



TERMINAL EVALUATION FOR  
“STRENGTHENING THE FINANCIAL AND  
OPERATIONAL FRAMEWORK OF THE  
NATIONAL PA SYSTEM IN GUINEA-  
BISSAU” PROJECT

GEF-TE-Guinea-Bissau-011

Final Evaluation Report

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**Prepared for**  
Conservation International

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## ACRONYMS

CI	Conservation International
CNP	Cantanhez National Park
DGFF	Directorate General for Forest and Fauna
EU	European union
EUR	Euro
FBG	BioGuinea Foundation
FFEM	Fonds Français pour l'Environnement Mondial
GCCA+	Global Climate Change Alliance Plus
GCO	General Counsel's Office
GEF	Global Environment Facility
GoGB	Government of Guinea-Bissau
IBAP	Institute for Biodiversity and Protected Areas
IDA	International Development Association
IEO	Independent Evaluation Office
IRRF	Integrated Results and Resources Framework
IUCN	International Union for Conservation of Nature
M&E	Monitoring and Evaluation
MAB	Ministry of Environment and Biodiversity
MARD	Ministry of Agriculture and Rural Development
METT	Management Effectiveness Tracking Tool
MSP	Mid-size project
MTR	Mid-Term Review
OECD-DAC	Organization for Economic Co-operation and Development
OMVG	Organization for the Valorization of the Gambia River

PIF	Project Identification Form
PIRs	Project Implementation Reports
PIRFY20XX	PIR for year 20XX
PRCM	Partenariat Régional pour la conservation de la zone Côtière et Maritime en Afrique de l'Ouest
ProDoc	Project Document
SMART	Specific, Measurable, Achievable, Relevant, and Time-bound
SNAP	National System of Protected Areas
TE	Terminal Evaluation
ToC	Theory of Change
ToR	Terms of Reference
UNDP	United Nations Development Programme
USD	United States Dollar
WAMER	West African Marine Ecoregion project
WB	World Bank

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# Terminal Evaluation of the project “Strengthening the financial and operational framework of the national PA system in Guinea-Bissau”



Source: photograph taken by the national consultant during the field mission in the Cantanhez National Park area



## EXECUTIVE SUMMARY

The Terminal Evaluation (TE) of the project “Strengthening the financial and operational framework of the national PA system in Guinea-Bissau” was intended to assess the achievement of project results against expected primary achievements and draw lessons that can both improve the sustainability of benefits from this project, and support in the overall enhancement of future programming.

The project “Strengthening the financial and operational framework of the national PA system in Guinea-Bissau” (GEF project ID: 5368) was an initiative of the Government of Guinea-Bissau, co-financed by the GEF, the United Nations Development Programme (UNDP - until 2022<sup>1</sup>), the European Union, the World Bank, and the MAVA Foundation. In March 2022, Conservation International (CI) accepted the transfer of the project from UNDP (see below institutional set-up sub-section). The project started in November 2016 and ended in June 2023.

The objective of this project was to strengthen the financial sustainability and management effectiveness of the national network of PAs (SNAP) in Guinea-Bissau. It was intended to contribute to the conservation of 952,172 ha of critical natural habitats through the long-term financial sustainability of Guinea-Bissau’s SNAP, which cover 26,3% of the country. Other global environmental benefits were meant to be derived from achieving strengthened management capacity coupled with financial sustainability at the PA system level.

### TE CONCLUSIONS

#### Relevance

The ProDoc delivers clear and specific information regarding identified problems and root causes to be addressed by the project’s components and includes a robust, clear, and evidence-based relationship between identified threats, root causes and impacts for SNAP in Guinea Bissau.

The project was consistent with GEF-5 focal area strategy and Operational Program 1 even though it could have been more clearly stated and developed during the design phase and drafting of the ProDoc. It was aligned with UNDP focal areas and operational strategies in Guinea Bissau. Nonetheless, the project proposed strategy and approach regarding component 1 and the initial capitalisation of the endowment of the FBG were not that robust. The consistency between the project and CI’s strategic results areas were limited, which is not surprising as CI was involved only for the last year of project implementation.

The project was highly consistent and in line with national plans, priorities, and policies of biodiversity and conservation and more specifically regarding the strengthening of the financial and operational framework of the SNAP. It was also highly consistent with conservation priorities of the local government and the CNP, in order to strengthen local technical and operational capacities and improve management effectiveness.

The project showed high consistency with the needs of local communities around CNP regarding their increased involvement in park conservation activities, the empowerment of local community stakeholders, and with their needs of improved livelihoods through sustainable economic activities,

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<sup>1</sup>As such, UNDP’s Development Objectives progress rating from FY21 stands for the project (PIRFY22).

although the part of the budget allocated to support economies activities remained limited in light of the total budget for the project.

The project's results framework fails to fully unpack all the components of the project intervention logic, although the general project objective and structure are clear. In addition, there is a confusion in the formulation of the outcomes and the outputs. Moreover, indicators of the results framework are somewhat consistent with project objectives and outcomes but there is some confusion between outcome and outputs indicators. Out of the 16 indicators provided in the indicator framework of the ProDoc, seven of the indicators were not SMART indicators.

During the project design phase, the budget was mostly adequate although the amount of budget available for biodiversity-friendly activities was low for grants to substantially influence an improvement of local livelihoods. In addition, the timeframe needed to achieve the main results of outcome 1 and outcome 2 was underestimated as it did not sufficiently take into account contextual elements and internal processes.

The integration of the gender dimension was limited and mostly part of the Social and Environmental Screening Procedures and the human right-based approach was considered in some of the project dimensions and in the SESP for the implementation of activities of Outcome 2, during the project design phase.

The project complements other projects that (i) have been implemented before – and identified during the project design phase – , (ii) are implemented concurrently, and (iii) will be implemented in the future.

### Effectiveness

In total, half (50%) of the results framework indicators have been exceeded or achieved. 2 indicators of the results framework were exceeded, 6 were achieved, 2 were partly achieved, 2 were not achieved, and the progress made for 4 indicators could not be assessed, as relevant data was not available to evaluate the level of progress at the end of the project implementation phase.

Overall, the quality of outputs and outcomes has been constrained by significant delays in capitalizing the endowment fund, which has directly impacted the progress towards the objective of Outcome 1 concerning the intended use of interests for the SNAP in Guinea Bissau. Regarding Outcome 2, the quality of outputs and outcomes related to the technical and operational capacities of the CNP is still limited, despite some progress being achieved, but which could not be quantified adequately.

Stakeholder interviews revealed a few unintended positive results arising from the project's intervention. No specific negative unintended result was identified nor stressed out by project stakeholders during data collection.

Some factors that hindered the achievement of expected project outputs and outcomes relate to UNDP's unclear internal processes to transfer the GEF funds to the endowment fund, administrative challenges, political instability, COVID-19 pandemic, CNP's limited resources, and other global events.

Various actors and factors enabled the achievement of expected outputs and outcomes, particularly switching implementing entities, CNP's Inspection Department, and FBG and IBAP's strategic actions.

## Efficiency

The disbursement of GEF funds for the project encountered very significant delays, resulting in only 20% of the funds being disbursed by the end of the intended implementation phase. By 2021, following two no-cost extensions, the project was handed over to CI. At this point, only 44% of the GEF funds had been disbursed, aligning with the initial planned allocation for project-related activities. The remaining portion represented the GEF funds that had not been able to be transferred to the FBG endowment fund. Eventually, the entire sum of GEF funds was released by the end of 2022, achieved through successful transfer of the capital to the FBG endowment fund.

After many years of delays and high uncertainty for the FBG's initial capitalisation, the co-financing amount planned during the project design phase was achieved and even exceeded at the end of the project phase. Nevertheless, with the many years of delays to achieve the initial capitalisation, the interests derived from the endowment fund only contributed to a very limited extent to the financing of the SNAP.

The implementing entities faced several barriers and challenges internally which contributed to a limited efficient performance of project implementation.

FBG's and IBAP's overall performance level are determined as satisfactory as they showed high accountability and initiatives to implement project activities and contribute proactively towards project's progress. On the contrary, DGFF's level of performance can be categorized as unsatisfactory, as it was influenced by political instability and important staff turnover which did not ensure its contribution towards project's objectives.

Evidence show that the project anticipated, and reflected, in a timely and satisfactory manner for most of the risks during project design and implementation, although one high risk was not integrated in the risk assessment during the project design phase.

E&S safeguards were developed as a separate section of the Project design and evidence shows that they were reflected and report on a recurrent basis in the PIRs. An additional safeguards was activated from the year 2020, when the COVID-19 pandemic started and mitigation measures were put in place.

Regarding the gender dimension, even though its integration was very limited during the project design phase, it was better considered during the implementation phase and reported on, in relation to component 2 of the project, with disaggregated data available. Nevertheless, the allocation of resources and specific activities related to the gender dimension remained limited in comparison to the overall scope of the project intervention.

Despite facing considerable delays in implementation due to various factors, the project's adaptive management has proven satisfactory. The implementing and executing institutions displayed high capacities in terms of engagement, coordination, and communication, enabling them to find effective solutions and address the many challenges encountered throughout the project.

The project's M&E plan describes a clear and streamlined reporting process with a variety of tools but the indicators used for reporting are not all SMART and therefore do not allow a measurable nor comparable point for progress. Despite the MTR's recommendation to make adjustments to the indicators and targets, no changes were implemented in the results framework.

While monitoring tasks at the project management level received adequate resources and guidance, the quality of monitoring reports is satisfactory on project development but somewhat

limited for indicators. At local level, monitoring resources and tools were not adequate, resulting in inadequate reporting of quantitative data. Moreover, the GEF financial sustainability scorecard and the METT were underutilized as monitoring tools and for disseminating project information to stakeholders.

Knowledge management has been carried out generally at the central level by IBAP and includes information on good practices and lessons learned related to conservation targets and project interventions. Nonetheless, although a knowledge management and information strategy existed and has been implemented, more efforts would have been needed in sharing information at local level.

### Impact

Given delays in implementation the contribution of the project to financial sustainability of the SNAP is limited at the end of the project, even if the project concurred to the FBG's initial capitalisation.

The project partially contributed to the effective management of the CNP during its implementation, but the limited data regarding biodiversity monitoring and improved conservation management did not allow to adequately assess the project's contribution toward enhanced biodiversity protection at the time of the evaluation. Nonetheless, various challenges remain at CNP level to ensure stable conservation efforts after the project ended.

Although activities were implemented to support the development of biodiversity-friendly economic activities, specifically for women, there is no specific quantitative data available to assess the project contribution towards a positive impact on local sustainable economic development.

The project intervention had some positive impacts on the sustainability of the FBG and the IBAP by strengthening their institutions and financially supporting the endowment fund's initial capitalization, despite facing numerous challenges. However, the planned replication of the project's interventions did not happen as expected. The attempt to replicate actions piloted at the CNP level to improve cost-efficiency in other national PAs failed due to the lack of expected funds from the endowment fund for the SNAP. On the other hand, the piloted REDD+ mechanism at CNP showed promising benefits, although it did not fully realize its original potential. Nevertheless, it provided valuable insights and laid the groundwork for replicating similar financial mechanisms in other PAs within the country and even in other countries.

### Sustainability

The FBG's operational and fiduciary capacities are ensured with its initial capitalization target achieved and, although delayed capitalization of the endowment fund does not yet secure substantial finance for the SNAP in the near future, additional financial mechanisms are promising such as the REDD+ and international grants. The FBG's enhanced capacities may attract further funding, and despite the closure of the MAVA Foundation, significant international donors have pledged support for the next half a decade.

