices will be enacted to identify specific activities targeting women while carefully taking into account local cultural sensitivities with regard to gender relations.”

Gender is noted in different sections of the Project, though it appears mostly related to training, capacity building and livelihoods, and does not appear to be integrated throughout the Project’s design and implementation nor evaluation. There are no sex-disaggregated indicators in the SRF.

The Project did include a socio-economic assessment that included gender for the Project’s situational analysis, though a mandatory annex of a Gender Analysis and Action Plan was not required for GEF-5 Projects. As such, there was no Gender Analysis and Gender Action Plan developed for the Project, and while the Project Document indicates that the Project will apply a strong gender perspective, the necessary gender information was not gathered to inform decision making. The Project outlines, also in the Social and Environment Safeguard screening in the Project Document, that it will apply a strong gender perspective in order to address the needs and priorities of women while enhancing their opportunities for full inclusion in the planning and implementation of sustainable livelihood initiatives associate with the collaborative management of PAs. The Project did carry out a meaningful participatory process for engaging women to identify specific activities targeting women while also carefully taking into account the local cultural sensitivities with regard to gender relations.

Discussed later in this evaluation's finding, the PMU did address gender and women's empowerment through the Project's implementation. Furthermore, the PMU gathered sex-disaggregated data during the Project.

The Project's gender equity and women's empowerment work is relevant as it is in line with Cabo Verde's interim Gender Equality Action Plan (2011-2012) and the Poverty Reduction Strategy Plan (PRSP III), though currently Cabo Verde has no Gender Policy. The Project's gender equity and empowerment work is also in line with that of the UN's Plan for Gender Equality and the Empowerment of Women.

4.2. PROJECT IMPLEMENTATION

4.2.1. Adaptive management (changes to the project design and project outputs during implementation)

There were no substantive changes in the direction of the project, neither its environmental nor development objectives, during implementation. Though exogenous conditions did change, particularly a change in government in 2017 shortly after the initiation of Project implementation and COVID-19, Project objectives, outcomes and outputs remained consistent with the ProDoc and CEO ER. The 2018 Inception Workshop took place after the government change, and the following Inception Report (2017) approved changes to select indicators. Changes to measurements of Indicator 2 (biodiversity) and the establishment of measurements for Indicator 6 proposed by consultants in consultation with DNA resulted in new Indicator measurements, which previously had not been articulated in the SRF.

The Covid-19 Pandemic starting in 2020, further delaying implementation and possible achievement of results (i.e., developing and implementing sustainable financing measure). The COVID-19 pandemic was first identified in December 2019, and attempts to contain it failed, allowing it to spread across the globe. The World Health Organization (WHO) declared a Public Health Emergency of International Concern on 30 January 2020 and a pandemic on 11 March 2020. Like everywhere else in the world, Cabo Verde was impacted and closed to tourism in 2020. While direct and indirect socio-economic impacts of the pandemic in the context of the Project were not analyzed, it is likely that the extent and success of the micro-projects implemented on the 4 islands contributed to the economic well-being, in the short or long-term, of organizations, associations, local communities and local Project beneficiaries. For example, on the island of Boa Vista, community members were hired through the GEF-SGP modality to remove invasive acacia trees. Farmers subsequently used the funds from this work, the land that was void of acacia and seedlings produced in the community's greenhouse (built by the Project) during the Covid pandemic, to establish a farm and test the viability of various varieties of seedlings in the arid soils to have crops to supply to the tourism industry once tourism reestablishes itself on the island.

The Project underwent significant changes as a result of the MTR, understanding that this was necessary for any potential of positive Project implementation and results. The MTE had clearly stated that without timely implementation of the MTR recommendations, the Project should close. The decision was made to continue implementation, and a number of actions took place in addition to implementation of the MTR recommendations that supported and led to effective and efficient implementation of project activities and outputs. These include, but are not limited to, the following:

- Improved effective communication and relationship with the Ministry of Tourism, which became an effective partner. This was undoubtedly a key change leading to successful results and outcomes.
- A changed approach to implementation to support country institutions, NGOs, stakeholders, etc., that are already doing Project related work to implement activities (rather than doing them themselves).
- UNDP hired 3 short term consultants to support implementation while the Project Coordinator and Technical Advisor were being selected/hired (late 2019).
- Hiring key PMU key staff using a changed hiring modality (Government staff to National Consultants) that significantly facilitated hiring, reduced hiring time and bureaucracy.
- Continued use of the GEF-SGP modality for micro-projects (rather than through the PMU and to avoid disbursement and payment delays) though a direct agreement between DNA and the SGP, with Project funding totaling \$222,050.00 for 7 projects.
- Developing and implementing an accelerated implementation plan closely monitored directly by the Minister of the Environment and the Resident Representative of the UN Joint Office in CV, with regular meetings and direct communication with Project Coordinator. Began in 2021 and is continuing through to the end of implementation (Dec 2022).
- Post-MTR, the PMU's new dynamic in terms of approach and communication with stakeholders to increase motivation to participate in the Project has been reflected in the results achieved in a short period of time. The focus on partnership action was a success of the Project. The partners, rather than receiving

information through various committee meetings (Technical Committee, Committee piloting and Advisory Council/CAAP, etc.), stakeholders became part of the process by participating in planning and direction (i.e., preparation of TORs for local projects, execution of projects, etc.). This included Municipal Councils, who signed protocols for the creation and functioning of Interpretive Centers on three islands (Maio, Boa Vista and Santiago), and participated in the preparation of management plans, ecotourism, and business plans on their respective islands. This increased stakeholder engagement and partnership development was pervasive and successful.

Note that the Project Implementation Unit (PMU) updated progress against these recommendations in each PIR after the MTR, with significant success reported in implementation and in the increase of positive results.

The MTR outlined 4 recommendations (see below) with a series of corrective actions, with a Management Response and corrective actions taken. The MTR clearly stated that should this recommendation not be implemented within a specific timeframe, the Project should close. To facilitate and support implementation and to adapt to the circumstances, UNDP provided additional assistance to the Project, with written DNA approval, by facilitating the hiring of 3 short term consultants to support implementation until a Project Manager and Technical Advisor could be hired. Subsequently, UNDP was advised by GEF that they could no longer support implementation given the Project's National Implementation Modality, under which national systems will be used to procure 100% goods and services for the project. In 2020 and 2021 respectively, the new Project Coordinator and new Technical Adviser were hired as consultants (national and international), which substantially increased implementation success.

MTR recommendations to avoid Project closure were four conditions necessary to reasonably relaunch the Project dynamics. These were:

1. Grant a 12-month extension plus up to 6 months to cover the transition from a standstill intervention to a project back on track.
2. Ensure within the specified timeframe a full project team using a different recruitment modality.
3. Improve the articulation between the Ministry of Agriculture and Environment and the Ministry of Tourism and Transport by integrating the General Directorate of Tourism and Transport as an effective project stakeholder.
4. Add an output on "lobbying" key decision-makers to raise their awareness on the project's value addition and need to swiftly pass key pieces of legislation.

Note that recommendation 4, a lobbying output, was not implemented as described. Rather, the PMU created partnerships and strong relationships with key partners, with a particular focus on the Ministry of Tourism, that was inherent and integrated throughout the Project's implementation approach post MTR and with the hiring of the new Project Coordinator and the new Technical Advisor.

4.2.2. Actual stakeholder participation and partnership arrangements

The Project has managed to involve key stakeholders at the national and municipal (local) levels, such as the Ministry of Agriculture and Environment, Ministry of Tourism and Transport, Ministry of the Sea, University of Cape Verde, Institute for Agrarian Research and Development, Institute for Quality and Intellectual Property, municipalities, communities, local associations, private, national and local NGOs, amongst others. These are strong and pleasant relationships that resulted post-MTR.

The Project's actual stakeholder participation, engagement, and partnership arrangement well exceeded that of the Project's Stakeholder Engagement Plan. This was one of the Project's highly successful results which was carried out primarily, if not almost entirely, post-MTR through adaptive management, understanding that the Project's success was dependent upon; 1) bringing stakeholders on board as partners, also supporting post-project sustainability and mainstreaming, 2) stakeholder participation in implementing activities in order for the Project to achieve results in the limited time frame post-MTR given that the majority of Project activities were still to be implemented, and 3)

stakeholders not only supporting implementation, but also for implementation support to also support stakeholder, community, and beneficiary livelihoods.

At both the national and local levels, numerous partnership agreements were signed (see Annex 10 for a detailed list). Many private sector engagement activities were cancelled due to COVID 19.

Actual stakeholder participation and partnership arrangements included (see also 2022 PIR, Stakeholder Engagement, for a detailed list):

- Collaborating with grassroots organizations, NGOs, local stakeholders, institutions, tourism companies, civil society, and communities, especially for project activities developed at intervention sites.
- Partnerships to carry out project related trainings, conservation initiatives, monitoring of natural resources status and trends, information and environmental awareness for the general public and students, cleaning campaigns, and support for enforcement activities.
- Certification of beaches have been established with a series of organizations.
- Partners and stakeholders from the private sector working with the project in training, environmental awareness, and education activities, providing inputs for PAs management tools and boundary demarcation.
- DNA's agreement on a protocol of collaboration with the GEF-SGP (a successful adaptive measure to support implementation of micro-projects on the Project's 4 islands) so as to collaboratively implement local projects at project intervention sites. Initiated in 2018 through Project end, resulting in 7 projects financed totaling \$222,050.00
- Important partnerships ongoing between DNA and DGTT to ensure implementation of initiatives with the desired level of technical quality and effectiveness.

The Project reached a wide range and number of stakeholders, involving them both in trainings and contractually to implement project activities and community projects (i.e., turtle monitoring, community homestays, etc.). The project engaged 53 stakeholder groups, organizations, and individuals, of which 26 were contracts, 26 protocols and 1 through a memorandum. See Annex 10 for list of *Lista de Contratos e Protocolos*, including the list of Projects (22) that engaged the UGAPs on the 4 Project islands. The Project also reached a wide range and number of stakeholders through training, workshops, and public awareness events.

The Project organized very comprehensive district-wide campaigns in all 4 Islands, with total participants exceeding 2500. Two sets of training programs (trainings, workshops, etc.) were also conducted at national and local level in the four Island (Santiago, Maio, Sal and Boa Vista), with around 655 participants being 57% women. The focus of these was to increase capacity for the protection and management of biodiversity and sustainable tourism, aiming at the integration of biodiversity in tourism. A complete list of trainings, workshops and events organized and supported by the project is presented in Annex 11. Several environmental education actions were also carried out in schools on the 4 islands targeted by the project, whose results in terms of participants exceeded 2000 persons from the educational community, highlighting that in Boa Vista the *Escolinha das Áreas Protegidas* was created by the Boa Vista Turismo Association, financed by the Delegation of the Ministry of Agriculture and Environment. Students from the 5th and 6th year of *Escola Nova* participated, as well as teachers. The environmental education actions and study visits in protected areas were carried out by various actors from schools on the 4 islands targeted by the Project.

4.2.3. Project Finance and Co-finance

The TE assessed the actual expenditure and the originally planned budget as well as the leveraged co-financing during the TE mission, as presented in Table 9, which provides an overview of the ProDoc budget of the GEF Project funds of US\$3,664,640. As of the TE, US\$ 3,651,366.00 (99%) of the Project total budget, has been allocated and committed to see the Project through to 17 December 2022, end. This includes the cash advance of 380,196 USD that was transferred to the DNA, Ministry of Agriculture and the Environment. in August 2022 to complete Project

activities for the 3 months post Project closure (19 September 2022). Total funds budgeted alongside the total budget approved expenditures are presented in Table 8.

Table 7: Project Budget and Expenditures (GEF) 2016-2022

Year	Total GEF+UNDP	UNDP	GEF	Gov-CV
2016	304,617.63	15,684.63	288,933.00	
2017	122,689.28	13,605.28	109,084.00	360,627.00
2018	552,542.19	4,476.19	548,066.00	350,060.00
2019	616,308.65	35,225.65	581,083.00	310,664.00
2020	604,096.43	27,745.43	576,351.00	701,589.00
2021	663,044.51	40,009.51	623,035.00	618,848.00
2022	930,393.00	5,579.00	924,814.00	474,785.00
TOTAL	3,793,691.69	142,325.69	3,651,366.00	2,816,573.00

At the time of the TE, 99% of the GEF funds were allocated. Taking into account the significant implementation challenges the Project faced into 2019 and the time of the MTR, this is extremely successful.

The Project execution by year is illustrated below.

Table 8: % Execution by Year (%)

Year	Approved Budgets (USD)	Expenses* (USD)	Execution (%)
2016	401,685	229,618	57.2%
2017	466,769	265,128	56.8%
2018	1,000,272	439,334	43.9%
2019	685,481	786,263	114.7%
2020	682,149	622,957	91.3%
2021	749,022	664,175	88.7%
2022	937,661	924,814	99.0% ³⁵
<i>Total expenditure</i>		<i>3,951,136</i>	

Note for Table 8. The amounts in the Expenses column correspond to the actual expenditure amounts extracted from the UNDP Combined Delivery Reports. The sum corresponds to the project's available resources that have been fully used, including the cash advance of 380,196 USD, transferred to the Gov in August 2022. The approved budget column presents the budgets approved at the beginning of the year. This comparison allows us to verify the annual evolution of the delivery rate.

³⁵ Information on 2022 finances provided by UNDP. CDR has not been prepared for 2022 and therefore not view.

Co-financing mobilized

The Project budget included USD 142,326 from the UNDP as an in-kind contribution, distributed over 6 years. As of the TE, the confirmed Project co-financing from the Government of CV has amounted to USD 2,816,573.00, around 30% of the total in-kind contribution. The Project did not manage to get the agreed-upon USD 10,047,191 in co-financing. Details are provided in Table 7. UNDP provided less than the planned financial support. As of 4 November 2022, the confirmed UNDP cash contribution amounted to an estimated USD 142,325 (30%).

The co-financing mobilized at the time of the TE is outlined below.

Table 7. Project Financing and Co-financing status (USD)

Sources of Co-financing	Project co-financing (at CEO ER)	Project Document (at CEO ER)	Type of co-financing	At time of TE (Nov 2022)	%	Type (per PIR)
GEF Agency	UNDP	450,000	Grants	141,649	31%	Recurrent expenditures
Recipient Government	Government of CV (MAA)	5,266,431	Grants	944,380 ³⁶	18%	Not set or n/a
Recipient Government	Government of CV (DGMR) ³⁷	4,275,760	In-kind	1,304,916 ³⁸	31%	Public Investment
Donor Agency	AECID	55,000	Grants	0	--	Recurrent expenditures
Additional co-financing leveraged						
Recipient Government	Institute of Tourism of Cape Verde (GovCV)	n/a	Public Investment	190,119 ³⁹	n/a	Investment mobilized
Recipient Government	Ministry of Tourism and Transport GovCV)	n/a	Grant	545,716	n/a	Investment mobilized
Institute	IGQPI	n/a	In-kind	21,561	n/a	Not set or n/a
Total		10,047,191		2,986,131		

Government of Cabo Verde co-financing is divided as follows (as per June 2022 PIR).

Cost Description	Monthly Value (ECV)	Quantity (years)	Total (ECV)	Total (USD)
Salary - Local Coordinators of UGAPs (138.520\$00x4 Coordinatorsx12months)	6,648,960.00	5	33,244,800.00	349,945.26
Salary - Ecological Monitoring Technicians (75.873\$00x3Tecnicosx12months)	2,731,428.00	5	13,657,140.00	143,759.37
Specialist Salary - Monitoring and Evaluation (136.704\$00x12months)	1,640,448.00	3	4,921,344.00	51,803.62
Salary - Administrative Responsible (75837\$00x12months)	910,044.00	5	4,550,220.00	47,897.05

³⁶ At 2022 PIR amount totaled USD 536,839

³⁷ Directorate General of Marine Resources

³⁸ At 2022 PIR amount totaled USD 1,052,886

³⁹ 2022 PIR

Salary - UGAP Community Development Technical Specialist - São Domingos (31.756\$00x12months)	381,073.00	5	1,905,365.00	20,056.47
10% of the working time of the National Director for the Environment (17.250\$00x12months)	207,000.00	5	1,035,000.00	10,894.74
Salary – UGAP Driver - Boavista e Sal (35.238\$00x2condutoresx12months)	422,772.00	5	2,113,860.00	22,251.16
Salary – UGAP Driver (40.250\$00x12months)	483,000.00	5	2,415,000.00	25,421.05
Salary – UGAP Driver - São Domingos (\$35.238\$00x12months)	422,856.00	5	2,114,280.00	22,255.58
40% of electricity cost - DNA (60.000\$00x12months)	720,000.00	5	3,600,000.00	37,894.74
Cost of space occupied by the project at DNA (80.000\$00x12 months)	960,000.00	5	4,800,000.00	50,526.32
Cost of space occupied by the project, electricity and water in the UGAPs (80.000\$00x12months x4UGAPs)	3,840,000.00	5	19,200,000.00	202,105.26
10% of Service Directors' Working Time (\$00x12months)	396,582.00	5	1982910	20872.73684
DSCN technician (\$00x12 meses)	791340	5	3956700	41649.47368
20% of cleaning services at DNA (8.809\$00x12months)	105708	5	528540	5563.578947
Total			100,025,159.00	1,052,896.41

4.2.4. Monitoring & Evaluation: design at entry (*), implementation (*), and overall assessment of M&E (*)

The Project's Monitoring and Evaluation (M&E) was developed in accordance with established UNDP and GEF procedures and was provided, and effectively implemented, by the project team and the UNDP Country Office (UNDP-CO). As outlined in the TE ToR, this evaluation focuses on the delivery of the project's results as initially planned and as corrected after the mid-term evaluation.

- **Monitoring & Evaluation: design at entry (*): Satisfactory**

The Project Document and the CEO Endorsement Request outlined a standard UNDP/GEF M&E framework though indicated that the Project's budgeted Monitoring and Evaluation Plan would be, and was, finalized and presented in the Project's Inception Report (2017). This included a fine-tuning of indicators, means of verification, and the full definition of project staff for M&E. This M&E Plan was developed in 2017 during the Project's 2nd Inception Workshop⁴⁰, the Inception Workshop first deemed insufficient by the Project Coordinator and corrective action implemented. This contained an M&E Plan and budget that would be conducted in accordance with established UNDP and GEF policies and procedures, with M&E activities, lead responsible parties, and timeframes that were all clearly identified. The M&E Plan included a detailed description of all UNDP/GEF M&E standard activities including the Project's Log Frame Matrix with indicators and targets, reports required to be prepared by the project like the Quarterly Progress Report (QPR), Annual Progress Report (APR), Project Implementation Report (PIR), and the Terminal Report.

The SRF for each of the 2 components/outcomes contained agreed-to revised indicators of achievement, means of verification, and assumptions and risks. The TE team noted some significant issues with some of the indicators in the

⁴⁰ 2017 Inception Workshop Report

SRF. These are outlined in Section 4.1.2 (Analyses of the SRF). Some baseline targets were not completed during Project inception as planned, and thus posed problems for measuring project implementation progress and performance. Furthermore, some indicators were not SMART, indicators also relied on results dependent on government decision-making / approvals, providing further evaluation challenges. While otherwise the design at entry was satisfactory, these issues can have a negative impact on the Projects evaluation, and as stated, impact the ability to monitor indicators and the Project’s success.

- Monitoring & Evaluation: Implementation (*): **Moderately Satisfactory**

During project implementation, the DNA, Ministry of Agriculture and Environment as the EA undertook relatively effective monitoring and evaluation activities through quarterly reports (prepared primarily bi-annually) and annual reports by the project team, provided to the Project Steering Committee and UNDP. An M&E Officer was transferred from DNA to the PMU full-time, well supporting M&E implementation. The PSC and the Technical Committee met semi-annually or annually. Timely, extensive, and effective contributions to the development of the PIRs took place on an annual basis. It is recommended that additional guidance by UNDP be provided to the Project management team as it relates to required M&E processes, including those outlined in the Budgeted M&E plan, timing, details of requirements (i.e., required report content), frequency, etc.

A total of USD 217,159 (draft budget), approximately 6% of the total GEF grant, was allocated for the M&E activities. The allocated M&E budget activities were linked with the Project’s work plan, considered as an important M&E component. AWP and budgets were submitted to and approved by the Project Steering Committee and UNDP prior to disbursements. UNDP monitored and oversaw Project M&E implementation. Mid-term and Terminal Evaluations took place, and a Final Project Report is in the process of being prepared.

Annual audits were part of the M&E plan and budgeted. There were 2 annual financial project audits done, though the related information has not been received by the TE team. It is unclear if this audit provided information to support existing or offer corrective action to the Project’s financial management. There was also a 2020 audit of the UN Joint Office projects combined, though this latter audit did not address nor inform any specific issues that relate to the Project specifically. Budget line-item adjustments in 2022 resulted in over a 4-month delay in UNDP’s budget approval (approved in May 2022) affecting Project implementation. This is in part due to line-item changes required that dated back to prior years, not previously identified during budget review and approval. The adequate monitoring of environmental and social risks was identified in line with the UNDP SESP and UNDP kept them current in ATLAS.

Based on the above evaluation, the evaluators rate the overall assessment of Monitoring and Evaluation as **Satisfactory (S)**.

Monitoring & Evaluation (M&E)	Rating
M&E design at entry	S
M&E Plan Implementation	MS
Overall Quality of M&E	S

4.2.5. UNDP implementation/oversight (*) and Implementing Partner execution (*), overall project implementation/execution (*), coordination, and operational issues

UNDP as IA and MAA as EA implemented significant management actions to support enhanced achievement of project outcomes and objectives to meet Project timeframes. This part of the evaluation speaks to the period post MTR, and the implementation of management recommendations up to the time of the TE. This positive and successful implementation of Project activities and outputs to achieve outcomes is significant given the low level of implementation pre-MTR, and the excellent implementation of activities by the PMU with support from UNDP to achieve the results evidenced in this TE.

