Evaluation Report For the Terminal Evaluation (TE) of the Suriname Coastal Protected Area Management (PIMS 4370) Project

Evaluation Report by:

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(International Evaluator)

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Disclaimer

Be stated that the analysis and recommendations contained in this document only represent the opinions of the author and do not necessarily reflect the views and opinions of the United Nations Development Programme, GEF, nor any other UN Agency.

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Executive Summary

Project Summary Table

Project Title:	Suriname Coastal Protected Area Management			
GEF Project ID:	4180		*at endorsement (US$)*	*at completion (US$)*
PIMS # :	4370	GEF financing:	965 556	965 556
Country:	Suriname	UNDP:	100 000	136 933
Region:	Latin America and the Caribbean (LAC)	Government:	450 000	N/A
Focal Area:	Biodiversity	Other:	1 055 045	N/A
FA Objectives, (OP/SP):	BD-2;BD-1	Total co-financing:	1 605 045	N/A
Executing Agency:	UNDP	Total Project Cost:	2 570 601	1 102 489
Other Partners involved:	Ministry of Physical Planning, Land and Forest Management (RGB)	ProDoc Signature (date project began):		28 July 2011
		(Operational) Closing Date:	Proposed: August 2014	Actual: June 2015

Brief Project Description

The Suriname Coastal Protected Area Management (SCPAM) Project was designed to safeguard Suriname's globally significant coastal biodiversity. The project-specific objective was to promote the conservation of biodiversity through improved management of protected areas along the nation's western coast. It was expected that this objective would be achieved through two (inter related) components:

(1) Improving the management effectiveness and efficiency of coastal protected areas; and,

(2) Increasing and diversifying coastal protected area funding.

It had a total planned budget of 2 570 601 US Dollars, with GEF financing of 965 556 USD, UNDP financing of USD 100 000 and planned co – financing from other sources. UNDP was the GEF implementing agency. The national implementing partner institution in the country was the Ministry of Physical Planning, Land and Forest Management (ROGB) and the Head of the Forest Service was the National Project Director.

The Project took into account that Suriname's coastal system is a regionally unique and globally important biodiversity refuge. Nearly 373 000 hectares of the coastal zones are designated as protected areas. The intact mosaic of wetlands, mangrove forests, and mudflats host millions of migratory birds each year. A variety of unsustainable anthropogenic activities threaten these multiple-use coastal areas including over-harvest, infrastructure development, farming, and oil production. Coastal protected area managers are ill-equipped to address existing and emerging conservation challenges due to two interrelated barriers: insufficient management capacity and inadequate financial resources. Proposed interventions were designed to remove these barriers and improve the conservation capacity of three target coastal protected areas Multiple Use Management Areas (MUMAs) and three Nature Reserves (NR) encompassing 226,000 hectares of land and seascape.

Evaluation Rating Table

Evaluation Ratings:			
1. Monitoring and Evaluation	***rating***	**2. IA& EA Execution**	***rating***
M&E design at entry	S	Quality of UNDP Implementation	MS
M&E Plan Implementation	U	Quality of Execution - Executing Agency	MS
Overall quality of M&E	MU	Overall quality of Implementation / Execution	MS
3. Assessment of Outcomes	**rating**	**4. Sustainability**	**rating**
Relevance	R	Financial resources	U/A
Effectiveness	MU	Socio-political	U/A
Efficiency	MU	Institutional framework and governance	U/A
Overall Project Outcome Rating	MU	Environmental	U/A
		Overall likelihood of sustainability:	U/A

Ratings for Outcomes, Effectiveness, Efficiency, M&E, I&E Execution	***Sustainability ratings:***	***Relevance ratings***
6: Highly Satisfactory (HS): no shortcomings 5: Satisfactory (S): minor shortcomings 4: Moderately Satisfactory (MS) 3. Moderately Unsatisfactory (MU): significant shortcomings 2. Unsatisfactory (U): major problems 1. Highly Unsatisfactory (HU): severe problems	4. Likely (L): negligible risks to sustainability 3. Moderately Likely (ML):moderate risks 2. Moderately Unlikely (MU): significant risks 1. Unlikely (U): severe risks	2. Relevant (R) 1.. Not relevant (NR) ***Impact Ratings:*** 3. Significant (S) 2. Minimal (M) 1. Negligible (N)
Additional ratings where relevant: Not Applicable (N/A) Unable to Assess (U/A)		

Summary of conclusions, lessons learned, and recommendations

Conclusions

The Suriname Coastal Protected Area Management Project was highly pertinent and relevant for the country. Not only because it dealt with protected areas' management and financing but, more generally, because it attempted to confront coastal management issues and challenges in a country where these are crucial for development. The Project was, overall, able to achieve the completion of several products and to generate a certain level of engagement from relevant stakeholders. This engagement dealt with the need for coastal protected areas management instruments that take into account the multiple roles and uses that these systems play in the development of Suriname and its sustainable use of natural resources. The SCPAM Project, however, has not been successful regarding results and effects at the expected levels. The Project, although medium sized for UNDP / GEF, it was a large project within the Surinamese context. Therefore, there were expectations of capacity building, of proactive integration of district / local – level institutions in coastal and protected areas management, of generation of financial resources to promote MUMAs management, and in general of coastal and protected areas improved management. The Project produced a series of instruments and products (such as management plans, mangrove education site, economic valuation studies, biodiversity monitoring protocols) that, potentially, could be implemented and used for management of MUMAs if improved institutional capacity accompanies implementation. This institutional capacity should be accompanied by enhanced institutional and regulatory frameworks and improved links between district – level and national stakeholders. Some of these products and instruments, also, could have a broader potential for use and implementation in Suriname beyond protected area management and could, conceivably, have a catalytic effect concerning sustainable use of natural resources.

Summary Lessons Learned

- In order to seek results, a project such as SCPAM needs to interweave results-based approach and management from the very beginning.
- Projects need constant monitoring by all parties involved (implementing and executing agencies, project governance bodies).

- Rigorous monitoring and evaluation throughout the life span of a project accompanied by adaptive management and modifications when issues arise are imperative to achieve results.
- The capacity of the implementing partner needs to be assessed from project inception / design onward.
- Gender mainstream needs to be clearly imbedded from project design onward, in order for mainstreaming to be achieved within project's ambits.
- Governance structures and responsibilities (of board, steering committee, and implementing agency) within a project need to be clearly laid out from the very beginning of a project.
- Downstream results, effects and eventually impacts need to be generated with the proper inclusion, participation of, and relation with local and district level actors and institutions.
- The heavy reliance on consultancies to generate products is detrimental to institutional capacity building and ownership of a project's products and eventual results.

Summary Recommendations

Recommendations for SCPAM Project:

- Convene a workshop or final wrap up meeting to inform and communicate what has been achieved within the Project and make information and products generated available to all stakeholders.
- In order to generate or drive catalytic effects from the products generated within the SCPAM Project, there should be an impulse for these to be appropriated by other projects or institutions that could make use of them in other projects or programs.

Recommendations for future programming at the design level:

- Beginning at design, projects need to have a clear strategic path for implementation, following a pattern of consultations, development of products, piloting and full implementation.
- Progress indicators of implementation and effect should be incorporated in the design level, as a way to guide and gauge whether or not results are being generated and include a time table for action.

- Projects should have, beginning from the design stage, a results – based outlook.
- Projects need to be realistically designed regarding pilot areas where interventions will take place.
- Interventions of this type should clearly have as an objective the generation and strengthening of national individual and institutional capacities, taking into account and appraising existing capacity but also needs within the country's institutions.
- Sustainable management projects need to generate arrangements to promote implementation of outputs beyond the life – span of the project and therefore generate sustainability of outputs and outcomes.

Recommendations for future programming at the monitoring and evaluation level

- Projects need to be closely monitored by all parties involved (implementing and executing agencies, project governance bodies).
- Governance structures (boards, steering committees) within projects need to have clear proactive roles set from the outset and be realistic as to their composition.
- Monitoring should also include guidance for project implementation (not only administrative but also technical) keeping to the interventions ultimate goals and expected outcomes.
- An analysis of evaluations of similar implemented projects in Suriname could be generated in order to determine whether there is a pattern in issues that arise out of project implementation.

Recommendations for future programming at the implementation level

- All relevant local /district – level actors need to be involved from the start of a project, in decision – making, gathering of data, and throughout the implementation process taking into account thoroughly local processes, participation, and inputs.
- Communication within a project is an important strength and it should be promoted in order to improve implementation aspects.
- Knowledge management inputs and outputs should be promoted throughout the implementation stage of a project, promoting learning not only from in – country experiences but also from regional experiences.

- Implementation should follow design and adjust according to needs, identified gaps, or identified execution issues as needed throughout a project's life span.

- There should be a better definition of what capacity building is and what it entails at a general level within UNDP as well as within a particular country. Additionally, to this there should be an upgrading of processes currently carried out as regards to capacity, truly promoting institutional strengthening.

Acronyms and Abbreviations

ATM Ministry Labour, Technological Development and Environment

GEF Global Environmental Facility

GoS Government of Suriname

ICZM Integrated Coastal Zone Management

IUCN International Union for Conservation of Nature

LBB Suriname Forest Service

LVV Ministry of Agriculture, Animal Husbandry and Fisheries

METT Management Effectiveness Tracking Tool

MUMA Multiple Use Management Areas

NBSAP National Biodiversity Strategy and Action Plan

NGO Non-Governmental Organization

NIMOS National Institute for Environment and Development in Suriname

NR Nature Reserve

NSPA National System of Protected Areas

OW Ministry of Public Works

PA Protected Area

PLOS Ministry of Planning and Development Cooperation

RGB Ministry of Physical Planning, Land and Forest Management (RGB)

SCF Suriname Conservation Foundation

SCPAM Suriname Coastal Protected Area Management

SLM Capacity Building and Mainstreaming of Sustainable Land Management

UNDP United Nations Development Programme

WWF World Wildlife Fund

1. Introduction

Purpose of the evaluation

The purpose of the terminal evaluation for the Suriname Coastal Protected Area Management (SCPAM) Project lies primarily on assessing the effectiveness, efficiency, sustainability and relevance of the project in light of the accomplished outcomes, objectives and effects.

In more general programmatic terms, evaluations also have a series of other general purposes, such as:

- To promote accountability and transparency, and to assess and disclose the extent of project accomplishments.
- To synthesize lessons that can help to improve the selection, design and implementation of future GEF financed UNDP activities.
- To provide feedback on issues that are recurrent across the UNDP portfolio and need attention, and on improvements regarding previously identified issues.
- To contribute to the overall assessment of results in achieving GEF strategic objectives aimed at global environmental benefit.
- To gauge the extent of project convergence with other priorities within the UNDP country program, including poverty alleviation, and reducing disaster risk and vulnerability, as well as crosscutting imperatives on empowering women and supporting human rights.

Scope and Methodology

The scope of the Terminal Evaluation is to:

- Assess progress towards achieving project objectives and outcomes as specified in the Project Document.
- Assess signs of project success or failure.
- Review the project's strategy in light of its sustainability risks.

To attain the evaluation's objective and carry out the assessment, a methodological approach was outlined in the early stages of the evaluation process and implemented. The evaluation followed methods and approach as stated in UNDP Manuals, relevant tools, and other relevant UNDP guidance materials, including *UNDP Guidance for Conducting Terminal*

Evaluations of UNDP-supported, GEF-financed Projects and *UNDP's Handbook on Planning, Monitoring and Evaluating for Development Results*. The evaluation provides evidence-based information. In order to carry out this evaluation exercise, several data collection tools were used for analysing information based on principles of results-based evaluation (including relevance, ownership, efficiency and effectiveness, sustainability). The evaluation was carried out according to the UNDP/GEF Monitoring and Evaluation Policy. Therefore, activities and results were evaluated for their:

i) *Relevance* – the extent to which the results and activities are consistent with local and national development priorities, national and international conservation priorities, and GEF's focal area and operational program strategies,

ii) *Effectiveness* –how the project's results are related to the original or modified intended outcomes or objectives, and

iii) *Efficiency* –whether the activities are being carried out in a cost effective way and whether the results are being achieved by the least cost option. The results, outcomes, and actual and potential impacts of the project were examined to determine whether they were positive or negative, foreseen or unintended. Finally,

iv) *Sustainability* of the interventions and results were examined to determine the likelihood of whether benefits would continue to be accrued after the completion of the project. The sustainability was examined from various perspectives: financial, social, environmental and institutional. In addition, the evaluators examined the specific achievements of the project. The logical framework with Outcomes, Outputs and indicators which guided the implementation processes formed the basis of the Evaluation. Following UNDP/GEF guidelines, the relevant areas of the project were evaluated at least according to the following performance criteria and ratings.