The non-formalised legal cooperation between IBAP and DGFF is still a risk for the near future, and DGFF's actions could still hinder conservation goals in Guinea Bissau. Political instability and limited community involvement pose challenges, but IBAP's legitimacy and resilience offer opportunities for securing funding and enhancing conservation efforts.

The CNP's dependence on projects for operation is still a risk in the near future. Limited staff, training, and the absence of physical demarcation of the CNP will still pose challenges to effective

management. Moreover, insufficient equipment and data will still hinder proper monitoring and conservation actions, limiting biodiversity protection.

The sustainability of project benefits is still at risk as structural problems in the country, including limited access to basic social conditions and opportunities, affect local communities' engagement in biodiversity management at the CNP. Poverty, food insecurity, and the COVID-19 pandemic exacerbate their reliance on natural resources, while population growth and inadequate support for alternative livelihoods will still pose further challenges to the park's preservation and management.

The sustainability of the project's benefits is also at risk as merging pressures on ecological sustainability at CNP include the development of border areas with Guinea Conakry, leading to road construction and increased pressure on the park's northern part, and the ongoing electrification process that may result in deforestation and negative impacts on chimpanzees' critical habitat. Adequate oversight and Environmental Impact Assessments are being conducted to mitigate these threats to the park and its ecological corridors.

## TE RATINGS ET JUSTIFICATION

Project dimension	TE Rating	Justification
<b>Outcomes / Relevance</b>	Satisfactory (S)	<p>The ProDoc incorporates clear and specific information on how the project components address the identified problems and root causes.</p> <p>Project outcomes are consistent with: strategic programming for GEF-5, as well as with UNDP focal areas and operational strategies. The consistency between the project and CI's strategic results is limited (which is not surprising as the project was transferred to CI only for the last year of implementation). Nonetheless, the project is highly consistent with national and local stakeholders' needs and conservation priorities.</p> <p>The project's objectives and structure are clear but there is confusion in the formulation of outcomes and outputs.</p>
<b>Outcomes / Effectiveness</b>	Moderately Satisfactory (MS)	<p>Although most of the activities under Outcome 1 and Outcome 2 were implemented, the targets for Outcome 1 were partially achieved due to delays in the initial capitalization of the endowment fund and the still limited portion of the SNAP recurrent costs supported by endowment revenues. The achievement of targets for Outcome 2 could not be completely verified due to a lack of quantitative data, especially regarding conservation and livelihood targets. There are signs of improvements, but quantitative data is missing to fully ascertain these signs.</p> <p>There were some identified barriers that hindered the achievement of project outcomes; however, the project overcame these barriers in a satisfactory manner.</p>
<b>Outcomes / Efficiency</b>	Moderately Unsatisfactory (MU)	<p>The project efficiency was limited as it experienced significant delays and substantial shortcomings impacting the achievement of expected outcomes.</p>

<b>Implementation</b>	Moderately Satisfactory (MS)	The implementing entities faced several internal barriers and challenges which contributed to a limited efficient performance of project implementation.
<b>Execution</b>	Satisfactory (S)	The executing entities' overall performance was efficient and of good quality while facing many significant external challenges.
<b>E&amp;S safeguards</b>	Satisfactory (S)	The quality of environmental and social safeguard plans is satisfactory and there is evidence that they have been implemented and, reflected on during project implementation while mitigation measures were correctly identified.
<b>Monitoring &amp; Evaluation / Design</b>	Moderately Satisfactory (MS)	The M&E plan included in the ProDoc is streamlined and detailed, with shortcomings in the SRF, as not all the indicators were SMART. The budget covers key M&E activities, but does not allow for detailed monitoring of conservation and community development activities.
<b>Monitoring &amp; Evaluation / Implementation</b>	Moderately Unsatisfactory (MU)	At management level, the monitoring task and reporting tools received adequate resources. The quality of monitoring reports is adequate for project development but limited for project indicators. At local level, the quality of monitoring and reporting demonstrated inadequate reporting of quantitative data. Generally, the monitoring and reporting tools were not used to their potential.
<b>Sustainability</b>	Moderately Likely (ML)	The FBG's operational and fiduciary capacities are ensured with its initial capitalization achieved even if does not yet substantially contribute to the SNAP. The executing entities are actively seeking to secure funding through diverse financial mechanisms but many uncertainties remain as the international and national political and economic environment are important risks for the sustainability of results.

## RECOMMENDATIONS

**Deepen the Relevance of Future Project Interventions with Strategic Priorities and internal procedures:** UNDP should exercise caution and ensure clarity regarding procedures, processes, and feasibility before engaging in project design and implementation. Both CI and UNDP should ensure that future project designs and implementation align closely with their objectives and are within their field of expertise and feasibility in order to maximize effectiveness and efficiency. Ambiguous elements should be avoided while ensuring strong alignment with their respective missions in order to contribute to more impactful and successful interventions.

**Improve project design in terms of intervention and indicator framework:** Strengthen future logical and results frameworks to ensure that the project has a consolidated approach and that SMART indicators are developed from the project design phase to provide an enlightened monitoring process that can really feed into gearing project management and take adaptive measures. Clearly distinguish between outcome and output indicators to enable better monitoring and evaluation of the project's progress.

**Accurate Timeframe Estimation:** During project design, carefully consider contextual elements and internal processes to accurately estimate the timeframe needed to achieve the main results.

**Strengthen Gender Integration:** Strengthen the integration of gender considerations throughout the project's design and implementation phases. Allocate sufficient resources and specific activities to address gender-related issues and promote gender equality.

**Adaptive Management:** For implementing and executing institutions, continue to prioritize adaptive management practices, especially in the face of challenges and delays. Engage in effective stakeholder communication and coordination to find solutions and overcome obstacles to project implementation.

**Enhance Monitoring and Reporting:** Invest in adequate resources and tools for monitoring and reporting, both at project management level and especially at local level. Ensure that monitoring reports include quantitative data and use appropriate monitoring tools to disseminate project information effectively.

**Financial Sustainability:** For FBG to further develop its communication strategy to further secure funding and capitalisation of the endowment fund and ensure the financial sustainability of the SNAP. Explore additional financial mechanisms like REDD+ and international grants to support the SNAP in the short term and clarify benefit sharing among the different national stakeholders in an official agreement.

**Capacity Development and Knowledge Sharing:** Provide continuous capacity building and training for implementing institutions to improve technical and operational capacities. Furthermore, IBAP should continue strengthening knowledge management and information sharing at both central and local levels to disseminate good practices, lessons learned, and project interventions effectively.

**Community Engagement and Alternative Livelihoods:** Further strengthen the involvement of local stakeholders into the CNP management to enhance their contribution towards conservation objectives. Promote alternative livelihoods to reduce their reliance on natural resources and enhance their engagement in biodiversity management. This should be done through a consolidated approach for sustainable economic activities development, ensuring that the most effective approach and the adequate fundings are available to really contribute to improved livelihoods at local level.

**IBAP and the FBG to further ensure an effective SNAP system in the future by:**

- **Developing a comprehensive sustainability strategy** for future projects that takes into account the various potential risks related to conservation actions in Guinea Bissau. This strategy should address political, financial, and social risks to ensure the long-term success and continuity of conservation efforts.
- **Developing effective safeguards** to guarantee that political instability does not hinder the objectives for the SNAP and its funding in the future.
- **Strengthen Communication and Collaboration:** IBAP should enhance communication with international stakeholders to ensure that other projects they develop align with and support conservation goals. Linking future projects with other relevant initiatives will facilitate consolidated efforts towards biodiversity conservation.

**Ecological Sustainability:** Conduct rigorous Environmental Impact Assessments and oversee ongoing development projects that may impact the CNP and its ecological corridors. Ensure proper monitoring and conservation actions to mitigate threats to biodiversity and critical habitats.

# 1. EVALUATION MANDATE

## 1.1. Evaluation Objectives and Scope

Baastel is mandated to conduct the Terminal Evaluation (TE) of the project “Strengthening the financial and operational framework of the national PA system in Guinea-Bissau”. The TE of this project is intended to assess the achievement of project results against expected primary achievements and draw lessons that can both improve the sustainability of benefits from this project, and support in the overall enhancement of future programming.

The TE was conducted using evaluation best practices, based on the Quality Standards for Development Evaluation (2010)<sup>2</sup> from the Development Assistance Committee of the Organization for Economic Co-operation and Development (OECD-DAC), on the GEF Evaluation Policy and on the GEF Independent Evaluation Office (IEO) guidelines. The proposed methodological approach was transparent, impartial, inclusive, gender-sensitive, participatory, and utilization-focused. It drew upon mixed methods to gather credit information from a variety of sources. The evaluation approach ensures high ethical standards, adhering to Principles of Human Rights and internationally recognized standards on implementation and research ethics in line with the GEF IEO Ethical guidelines.

The evaluation objectives are to promote accountability and transparency and to facilitate the synthesis of lessons of full-sized and medium-sized Global Environment Facility (GEF) funded projects, as well as to provide feedback to allow the GEF Independent Evaluation Office (IEO) to identify recurring issues across the GEF portfolio and to contribute to GEF EO databases for aggregation and analysis.

The Baastel team has worked collaboratively with CI, UNDP, and the executing entities at all stages of the evaluation. Based on CI-GEF’s comment during the inception phase, the way criteria are presented in the findings’ section was adapted to more clearly reflect the different evaluating criteria dimensions and was therefore also adjusted in the evaluation matrix to ensure efficiency and avoid duplication in the evaluation process.

The TE focuses on the following criteria:

1. **Relevance:** To what extent was the project strategy relevant to international, national and local stakeholders?
2. **Effectiveness:** Did the project achieve its targeted results and objectives?
3. **Efficiency:** To what extent was the project implemented efficiently and adapted to changing conditions when necessary?
4. **Progress to Impact:** To what extent has the project advanced towards strengthening the financial and operational system of biodiversity conservation in the National System of PAs in Guinea Bissau?
5. **Sustainability:** To what extent are there risks to the sustainability of project benefits in the long term?

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<sup>2</sup> Organisation for Economic Co-operation and Development. “Quality Standards for Development Evaluation.” Paris: OECD Publishing, 2010. <https://www.oecd.org/development/evaluation/qualitystandards.pdf>



The evaluation matrix (Annex 4) was developed as a guiding tool for the evaluation process, which identifies specific dimensions and questions addressed for each evaluation criterion. Cross-cutting issues such as gender, stakeholder engagement, capacity development accountability and grievances are considered and were assessed throughout the evaluation. Several indicators were proposed in the evaluation matrix to cover these cross-cutting issues, including their means of data collection and data sources.

The Baastel team also **assessed other topics** which do not require ratings: Need for follow-up on evaluation findings; Materialization of co-financing; Knowledge Management; and Lessons and Recommendations.

## 1.2. Methodology

The evaluation matrix was used throughout all phases to sustain, and guide the evaluation process. The TE can be divided into three phases: documentation review, data collection and analysis, and reporting.

### 1.2.1. Inception phase

A **virtual inception meeting** was organised with CI on April 11<sup>th</sup>, 2023, to introduce the evaluation team and have a first discussion on the project to be evaluated, the timeline and the deliverables. At the meeting, the access to key documentation, the set-up of a communication protocol and first ideas on the workplan were discussed. An inception call was also organised in French by the Baastel team to inform Guinean partners of the evaluation process.