- UNDP implementation/oversight* **Satisfactory (S)**

UNDP as the Implementing Agency, as stipulated in the Management Arrangements, provided ongoing support to, and worked cooperatively with, the PMU during project implementation, particularly strengthening support for implementation post MTR, while the process for hiring a Project Coordinator and Technical Advisor were ongoing. This included contracting 3 short-term consultants to support implementation, with DNA approval⁴¹, undertaking adaptive management to support achievement of project results. The DNA as the Executing Agency, worked collaboratively with UNDP CO and other key stakeholders, and developed and undertook effective and efficient adaptive management to ensure accelerated and enhanced achievement of project results. The UNDP CO supported and aided in the development of the PMU’s Project accelerated implementation plan. The implementation of this accelerated implementation plan was supported by the UN Joint Country Office’s Resident Representative and the Minister of Agriculture and the Environment with regular meetings, oversight, and monitoring beginning in 2021, to help ensure successful Project implementation and results.

- Partner execution (*) **Satisfactory**

Despite extensive delays in implementation pre-MTR, the PMU’s effective and efficient implementation, successful approach, and adaptive management techniques led to successful Project implementation. Percent (%) annual expenditure, including year 2022, was 99% of total GEF budget, exemplary given low implementation pre-MTR. This was carried out with strong support from the UNDP CO, the UN RR and the Minister of Agriculture and the Environment to implement the accelerated implementation plan, which was successfully done by the PMU. The DNA as the Executing Agency, worked collaboratively with UNDP CO and other key stakeholders. The PMU developed and undertook effective and efficient adaptive management to ensure accelerated and enhanced achievement of project results. While not all results in the SRF have been achieved/fully achieved, this is in part due to COVID-19, some poorly designed indicators, the limited available time frame remaining for implementation, and other results that depend on government decision-making. Nonetheless, the effort and achievements of the PMU were exemplary, particularly in light of the situation at the MTR.

Based on the above evaluations, the evaluators rate the Overall Project Implementation/Execution (*): **Satisfactory (S).**

Implementation & Execution	Rating
Quality of UNDP Implementation/Oversight	S
Quality of Implementing Partner Execution	S
Overall quality of Implementation/Execution	S

4.2.6. Risk Management, including Social and Environmental Standards (Safeguards)

There has been adequate mitigation of risk and management of the identified risk, and the risk ratings are appropriate (ATLAS), including those in the UNDP Environmental and Social Screening procedures. Risk management has been maintained and updated during each Reporting Period by the CO Programme Officer, with a risk assessment performed by the RTA. The risks reviewed are appropriate. There are no new safeguard risks identified in the 2022 PIR.

⁴¹ UNDP CO was subsequently informed by GEF that as a NIM Project, implementation support (i.e., contracting) should no longer take place.

4.3. PROJECT RESULTS

4.3.1. Overall Results: Progress Towards Objective and Expected Outcomes

Much of the information on results and progress toward objectives had been provided in the PIR 2022. The Project has made significant achievements since the MTR in progress towards its objective and expected outcomes. The TE has assessed the indicators as they indicate progress toward achieving the outcome, and the outcome to achieving the Project's objective.

Table 10. Achievement of Objectives and Outcomes against Indicators.

Progress towards Objective

Project Objective: To safeguard globally significant biodiversity in Cabo Verde from current and emerging threats, by enhancing the enabling and regulatory frameworks in the tourism sector and activating a critical further subset of the national protected areas system.			
Indicator	End of Project Target	Progress Level (at time of TE) & TE comment	TE Assessment
(1) Number of hectares of key habitats of global importance under increased protection	<p>In at least 8 priority PAs, covering a total of 16,610.57 ha and related Tourism Protected and Reserve Areas (ZRPT).</p> <p>(i) Establishment and operationalization of PA management according to site-specific management and ecotourism plans</p> <p>(ii) Tourism-related disturbance of critical habitats avoided, reduced, or compensated</p> <p>(iii) Adverse impacts by artisanal fisheries reduced or reversed.</p>	<ul style="list-style-type: none"> - High level of success (beyond target) in establishing PAs along with management plans (government approved) and ecotourism business plans. - The Project PA coverage (ha) exceeded the end of Project target. 9 PAs with site specific management plans and ecotourism plans, including a new PA further increasing the total ha of designated PAs by 21.096 ha in CV. Additional detail is in the 2022 PIR. - Supported 2 islands' (Maio and Fogo) designations as UNESCO Biosphere Reserves, increasing protection of key habitats of global importance (terrestrial, coastal, and marine) on Fogo and Maio ^{42 43}. - Target achieved. Includes increased staff, infrastructure and patrolling focused on avoiding disturbance on 4 islands. Advisory Councils in place, reactivated (Boa Vista, Sal), in process of organization (Maio, Santiago), Signage in place and/or continuing, partnerships with NGOs, other achievements⁴⁴ - Guardians of the Sea Project established on 3 islands (Sal, Boa Vista, Maio), w partnerships with fishers, Navy, National Police, MAA delegation (see PIR, actions vary by island). 	<p>Satisfactory</p> <p>Significant increase in # PAs and area (ha) under protection, with mgt plans and ecotourism plans approved.</p> <p>Protection measures supporting reducing impacts from fisheries.</p>

⁴² un.unesco.org/biosphere/africa/maio

⁴³ un.unesco.org/biosphere/africa/fogo

⁴⁴ See PIR for detailed project results.

<p>(2) Population size/density of selected globally significant species.</p>	<p>Population size/ density for target species are maintained or increase: (i) plants, e.g. <i>Sideroxylon marginata</i> VU, <i>Globularia amygdalifolia</i>; (ii) birds, e.g. <i>Acrocephalus brevipennis</i> EN; (iii) five species of Sea turtles; (iv) Humpback whales; (v) Cabo Verde coastal lobsters (<i>Panilurus regius</i>, <i>P. echinatus</i>, <i>P. argus</i> and <i>Scylarides latus</i>); (vi) endemic fish species such as <i>Lubbock's Chromis lubbocki</i>, the Cabo Verde Skate <i>Raja herwigi</i> and <i>Smalltooth Sawfish Pristis pectinata</i> CR; Ecological index of species richness and abundance.</p>	<ul style="list-style-type: none"> - While this objective level indicator is partially achieved, it is not necessarily attributed to Project activities. - Trends in population size/density are mostly not available, particularly due to short time frames of monitoring where population size changes are unlikely to be noted, and changes cannot necessarily be attributed to project activities. - Baselines and end of project monitoring not all in place. - Supports ongoing monitoring of species over time. - Baselines of select species not in place, as planned during PPG and then Inception phase of Project due to co-financing issues. Select data available starting 2017. - Delays in baselines due to lack of co-financing for YR1 baseline numbers, delays in project implementation and the COVID-19 pandemic. - Trends in numbers of Humpback whales noted (increase in total individuals but decrease of mothers with calves 2019-2021), but attribute unknown and unlikely the result of Project activities. - New sub-indicators selected and approved at Inception Workshop (2017)⁴⁵. 	<p>Moderately Satisfactory. Indicator targets only partially achieved. Species not showing trends in timeframe but monitoring in place but limited for some species. Will serve post-project species conservation and management.</p>
<p>(3) Legal, policy and institutional frameworks in place for conservation, sustainable use, and access and benefit-sharing of natural resources, biodiversity, and ecosystems.</p>	<p>Sufficient staff capacities and resources have been allocated for implementation of the legal, policy and institutional frameworks, and there is evidence of impact from the frameworks which can be recorded and verified. [target rating: 4, "Largely" - see IRRF rating scale for indicator 2.5.1].</p>	<ul style="list-style-type: none"> - Highly successful contribution to objective. - Published legal, policy and institutional texts and frameworks: 11 legislative decrees, laws, resolutions. - Draft law-decrees approved by Steering Committee, submitted to government for approval (i.e., draft Law-Decree on Strategic Environmental Assessment (SEA) and associated guidelines, Law-Decree to increase, regulate and stabilize the financial support of the National Tourism Fund to the National PA System, and studies/analyses supporting their development (7). - Post MTR, extensive and successful outreach, engagement, and collaboration with the MTT resulted in a successful partnership between MAA and MTT and other government ministries. Partnerships for their ongoing implementation in place (IGQPI). Process for Certification in Sustainable Tourism based on the GSTC standards are in progress. - PA Sustainable Financing Strategy was developed through a participatory process and delivered to DNA/MAA. - Draft Law-Decree on Strategic Environmental Assessment (SEA) and associated guidelines developed and submitted at the national level for greater impact than original outlined in Project Document. Not yet 	<p>Satisfactory. Extensive laws, regulations resolutions in place; approved and in review, with capacities developed to support their implementation. Extensive outreach, engagements training, all contributing to the Project's objective, a strengthened enabling framework to mainstream biodiversity into tourism, and safeguard biodiversity. ICTM not developed, rather PMU strengthened relationships through</p>

⁴⁵ See SRF notes related to sub-indicator changes in Annex 5.

		<p>approved and met with uncertainty as new concept to GoCV, though under consideration. Training and sensitization have taken place with SEA with great acceptance noted, related actions/mechanisms incorporated in management planning activities.</p> <ul style="list-style-type: none"> - Pilot SEA was not initiated in Maio. SEA not approved by gov't by TE. - Fisheries co-management frameworks were not established. Co-management of fish resources is a complex issue requiring extensive stakeholder participatory planning, with stakeholder resistance and prior efforts unsuccessful, including prior FAO Project. TE in agreement with MTR through consultations that a stakeholder-based planning process be initiated through a subsequent project. More extensive time, resources and consideration is required for possible forward progress with co-management efforts, of which sufficient was not integrated into Project design. - PA Sustainable Financing Strategy was elaborated, not approved. - Permanent Inter-Ministerial Technical Committee (CTIM) not established. 	<p>partnerships, very effectively</p> <p>Fisheries and PA sustainable financing not in place.</p>
(4) Capacity to implement national or sub-national plans to protect & restore the health, productivity & resilience of oceans & marine ecosystems	<p>Capacities to protect and restore the health, productivity and resilience of oceans and marine ecosystems are largely in place [target rating: 4, "Largely improved" - see IRRF rating scale for indicator 2.5.2].</p>	<ul style="list-style-type: none"> - Indicator is achieved - Extensive trainings workshops implemented at the national and local levels that will support and improve MAA and MTT's capacities as well as other decision-makers, government institutions (IGQPI), private sector stakeholders, NGOs and community members and organizations. - Select trainings and capacity building included, at the National level: <ul style="list-style-type: none"> o Training program about SEA and EIA between October and November 2019 with a total of 268 participants, 122 men (46%) and 146 women (54%) in the islands where the project is been implemented o Training for Ecotourism Guides 2021 with 47 participants. Santiago (M-25/F-2) and Maio (M-12/F-8) o Training in Management of Protected Areas 2021/2022 with 126 attendees with 65 men & 61 women - Extensive training and capacity building include, at the local level (Sal, Boa Vista, Maio, Santiago), those organized by the DNA, NGOs, city council, though project support, for fishers, Park Rangers, communities CEPF technicians, monitoring technicians, homestay community members. 	<p>Satisfactory. Successful implementation of training and capacity building at all levels, as well as in the tourism sector.</p>
(5) Changes in UNDP capacity assessment	<p>Baseline score + at least 10%.</p>	<ul style="list-style-type: none"> - Target not successful. Possible overestimate of baseline or inaccurate accounting of capacity at time of implementation. 	<p>Moderately Unsatisfactory. Per target, not achieved.</p>

scorecard for the national system of Protected Areas		<ul style="list-style-type: none"> - Extensive training, capacity building exercises, mainstreaming of BD and tourism into various departments and institutions at various levels make this “off track” achievement unlikely. - As indicated at MTR, Possible shortcoming of scorecard and assessment. - Total average score (2017) = 74% - Total average score (2021) = 70% 	Extensive trainings and capacity-building activities have taken place. See Indicator 4 above.
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OBJECTIVE LEVEL RATING: Moderately Satisfactory (MS).

Progress towards Project Outcomes 1

Outcome 1: Biodiversity conservation is mainstreamed into tourism planning & operations at national level & on priority islands			
Indicator	End of Project Target	Progress Level (at time of TE) & TE comment	
Outcome 1: Biodiversity conservation is mainstreamed into tourism planning & operations at national level & on priority islands			
(6) % of new tourism developments which conform to Tourism Land use plans & apply SEA & EIA recommendations as part of the permitting process	100% of new tourism-related infrastructural developments and hotels are consistent with Tourism Land Use Plans and SEA recommendations and apply rigorous EIAs whose conclusions are respected in the permitting process.	<ul style="list-style-type: none"> - Monitored for % of new EIA tourism development which conform to Tourism Land Use Plans and apply EIA recommendations as part of the permitting process. - SEA and recommendations submitted but not yet approved by the government (at TE), thus could not be monitored. - This target has achieved results with demonstration of tourism projects subject to EIA process with DNA exceptions and inspections performed. - Given time for approvals, lack of control of government decision-making, TE suggests this is an inappropriately constructed indicator given that results are dependent upon specific decisions (approval of decrees), developments/hotels consistent with SEA recommendations have not been met. This was out of the control of the project, as it was dependent upon government decision-making. Draft SEA Decree and regulations are still under review by government. - Activities achieved toward this result include training in EAI/SEA, laws-decrees submitted (SEA) and improved approved (EIA), related training needs assessment, trainings (SEA/EIA), stakeholder knowledge and increased buy-in (from consultations). 	Moderately Satisfactory While indicator is not fully achieved at time of TE, application of tourism development plans conforming to Tourism Master Plans and EIA recommendations is successful, particularly since being carried out by government. Also, trainings and participatory planning and development of plans, EIA and SEA supported effectiveness of process.

		<ul style="list-style-type: none"> - Sensitization of the importance of EIA, from consultations, suggest that government and other stakeholders are aware of the importance of SEAs, also to meet international requirements and financing. - Cabo Verde elaborated the Tourism Master Plans for the Islands of Santiago and Sal, with financial support from BIOTUR, that were published with recommendations for ZDTI. The Project aided / participated with the other 2 Project Islands. 	
(7) Number of EIA & SEA infractions identified & % of successful corrections achieved during the construction & operational phases of tourism developments	All significant environmental infractions during the construction and operational phases are identified in a timely fashion and corrections implemented through systematic auditing, monitoring, and enforcement.	<ul style="list-style-type: none"> - Identification of EIA infractions and monitoring of developments supports the mainstreaming of BD into tourism and the safeguarding of biodiversity. - Indicator not monitored for SEA. The new SEA decree-laws and regulations have yet to be endorsed by the government, thus could not be implemented nor monitored. 	Satisfactory. EIA assessments performed by DNA supports the outcome of BD mainstreamed into tourism. Indicates DNA/MAA integration of new EIA laws into process and implementing. Inadequate evidence to suggest all infractions identified.
(8) % of tourism businesses adopting & complying with national standards & sustainable tourism certification systems	<ul style="list-style-type: none"> (i) Baseline sustainable tourism assessment for targeted islands delivered (ii) National standards on sustainable tourism were created and adopted. (iii) National standards for small hotels integrate biodiversity elements. (iv) at least 30% of tourism-related operational hotels and tourism service providers on targeted islands adopt a GSTC-aligned certification system. (v) 100% of tourism operators doing business in protected areas comply with national standards or are independently certified. (vi) The frequency of activities causing negative impacts on 	<ul style="list-style-type: none"> - Sub-indicators i-viii are achieved or on track to being achieved. - Sub-indicators ix & x are not achieved and will not be achieved by end of Project implementation (December 2022) - National standards and a sustainable tourism certification system have yielded positive results at the national and community levels. Communities and beneficiaries are positively benefiting from activities/results. - Likely sustainability of project results with continued impacts to communities, tourism suppliers, sustainability of tourism activities and long-term impacts to sustainable tourism and BD. - Results related to sub-indicator (ix) Fish Certification Centers piloted in Sal, Boa Vista and Maio and (x) Number of new developments with associated biodiversity offsets in protected areas have not been achieved. It is anticipated that reducing impacts by artisanal fisheries will be addressed in the upcoming GEF Blue Economy Project. 	Satisfactory. Overall standards and certification programmes successful. Extensive progress on development and implementation of standards and certifications. While 100% of businesses in this indicator is unrealistic, tourism operators are adopting standards, certification programs have been developed with implementation initiated, and destination-base certification has been developed. Based on sub-indicators (i) to (viii),

	<p>biodiversity is reduced by at least 50% (e.g., from quad biking or boat anchoring; baselines and targets to be defined during Y1).</p> <p>(vii) Destination-based certification in place in two destinations.</p> <p>(viii) Sustainable Cabo Verde competition operational.</p> <p>(ix) Fish Certification Centers piloted in Sal, Boa Vista and Maio.</p> <p>(x) Number of new developments with associated biodiversity offsets in protected areas.</p>		<p>results are rated as Satisfactory. All but sub-indicator ix & x are implemented.</p>
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OUTCOME 1 RATING: Satisfactory (S)

Progress towards Project Outcomes 2

Outcome 2: The coastal and marine PA estate in priority islands is expanded and strengthened			
Indicator	Target end of the project	Progress Level & Justification for Rating	TE Assessment
9) Management Effectiveness Tracking Tool (METT) scores in each of the 8 new PAs to be established and operationalized.	<p>Pico de Antonia NP: 64</p> <p>Baia da Murdeira NR: 55</p> <p>Rabo de Junco NR: 61</p> <p>Ponta do Sol NR: 56</p> <p>Boa Esperança NR: 57</p> <p>Morro de Areia NR: 55</p> <p>Ilhéu de Sal Rei NM: 48</p> <p>Casas Velhas NR: 74</p>	<ul style="list-style-type: none"> - Tourism and business plans developed, and implementation initiated, at all PAs. - Staff and specialists on all islands in place supporting improved management. - Signage in place at some PAs with additional signage planned. - Interpretive centers on all 4 islands. - Highly successful implementation of micro-projects (NGO's, communities) funded by BIOTUR and/or in partnership with DNA, supported through the GEF-SGP. 	Satisfactory. Per METT scorecard.
10) Net revenue for PA management from the tourism sector in project intervention sites.	At least \$350,000 of annual net revenue is sustainably generated for PA management from the tourism sector	<ul style="list-style-type: none"> - There was no tourism to Cabo Verde beginning in 2020 (Cabo Verde was closed to visitors due to COVID 10 pandemic), and tourism has still not reached pre-pandemic levels. - Minimal revenue was generated during the project implementation period (3,900 USD – 24,800 USD), though it is unclear if this can be attributed to Project activities. 	Unsatisfactory. Due to COVID 19, there was no tourism for the latter half of the Project. Sustainable finance mechanisms developed but not approved, though

		<ul style="list-style-type: none"> - Some actions were taken toward achieving this outcome, such as technical and legal mechanisms necessary to support an enabling environment for sustainable revenue generation. These actions required government decision-making / approvals. - Financing from the Environment Fund was limited due to the drastic decrease in tourism revenue during the Pandemic. 	sustainable finance mechanisms are being sought by govt.
11) Financial sustainability scorecard for the national system of protected areas.	<p>Comp. 1: 46,8% Comp. 2: 40,8% Comp.3: 24,0% TOTAL: 37,2% as per PRODOC</p> <p>Revised baseline: Comp. 1 (29/95): 31% Comp. 2 (16/59): 27% Comp. 3 (13/71): 18% TOTAL (58/225): 26%</p>	<ul style="list-style-type: none"> - The result is based on adjusted baseline values incorporated. - While according to the scorecard the indicator is met, financial sustainability of the Project and the PA system is limited and lacking. Mechanisms that need to be in place to ensure financial sustainability post project completion are not in place. Proposed mechanisms not approved by government. There has been little advancement in financial sustainability since the MTR, primarily due to the Covid-19. The initially planned activities related to financial sustainability were not continued. This however has prompted discussion within Government, and there is a recent decision by the Ministry of Tourism to give 1-2% of the Tourism Tax to conservation, likely supported by the Project's relationship developed with the MTT. <p>Comp. 1 (33/95): 35%; Comp. 2 (18/59): 31%; Comp. 3 (13/71): 18%; TOTAL (64/225): 28%⁴⁶</p>	Satisfactory – Per scorecard, financial sustainability in place. However, the TE evaluation suggests that inadequate financial sustainability is a risk to the Projects sustainability.

OUTCOME 2 RATING: Moderately Satisfactory (MS)

⁴⁶ Project end Capacity Development Scorecard, METT and Financial Sustainability Scorecards have not been obtained, Results are based on outputs of June 2022 PIR, reviewed, and approved by the UNDP, and uploaded into PIMS. Select data cross referenced.

4.3.2. Relevance, effectiveness, efficiency

The overall Project Outcome Rating is Satisfactory.

- Relevance (*)

Relevance: “Extent to which the activity is suited to local and national environmental priorities and policies and to global environmental benefits to which the GEF is dedicated.”

The project is relevant. It is aligned with the Constitution of the Republic, the Government Programme for the Legislature and the Strategic Plan for Sustainable Development, Objective 2: Ensure economic and environmental sustainability, mainstreaming of tourism and sustainable development with agriculture and the environment. The Project is also aligned with UN Common Country Programme Document for Cabo Verde (2018-2022), including output 2.3: Enhanced legal, policy and institutional frameworks are in place for conservation, sustainable use and access, and benefit-sharing of natural resources, biodiversity and ecosystems, and the United Nations Development Assistance Framework (UNDAF) outcome 2.1: By 2022, Cape Verde's population, particularly the most vulnerable, benefits from enhanced national and local capacity to apply integrated and innovative approaches to the sustainable and participatory management of natural resources and biodiversity, climate change adaptation and mitigation, and disaster-risk reduction. The Project is also in line with 3 GEF FA strategies, BD-2: Mainstream biodiversity conservation and sustainable use into Production landscapes, seascapes, and Sectors (BD 2.2: Measures to conserve and sustainably use biodiversity incorporated in policy and regulatory frameworks); and BD-1: Improve the sustainability of protected area systems (BD 1.1: Improved management effectiveness of existing and new protected areas), contributing to GEF Global Environmental Benefits. Rating for relevance is **Relevant (R)**.

- Effectiveness (*)

Effectiveness: “Extent to which an objective has been achieved or how likely it is to be achieved.”