The analysis entailed evaluating different stages and aspects of the project, including design and formulation (aspects such as logical framework, budget/expenditures to date/co-financing as well as assumptions and risks); implementation (its implementation in terms of quality and timeliness of inputs, financial planning, and monitoring and evaluation); results; and the involvement of stakeholders in the project's processes and activities. The assessment was carried out following a participatory and consultative approach ensuring close engagement with government counterparts, in particular UNDP Country Office, project director, and key stakeholders.

The methodologies implemented through specific tools fed into each other. Also, through a combination of methods feedback was sought between the various tools and

validation / triangulations was pursued between different levels and types of data collection. Regarding specific methodologies to gather assessment information, the following tools and methods were used: (a) document analysis; (b) key informant interviews; and, (c) site visits. In annexes an agenda for the mission (which also contains the names of interviewed persons) is found.

A first tool developed for this process is an evaluation matrix (which can be found in ANNEX 4 : Evaluation Matrix) which contains Evaluative Criteria Questions; Indicators; Sources; and Methodology. This matrix guided the data collection process and, as the evaluation proceeded, the matrix was used to collect and display data obtained from different sources that relate to relevant evaluation criteria and questions.

The evaluation team was made up of a local support consultant, Siegmien Staphorst, and an international evaluator, Maria Onestini. A fourteen - day mission took place, mainly to maintain meetings and interviews with relevant stakeholders at the national level, meetings with UN personnel and review of materials with key stakeholders, as well as for site visits and interviews with local stakeholders.

The unit of analysis for this evaluation is the project in and of itself, understood to be the set of components, outcomes, outputs, activities and inputs that were detailed in the project document. The evaluation analysed modifications carried out.

Structure of the evaluation report

The evaluation report is structured beginning with an executive summary, an introduction and evaluation scope section. A second section contains an overall project description within a developmental context, including an account of the problems the project sought to address, as well as of objectives. Furthermore, indicators and main stakeholders involved in the projects are defined, as well as what were the expected results. Basically, this section deals with the design stage and design concept of the project. A third core section of this report deals basically with the evaluation findings, analytically observing the results framework, UNDP's comparative advantages, as well as linkages with other projects and interventions in the sector. Furthermore, this section also deals with findings relating to the actual implementation of the project, including strategic issues such as adaptive management and partnership agreements, and monitoring. This third section concludes with findings on actual project overall results and findings related to the criteria established for final evaluations such as relevance, effectiveness and efficiency, ownership at the national level, mainstreaming and sustainability. This section deals, largely, with the findings related to the implementation process. A fourth core section of the present report entails overall conclusions as well as forward looking issues. For instance, this section includes lessons

learned and best practices extracted from the project as well as recommendations for future actions and future projects. Lastly, an annex section includes project and evaluation documentation.

2. Project description and development context

Project start and duration

The Suriname Coastal Protected Area Management (SCPAM) Project began in August 2011 and had a planned end date of August 2014. A one year no – cost extension was granted. Therefore, the planned duration of three years was in fact extended to be a total duration of four years. The total cost of the project was planned to be US$ 2 570 601.

Problems that the project sought to address and development context

In the environmental area, Suriname's major issues involve soil and surface water pollution, inadequate facilities for solid-waste disposal, land degradation and soil erosion, as well as sea level rise and loss of mangroves. The latter particularly in the coastal districts. The solution to the environmentally – related issues are also hindered by a weak capacity to implement, monitor and deliver environmental services and mainstream environmental matters into sectoral policies and programs.

The economic base for Suriname (that is based on contribution to the GDP) are the manufacturing, mining, and transport sectors. Other sectors (mainly fisheries, tourism, agriculture and forestry account for less than ten percent of GDP). The bauxite industry contributes approximately 15 percent of GDP and nearly two-thirds of export earnings. Gold and oil production are the primary drivers to economic growth, and they are located largely in the coastal zone of Suriname.

Oil production along the coastal zone is a rapidly rising activity with most exploration and production currently focused upon evolving within the coastal wetlands. Staatsolie (the State-owned petroleum company with exclusive rights for exploitation and exploration) contributed US$ 124 million to the State budget in 2009.

Although some sectors do not contribute greatly to the GDP, they are of high interest within a socio – economic framework because of the level of employment in those sectors or because of their growth potential. Together, the fisheries, tourism, agriculture and forestry sectors account for less than 10 percent of GDP. However, these other segments are, nevertheless, particularly relevant to the context of the Suriname Coastal Protected Area Management Project. For instance, the agricultural sector employs approximately 25 per cent of the country's labour. Small-scale farming provisions the domestic market and forms a safety net for low-income families. Rice and bananas are the country's main agricultural exports. Rice is grown on approximately 50 000 hectares. The coastal zone has a comprehensive irrigation system designed to deliver water to rice fields from upper rivers and swamps during the dry season and divert precipitation during the wet season. Rice production

also depends heavily upon chemical inputs which, in turn, result in run-off impacts to coastal zone biodiversity. Agricultural activity and production is located almost exclusively within the coastal zone.

Fisheries accounts for 12 per cent of the labour force and shrimp is a major export in this industry. Fish stocks are, furthermore, a highly valuable food source for local communities with mudflats and mangroves playing a pivotal role in estuarine nursery and in fisheries. Tourism continues to increase marginally, yet it is relevant to the Project given that the industry relies heavily upon the protected areas system. The coastal zone is an international wildlife destination.

Another growing impact upon Suriname's coastal zone is caused by sand and shell mining, which is typically carried out by small producers that operate in the western coast of the country (i.e. in the area where SCPAM Project was implemented). Official operation estimates indicate that there are nine sand and shell mining concession holders legally operating within 550 hectares of the coastal zone while there are indications, also, of several other unofficial operations in place. Furthermore, the coastal areas suffer the impact of heavy metals and silt from upstream gold and bauxite mining flow.

In general, most productive activities within coastal areas as well as in their area of influence are little understood, and minor knowledge has been generated in Suriname regarding the scope of these impacts. Therefore, these are not understood very well and are not well regulated. The coastal zone, therefore, is a zone with varied production patterns, but also is the area where most of the population of Suriname lives (with an estimated eighty-five percent of the population settled along the coastal zone).

Suriname has three types of protected areas. These are Nature Parks, Nature Reserves, and Multiple Use Management Areas (MUMAS). Protected areas comprise nearly 13% of the nation's territory and, basically, this protected- area system comprehends examples of most ecosystems in the country. Suriname has ten coastal protected areas which cover approximately 373 000 hectares. MUMAs (i.e. the type of protected area that the Project deals with) are designated to maintain biological productivity, ensure the health of globally significant wildlife, and protect resources for sustainable livelihoods. However, notwithstanding this definition, MUMA's are intended to be multiple-use areas, with the conservation of biodiversity and maintenance of ecosystem services as an ultimate management objective. Therefore, natural resources and biodiversity present in MUMA's may be commercially utilized within sustainable limits with permits required for both research and resource extraction.

Notwithstanding the designation of a large extent of coastal areas as MUMAs, they are threatened by a series of dynamics. As indicated above, productive activities are having a string of impacts and presenting threats. The main threats identified are: conversion and/or destruction of habitat; overexploitation of biodiversity; poorly regulated development which is rapidly degenerating the ecological integrity of Suriname's coastal areas; and climate change. Furthermore, although Suriname has added large and ecologically meaningful coastal regions within its protected area system; its existing coastal zone protected area management structure lacks the technical and financial capacity required to adequately address the abovementioned growing threats.

Suriname is deeply dependent on the exploitation of natural resources for its economy, and oil production along the coastal areas if the main and growing factor. And while the protected areas system (including coastal zones MUMAs) encompasses most of the coastal region, the country has not been able to advance fully to gain and realize the needed technical, policy and financial to change unsustainable practices within coastal zone protected areas. Suriname lacks an adequate institutional and legal framework, and its enabling tools, to make certain development and conservation are better balanced. National policies, approaches and institutional efforts do not provide clear management vision nor provide for the financial support needed to adequately manage protected areas in general and MUMAs in coastal zones specifically. Broadly, therefore, barriers to obtaining lasting and sustainable solutions to these issues have been identified by the Project as: (a) coastal protected areas management capacity is limited; (b) funding and corresponding financial management mechanisms are inadequate.

Suriname, as a medium human development ranked country, faces challenges in the path of attaining sustainable development goals. These include inadequate policies frameworks to ensure rights-based, sustainable human development, deficient public sector institutional capacity that can plan, implement, monitor and efficiently deliver quality programs, as well as insufficient and uneven use of information to sustain evidence-based policy development and management.

It is with the above development context in mind that the SCPAM Project was developed. That is, the Suriname Coastal Protected Area Management was designed to safeguard Suriname's globally significant coastal biodiversity.

The project specific objective was to promote the conservation of biodiversity through improved management of protected areas along the nation's western coast. It was expected that this objective would be achieved through two (inter related) components:

(1) Improving the management effectiveness and efficiency of coastal protected areas; and,

(2) Increasing and diversifying coastal protected area funding.

It had a total planned budget of 2 570 601 US Dollars, with GEF financing of 965 556 USD, UNDP financing of USD 100 000 and planned co – financing from other sources. UNDP is the GEF implementing agency. The national implementing partner institution in the country was the Ministry of Physical Planning, Land and Forest Management (ROGB) and the Head of the Forest Service is the National Project Director.

Baseline indicators established

Baseline indicators were mostly established during the design phase, as specified in the Project Document. Some indicators were left to be determined at Project inception. The indicators referred to

- METT Scores
- Financial Capacity (as measured by Financial Capacity Scorecard)
- Total mangrove forest cover
- Population number of 3 key indicator species within coastal protected areas
- Water quality parameters
- Number of coastal protected areas with clearly designated protected area management authority
- Number of coastal PA's implementing contemporary management plans
- Number of coastal PAs with comprehensive biodiversity conservation monitoring systems informing management decision making
- Increase in annual government funding for coastal protected areas conservation
- Increase in annual private sector monetary investments in coastal PAs conservation (e.g., oil, tourism, fisheries, agriculture)
- Percentage of coastal PAs implementing business plans that reflect NSPA standards
- Decrease in coastal PAs funding gap between existing and ideal scenario.

The full list of baseline indicators for each expected objective and outcomes can be found in annexes.

Main stakeholders

The Project, at its design stage, generated a good stakeholder analysis given the strong emphasis on participation placed during project preparation. As part of the stakeholder analysis and participatory approach embedded in the design period, group discussions and consultations were held with a series of diverse stakeholders. These included not only national and regional agencies but also donors, civil society organizations, non – governmental organizations as well as local relevant actors from the four coastal districts of Nickerie, Coronie, Saramacca and Paramaribo. Following is a list of key stakeholders (that are relevant to protected area management nationally and within the pilot areas) identified in the planning stages of the Project.

- Government of Suriname
    - Nature Preservation Commission
    - District Commissioner and District Boards Ministry of Regional Development (RO)
    - NIMOS Ministry of Labour, Technology and Environment (ATM)
    - Police Ministry of Justice and Police (JusPol)
    - Ministry of Defense
    - Ministry of Education/ Anton de Kom University of Suriname
    - Ministry of RGB (Ministry of Physical Planning, Land and Forest Management)
    - Suriname Forest Service
    - Foundation for Nature Preservation in Suriname (Stinasu)
    - Consultation Commission for Galibi Nature Reserve
    - Ministry of Agriculture, Fisheries and Animal Husbandry
    - Fisheries Department
    - Ministry of Public Works (OW)
    - Hydraulic Service
    - Meteorological Service

- Community and Non-Governmental Organizations
    - Suriname Conservation Foundation
    - Conservation International- Suriname
    - World Wildlife Fund Guiana's
    - Amazon Cooperation Team
    - Green Heritage Suriname
    - Stg. Vrienden van Stinasu
- Local and Private Entities
    - Landowners
    - Resource users
    - Business sector
    - Fisheries
    - State Oil Company

Expected results

As stated before, it was expected that the Project's objective would be achieved through two (inter related) components (Outcomes):

(1) Improving the management effectiveness and efficiency of coastal protected areas; and,

(2) Increasing and diversifying coastal protected area funding.