A **preliminary desk review** of project documents was carried out, which included – as per the ToRs, the Project Identification Form (PIF), the Project Document, plans related to the Environmental and Social Safeguards, Work plans, Budgets, Project Inception report, Quarterly Reports, Project Implementation Reports (PIRs), documents with project results, the baseline Tracking Tool submitted to the GEF at the Chief Executive Officer (CEO) endorsement stage and the terminal GEF Focal Area Tracking Tools, policies and guidelines used by the Executing Agency, CI-GEF, GEF Evaluation Policy, Project Operational Guidelines, Manuals and Systems, among others. The review of documentation allowed the evaluation team to familiarize themselves with the project context, stakeholders, and activities, and to identify any information needs and/or gaps which will be filled by preliminary interviews.

The evaluation framework and methodology were based on the preliminary desk review and **preliminary interviews**. They were then discussed during the inception workshop on June 1<sup>st</sup> to which CI, UNDP, IBAP stakeholders and the Baastel team were present. The inception workshop also enabled the Baastel team to discuss limitations as described here-above.

### 1.2.2. Data collection and analysis

The data collection phase took place through a **mixed-method framework** to collect qualitative and quantitative data from different sources to ensure a multi-perspective approach. The evaluator adopted a **gender-sensitive and human rights-based approach**, to gather the perspectives of women, youth, and vulnerable groups to the extent possible in the context of the evaluation

mandate. Gender data was disaggregated, when possible, and data sources were specified while ensuring anonymity of the interviewees.

The team carried out a desk review of all relevant documents. To further analyze baseline conditions, trends, and counterfactuals of the project, and to assess its performance as well as its degree of achievement, likelihood of impacts and promote the lessons learned, the TE also relied on semi-structured interviews. The interview protocols can be found in Annex 8. Semi-structured **virtual interviews** were conducted by the international consultant with 15 project stakeholders. A field mission was carried out from July 7 until July 10, 2023, by the national consultant (a summary table of sites visited can be found in Annex 7). **Face-to-face interviews and focus groups** were conducted with a total of 116 stakeholders to a sample of sites in CNP. The specific methodology used was agreed upon at the Evaluation inception workshop on June 1<sup>st</sup>.

The data collected was systematized and matched with the evaluation matrix questions. For each question, data from different sources was triangulated to ensure that evaluation findings are grounded in evidence and reflect the perspectives of different stakeholders. A summary of initial findings was presented to the Executing Agency, CI's General Counsel's Office (GCO), and CI-GEF Agency at the end of the data collection phase.

### 1.2.3. Reporting

A preliminary version of the Evaluation Report was elaborated considering the feedback received from the Executing Agency, CI's General Counsel's Office (GCO), CI-GEF Agency and UNDP Guinea Bissau at the presentation of initial findings which took place on the 31<sup>st</sup> July 2023. The report includes the project's reconstructed Theory of Change, the evaluation findings, ratings, and conclusions, as well as lessons learned, good practices and recommendations.

Outcomes, sustainability, project M&E, implementation & execution, and environmental & social safeguards were rated according to the scales provided in Annex 2 of the ToR. The draft report was shared with the Executing Agencies and CI-GEF Agency for comments. The Final Evaluation Report was prepared based on the comments received and shared at the end of September with the CI General Counsel's Office, the CI-GEF Agency, and the Executing Agencies; it includes an annexed audit trail detailing how each comment has or has not been addressed.

## 2. BACKGROUND

### 2.1. Project Overview

The project “Strengthening the financial and operational framework of the national PA system in Guinea-Bissau” (GEF project ID: 5368) was an initiative of the Government of Guinea-Bissau, co-financed by the GEF, the United Nations Development Programme (UNDP - until 2022<sup>3</sup>), the European Union, the World Bank, and the MAVA Foundation. In March 2022, Conservation International (CI) accepted the transfer of the project from UNDP (see below institutional set-up sub-section). The project started in November 2016 and ended in June 2023.

The objective of this project was to strengthen the financial sustainability and management effectiveness of the national network of PAs (SNAP) in Guinea-Bissau. It was intended to contribute to the conservation of 952,172 ha of critical natural habitats through the long-term financial sustainability of Guinea-Bissau’s SNAP, which cover 26,3% of the country. Other global environmental benefits were meant to be derived from achieving strengthened management capacity coupled with financial sustainability at the PA system level. More specifically, by project end the initial capitalization of the endowment fund of the BioGuinea Foundation (FBG) with USD 7,365,248 was expected to increase the sustainability of the SNAP by providing a flow of stable and sustainable financing equivalent to approximately 30% of the SNAP overall annual recurrent funding needs. In addition, through this project, collaborative cost-effective management of the critically threatened priority PA, the Cantanhez National Park (CNP) and its related forest areas and buffer zones, were targeted to increase the SNAP’s management effectiveness by 20% and to reduce the loss of threatened West African forest habitats across 105,800 ha<sup>4</sup>.

Building upon the results of previous GEF interventions, baseline programs, and projects, and coordinating with ongoing and other donor-funded projects, the project pursued two interlinked approaches:

- i. Increasing revenue generation for the SNAP by lifting barriers that impede full functioning of the FBG, achieving short-term endowment capitalization targets with project co-financiers and putting in place the foundations for the achievement of medium- and long-term targets; and
- ii. Strengthening effective PA management by the Institute for Biodiversity and Protected Areas (IBAP) for a critically threatened priority PA (Cantanhez National Park, CNP), while developing new operational frameworks that entail enhanced efficiencies through the involvement of the Directorate General for Forests and Fauna (DGFF) and local stakeholders.

The Project Document (ProDoc) did not present a Theory of Change (ToC). However, the project has been pursuing these two interlinked approaches which were reflected in the project’s two main components as described in Table 1. Component 1 comprised one Outcome and six related Outputs and Component 2 comprised five Outcomes and four related Outputs.

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<sup>3</sup>As such, UNDP’s Development Objectives progress rating from FY21 stands for the project (PIRFY22).

<sup>4</sup> GEF 4464 UNDP 5177 Guinea-Bissau PA System Finance and Management – Project Document (ProDoc)

Table 1: Project overview – components, outcomes, and outputs<sup>5</sup>.

Components	Outcomes	Outputs
<b>C1 Strengthening the financial framework of the national Protected Area system</b>	<p>OC1.1 Initial capitalization of the endowment of the FBG with USD 7,365,248 increasing sustainability of PA system and consolidating terrestrial PAs of Guinea Bissau by:</p> <p>a. USD 434,550 of annual endowment revenues achieved by end of project, equivalent to around 30% of the overall annual recurrent funding needs, reducing vulnerability from over-dependence on donor funding;</p> <p>b. Increase from 33% to 50% in the number and variety of funding sources to further capitalize the FBG and its endowment, increases the flow of recurrent revenues and the financial sustainability of the PA system, as measured by the UNDP/GEF Sustainability Scorecard (Component 3, Element 1); and</p> <p>c. Increase from 34% to 40% in the overall financial sustainability of the SNAP as measured by the Financial Sustainability Scorecard.</p>	OP1.1 FBG Board and Executive Secretariat operating effectively and efficiently (including fiduciary and management systems)
		OP1.2 Transparent and internationally recognized auditing and reporting standards/protocols to monitor and evaluate the FBG's achievements against time-bound targets and the use of endowment sinking, and revolving funds at its disposal.
		OP1.3 Pre-requisite due diligence and compliance procedures verified and formalized, and the FBG endowment capitalized with an initial investment of USD 7,365,248 through direct investment by the project and its co-financiers, and further enriched in a staggered approach in line with fundraising strategy.
		OP1.4 FBG's assets management capacity is optimized to reflect the regular oversight of investment performance, as well as an appropriate risk strategy and balanced diversification of its investment's portfolio, ensuring the latter is socially and environmentally responsible.
		OP1.5 Comprehensive fundraising / capitalization strategy in place involving FBG and other key stakeholders and including inter alia (i) finely tuned communications / advocacy plans; (ii) annual donor meetings informed on progress and operational efficiencies of FBG; (iii) targeted in-depth assessments of potential revenue generation mechanisms (e.g., compensation schemes from mining and timber concessions, fines, tourism fees, REDD+) and related enabling / institutional needs.
		OP1.6 Strong communication and public relations strategy implemented, ensuring ongoing conversations with national and international partners (GoGB, donors, and private sector) and minimizing risk of government interference while creating ownership.
<b>C2 Protected Area and buffer zone management</b>	OC2.1 Collaborative cost-effective management of CNP and related buffer zones and forest areas improves management	OP2.1 Operational capacities of CNP consolidated to permit compliance with at least basic functions through: (i) primary operational logistics and equipment; (ii) training programs for IBAP staff (involving DGFF and other PA management council members) with special emphasis on PA planning and management, community engagement and conflict

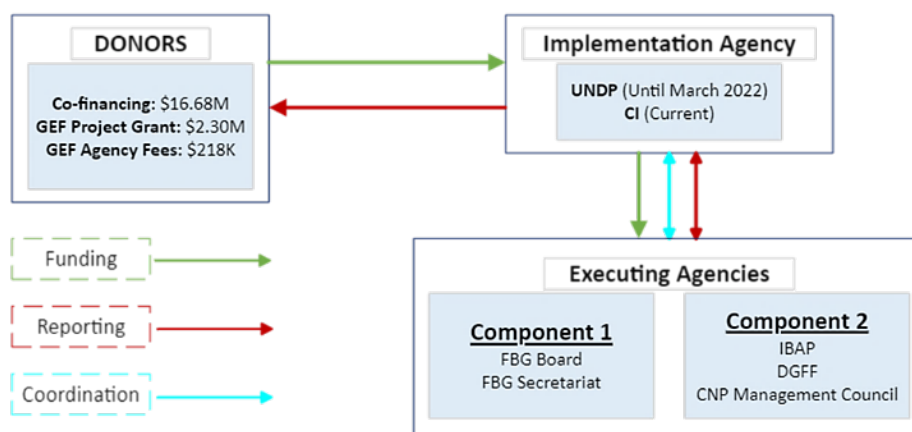
<sup>5</sup> Evaluator's own elaboration based on: UNDP. 2015. [Project Document](#); UNDP. 2019. [Mid-term Review](#).

Components	Outcomes	Outputs
<b>in Cantanhez National Park (CNP).</b>	effectiveness at 19.6% over baseline levels as measured by the METT	resolution techniques, forest management challenges and approaches; iii) underpinning support to IBAP headquarters.
	OC2.2 Improved management effectiveness reduces threats	OP2.2 Strengthened institutional capacity of DGFF and IBAP for effective oversight of land use and threat reduction in PA buffer zones and related forest areas through: (i) joint DGFF-IBAP planning and collaboration programming in priority high risk areas; (ii) joint DGFF-IBAP training programs with emphasis on Environmental Impact Assessment (EIA), law enforcement, licensing and monitoring of economic activities in and around PAs, PA management challenges and approaches.
	OC2.3 Reduced the loss of critically threatened West African forest habitats across c. 105,800 ha of PAs and surrounding zones and improved protection to globally significant species	OP2.3 Local community involvement in and collaboration with PA and forest management improved by: (i) strengthening PA management council and related public participation and institutional arrangements for negotiating, implementing and monitoring management and collaborative agreements; (ii) training program including conflict resolution mechanisms, and community surveillance and enforcement; (iii) the development of biodiversity-friendly economic activities.
	OC2.4 Level of satisfaction of local community members collaborating with PA and forest management	OP2.4 Management and business plans for CNP and connected buffer zones and ecological corridors updated/produced, allowing the coordinated identification, prioritization of management activities and allocation of funds by IBAP, DGFF, and other institutions with responsibilities for biodiversity conservation, land use planning, and forestry.
	OC2.5 Increase in cash or in-kind benefits returned to local communities as a result of “biodiversity-friendly” economic activities	

## 2.2. Institutional framework

UNDP was the Implementing Agency until March 2022. UNDP was then replaced by Conservation International. This resulted in the fact that UNDP did not have the internal legal financial procedures to ensure the capitalization of the endowment fund and therefore could not fully implement Component 1. The executing agencies were IBAP of the Ministry of Environment and Biodiversity (MAB), and DGFF of the Ministry of Agriculture and Rural Development (MARD) (Figure 1).