Despite the initial significant delays in project implementation (pre-MTR), the project provided an effective implementation with its accomplishments in achieving results in the Project's latter half. There are gaps that remain that hinder the success of reaching the Project's Objective, including activities that did not succeed in part due to available time as a result of delays pre-MTR and changing of Government during Project inception phase, exogenous circumstances such as COVID-19 impacting sustainable financing outcomes, and fisheries co-management arrangements that the evaluation would argue was overambitious for this Project given the complexities involved, inadequate time and forethought in steps to needed and lack of previous success / resistance to co-management arrangement. Significant capacity building activities (trainings, workshops, school programs, etc.) as detailed earlier in this report have taken place. While the Capacity Development Scorecard did not reach the indicator's end of project target, the PMU well argues that this is a result of an overestimated baseline. The TE evaluators will argue that mainstreaming of BD into any sector works along a continuum, and that the Project was successful in implementing many long-term sustainable actions (laws, partnerships, capacity building, new protected areas, community projects, engagements, certifications, species monitoring programmes, etc.) that have and will continue to lead the Project's mainstreaming objective. As such, the effectiveness of the Project is rated as **Moderately Satisfactory (MS)**.

- Efficiency (*)

Efficiency: “Extent to which results have been delivered with the least costly resources possible.”

The rating for project efficiency is Satisfactory (S). The project has been able to implement most of the project activities with the GEF resource allocated. While initial implementation delays were significant and inefficient in implementing outputs (limited staff and staff departures, etc., as previously described), many useful background studies were carried out pre-MTR and, most importantly, post-MTR's implementation's efficiency and adaptive approach made up for earlier limited efficiency, providing overall efficient implementation. Post MTR's accelerated implementation plan led to 99% expenditure of Project (GEF) funds. Effective adaptive management measures were put in place. Although only approximately 30% of co-financing was obtained relative to the

expected level, the Project was also able to leverage additional co-financing during Project implementation. Post-MTR partnerships development greatly supported efficiency through supporting partnership and their implementation of activities. For example, the strengthening of the partnership with the IGQPI and the Ministry of Tourism has resulted in the IGQPI developing and implementing sustainable tourism standards and creating certification programs, including for example standards based on GSTC criteria, which are integrated into IGQPI programs. Furthermore, there was wide representation and close involvement of government, institutions and NGOs, community members in project implementation and execution, their strong support and active participation as members of the Project Steering Committee and Technical Committee during implementation, which all added to the efficient implementation of the project activities. The Project’s efforts, and the creative and adaptive approach to Project implementation by the PMU in this latter part of the Project, along with effective coordination and collaboration among the key stakeholders contributed to an efficient project implementation. Mostly based on the post-MTR success of Project implementation and efficiency in its implementation, the rating for project efficiency is **Satisfactory (S)**.

The evaluation team finds that the use of financial resources (efficiency) was **Satisfactory** in relation to the different activities that were supported and in the implementation of the expected outcomes.

- Overall Outcome (*): **Satisfactory**

Assessment of Outcomes	Rating
Relevance	R
Effectiveness	MS
Efficiency	S
Overall Project Outcome Rating	S

4.3.3. Sustainability: financial (*), socio-economic (*), institutional framework and governance (*), environmental (*), and overall likelihood (*)

Sustainability: “Likely ability of an intervention to continue to deliver benefits for an extended period of time after completion; projects need to be environmentally as well as financially and socially sustainable.”

The **overall likelihood of sustainability is rated Moderately Unlikely** based on the highest risk rating given in the sub-categories below.

- Financial Sustainability

Financial sustainability rating is **Moderately Unlikely**. With the completion of the project, continued financing of the activities initiated under both components is mostly unlikely. There is a significant likelihood that financial and economic resources will not be available once the GEF assistance ends. Mechanisms to develop PA sustainable financial systems through tourism, Cabo Verde’s main source of revenue, did not take place during Project implementation primarily due to COVID-19 and the closure to tourism, where Cabo Verde lost over 14% GDP in 2021. As with many countries, Cabo Verde’s dept and lack of revenue generation from tourism also limited the financial resources available for distribution, for example from the Environmental Trust Fund. Discussions on other sustainable revenue generation (i.e., taxes) suggested increasing taxes was not indicated, rather discussion was about generating funds for distribution/redistribution. This part of the Project was initiated through the evaluation of sustainable finance options, but did not achieve the intended results. The formally declared PAs and the development of their management plans are integrated into the DNA, though their operationalization is still dependent upon adequate financing, resources, and capacity to put these measures in place. Other aspects of the Project will continue, with effective mainstreaming into institutions (i.e., tourism certification into IGQPI) and some financially self-sustaining initiative (i.e., established farms developed in communities using seedlings from Project funding greenhouses, produce being and to be sold to tourism enterprises).

- Socio-economic risk to sustainability

Socio-economic sustainability rating is **Moderately Likely (ML)**. There is a risk that development interests will supersede those of sustainability in the tourism sector. However, this evaluation finds that this risk is lower than indicated during the Project’s mid-term review, in large part a result of the political will evidenced by the acceptance of new and more stringent laws and regulations (i.e., for EIA) and the successful implementation of the majority of activities, and importantly, the significant relationship between the MMA and MTT which is essential to meet the Project’s objective of mainstreaming biodiversity into the tourism sector. It is also true that there is resistance to the approval of the SEA law and regulations, though it is still under consideration, with buy-in evidenced at the related workshops. Continued efforts of engagement will be required to sustain and increase interest and awareness of the public and political stakeholder groups. The Project has made positive progress, with Government buy-in and participation in the development of laws (i.e., more stringent EIA law and regulations). The MAA is continuing, through subsequent GEF projects being developed, to continue to enhance and strengthen governance structures and the enabling environment to support sustainability of resources, sectoral development process, biodiversity, the blue economy, etc. This well demonstrates continued political will and longer-term planning. Many of the concepts integral for sustainable tourism, such as SEAs for coastal tourism (new concepts that are met with skepticism) and benefits to Cabo Verde and its stakeholder groups, including the private sector, need continued outreach and demonstration, ultimately to support continued government’s buy-in.

- Institutional Framework and Governance risk to Sustainability

Institutional Framework and Governance sustainability is rated **Moderately Likely (ML)**. The project has effectively developed and approved (and those under review) legal frameworks and processes that support the project’s objectives of mainstreaming BD into the tourism sector and strengthening the PA system. There has been strong capacity building as part of the Project at all levels, including at the national, municipal, and local and community levels which already demonstrates increased awareness and buy-in for the Project’s outcomes and objective, technical knowledge, and awareness. The risk to institutional sustainability is the limited availability of resources, systems, and available personnel to continue implementation from the DNA, though there is integration of Project outputs into its programme and budget. The upcoming GEF-7 project will support and strengthen the institutional and governance structure.

- Environmental Risks to Sustainability

Environmental sustainability rating is **Moderately Likely (ML)**. There is little to no environmental risk to Project sustainability. Factors outside of the Project’s control pose a risk, such as impacts from climate change. The factors implemented through Component/Outcomes 2 are unlikely to pose a risk given the activities are set up to mitigate risk, as are the legislation and regulations developed in Component/Outcome 1. Management Plans and infrastructure established in PAs also intend to mitigate risk, as do the sustainable tourism standards and certifications implemented. Trails, signage, visitor centers, environmental awareness and programmes, trainings, community participation in tourism generated activities that depend on the PAs and its resources all support environmental sustainability. As previously mentioned, lack of available resources post-project completion, i.e., to continue to strengthen management and implementation of management plan, patrolling, signage, environmental awareness activities, will still pose risk to the environmental sustainability.

Sustainability	Rating
Financial resources	MU
Socio-political/economic	ML
Institutional framework and governance	ML
Environmental	ML
Overall Likelihood of Sustainability	MU

4.3.4. Country ownership

The project design and objectives were relevant to the national development plans and sectoral priorities (see relevance above), with legislation and regulations developed and enacted (and pending) by government during the Project’s implementation period. As a NIM Project, Government representatives implemented and supported implementation of the Project, with the National Project Director from the Ministry of Agriculture and the Environment. Financial contributions were made as grants and in-kind contributions to co-financing from both key Project Executing Partners (MAA and MTT).

4.3.5. Gender equality and women’s empowerment

Gender equality and women have been incorporated and addressed in the Project in different Project sections, as stated in the Findings of the Project design (Section 4.1.7). Gender is noted in different sections of the Project, though it appears mostly related to trainings, capacity building and livelihoods, and does not appear to be integrated throughout the Project’s design. The PMU / Project management team, however, appeared to well address gender and women’s empowerment through the implementation of the Project’s activities with results achieved supporting this work. PMU gathered sex-disaggregated data during the Project.

The Project’s activities and results appear to be contributing to gender equality. As outlined in the PIR, this has been primarily by contributing to closing the gender gaps in access to and control over resources, improving participation and decision-making of women in natural resource governance, and targeting socio-economic benefits and services for women. Project outputs and results have supported this contribution. In the 2022 PIR reporting period alone, the Project has supported women’s empowerment in decision-making, capacity building and socio-economic empowerment. The following Table 11 provides an indication of results for the above-mentioned reporting period. Women’s social inclusion and related challenges, noted by the Project, who addressed it ensuring that women are engaged in processes of development the same way as men. The partnership with SGP’s local projects on sustainable tourism focused on local associations that have been empowering women and families, and that are essential to make the tourism industry more sustainable environmentally but also socially and economically. Women’s participation improves income distribution on the local level. These outcomes, including those listed below, will likely have contributed to better preparations for women to participate in biodiversity / PAs and sustainable livelihood activities, with possible longer-term outcomes. The sustainability of these activities is likely, particularly as the tourism certification process is ongoing in the IGQPI and homestays are underway.

Table 11. Gender equality and Women’s Empowerment (from 2022 PIR)

Empowerment in decision-making
- The number of women members of the Protected Area Advisory Council (Conselhos Assessores das Áreas Protegidas, (CAAPs) continue to be 8 in Sal (72% of the CAAP members) and 3 in Boa Vista (37% of CAAP members).
- The number of women members of the Project Steering Committee continue 7, equivalent to 58% of PSC members.
- The number of women members of the Project Technical Committee is 13, equivalent to 56% of PTC members.
- A National workshop for the selection of jury for Blue Flag took place in May on the island of Sal where 17 women participated (50% of participant).
- 4 women (36%) are part of national Blue Flag jury
- 163 people participated in the workshops for the consultancy for Strengthening of Legal framework and facilitate Co-Management of Natural Resources in Cape Verde and of these 46% were women.
Capacity building

<ul style="list-style-type: none"> - The trainings given between October and November 2019 on Environmental Impact Assessment and Strategic Environmental Assessment had a total of 268 participants, 122 men (46%) and 146 women (54%) in the islands where the project was implemented. - Training in Protected Areas Management - 126 attendees with 65 men & 61 women - Project Central Staff includes 4 men & 4 women (50%).
Socio-economic empowerment
<ul style="list-style-type: none"> - Through the partnership with SGP the BIOTUR project financed 7 projects for 4 NGOs and 3 community associations a total of 222,050.00 dollars where 4 of these projects (57%) are led by women - The project Produção Agro-ecológica Integrada e Sustentável - PAIS in São Jorge so far has benefited 38 people and 27 are women (71%). - The project Valorização das Áreas Protegidas da Ilha do Maio; in Maio Island so far has benefited 68 people and 24 are women (35%). - The project Projeto MultiAdapt na Comunidade de Rui Vaz _ São Domingos; intends to benefit 213 families, 1033 people, including 508 women (49%). - Construction and rehabilitation of trails in the Natural Park of Serra Malagueta. The Community Association for the Development of Pedra Comprida carried out rehabilitation and signposting of Principal Trail (7.9 km). Information and safety conditions are now ensured for visitors, making the visit to the PA more attractive to tourists. 31 heads of family from the community of Ribeira Principal were involved in rehabilitation works, including 7 women (23%).

4.3.6. Cross-cutting Issues

Cross-cutting issues that align with UN programming as well as GEF-required issues addressed in this Project include, but are not limited to, the following:

Capacity Development: Capacity development has been a focal output of the Project. In addition to individual capacity building at the local community, municipal and national levels, there has been momentum for institutional capacity building, which has been achieved through training courses (formal and informal capacity building processes), and mainstreaming of both biodiversity and tourism into various government departments. Training of national government staff and their participation into the planning, development and implementation of new project endeavors and results (i.e. EIA law and regulations, draft SEA law and regulations, development of sustainable tourism standards), and for non-governmental/private/community stakeholders, has potentially or likely strengthened future policy decision-making and potentially strengthened institutions for collaboration and biodiversity mainstreaming into the tourism sector along with a strengthened biodiversity and PA management approach.

Knowledge Management. KM and communication of this Project's outputs, outcomes and results has been an element of this project, and successful in many regards. However, stakeholders have indicated that they are not aware of what the Project has achieved, including outputs that they have participated in. In other circumstances they are aware that new laws have been approved (i.e., EIA) but are not aware that it was developed as part of this project. Knowledge management and communication was not a specific output in this Project, which might have strengthened its focus, and there are also no indicators as to what the uptake or effect of such products has been thus their influence is not known.

Human Rights. See sections on Gender Equity and Women's Empowerment.

Poverty Alleviation: Improving livelihoods and poverty alleviation has been a focus throughout this project. The Project has worked with communities on sustainable alternative livelihood initiatives that generate improved livelihoods. These include, for example, women participating in fisheries through fish maintenance / enhanced storage, sustainable tourism certifications, tour operator licenses, community greenhouses for growing seedlings to support/develop farms, amongst others. However, for long term and broader impacts, replication and expansion of these initiatives is required. Several mechanisms are in place to enable this, such as functioning

greenhouses, certifications, and others as previously discussed. However, limited financial sustainability does risk sustainability of these activities, a concern also expressed by community stakeholders.

4.3.7. Catalytic/Replication Effect

There are a number of steps that the Project has taken to catalyse the public good. These include the following, summarized:

- The successful partnerships and engagement of national and local authorities during the development of laws, regulations, and standards. The strengthened relationship between MAA and MTT may be the most important catalytic effect due to its likely continuity and impacts. Given the importance of tourism to GDP and the potential environmental threats it could bring, this relationship should continue to be a key component of the GEF-7 governance project being developed.
- Laws developed and approved by the government.
- The proper involvement of national and local authorities during the development and implementation of initiatives will help ensure the project successes.
- Successful partnerships and the integration of initiatives developed through the Project into their ongoing planning (i.e., IGQPI Sustainable Tourism Standards).
- Communities have begun to demonstrate their willingness to contribute to the conservation of biodiversity and protected areas, with sustainable and profitable alternatives demonstrated and initiated through the Project. These demonstrated benefits need to continue for this catalytic effect and the potential for scaling up (i.e., tour operator licenses), with demonstrated benefits replicated for greater community beneficiary livelihoods impacted and for further impacts toward sustainability of the tourism sector.
- The duration of project implementation is too short, particularly given the realities on the ground and the very limited implementation during the first 3 years. Nonetheless, the Project's coverage areas, biodiversity, and tourism activities (from biodiversity monitoring in PAs to supporting homestay certification and sustainable tourism standards for tour operator) and the involvement of communities and projects are all results that can be built upon over time.
- Extensive partnerships developed at the municipal and local levels, with contracts and protocols, micro-projects funded.
- Extensive capacity building implemented at all levels (national, municipal, and local) and reaching large number of beneficiaries has great potential for catalytic impacts.

4.3.8 Impact - Progress towards the achievement of impacts

Impacts of the project toward its overall objective and outcomes include the following:

Laws/decrees/regulations. The results achieved in terms of legislation and management instruments are the basis for the effective mainstreaming of biodiversity in the tourism sector and for achieving sustainable tourism in Cape Verde. Without this legislation and instruments (basic and essential conditions), this mainstreaming of BD into tourism would not be possible.

Regulatory and policy changes at the regional, national and/or local levels have taken place. Prior to this Project, EIA regulations were insufficient to support tourism expansion that adequately considered environmental impacts, and broader landscape strategic planning for tourism expansion (SEA laws and regulations) was not developed. Furthermore, decision-makers were not well sensitized to their importance given the planned scale of tourism growth and associated infrastructure, and the significance of ensuring that the environment that tourists are coming to experience is not destroyed in the process. Capacity building to carry out laws, regulations, and/or mechanisms, such as standards and certification programmes, taken place at the national, municipal and

community levels, has been extensive. Capacity building and training programmes were designed and implemented to benefit technicians at the DNA and MTT, in collaboration for example with the University of CV and INIDA. However, the extent of impact will ultimately depend on political will to implement and enforce the regulations, particularly in the face of economic challenges as a result of the COVID-19 pandemic and potentially from the Ukraine-Russia war.

Standard and Certification Programmes. Sustainable tourism best practice standards have been integrated into IGQPI and in the process of GSTC certification, with PA tourism business plans incorporating standards and regulation. Blue Flag certification further monitors and supports water and environmental quality of beaches on the Project islands. These programmes support coastal areas, under greatest threat from tourism infrastructure. Tourism standards and certifications support livelihood and as a result, sustainable tourism practices are being implemented that support the safeguarding of the environment and PAs.

Expansion of the PA Estate. Safeguarding globally significant biodiversity from current and emerging threats has been improved through the expansion of the PA estate, including through management planning, improved infrastructure such as interpretation centers on each of the islands, trails, enforcement, biodiversity monitoring and capacity building.

IEC/training sessions. These sessions have had a positive impact on changing attitudes and behaviors of people/communities regarding biodiversity conservation, its integration into tourism, and the sustainable use of resources for balanced and sustainable development. The communities came to know the species, species conservation, and using sustainable tourism to generate income and improve livelihoods through their protection. Cabo Verde has tour guides trained by BioTur who today own their own company and employ colleagues.

Income Generating Activities (AGR). The results of the AGRs have generated an immediate impact on communities/beneficiaries' socio-economic lives. These AGRs generate money and support families in their daily income. The team had the opportunity to visit cheese, soap and vegetables producers who communicate that their social and economic lives have improved. An interesting example is a horticultural and community nursery created in Boa Vista with which it was possible to expand horticultural plots and increase the number of endemic plants and fruit trees planted on the island.

Research and Studies – Several outputs/reports of research and data collected on the island's biodiversity have supported management plans and can continue to support biodiversity and PA management decision-making. Most of these studies were developed in partnership with the National Institute of Agrarian Research and Development, currently transforming data into tourist outreach materials, supporting awareness of the island's resources and conservation needs.

Interpretive Centers – They are instruments for public dissemination of information on existing resources and biodiversity on each island. They are a means of training, awareness, and information for all target audiences (children, adults, tourists, schools, universities, etc.). They are fully operationally sustainable and function as a tourist spot of excellence. Over time, this work will continue to shift attitudes and behaviors towards biodiversity and ultimately the progressive integration of biodiversity into tourism.

5. MAIN FINDINGS, CONCLUSIONS, LESSONS LEARNED AND RECOMMENDATIONS

5.1 Main Findings

The section below summarizes the key findings of the Terminal Evaluation detailed in this report.

The Project experienced significant obstacles to implementation after the Project's start until after the MTR. Government change shortly after implementation took place, then significant staffing issues resulted in minimal implementation through the end of 2019/2020. Recruitment delays, staff pay disparities, personnel departures contributed to limited implementation. The Ministry of Tourism as key project partner was not engaged, a significant flaw and setback in implementation. The MTR and its recommendations and corrective actions were implemented by the PMU, with the support of the UNDP and the DNA. Project staff, including a new Project Manager and new Technical Advisor were recruited, as were additional staff and technical support staff within the PMU and on the Project islands, as prescribed in the Project's management structure. A 1-year project extension was requested and granted. Requested budget line re-allocation and subsequent Project financial review resulted in extensive budget approval delay (through 11 May 2022) significantly reducing 2022 project execution period for completion of project activities outlined in the "acceleration plan" under implementation. In place of requesting a further Project extension, the Project closed on 19 Sept 2022 with a cash advance of funds (USD 380,196) not expended transferred to the DNA to complete implementation through Dec 2022.

Post-MTR changes were successful. The PMU was significantly strengthened by the hiring of a new Project Manager, a new Technical Advisor, and additional technical staff, resulting in an excellent management team. This management team turned the Project around in a short time frame (2020-2022), with a changed strategy that focus on strengthening partnerships, including importantly the Ministry of Tourism, and using adaptive management, resulting in excellent implementation and execution. This work was supported by the UNDP CO, and the development and execution of the accelerated implementation plan with the Minister of Agriculture and the Environment and the UN Joint Office Resident Representative.

Adaptive management and stakeholder engagement including partnerships greatly supported implementation of activities. These included partnership arrangements (signed agreements) at municipal and non-governmental level, contracts with NGOs and community partners, including the GEF Small Grants Programme to facilitate implementation of community projects. To address the issue of NIM modality and lengthy hiring process, to accelerate hiring of key PMU positions, a National Consultant modality was successfully used. The partnership with Ministry of Tourism was prioritized, the relationship was strengthened and supported effective engagement. Community Programmes implemented through the GEF-SGP facilitated management and implementation.

Results included, but are not limited to:

Legislation

- 10 Legislative decrees, resolutions, laws and national standards for biodiversity conservation and turtle watching.
- New Environmental Impact Assessment (EIA) Law, approved.
- Strategic Environmental Assessment (EAA), under review.
- Decree Sustainable Tourism for Small Hotels.

Management of protected areas

- 7 Protected Areas (PA) with Management Plans prepared.
- 8 PA with Ecotourism and Elaborate Business Plans.
- 1 new AP - Inferno Bay marine natural park and Monte Angra created and management plans, ecotourism, and business in preparation; 2021 and total area 21.096ha - 3.626ha terrestrial and coastal and 17.470 hectares marine, increasing in 10,2% the total ha of designated PAs in Cabo Verde

- 3 Interpretive Centers created and in operation.
- 4 Advisory Councils (one per island) working.
- 40 Hiking/cycling/ATV trails implemented.
- 10 PA with some signaling system implemented.
- 4 partnerships with NGOs and 8 with signed community associations.
- Land and sea surveillance systems implemented or supported in all PAs.
- Training for Ecotourism Guides with 47 participants.
- Training in Management of Protected Areas with 126 participants.
- Other local training activities were organized or supported by the project.