Within each of the two above – mentioned expected outcomes there were a series of expected associated outputs resulting from the Project. These are presented in the following chart.

Outcome 1: Improved management effectiveness and efficiency of coastal zone protected areas
Output 1.1: Operative management agreement for Multiple Use Management Areas (MUMAs) developed
Output 1.2 Consultation Commissions established
Output 1.3 Three updated management plans for coastal zone protected areas
Output 1.4 A monitoring and evaluation system for coastal zone protected areas
Output 1.5 Training program established for select coastal protected areas staff
Outcome 2: Increased and diversified coastal protected area funding
Output 2.1 Three business plans for coastal protected areas
Output 2.2 Economic valuation of three coastal protected areas completed
Output 2.3 Model biodiversity offset agreement for one coastal protected area
Output 2.4 Coastal protected area conservation financing earmarked in annual government budgets
Output 2.5 Mechanism to manage and administer coastal protected area funding

3. Findings

Project Design / Formulation

Analysis of Logical Framework / Results Framework (Project logic; strategy; and indicators) and General Design Aspects

A project's logical framework (log frame) or results framework is a very important tool, not only to guide the implementation process and to carry out continuous monitoring, but also to be used for general and adaptive management aims. Habitually monitoring a project's advancement against the log frame allows a project to distinguish whether it is achieving what it set out to do and where the problems are in achieving objectives and goals.

The project's Logical Framework or Log Frame (see

ANNEX 3: Logical Framework) includes standard items such as project strategy; indicators, baseline values, targets at end of project, sources of verification, and assumptions. In general terms, the log frame for the SCPAM as indicated in the Project Document charts the expected results and outcomes of the project with baseline indicators and output or outcome indicators.

Several key baseline indicators are missing. The very indicative gauges of results, expressed as "no negative change in population number of three key indicator species within coastal protected areas" and "water quality improves and/or remains consistent at five monitoring stations located within coastal protected areas" do not have indicators at all. The Log Frame states that "exact figures to be determined at project inception", nevertheless this evaluation finds no evidence that these figures were determined at any point of the project cycle.[1]

Other indicators do have some SMART[2] components, although not all of them do. For example, targets for METT scores are for coastal protected areas, or number of coastal protected areas with a clearly designated protected area management authority are specific and measurable, as well as relevant. Conversely, other indicators, such as the ones that measures financial scoring (i.e. indicator that measures increase in coastal protected areas financial capacity measured by Financial Sustainability Scorecard) although specific, measurable and relevant to this Project, is not achievable given that the expected result is not within the capacity of the partners to achieve in the context of SCPAM.

The Log Frame also lacks determining when the indicators would be met. That is, which indicators are expected to be met by the Project's mid- term, or what degree of a final outcome indicator is expected to be met by the Project's midpoint. If these indicators would have been expressed in such way, perhaps (as will be seen in other sections of the report) the Project might have a more effective result.

[1] For instance, the latest PIR that the evaluation had access to (PIR 2014) does not have any of these indicators, neither as baseline nor as as outcome indicators.

[2] **SMART** principles for indicators are defined as follows:

S Specific: Outcomes must use change language, describing a specific future condition

M Measurable: Results, whether quantitative or qualitative, must have measurable indicators, making it possible to assess whether they were achieved or not

A Achievable: Results must be within the capacity of the partners to achieve

R Relevant: Results must make a contribution to selected priorities of the national development framework

T Time- bound: Results are never open-ended. There should be an expected date of accomplishment.

However, the log frame (and the same can be said for the design in general) as presented in the Project Document does not chart adequate logical linkages between expected outputs/products and expected results. As the design stands, there seems to be an underlying assumption that merely by generating products *automatically* these would generate results. For instance, that by purely having updated management plans for coastal zone protected areas then these would conduct to improved management effectiveness and efficiency of coastal zone protected areas or that by drafting economic valuations of coastal protected areas then increased and diversified coastal protected area funding would consequentially result. That is, there is no theory of change that stipulates how variations will come about, nor how to advance the implementation of the tools and instruments developed within the framework of the Project.

Furthermore, key stakeholders have indicated that they understand there was a design failure given that a great number of the outputs and products were too broad or too theoretical for activities on the ground to result in adequate uptake. Another issue that manifests itself at the design level, yet has critical impacts throughout the implementation itself, is the decision to have three pilot sites. First of all, the resources were too little for the Project to deal with three districts and such a large expanse of coastal area. Second, the districts are not uniform. Between Nickerie, Coronie, Saramacca there are dissimilarities in economic patterns, institutionality, background work in coastal management, and social context, which makes work in all three districts at the same time complex and not uniform. The approach, intertwined from the design stage onward, has had impacts on the implementation, as will be seen in the pertinent sections of this report.

Assumptions and Risks

The identification of risks within the ProDoc identified a general risk at the Project Objective level: "*Changes in political circumstances and economic priorities affect Government or other stakeholders (including NGO PA managers) commitment to NSPA and regulatory, financial and management improvements"* and a specific for Outcome 1 and *"Inadequate management and technical support undermines project outcomes*". No specific risk was identified for expected Outcome 2 within the ProDoc. All of the risks and affirmative assumptions are extracted from that document in the chart below.

Objective and Outcomes	Assumptions identified in the ProDoc
Project Objective: **To promote the conservation of biodiversity through improved management of PAs along the western coast of Suriname**	**Changes in political circumstances and economic priorities affect Government or other stakeholders (including NGO PA managers) commitment to NSPA and regulatory, financial and management improvements.** **Climate change, natural disasters, and other environmental impacts beyond national do not exceed current expectations affecting the viability of management options and distract attention from PA issues.**
Outcome 1: **Improved effectiveness and efficiency of the management of coastal PAs.**	**Decision-makers (national and local) will support and approve various legal agreements, including making required institutional reforms.** **NSPA is developed and effectuated.** **Authorities will follow coordinated MUMA management relationship.** **Continued GoS support for MUMA management improvement.** **Institutions and individuals successfully apply new skills.** **Inadequate management and technical support undermines project outcomes.** **Institutional Reform of RGB departments is finalized.**
Outcome 2: **Increased and diversified coastal protected areas funding**	**Government, NGO's, private sector and other donors maintain and/or improve investment and support for NSPA.** **PA management will complete and implement management and business plans.** **State Oil Company maintains high level of engagement and support for biodiversity.**

A different risk log is included in annexes in the ProDoc, whereby four risks are further identified there. Three are political risks ((1) changes in political circumstances and economic priorities affect Government or other stakeholders commitment to coastal protected area conservation; (2) critical enabling environment improvements, including institutional coordination mechanisms, will be resisted and not changed; and (3) overarching

macroeconomic and fiscal constraints interfere with sustained funding opportunities for coastal protected areas) and one environmental (Climate change, including sea level rise, would dramatically alter ecological functions within the coastal zone).

Yet, here too the risks are minimized, the risk analysis do not conduct to the generation of risk mitigation measures. The project design does not contain risk mitigation strategies for the identified risks. As can be seen in retrospective, and regrettably for the Project's outcome, the assumptions were all unrealistic and not met and the several of the risks occurred without mitigation measures in place.

Lessons from other relevant projects of same focal area incorporated into project design and linkages between project and other interventions within the sector

At the design stage there was a contemplation of a series of other relevant projects in similar focal areas being implemented or recently concluded in Suriname with the aim of incorporating lessons learned, encourage collaboration, and maximizing projects' impacts.

The main linkage was with the Integrated Coastal Zone Management (ICZM) project, which was funded by the Interamerican Development Bank. This was a correct effort given that the ICZM Project generated plans for the entire coastal zone of Suriname. The SCPAM project was perceived by many stakeholders as a sort of continuation of the ICZM project and as an effort to focalize its plans, tools, frameworks and other outputs in the western coastal zone of the country. Attempting, at least at the design phase, to build upon and facilitate the implementation of the ICZM's related instruments is deemed to be a correct path of incorporation of lessons learned and of instruments for coastal zone management. The project also had associations, again at the design phase, with other interventions in similar focal areas, such as the Project Rehabilitation and Enhancing the Resilience of Mangrove in Coronie District and UNDP's GEF Funded Sustainable Land Management Project, and World Wildlife Fund's work in Bigi Pan.

Planned stakeholder participation

Stakeholder participation at the planning stage was comprehensive. As seen in the introductory section of this report, the Project, at its design stage, generated a good stakeholder analysis. It not only included a list of relevant broad – ranging institutional stakeholders but also an analysis regarding their relevance to the project. Stakeholder participation was planned in the design period to take place at different levels, such as local stakeholder participation in workshops, events, etc., that were generated by the Project as well as in the different boards and committees that would guide the Project to its completion.

Regarding the latter, the Project Board was planned to have the participation of the Ministry of Physical Planning, Land and Forest Management, NCD and UNDP, being this one of the main governance structures for the Project. At the design level, it was intended the Project Board would be "responsible for the achievement of the results expected from the project"[3]. Due to this, the Board's responsibilities included monitoring the effective management of project funds, being accountable for the quality, timeliness and effectiveness of project-funded outputs, and ensuring adequate implementation of national legislations and regulations, rules and procedures.

A second tier governance structure was the Project Steering Committee. It was to include wide – ranging representation, including environmental NGOs, representatives from the Government of Suriname, private sector, agencies responsible for protected area management, and academia, among others. However, the design of the Project (i.e. within the ProDoc) did not establish what the Project Steering Committee would do, what were its duties and responsibilities. Terms of Reference which stipulated what the committee's task would be were drafted and approved. However even members who did know of these ToRs (which were not all committee members) acknowledged that even with them their role was rather weak. Therefore, their role was minor and did not truly drive implementation.

UNDP comparative advantage

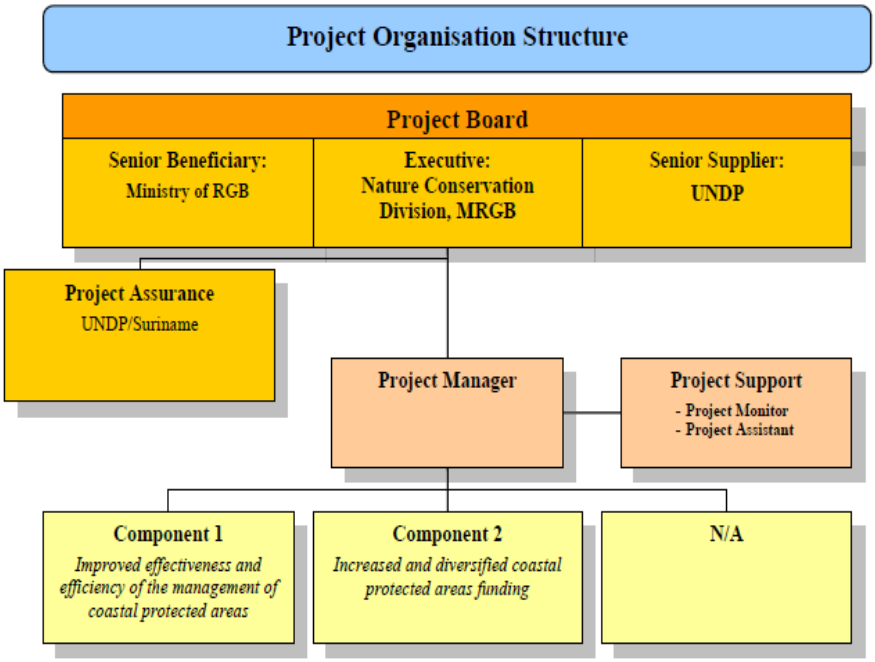
The design of the project contemplated UNDP's comparative advantage, in particular as it relates to GEF – funded projects. The design of the SCPAM Project acknowledged UNDP's comparative advantage in the areas of human resource development and institutional strengthening. It was also pointed out that UNDP has a long-established Country Office in Suriname, which has allowed the Agency to develop strong relationships with diverse institutional actors that potentially could or would have participated in the Project. UNDP's capital of information, knowledge management as well as its regional and global positioning and development of similar projects was also pointed as a UNDP comparative advantage at the design level. This was indicated in the design stage that these particular advantages could be used to ensure inter – project learning and integrate lessons learned of other biodiversity conservation and sustainable use, coastal management, protected areas and similar subjects into the SCPAM Project. Furthermore, UNDP's capacity to impulse innovation is also an asset and comparative advantage that has had a certain degree of bearing on the SCPAM Project, for instance driving analysis such as valuation of MUMAs, biodiversity offsets, payment for environmental services, or integrated management which doubtfully would have been propelled in Suriname without UNDP's impulsion.