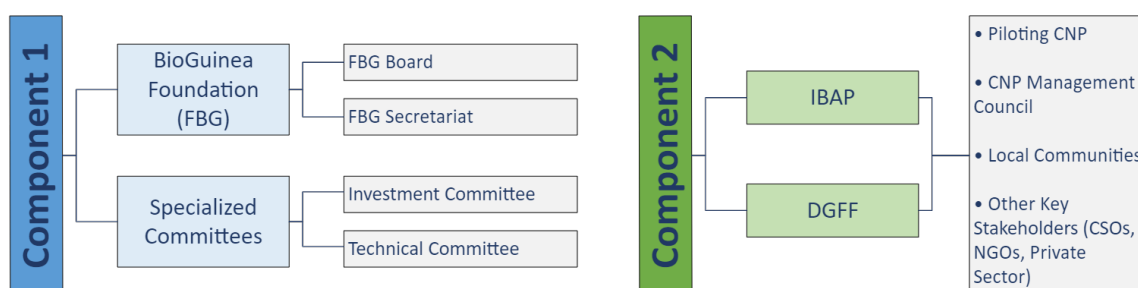
Figure 1: Institutional arrangements<sup>6</sup>.



The operational structure for project implementation comprised the following stakeholders per component:

- Component 1 included the FBG Board, FBG Secretariat (which includes an Executive Secretary, a Financial Officer, a Grant Officer, a Communications Specialist, and respective Support Staff), and a group of Specialized Committees, which includes an investment committee and a technical committee (Figure 2).
- Component 2 included the representation of IBAP and DGFF, both working in the coordination for the engagement of various stakeholders including the CNP Management Council, local communities, and other key stakeholders towards a better aligned management of biodiversity and ecosystem services in PA buffer zones and adjacent areas (Figure 2).

Figure 2: Operational structure<sup>7</sup> of the project’s components<sup>8</sup>.



<sup>6</sup> Developed and designed by the consultant based on ProDoc information.

<sup>7</sup> For Component 1 it is the operational structure targeted to be completed through project implementation

<sup>8</sup> Developed and designed by the consultant based on ProDoc information.

## 2.3. Constructed Theory of Change

The Project Document (ProDoc) includes a results framework defined under the strategic results framework analysis of the document (see table 2 above). However, it does not provide an explicitly laid out Theory of Change (ToC). Hence the Baastel team constructed a ToC as elaborated in Figure 3 and based on the description of the project objectives, outcomes, outputs, underlying risks and assumptions, and pathways for long-term impact based on the project documents and through consultations with stakeholders. For evaluation purposes, it will be used as a reference in this TE to assess progress toward impact and to identify lessons learned that can help refine potential future interventions.

More specifically, the results framework is defined in the “indicator framework” section, represented in a table describing the project objective; two outcomes and ten outputs in total. Outcomes are formulated as components of the project. Based on the description of the project intervention provided in the ProDoc, the Outcomes related to Component 1 “Strengthening the financial framework of the National Protected Area System” can be divided in two main outcomes : “Outcome 1 : FBG Board and Executive Secretariat are operating effectively and efficiently” and “Outcome 2 : The FBG secured sufficient funding for its Trust Fund ensuring that up to 30% of the overall annual funding needs for the SNAP in Guinea Bissau are met”. Component 2 as described in the ProDoc is not formulated as a set of actions to contribute to the project objective, as the verbal tense in the sentence is missing. Component 2 could therefore be reformulated as “Strengthening PA and buffer zone management for Cantanhez National Park (CNP)”.

In addition, the results framework fails to clearly unpack the different levels of intervention through a confusion between the different levels of action without a clear distinction between output and outcome levels. Indeed, output 1.1. “FBG Board and Executive Secretariat operating effectively and efficiently” presented in the results framework is actually an outcome. Output 1.1. can then be formulated as “Enhanced financial and technical capacities of the FBG” while the original output1.1. definition reflects the outcome level. Regarding the other suggested outputs for component 1, the outputs of the results framework from output 1.1. to output 1.4. are reflecting the objective of having the FBG Board and Executive Secretariat operating effectively and efficiently (contributing to achieving the proposed Outcome 1). Output 1.3. includes two different actions: that the “Pre-requisite due diligence and compliance procedures are verified and formalised” and that the “FBG endowment is capitalised with an initial investment of USD 7,365,248”. This second element of the Output 1.3. rather reflects what could be presented in an “Outcome 2: The FBG is securing sufficient funding for its Endowment Fund ensuring up to 30% of the overall annual funding needs for the SNAP in Guinea Bissau”. “Output 1.5. Comprehensive fundraising/ capitalisation strategy in place involving FBG and other key stakeholders” and “Output 1.6. Strong communication and public relations strategy implemented, ensuring ongoing conversations with national and international partners” would then both contribute to achieving this second outcome in the ToC.

As for Component 2, there is also a confusion between the original formulation of the component and the original one of outcomes 2. The Component 2 as reformulated here above is targeting to “Strengthening PA and buffer zone management for Cantanhez National Park (CNP)”. The outputs included under this component comprise the “output 2.1. Operational capacities of CNP consolidated to permit compliance with at least basic functions; output 2.2. strengthened institutional capacity of DGFF and IBAP for effective oversight of land use and threat reduction in PA buffer zones and related forest areas; output 2.3. Local community involvement in and

collaboration with PA and forest management improved and; 2.4. Management and business plans for CNP and connected buffer zones and ecological corridors updated/produced, allowing the coordinated identification, prioritisation of management activities and allocation of funds". The outputs reflected in the results framework could be more clearly formulated and include all aspects of the project intervention. In this sense, the aspect of "increase in cash or in-kind benefits returned to local communities" which is an indicator in the results framework, is not reflected under a specific action through the outputs. Therefore an output should be formulated as "output 2.5. Cash or in-kind benefits are returned to local communities living around the CNP, as a result of "biodiversity-friendly" economic activities". Furthermore, the different outputs suggested reflect two outcomes which could be presented as outcome 3 and outcome 4 under the component 2. Outcome 3 reflects the "Enhanced management effectiveness of the CNP, related forest areas and buffer zones by achieving a 20% improvement through collaborative and cost-effective management practices", while outcome 4 reflects the "Increased revenue of communities in the buffer zones of CNP in a sustainable way is reducing threats on the PA". Outcome 3 would therefore include the outputs 2.1 to 2.4. as previously described whilst the newly defined output 2.5 would be included in outcome 4.

The 4 outcomes are expected to contribute to the project objectives. The project objectives are formulated as one objective in the ProDoc but is actually reflecting two main objectives:

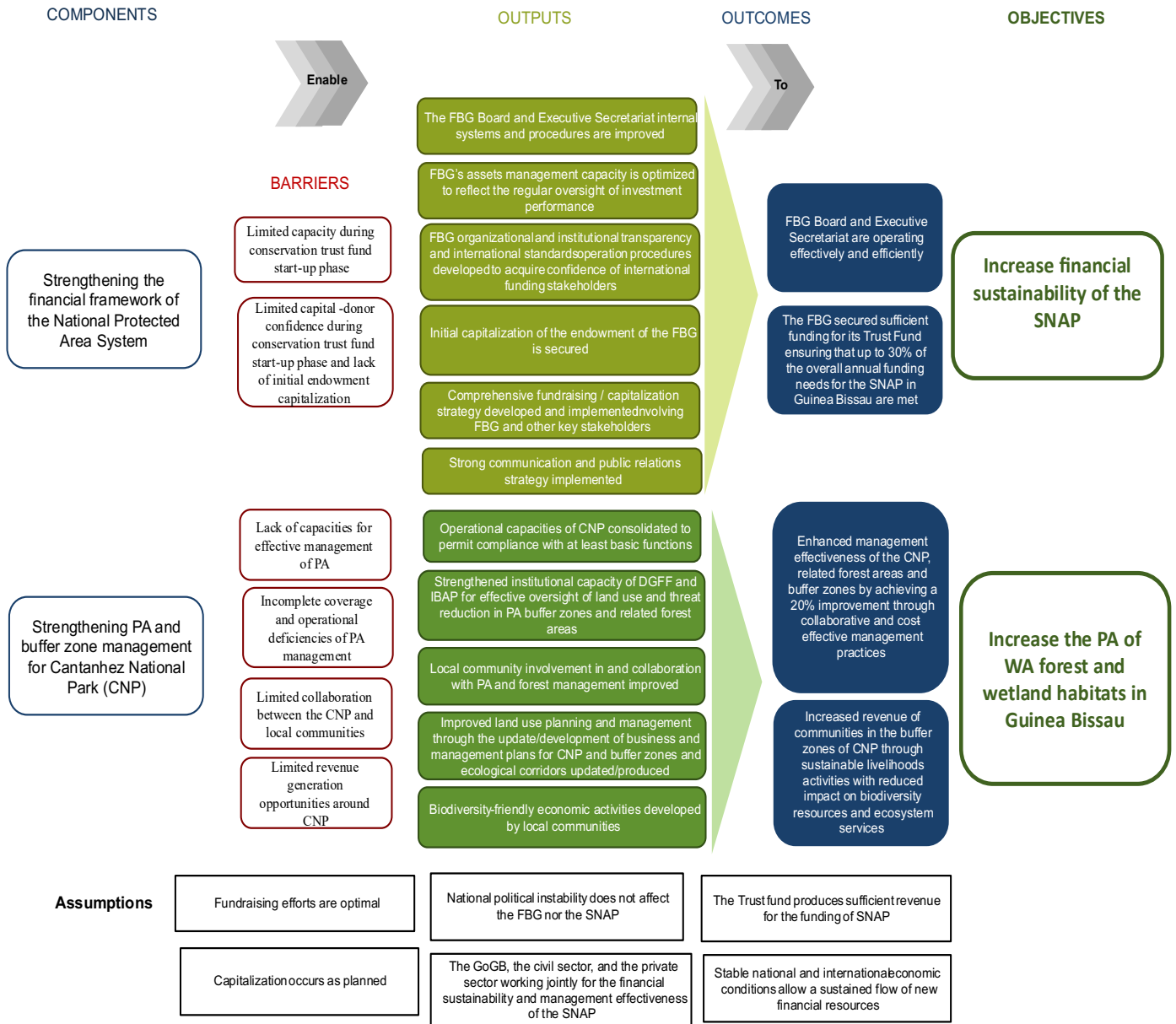
- objective 1: Contributing to the SNAP being financially sustainable, and
- objective 2: Increasing the protected areas of West African forest and wetland habitats in the Guinea Bissau towards 30% of coverage.

Assumptions and barriers are not defined in the results framework but are somewhat defined in the project proposal. 6 assumptions were clearly identified in the constructed theory of change based on the project proposal and interviews with project stakeholders.

The below figure reconstruct this ToC based on the above description and justification.