Sustainable tourism

- Technical assistance program implemented aimed at preparing and adequacy to the requirements of the Certifications of tourist accommodation and tourism operators in sustainability.
- National Sustainable Tourism Standards created for tourist accommodation, tour operators and tourist destination based on GSTC criteria and requirements, submitted for recognition with the GSTC.
- 33 professionals trained as Sustainability Consultants for tourist accommodation and tourism operators.
- 12 local consultants hired to guide beneficiaries in implementing the requirements of the standards (9 for tourist accommodations and 3 for tour operators).
- 9 tourist accommodations and 3 tour operators have already received technical assistance and implemented the requirements of the national Sustainable Tourism Standards for tourist accommodations and tour operators.
- Senior technical assistance hired/provided to support and guide IGQPI in setting up the certification programs for tourism accommodation, tourism operators and tourism destinations on sustainability as well as in preparing and submitting the application for recognition of the standards to the GSTC.

Table 11. A summary of the ratings for each criterion within the Terminal Evaluation.

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

5.2 Conclusions

Though Project implementation started in 2016, there was limited implementation through the MTR due to the various issues described. Despite this significant setback, the Project demonstrated strong adaptive management mechanisms and a strategy and approach that focused on strengthening the Project's key partnerships (MTT), fostering broader government engagement, fostering extensive community, NGO and local stakeholder partnerships, and support for implementing and achievement of results. This ultimately will help ensure longer term benefits to sustainability and global environment benefits. The support of the UNDP is essential to ensure smooth and effective implementation and execution. Furthermore, community participation, partnerships and livelihood and community benefits are essential for long-term mainstreaming of biodiversity into the tourism sector, as is government buy-in and a strong enabling environment.

5.3 Lessons Learned

Project strategy. The project's strategy needs to incorporate key elements that were not prioritized during this Project pre-MTR. While the content will change dependent upon the project's overall objective, key strategic components should be present. These include:

1. **Key Partnerships: Government partners and support.** These include understanding the strength and critical importance of partnerships and ensuring adequate focus is given through the Project. Pre-MTR, relationships with critical government partners were not prioritized. These partnerships should be written into the Project strategy. The Project Management Team, in particular the Project Manager, should be selected with this approach in mind. Recruiting a National Project Manager who's approach and personality is better known will help ensure that this needed approach is taken (this also holds true for an Internationally contracted Technical Advisor). In addition to being a key Project partner, government relationships and partnerships should be fostered throughout government. Addressing biodiversity, the environment and their associated threats does not happen in a vacuum, and a multi-sectoral approach will continue to be needed. Long-term mainstreaming comes with broad and multi-sectoral buy-in, even if current sectoral issues are not directly at play. Furthermore, unintended results can come from these relationships, including a new decision that 1-2% of the Tourism Fund will go to conservation.

2. **The Importance of Adaptive management:** The execution approach must be adaptive and not rigid in order to facilitate the introduction of timely and necessary changes and to involve all (including new ones) partners in the execution of Project activities. While detailed implementation is required for Project development, flexibility should be integrated as possible.

3. **Stakeholder partnerships and synergies:** The success of a project depends on the engagement of all stakeholders in the different phases of the project, in both the PRODOC elaboration and implementation phases. This was evident in this Project prior to the Mid-term Evaluation where relationships with critical government partners were not prioritized, nor were developing and strengthening partnerships at the local municipal, NGO, and community level. Developing synergies and partnerships with communities and Project beneficiaries is essential for successful Project implementation. In this BIOTUR Project, having a Community Development Officer for each island proved invaluable for community and stakeholder engagement. Future Project development should ensure that developing community synergies through on the ground partnership is a priority, as is a Community Development Officer, a focal point for stakeholders' engagement.

4. **NIM Implementation:** A strategy to address NIM project management teams is needed for future GEF Projects to avoid similar issues that affected Project staffing (recruitment time, disparity, and amount of pay, etc.) and which resulted in nearly 3 years of poor Project implementation. GEF procedural changes require, for NIM (National Implementation Modality) Projects, for the EA to finance Project staff as part of the co-financing. (See Recommendation 3, below, for details).

5. **The importance of strong capacity building.** Strong government institutions and the capacity of staff is needed to maximize project benefit. Capacity building was an important and successful part of this project at many levels. The different information, education, communication, and training sessions contributed to the empowerment of institutions at the central and local levels and created the bases for the sustainability of the project and the integration of biodiversity in tourism. In addition, stakeholder participation in actual development of Project outputs, for example SEA law and regulations, also resulted in successful awareness raising, understanding and capacity building.

6. **Economic benefits from conservation.** Biodiversity conservation can result in economic benefit and support livelihoods, and it is important that the programmes and investments that this project initiated continue. It is the perception that they may not have advanced enough to enable the replication and catalytic effect desired. However, even small endeavours are a positive contribution and a beginning that can be built upon. This holds true on the larger scale of tourism development. Investments in implementing sustainability mechanisms (laws, community programmes, standards, etc.) take time to see results and impacts are not immediately seen, as they will almost surely take longer than the Project duration. However, the steps that the Project has taken will, to some extent and in some form, benefit environmental sustainability in the longer term.

7. **Co-management arrangements.** The co-management portion of the Project was not successful. Cabo Verde does not have experience and positive outcomes with efforts to establish co-management arrangements. The Project did not develop a strategy to implement the development of co-management arrangements, particularly given its complexity and unknown issues. A ground up approach is needed. As discussed with the DNA, a roadmap and strategic plan for working toward the development of co-management arrangements is needed, with adequate time and resources to implement.

8. **Dissemination and visibility of Project outputs.** Dissemination and visibility of the Project's valuable set of activities, products, and outputs is important at all stages of Project implementation, including at the Project's end. This is essential for continued stakeholder engagement both during the project and post-project completion. Stakeholders reported not knowing what the Project produced, though having been engaged in meetings. Visibility of the Project's activities and results is also particularly important for Project sustainability in order to help ensure that future initiatives continue to build upon the Project's outputs.

5.4 Recommendations

The following recommendations should be considered for future GEF Projects in Cabo Verde:

1. Ensure a strong project management unit with continuity of staff. Although the project encountered certain obstacles (covid crisis, very late start), its implementation went well. This is largely due to very good management by the PMU, support of the NPD, UNDP, and the DNA.
2. Ensure good development of project indicators. Adapt at Inception if necessary. This is essential to well reflect project objective and outcomes, and to ensure that monitoring is SMART and realistic given the Project implementation period. Implementation of project outputs and results should not be based on a particular government decision for which the Project has no control (i.e., approval of laws).
3. Adjust PMU staff recruiting process for GEF NIM Projects to address issues NIM project management team issues identified. Recommendations include: 1) Project staff transferred from Government agency be full-time Project staff; 2) Pay rates for core Project staff recruited for, or transferred from, the EA should receive pay rates higher than government rates, with this scale dependent upon position and responsibilities (i.e. Project Manager, etc.); 3) Setting a standard pay rate / scale for GEF financed projects that are co-financed by the EA could avoid possible perceived ambiguity and discrepancies in pay; 4) A small core Project staff should be

selected (recruited / transferred) with clear attention paid to their approach to, and experience with, 1-3 above, as well as other required experience; 5) Recruitment of the core Project management staff should be initiated as soon as Project implementation begins and TORs are developed and appropriately approved, due to government time frames for hiring. This should be specified in the ProDoc; 6) As possible and as in line with GEF/UNDP procurement rules, Project technical support persons should be hired through the national consultant procurement modality to reduce hiring time and to ensure that there is the required technical experience and expertise; and 7) Implementation should rely on partnerships, contracts, as was carried out in this Project.

4. As possible, implement key Project outputs not implemented. These include sustainable financing, co-management arrangement for marine resources, and operationalization of PAs and their management plans.

5. It is recommended that UNDP provide training to the Project Management Team in GEF/UNDP procedures at the beginning of the project or after the hiring of new personnel, particularly relating to reporting requirements, any required content, and M&E procedures. It is also recommended that continuous operational monitoring of finances and budgets take place in order to introduce needed changes in a timely manner.

6. The Project supported the development of a valuable set of products for the management of Protected Areas and the integration of biodiversity in tourism. It is recommended that a dissemination plan be developed and implemented to the various communities on the Project islands. Stakeholders reported not knowing what the Project produced, though having been engaged in meetings. This is also particularly important for PA management plans and business and tourism plans, in order to ensure that future initiatives are based on the Project's activities and results, and future activities incorporate the project's products.

7. Subsequent GEF Projects should continue to be developed to forward overarching Government priorities related to development, sustainability, and biodiversity conservation. Subsequent projects can address gaps and needs for government to achieve goals, as is being done for the GEF-6 (marine economy) and GEF-7 (governance structure) projects.

8. The projects should prioritize some tangible field components that are for early in project implementation, as appropriate, so as to begin to develop partnerships and relationships with municipal, community and site level stakeholders. The intention is to engage stakeholders to support Project ownership. This engagement can take the form of some concrete and visible actions where future tangible outputs and benefits can possibly be envisioned. Stakeholder feedback strongly suggested that participation in meetings with no substantive implementation in cases did not foster buy-in, and the absence of field activities significantly reduces the motivation of the beneficiary stakeholders. Income generating activities carried out with NGOs, municipalities, associations and communities had a positive impact throughout the duration of the Project, and if possible (strategically), it would be beneficial to begin some implementation early.

Annex 1: TE Mission itinerary

Time Schedule	Purpose/Activity	Place of Visit	Organization	Relevance to the project	Participants
Monday 26 September 2022	Working session with UNDP	Read Office UNDP, Praia	PNUD	United Nations Development Programme Agency	Maria Celeste Benchimol, Sónia Araújo Lopes
	Working session with the M&E Analyst Unit-UNDP team	Read Office UNDP, Praia	PNUD	United Nations Development Programme Agency	Carlos Brito, Mário Marques
	Courtesy visit to resident representative	Read Office UNDP, Praia	PNUD	United Nations Development Programme Agency	Steven Ursino
	Working session with THE DNA/UGP team of BIOTUR	Read Office DNA, Praia	DNA	Overall project Implementation Mainstreaming biodiversity considerations into the tourism sector. Strengthen the conservation of biodiversity	Alexandre Nevsky, Leno Passos
	Meeting with BIOTUR's consultant to support legal affairs in the field of EAS, EIA, and SNAP financial management	Consultant Office Praia	Consultant	Support for legal affairs in the field of EAS, EIA, and financial management of SNAP	Ilídio Cruz, Romão
Tuesday 27 September 2022	Viagem para Sal Trip to Sal				
	Meeting with the MAE Delegation	MAE Delegation's Read Office, Espargos, Sal	MAE Delegation's Read Office, Espargos, Sal	Project implementation in Sal Island	José Aureliano (Delegate MAE)

Time Schedule	Purpose/Activity	Place of Visit	Organization	Relevance to the project	Participants
	Meeting with NGO-Biodiversity Project	NGO Biodiversity Project Espargos, Sal	NGO Biodiversity Project	Project implementation in Sal Island	Albert Taxonera Steering Committee Member
	Meeting with the Fishermen's Association of Santa Maria	Odjo d'Água Hotel, Santa Maria, Sal	Santa Maria Fishermen's Association	Project impact on beneficiary communities	José Augusto Silva Gomes
Wednesday 28 September 2022	PA Visit (Baía da Murdeira, Marine Reserve and Rabo de Junco Nature Reserve) and the sites where local projects and meetings were developed with the local stakeholders responsible for implementation	Murdeira Bay Marine Reserve and Rabo de Junco Nature Reserve	Baía da Murdeira Marine Reserve and Rabo de Junco Nature Reserve	Project impact on beneficiary communities	Beneficiaries of project activities and managers of project implementing organizations.
	Meeting with the Representative of the Municipality of Sal	Sal, Espargos	Municipality of Sal	Project implementation in Sal Island Project impact on beneficiary communities	Euclides Gonçalves
Thursday 29 September 2022	Trip to Praia				
	Trip to Boa Vista				
	Working session with MAE Delegation	MAE Delegation's Read Office, Sal Rei, Boa Vista	MAE Delegation	Overall project implementation in Boa Vista Island	Xisto Almeida (Delegado)
	Meeting with the focal point of the Municipality of Boa Vista	Municipality of Boa Vista Sal Rei, Boa Vista	Municipality of Boa Vista	Project implementation in Boa Vista Island Project impact on beneficiary communities	Municipality focal point Steering Committee Member

Time Schedule	Purpose/Activity	Place of Visit	Organization	Relevance to the project	Participants
	Meeting with the Tourism Development Society of the islands of Boavista and Maio	Read Office SDTIBM, Sal Rei	Tourism Development Society of the islands of Boavista and Maio	Mainstreaming biodiversity considerations into the tourism sector. Strengthen the conservation of biodiversity	Luís Silva
Friday 30 September 2022	Visit to the sites where local projects and meetings were developed with the local actors responsible for the implementation	Several intervention sites on the island of Boavista Ponta do Sol Natural Reserve, Boa Esperança Natural Reserve, Norte, Natural Landscape	Ponta do Sol Natural Reserve, Boa Esperança Natural Reserve, Norte, Natural Landscape	Project implementation in Boa Vista Island Project impact on beneficiary communities	Beneficiaries of project activities and managers of project implementing organizations
	Meeting with the Varandinha da Boavista Association	Varandinha	Varandinha Association	Project implementation in Boa Vista Island Strengthening the conservation of biodiversity in Boa Vista	Henrique Cruz
	Meeting with NGO Natura 2000	Sal Rei	Natura 2000	Project implementation in Boa Vista Island Conservation of biodiversity in Boa Vista	Maria Medina
	Meeting with the Association Eleven Stars	MAE Delegation's Read Office, Sal Rei, Boa Vista	Onze Estrelas Association	Project impact on beneficiary communities	Carlos Morais

Time Schedule	Purpose/Activity	Place of Visit	Organization	Relevance to the project	Participants
	Meeting with Bios.Cv	MAE Delegation's Read Office, Sal Rei, Boa Vista	Bios.Cv	Conservation of biodiversity in Boa Vista	Samir Martins, Cátia
Saturday 1st Octobre 2022	Documentary review				
	SKYPE interviews with international consultants who have provided, or are providing technical services to BIOTUR			Overall Project implementation	Giacomo Cozzolino, Joseph Ryan, Isabel Torres, Carlos Sonderblohm, Bassotti
	Trip to Praia				
Sunday 2 Octobre 2022	Trip to Maio				
Monday 3 Octobre 2022	Meeting with UGAP do Maio	Delegation's Read Office, Porto Inglês, Maio	MAE Delegation	Overall Project implementation in Maio Island Conservation of biodiversity in Maio Project impact on beneficiary communities Mainstreaming biodiversity considerations into the tourism sector.	Teresa Tavares – Delegada MAA
	Meeting with the Focal Point of the Municipality of Maio	MAE Delegation's Read Office, Porto Inglês, Maio	Municipality of Maio	Project implementation in Maio Island Project impact on beneficiary communities	Emílio Ramos (municipality Focal Point and Steering Committee technician)

Time Schedule	Purpose/Activity	Place of Visit	Organization	Relevance to the project	Participants
	Meeting with the Municipality of Maio	MAE Delegation's Read Office, Porto Inglês, Maio	Municipality of Maio	Project implementation in Maio Island Project impact on beneficiary communities	Jailson, Thaís e Sara (technicians)
	Meeting with JJ&TOUR	MAE Delegation's Read Office, Porto Inglês, Maio	JJ&TOUR	Project impact on beneficiary communities	João J. (tourist guide)
	Meeting with stakeholders	MAE Delegation's Read Office, Porto Inglês, Maio	Community Association of Calheta Southern Fishermen Association	Project impact on beneficiary communities	Ídolo, Anastácio, Alexandrino
	Meeting with the National Directorate of Fisheries (JPC Project).	MAE Delegation's Read Office, Porto Inglês, Maio	National Directorate of Fisheries	Project impact on beneficiary communities	Maria Maraica
	Meeting with the Maio Biodiversity Foundation.	MAE Delegation's Read Office, Porto Inglês, Maio	Maio Biodiversity Foundation	Conservation of biodiversity in Maio	Jailson, Thaís e Sara
	Meeting with Barreirense Football Club	MAE Delegation's Read Office,	Barreirense Football Club	Project impact on beneficiary communities	Samir Silva, Malaquias (volunteers)

Time Schedule	Purpose/Activity	Place of Visit	Organization	Relevance to the project	Participants
		Porto Inglês, Maio			
	Visit to the sites where local projects and meetings with the local stakeholders who implemented them were developed.	Several intervention sites on Maio island	Porto Inglês Salt Flats, Morro	Project implementation in Maio Island Project impact on beneficiary communities	Beneficiaries of project activities and managers of project implementing organizations
Tuesday 4 Octobre 2022	Trip to Praia				
	Preparation of draft report and presentation on preliminary findings				Praia
Wednesday 5 Octobre 2022	Meeting with the President of the Social Sustainability Fund of Tourism	Head Office Ministry of Tourism and Transport, Praia	Ministry of Tourism and Transport	Overall Project implementation Mainstreaming biodiversity considerations into the tourism sector.	Manuel Ribeiro
	Meeting with the Institute of Quality Management and Intellectual Property (IGQPI)	Head Office IGQPI	Ministry of Finance	Overall Project implementation	Ana Paula Spencer – President Tomy Alves - Director of Standardization and Conformity Assessment Services
	Working session with the MAA Special Adviser and Director of the Office of the Minister of the MAA	Ponta Belém, Praia	Ministry of Agriculture and Environment (MAE)	Overall Project implementation	Alexandre Nevsky
	Meeting with the Environment Fund			Overall Project implementation	Mário Moreira
	Working session with the BioTur Coordination Team	Várzea, Praia	National Directorate of the Environment	Overall Project implementation	Adilson Passos, Paula Monteiro, Daniel Santos, Mário Almeida, Edna Fernandes,

Time Schedule	Purpose/Activity	Place of Visit	Organization	Relevance to the project	Participants
					Jakeline Tavares
Thursday 6 Octobre 2022	Visit to the natural park of Pico de Antónia	São Domingos		Conservation of biodiversity in the Natural Park	
	Meeting with UGAP PNSPA	Quinta da Montanha, São Domingos	MAE Delegation	Project implementation in Santiago	João Vieira-Delegate MAE
	Visit to the sites where local projects and meetings were developed with the local actors who implemented them	Intervention areas in PNSPA and surroundings	MAE Delegation	Project implementation in Santiago Project impact on beneficiary communities	Beneficiaries of project activities and managers of project implementing organizations
	Meeting with Rui vaz's Integrated Development Association.	Rui Vaz	Integrated Development Association.	Project implementation in Santiago Project impact on beneficiary communities	Beneficiaries of project activities and members of the Association.
	Meeting with the focal point of INIDA	Rui Vaz, São Domingos	INIDA	Project implementation in Santiago	Isildo Gomes, Aline Rendall
	Meeting with Municipality of São Domingos, Delegation of Min. Education, Director of the Center for Professional Training	INIDA, São Jorge dos Órgãos	Municipality of São Domingos, Delegation of Education Ministry, Professional Training Center	Project implementation in Santiago	Gabriel Braz Valdano Furtado Airton Gonçalves
Friday 7 Octobre 2022	Preparation of draft report and presentation on preliminary findings				
	Wrap-up and debriefing meeting, presentation of	Praia	UNDP	Overall Project implementation results	MAE, UNDP, DNA, stakeholders (local + central) via skype.