[3] As stated in the Project Document.

Management arrangements

The ProDoc establishes a forthright Project Organization Structure in order to manage implementation of the SCPAM. This is presented in the graph immediately below.

Figure 1: Project Organization Structure[4]



Besides the above mentioned stakeholder participation and governance structures (i.e. Project Board, Project Steering Committee, UNDP tasks/project assurance) arrangements for a Project Management Unit (PMU) and three Consultation Commissions (a consultation commission per MUMA

A three staff PMU was planned, to consist of a Project Manager and two project support personnel (a project monitor and a project assistant). PMU was to be responsible for directing, supervising and coordinating the project's implementation. The specific duties of the Project Manager were broad, and they entailed vis-à-vis management specifically: providing management leadership (both organizational and substantive); budgeting, planning and general monitoring of the project; supervision and coordination of the Project's work; ensuring adequate information flow, discussions and feedback among the various stakeholders involved in SCPAM; preparing annual work plans; catalysing adaptive management of the project; preparing relevant reports; oversee consultants and subcontractors; monitor expenditures and financial delivery; and, liaise with partners to

[4] Source: Project Document

ensure their co-financing contributions are provided within the agreed terms. Regarding technical inputs, the Project management was expected to: provide critical and significant technical input; provide overall technical guidance and consistency of vision for project's strategic protected area network expansion and protected area management approach; provide technical input to and be responsible for preparation of the development of Terms of Reference for consultants and contractors; foster and establish technical best-practice links with other related protected area initiatives; and –overall—interact (at a technical level) with relevant national and regional protected area initiatives and with communication and training components of the Project.

The three consultations commissions (one per MUMA) were to be established in order to institute information flows to the Project Management and vice versa to resource users, scientific communities, district authorities and other parties to develop an informed decision-making process within the Project.

Project Implementation

Adaptive management

Adaptive management techniques were not methodically introduced. That is, there were no formal changes to the project design and project outputs during implementation neither in order to adapt the project to changing circumstances nor to correct the course of the Project as implementation problems were identified. Neither the framework log, nor indicators or expected outputs were changed formally during the implementation period. Adaptive management of the Project was not actively catalysed since monitoring progress towards achievement of project objectives vis-à-vis the agreed progress indicators was not carried out. Also, as will be seen in the relevant section, planned mid-term evaluation was not carried out. This hindered the possibility of applying adaptive management procedures in order to redirect the Project as needed.

Project Finance / Cofinance

Following is the finance table for the SCPAM Project. This includes planed and actual financing.

Co-financing (type)	UNDP own financing (US$)		Government (US$)		GEF (US$)		Other (US$)		Total (US$)	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
Grants	100 000	136 933	450 000	N/A	965 556	965 556	1 605 045	N/A	2 570 601	1 102 489

The Project received planned financing from GEF (965 556 US Dollars) while it received nearly 37 percent more UNDP financing than originally planned (actual UNDP own financing 136 933 USD). However, no co – financing has been reported, neither from Government nor from other sources. Therefore, taken this information at face value, the Project only leveraged nearly 43 percent of its planned total financing.

Monitoring and evaluation: design at entry and implementation

Monitoring and evaluation at entry point (that is, as it was designed) followed standard guidelines for this sort of projects. It included directives on the types of mechanisms to be used for monitoring and evaluation: inception workshop, inception report, Project Implementation Reports (PIRs), periodic monitoring through site visits, mid – term review, and final evaluation. The governance structures set up for the SCPAM also were to fulfil monitoring roles. Principally the Project Board (as indicated in the relevant section) and the Project Steering Committee. Although the Project Board's monitoring duties were set in the Project Document, this did not take place for the Project Steering Committee. Basically, the design at entry indicated which institutions or which types of institutions should participate in the Steering Committee, yet it did not set or recommend Steering Committee obligations and responsibilities in monitoring. Therefore, given the above, the monitoring and evaluation design at entry is rated as ***S*** (Satisfactory (S): minor shortcomings).

At the implementation stage, however, the monitoring and evaluation process had serious weaknesses and it did not closely follow the entry point Monitoring and Evaluation design. For instance, the logical framework developed at the design stage was not used during implementation as a management and monitoring tool. Follow-up actions, and/ or adaptive management, were not fully taken in response to monitoring reports. Regarding the latter, for example, the 2014 Project Implementation Report indicates that several processes and products which were reported as in course in previous PIRs continued to be so in the 2014 PIR, although this lag was reported it was not fully taken into account in response to the monitoring report. PIR self – evaluation ratings are not consistent with other ratings.

The composition and dynamics of several key governance structures were also problematic with regard to monitoring the advance and execution of the project. First of all, the Project Board did not oversee the development of the SCPAM Project as specified at entry. Second, as indicated above, the Steering Committee's responsibilities, role, and domain were never specified at entry. Therefore, the Steering Committee's responsibilities were solely defined as an advisory role in order to "safeguard the quality of reports." This very limited function resulted in that the Steering Committee's role was kept too technical, eluding, therefore, the opportunity to have a committee made up of diverse stakeholders could in some way guide implementation and monitor whether the Project was advancing as planned. Furthermore, the Steering Committee did not liaise with the Project's Board and the Board, in turn, provided no feedback on its decisions to the Steering Committee. This evaluation finds no evidence that any of the three consultations commissions (one per MUMA according to the ProDoc) was established. Therefore, there is no evidence of formal local – level monitoring and information flow (upstream and downstream) within the Project.

Although mandated and included in the monitoring/evaluation plans at design, the SCPAM Project did not have a Mid Term Review (MTR). Consequently, an opportunity was lost to hold an assessment at mid-point in the Project's cycle in order to harness recommendations to re direct or improve implementation issues, generate adaptive management strategies and actions.

The SCPAM Project suffered from a lack of constant and periodic overseeing. The standard monitoring tools were not applied properly (neither by the executing agency nor by the implementing partner). Monitoring tasks were unclearly defined nor understood by relevant parties, and no clear conscientious reporting took place on critical issues (technical, results-based, administrative).

Given all of the above, the monitoring and evaluation plan implementation is rated U (Unsatisfactory). Therefore, taking into account design at entry ((Satisfactory (S): minor shortcomings) as well as implementation of monitoring and evaluation processes, the overall quality of these processes are rated MU (Moderately Unsatisfactory).

UNDP and Implementing Partner implementation / execution coordination, and operational issues

UNDP and the Implementing Partner's implementation / execution, coordination, and operational issues faced a series of challenges throughout the development of the SCPAM project. Also, some issues were present not only at the operational level but also regarding project follow up and monitoring.

The main difficulty identified in terms of achieving outcomes regarding the implementation was its focus. As indicated in several sections of this report, the SCPAM Project did not have an appropriate focus on results. That is, the Project, and hence the implementing and executing agencies, focused almost exclusively in achieving some of the products, but not on results-based outcomes.

UNDP did not have a close monitoring of activities, and this lead to deadlines not met as well as some other monitoring and evaluation issues, such as the project not carrying – out a mid term evaluation. Furthermore, this gap in monitoring and project supervision also implied that the products were achieved extremely late in the life – span of the SCPAM Project without having, therefore, a prospect for implementation of products and, therefore, effects. The managing parties (UNDP and Implementing Partner) lagged in active supervision, in technical terms as well as in operational terms.

Regarding the chosen executing agency for project execution (i.e. the Ministry of Physical Planning, Land and Forest Management (RGB)) there have been some issues

identified. First of all, although a micro capacity assessment was done of RGB at the inception stage of this project, it only dealt with its financial management capacity to manage funds for the implementation of projects. A broader capacity assessment of this institution was not carried out, implying that its limitations (of funds, staffing, etc.) were not taken into account as to whether they could assume implementation efforts for this project. The result has been that RGB, although committed to implementation at the institutional as well as at the staff and personnel levels, could not properly carry out supervision, oversight, and operational actions.

A second issue regarding the executing agency chosen for project execution is that it was limited in its actions regarding coastal management and MUMAs. Although it is understood that RGB is the lead agency in Suriname dealing with MUMAs, there are many other institutions that have direct and indirect competence over the issues regarding management of protected areas, coastal management, and financial structures for management. Since these other institutions were not systematically included in the implementation process, the capability of action and coordination by the implementing partner was also diminished.

Given the above, the quality of UNDP implementation as well as the quality of execution by the executing agency is rated as Moderately Satisfactory (MS).

4. Project Results

Overall results: attainment of objectives

In order to evaluate overall results, defined as the *attainment of objectives*, the objective of the SCPAM Project as well as its expected outcomes is again presented here. The project specific objective was to *promote the conservation of biodiversity through improved management of protected areas along the nation's western coast*. It was expected that this objective would be achieved through two (inter related) outcome components:

(1) Improving the management effectiveness and efficiency of coastal protected areas; and,

(2) Increasing and diversifying coastal protected area funding.

The overall objective of promoting biodiversity conservation via improved protected areas' management in Suriname's western coast was somewhat achieved, since –at some levels—the project did *promote* management improvement. However, at the results and impact levels it cannot be said that there have been a robust set of concrete effects. Following is a brief analysis of achievements at the product, outputs and outcome levels.

At the product level, some of the expected documents were achieved. Among them the following can be highlighted: economic valuation documents, monitoring and evaluation plans for the protected areas, inventory of invasive alien plant species in the MUMAS, set up of the mangrove educational centre, as well as management plans for the three MUMAs.[5] Yet, the execution of the majority of these products fell short of implementation.

For Outcome 1 (Improving the management effectiveness and efficiency of coastal protected areas), by all accounts the Project only generated several documents, plans, etc., with no evident appropriation nor concrete impact. For Outcome 2 (Increasing and diversifying coastal protected area funding) only a study on economic valuation was produced, with no evidence of increase or diversification of coastal PA funding attributable to this deliverable.

Expected outputs were, for Outcome 1: (a) Cooperative management agreements for MUMAs developed, specifying roles of key Ministries and stakeholders, financial responsibilities, and conflict resolution mechanisms; (b) Consultation Commissions

[5] Regarding the management only one was concluded at the time of the mission, while the other two were concluded during this evaluation's write – up stage. Although this is not problematic as to accounting of what has been accomplished in terms of products, it is is problematic regarding accounting on what has been accomplished in terms of effects, results and outcomes given that, evidently, the management plans were not implemented within the framework of the Project as planned.

established (with representation of GoS agencies and MUMA users) to resolve MUMA-related conflicts; (c) three updated management plans in place for the MUMAs, which describe measures to maintain ecosystems, and how management can be adapted, based on information available; (d) a monitoring and evaluation system in place for each MUMA; (e) selected staff from the MUMAs are trained in management plan development, implementation, administration, and financial planning.

At the output level, these expected results were not generally achieved. Although management plans were drafted (two of the three, as indicated in footnotes, after the evaluation mission) they were not in place nor were they were implemented as part of the Project. Therefore, ascertaining their effect is not possible since this implementation was not done within the Project's framework.

The metrics of overall results at the outcome level lie in the indicators. The end-of-project indicators specify that the following should have been met by the end of the Project for Outcome 1 are:

(a) three coastal protected areas within the National System of Protected Areas (NSPA) with legal agreements designating Protected Area (PA) management authority;

(b) three coastal protected areas implementing contemporary management plans that reflect NSPA standards and integrate landscape/seascape wide approaches to addressing PA threats; and,

(c) three coastal protected areas with comprehensive biodiversity conservation monitoring systems informing management decision-making.

These three processes at the outcome level have not been achieved as an overall result of the SCPAM Project. Therefore, there is a breach between expected objectives and their attainment.