Figure 3 : Constructed theory of change



## 3. FINDINGS

### 3.1. Relevance

Project dimension	TE Rating	Justification
Outcomes / Relevance	Satisfactory (S)	<p>The ProDoc incorporates clear and specific information on how the project components address the identified problems and root causes.</p> <p>Project outcomes are consistent with: strategic programming for GEF-5, as well as with UNDP focal areas and operational strategies. The consistency between the project and CI's strategic results is limited (which is not surprising as the project was transferred to CI only for the last year of implementation). Nonetheless, the project is highly consistent with national and local stakeholders' needs and conservation priorities.</p> <p>The project's objectives and structure are clear but there is confusion in the formulation of outcomes and outputs.</p>

#### 3.1.1. Relevance of the project in relation with the problem it addresses

**The ProDoc delivers clear and specific information regarding identified problems and root causes to be addressed by the project's components.** Regarding Component 1: "Strengthening the financial framework of the national Protected Area system", it was identified that despite the advanced work in Guinea Bissau done with the support from the GEF and other international donors to set up the building blocks towards the country's SNAP, the long-term development of the system faces financial and operational barriers including: the lack of government funding for PAs, limited capacity during the conservation trust fund start-up phase, limited capital-donor and a lack of initial endowment capitalization, the incomplete coverage and operational deficiencies of the PA management.

Regarding Component 2: "Protected Area and buffer zone management in Cantanhez National Park (CNP)", the identified threats to PAs included shifting agriculture / cultivation, rice production, and artisanal fishing -which are enabled by a rapidly growing and weakly regulated industrial fishing sector, subsistence hunting, charcoal production, illegal timber harvest, and the growing expansion of cashew plantations.

**The ProDoc includes a robust, clear, and evidence-based relationship between identified threats, root causes and impacts for SNAP in Guinea Bissau.** The ProDoc includes clear evidence on the main social, economic, and environmental drivers contributing to the identified problems and root causes. It describes:

- how expanding and non-sustainable agricultural practices have promoted habitat loss and land use change;
- how an unorganized forestry sector and increased demand for timber have led to a reduction of forest stands and biodiversity;
- how unsustainable fishing (continuous use of monofilament nets of small mesh size, reducing or closing river mouths and stretches; uncontrolled use of trawlers in reserved areas for artisanal fishing, etc.) has put enormous pressures on coastal fishery resources;
- how hunting of game species has changed migratory patterns and survival capacities of large mammals;
- how urban growth and development has put big pressures for developers to go to the proximities of biodiversity rich areas;
- how the emerging mining sector (particularly phosphate and bauxite) is exacerbating biodiversity loss;
- how institutional weakness and lack of coordination among authorities has stagnated the implementation of long-term biodiversity conservation policies and programs;
- how insufficient and unpredictable financing for biodiversity has led to the existence of short-term donor-funded projects; and
- how climate change has already impacted the country in several aspects, including changing precipitation patterns, increased salinization and acidification of floodplain soils.

### 3.1.2. Consistency with GEF, UNDP and CI priorities

**The project rationale is consistent with GEF-5 focal area strategy and Operational Program 1, even though it could have been more clearly stated and developed in order to further link project activities and objectives with the GEF-5 biodiversity strategy objectives and programs.** Regarding GEF-5 Biodiversity Objective 1 (i.e., Improve sustainability of protected areas systems), the project rationale is aligned with the following support programs:

- Project's Component 1 is aligned with GEF-5 program 1.1: Increase financing of protected areas systems. As it was identified in the project's rationale and problem(s) it addresses, the project is aligned with GEF's financing strategies for PAs system and their management, for example, through improving PAs' equipment and capacity building to respond to commercial opportunities that protected areas provide through sustainable use of biodiversity, and by using tools and revenue mechanisms such as conservation trust funds.
- Project's Component 2 is aligned with GEF-5 program 1.2: Improve management effectiveness of existing PAs. GEF-5 emphasizes the support for sustainability of a PA system through the effective management of each PA site according to its specific demands.

**There is evidence showing how the project is aligned with UNDP focal areas and operational strategies in Guinea Bissau, even if this alignment was not clearly stated.** The ProDoc clearly indicates how the project is aligned with UNDP's Country Programme Action Plan 2008-2015 which was signed between UNDP and the Government of Guinea-Bissau. Additionally, in the Strategic Results Framework (SRF), under pragmatic links, it specifies how the project was aligned with UNDP's Strategic Plan 2014-2017, Annex 6: Integrated Results and Resources Framework, particularly through output 1.3 (Solutions developed at national and sub-national levels for sustainable management of natural resources, ecosystem services, chemicals and waste) and output 2.5 (Legal and regulatory frameworks, policies and institutions enabled to ensure the

conservation, sustainable use, and access and benefit sharing of natural resources, biodiversity and ecosystems, in line with international conventions and national legislation).

**The consistency between the project and CI's strategic results areas are limited, which is not surprising as the project was transferred to CI only for the last year of implementation.** CI had limited presence and no implementation activities in Guinea Bissau. The project was developed and implemented by a different organization (i.e., UNDP) and CI's involvement occurred in the last year, from March 2022, of the project's lifespan. The project transfer represented a big commitment for CI since they are now responsible for the project's implementation evaluation, without CI having engaged in any of the project's activities besides the transfer of the GEF fund for the FBG's initial capitalisation. Nonetheless, the project represented a relevant opportunity for CI, primarily as its legal and GEF team had all the skills and experience to support the project to move forward by finalizing successfully the GEF funds transfer.

### 3.1.3. Consistency with national and local stakeholder's priorities and needs

**The project is highly consistent and in line with national plans, priorities, and policies for biodiversity conservation, and more specifically regarding the strengthening of the financial and operational framework of the SNAP.** According to the ProDoc, the project was consistent and aligned with the 2014-2020 National Strategy for Protected Areas and Biodiversity Conservation (NSPAB), and with its strategic objective 1 that calls for the implementation of a sustainable financial mechanism supporting the SNAP and the operationalization of the FBG; as well as with its objective 2 where it calls for the strengthening of the management effectiveness of PAs and for sustainable development within PAs with the active participation of stakeholders, including local communities.

Additionally, it is demonstrated that the Forestry Decree Law N°5/2011 clarifies the roles of PAs in the conservation of the country's forests and recognizes IBAP as the management entity for patrimony and forestry. Moreover, the 2010 National Forestry Law and the Decree N°5 makes DGFF responsible for the management of the country's forests, including land under communal forest regimes, wildlife management policies, and hunting concessions. The 2010 Forestry Master Plan indicated the need to improve the institutional alignment and coordination between IBAP and DGFF – which aligns with the project objectives through implications for forest management in CNP's buffer zones.

The ProDoc also mentions that the project was consistent with the 2010 National Forestry Policy and the National Adaptation Plan of Action (NAPA 2007); although it does not elaborate on how these national-level documents are aligned with project activities.

**The project is highly consistent with conservation priorities of the local government and the CNP, to strengthen local technical and operational capacities and improve management effectiveness.** Evidence shows that there is high consistency with conservation priorities of the local government and the CNP. Indeed, the 2010 Forestry Master Plan highlights the need to improve the institutional alignment and coordination between IBAP and DGFF – which aligns with the project through implications for forest management in CNP's buffer zones. This created an opportunity for the project to align its conservation priorities with joint efforts between DGFF and IBAP, particularly to promote forest planning and management to facilitate the reduction and

monitoring of threats in the CNP and its buffer zones, and to involve local communities in biodiversity monitoring and conservation initiatives.

Moreover, the main activity related to the CNP was the establishment and strengthening of the CNP management Council which included representatives from the following institutions: IBAP, Local Administration, Traditional Authorities, Local NGOs, Local Associations, Directorate General of Fisheries, General Directorate of Forestry, National Guard, Local Community Radio, Directorate General for Tourism, Fiscap, among others. Additionally, the ProDoc identified that the completion of CNP headquarters infrastructure and to support with specific equipment, and material would allow the development of biodiversity conservation activities, including monitoring and patrolling of terrestrial and aquatic areas, capacity development trainings (such as on the SNAP monitoring system, forms for the collection of CNP indicators and methods for collecting fauna information) conducted for IBAP and DGFF staff in topics related to strategic planning, conflict management, development of forest management plan, etc.

**The project design shows high consistency with the needs of local communities around CNP regarding their increased involvement in park conservation activities, the empowerment of local community stakeholders, and with their needs of improved livelihoods through sustainable economic activities; Nonetheless, the budget allocated to support economies activities remained limited in light of the total budget for the project.**

The project activities regarding the needs and involvement of local communities from the project component 2 were scaled-up based on the national forestry policy and legal framework that allows for stakeholder participation through delegation of functions, co-management arrangements, and advisory boards and councils. During the project inception phase it was identified that local stakeholders had limited capacities to accomplish these projected roles. To address this, the project sought to achieve social sustainability through direct engagement of local stakeholders (e.g., local communities, CSOs, and members of the CNP Management Council) in the planning and implementation of conservation and forest management activities to contribute to the empowerment of men and women, and to provide them with the skills for negotiation and collaborative participation.

The project design had high consistency with local communities' needs for the implementation of sustainable economic initiatives, that included biodiversity-friendly agriculture, silvopastoral, and agroforestry systems, to contribute to farmers' food security and to generate an additional household income. The specific economic activities targeted by the project were not identified during the project design phase and the budget allocated for this initiative, less than 10% of the total budget, remained limited to support said initiatives. Indeed, field visit evidence identified concerns about the short mid and long-term sustainability of the activities developed with local communities, such as horticulture, soap and salt production. On the one hand, the budget allocated was limited to fully develop the innovative economic activities, on the other hand, no follow-up activities were planned to sustain them. As mentioned by some community members, the support from the project was successfully done initially, but it didn't include any technical follow-up or assistance to strengthen, particularly women's technical capacities to ensure sustainable alternative livelihood activities. Livelihood activities implementation, monitoring and control were carried out by local NGOs. As their support ceased once the project was completed. innovative activities, such as solar salt production, did not continue after the project's intervention, as they were not completely assimilated by communities. Nevertheless, some other livelihoods activities supported by the project have continued such as vegetable gardens and palm oil production.

### 3.1.4. Project design

- i. Level of alignment between project objective, outcomes, outputs, activities, and the corresponding indicators

**The project's results framework fails to fully unpack all the components of the project intervention logic, although the general project objective and structure are clear. In addition, there is confusion in the formulation of the outcome and outputs.**

The project's results framework is clearly articulated around two components, which contribute to the project objective of "strengthening the financial sustainability and management effectiveness of the national PA system in Guinea-Bissau" by addressing the different types of barriers detailed in the ProDoc. The design of the project components also clearly differentiates by the type of executing partners and beneficiaries, which are clearly reflected in the outputs. Nevertheless, at outcome level, and as already detailed in the above section on the constructed ToC, the two outcomes as defined in the results framework were formulated as the two components of the project and do not adequately capture all the dimensions to which the project's outputs contribute. In addition, the distinction between outcomes and outputs is unclear, and there is confusion in the way outputs and outcomes should be formulated. By definition, Outputs are considered as the products, capital goods and services delivered by the project (i.e., which fall under the direct control of the project), while outcomes are the changes that are influenced by project outputs.

Regarding outputs, their original formulation in the ProDoc includes unnecessary details that should have only been part of the narrative section of the Project proposal when describing each one of them. Additionally, certain data in the output formulation could have been included solely as indicator targets. While not all outputs are adequately formulated, the logical connection between the outputs to be delivered by the project and their expected contribution towards the outcomes are mostly clear. A detailed analysis of the results' framework outputs can be found in Annex 5.