Time Schedule	Purpose/Activity	Place of Visit	Organization	Relevance to the project	Participants
	preliminary findings and recommendations with stakeholders (see list of participants attached).				Online meeting, MAE, UNDP, DNA, stakeholders (local + central)
	Return of the international consultant				

Annex 2: List of people interviewed

Island	Name	Date	Institution	Function/Connection with BioTur Project
Santiago	Steven Ursino	26.09.22	PNUD	Resident Representative
	Maria Celeste Benchimol	26.09.22	PNUD	Head of Energy, Environment and Climate Change Unit-UNDP
	Sónia Lopes	26.09.22	PNUD	Technical Advisor Joint Office PNUD
	Carlos Brito	26.09.22	PNUD	M&E Analyst Unit-UNDP
	Mário Marques	26.09.22	PNUD	M&E Analyst Unit-UNDP
	Ilídio Cruz	26.09.22	Legal Support Office	BioTur Consultant: support for legal issues in the field of SEA, EIA, and financial management of SNAP
	Alexandre Nevsky	04.10.22	MAE (Ministry of Agriculture and Environment)	Special Adviser and Director of the Minister's Office
	Manuel Ribeiro	05.10.22	Tourism Social Sustainability Fund	Tourism Fund Manager (concerted work between Ministry of Agriculture and Environment (MAA) and Ministry of Tourism and Transport (MTT))
	Paula Spencer	05.10.22	Institute of Quality Management and Intellectual Property (IGQPI)	IGQPI President
	Tomy Alves	05.10.22	Institute of Quality Management and Intellectual Property (IGQPI)	IGQPI Technical Focal Point (IGQPI and – BioTur protocol)
	Mário Moreira	05.10.22	Environment Fund	President (support for BioTur projects)
	Adilson Passos	05.10.22	National Environment Directorate	BioTur Project Coordinator (Administrative, Technical and Financial Management - Integration of Biodiversity in Tourism)
	Paula Monteiro	05.10.22	National Environment Directorate	M&E (BioTur Project - Database)
	Daniel Santos	05.10.22	National Environment Directorate	Tourism Technician - BioTur Project
	Mário Almeida	05.10.22	National Environment Directorate	Tourism Technician - BioTur Project
	Edna Fernandes	05.10.22	National Environment Directorate	Procurement – BioTur Project
	Jakeline Tavares	05.10.22	National Environment Directorate	Intern – BioTur Project
	Iolanda Varela	05.10.22	National Environment Directorate	Intern – BioTur Project
Isildo Gomes	06.10.22	INIDA	Researcher (BioTur Consultant/Trainer - AP Platform, for information management, transformation of biodiversity and natural resources document into a tourist product)	

	Aline Rendall	06.10.22	INIDA	Researcher (BioTur Consultant/Trainer - PA Platform, for information management, transformation of biodiversity and natural resources document into a tourist product)
	João Vieira	06.10.22	MAE Delegation - São Domingos	BioTur's Local Delegate/Coordinator
	José da Luz Lima	06.10.22	Planalto Rui Vaz Association	President (IEC campaign, environmental preservation, forest cleaning, introduction of endemic plants and fruit trees) - (working with BioTur)
	Cátia Pereira	06.10.22	Planalto Rui Vaz Association	Responsible Nursery (plant production) - (working with BioTur)
	Gabriel Braz	06.10.22	Ministry of Education	Delegate of St. Lawrence - (working with BioTur)
	Valdano Furtado	06.10.22	Municipality of São Lourenço dos Orgãos	Councillor of the Tourism Pelouro - (working with BioTur)
	Aerton Gonçalves	06.10.22	Professional training center (SLO)	Responsible (working with BioTur)
	Helen	06.10.22	SLO Interpretive Center	Tour/environmental guide (Centre co-financed by BioTur)
Sal	José Aureliano	27.09.22	MAE Delegation - Sal	BioTur's Local Delegate/Coordinator
	Albert Taxonera	27.09.22	ONG-Biodiversity	Member of the Steering Committee
	José Augusto Silva Gomes	27.09.22	Santa Maria Fishermen's Association	President of the Association: Training
	Artur	27.09.22	Kite Surf	Signage, PA surveillance, Turtle Protection
	Euclides Gonçalves	28.09.22	Municipality of Sal	Member of the BioTur Technical Committee
Boa Vista	Xisto Almeida	29.09.22	MAE Delegation - Boa Vista	BioTur's Local Delegate/Coordinator
	Ana Dias	29.09.22	MAE Delegation - Boa Vista	Technician Tourism - BioTur
	Ivone Delgado	29.09.22	MAE Delegation - Boa Vista	Technician, ecological follow-up BioTur
	Yasmine da Graça	29.09.22	Municipality of Boa Vista	Director of Environment and Sanitation, Member of the BioTur Technical Committee
	Hermes Neves	29.09.22	Municipality of Boa Vista	Tourism Technician. BioTur Focal Point
	Luis Silva	29.09.22	Integrated Tourism Development Society of Boa Vista and May (SDTIBM)	Chairman: Member of the BioTur Technical Committee
	Marina	29.09.22	Integrated Tourism Development Society of Boa Vista and May (SDTIBM)	Environment Technique
	Henrique Cruz	30.09.22	Varandinha Association	President: agricultural production, nursery, soap, and cheese production
	Maria Medina	30.09.22	NATURA 2000	President: protection of turtles
	Fabrizio Brito	30.09.22	Fundo das Figueiras Interpretive Center	Tourist guide
	Michel	30.09.22	Cheese Production Centre: Cabeça Tarrafe	Owner

	Carlos Morais	30.09.22	NGO Onze Estrelas, Bofareira	President: Protection of turtles, cleaning of beaches (Ponta do Sol Nature Reserve)
	Samir Cátia	30.09.22	Bios CV	Turtles
Maio	Tereza Tavares	03.10.22	MAE Delegation – Maio	BioTur's Local Delegate/Coordinator: Joint Oversight Center
	Mónica Rosa	03.10.22	MAE Delegation – Maio	BioTur Community Development Technique
	Ronie António Lima	03.10.22	Tourism Technician	UGAP - Maio
	Emílio Ramos	03.10.22	Municipality of Maio	Councilman: Saltlands, Interpretive Center Trail Signage
	Julieta Dono	03.10.22	Municipality of Maio	Coordinator of the Municipal Office of Local Development: Interpretive Center, Saltlands, Homestay
	Thais	03.10.22	Maio-Biodiversity Foundation	Coordination Marine Protected Areas, Community Education, Eco Guides Training, Homestay; Joint Oversight
	Sara	03.10.22	Maio-Biodiversity Foundation	Communities and Trails - BioTur; Salinas
	Jailson	03.10.22	Maio-Biodiversity Foundation	Turtle Program Coordinator
	Samir Silva	03.10.22	Barreirense Futebol Club	President: Laja Branca, Corte de Acacias - BioTur; IEC Communities; Barreiros/Figueira Natural Landscape; Old Houses Nature Reserve; Bike Paths and Turtle Watching
	Malaquias	03.10.22	Barreirense Futebol Club	Member
	João	03.10.22	J&TOUR	Tourist guide
	Ídolo	03.10.22	Calheta Community Association	President
	Anastácio	03.10.22	Southern Fishermen's Association	Fisherman - Casas Velhas Marine Area
	Alexandrino	03.10.22	Southern Fishermen's Association	Fisherman - Casas Velhas Marine Area
	Maria	03.10.22	National Directorate of Fisheries (JPC Project)	Social Worker - Training Marine Protected Areas BioTur; Beach Cleaning, Safety
	Maraica	03.10.22	National Directorate of Fisheries (JPC Project)	Biologist - Training Marine Protected Areas BioTur; Beach Cleaning, Safety
	Ricardina	03.10.22	Casa Mira-Pau Seco, Morrinho	Home Stay - BioTur Training
	Tereza	03.10.22	Casa Damas de Morrinho	Training, Construction Support
		António Romão	03.10.22	Consultant

Annex 3: List of Documents Reviewed

- Project document signed between UNDP and the Government of Cabo Verde
- BIOTUR Inception Workshop Report 2017
- MTR BIOTUR Project
- CaboVerde_GEF5524_UNDP4526_MTR_Final Report BIOTUR 03 Signed
- Declaração de Responsabilidade - Auditoria BIOTUR (31 dez. 2021)
- Lettre PNUD- Request Extension Project PIM 4526
- LNF_PlanoForm_Rev2_5Abr18 - ENG
- MTR BIOTUR Management Response VF __ Follow up 13 October 2020
- Agenda_missão_MTR_BIOTUR_updated 10 October 2019
- PIMS_4526_Inception_Report_26-01-18_CLEAN
- Projeto BIOTUR - Contrapartida do IGQPI
- Protocol com ITCV Homologado
- TE Strengthening Cabo Verdes PAS - DRAFT_V5_151215 (003)
- UN - UNDAF.CABO_VERDE
- UN Country Programme
- BTOR_BIOTUR
- Plano_Plurianual_BIOTUR_mar-2019
- BIOTUR PTA 2022_AWP 10-05-2022
- BIOTUR. Annual Report 2018.
- BIOTUR. Annual Technical Report
- BIOTUR. Annual Workplan. 2017, 2018, 2019
- BIOTUR. 4º Memorando da Reunião do Seguimento, Balanço e Avaliação entre os Elementos da UGP do “Projeto Integração da Conservação da Biodiversidade no Setor do Turismo com o reforço do Sistema de Áreas Protegidas de Cabo Verde”. 2018
- BIOTUR. Memorandos da 1.ª, 2.ª e 3ª Reunião entre UGP e PNUD. 2018
- BIOTUR. Memorando da 1ª Reunião entre do Comité Técnico do BIOTUR. 2017
- BIOTUR. Pluriannual Workplan (Excel Workfile). 2019
- BIOTUR. Programa de Planeamento, Seguimento e Reporting da equipa do BIOTUR. 2018
- BIOTUR. Report of Project Steering Committee. (Vários Documentos)
- BIOTUR- consultants reports 2018 2019
- BIOTUR. UGAPs Quarterly Reports
- GEF. Project Implementation Review (PIR) 2019
- GEF. Project Implementation Review (PIR) 2018
- GEF. Project Identification Form (PIF)
- GEF. Guidance for Conducting Midterm Reviews Of UNDP-Supported, GEF-Financed Project GEF. Project Document - Mainstreaming biodiversity conservation into the tourism sector in with a further strengthened protected areas system in Cabo Verde - BIOTUR (2016 version)
- PRAO Terminal Evaluation. 2017
- UNDP. Combined Delivery Report – BIOTUR. 2019
- UNDP. Combined Delivery Report – BIOTUR. 2018
- UNDP. Combined Delivery Report – BIOTUR. 2017
- UNDP. Combined Delivery Report – BIOTUR. 2016
- Minutes (Steering Committee meetings, meetings with experts, and project team, etc.)
- Financial Data including
- List and contact details for project staff, key project stakeholders and other partners to be consulted
- Information materials produced by the project activities (publications, brochures, information strategy, training materials, best practices methods, documents on project website)
- PA Management Plans (7)
- PA ecotourism Business Plans (8)
- Other UNDP documents available for reference

Annex 4: Evaluation Criteria Matrix*

*Note: Questions to be discussed and agreed to with Commissioning Unit, UNDP, Project team before Inception Report is finalized

Evaluative Criteria Questions	Indicators	Sources	Methodology
Evaluation Criteria: Relevance			
<i>How does the project relate to the main objectives of the GEF Focal area, and the environment and development priorities a the local, regional, and national level?</i>			
Does the project's objective fit within Cabo Verde's environment and development priorities?	<ul style="list-style-type: none"> • Level of coherence between project objective and relevant priority national strategies and policies • Level of participation of the concerned agencies in project activities. 	<ul style="list-style-type: none"> • National strategy and policy documents • Project documents • Minutes of meetings 	Document review, national level interviews
To what extent were relevant stakeholders sufficiently involved in project design and was the project formulated according to the needs and interests of all targeted and/or relevant stakeholder groups / local beneficiaries.	<ul style="list-style-type: none"> • Level of involvement of local and national stakeholders in project development • Level of participation of beneficiaries in Project implementation • Stakeholder views of the project concept and approach 	<ul style="list-style-type: none"> • Project documents • Project staff • Local and national stakeholders 	Document review, field visit interviews
To what extent is the project aligned to the main objectives of the GEF focal area?	<ul style="list-style-type: none"> • Level of coherence between project objective and GEF strategic priorities (including alignment of relevant focal area indicators) 	<ul style="list-style-type: none"> • Project documents • GEF-5 strategic framework • PIRs 	Document review, UNDP staff interviews
Was the project aligned with UNDP priorities and strategies for Cabo Verde, including national strategies to advance gender equality	<ul style="list-style-type: none"> • Level of coherence between project objective and design 	<ul style="list-style-type: none"> • UNDAF / UNDP country programme documents • Project document. • National polices, municipal/local strategies 	Document review, UNDP staff interviews
Evaluation Criteria: Effectiveness			
<i>To what extent have the expected outcomes and objectives of the project been achieved?</i>			
What is the extent of progress made toward achieving the indicator targets agreed upon in the Strategic Results Framework	<ul style="list-style-type: none"> • Level of progress toward project indicator targets relative to expected level at current implementation, ss per the Strategic Results Framework 	<ul style="list-style-type: none"> • Strategic Results Framework (updated per the 2017 Inception Report) • Project staff, stakeholders 	Document review, Updated SRF
To what extent does the project enhance capacities for stakeholders to integrate biodiversity into the tourism sector	<ul style="list-style-type: none"> • Adoption of mechanisms developed (i.e., new national standards for tourism, sustainable tourism certification, other) 	<ul style="list-style-type: none"> • Project documents • Project staff, stakeholders • Tracking Tools 	Document review, interviews, field visits

	<ul style="list-style-type: none"> • Extent of new legislation, procedures developed and/or approved (EIA/SEAs, Environmental Fund, decrees, others) • Capacity building/trainings 		
To what extent has the project strengthened biodiversity conservation nationally and within the Project's PAs.	<ul style="list-style-type: none"> • Number of new PA, new PA management plans • Monitored population levels of key species targeted 	<ul style="list-style-type: none"> • Project documents • stakeholders 	Document review, interviews, field visits
What are the key factors contributing to the project's (of select outcomes/results) success or failure, and what lessons can be learned from this?	<ul style="list-style-type: none"> • Level of documentation of, and preparation for, project risks, assumptions, and impact drivers 	<ul style="list-style-type: none"> • Project documents • stakeholder interviews, 	Document review, interviews
What are the key risks and barriers that remain to Evaluation Criteria achieving the project objective and generating Global Environmental Benefits?	<ul style="list-style-type: none"> • Presence, assessment of, and preparation for expected risks, assumptions, and impact drivers 	<ul style="list-style-type: none"> • Project documents • Stakeholder 	
Evaluation Criteria: Efficiency			
<i>Was the project implemented efficiently, in line with international and national norms and standards?</i>			
Was the project cost-effective, compared with alternative approaches to attain the same results?	<ul style="list-style-type: none"> • Review of Project costs • Quality and adequacy of financial management procedures (in line with UNDP, UNOPS, and national policies, legislation, and procedures) • Financial delivery rate vs. expected rate • Management costs as a percentage of total costs 	<ul style="list-style-type: none"> • Project documents, • PIRs/annual reports • PMU/Project staff interviews 	Document review, interviews with project staff
Are expenditures in line with international standards and norms?	<ul style="list-style-type: none"> • Review of Project costs • Cost of project inputs and outputs relative to norms and standards for donor projects in the country or region 	<ul style="list-style-type: none"> • Project documents • Project staff 	
Has the project or programme been implemented within the original timeframe and budget or were there delays, and if there were delays, has that affected cost-effectiveness and what are/were the reasons for the delays/discrepancies?	<ul style="list-style-type: none"> • Project milestones in time • Planned results affected by delays • Required project adaptive management measures related to delays • Review of Project costs • Quality and adequacy of financial management procedures 	<ul style="list-style-type: none"> • Project documents • Project Management Unit/technical staff • Project staff 	Document review, interviews with project staff

<p>Is the project implementation approach efficient for delivering the planned project results?</p>	<ul style="list-style-type: none"> • Analysis of implementation/activity and results • Adequacy of implementation structure and mechanisms for coordination and communication • Planned and actual level of project staff in place during project implementation • Extent and quality of engagement with relevant partners / partnerships • Quality and adequacy of project monitoring mechanisms (oversight bodies' input, quality, and timeliness of reporting, etc.) 	<ul style="list-style-type: none"> • Project documents • Stakeholder interviews • Project staff 	<p>Document review, interviews with project staff, national and local stakeholders</p>
<p>What is the contribution of cash and in-kind co-financing to project implementation?</p>	<ul style="list-style-type: none"> • Level of cash and in-kind co-financing relative to expected level 	<ul style="list-style-type: none"> • Project documents • Stakeholder 	<p>Document review, interviews</p>
<p>Evaluation Criteria: Sustainability <i>To what extent are there financial, institutional, socio-political, and/or environmental risks to sustaining long-term project results?</i></p>			
<p>What is the likelihood of financial, socio-political, institutional framework and governance, environmental sustainability, each to be addressed independently, and overall likelihood of sustainability?</p>	<ul style="list-style-type: none"> • Analysis/review of risks & mitigation measures of each aspect of sustainability • The likelihood of sustainability of project outcomes 	<ul style="list-style-type: none"> • Project documents • Project staff, stakeholders 	<p>Document Review, interviews</p>
<p>How likely is the ability of the project to continue to deliver benefits, including socio-economic benefits, for an extended period of time after completion in the project areas?</p>	<ul style="list-style-type: none"> • Review of activities that strengthen sustainability • Existence of socio-political risks to project benefits 	<ul style="list-style-type: none"> • Annual reports, project staff 	<p>Document Review, interviews</p>
<p>Are the financial sustainability mechanisms outlined by the project effectively implemented, and are they likely to sustain the project results once the GEF assistance ends?</p>	<ul style="list-style-type: none"> • Level of development and implementation of financial sustainability mechanisms implemented by the project • Business plans written • Financial requirements for maintenance of project benefits • Potential for additional financial resources to support maintenance of project benefits 	<ul style="list-style-type: none"> • Project documents • Project staff, stakeholders 	

Do relevant stakeholders have or are likely to achieve an adequate level of “ownership” of results, to have the interest in ensuring that project benefits are maintained?	<ul style="list-style-type: none"> • Level of initiative and engagement of relevant stakeholders in project activities and results • Adoption of tourism certification • Review of risks & mitigation measures • Level of satisfaction of stakeholders / beneficiaries 	<ul style="list-style-type: none"> • Project documents • Stakeholder, community stakeholders, resource users 	Document Review, interviews
How has the project developed appropriate institutional and local capacity systems, structures, staff, expertise, etc. so that support will be self-sufficient after the project closure date?	<ul style="list-style-type: none"> • Level of capacity of relevant stakeholders relative to level required to implement national, subnational plans to sustain project and global environmental benefits • Adoption of sustainable national tourism standards/certifications • Evidence of action indicating effectiveness and sustainability of strengthened capacity 	<ul style="list-style-type: none"> • Project documents • Stakeholder, Municipal, district technical staff, 	Document Review, interviews
To what extent is the project sustainable at institutional and governance levels?	<ul style="list-style-type: none"> • Review of project outputs (i.e., legal, governance mechanisms developed) • Review of risks & mitigation measures • Existence of socio-political, institutional and governance to project benefits 	<ul style="list-style-type: none"> • Project documents • Project stakeholder • District technical staff • Project beneficiaries, communities 	Document review, interviews
Evaluation Criteria: Gender equality and women’s empowerment:			
<i>How did the project contribute to gender equality and women’s empowerment?</i>			
How did the project contribute to gender equality and women’s empowerment?	<ul style="list-style-type: none"> • Level of progress of gender action plan and gender indicators in results framework 	<ul style="list-style-type: none"> • Project documents • Project stakeholder • District technical staff • Project beneficiaries, communities 	Document review, interviews
In what ways did the project’s gender results advance or contribute to the project’s biodiversity mainstreaming outcomes?	<ul style="list-style-type: none"> • Presence of linkages between gender results and project outcomes, impacts 	<ul style="list-style-type: none"> • Project documents • Project stakeholder • District technical staff • Project beneficiaries, communities 	Document review, interviews
Evaluation Criteria: Impact			
<i>Are there indications that the project has contributed to, or enabled progress toward reduced environmental stress and/or improved ecological status?</i>			
To what extent has the Project enhanced biodiversity conservation in Cabo Verde	<ul style="list-style-type: none"> • Monitoring indicator results for selected globally significant species (as outlined in the SRF) 	<ul style="list-style-type: none"> • Project Documents, including tracking tools • Project staff, stakeholders 	Document review, interviews

	<ul style="list-style-type: none"> • Increased ha of habitats of global importance under increased protection, impacts from tourism avoided, other. • Increased management effectiveness of PAs (as measured by the METT, # of new PAs, new PA management plans, other implementation activity) 		
Are impact level results likely to be achieved? Are they likely to be at the scale sufficient to be considered Global Environmental Benefits?	<ul style="list-style-type: none"> • Environmental indicators • Level of progress through the project's Theory of Change 	<ul style="list-style-type: none"> • Project documents • Project stakeholder 	Document review, interviews
Are there indications that the project has contributed to, or enabled progress toward reduced environmental stress (i.e., from tourism development) and/or improved ecological status and management of both marine and terrestrial protected areas. Are the actions in place sustainable, and if not, what are the risk for ongoing degradation?	<ul style="list-style-type: none"> • Extent of project results that contribute to reducing environmental degradation and biodiversity mainstreamed into tourism sector (i.e., decrees, governance mechanisms, national tourisms certifications, application of SEA/EIAs, number of infractions, other) • Review of tracking tools • Extent of increased in ha and effective management of PAs 	<ul style="list-style-type: none"> • Project Documents, including tracking tools • Project staff, stakeholders 	Document review, interviews

Annex 5: Project Results Framework

Updated as per Inception Report 2017⁴⁷: Mainstreaming Biodiversity Conservation into the Tourism Sector in Synergy with a Further Strengthened Protected Areas System in Cabo Verde.

<p>This project will contribute to achieving the following Country Programme Outcome as defined in CPAP or CPD: COUNTRY PROGRAMME / UNDAF OUTCOMES #4: Institutions reinforce environmental governance and integrate principles of environmental sustainability, climate change and disaster relief reduction; public and private institutions adopt a holistic approach to conservation and protection of critical habitats and biodiversity.</p>
<p>Country Programme Outcome Indicators:</p>
<p>Primary applicable Key Environment and Sustainable Development Key Result Area (same as that on the cover page, circle one): 1. Mainstreaming environment and energy OR 2. Catalysing environmental finance OR 3. Promote climate change adaptation OR 4. Expanding access to environmental and energy services for the poor.</p>
<p>Applicable GEF Strategic Objective and Program: BD-2 & BD-1</p>
<p>Applicable GEF Expected Outcomes: [BD 2.2]: Measures to conserve and sustainably use biodiversity incorporated in policy and regulatory frameworks. [BD 1.1]: Improved management effectiveness of existing and new protected areas.</p>
<p>Applicable GEF Outcome Indicators: [Indicator 2.1]: Landscapes and seascapes certified by internationally or nationally recognized environmental standards that incorporate biodiversity considerations (e.g., FSC, MSC) measured in hectares and recorded by GEF tracking tool. [Indicator 1.1]: Protected area management effectiveness score as recorded by Management Effectiveness Tracking Tool.</p>

	Indicator	Baseline	Targets End of Project	Source of verification	Risks and Assumptions
	(1) Number of hectares of key habitats of global	A total of 205,424.01 ha of PAs designated	In at least 8 priority PAs, covering a total of 16,548.31 ha.		Political will of key ministries - MAA/DNA, MTT/DGTT MEM/DNEM - and other relevant institutions and

⁴⁷ See Inception Report 2017. Annex N – Reviewed Project Results Framework (English Version). Mainstreaming Biodiversity Conservation into the Tourism Sector in Synergy with a Further Strengthened Protected Areas System in Cabo Verde.