Regarding Outcome 2, where increased and diversified coastal protected areas funding was expected as an effect of the Project, the specific five indices to be achieved were:

(a) Increase of financial scorecard: Tools and systems for revenue generation and mobilization from 1% to 32%;

(b) increase in annual government funding for coastal protected areas conservation;

(c) increase in annual private sector (e.g., oil, tourism, fisheries, agriculture) monetary investments in coastal protected areas conservation;

(d) percentage of coastal protected areas implementing business plans that reflect NSPA standards;

(e) decrease in coastal protected areas funding gap between existing and ideal scenario.

Here also, processes at the outcome level have not been achieved as an overall result of the SCPAM Project. Therefore, there is a breach between expected objectives and their attainment.

In the following sections, the overall results are analysed following the criteria of analysis of these sorts of evaluations (relevance, effectiveness, efficiency, and sustainability) as well as other factors (such as country ownership, mainstreaming, and impact).

Relevance

The relevance of a project within these sorts of evaluations is assessed based on the extent to which a project and its interventions and activities are suited to local and national development priorities and needs. Within this area of analysis, the SCPAM Project is relevant in several levels. First of all, the Constitution of the Republic of Suriname provides the overall framework for the relevance of this Project can be found given that it states as an assertion "the protection of nature and the maintenance of ecological balance".

Evaluations also include assessing project relevance within the UN Development Assistance Framework (UNDAF). The SCPAM Project straddled two country programming cycles within the UN. First of all, the 2008 – 2011 UNDAF and then the 2012 – 2016 UNDAF. Within the first assistance framework, UNDAF Outcome 1.4 states is: "An enhanced sustainable natural resources planning and management system is in place" and expected outputs stressing capacity building capacity for the design, implementation and monitoring systems for the management, sustainable use and conservation of biodiversity and to implement measures on the adaptation and mitigation of the effects of climate change. The subsequent UNDAF (current from 2012 -2016) also contains several items pertinent to the SCPAM Project such as, Outcome 1 "By 2016, most excluded, marginalized groups and vulnerable populations benefit from reinforced social, economic, and environmental programmes towards accelerated and equitable MDG progress, meaningful participation, and a better quality of life for all beyond the MDG agenda" as well as Outcome 3 "By 2016, quality equity focused, rights-based, and gender-sensitive data collection and analysis and harmonized information systems serve the development of informed social, economic, and environmental policies, budgets, legislation, and programmes". These expected outcomes, therefore, evidently are consistent with issues that were addressed by the Project.

Lastly, relevance is also assessed by determining whether the objectives and outcomes of the project conform to UNDP country program strategies as well as to GEF-required outcomes focused primarily towards global environmental benefit. Regarding GEF –

required focus, the SCPAM Project was pertinent given that it was consistent with strategic objectives current at the time of approval. For instance, it was consistent with GEF Biodiversity Strategic Objective No. 1 (SO1), "Catalyzed sustainability of protected area (PA) systems" including the Strategic Program #1 "Sustainable financing of PA systems at the national level" and Strategic Program #2 "Increasing representation of effectively managed marine PA areas", as indicated in the Project Document (PRODOC).

The Project was successful in acknowledging UNDP mainstreamed priority of *improved governance.* Although there was a pronouncement in the PRODOC (*"Issues of gender and poverty alleviation will be firmly integrated")* there was no inclusion of these and other matters that are professed to be UNDP programming priorities. That is, the Project did not include any clear mainstreaming of other UNDP priorities such as poverty alleviation, the prevention and recovery from natural disasters, or gender mainstreaming.

Given the above, the SCPAM project is rated as *Relevant* (R).

Effectiveness and Efficiency

The effectiveness of a project is defined as the extent to which its objective has been achieved or how likely it is to be achieved. Effectiveness is the extent to which the development intervention's objectives were achieved. The valorisation of effectiveness or efficacy is used as an aggregate for judgment of the merit or worth of an activity, (i.e. the extent to which an intervention has attained, or is expected to attain, its major relevant objectives efficiently in a sustainable fashion and with a positive institutional development impact.)

While efficiency (or efficacy, or furthermore, cost-effectiveness) is defined as the extent to which results have been delivered with the least costly resources possible. Efficiency is a measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.

The SCPAM Project has had, overall, severe effectiveness issues when analysing from the perspective of achievement of objective(s). Although some achievements have been attained at the product level (several of them however after the implementation period) many of these have not had durable nor perceptible achievements at the result or outcome level. Therefore, their impact and the procurement of objectives via these products have been disconnected. That is, obtaining outcomes out of products has not occurred for the most part.

By the same analysis, the interrelated criterion of efficiency is also considered. The SCPAM Project has also had shortcomings regarding efficiency. Given that efficiency is a

gauge of how economically resources/inputs are converted to results, the valuation of efficiency in this case is quite low given that mostly products have been obtained with very little concrete results as a consequence of the Project.

This being said, it is useful to determine the reasons and arrangements that have had such a bearing on the SCPAM Project effectiveness and efficiency. The Project has had some serious deficiencies in implementation. First of all, there was a high rotation of key stakeholders within the Ministry of RGB as well as within the PMU. Regarding high turnover within the RGB Ministry, this implied that some officials involved rotated and with each rotation a new operational period would begin vis-à-vis the Project, with varying degrees of ownership on behalf of the Ministry. Ministry of Physical Planning, Land and Forest Management had three Ministers throughout the life span of the Project. Also, there were two Project Directors (practically the sole staff in PMU) during the implementation period of the SCPAM project with a gap where no director was appointed.

Implementation was negatively affected by communication and governance structure. Structure as it was set (board/project management/steering committee) did not function properly. Communication between them was very important yet it did not take place as planned and the governance structures did not properly communicate with each other.

Furthermore, many stakeholders believed that, as set up, the governing structures of SCPAM Project should not have been as arranged, but more realistically designed taking into account Suriname's characteristics and the nature of the project. That is to said, that the governance structures (in particular the Board, the curtailed role of the multi – stakeholder steering committee, but also the sole choice of one implementing partner) was not adequate for a project that deals with matters that are cross cutting and that pertain to different areas of government.

An upstream – downstream drawback was also evident. The Project as set up involved several downstream / local level activities, processes, and capacity building as well as a strong emphasis on local level issues, activities and management. Nevertheless, the relation with local governments and local stakeholders was not solidified, local inputs were unheeded by project management, and consultants were not interconnected with the communities and their issues. Furthermore, there was an overemphasis on the upstream products without a proper anchorage to the districts and local stakeholders. Key stakeholders have also indicated that products, partly due to these matters but also for the way that they were conceived and produced, were too unrealistic, too theoretical, insufficiently grounded on local characteristics needs and capacities as well as too broad to have a real impact or effect at the local levels.

In general, there was no planning in a true sense to efficiently and effectively pursue effects, results and impacts. The general method of implementation was to generate products through consultancies without coherent nor cohesive planning. That is, the project remained with implementation at the product level, with little or no work on seeking implementation of the products generated.

The Project design indicates that the Project would seek effects, results and impacts. This is clearly stated in the Project Document, for instance, when it states that "investment will enhance capacities and improve the management environment for improved revenue generation" and where it is also indicated that "the availability of financial resources will be increased through the introduction of financial mechanisms tailored to the country's conservation needs, including innovative generation approaches that tap into government and private sector opportunities." Nevertheless, some key stakeholders indicate that this was never the main objective of the Project given the scope and finances available. Therefore, there was a breach in the results-based approach that the Project espouses at the design level and how it was perceived by some (not all) key actors.

The heavy reliance on consultants that would generate products with little or no connection with national or local institutions has been a critical issue in the breach regarding reaching outcomes efficiently. The almost exclusive emphasis in the production of documents with no link between consultancies and applicability/application has resulted, therefore, in the generation of deliverables with little connection to effective implementation. The heavy reliance on consultancies has been detrimental not only for implementation of instruments that could conceivably lead to concrete results but also for in-country institutional capacity building.

Given the above, effectiveness is rated as Moderately Unsatisfactory (MU), while efficiency is also rated as MU.

Country ownership

Country ownership is a difficult issue to ascertain regarding SCPAM Project. At some levels ownership was very low (as manifested by slight appropriation of processes, products, and results by Surinamese national and local / district - level institutions), at others it was adequate.

Although the project fits within stated sector development priorities, and coastal and protected areas management is an expressed priority, key stakeholders have indicated that, in fact, very little is done at the national level to sustain these expressed concerns in Suriname. The low level of appropriation at these levels is also manifested through the fact that no new strategies for coastal and protected areas management are in place as a result of the Project

nor has there been significant increase in management funding. Given these indicators that level of country ownership is low, consequent weaknesses in capacity building, project sustainability and positive environmental impact can be expected.

Yet, at other levels ownership was adequate as manifested by stakeholders' expectations, as well as their involvement in Project's Steering Committee. The manifestations by stakeholders indicating that they had high expectations for concrete results out of the Project are indicative of appropriation of the Project and ownership at this level. Project Steering Committee's members generally also expressed ownership, expressed through their participation and an expressed aspiration that the Steering Committee should have a more proactive role to fully contribute to driving the Project and generate broad stakeholder ownership.

Catalytic Role

Regarding other aspects of the SCPAM Project, there are some indications of potential catalytic, replication or demonstration roles. Replication can be expected given that knowledge transfer is likely to occur. For instance, the Suriname's REDD projects will incorporate SCPAM's economic valuation exercises as baseline data for some of its studies, especially in determining value and potential value of mangroves. Furthermore, it is expected that management plans for the three MUMAs would be a starting point for engagement with national and local actors on the sustainable management of the IUCN category VI and IV protected areas and to have a catalytic role in the Suriname's Global Climate Change Alliance Project.

Sustainability

Terminal evaluations, when dealing with sustainability, assess "the likelihood of sustainability of outcomes at project termination". Sustainability is normally considered to be the prospect of continued benefits after the project ends. Consequently, the assessment of sustainability considers the risks that are likely to affect the continuation of project outcomes. Guidelines for GEF – funded UNDP implemented project evaluations establish four areas for considering risks to sustainability: financial, socio – economic, institutional framework and environmental.

Regarding financial risks, an evaluation ascertains if there are financial risks that may jeopardize the sustainability of project outcomes as well as the likelihood of financial and economic resources not being available once GEF / UNDP grant assistance ends. The SCPAM Project had a strong financial sustainability anticipated effect imbedded in its design since one of its two expected outcomes specifically deals with this issue (*Outcome 2: Increased and diversified coastal protected areas funding*). Unfortunately, this component of the project

only visibly carried out valuations exercises and no results are evident out of these exercises to date.

Socio-economic risks are the social or political risks that may threaten the sustainability of project outcomes. They are linked to the level of stakeholder ownership (including ownership by governments and other key stakeholders) and their capacity to allow for the project outcomes/benefits to be sustained over time. As indicated in other sections, although no clear outcomes are present, an assessment of the socio – economic risks if products are implemented can be made. First of all, the issue of capacity to implement products (management plans, educational plans, etc.) is a risk. Furthermore, the political risks associated to the weak ownership of environmental issues in natural resource management are also present in Suriname. This is linked to institutional framework and institutional weak capacities, as well as governance risks including legal frameworks, policies, and governance structures and processes that may pose issues regarding sustainability. Including here are the institutional issues of linkages between national structures and local / district level institutions. Although the latter are highly relevant within coastal and MUMA's management issues, their responsibilities, capacities, needs and relation with national structures are not well defined.

The main environmental risk that the project's eventual implementation of its products faces is climate change and its impact on coastal zones. Implementation should carefully consider these impacts (in particular sea level rise in low elevation coastal zones, flooding, and the vulnerability of communities whose livelihoods are affected by change in climate patterns).

In short, when analysing sustainability special attention is paid to the potential contribution of the SCPAM project to creating the basic conditions to ensure sustainability of the coastal and protected areas system in Suriname. To this purpose, the evaluation appraises that, as a result of the project, the management and financial tools developed within the Project fall short of creating an appropriate basis to ensure the financial, institutional, environmental, socio-economic sustainability of the coastal and protected areas of the country.

However, since there are not, as of yet, clear results beyond the product levels, and some of them even after the evaluation mission took place, no ratings can be provided at this stage (i.e. Unable to Assess (U/A)) for the sustainability at the outcome level.