- ii. Level of quality of the results framework in the Project Document

**Indicators of the results framework are somewhat consistent with project objectives and outcomes but there is some confusion between outcome and outputs indicators. Out of the 16 indicators provided in the Results Framework of the ProDoc, seven of the indicators are not SMART indicators.**

The indicator framework is presented as a table in the indicator section of the Strategic Results Framework of the ProDoc and is composed of 16 indicators. For all indicators, details and / or comments on the baseline, the end of project targets and the source of verification were provided. Nevertheless, the baselines for indicator 9, 10, 11, 14 and 15, as numbered in the table below, were only planned to be established during the first year of project implementation.

The indicators at the objective level encompass the two dimensions represented by the project objective in "Strengthening financial sustainability and management effectiveness of the national PA system in Guinea-Bissau". Two indicators are derived from the UNDP IRRF. Indicator UNDP IRRF 1.3.1.A.1.1 is associated with Component 1, which focuses on enhancing the financial sustainability of the SNAP (System of National Protected Areas). Indicator UNDP IRRF 2.5.1.C.1.1 is linked to Component 2, which aims to strengthen the management effectiveness of the national PA system. The other two indicators also align with each project component. One indicator pertains to the UNDP/GEF Sustainability Scorecard and is specifically tied to Component 1, which

concentrates on the financial sustainability of the SNAP. The other one is based on the METT<sup>9</sup> (Management Effectiveness Tracking Tool) Scorecard and corresponds to Component 2, which emphasizes the enhancement of the management effectiveness of the SNAP, including the CNP. These indicators are clearly formulated.

At Outcome level, the three indicators provided for Outcome 1 are clear and SMART<sup>10</sup>. Regarding indicator 6, the mention “not applicable” can be considered the baseline since at the time the FBG was not fully operational. Regarding Outcome 2, as a consequence of the confusion between outcomes and outputs mentioned above, the nine proposed indicators mix together outcome and output level indicators, with four of them being output indicators. There are not indicators clearly provided at output level in the indicator framework of the ProDoc.

Out of the 16 indicators, seven of them are not SMART at the project design phase as there is a lack of specificity and measurability, as well as unclear baselines that make it challenging to assess progress. Furthermore, some indicators require specific knowledge, technical capacities and a strong monitoring system in place with sufficient resources to be able to assess them (see M&E process sub-section below).

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<sup>9</sup> Management Effectiveness Tracking Tool

<sup>10</sup> Specific, Measurable, Achievable, Relevant and Time-bound.

Table 2 : Detailed comment on the indicator framework at objective and outcome levels

Level of indicator	Description of Indicator	Baseline Level	End of project target level	Comments
Objective level	(1) UNDP IRRF 1.3.1.A.1.1. Number of new partnership mechanisms with funding for sustainable management solutions of natural resources, ecosystem services, chemicals and waste at national and/or sub-national level	FBG partly operational and without endowment capital or other income	FBG fully operational, capitalised with at least USD 7,365,248, using also the national financing mechanism – the EU Fisheries Agreement and the REDD carbon sales from CNP	
	(2) UNDP IRRF 2.5.1.C.1.1: Extent to which institutional frameworks are in place for conservation, sustainable use, and/or access and benefit sharing of natural resources, biodiversity and ecosystems	<i>(not set or not applicable)</i>	Missing institutional frameworks established	No baseline data which does not allow to assess the extent to which institutional frameworks are missing
	(3) Change in the financial sustainability of the SNAP according to that established through the total average score in the UNDP/GEF Sustainability Scorecard	34%	50%	Indicator SMART
	(4) Change in the management effectiveness of the CNP as measured through the METT scorecard	57	77 (19.6% increase)	Indicator SMART
Outcome 1	(5) Capitalization of the endowment of the FBG after 4 years	0 USD	At least USD 7,365,248 (21% of overall Endowment of USD 34.88 million [EUR 28 million] envisaged).	Should be “level of capitalization”
	(6) Change in the percentage of SNAP recurrent costs supported by endowment revenues	<i>(not set or not applicable)</i>	30%	The FBG was not sufficiently operational when the project started and the baseline “not applicable” is therefore adequate
	(7) Change in the number and variety of revenue sources used across the PA system as measured in	33%	50%	Similar to indicator 3



	the UNDP/GEF Sustainability Scorecard (Component 3, Element 1)			
Outcome 2	(8) Existence of PA headquarters with functional office facilities and basic equipment and logistics	No functional office facilities	PA headquarter has functional office facilities	The indicator is an output level indicator and not an outcome level indicator
	(9) Degree of illegal utilisation of key plant species of commercial value as recorded in CNP and its buffer zones per year, to include at least <ul style="list-style-type: none"> <li>Red mangrove or “Mangal/Tarafe” (Rhizophora mangle)</li> <li>“Pó de sangue” (Pterocarpus erinaceus)</li> <li>African fan palm or “Cibe” (Borassus aethiopium)</li> <li>African mahogany or “Bissilão” (Khaya senegalensis)</li> <li>“Poilão” (Ceiba pendandra)</li> </ul>	The final list of species to be considered and the baseline values will be established during the first year of project implementation	Target values will be established during the first year of project implementation	No baseline nor target values established during the project design phase and which were planned to be developed in the first year of project implementation. Targeted values were not updated in the last PIRFY2021 and proofs that these values were established were not shared with the evaluation team even though it has been commented that these values should be included in the participatory patrolling reports.
	(10) Level of poaching recorded in CNP and its buffer zones per year, using as proxy indicators <ul style="list-style-type: none"> <li>Campbell's mona monkey or “Macaco Mona” (Cercopithecus (mona)</li> <li>campbelli )</li> <li>Bay duiker or “Cabra de mato” (Cephalophus dorsalis)</li> <li>Bushbuck or “Gazela” (Tragelaphus scriptus)</li> <li>Crested porcupine or “Porco espinho (Hystrix cristata)</li> <li>Warthogs or “Porco de Mato” (Phacochoerus africanus)</li> </ul>	The final list of species to be considered and the baseline values will be established during the first year of project implementation	Target values will be established during the first year of project implementation	Monitoring these indicators would have required a strong monitoring system and sufficient human and financial resources, which were not available nor possible for the CNP. Therefore, these indicators can be judged as not being SMART indicators.
	(11) Number (or size) of wildlife populations recorded in CNP, to include at least <ul style="list-style-type: none"> <li>Leopard (Panthera pardus)</li> <li>West African Manatee or “Pis-Bus/Manatim” (Trichechus senegalensis)</li> <li>West African Red Colobus or “Macaco Fidalgo vermelho” (Piliocolobus badius temminckii)</li> <li>Chimpanzee (Pan troglodytes)</li> <li>Hippopotamus (Hippopotamus)</li> </ul>	The final list of species to be considered and the baseline values will be established during the first year of project implementation	Target values will be established during the first year of project implementation	

<ul style="list-style-type: none"> <li>• amphibius)</li> <li>• Buffalo (<i>Syncerus caffer</i>)</li> </ul>			
(12) Number of staff (including women) from IBAP, DGFF, local community members trained for effective oversight of land use and threat reduction in PA buffer zones	<i>(not set or not applicable)</i>	At least 50	This is an output indicator
(13) Existence of PA and buffer zone management bodies which involve key stakeholders: IBAP, DGFF, and local stakeholders (community councils, CSOs, NGOs)	No (Existence of CNP management council but does not address management in buffers zones)	Yes	This is an output indicator
(14) Level of satisfaction of local community members (differentiated by gender) collaborating with PA and forest management. Indicative assessment categories: <ul style="list-style-type: none"> <li>• Highly Unsatisfactory</li> <li>• Unsatisfactory</li> <li>• Moderately Unsatisfactory</li> <li>• Moderately Satisfactory</li> <li>• Satisfactory</li> <li>• Highly Satisfactory</li> </ul>	Baseline will be established during the first year of project implementation	Target will be established during the first year of project implementation	Requires an extended qualitative study, which was not done thereafter during project implementation
(15) Increase in cash or in-kind benefits returned to local communities (beneficiaries differentiated by gender) as a result of biodiversity-friendly economic activities	Baseline will be established during the first year of project implementation	Target will be established during the first year of project implementation	Requires an extended socioeconomic study, which apparently was conducted during project implementation but which couldn't be provided to the TE team.
(16) Management and business plan for CNP and buffer zones updated and under implementation	Management plan: Outdated Business plan: Preliminary	Management plan: Updated Business plan: Yes	This is an output indicator

iii. Level of feasibility of objectives, outcomes and outputs within the project's budget and timeframe

**During the project design phase, the budget was mostly adequate although the amount of budget available for biodiversity-friendly activities was low for grants to substantially influence an improvement of local livelihoods.** A budget of USD 80,000 out of the USD 2,304,429 GEF fund was planned to design and implement biodiversity-friendly economic activities which can be considered as low to positively contribute to enhance livelihoods if not complementing other activities implemented by other stakeholders and/or activities from other organisations.

**In addition, timeframe needed to achieve the main results of outcome 1 and outcome 2 was underestimated as it did not sufficiently take into account contextual elements and internal processes.** As a consequence, the project accumulated considerable delays during its implementation. These delays were mostly due to processes regarding the transfer of funds under Outcome 1. The time needed to have all processes in place and documents legalised for the FBG bank account opened were clearly underestimated knowing that Guinea Bissau struggled to attract international funding, mainly due to a lack of confidence in international donors regarding funds management and institutional stability. In addition, although the project was designed in a participatory manner, the time needed for internal UNDP and IBAP procedures was underestimated. Regarding Outcome 2, the location of the CNP and the conditions to its accessibility were also underestimated, as for example, the park is not accessible during rainy season and activities were not planned in a way that took this limitation into account. Therefore, the timeframe was under-estimated when looking at the various potential barriers and lengthy procedures to achieve the project results.

iv. Existence of gender and human rights based approaches into the project design

**During the project design phase the integration of the gender dimension was limited and mostly part of the Social and Environmental Screening Procedures (SESP).** The gender dimension is incorporated as an Annex to the ProDoc in the SESP. Nevertheless, the section including the gender dimension remains brief. As discussed during interviews with the UNDP team, in 2013, when the project was first designed, gender consideration was not a main focus of UNDP's strategic and programmatic approach, especially when looking at conservation actions. This can be confirmed by analysing the ProDoc as there is no specific section on gender and there is very limited reference to gender in the intervention logic or in the project indicators, confirming that the gender dimension was not fully integrated in the project logic. Although the level of satisfaction of communities and the implication of women in biodiversity-friendly economic activities were planned to be disaggregated by gender.

**The human right-based approach was considered in some of the project dimensions and in the SESP for the implementation of activities of Outcome 2.** Elements in the results framework include the increased engagement and involvement of local communities into CNP and buffer zones management through the formalization of local committees, the direct participation of stakeholders in project activities, the establishment of cooperative governance structures, and capacity building exercises as well as the development/update of management plans which, if designed in a participatory manner, are meant to include local communities needs and uses. Some specific indicators were also focusing on local communities such as the level of satisfaction of local community members collaborating with PA and forest management.