	Indicator	Baseline	Targets End of Project	Source of verification	Risks and Assumptions
<p>Project Objective⁴⁸</p> <p>To safeguard globally significant biodiversity in Cabo Verde from current and emerging threats, by enhancing the enabling and regulatory frameworks in the tourism sector and activating a critical further subset of the national protected areas system.</p>	importance under increased protection.	(73,295.06 ha of terrestrial and coastal, and 132,128.95 ha of marine PAs), of which 45,906.68 ha without management plans. Increasing pressure from tourism and artisanal fisheries negatively impacting globally important habitats. [baselines to be quantified during 2018 and 2019 through initial assessments conducted under output 2.5]	(i) Establishment and operationalisation of PA management according to site specific management and ecotourism plans (ii) Tourism- related disturbance of critical habitats avoided, reduced or compensated; (iii) Adverse impacts by artisanal fisheries reduced or reversed;	Field studies and technical documentation. Annual reports by DNA and PA management units. Project progress and M&E reports. Ecosystem monitoring and auditing reports, and tracking tools. Independent midterm and final project reviews.	agencies to provide coordinated support for a strengthened biodiversity conservation agenda in Cabo Verde and an expanded national system of terrestrial and marine PAs. Formal ratification and timely adoption by competent authorities of regulatory, policy and institutional instruments and frameworks developed for mainstreaming biodiversity conservation in the tourism sector. Effective mobilisation of co-financing and other government resources to fund the further expansion of the national PA system, including the recruitment of permanent staff, the establishment of critical PA infrastructure and facilities and to cover the operating costs of the national system of PAs.
	(2) Population size/density, or alternative quantitative	Baseline and target species to be established in 2018 and 2019 in	See Note 1, 2 at table end Population size/ density, or alternative quantitative		Design of an effective ecosystem auditing and monitoring system,

⁴⁸ Objective (Atlas output) monitored quarterly ERBM and annually in APR/PIR.

	Indicator	Baseline	Targets End of Project	Source of verification	Risks and Assumptions
	indicators of populations status of selected globally significant species.	the framework of activities under Output 2.5.	indicators of populations status of target species are maintained or increase. Targets to be defined in 2018 and 2019 in the framework of activities under Output 2.5. (iv) Humpback whales		and its adoption and implementation by relevant government institutions, the private sector and concerned local communities.
	(3) Legal, policy and institutional frameworks in place for conservation, sustainable use, and access and benefit sharing of natural resources, biodiversity and ecosystems. ⁴⁹	Current score 2: “Very Partially” [see IRRF rating scale from 1 to 4].	Sufficient staff capacities and resources have been allocated for implementation of the legal, policy and institutional frameworks, and there is evidence of impact from the frameworks which can be recorded and verified. [target rating: 4, “Largely” - see IRRF rating scale for indicator 2.5.1].	Published legal, policy and institutional texts and frameworks from government / ministry sources.	
	(4) Capacity to implement national or sub-national plans to protect and restore the health, productivity and resilience of oceans	Current score 2: “Very Partially improved” [see IRRF rating scale from 1 to 4].	Capacities to protect and restore the health, productivity and resilience of oceans and marine ecosystems are largely in place [target rating: 4, “Largely improved” - see IRRF rating scale for indicator 2.5.2].	UNDP country assessments. Ecosystem monitoring and auditing reports.	

⁴⁹ Based on indicator N. 2.5.1 of the Integrated Results and Resources Framework (IRRF) contained in the UNDP Strategic Plan 2014.2017.

	Indicator	Baseline	Targets End of Project	Source of verification	Risks and Assumptions
	and marine ecosystems. ⁵⁰				
	(5) Changes in UNDP capacity assessment scorecard for the national system of Protected Areas.	Total average score: 74%	Baseline score + at least 10%.	UNDP capacity assessment scorecard.	Sufficient human, technical and financial resources are mobilized to manage the national PA system.
Outcome 1 ⁵¹ Biodiversity conservation is mainstreamed into tourism planning and operations at national level and on priority islands.	(6) % of new tourism developments which, in each year of project implementation, conform to Tourism Land use plans and apply SEA and EIA recommendations as part of the permitting process.	% of tourism developments that integrate biodiversity conservation objectives and priorities according to SEA and EIA procedures. It will be defined based on 2017 data.	100% of new tourism-related infrastructural developments and hotels are consistent with Tourism Land use plans and SEA recommendations and apply rigorous EIAs whose conclusions are respected in the permitting process.	Tourism Land use plans and reports from DNA on tourism at site level. SEA guidelines and official reports. EIA procedures and documentation.	Effective inter- ministerial coordination for the development of adequate SEA procedures and the timely implementation of SEA recommendations as part of the permitting process Official approval of the SEAs developed. Mobilisation of adequate technical and financial resources to implement rigorous auditing and transparent monitoring procedures which ensure compliance with SEA and EIA recommendations.
	(7) a. Reduction of significant environmental infractions. b. Increased of the % of significant environmental	To be defined based on 2017 data.	Targets to be defined based on 2017 baseline.	Official audit, monitoring and infraction reports.	

⁵⁰ Based on indicator N. 2.5.2 of the Integrated Results and Resources Framework (IRRF) contained in the UNDP Strategic Plan 2014.2017.

⁵¹ All outcomes monitored annually in the APR/PIR.

	Indicator	Baseline	Targets End of Project	Source of verification	Risks and Assumptions
	<p>infractions identified in a timely fashion during the construction on operational phases.</p> <p>c. 100% of corrections implemented through systematic auditing, monitoring, and enforcement.</p>			<p>NGOs, communities and other organisations.</p>	<p>Active engagement and collaboration of the private sector in the development, adoption and implementation of the biodiversity-friendly tourism certification system.</p> <p>The quality assurance and certification processes (for tourism and fishing) are perceived as positive drivers delivering tangible added value which benefits all concerned stakeholders.</p>
	<p>(8) % of tourism businesses adopting and complying with national standards and adopting sustainable tourism certification systems.</p> <p>% are calculated and indicated i) on the total number of tourism enterprises; ii) as variation compared to the enterprises that were complying with defined conditions the year before.</p>	<p>No sustainable tourism standards adopted, and limited use of international sustainable tourism certification systems in Cabo Verde.</p> <p>Baseline to be defined through a specific survey in 2018.</p>	<p>30% of tourism enterprises adopting and complying with national standards.</p> <p>10% and 20% of tourism Enterprises adopting and complying with certification systems of sustainable tourism respectively at national and project intervention sites level.</p> <p>(This target will be adapted based on the baseline data from 2018, in case it would be needed; it will be also defined the % of expected yearly variation).</p>	<p>Documentation from the establishment and adoption of the national standards.</p> <p>Performance reports on the uptake and compliance with certification criteria and guidelines adopted.</p>	<p>National processes lead to the formal adoption of national standards for tourism and fishing.</p> <p>The interests of Governmental sectors (e.g., DNA) remain completely separated from the interests of EIAs promoters, ensuring due transparency and accountability to each single EIA process.</p>

	Indicator	Baseline	Targets End of Project	Source of verification	Risks and Assumptions
			<p>(i) Baseline sustainable tourism assessment for targeted islands delivered</p> <p>(ii) National standards on sustainable tourism created and adopted.</p> <p>(iii) National standards for small hotels integrate biodiversity elements.</p> <p>(iv) at least 30% tourism-related operational hotels and tourism service providers on targeted islands adopt a GSTC-aligned certification system.</p> <p>(v) 100% of tourism operators doing business in protected areas comply with national standards or are independently certified.</p> <p>(vi) The frequency of activities causing negative impacts on biodiversity into PAs is reduced by at least 50% (e.g., from quad biking or boat anchoring; baselines and targets to be defined during 2018).</p>		

	Indicator	Baseline	Targets End of Project	Source of verification	Risks and Assumptions
			(vii) Destination-based certification in place in two destinations. (viii) Sustainable Cabo Verde competition operational. (ix) Fish Certification Centers piloted in Sal, Boa Vista and Maio. (xi) Number of new developments with associated biodiversity offsets in protected areas.		
	<p>Outputs</p> <p><u>1.1.</u> Strengthened government capacity to integrate biodiversity into the tourism sector, including compliance, monitoring and enforcement.</p> <p><u>1.2.</u> Policy mainstreaming committees overseeing coherence between tourism development and biodiversity management.</p> <p><u>1.3.</u> Cross-sectoral planning integrates biodiversity conservation objectives, and Strategic Environmental Assessments (SEAs) conducted in priority PAs/ ZRPTs.</p> <p><u>1.4.</u> Economic incentives and enforcement measures are strengthened to promote the adoption of sustainable tourism practices.</p> <p><u>1.5.</u> Best-practice standards for sustainable tourism and voluntary certification established and operational.</p> <p><u>1.6.</u> A biodiversity offset mechanism established and integrated in the planning and development of tourism.</p>				

	Indicator	Baseline	Targets End of Project	Source of verification	Risks and Assumptions
Outcome 2 The coastal and marine PA estate in priority islands is expanded and strengthened.	(9) Management Effectiveness Tracking Tool (METT) scores in each of the 8 new PAs to be established and operationalised.	Pico de Antonia NP: 49 Baia da Murdeira NR: 42 Rabo de Junco NR: 47 Ponta do Sol NR: 43 Boa Esperanca NR: 44 Morro de Areia NR: 42 Ilheu de Sal Rei NM: 37 Casas Velhas NR: 57	Pico de Antonia NP: 64 Baia da Murdeira NR: 55 Rabo de Junco NR: 61 Ponta do Sol NR: 56 Boa Esperanca NR: 57 Morro de Areia NR: 55 Ilheu de Sal Rei NM: 48 Casas Velhas NR: 74	METT reports and scores reviewed and validated by independent mid-term and final project evaluations.	The highest political levels in the Country are determined to define and establish systems for revenue generation and management to support the long-term sustainability of biodiversity and natural resources conservation in the PAs. This implies also the removal of identified constraints in the legal and regulatory framework that did not allow for a suitable level of financial autonomy for the National System of Protected Areas yet. Adequate human, technical and financial resources are effectively mobilized by government to operationalise and manage the new PAs.
	(10) Net revenue for PA management from the tourism sector in project intervention sites.	\$ 9.950 annual revenue currently generated for PA management from tourism sector.	At least \$350,000 of annual net revenue is sustainably generated for PA management from the tourism sector.	Annual reports by DNA and PA management units. Project progress and M&E reports. Financial reports of the institutions in charge for financial	A strategic partnership involving MAHOT/DNA, MTIDE/DGT and the private sector is successfully negotiated and formalised to design and implement the proposed mechanism to generate income for PA management from the tourism sector.

	Indicator	Baseline	Targets End of Project	Source of verification	Risks and Assumptions
				management of PAs.	Relevant regulatory framework in place to collect and retain tourism user fees adopted and operational.
	(11) Financial sustainability scorecard for the national system of protected areas.	Comp. 1 (35/90): 39% Comp. 2 (20/59): 34% Comp. 3 (14/71): 20% TOTAL (69/220): 31%	Comp. 1: 46,8% Comp. 2: 40,8% Comp. 3: 24,0% TOTAL: 37,2%	Financial Sustainability Scorecard reports independently verified by mid-term and final project evaluations.	
	<p><u>2.1.</u> Operationalization of PA management on target islands and establishment of designated priority Protected Areas.</p> <p><u>2.2.</u> New potential MPA sites are identified, and their representativeness and connectivity improved through biodiversity assessments around the marine shelf of target islands.</p> <p><u>2.3.</u> Co-management of MPAs demonstrated in pilot sites based on the adoption of sustainable fishing practices by local communities.</p> <p><u>2.4.</u> PA revenue generation mechanisms developed and piloted in conjunction with tourism sector stakeholders.</p> <p><u>2.5.</u> Ecosystem monitoring supports the planning and management of PAs and related sustainable tourism activities.</p> <p><u>2.6.</u> Information, Education and Communication (IEC) campaigns promote the importance of PAs and of sustainable tourism.</p>				

Note 1. Clarification needed on adoption of updated indicator into SRF.

Note 2. For detailed notes on the review of indicator 2, and several other indicators and risks, see notes below from the Portuguese version of the PRF (2017 Inception Report, Annex E).

* - **Notas justificativas para a revisão do indicador (2)**

(i) plantas, por exemplo. Sideroxylon marginata VU, Globularia amygdalifolia;

Sideroxylon marginata não é uma espécie adapta para ser escolhida como indicador de impactos no médio-curto prazo (e.g. os cinco anos de implementação do projecto), se não for que seja objecto directo dum importante esforço de conservação activa no âmbito do projecto, cosa que de momento não é prevista. As populações de *Sideroxylon marginata* são confinadas às escarpas do interior das ilhas montanhosas do País. A densidade das populações residuais é tão baixa que não se pode pensar num recuero dos efectivos em poucos anos por causa somente da remoção de algumas ameaças. Trata-se de duas espécie de crescimento lento e no caso de *S. marginata* de difícil reprodução em viveiro. Essas características biológicas dificultam o utilizo do tamanho/densidade das suas populações como indicador de curto prazo. Adicionalmente, as ilhas de Sal, Boavista e Maio não albergam populações destas duas espécies. Portanto os impactes das intervenções do projecto em 3 de 4 ilhas/sítios não poderiam ser medidas por este indicador. Também na Ilha de Santiago, as medidas sistêmicas relacionadas com o sector de turismo, teriam uma influência limitada em relação às áreas de distribuição dessas populações.

A proposta é de escolher espécies diferentes das indicadas pelo documento de projecto. Aconselha-se de escolher espécies cuja distribuição abrange as ilhas de Sal, Boavista e Maio (ou pelo menos duas dessas), de fácil censo dos indivíduos e com distribuição de baixa altitude / costeira. Por exemplo, o tamanho/densidade das populações de *Tamarix senegalensis* (Tarrafe), espécie incluída na Lista Vermelha de Cabo Verde, seria um indicador mais adapto para medir os impactos das actividade de projecto nas ilhas alvo. Outras espécies, de interesse global e cujo tamanho/densidade das populações pode ser utilizado para a monitorização dos impactes do projecto poderão ser seleccionadas durante as actividades no âmbito do Output 2.5.

(ii) aves, por exemplo *Acrocephalus brevipennis* EN;

Entre as ilhas de intervenção do projecto, *Acrocephalus brevipennis* é presente somente em Santiago, portanto os impactes das intervenções do projecto em 3 de 4 ilhas/sítios não poderiam ser medidas por este indicador.

Acrocephalus brevipennis poderia ser um bom indicador para a qualidade dos ambientes nas componentes de média e baixa altitude das ribeiras das ilhas montanhosas. Nenhum dos sítios de intervenção do projecto se encontra nesses ambientes.

Há evidências, por exemplo no PN de Serra Malagueta e no PN do Fogo, que nas zonas de maior altitude (e.g. > de 800 m, como no caso do PNPSA) esta espécie está frequentemente associada com a vegetação dominada pela *Lantana camara*, espécie invasora entre as mais “agressivas” em Cabo Verde. Portanto é possível que o aumento dos efectivos da espécie nas zonas mais altas dos relevos, seja em realidade uma indicação de degradação dos habitat devida à difusão de espécies vegetais invasoras, mais que ser uma indicação sobre os impactos positivos trazidos pelas actividades do projecto.

Aconselha-se de escolher espécies de aves predadoras que, geralmente, são um bom indicador ambiental. A subespécie endémica *Buteo (buteo) bannermani* poderia ser um bom indicador para o sítio do PNSPA, e *Pandion haliaetus* poderia ser um indicador para as ilhas orientais, até porque associado com as áreas costeiras e os recursos pesqueiros. É possível que as populações destas duas espécies sejam reduzidas demais para poder funcionar bem como indicadores no curto prazo.

Para o sítio do PNSPA, pode ser considerada a população local de *Ardea (porpurea) bournei*, uma das subespécies/espécies de aves mais em perigo de extinção do mundo, que na experiência do Parque Natural de Serra Malagueta deu uma ótima performance como indicador dos impactos das medidas de conservação introduzidas, com a população local que passou de 3-4 indivíduos para cerca de 30 indivíduos entre 2006 e 2012.

Outras espécies, cujo tamanho/densidade das populações pode ser utilizado para a monitorização dos impactes do projecto poderão ser seleccionadas durante as actividades no âmbito do Output 2.5.

(iii) cinco espécies de tartarugas marinhas;

A proposta é de não escolher o tamanho/densidade populacional destas espécies como indicadores dos impactes do projecto.

O tamanho/densidade populacional das espécies de tartarugas marinhas que frequentam as águas Cabo-verdianas, ou que desovam nas suas praias poderiam ser um bom indicador de longo prazo dos impactes relacionados com as actividades de projecto. Por isso se aconselhará a sua inclusão dentro dos sistemas de monitorização dos ecossistemas previstos no âmbito do Output 2.5. Essas considerações não são igualmente válidas para medir esses impactes no prazo de cinco anos de implementação do projecto. Os ciclos reprodutivos que facilitam as actividades de monitorização (a desova nas praias), seguem periodicidades cíclicas ainda não bem entendidas pelos pesquisadores, que pouco podem ser influenciadas no curto prazo pelas actividades humanas/de projecto. O longo ciclo de vida e a baixa taxa de renovação anual das populações são características biológicas que dificultam ulteriormente a escolha dessas espécies como alvo de monitorização para ter indicações sobre a eficácia das actividades do projecto num prazo de 5 anos.

(v) lagostas costeiras de Cabo Verde (Panilurus regius, P. echinatus, P. argus e Scylarides latus);

Aconselha-se a substituição dessas espécies com outras. O seguimento das lagostas costeiras foi abandonado pelo INDP desde anos, e pelo estado actual da densidade das populações dessas espécies, a sua medição seria muito complicada. *P. argus* é uma espécie muito rara, e conhecida somente para o nordeste do País. Diversamente dos peixes, e para várias razões, os pescadores são muito menos disponíveis a deixar manusear as lagostas por pessoal com objectivos de monitorização e portanto não seria fácil apontar no tamanho/peso dos indivíduos como medição alternativa ao tamanho/densidade das populações.

No âmbito do plano de monitorização em Maio foi planeada uma actividade baseada na medição de algumas medidas morfológicas e peso de búzios. Poderia ser considerada como uma alternativa aos indicadores propostos aqui. Seria um indicador mais viável para avaliar os impactes de algumas actividades ilegais de pesca (e.g. mergulho com garrafa). Ficaria o limite que não se trataria de espécies de interesse global.

(vi) peixes endémicas como *Chromis Lubbocki*, *Raja herwigi* e o peixe-serra *Pristis pectinata* CR;

A raia endémica *Raja herwigi* e o peixe-serra *Pristis pectinata* (*P. pectinata* é provavelmente o nome científico mais actualizado) são seláceos extremamente raros, até poucos conhecidos pelos pescadores. São espécies cujo tamanho/densidade populacional é praticamente impossível para ser medido. *Chromis lubbocki* é um pequeno peixe planctívoro que só recentemente vem sendo visado pela pesca pontual (isco para atum). Não é uma espécie comercial e não é classificado como CR para a IUCN, mas como LC (<http://www.iucnredlist.org/details/188376/0>), portanto não é uma espécie de interesse global.

O tamanho/densidade populacional é um indicador que requer métodos de medição bastante complexos e custos elevados (i.e. transectos marinhos, vídeos submarinos, etc.). Diversamente, a medição do tamanho/peso médios dos indivíduos pescados é uma actividade com custos relativamente baixos e que requer mínimas necessidades de capacitação, portanto muito mais viável, e fornece igualmente dados importantes sobre os impactes de actividades que por sua vez são alvo das intervenções do projecto.

Aconselha-se de:

- em vez que utilizar como indicador o tamanho/densidade populacional, utilizar o tamanho/peso dos peixes pescados.

- substituir as espécies indicadas no documento de projecto com uma selecção de espécies comerciais sobre-exploradas e possivelmente classificadas como ameaçadas (por exemplo entre os badejos, meros, garoupas, bidjões).

Utilizar espécies de peixes comerciais facilitaria o envolvimento das comunidades de pescadores nas actividades de monitorização.

Uma colaboração com as actividades de monitorização da pesca do INDP seria potencialmente muito interessante.

Espécies idóneas para a monitorização dos impactes do projecto poderão ser seleccionadas durante as actividades no âmbito do Output 2.5.

(vii) Índice ecológico de abundância e riqueza das espécies.

Sugere-se de desenvolver uma descrição do indicador um pouco mais específica que defina os ambientes e as comunidades biológicas alvo da medição. É impossível com os recursos do projecto medir a abundância e a riqueza em espécies nos sítios alvo de intervenção. É necessário definir o âmbito desta medição. Neste sentido, consideram-se alvos ideais de monitorização para a medição dos impactes das actividades do projecto as comunidades bióticas das águas costeiras das ilhas orientais (e.g. comunidades de peixes demersiais, comunidades de corais, etc.). Estas actividades têm um custo importante que é preciso seja identificado claramente dentro do orçamento do projecto. No caso da Ilha do Maio, já se implementam algumas actividades de monitorização relacionadas com estes indicadores (a FMB com o suporte da UniCV), e será possível concordar com eles uma forma de colaboração. Seria importante identificar logo se há actividades de monitorização similares em curso em Boavista e Sal.

Annex 6: TE Rating Scales & Evaluation Ratings Table

As outlined in GEF/UNDP Guidance for Conducting Terminal Evaluations for UNDP-supported, GEF-Financed Projects (2020)⁵², the Evaluation Ratings Table consolidates individual ratings undertaken in a number of areas within the main TE report, as detailed in the TE report's 'Section 4. Findings'. The rating scales used in a TE report are described in Table 9.

Ratings for Outcomes, Effectiveness, Efficiency, M&E, Implementation/Oversight, Execution, Relevance	Sustainability ratings:
<p>6 = Highly Satisfactory (HS): exceeds expectations and/or no shortcomings</p> <p>5 = Satisfactory (S): meets expectations and/or no minor shortcomings</p> <p>4 = Moderately Satisfactory (MS): more or less meets expectations and/or some shortcomings</p> <p>3 = Moderately Unsatisfactory (MU): somewhat below expectations and/or significant shortcomings</p> <p>2 = Unsatisfactory (U): substantially below expectations and/or major shortcomings</p> <p>1 = Highly Unsatisfactory (HU): severe shortcomings</p> <p>Unable to Assess (U/A): available information does not allow an assessment</p>	<p>4 = Likely (L): negligible risks to sustainability</p> <p>3 = Moderately Likely (ML): moderate risks to sustainability</p> <p>2 = Moderately Unlikely (MU): significant risks to sustainability</p> <p>1 = Unlikely (U): severe risks to sustainability</p> <p>Unable to Assess (U/A): Unable to assess the expected incidence and magnitude of risks to sustainability</p>

Evaluation Ratings Table	
Monitoring & Evaluation (M&E)	Rating ⁵³
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	

⁵² UNDP/GEF 2020.