Impact

Management Effectiveness Tracking Tool (METT) is an extensively used methodology pertinent in order to assess protected area management effectiveness. The methodology is a rapid assessment based on a scorecard questionnaire. The scorecard includes all six elements of management identified in as relevant: context, planning, inputs, process, outputs and outcomes and it is used to monitor progress towards more effective management over time. Relating to the SCPAM Project, METT scores are conceived as a proxy indicator for overall impact of the Project.

The initial METT assessment revealed low management capacity in all of Suriname's coastal protected areas. Suriname's sixteen protected areas had an average METT score of 38 from a possible 100. METT scoring was also applied as part of monitoring processes for the implementation of the SCPAM. The targeted MUMAs had scores (as reflected in the Project Document's log frame which is also found in annexes) of: Hertenrits 42, Noord Coronie 37; Bigi Pan, Coppename, and North Sarammaca 56 in 2010 (i.e. before the project began to be implemented). By METT score definitions, scores were Medium (50-69) for Bigi Pan, Coppename and Saramacca while they were Low (<50) for Hertenrits and Coronie.

It is recalled that indicators were METT scores as baseline and end of project for the SCPAM project. It was expected that, as a result of the Project, there would be an increase in coastal protected area operational sustainability as measured by METT scores for coastal PAs. The table below presents the data regarding METT scores extracting in ex – post periods (2010 / 2015).

Figure 2: Comparison of METT Scores from 2010 – 2015 for PA's involved in SCPAM project [6]

Protected Area / MUMAs	*2010 – Baseline ProDoc[7]*		*2015 - Report METT Scores 2015[8]*		
	Total score	%	Total score	%	
Coppename Monding	56	39.8%	28	30.1 %	Drastic decline from 2010 to 2015
Noord Saramacca	56	38.7%	29	31.2%	Drastic decline from 2010 to 2015
Noord Coronie	37	45.2%	25	26%	Decline from 2010 to 2015
Bigi Pan	56	58.3%	32	35.5%	Drastic decline from 2010 to 2015
Hertenrits	42	36.6%	20	25.6^%	Drastic decline from 2010 to 2015

Regrettably, the METT scores have shown declines and drastic declines, instead of the expected increased scores anticipated to be attributable to the SCPAM Project. By METT score definitions, all scores for analysed MUMAs were Low (<50) for the 2015 (post project) analysis.

Although understanding the METTs are based on perceptions, the valorisation briefly made by the 2015 METT excercise for this drop in scores is coherent and is in agreement with what is expressed throughout this final evaluation. Whatever improvements or effects the Project had on the coastal MUMAs (such as investments, financing, etc.) they were not evident nor perceived at project end. In 2015 when the SCPAM project ended these effects were not manifest. Coastal MUMAs did not sustain whatever improvements were made in financing, equipment, management. Hence the drop in METT scores. This is coherent with what is expressed in other sections of this report, in particular in the sustainability sector.

[6] Source: Extracted from Project Document and from *Report METT Scores 2015 of PA's in SCPAM project.*

[7] Source: Project Document (see log frame in annexes)

[8] Source: *Report METT Scores 2015 of PA's in SCPAM project.*

Management Structure

Although the design of management structure followed standard plans used for UNDP – implemented GEF – funded projects, the implementation and functioning of these faced a series of challenges in Suriname. Some of them are the result of an approach that, albeit it may seem functional in design, is not workable due to local circumstances in Suriname. These issues will be explored further in this section and could be useful as lessons learned for future programming for UNDP, especially when dealing with projects in environmental matters in the country. In this case when management is analysed it is done so from a broad perspective, and it includes matters such as Project Management Unit, Board, Steering Committee, implementing partner and executing agency, as well as the interaction between them.

First of all, the Project Management Unit put in place (which also did not follow design – level guidelines for staffing and composition) was extremely weak. The composition of the Project Board, with a minister as its chair, also meant that albeit there formally there was engagement at the highest level, it was also not realistic as to participation, overseeing, and driving and guiding of the board. This was coupled with the Ministry's weak structure and general lack of resources and personnel that would be available to guide implementation of the Project. The design and guidelines regrettably did not take into account local characteristics and capacities when promoting participation at the highest level nor when it indicated that a Ministry with weak levels of resources should be the sole implementing agency for this project. This is tied to the weakness of the Steering Committee which had an extremely limited set of duties and responsibilities. This minor role did not allow for driving implementation or for monitoring at some level the implementation process or oversee the development of the SCPAM Project. As stated elsewhere the three local consultations commissions (one per MUMA according to the ProDoc) were not established. Therefore, there is no evidence of formal local – level monitoring and information flow (upstream and downstream) within the Project. This is also a broader issue than just as it pertains to this Project, given that decentralization is often called upon as a policy outlook within Suriname, yet there are few efforts of devolving or of strengthening local policy making and policy implementing bodies.

UNDP's role as implementing agency was also rather fragile, especially as regards to monitoring. Neither clear instruments nor exacting guidelines were used to monitoring efforts within this Project.

Some of these problems encountered within management issues are the result of or an expression of local circumstances in Suriname. Among these is the matter of working in a small country with a limited pool of persons and institutions that can or could be part of

management in a broad sense. Another local characteristic to be taken into account is fragile capacity of institutions that deal with environmental issues in Suriname, and the thin distinction in the country between the political realm and the policy realm. These are all matters that could or should be taken into account. As many of these issues are apparent as a broad matter when dealing with environmentally-related projects in the country, and go beyond the SCPAM Project, a broader analysis could benefit future implementation of projects in this field.

5. Conclusions, Lessons Learned, and Recommendations

Conclusions

The Suriname Coastal Protected Area Management Project was highly pertinent and relevant for the country. Not only because it dealt with protected areas' management and financing but, more generally, because it attempted to confront coastal management issues and challenges in a country where these are crucial for development.

The Project was, overall, able to achieve the completion of several products and to generate a certain level of engagement from relevant stakeholders. This engagement dealt with the need for coastal protected areas management instruments that take into account the multiple roles and uses that these systems play in the development of Suriname and its sustainable use of natural resources.

The SCPAM Project, however, has not been successful regarding results and effects at the expected levels. The Project, although medium sized for UNDP / GEF, it was a large project within the Surinamese context. Therefore, there were expectations of capacity building, of proactive integration of district / local – level institutions in coastal and protected areas management, of generation of financial resources to promote MUMAs management, and in general of coastal and protected areas improved management which were not met.

The Project produced a series of instruments and products (such as management plans, mangrove education site, economic valuation studies, biodiversity monitoring protocols) that, potentially, could be implemented and used for management of MUMAs if improved institutional capacity accompanies implementation. This institutional capacity should be accompanied by enhanced institutional and regulatory frameworks and improved links between local and district – level stakeholders. Some of these products and instruments, also, could have a broader potential for use and implementation in Suriname beyond protected area management and could, conceivably, have a catalytic effect concerning sustainable use of natural resources.

Lessons Learned

- In order to seek results, a project such as SCPAM needs to interweave results-based approach and management from the very beginning (from design processes and project inception phases) and generate concrete strategic planning from its start.
- Projects need constant monitoring by all parties involved (implementing and executing agencies, project governance bodies) in order to achieve results.

- Rigorous monitoring and evaluation throughout the life span of a project accompanied by adaptive management and modifications when issues arise are imperative to achieve results.
- The capacity of the implementing partner needs to be assessed from project inception / design onward, not only its financial capacity to manage funds, but also its capacity to achieve results and steer the project, keeping in mind that institutional capacity building is one of the goals of projects like this one.
- Gender mainstream needs to be clearly imbedded from project design onward, in order for mainstreaming to be achieved within project's ambits.
- Governance structures and responsibilities (of board, steering committee, and implementing agency) within a project need to be clearly laid out from the very beginning of a project in order to enable these structures to steer projects properly and to generate national ownership.
- Downstream results, effects and eventually impacts need to be generated with the proper inclusion, participation of, and relation with local and district level actors and institutions.
- The heavy reliance on consultancies to generate products is detrimental to institutional capacity building and ownership of a project's products and eventual results.
- Capacity building needs to be better defined than just training or development of products.
- Monitoring of a project needs to have clear tools and instruments to be applied by all involved (PMUs, implementing partners, as well as UNDP).

Recommendations

Since this is a terminal evaluation and the Project has, evidently, concluded nearly all recommendations are for future programming. Recommendations for future programming are divided into recommendations at the design, at the monitoring and evaluation, and at the implementation levels.

Recommendations for SCPAM Project:

- Convene a workshop or final wrap up meeting to inform and communicate what has been achieved within the Project and make information and products generated available to all stakeholders.
- In order to generate or drive catalytic effects from the products generated within the SCPAM Project, there should be an impulse for these to be appropriated by other projects or institutions that could make use of them in other projects or programs.

Recommendations for future programming at the design level:

- Beginning at design, projects need have a clear strategic path for implementation, following a pattern of consultations, development of products, piloting and full implementation, with logical linkages between expected outputs/products and expected results.
- Progress indicators of implementation and effect should be incorporated in the design level, as a way to guide and gauge whether or not results are being generated and include a time table for action.
- Projects should have, beginning from the design stage, a results – based outlook. It is not sufficient for a project to only promote the generation of products without realistic implementation imbedded.
- Projects need to be realistically designed regarding pilot areas where interventions will take place, streamlining and focusing accordingly to the areas where it will be developed taking into account project resources (such as funds, time).
- Interventions of this type should clearly have as an objective the generation and strengthening of national individual and institutional capacities, taking into account and appraising existing capacity but also needs within the country's institutions.
- Sustainable management projects need to generate arrangements to promote implementation of outputs beyond the life – span of the project and therefore generate sustainability of outputs and outcomes. For instance,

when working with communities, projects need to create incentives for the communities and its members to incorporate sustainable management practices in their productive patterns.

Recommendations for future programming at the monitoring and evaluation level

- Projects need to be closely monitored by all parties involved (implementing and executing agencies, project governance bodies) in order to establish if they are meeting with expected outputs, and products, and monitoring tools that sustain and promote monitoring efforts.

- Governance structures (boards, steering committees) within projects need to have clear proactive roles set from the outset and be realistic as to their composition...

- Monitoring should also include guidance for project implementation (not only administrative but also technical) keeping to the interventions ultimate goals and expected outcomes (such as generation of capacity, implementation of management capabilities, implementation of financial structures to finance management).

- An analysis of evaluations of similar implemented projects in Suriname could be generated in order to determine whether there is a pattern in issues that arise out of project implementation, and what are the strengths and weaknesses of the country office vis-à-vis projects dealing with environment and development issues. If such a pattern emerges, an exploration could be done in order to understand whether concerns that manifest themselves at the project – level have a broader root cause.

Recommendations for future programming at the implementation level

- All relevant local and district – level actors need to be involved from the start of a project, in decision – making, gathering of data, and throughout the implementation process taking into account thoroughly local processes, participation, and inputs.

- Communication within a project is an important strength and it should be promoted in order to improve implementation aspects. Communication should entail interaction between governance mechanisms of a project (board, steering committee), implementing agency and national implementing partner, as well as with project management unit. It should be agile and promote accountability, transparency and –as an ultimate goal— the search for effects and outcomes.

- Knowledge management inputs and outputs should be promoted throughout the implementation stage of a project, promoting learning not only from in –

country experiences but also from regional experiences (for instance, between similar UNDP implemented / GEF Funded projects in the same subject area(s) in Latin America and the Caribbean).

- Implementation should follow design and adjust according to needs, identified gaps, or identified execution issues as needed throughout a project's life span.
- There should be a better definition of what capacity building is and what it entails at a general level within UNDP as well as within a particular country. Additionally, to this there should be an upgrading of processes currently carried out as regards to capacity, truly promoting institutional strengthening.