### 3.1.5. Linkages with other interventions

**The project complemented other projects that (i) were implemented before – and identified during the project design phase – , (ii) were implemented concurrently, and (iii) will be implemented in the future.** On the one hand, in the ProDoc, it was mentioned that the project built on the process begun by the UNDP-GEF project to consolidate the SNAP and the World Bank-GEF Mid-size project (MSP) that was put into place by the FBG (GEF ID 3817). At the same time, the project was complementing the World Bank (WB), “Biodiversity Conservation Project” (International Development Association-IDA) aiming at supporting the FBG and sought to collaborate with a second World Bank (WB) project, the “Community-based Avoided Deforestation project in Guinea-Bissau” through the REDD+ mechanism. The project also sought to coordinate closely with EU-UNDP-WWF-funded West African Marine Ecoregion project (*Gouvernance, politiques de gestion des ressources marines et réduction de la pauvreté dans l'Écorégion*) (WAMER), and established and maintained close relationship with the EU-funded project Global Climate Change Alliance Plus (GCCA+) project in Guinea Bissau: “building resilience to climate change through enhanced institutional and mitigation capacities”. Finally, the project also sought to coordinate actions with the two following MAVA/IUCN projects: *Renforcement des dynamiques de conservation de l'environnement en Guinée Bissau* and *Promotion d'un tourisme écologique et durable en Guinée-Bissau*, and sought synergy with the national project “Gestão Sustentável dos Recursos Florestais no Parque Natural dos Tarrafes de Cacheu”. On the other hand, the project secured agreements with several donor institutions such as the WB, the *Fonds Français pour l'Environnement Mondial* (FFEM) and the MAVA Foundation to ensure the initial capitalization of the FBG endowment fund.

In this context, information from PIRs and stakeholders' interviews show that the project was developed based on crucial connections and synergies with various donor and technical partners. These partnerships were directly aligned with the project's objectives of strengthening the FBG and the SNAP in relation to their technical, organizational, and financial capabilities to reduce pressure on the Guinea Bissau ecosystem and biodiversity while promoting sustainable livelihood activities.

Additional synergies and partnerships were also identified and achieved during project implementation such as with the Rice and Mangrove Project (Restoration of Mangroves from the Productive Landscape to Strengthen Food Security and Mitigate Climate Change - GEF/IUCN). Other interventions were also sought to ensure the continuous support to IBAP, the FBG and the SNAP in general, such as the project “Promoting public health in a biodiverse agroforest landscape in Guinea-Bissau” which was financed by the Darwin Initiative and executed by the University of Exeter, IBAP in consortium with other NGOs and which supported the wildlife monitoring system. This synergy also contributed to the “One Health” framework involving the park structures, health structures and local communities in the area of the CNP. More recently, the COASTAL project (“Reforço da capacidade de adaptação e de resiliência das comunidades vulneráveis das zonas costeiras da Guiné-Bissau aos riscos climáticos”) financed by the GEF, implemented by UNDP and executed by the State Secretariat of Environment through the National Institute for the Environment, will be implemented in the CNP area. Interviews with the executing agencies also pointed out that the project never stopped to look for additional synergies and partnerships and the complementarity with other future projects are also under way. Indeed, the new WACA project funded by the WB, which aims to establish a coastal protected area that includes the CNP, also includes support to the operational functioning of the FBG from 2023 to 2027; the GEF Connectivity project for terrestrial areas; another project supported by the Blue

Action Fund focusing on the sustainable management of marine protected areas in the Bijagós Archipelago (2023-2028); and an upcoming project with the International Climate Initiative of the German Government (IKI), which, though delayed, is under preparation.

## 3.2. Effectiveness

Project dimension	TE Rating	Justification
<b>Outcomes / Effectiveness</b>	Moderately Satisfactory (MS)	<p>Although most of the activities under Outcome 1 and Outcome 2 were implemented, the targets for Outcome 1 were partially achieved due to delays in the initial capitalization of the endowment fund and the still limited portion of the SNAP recurrent costs supported by endowment revenues. The achievement of targets for Outcome 2 could not be completely verified due to a lack of quantitative data, especially regarding conservation and livelihood targets. There are signs of improvements, but quantitative data is missing to fully ascertain these signs.</p> <p>There were some identified barriers that hindered the achievement of project outcomes; however, the project overcame these barriers in a satisfactory manner.</p>

### 3.2.1. Outputs and outcomes

- i. Progress toward targets at the output and outcome level

Table 3: Achievement of targets of the results framework indicators

Result level	Objective	Outcome 1	Outcome 2	Total
<b>Exceeded</b>	1		1	2
<b>Achieved</b>	2	1	3	6
<b>Partly achieved</b>		1	1	2
<b>Not achieved</b>	1	1		2
<b>Information not available</b>			4	4

Source: Evaluator's own elaboration based on Annex 5.

A detailed assessment of the achievement of results, based on the indicators in the results framework, is provided in Annex 5.

**In total, half (50%) of the results framework indicators have been exceeded or achieved. 2 indicators of the results framework were exceeded, 6 were achieved, 2 were partly achieved, 2 were not achieved, and the progress made for 4 indicators could not be assessed, as**

**relevant data was not available to evaluate the level of progress at the end of the project implementation phase.**

**At the project objective level and regarding the strategic target results: 1 target was exceeded, 2 were achieved and 1 was not achieved.** The progress made towards objective level for target (1) UNDP IRRF<sup>11</sup> 1.3.1.A.1.1. “Number of new partnership mechanisms with funding for sustainable management solutions of natural resources, ecosystem services, chemicals and waste at national and/or sub-national level” has been achieved, the FBG being fully operational, structured and capitalised with EUR 7,980,181 (= ~ USD 8,711,166.46) among which about EUR 2,521,801 from the REDD+ mechanism not yet allocated even if planned – as of June 2023. For target (2) UNDP IRRF 2.5.1.C.1.1: “Extent to which institutional frameworks are in place for conservation, sustainable use, and/or access and benefit sharing of natural resources, biodiversity and ecosystems”, the target has been achieved as the FBG subscribed to the VERRA register the REDD+ project to market; IBAP and the FBG put in place a Memorandum of Understanding clarifying the complementarity and synergy of the two institutions in terms of joint Fundraising; the two institutions also collaborated with the PRCM (*Partenariat Régional pour la conservation de la zone Cotière et Maritime en Afrique de l’Ouest*) and submitted proposals for the Blue Action Fund call for West Africa. The achievement of the target for indicator (3) “Change in the financial sustainability of the SNAP according to that established through the total average score in the UNDP/GEF Sustainability Scorecard” was not met as in March 2023, the financial sustainability of the SNAP was evaluated and remained at 34%. The achievement of the target from indicator (4) “Change in the management effectiveness of the CNP as measured through the METT scorecard” was evaluated in 2021 in the METT scorecard as exceeded with the achievement of 84.38% of the METT total score, resulting in an increase of 27.38% when the target of the project was 19.6%.

**The progress achieved towards Outcome 1: “Strengthening the financial framework of the national PA system” was evaluated through 3 indicators: one target was achieved, one was partly achieved and one was not achieved.** Indicator (5) regarding the “capitalization of the endowment of the FBG after 4 years” was achieved at the end of the project phase but not in the timeframe initially planned even though changes in the indicator target was not made to adapt to the delays. Nevertheless, based on the data made available by the FBG, with the project extensions and transfer of the project to another implementing agency, the amount capitalised reached EUR 7,980,181 in June 2023 resulting in 28.9% of the overall endowment value of EUR 28 million (by 2031). Regarding indicator (6) and the “Change in the percentage of SNAP recurrent costs supported by endowment revenues” the data provided during the interview with the FBG indicated that even if the revenues generated by the endowment fund at the end of the project now ensures the sustainability of the FBG – to be able to operate officially, mobilize the capital planned for the foundation and ensure its operational functioning – it was not yet able to significantly support the SNAP through the interests generated, with only about EUR 200,000 distributed in 2022 and in 2023 equivalent to about 3 % of the EUR 6,345,154 needs for basic SNAP management scenarios in 2023<sup>12</sup>. Nevertheless, in 2022, the FBG supported IBAP through the allocation of half, EUR 200,000, of the 10% (EUR 400,000) initial financing required by the EU for the GCCA project. The indicator (7) “Change in the number and variety of revenue sources used across the PA

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<sup>11</sup> UNDP Integrated Results and Resources Framework

<sup>12</sup> GEF financial sustainability scorecard

system as measured by the UNDP/GEF Sustainability Scorecard (Component 3, Element 1)” was rated as 25% and therefore did not achieve the 50% targeted.

**The progress achieved towards Outcome 2 “PA and buffer zone management in Cantanhez NP” was evaluated through 9 indicators out of which: one was exceeded, 3 were achieved, one was partly achieved, and the 4 remaining indicators, baseline and target values have not been defined at project start or during project implementation, resulting in being unable to assess the level of achievement.** Indicator (8) “Existence of PA headquarters with functional office facilities and basic equipment and logistics” was achieved. Indicator (9) “Degree of illegal utilisation of key plant species of commercial value as recorded in CNP and its buffer zones per year, to include at least” four specific species did not include baseline values to compare the improvement towards, although it is stated in the PIRFY2021 that illegal activities in relation to fauna and flora have experienced a considerable decrease, but no quantitative data were provided to confirm this. The progress towards the achievement of indicator (10) “Level of poaching recorded in CNP and its buffer zones per year, using as proxy indicators” faces the same issue as baseline data was not set, nor targeted values, although it is stated in the PIRFY2021 that “there is an increasing qualitative and quantitative presence demonstrated by the research actions in the field through the use of trap cameras and observation records. On the other hand human-wildlife conflicts have increased due to the considerable increase in the population of some species, namely chimpanzees and buffaloes” and the presence of elephants in the corridor in the northern part of the park, where it hadn’t be observed for many years. The faunal inventory was only conducted in the second half of the year 2021, focusing on terrestrial mammals only, and mostly supported the part of the information provided in the CNP Action plan. Indicator (11) “Number (or size) of wildlife populations recorded in CNP”, faces the same issue as the faunal inventory was postponed to 2021, and therefore baseline and targeted values during project implementation could not be provided before the end of the project for Component 2. Regarding indicator (12) “Number of staff (including women) from IBAP, DGFF, local community members trained for effective oversight of land use and threat reduction in PA buffer zones” the target has been exceeded as more than 50 people were trained in various relevant trainings and the data collected included gender desegregation. For the indicators focused on participatory governance and socio-economic development, indicator (13) “Existence of PA and buffer zone management bodies which involve key stakeholders: IBAP, DGFF, and local stakeholders” was achieved with various management bodies and meetings put in place for enhanced participation and collaborative management. Nevertheless, indicator (14) “Level of satisfaction of local community members (disaggregated by gender) collaborating with PA and forest management” was evaluated as moderately satisfactory and this was supported by field mission interviews as local stakeholders expressed the need for further interactions and communication with the park. Regarding indicator (15) “Increase in cash or in-kind benefits returned to local communities (beneficiaries differentiated by gender) as a result of biodiversity-friendly economic activities”, the baseline nor the targets were set. Although data regarding the number of beneficiaries and disaggregated by gender were collected, with socioeconomic activities benefiting 1106 people among which 630 women<sup>13</sup>. Regarding indicator (16) – “Management and business plan for CNP and buffer zones updated and under implementation,” the evaluation in PIRFY2021 indicates that the target for the indicator was achieved. It was reported that management and business plans were developed and updated. Field mission interviews and direct observation revealed that it was done. It provides a brief description of CNP’s flora and fauna, and the threats to biodiversity; the state of vegetation cover

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<sup>13</sup> PIRFY2022 data from UNDP PIRFY2021

based on the situation in 2006 up to 2017; and proposals for sustainable forest management. However, it does not include a zoning proposal for the park and therefore it is not possible to physically delimit the park on the ground. Additionally, the park management's objective focuses solely on forest management without considering the socio-economic development objectives of the communities living in the park. Hence, it does not provide an integrated park management strategy that takes into account the challenges of natural resource conservation and community development in the park.

ii. Level of quality of outputs and outcomes achieved

**Overall, the quality of outputs and outcomes has been constrained by significant delays in capitalizing the endowment fund, which has directly impacted the progress towards the objective of Outcome 1 concerning the intended use of interests for the SNAP in Guinea Bissau. Regarding Outcome 2, the quality of outputs and outcomes related to the technical and operational capacities of the CNP is still limited, despite some progress being achieved, but which could not be quantified adequately.**

Regarding the quality of the targets achieved for indicator (1) and (2), the documentation review and the interviews held during the evaluation shown that the FBG established important operational and structural capacities which contributed to achieve the initial capitalisation of the endowment fund in the last year of project implementation, with the support of CI. In addition, both IBAP and the FBG have shown a proactive attitude to develop new partnership mechanisms (such as the REDD+ mechanism) and solutions to ensure additional fundings. The relation between the IBAP and the FBG was clarified in terms of complementarity and synergy. They also continued to closely collaborate such as in developing additional proposals to acquire funding for the SNAP.