⁵³ 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)

Environmental	
Overall Likelihood of Sustainability	

Annex 7: UNEG Code of Conduct for Evaluators

Independence entails the ability to evaluate without undue influence or pressure by any party (including the hiring unit) and providing evaluators with free access to information on the evaluation subject. Independence provides legitimacy to and ensures an objective perspective on evaluations. An independent evaluation reduces the potential for conflicts of interest which might arise with self-reported ratings by those involved in the management of the project being evaluated. Independence is one of ten general principles for evaluations (together with internationally agreed principles, goals and targets: utility, credibility, impartiality, ethics, transparency, human rights and gender equality, national evaluation capacities, and professionalism).

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 imitations, 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 and did not carry out the project's Mid-Term Review.

Evaluation Consultant Agreement Form

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

Name of Evaluator: _____ Bonnie L Rusk _____

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 _____ Boulder Colorado USA _____ (Place) on _____ 25 August 2022 _____ (Date)

Signature: _____  _____

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.
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9. Must confirm that they have not been involved in designing, executing, or advising on the project being evaluated and did not carry out the project's Mid-Term Review.

Evaluation Consultant Agreement Form

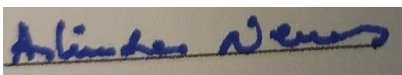
Agreement to abide by the Code of Conduct for Evaluation in the UN System:

Name of Evaluator: _____Arlinda Ramos D. L.
Neves_____

Name of Consultancy Organization (where relevant): _____

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

Signed at __Praia, Cabo Verde_____ (Place) on __12 September
2022_____ (Date)

Signature: 

Annex 8: TE Report Clearance Form

Terminal Evaluation Report for <i>(Project Title & UNDP PIMS ID)</i> Reviewed and Cleared By:	
Commissioning Unit (M&E Focal Point)	
Name: _____	
Signature: _____	Date: _____
Regional Technical Advisor (Nature, Climate and Energy)	
Name: _____	
Signature: _____	Date: _____

Annex 9: TE Summary of Field Visits

International and national evaluators met and worked daily throughout the duration of the mission period on the field mission from September 26 to October 6, 2022. Evaluation meetings/interviews were held with UNDP, DNA, and other institutions, at central level, and with the institutions and key partners of the project in the islands of Sal, Santiago Maio and Boa Vista. Field visits were made at the project implementation sites, on the 4 islands. Annex 2 presents the list of the people interviewed.

Sal Island

September 28, 2022 - Costa de Fragata Nature Reserve

The Sal Island Delegate of the Ministry of Agriculture and Environment (MAE) accompanied the evaluation team for the inspection of the PA and provide clarifications.

Costa de Frigate is a nature reserve with many dunes and protected species, through the Legal Regime of Protected Areas that creates the National Network of Protected Areas (Decree-Law No. 3/2003, of February 24).

This Reserve includes a Peripheral Marine Protection Zone, with the aim of controlling the possible effects on the natural values of turtles, in particular on the habitat of turtles, and on the circulation of sands that feeds the dune system of this zone.

Under the BIOTUR Project, this PA was rehabilitated, and trails were built to discipline and control the displacement of visitors. The entire area has been signaled, including useful and pertinent information (posters) about the dunes and biodiversity existing in this PA.

The evaluation team also visited the Kite Surf School, existing in the PA (coastal area), which has been doing a commendable work of IEC on the protection of BD and preservation of turtles in this nature reserve.

The MAE Delegation manage the nature reserve. A guard, under the responsibility of the MAA Delegation, ensures the surveillance of the Natural Reserve of the Costa de Fragata.

September 28, 2022 - Murdeira Bay Nature Reserve

The Sal Island Delegate of the Ministry of Agriculture and Environment accompanied the evaluation team to provide clarification.

The Murdeira Bay Nature Reserve is a large semi-circular bay opened southwest of the island of Sal, between the peak of Rabo de Junco and Ponta de Rife and has a Land Damping Zone along its entire coastline.

The fundamentals for the protection of the Marine Reserve are the conservation of space due to the exceptional richness of its underwater ecosystems, with a high proportion of endemic and unique elements. Another reason is the existence of feeding and nesting beaches for some species of sea turtles and for being part of the habitat of some unique seabirds, such as Squaws, Rabos de Junco (*Phaeton aethereus*) and also by the seasonal presence of Rorqual Whales (*Megaptera novaeangliae*), an endangered species, whose conservation is of great importance worldwide.

The fundamentals for the creation of the Terrestrial Buffer Zone are the conservation of the entire coastline of the bay, with the aim of controlling the impacts of coastal zone activities on the natural values of the Marine Nature Reserve.

Under the BioTur Project, training and IEC activities have been carried out to protect marine and terrestrial resources, clean seashore and signaling.

September 28, 2022 - Reserva Natural Rabo de Junco

The Sal Island Delegate of the Ministry of Agriculture and Environment accompanied the evaluation team to provide clarification.

The ecological interest that justifies the declaration of the Rabo de Junco Nature Reserve is due to the presence and nesting of emblematic species of the Archipelago, which makes the Reserve a key place for the conservation of birds. In addition, it stands out for its landscape values and the morphological and geological singularity of Pico de Rabo de Junco.

This natural space is located in the western sector of the Sal Island, flanking the north side of the Murdeira Bay Reserve and is formed by an alignment of two elevations, the Peak of Rabo de Junco and the Rochinha de Rabo de Junco, in the north. The peak of Rabo de Junco is the most important altitude of this area of the Island, with 165 meters that rise directly from the sea. This means that in the part of the mountain that is looking at the bay, the processes of marine erosion have generated an important escarpment that allows the nesting of the birds to be protected.

As in Murdeira Bay, under the BioTur Project, IEC activities have been carried out aimed at protecting biodiversity, cleaning, defining trails and signaling.

September 28, 2022 - Protected landscape of the Salinas de Pedra de Lume and Cagaral

The Sal Island Delegate of the Ministry of Agriculture and the Environment accompanied the evaluation team to provide clarification.

The main foundation of protection that motivates the declaration of the Protected Landscape of Salinas de Pedra Lume and Cagaral is the preservation of both natural and cultural elements, related to the existence of an interesting volcanic crater and the exploration of salt pans, having formed a landscape of singular beauty and eco-cultural value.

The Protected Landscape of Pedra de Lume is located south of the Monte Grande massif, and forms, next to Pedra de Lume village, the only mountain range of the Northeastern sector of Sal. The Caldera of Pedra Lume is one of the most recent volcanic manifestations of the Island, and an exceptional salt exploration of great interest in previous historical periods has developed in its crater.

As in Murdeira Bay, under the BioTur Project, IEC activities have been carried out aimed at protecting biodiversity, cleaning, defining trails and signaling.

Summary of Findings - Sal Island

At the beginning of the Project implementation, two important constraints were recorded: the insufficient number of technicians, mainly the non-provision of a technician for community development, and the total dependence of the central power for the unlocking of funds.

Information gathered from local community and stakeholders shows a certain satisfaction, seeing with good eyes the creation of the basic conditions for the integration of biodiversity conservation in tourism. However, they complain about the need to follow up the process initiated because from the new dynamics printed by the Project Coordination both centrally and locally, after the mid-term evaluation, there was an accelerated implementation of the planned activities and consequently the improvement in terms of efficiency and effectiveness of results.

In view of the results achieved, it was noted that the closure of the project constitutes a constraint in terms of the continuity of ongoing activities.

The main lesson learned is the need for the effective involvement of the stakeholders in the different phases of the project.

The current program meets the expectations of the communities. In some way, some activities (trails, signage, etc.) contributed, even temporarily, to job creation and the use of local labor and gradually contributed to women's empowerment.

It is recommended the socialization of the Management Plans of PA and Business Plans, among the communities.

Boa Vista Island

September 30, 2022 - Ponta do Sol Nature Reserve

A technical team of the MAA delegation headed by the local delegate accompanied the evaluation team to provide clarification.

The fundamentals of protection of the Ponta do Sol Nature Reserve are biological, due to the presence of emblematic species of the island avifauna (Rabo de Juncos and Guinchos) and geological, by its recent volcanic nature and the presence of an important field of fossil dunes.

In order to control the possible effects on the natural values of the Reserve and on the circulation of sands, from which the dune system of this area feeds, includes a Peripheral Zone of Marine Protection, which encompasses a marine fringe, both on the North coast and on the West Coast.

This is where most solid waste, including glass from the city of Sal Rei, was deposited. The reserve was cleaned under the BioTur Project. The NGO Onze Estrelas is that, through the signing of a protocol, organized and carried out the cleaning of the Nature Reserve.

The evaluation team found that the RN is clean and with some signage and that at the time registered only a mound of glass remained that was waiting for transport to a deposit site. The cleaning work of the NR was carried out with the intervention of the communities. During the covid-19 pandemic, 25 families found jobs and a way to make a living.

September 30, 2022 - Boa Esperança Nature Reserve

The fundamentals for the protection of the Nature Reserve of Boa Esperança are the preservation and maintenance of ecological processes derived from the dynamics of sands and the presence of the estuary of Ribeira de Rabil with saline wetlands of interest, as well as the visual quality of its landscape.

The NR of Boa Esperança was the target of cleaning, extract of *prosopius* (evasive plants) and planting of date palms, signaling and improvement of trails. The work was organized by the association Onze Estrelas with the participation of neighboring communities.

The evaluation team visited in the village of Bofareira a cheese production center that was rehabilitated and equipped as part of the BioTur project implementation.

The construction of the nursery garden during COVID-19 pandemic served as encouragement and support to 17 farmers and supported, with jobs, 64 families.

The soap production project produced 50 forms/day produces liquid soap from the recycling of waste oils from hotel Karamboa's kitchens.

The training sessions served as a basis to start the income-generating activities at the project sites.

September 30, 2022 - North Natural Park

A technical team of the MAA delegation headed by the local delegate accompanied the evaluation team to provide clarification.

The North Natural Park is the protected area with the largest surface extension of the island of Boa Vista since, in addition to occupying the entire north-eastern quadrant of the Island, it encompasses an important marine area along its entire coastal section. The basis for its declaration as a protected area was to monitor the conservation of

natural values (presence of areas for the nesting of turtles, presence of avifauna of interest, mainly prey and steppe geomorphological and landscape features), with the socio-economic development of local populations, through the potentiation of traditional activities.

Due to its dimensions, the spatial diversification, and physical characteristics, as well as the uniqueness of this natural space is given by housing prominent population centers of the northern area of the island: João Galego, Fundo das Figueiras and Cabeço dos Tarafes, as well as its perimeter, which covers the most important agricultural areas of the island.

The evaluation team visited the Interpretive Center of Fundo das Figueiras rehabilitated, equipped and in operation, a partnership work between BioTur and the NGO Natura 2000. This NGO, in addition to doing a meritorious job in terms of disclosure the local biodiversity and forms of conservation, has been organizing campaigns for the protection and monitoring of sea turtles, in the Turtle Nature Reserve and in the North Natural Park.

Summary of Findings - Boa Vista Island

Initially an embarrassment was the insufficient number of technicians, mainly the non-provision of a technician for community development and the total dependence of the central power for the unlocking of funds.

Another embarrassment is the existence of a small number of inhabitants in the involvement of PA, which hinders supervision (the current population of Boa Vista Island is distributed as follows: 50% natives of Santiago, 15% foreigners, 15% other islands and 20% Boa Vista).

As the main lesson learned, can point out the need for effective communication with stakeholders, in all phases of the project, in order to make them feel like an integral part of the process. Communication is fundamental to any process.

Another lesson learned is that the activities of a project, as well as the implementation period, should be socialized in detail and discussed with the target communities.

Maio Island

October 3, 2022 - Protected Landscape - Salinas de Porto Inglês

A technical team of the MAA delegation headed by the local Delegate accompanied the evaluation team to the field, to provide clarification.

The island of Maio has been classified as a world biosphere reserve. The identification of salt pans as a protected area is due to the fact that it is a natural and cultural landscape of great interest, in which both aspects coexist. In addition to the historical and cultural values that have the salt pans, it is a habitat for many species of migratory and migratory birds, with which they acquire importance worldwide. They also have a landscape value, of tourist interest, very remarkable.

This Protected Landscape extends from the city of **Porto Inglês** to the north like a coastal fringe until it reaches the south of the village of Morro. It constitutes a natural salty area transformed in previous centuries for salt extraction. Its current use is artisanal and occasional. The trails are well built and organized. It has good signage. In addition to the signage of the trails and the observation points, panels were developed and erected with information about the local biodiversity.

The mission visited a center for the production of handmade salt that is used in the kitchen as a medicinal product, creating employment for a group of women.

The mission also visited an Interpretive Center, where all the information related to biodiversity on the island of Maio is presented with its history detailed. The Center uses solar energy (solar panels). The Centre has information, training, and awareness regarding the protection of the island's biodiversity.

The mission also visited two community homestays (Casa Mira, Pau Seco, Casa Dunas de Morrinho) properly equipped and certified by the Ministry of Tourism and Transport to receive tourists. There are a total of 10 homestays on the island of Maio. All homestays are managed by women.

Summary of Findings - Ilha do Maio

The training sessions organized by NGOs as well as the work of signage, clearing forests, cleaning of beaches, construction of trails, etc., contributed to the change of attitudes and behaviors of individuals as well as to the creation of temporary employment, thus contributing to the fight against poverty (community workers, eco-guides, etc.).

Some tour guides who have received training have set up their own companies and are certified. They give jobs to other colleagues.

Other findings:

- With the end of the project and the departure of the community development technician, a communication gap will be created with the deferential stakeholders.
- The PAs are guarded by MAA guards.
- Basic conditions for the integration of biodiversity into tourism are created and with local resources, it is possible to continue the work started since there is the availability and engagement of most stakeholders, and Project work carried out with the NGOs.
- There is the need for awareness and outreach of the Management Plans and Business Plans with communities.

Lesson learned: Unity makes strength; the involvement of all stakeholders in all phases of the project is the basis of success.

Santiago Island

October 6, 2022 - Pico de Antónia Natural Park

A technical team of the MAA delegation led by the Delegate accompanied the evaluation team to the field to provide clarification.

The Pico de Antónia Mountain is a mountain range located in the center of the island of Santiago, in the Archipelago of Cape Verde. It contains the Peak of Antónia, at 1,392 m (4,567 ft) the highest point on the island. It is protected as a natural park, covering 28.73 km² (11.09 sq mi). It presents a high degree of environmental conservation, with little significant anthropogenic interference and little evidence of human activity. Habitats of some rare endemic plant species and avifauna.

The evaluation team visited the Rui Vaz Natural Park, where, under the BioTur Project, a training course was taking place on the management and monitoring of biodiversity, supporting sustainability of the project.

The two trainers, who are as well researchers from the National Institute of Agrarian Research and Development, were unanimous in stating that the training provided to technicians from MAA delegations from all islands and NGOs will contribute and build capacity, enabling them to continue working on the ground in the PAs protecting and monitoring biodiversity.

The evaluation team noted the various management tools that INIDA together with BioTur have been developing, in particular a product entitled "Biodiversity and Natural Resources of the Islands of Sal, Boavista, Santiago and Maio", is currently being transformed into a tourist product.

The evaluation team checked the signage and found the existence of trails. They were further informed that local NGOs were engaged since the beginning of the project and have participated in training activities (organization of the association, ecological tour, home stay, observation sites), education and awareness, in addition to having participated in the construction of trails, school garden, observation sites, forest clearing - plucking evasive plants and planting endemic plants and fruit trees (8000 plants involving 5 species). These activities contributed to the creation of 63 temporary jobs, benefiting 63 families.

The mission also visited the Interpretive Center of São Lourenço dos Órgãos accompanied by the Delegate of the MAA, the Delegate of the Ministry of Education, the Director of the Center for Professional Training, and the Tourism Councilman of the Municipality of São Lourenço dos Órgãos, and some NGOs, demonstrating the engagement of stakeholders in the Project implementation.

It was found that the Center is fully rehabilitated, equipped and fully functioning, and operational sustainability in place. The tour and nature guides are well informed and certified and provide a great service to raise awareness and promote the integration of biodiversity into tourism.

The mission also found that the Center works in synergy with tourist agencies, agents and tour guides, schools, high schools, etc.

Summary of Findings - Santiago Island

Main findings:

- Sustainable biodiversity management instruments have been elaborated and are available.
- There is an effort to turn existing instruments into tourist products.
- There is a great capacity created in the domain of the integration of Biodiversity in Tourism.
- There is the engagement and synergy of the different partners.

Annex 10. List of Contracts, Protocols

Lista de Contratos e Protocolos			
Partes	Contratos e Protocolos	Datas dos contratos	
		Início	Termino
Rtc	Protocolo de cooperação entre DNA e RTC		
Fundação maio Biodiversidade	Protocolo de cooperação - Valorização das áreas protegidas nas salinas de Porto Inglês		
ITCV	Protocolo de cooperação entre DNA e ITCV - Guia de turismo	dez-20	mar-21
CMSLO	Protocolo de Cooperação entre DNA E CMSLO	jul-20	
Associação Projeto biodiversidade	Protocolo de cooperação- ordenação e sinalização da reserva natural da baía de murdeira e rabo de junco	nov-21	set-22
IGQPI	Adenda ao Protocolo de cooperação entre DNA e IGQPI	mar-21	
Associação Onze Estrelas	Protocolo de cooperação- Limpeza reserva natural ponta do sol	nov-21	mar-22
Associação Onze Estrelas	Protocolo de cooperação- Limpeza reserva natural Boa Esperança, remoção de acácias e florestação		
ITCV	Protocolo de cooperação- Estudo relativo ao modelo de gestão da praia de santa maria	nov-21	fev-22
Associação amigos para desenvolvimento covada	protocolo de cooperação- Capacitação em Associativismo em Áreas Protegidas	dez-21	mar-21
Fundação Maio Biodiversidade	Protocolo - formação em gestão das áreas protegidas - modulo 8	mai-22	jul-22
UNICV	Protocolo para elaboração de relatório socioeconómico, POG e PEN do PNBIMA	mar-22	set-22
UNIPIAGET	Protocolo para elaboração de relatório Biodiversidade e turismo	mar-22	set-22
ITCV	Protocolo- capacitação e fomento de pequenas atividades económicas de base local nas ilhas de Boa Vista	mai-22	set-22
INIDA	Protocolo - Produção de 4 publicações impressas com base no relatório Biodiversidade e recursos naturais das ilhas de Santiago, Boavista, Sal e Maio.	ago-22	ago-22
IPC	Protocolo “Reabilitação e Conservação do Forte Duque de Bragança no Monumento Natural do Ilhéu de Sal-Rei, Ilha de Boavista”	jun-22	set-22
FMB	Protocolo - Mulheres do Homestay: As Embaixadoras do Desenvolvimento Sustentável do Maio	ago-22	set-22
Centro de Capacitação e Formação Profissional dos Orgãos	Protocolo - Agropecuária inovadora	ago-22	set-22
BIOS Cabo Verde	Protocolo-Reabilitação de trilhos principais nas Reservas Naturais de Boa esperança, Ponta do sol e Morro de Areia	ago-22	out-22
FMB	Protocolo Mulheres do Homestay	ago-22	set-22
Projeto Biodiversidade	Protocolo para realização de Cerimónia de encerramento para apresentação dos resultados e lições aprendidas do projeto Biotur		
ITCV e CMSLO	Protocolo para Reabilitações dos trilhos e Melhoria das Infraestruturas de suporte ao turismo de natureza e ecoturismo do PNSPA		

Barreirense Futebol Clube e Sociedade de desenvolvimento Turístico das ilhas de Boa vista e Maio	Protocolo Dinamização turística e reabilitação de vias de acesso de barreiro para as praias de boca lagoa e laginha e reserva natural de casas velhas		
ITCV	Protocolo para a Elaboração do Regulamento Técnico de Percursos Pedestres em Cabo Verde		
Associação Varandinha de Pvoação Velha	Protocolo - construção de Viveiro e produção de plantas		
Associação Varandinha de Pvoação Velha	Protocolo -Produção de sabão ecológico		
Katia Regina D'Assunção	Contrato prestação de serviço	ago-20	set-20
Redy Wilson Lima	Contrato consultoria Socioeconomico		
Inida	Contrato prestação de serviço - Relatório de estudo de caracterização do contexto ambiental.....		
Ademar Costa	Contrato prestação de serviço		
Frente & Verso Lda	Contrato para elaboração do projeto CIA- RV	abr-21	
BIOS.CV	Memorando entendimento		
Dário Cesarini	Contrato prestação de serviço - formação em gestão das áreas protegidas	abr-21	jun-21
Marcelo Araújo	Contrato prestação de serviço - formação em gestão das áreas protegidas	mai-21	jul-21
Cristina Abreu	Contrato prestação de serviço - formação em gestão das áreas protegidas	mai-21	jul-21
Tommy Melo	Contrato prestação de serviço - formação em gestão das áreas protegidas	jun-21	ago-21
Rui Freitas	Contrato prestação de serviço - formação em gestão das áreas protegidas	jun-21	ago-21
Antonio Abreu	Contrato prestação de serviço - formação em gestão das áreas protegidas	jul-21	set-21
Atacama Developer serviços, Lda	Contrato de prestação de serviço para análise e revisão do almanaque	jun-21	jul-21
Atacama Developer serviços, Lda	Contrato de prestação de serviço para elaboração do guia de Educação ambiental	jun-21	jul-21
Ds Ecoturism, Sociedade Unipessoal	Contrato de prestação de serviço para apoiar o projeto no processo de elaboração e implementação de PGE	out-21	dez-21
Sara Ratão	Contrato prestação de serviço - formação em gestão das áreas protegidas - modulo 8	jan-22	mar-22
Isildo Gomes	Contrato prestação de serviço - formação em gestão das áreas protegidas - modulo 8	jan-22	mar-22
Aline Rendall	Contrato prestação de serviço - formação em gestão das áreas protegidas - modulo 8	jan-22	mar-22
Miguel António Ramos	Contrato prestação de serviço para desenvolver um projeto lei para regulamentação sobre atividades de observação de tartarugas marinhas	abr-22	ago-22
Ds Ecoturism, Sociedade Unipessoal	Contrato de prestação de serviço para apoiar o projeto no processo de elaboração e implementação de PGE	jan-22	set-22
Situga Developer Sociedade Unipessoal	Contrato prestação de serviço para desenvolver um geoportalinterativo de sistema de informação geográfica	jan-22	jul-22
Marcelo Pina Araújo	Contrato de consultoria - Desenvolver proposta de revisão das ferramentas legais e normativas para a gestão do sistema nacional de áreas protegidas	ago-22	set-22
Tavares & Alves Sosiedade Unipessoal Lda	Contrato Prestação de serviço - Criação do sistema integrado de licenciamento e autorizações ambientais	ago-22	set-22
Morabi	Contrato Formação Educação Financeira		
Dr. Faustino Moreno Sanches	Contrato para ministrar formação em "Legislação marítima e o papel das diferentes instituições na preservação do mar e da zona costeira		