Annexes

ANNEX 1: Itinerary and Agenda of Activities/Meetings Held

SC PAM EVALUATION – Agenda of Activities and Meetings Held

Date	Time	Organisation/dept.	Name
15-Jun	10.15 - 10.45	UNDP	Bryan Drakenstein; Anuradha Khoenkhoen
	11.00 - 13.00	Implem. Partner ROGB	Hesdy Esajas
16-Jun	8.00 - 9.00	Implementing Partner ROGB	Hesdy Esajas
	10.00 -11.00	UNDP	Bryan Drakenstein; Anuradha Khoenkhoen
	11.30 - 12.30	Green Heritage fund	Monique Pool
	15.00-16.00	Min.Agriculture,Fisheries Dept.	Yolanda Babb
18-Jun	10.30 - 11.30	WWF	Sofi Ruysschaert
	14.00-15.00	Nimos	Cedric Nelom
	19.00 - 20.00	Ex-DC Coronie	Harold Sijlbing
19 to 21 Jun	11.30 - 13.30 14.00-15.00	Field visit Bigi Pan MUMA DC Nickerie Hesdy Esajas; Wedprekash Joeloemsingh	
	11.30- 12.30	Coordinator Local LVV Office Coronie	Sjaak Khodabaks
	13.00- 14.00	Trainee Hospitality and Micro Business, Coronie	Nathalie Boldewijn

22 June	8.00 – 12:00	Participation in Data Gathering expedition of Guiana dolphin (toxicological and pollution proxy indicator for coastal management)	Green Heritage Fund
23-Jun	9.00 – 10:00	Min.of ATM	E Kromodihardjo
	10:00 – 11: 00	SCPAM Project Manager	M.Lew
24-Jun	8.00 - 9.00	Head, Dept. Nature Management,	Claudine Sakimin
	9.00 - 10.00	Stakeholder: SC member, Rep. Staatsolie	Joan Telgt
	10.15-11.15	Stakeholder: SC member, Rep. CI-Suriname	D Hoffman
	13.00 -14.00	Stakeholder: Head Herbarium, Univ. of Suriname	Dorothy Traag
	15.00 -16.00	Former Programme Manager	Minu Parahoe
25-Jun	9.00 – 11:30	Debriefing	Armstrong Alexis; Bryan Drakenstein; Hesdy Esajas; Anuradha Khoenkhoen; Siegmien Straphorst
1 - October	9.00 – 10:00	Deputy Resident Representative UNDP - Suriname	Armstrong Alexis

ANNEX 2: Baseline Indicators

Objective and Outcomes	Indicator	Baseline
Project Objective: To promote the conservation of biodiversity through improved management of PAs along the western coast of Suriname	Increase in coastal protected area operational sustainability measured by average METT score for all coastal PA's based on the following definitions: High (70-100), Medium (50-69), Low (<50).	METT for coastal PA's High (70-100): 0 Medium (50-69): 3 Low (<50): 7
	Increase in coastal PAs financial capacity measured by Financial Sustainability Scorecard	Financial Score (Part 2): 13% Legal, regulatory and institutional frameworks:18% Business planning & other tools for cost- effective management: 13% Tools and systems for revenue generation & mobilization: 1%
	Total mangrove forest cover remains constant and/or increases within coastal PAs No negative change in population number of 3 key indicator species within coastal protected areas Water quality improves and/or remains consistent at five monitoring stations located within coastal PAs	200,000 hectares of mangrove forest in coastal PAs Number of individuals of three indicator species within coastal PAs: Scarlet ibis (Eudocimus rubber), Jaguar (Panthera onca), Tarpon (Tarpon atlanticus) (Exact figures to be determined at project inception) Water quality at five monitoring stations within coastal PAs measured by: Chlorine, Mercury, PH and salinity, E-coli, COB and BOD, and Dissolved oxygen. (Exact figures to be determined at project inception.)
Outcome 1: *Improved effectiveness and efficiency of the management of coastal PAs*	Number of coastal PAs with clearly designated PA management authority	0 coastal PAs within NSPA with legal agreement designating PA management authority
	Number of coastal PA's implementing contemporary management plans that reflect NSPA standards and integrate landscape/seascape wide approaches to addressing PA threats	0 coastal protected areas implementing contemporary management plans that reflect NSPA standards and integrate landscape/seascape wide approaches
	Number of coastal PAs with comprehensive biodiversity conservation monitoring systems informing management decision making.	0 coastal protected areas with comprehensive biodiversity conservation monitoring systems informing management decision-making.
	Increase in coastal and terrestrial protected area management effectiveness measured by METT scores.	METT Scores for 16 PA's: Coastal PA's: Bigi Pan: 56 / Hertenrits: 42/ North Coronie: 37 / North Saramacca: 56 / North Commewijne/Marowijne:34 / Coppename Monding: 56/ Wia: 20 / Galibi: 45/ Peruvia: 43/ Wanekreek: 22

Outcome 2: *Increased and diversified coastal protected areas funding*	Increase in section 3 of financial scorecard part II: Tools and systems for revenue generation & mobilization from 1% to 32%	Baseline: 1%
	Increase in annual government funding for coastal protected areas conservation	Baseline: US$ 833,000 level of engagement and support for biodiversity off- set programming
	Increase in annual private sector (e.g., oil, tourism, fisheries, agriculture) monetary investments in coastal PAs conservation	Baseline: US$ 592,0004
	Percentage of coastal PAs implementing business plans that reflect NSPA standards	0 coastal protected areas implementing business plans that reflect NSPA standards
	Decrease in coastal PAs funding gap between existing and ideal scenario	Coastal PA's funding gap: Bigi Pan: 29% / Hertenrits: 29% North Coronie: 27% / North Saramacca: 37% North Commewijne/Marowijne: 17% /Coppename Monding: 37% /Wia: 17% Galibi: 46% /Peruvia: 27% Wanekreek: 86%

ANNEX 3: Logical Framework

Objective and Outcomes	Indicator	Baseline	Targets End of Project	Source of verification	Risks and Assumptions
Project Objective: To promote the conservation of biodiversity through improved management of protected areas along the western coast of Suriname	Increase in coastal protected area operational sustainability measured by average METT score for all coastal PA's based on the following definitions: High (70-100), Medium (50-69), Low (<50).	METT for coastal PA's High (70-100): 0 Medium (50-69): 3 Low (<50): 7	METT for coastal PA's High (70-100): 3 Medium (50-69): 3 Low (<50): 4	METT scorecard applied at project start, MTE and FE	Changes in political circumstances and economic priorities affect Government or other stakeholders (including NGO PA managers) commitment to NSPA and regulatory, financial and management improvements
	Increase in coastal protected areas financial capacity measured by Financial Sustainability Scorecard	Financial Score (Part 2): 13% Legal, regulatory and institutional frameworks: 18% Business planning & other tools for cost- effective management:	Financial Score (Part 2): 38% (The highest score possible is 196) Legal, regulatory and institutional frameworks: 49% Business planning & other tools for cost- effective management: 34%	Financial Sustainability Scorecard applied at project start, MTE and FE	Climate change, natural disasters, and other environmental impacts beyond national do not exceed current expectations affecting the viability of management options and distract attention from PA issues.
	Total mangrove forest cover remains constant and/or increases within coastal protected areas No negative change in population number of 3 key indicator species within coastal protected	200,000 hectares of mangrove forest in coastal protected areas Number of individuals of three indicator species within coastal protected areas: Scarlet ibis (Eudocimus rubber), Jaguar (Panthera onca), Tarpon (Tarpon	200,000 hectares of mangrove forest in coastal protected areas Number of individuals of three indicator species within coastal protected areas: Scarlet ibis (Eudocimus rubber), Jaguar (Panthera onca), Tarpon (Tarpon	PA reports, monitoring results, management plans, and project reports	

	areas Water quality improves and/or remains consistent at five monitoring stations located within coastal protected areas	atlanticus) (Exact figures to be determined at project inception) 3 Water quality at five monitoring stations within coastal protected areas measured by: Chlorine, Mercury, PH and salinity, E-coli, COB and BOD, and Dissolved oxygen. (Exact figures to be determined at project inception.)	atlanticus) (Exact figures to be determined at project inception) Water quality at five monitoring stations within coastal protected areas measured by levels of: Chlorine, Mercury, PH and salinity, E-coli, COB and BOD, and Dissolved oxygen. (Exact figures to be determined at project inception.)		
Outcome 1: Improved effectiveness and efficiency of the management of coastal protected areas	Number of coastal protected areas with clearly designated PA management authority	0 coastal protected areas within NSPA with legal agreement designating PA management authority	3 coastal protected areas within NSPA with legal agreements designating PA management authority (100% of PA's)	Legal agreement reviewed, PA reports, management plans, and project reports	Decision-makers (national and local) will support and approve various legal agreements, including making required institutional reforms. NSPA is developed and effectuated. Authorities will follow coordinated MUMA management relationship. Continued GoS support for MUMA management improvement. Institutions and
	Number of coastal PA's implementing contemporary management plans that reflect NSPA standards and integrate landscape/seascape wide approaches to addressing PA threats	0 coastal protected areas implementing contemporary management plans that reflect NSPA standards and integrate landscape/seascape wide approaches to addressing PA threats	3 coastal protected areas implementing contemporary management plans that reflect NSPA standards and integrate landscape/seascape wide approaches to addressing PA threats	PA reports, management plans, and project reports	
	Number of coastal protected areas with comprehensive biodiversity conservation monitoring systems informing	0 coastal protected areas with comprehensive biodiversity conservation monitoring systems informing management decision-	3 coastal protected areas with comprehensive biodiversity conservation monitoring systems informing management decision-	PA reports, management plans, and project reports	

3 Mangrove surveys will be conducted by the University of Suriname. Scarlet ibis surveys will be conducted by NCD with the support of Stinasu. Tarpon surveys will be conducted with the support of Fisheries Department. The University of Suriname will work with NCD to conduct three jaguar surveys during project implementation. The National Hydraulic Service will work with PA management to generate water quality information.

	Management decision-making	making	making		individuals successfully apply new skills.
	Increase in coastal and terrestrial protected area management effectiveness measured by METT scores	METT Scores for 16 PA's: Coastal PA's: Bigi Pan: 56 Hertenrits: 42 North Coronie: 37 North Saramacca: 56 North Commewijne/Marowijne: 34 Coppename Monding: 56 Wia Wia: 20 Galibi: 45 Peruvia: 43 Wanekreek: 22 Terrestrial PA's	METT Scores for 16 PA's: Coastal PA's: (25% increase) Hertenrits: 53 North Coronie: 47 North Saramacca: 70 North Commewijne/Marowijne: 43 Coppename Monding: 70 Wia Wia: 25 Galibi: 56 Peruvia: 54 Wanekreek: 27.5	PA reports, management plans, and project reports METT scores at inception, MTE, and FE	Inadequate management and technical support undermines project outcomes Institutional Reform of RGB departments is finalized
Outputs: Cooperative management agreements for MUMAs developed, specifying roles of key Ministries and stakeholders, financial responsibilities, and conflict resolution mechanisms. Consultation Commissions established (with representation of GoS agencies and MUMA users) to resolve MUMA-related conflicts Three updated management plans in place for the MUMAs, which describe measures to maintain ecosystems, and how management can be adapted, based on information available. A monitoring and evaluation system in place for each MUMA. Selected staff from the MUMAs are trained in management plan development, implementation, administration, and financial planning (number of staff will be determined during the PPG phase).					
Outcome 2: Increased and diversified coastal protected areas funding	Increase in section 3 of financial scorecard part II: Tools and systems for revenue generation & mobilization from 1% to 32%	Baseline: 1%	Final: 32%	UNDP Financial Scorecard	Government, NGO's, private sector and other donors maintain and/or improve investment and support for NSPA. PA management will complete and implement management and business plans. State Oil Company maintains high
	Increase in annual government funding for coastal protected areas conservation	Baseline: US$ 833,000	Final: US$ 1,150,000 (25% increase.)	GoS financial reports, coastal protected areas financial reports, PA	

				reports, management plans, and project reports	level of engagement and support for biodiversity off- set programming
	Increase in annual private sector (e.g., oil, tourism, fisheries, agriculture) monetary investments in coastal protected areas conservation	Baseline: US$ 592,0004	Final: US$ 740,0005 (25% increase)	Coastal protected areas financial reports, PA reports, management plans, and project reports	
	Percentage of coastal protected areas implementing business plans that reflect NSPA standards	0 coastal protected areas implementing business plans that reflect NSPA standards	3 coastal protected areas with implementing business plans that reflect NSPA standards (25% increase)	Review of business plans, PA reports, management plans, and project reports	
	Decrease in coastal protected areas funding gap between existing and ideal scenario	Coastal PA's funding gap: Bigi Pan: 29% Hertenrits: 29% North Coronie: 27% North Saramacca: 37% North Commewijne/Marowijne: 17% Coppename Monding: 37% Wia Wia: 17% Galibi: 46% Peruvia: 27% Wanekreek: 86%	Coastal PA's funding gap: Bigi Pan: 9% Hertenrits: 9% North Coronie: 7% North Saramacca: 17% North Commewijne/Marowijne: +3% Coppename Monding: 17% Wia Wia: +3% Galibi: 26% Peruvia: 7% Wanekreek: 66%		
Outputs: Three business plans for MUMAs, which aim at financial sustainability of MUMA management. Three MUMA economic valuations undertaken and used to increase public and private-budget allocations. Agreement with the State Oil Company for a biodiversity offset scheme in at least one MUMA Proposal to earmark MUMA related line items in the annual budgets of key GoS agencies. Mechanism to manage and administer MUMA-derived income / funds.					