Jakeline Tavares	Contrato prestação de serviço - apoias a equipa do projeto nas realizações de eventos	ago-22	out-22
Iolanda	Contrato prestação de serviço - apoias a equipa do projeto nas realizações de eventos		

Total protocolos	26
Total contratos	26
Total de memorando	1
Total	53

Annex 11. List of trainings

List of Training and Workshops Provided by BIOTUR

Formação/Workshop	Local/ilha	Participantes		
		Total	Feminino	Masculino
Workshop de Formação sobre a Conservação e Gestão da Zona Costeira e Marinha	Praia - Santiago	21	10	11
Formação Legislação Marítima e o Papel das diferentes Instituições na Preservação do Mar e da Zona Costeira	Praia - Santiago	26	10	16
Formação em Gestão de áreas Protegidas		86	46	40
Formação de Monitorização das Áreas Marinhas Protegidas	Porto Inglês - Maio	26	14	12
Formação de Monitorização das Áreas Protegidas Terrestre	Rui vaz- Santiago	20	11	9
Formação de consultores em Sustentabilidade para Alojamentos e Operadores Turísticos	IMar - Instituto do Mar - S. Vicente Palácio da Cultura Ilho Lobo- Santiago	33	16	17
Formação Guia Turismo de Natureza	Centro Capacitação e Formação Profissional Orgãos – Santiago Centro Capacitação e Formação Profissional - Maio	51	22	29
Formação em Organização e Funcionamento Associativo e Valores Associados a Conservação da Natureza, à Biodiversidade	São Domingos e Assomada- Santiago	40	26	14
Formação em desenho de produtos turísticos	Boa Vista	13	10	13
Produção de sabão		6	6	0
Capacitação em boas práticas para a atividade turística		103	57	46
Capacitação regime jurídico dos espaços naturais				
Capacitação lei de bases do ambiente (foco nas praias e dunas)				
Capacitação sobre conservação e preservação do ambiente a agentes policiais				
Capacitação sobre conservação e preservação do ambiente a Professores da Escola Nova da Boa Vista				
Capacitação em gestão de pequenas atividades económicas de base local	47	37	10	
Formação Em Avaliação de Impacte Ambiental por António Romão	Praia - Santiago	26		
Capacitação das Comunidades Locais na Prática de Acolhimento de Visitantes/Projeto Homestay 2018	Porto Inglês - Maio	20	20	0

Formação Em Avaliação Ambiental Estratégica Por António Romão		64	38	26
Formação em Educação Financeira Morabi/Pescadores e Peixeiras da Calheta		66	49	17
Ação de Formação de Suporte Básico de Vida com Mergulhadores de Cidade Porto Inglês, Calheta e Morrinho		7	0	7
Total		655	372	267
			57%	41%

Annex 12. Stakeholder Interview Guide

Note: Used as guide only. Adapted based on stakeholders interviewed (i.e., government, municipality, community, NGO, etc.)

BIOTUR Interview Guide

This is a reference guide only, intended to assist interviews as needed and in conjunction with the evaluation criteria/matrix. It is not a questionnaire. It serves as an informal aid in prompting discussion during the interviews and will be supplemented with additional questions.

Project Formulation

1. Did you observe any problems or gaps in the project design or approach that affected project implementation?
2. Was there adequate participation of stakeholders and beneficiaries in the project formulation? (How were you involved?)
3. Has the project strategy – technical support/training and development been effective? How could it have been improved?

Project Implementation

4. How effective and efficient was the Project Structure in facilitating project coordination, communications, and implementation at national, provincial and local levels? Would you have changed anything in hindsight?
5. Has annual work planning and budgeting been effective? Have actual disbursements been in line with annual budgets, work plans and schedules (discuss Fin. Tables)? Were there any delays in administrative processes?
6. Have the project management bodies and partners been sufficiently active in guiding and responding to issues? (examples?) Are any MTR responses incomplete?
7. Have the project monitoring Indicators been effective and feasible for reporting on progress? Have they provided reliable measures of change?
8. What have been the major challenges or issues in implementing the project? Are there lessons for design of future projects?

Project Results

9. What aspects of the project have been most successful, and which least successful? Are there specific measures that have affected the potential for replication?
10. Can you identify *the Key Factors* that have affected the project results – either positive or negative?
11. What has been the most apparent change in biodiversity conservation that you have seen from the project? What gaps remain in capacity development?
12. What is the most important learning or skill, if any, that you have acquired from the project trainings or demonstrations? Any post-training data?
13. How have the decision support tools been used in decision making? Is there a long-term vision for these tools?
14. Are there any expected results that have not been completely achieved or are not fully satisfactory?

Sustainability

15. Do you think that the use of decision support tools and PES processes will be continued after the project closes? Why? Why not?
16. Are there any exit strategies for the project? What actions could be considered to enhance sustainability? How will lessons be shared within Ethiopia and with other countries?

Impact

17. Should any further changes in government policy or regulations be considered to assist mainstreaming incentives into the CRGE strategy?
18. Are there any specific examples of alternative livelihoods that have succeeded in conjunction with conservation that could provide models for replication?

19. Is there any empirical evidence of project impact on government biodiversity conservation budget allocations?

Annex 13. TE ToR

TERMS OF REFERENCE

International/Team Lead Consultant:

UNDP-GEF Terminal Evaluation for the Project *Mainstreaming biodiversity conservation into the tourism sector in synergy with a further strengthened protected areas system in Cape Verde (PIMS #4526)*

BASIC CONTRACT INFORMATION

Location: Cabo Verde (Santiago, Sal, Boa Vista and Maio)

Application Deadline: 29th April 2022

Type of Contract: Individual Contract

Assignment Type: Consultancy

Languages Required: English/Portuguese

Starting Date: 10th May, 2022

Duration of Contract: 30 working days

Expected Duration of Assignment: 10 weeks

1. Introduction

In accordance with UNDP and GEF M&E policies and procedures, all full- and 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 full-sized project titled ***Mainstreaming biodiversity conservation into the tourism sector in synergy with a further strengthened protected areas system in Cape Verde (PIMS #4526)*** implemented through the National Directorate of Environment / Ministry of Agriculture and Environment. The project should have started on 28 March 2016, but for several reasons it ended up starting in September 2017 and is in its fifth year of implementation. Also, a 12-month extension was approved, so the project officially ends on the 19th of September 2022.

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).

A TE team of two evaluators will conduct the TE – one team leader (with international experience and exposure to projects and evaluations in other regions/countries); and one national team expert, resident in Cabo Verde. Important to note that this TOR is specifically for the International Team Lead. The ToR for the National Team Expert evaluator will be shared separately.

2. Project Background and Context

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

Cabo Verde has set ambitious targets for the expansion of its tourism industry. The achievement of these targets relies on long term competitiveness, which for a significant proportion of the tourism on offer depends on good environmental quality standards and the effective conservation of the country’s landscape and biodiversity assets. This project supported ‘mainstreaming’ biodiversity considerations into the tourism sector, while strengthening the conservation of Cabo Verde’s important biodiversity by operationalizing a critical new subset of Protected Areas (PAs). These are located in four priority islands – Santiago, Sal, Boa Vista and Maio – where immediate pressure is greatest and urgent action is required that can be replicated more widely in the future.

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

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

3. TE Purpose

The TE report will assess the achievement of project results against what was expected to be achieved and draw lessons 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.

The final evaluation should focus on the delivery of the project's results as initially planned and as corrected after the mid-term evaluation. The final evaluation should look at impact and sustainability of results, including the contribution to capacity development and the achievement of global environmental benefits/goals.

This comprehensive report should summarize the results achieved (objectives, outcomes, outputs), lessons learned, problems met and areas where results may not have been achieved. It will also lay out recommendations for any further steps that may need to be taken to ensure sustainability and replicability of the project's results.

Further to this, the objectives of the evaluation will be to:

- *assess the achievement of project results supported by evidence (i.e., progress of project's outcome targets),*
- *assess the contribution and alignment of the project to relevant national development plan or environmental policies,*
- *and to draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming.*

The TE will be conducted according to the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF Financed Projects.

4. TE Approach & Methodology

The TE report must provide evidence-based information that is credible, reliable, and useful. The TE team will review all relevant sources of information including documents prepared during the preparation phase (i.e., PIF, UNDP Initiation Plan, UNDP Social and Environmental Screening Procedure/SESP) the Project Document, project reports including annual 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 and midterm GEF focal area Core Indicators/Tracking Tools submitted to the GEF at the CEO endorsement

and midterm stages and the terminal Core Indicators/Tracking Tools that must be completed before the TE field mission begins.

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 environment and tourism 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 Santiago, Sal, Boavista and Maio, including the following project sites: Parque Natural de Serra de Pico de Antónia, Reserva Marinha Baía da Murdeira, Reserva Natural Rabo de Junco, Reserva Natural Casas Velhas, Reserva Natural Morro de Areia, Reserva Natural Boa Esperança, Reserva Natural Ponta do Sol, Monumento Natural do Ihéu de Sal-Rei.

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 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 TE must provide evidence-based information that is credible, reliable, and useful. The TE team will review all relevant sources of information including documents prepared during the preparation phase (i.e., PIF, UNDP Initiation Plan, UNDP Environmental & Social Safeguard Policy, the Project Document, project reports including Annual Project Review/PIRs, project budget revisions, lesson learned reports, national strategic and legal documents, MTR, and any other materials that the team considers useful for this evidence-based review).

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.

5. Detailed Scope of the TE

The TE will assess project performance against expectations set out in the project's Logical Framework/Results Framework (see ToR Annex A). 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. A full outline of the TE report's content is provided in ToR Annex C.

The asterisk “(*)” indicates criteria for which a rating is required.

Findings

- i. Project Design/Formulation
 - National priorities and country driven-ness
 - Theory of Change
 - Gender equality and women's empowerment
 - Social and Environmental Standards (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 (Safeguards)
- 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

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 practices in addressing issues relating to relevance, performance and success that can provide knowledge gained from the particular 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 incorporate gender equality and empowerment of women.

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

ToR Table 2: Evaluation Ratings Table for Mainstreaming biodiversity conservation into the tourism sector in synergy with a further strengthened protected areas system in Cape Verde

Monitoring & Evaluation (M&E)		Rating ⁵⁴
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		

6. Expected Outputs and Deliverables

The TE consultant/team of evaluators shall prepare and submit:

#	Deliverables	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: June 6th, 2022	TE team submits Inception Report to Commissioning Unit and project management

⁵⁴ 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)

2	Presentation	Initial Findings	End of TE mission: June 17th, 2022	TE team presents to Commissioning Unit and project management
3	Draft TE Report	Full draft report (<i>using guidelines on report content in ToR Annex C</i>) with annexes	Within 2 weeks of end of TE mission: June 30th, 2022	TE team submits to Commissioning Unit; reviewed by RTA, Project Coordinating Unit, GEF OFP
4	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 (<i>See template in ToR Annex H</i>)	Within 1 week of receiving comments on draft report: July 10th, 2022	TE team submits both documents to the Commissioning Unit

*The final TE report must be in English. Also, the final TE report 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.⁵⁵

7. TE Arrangements

The principal responsibility for managing the TE resides with the Commissioning Unit. The Commissioning Unit for this project's TE is UNDP Country Office of Cape Verde.

UNDP Country Office of Cape Verde will contract the evaluators (international consultant-team leader and national consultant) and ensure the timely provision of per diems and travel arrangements within the country for the TE team. The Project Team will be responsible for liaising with the TE team to provide all relevant documents, set up stakeholder interviews, and arrange field visits.

8. Duration of the Work

The total duration of the TE will be approximately *30 working days* over a time period of *10 weeks* starting on *10th May 2022* and shall not exceed five months from when the TE team is hired. The tentative TE timeframe is as follows:

Timeframe	Activity
<i>(29/04)</i>	Application closes
<i>(06/05)</i>	Selection of TE team
<i>(10/05)</i>	Preparation period for TE team (handover of documentation)
<i>(16/05) 4 days</i>	Document review and preparation of TE Inception Report
<i>(30/05) 4 days</i>	Finalization and Validation of TE Inception Report; latest start of TE mission
<i>(06-17/06) 12 days</i>	TE mission: stakeholder meetings, interviews, field visits, etc.
<i>(20/06)</i>	Mission wrap-up meeting & presentation of initial findings; earliest end of TE mission

⁵⁵ Access at: <http://web.undp.org/evaluation/guideline/section-6.shtml>

(30/06) 10 days	Preparation of draft TE report
(01-08/07)	Circulation of draft TE report for comments
(10/07)	Incorporation of comments on draft TE report into Audit Trail & finalization of TE report
(15/07)	Preparation and Issuance of Management Response
(19/07)	Concluding Stakeholder Workshop (optional)
(29/07)	Expected date of full TE completion

The expected date start date of the contract is 10th May 2022.

9. Duty Station

The consultant's duty station will be home-based with field missions to the four priority islands– Santiago, Sal, Boa Vista and Maio- in Cape Verde

Travel:

- International travel will be required to Cape Verde during the TE mission.
- The BSAFE course must be successfully completed prior to commencement of travel.
- Individual Consultants are responsible for ensuring they have vaccinations/inoculations when travelling to certain countries, as designated by the UN Medical Director.
- Consultants are required to comply with the UN security directives set forth under: <https://dss.un.org/dssweb/>
- All related travel expenses will be covered and will be reimbursed as per UNDP rules and regulations upon submission of an F-10 claim form and supporting documents.

1. TE Team Composition and Required Qualifications

A team of two independent evaluators will conduct the TE – *one team leader* (international consultant with experience and exposure to projects and evaluations in other regions) and *one team expert* (resident in Cabo Verde with experience and exposure to projects and evaluations in the country). This assignment is focused on the *international team lead consultant*.

This assignment is envisaged to be carried out over two contracts, one for the *team leader*, and the other for the *team national expert*. The two will work together as a team collective to prepare a single inception report, a single draft TE report, and a final TE report. The *team leader* will lead the evaluation, according to experience and following UNDP and GEF guidelines. The *team leader* will be accountable for producing the deliverables. The *team leader* will lead the overall design and writing of the TE report, etc.

The *national team expert* will support the team leader providing all information from the national context that is relevant to the evaluation of this project, according to the professional experience and knowledge of environment, biodiversity conservation, sustainable tourism, mainstreaming policies, and related areas. The *team national expert* will report and be accountable to the *team leader*. The *team national expert* will play a support role to the *team leader*.

The evaluators 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 evaluators will be aimed at maximizing the overall "team" qualities in the following areas:

- Environment
- Biodiversity Conservation

- Sustainable Tourism
- Mainstreaming Policies

The Team Lead/International Consultant must present the following qualifications (Relevant to this TOR):

Education (10 point)

- Master's degree in Biodiversity Conservations, Sustainable Tourism, Natural Resources Management, Environmental Management, Sustainable Development, or other closely related field. Alternatively, they can hold a bachelor's degree in natural science conservations, natural resources management, sustainable development, sustainable tourism, or other closely related field, combined with at least 10 years of relevant professional experience.

Experience (50 points)

- Substantive relevant experience with a positive track record in GEF project evaluations; (10 points)
- Project evaluation/review experiences within United Nations system, especially UNDP-GEF projects, will be considered an asset; (5 points)
- Substantive relevant experience with result-based management evaluation methodologies; (5 points)
- Substantive experience applying SMART indicators and reconstructing or validating baseline scenarios; (5 points)
- Substantive competence in adaptive management, as applied to biodiversity management and sector mainstreaming, and demonstrable experience in evaluating projects; (10 points)
- Experience working in Africa and/or insular countries (working in Cabo Verde is an asset; (5 points)
- Demonstrated understanding of issues related to gender, human rights and experience in gender responsive evaluation and analysis; (xx points)
- Work experience in relevant technical areas for at least 10 years; (6 points)
- Excellent communication skills; (2 points)
- Demonstrable analytical skills; (2 points)

Language (10 points)

- Working knowledge of spoken and written English (5 points)
- Working knowledge of spoken and written Portuguese (5 points)

Financial (30 point)

The National Expert TE Team member must present the following qualifications (to be advertised separately and separate contract issuance):

Education (10 point)

- Master's degree in biodiversity conservations, natural resources management, sustainable development, sustainable tourism, or other closely related field. Alternatively, they can hold a bachelor's degree in natural science conservations, natural resources management, sustainable development, sustainable tourism, or other closely related field, combined with at least 10 years of relevant professional experience.

Experience (50 points)

- Proven experience with a positive track record in GEF project evaluations; (5 points)
- Project evaluation/review experiences within United Nations system will be considered an asset; (5 points)
- Experience applying SMART indicators and reconstructing or validating baseline scenarios; (5 points)
- Competence in adaptive management, as applied to biodiversity management and sector mainstreaming; (5 points)

- Should be resident in Cabo Verde and have experience working in the country (5 points)
- Excellent knowledge of the national context in the areas of environment, management of natural resources and sustainable tourism; (10 points)
- Understanding of issues related to gender, human rights and experience in gender responsive evaluation and analysis; (5 points)
- Work experience in relevant technical areas for at least 5/7 years; (6 points)
- Excellent communication skills; (2 points)
- Demonstrable analytical skills; (2 points)

Language (10 points)

- Working knowledge of spoken and written English (5 points)
- Working knowledge of spoken and written Portuguese (5 points)

Financial (30 point)

2. Evaluator Ethics

The TE team will be held to the highest ethical standards and is required to sign a code of conduct upon acceptance of the assignment. This evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. The evaluator must safeguard the rights and confidentiality of information providers, interviewees, and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The evaluator must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses without the express authorization of UNDP and partners.

3. Payment Schedule

- 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%⁵⁶:

- 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.

⁵⁶ The Commissioning Unit is obligated to issue payments to the TE team as soon as the terms under the ToR are fulfilled. If there is an ongoing discussion regarding the quality and completeness of the final deliverables that cannot be resolved between the Commissioning Unit and the TE team, the Regional M&E Advisor and Vertical Fund Directorate will be consulted. If needed, the Commissioning Unit's senior management, Procurement Services Unit and Legal Support Office will be notified as well so that a decision can be made about whether or not to withhold payment of any amounts that may be due to the evaluator(s), suspend or terminate the contract and/or remove the individual contractor from any applicable rosters. See the UNDP Individual Contract Policy for further details: https://popp.undp.org/_layouts/15/WopiFrame.aspx?sourcedoc=/UNDP_POPP_DOCUMENT_LIBRARY/Public/PSU_Individual%20Contract_Individual%20Contract%20Policy.docx&action=default

4. Scope of Price Proposal and Schedule of Payments

Financial Proposal:

- Financial proposals must be “all inclusive” and expressed in a lump-sum for the total duration of the contract. The term “all inclusive” implies all costs (professional fees, travel costs, living allowances etc.).
 - The lump sum is fixed regardless of changes in the cost components.

5. Recommended Presentation of Proposal

- a) **Letter of Confirmation of Interest and Availability** using the template⁵⁷ provided by UNDP.
- b) **CV** and a **Personal History Form** (P11 form⁵⁸).
- c) **Brief description of approach to work/technical proposal** of why the individual considers him/herself as the most suitable for the assignment, and a proposed methodology on how they will approach and complete the assignment; (max 1 page).
- d) **Financial Proposal** that indicates the all-inclusive fixed total contract price and all other travel related costs (such as flight ticket, per diem, etc.), supported by a breakdown of costs, as per template attached to the [Letter of Confirmation of Interest template](#). If an applicant is employed by an organization/company/institution, and he/she expects his/her employer to charge a management fee in the process of releasing him/her to UNDP under Reimbursable Loan Agreement (RLA), the applicant must indicate at this point, and ensure that all such costs are duly incorporated in the financial proposal submitted to UNDP.

All application materials should be submitted to the address Edifício das Nações Unidas, Ave. OUA - Largo das Nações Unidas, CP. 62 Cidade da Praia - Ilha de Santiago, Republica de Cabo Verde in a sealed envelope indicating the following reference “**International Consultant for Terminal Evaluation of Mainstreaming biodiversity conservation into the tourism sector in synergy with a further strengthened protected areas system in Cabo Verde – UNDP (PIMS #4526)**” or by email at the following address ONLY: procurement.cv@cv.jo.un.org by .../.../2022, ... Cabo Verde Time. Incomplete applications will be excluded from further consideration.

6. Criteria for Selection of the Best Offer

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

7. TOR Annexes

- ToR Annex A: Project Logical/Results Framework
- ToR Annex B: Project Information Package to be reviewed by TE team
- ToR Annex C: Content of the TE report
- ToR Annex D: Evaluation Criteria Matrix Template
- ToR Annex E: UNEG Code of Conduct for Evaluators
- ToR Annex F: TE Rating Scales and TE Ratings Table
- ToR Annex G: TE Report Clearance Form
- ToR Annex H: TE Audit Trail Template

⁵⁷<https://intranet.undp.org/unit/bom/psa/Support%20documents%20on%20IC%20Guidelines/Template%20for%20Confirmation%20of%20interest%20and%20Submission%20of%20Financial%20Proposal.docx>

⁵⁸ http://www.undp.org/content/dam/undp/library/corporate/Careers/P11_Personal_history_form.doc

Annex 14. TE Audit Trail. *Annexed in a separate file.*