ANNEX 4 : Evaluation Matrix

Evaluation Questions Per Criteria	Indicators	Sources	Methodology
Relevance: How does the project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local, regional and national levels?			
• How realistic were the project's intended outcomes?	• Degree to which the project supports national environmental Objectives	• Project documents	• Document analysis
• Were the project's objectives and components relevant, according to the social and political context?	• Degree of coherence between the project and national priorities, policies and strategies	• ROGB, Project Steering Committee, Project team,	• Interviews
• Were counterpart resources (funding, staff, and facilities), enabling legislation, and adequate project management arrangements in place at project entry?	• Appreciation from national stakeholders with respect to adequacy of project design and implementation to national	• Project partners and relevant stakeholders	• Interviews
• Are the stated assumptions and risks logical and robust? And did they help to determine activities and planned outputs?	• Coherence between needs expressed by national stakeholders and UNDP-GEF criteria	• Extent to which the project is actually implemented in line with	• Document analysis
• Is the project coherent with UNDP programming strategy for Suriname? • To what extent is the project is in line with GEF operational programs?	• Coherence UNDP and GEF operational programming	• UNDAF, CPD, UNDP/GEF Programming statements.	• Document analysis
• Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?			
• To what extent were project results achieved?	• See indicators in the project document results framework and log frame. (Analysis of	• Project documents and evaluations	• Document analysis
• In what ways are long-term emerging effects to the project foreseen?	• Level of coherence between project expected results and project design internal logic	• ROGB, Project Steering Committee,	• Interviews
• Were the relevant representatives from government and civil society involved in project implementation,	• Level of coherence between project design and project	• Project partners and relevant	• Document analysis

steering committee?	•	•	•
• Was an intergovernmental committee given responsibility to liaise with the project team, recognizing that more than one ministry should be involved?	• Level of coherence between project design and project implementation approach	• Project documents	• Document analysis
•			
• Was adaptive management used and if so, how did these modifications to the project contribute to obtaining the objectives? Has the project been able to adapt to any changing conditions thus far? To what extent are project-level monitoring and evaluation	• Quality of existing information systems in place to identify emerging risks and other issues	• Project documents	• Document analysis
• How did institutional arrangements influence the project's	• Quality of risk mitigations strategies developed and	• ROGB, Project team, UNDP	• Interviews
• Were the indicators provided in the Project Document effectively used for measuring progress and performance?	• Occurrence of change in project design/ implementation approach (i.e. restructuring) when needed to improve	• Project documents • ROGB, Project	• Interviews
• Were baseline conditions, methodology and roles and responsibilities well-articulated at project start-up?	• Occurrence of change in project design/ implementation approach (i.e. restructuring) when needed to improve	• Project documents	• Interviews
• Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project			
• In what way may the benefits from the project be maintained or increased in the future?	• See indicators in project document results framework	• Project documents and	• Document analysis
• Is there sufficient public/stakeholder awareness in support of the	• Evidence that particular partnerships/linkages will be sustained	• ROGB, Project team, UNDP	• Interviews
• Which of the project's aspects deserve to be replicated in future initiatives?	• Evidence that particular practices will be sustained	• ROGB, Project team, UNDP	• Interviews
• Do the legal frameworks, policies, and governance structures and processes within which the project operates pose risks that may jeopardize sustainability of	• Evidence that Mainstreaming has taken place and SLM concepts are integrated in	• Project documents and	• Document analysis
•	•	•	•

• Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved			
• • Are there verifiable reductions in stress on ecological systems?	• Indicators in project document results framework and log frame	• Project documents	• Document Analysis
• • Is there demonstrated progress towards these impact achievements?	• NBSAP	• Project documents	• Document Analysis

ANNEX 5: Consulted Documents

Note: This review was carried out by Siegmien Staphorst, local support consultant.

1. BASELINE STUDIES

1.1. CELOS Trapoen

1. Chemical Parameters Mangrove Vegetation, CELOS, Sept. 2014 - See also under Mangrove

2. Deliverables CELOS SCPAM

3. Sampling Protocol Megalops atlanticus, Final Nov. 2014

4. Soil Sampling Protocol - CELOS, Final, Sept.2015

5. Techn.Report SCPAM Project, Megalops atlanticus Study-Final, CELOS, Nov.2014

6. TOR CELOS Soil Fish Baseline & Monitoring, Sept.2013

1.2. Green Heritage Fund Suriname (GHFS)

1. Baseline Dolphin Monitoring Protocol, GHFS

2. Draft Technical Report Guiana Dolphin Monitoring Protocoal, GHFS, March 2014

3. Final Technical Report Guiana Dolphin Monitoring Protocoal, GHFS, June 2015

Annex 1. Population Density Estimates & Conservation River Dolphins

Annex 2. Region Maps

Annex 3. Formulas

Annex 4. Materials List, Survey Equipment

Annex 5. Detailed instructions for Data Collection

1.3. Herbarium

Inventory of Invasive Alien Species (IAS) in the MUMA's, Prelim.Report, Oct.2014

Annex 1 and 2 Workshops Programs and attendance

Annex 3A-3C Notulen Coronie, Commewijne ,Saramacca

Annex 4A-D Workshops Presentations

Annex 5. GPS Information MUMAs Bigi Pan, N.Coronie, N.Saramacca

Annex 6A. Interviews IAS, Northern MUMAs

Annex 6 B. Programme Interviews Bigi Pan

Annex. 0 Letter to Commewijne District Commissioner

1.4. Nat. Zoological Center Suriname (NZCS)

Baseline Assessm. of Jaguars and Caymans in Bigi Pan, Coronie and Saramacca Muma, 2013

1.5. Rode Ibis:Monitoringrapport Rode Ibis, Lingaard M, Drakenstein-Djosetro M,Sanredjo E, April 2015

1.6. Celos

Pilot Proj. Nat.Forest Inventory (NFI), Final Report Celos, Oct 2013, Final

II. BIGI PAN MUMA-FINAL DOCUMENTS

1. Bigi Pan Management Plan 2013 - 20123-Main Document, UNDP

2. Annex 1. Bigi Pan Management Action Plan

3. Annex 2. Bigi Pan Monitoring and Evaluation Final

4. Annex 3. Bigi Pan Legal Assessment Final

5. Annex 4, Bigi Pan Economic Valuation Final

6. Annex 5. Bigi Pan Business Plan

7. Annex 6. Bigi Pan Training Program Final

III. T & H CONSULTANTS - DRAFT DOCUMENTS

1. Beekeeping Report Coronie, May 2015

2. Final Draft Report Consultation Committee, May 2015

3. Model Economische Waardebepaling 2015, May 2015/Model Economic Valuation 2015

4. Annex 1. North Coronie Economic Valuation, May 2013

5. North Coronie Monitoring and Evaluation Plan-Final

6. Annex 4. North Coronie Training Plan, May 2015

7. Annex 2. North Saramacca Economic Valuation, May 2015

8. Annex 4. North Saramacca Training Plan, May 2015

9. Samenvatting Trainingsplan 2015/Abstract Training Plan 205

10.Study Nature Tourism Boskamp/Jenny-Saramacca

11.Verwerking Comment.M&E Plan /Response to Comments on M&E Plan

IV. T & H CONSULTANTS - FINAL DOCUMENTS

1. Abstract Training Plan 2015 /Samenvatting Trainingsplan 2015)

2. Analysis Sources of Funding (Excel File)

3. Background Document Coronie Muma, June 2014

4. Background Document Saramacca Muma, June 2014

5. Beekeeping Report Coronie, May 2015

6. Business Plan Coronie, 2013 - 2023

7. Business Plan Saramacca, 2013-2023

8. Final Report Consultation Committee Special Management Areas, May 2015

9. Management Plan North Coronie, March 2015

10. Management Plan North Saramacca, March 2015

11. Model Economische Waardebepaling 2015, May 2015/Model Economic Valuation 2015

12. Model Nat.Systeem Beh.Beschermde Geb./Model Nat.System Manaement Protected Areas

13. Monitoring and Evaluation Plan for SCPAM, March 2015 (Excel file)

14. North Coronie Economic Valuation, May 2013

15. North Coronie Monitoring & Evaluation Plan, Final

16. North Coronie Training Plan, May 2015

17. North Saramacca Economic Valuation, May 2013

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19. North Saramacca Training Plan, May 2015

20. Questions Theme Management & Monitoring/Vragen Themabeheer en Monitoring

21. Report on Coastal Bird Poaching in Suriname

21. Resource Mapping Coppename Monding Area, North Saramacca

V. INTERNATIONAL CONSULTANTS

Intl Consultant Andrew Sillitoe

1. Land Use Planning & Biodiversity Offsetting, The UK Experience, Sillitoe, A, Oct.2013

2. North Coronie MUMA Management Plan 2014-2013, Sillitoe A, Nekrui-Narain, Dec. 2014

3. Opportunities for Developing the Coppename Eco Experience, Dec.2014

Intl. Consultant Christine Toppin-Alahar

1. Assessment Report - GAP Analysis, Toppin-Allahar, C., Sept.2013

2. Cooperative Management of Coastal Protected Areas, Toppin-Allahar, C., Oct 2014

3. Legal Institutional Framework for Sustainable FundingToppin-Allahar, C.,Mar 2014

4. Legal Framework for Biodiversity Offsets, Toppin-Allahar, C, Feb. 2014

5. Report on Training, Toppin-Allahar, C., Nov. 2014

Intl Consultant Jaime Eceheverria

1. Biodiversity Offsets Workshop Training, Oct. 2013

2. Biodiversity Offsets Model for Suriname and Guidelines, Echeverria J., June 2014

3. Biodiversity Offsets Training Course Programme, Nov. 2013

4. Legal Working Workshop Training

5. Scientific Approach Offset

VI. MANGROVE

1. Chemical Paramaters Healthy Growth & Development Mangrove Vegetation, Sept.2014

2. Mangroveschool in Coronie, Technical Plan & Budget, Berrenstein H, Aug.2014

3. Potosi Bank, Modderbank in Coronie, Lesbrief, Trustfull L & Lisse H.

VII. PROJECT BOARD MEETINGS

Minutes of 5 meetings from Oct.2011 to Jan. 2103

VIII. SOCIAL STUDY

Study Communication Min. RGB with Stakeholders Sur.Coastal Protected Area,

IX. STEERING COMMITTEE MEETINGS

Minutes of SC meetings between Feb.2012 and April 2015

X. STORY MAP

General Information Systems (GIS) Support in the Ministry of RGB, Proposal, RGB, July 2013

XI. OTHER

SCPAM Documents

1. Debrief Consultant , June 2015

2. FACE-Funding Authorization and Certification Expenditure, First Quarter 2015

3. Monitoring & Evaluation Framework-Prodoc Chapter 5

4. PIR-Project Implementation Review-PIM 4739, June 2014

5. PIR-Project Implementation Review-PIM 4380

6. Poster SCPAM General

7. Poster Financing of Protected Areas

8. Project Document SCPAM Final, July 2011

9. Selection Process of Financial Mechanisms

UNDAF Documents

1. UN Development Framework (UNDAF) Suriname 2012-2016
2. UN Development Framework (UNDAF) Suriname Action Plan 2012 - 2016

ANNEX 6: • Evaluation Consultant Agreement Form

Evaluators:

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

Evaluation Consultant Agreement Form[9]:

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

Name of Consultant: Maria Onestini

Name of Consultancy Organization: UNDP:

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

Signed Buenos Aires, Argentina 18 May 2015

[9] www.unevaluation.org/unegcodeofconduct