Regarding indicator (3), the analysis of the UNDP/GEF Sustainability Scorecard showed that the financial sustainability of the SNAP was still not ensured. First of all, data was not easily available to calculate the score as comments in the document are stressing out. Second of all, the financing of the SNAP that was supposed to come from the interests of the endowment fund remained limited as the initial capitalisation of the fund only happened at the end of project implementation.

As for indicator (4), the quality of the target achieved, even if exceeded, is moderately accurate as the METT score of some indicators of the METT could be somewhat over-evaluated when comparing to the data collected through local interviews and direct observation during the evaluation field mission in the CNP area. According to PIRs 2019 to 2021, for indicator 3 (Change in the management effectiveness of the CNP as measured through the METT scorecard), the end of project target was set to 77 and the cumulative progress for 2019, 2020, and 2021 was 75, 85, and 80, respectively. However, there is no justification nor description on how these targets were achieved in the PIRs, and when analysing the METT scorecard, it is not clear how these values were reached. For example, indicator 9 of the METT regarding the information on the critical habitats, species, ecological processes and cultural values of the protected area was marked as "sufficient" for most key areas of planning and decision making while indicators at Outcome 2 level of this project regarding conservation targets (see above) are not able to provide sufficient quantitative data to be able to monitor these specific elements on a year to year basis. Another example is indicator 23, regarding local communities resident or near the protected area's input to management decisions are rated as a score 3 "local communities directly participate in marking decisions relating to management" but interviews during the evaluation field mission showed that even though a system was in place, it was not continuously used to sufficiently ensure local communities participation.



Even though the UNDP/GEF Sustainability Scorecard (Component 3, Element 1) related to indicator (6) was rated as 25% and therefore did not achieve the 50% targeted, various additional revenue sources for the SNAP could be identified in the PIRFY2021 and during interviews with the FBG and IBAP, such as from the REDD+ mechanism as well as from other financial institutions such as the FFEM and the WB. Other revenues also included sport fishing fees and park entry fees but the amount of income from these various sources still remained limited at the time of the evaluation.

Overall, the quality of outputs and outcomes has been constrained by significant delays in capitalizing the endowment fund, which has directly impacted the progress towards the objective of Outcome 1 concerning the intended use of interests for the SNAP in Guinea Bissau. However, the operational and structural reinforcement of FBG has paved the way for improved support to SNAP. In fact, interviews with FBG emphasize that this reinforcement facilitated further financial support by mobilizing donors to secure funding both for direct capitalization and for implementing activities in support of IBAP and community development. This has enabled the following accomplishments:

- Support the functioning of the Orango National Park and Roc Cormoza Community Marine Park, both of which lacked their own funding projects.
- Provide some funding to cover the salary gap for park management structures and administrative offices, ensuring their proper functioning.
- Support IBAP in complying with the GCCA project's stipulations, which required 10% (EUR 400,000) of the project funding to be available, the FBG contributed to half of the amount required with EUR 200,000.

Regarding Outcome 2, the quality of outputs and outcomes related to the technical and operational capacities of the CNP is still limited, despite some progress being achieved, but which could not be quantified adequately. Similarly, the quality of outputs concerning community economic activities is also limited. Based on the data collected during the field mission, activities were implemented to support the development of biodiversity-friendly economic activities, specifically for women, but the limited technical expertise made available to support community development in the project intervention activities didn't enable to identify the most adequate supportive actions, develop a detailed diagnostic, nor identify the potential barriers to economic activities development. This resulted in the implementation of scattered interventions rather than a consolidated approach. In addition, while the CNP business and management plan was developed, it was not done in an integrated landscape approach as it did not take socioeconomic development trends and objectives into account.

### iii. Evidence of changes in the results framework

**Despite the MTR's recommendation to make adjustments to the indicators and targets, no changes were implemented in the results framework.** Based on the assessment of target achievements according to the PIRs and available information, it became evident that not all indicators were relevant, and some were not SMART, which hindered detailed evaluation by the assessor even though it had been already stressed in the MTR that some indicators and targets in the results framework needed revision especially since some indicators still didn't have any baseline data at the time of the MTR. Nevertheless, some of the indicator targets remained either unquantifiable or inadequately quantified, posing a challenge to thoroughly assess the project's achievements during the final evaluation process (see above).

### 3.2.2. Unintended results

**Stakeholder interviews revealed a few unintended positive results arising from the project's intervention.** One significant impact was the increased dynamism observed among certain civil society groups, leading to the formation of new youth associations keen on engaging in conservation activities. These associations could also benefit from the carbon credit mechanism benefits in the future to further develop their initiatives.

Moreover, in Bijagos, a community that received project assistance in establishing a water system experienced an unforeseen development. The community proactively introduced a small fee for using the water basin and began collecting funds independently to maintain the well.

**No specific negative unintended result was identified nor stressed out by project stakeholders during data collection as part of this evaluation process.**

### 3.2.3. Barriers and enabling factors

**Some factors that hindered the achievement of expected project outputs and outcomes relate to administrative challenges, political instability, COVID-19 pandemic, and other global events.** According to the PIRFY20, PIRFY21, and the MTR, there have been several factors that hindered the achievement of project outputs and outcomes, among them:

- Administrative challenges: FBG had to change its bank account and the management mechanism of the capital of EU funds initially established to be done through an account in England, and then reorganized to open a bank account in an OECD country, specifically Switzerland.
- Political instability: creating an important turnover of government staff at different levels and who did not know about the project and were then blocking some development because it was no longer in line with the new political objectives.
- The COVID-19 pandemic: The pandemic affected the project's field activities, as they had to be postponed due to health measures and lockdowns. Access to CNP was restricted, and during that period there was limited interaction between the park and local communities. After the restriction on movement was lifted, the cost of transportation increased drastically, which, added to the aggravated poverty situation of local communities around the park, increased pressure on bushmeat markets, overall impacting the CNP. Additionally, the fauna inventory, that fed the target level for indicator 11, was postponed to 2021 due to the pandemic and only took place after May 2021 (no baseline and no target values defined during project implementation which does not allow to assess a trend in conservation status).
- International events: it is identified that the global financial crisis, along with the Brexit, created impediments for the normal development of project's activities, particularly regarding component 1. Additionally, the invasion of Ukraine and the economic impacts of the pandemic raised inflation rates which affected the flow of funds to be invested through bilateral cooperation.

**Two identified actors and factors enabled the achievement of expected outputs and outcomes, particularly CNP's Inspection Department, and FBG and IBAP's strategic actions.** According to the PIRFY21, CNP's Inspection Department implemented a surveillance strategy (the construction of estuaries patrolling outposts) to combat illegal fishing activities reoccurring in the surrounding waters of CNP. This strategy contributed to project's indicator 12 of

component 2 since CNP staff was trained for effective oversight of threat reduction in CNP and its buffer zone.

Interviews also indicated that the everlasting support from the MAVA Foundation as an organizational partner and ally for the FBG was an enabling actor and its support, which was over the agreement taken during the project design phase, was an important enabling factor for achieving targets regarding the initial capitalization of FBG endowment fund.

### 3.3. Efficiency

Project dimension	TE Rating	Justification
Outcomes / Efficiency	Moderately Unsatisfactory (MU)	The project efficiency was limited as it experienced significant delays and substantial shortcomings impacting the achievement of expected outcomes.

#### 3.3.1. Financing and co-financing

- i. Level of discrepancies between planned and actual expenditures (total, by year and component)

**The disbursement of GEF funds for the project encountered very significant delays, resulting in only 20% of the funds being disbursed by the end of the intended implementation phase. By 2021, following two no-cost extensions, the project was handed over to CI. At this point, only 44% of the GEF funds had been disbursed, aligning with the initial planned allocation for project-related activities. The remaining portion represented the GEF funds that had not been able to be transferred to the FBG endowment fund. Eventually, the entire sum of GEF funds was released by the end of 2022, achieved through successful transfer of the capital to the FBG endowment fund.**

Consolidated updated financial data was not provided for the evaluation in order to assess the disbursement of project as the ProDoc planned budget. Nevertheless, the assessment of disbursement of the GEF grant was detailed each year in PIRs from 2018 and represented in each PIR as the graph presented in

Figure 4. In 2015, USD 1,519,200 of the GEF funds were planned to be disbursed of which USD 1,350,000 to the capitalization of the endowment fund<sup>14</sup>. As the project experienced a lengthy start-up phase, no budget was disbursed in 2015 and the transfer of USD 1,300,000 from the GEF endowment fund did not occur. Limited expenses majorly referring to project management were disbursed in 2016. It is only in 2017, when the project was officially endorsed by all parties that some GEF funds were disbursed for some FBG and IBAP activities. The first PIR was only drafted FY2018. At the time only 20% of the GEF funds had been disbursed and corresponded to the planned final year of the project as per the ProDoc. The cumulative disbursement of the GEF funds can be assessed as very low at the time and was mostly due to the inability to transfer the GEF

<sup>14</sup> ProDoc.

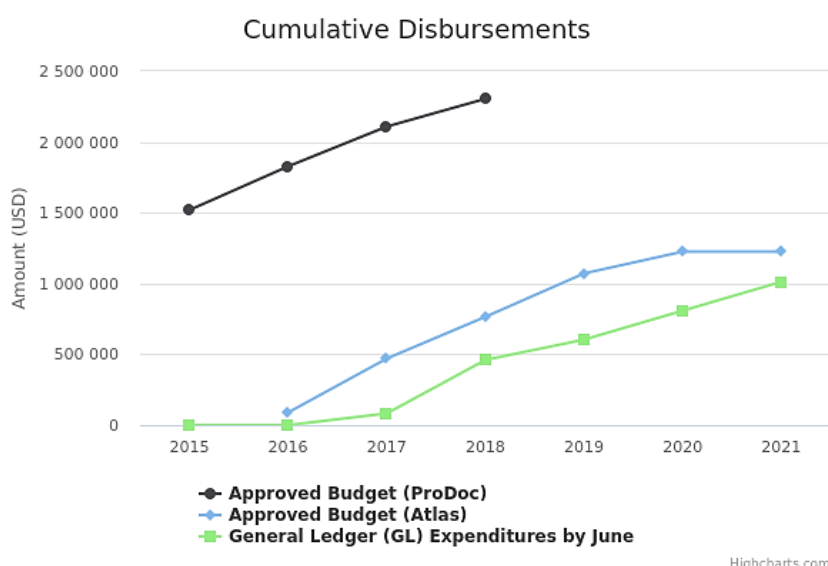
funds to the FBG endowment fund. From 2019 to 2021, the disbursement of the GEF fund occurred to support FBG and IBAP activities as planned although the expenditures per year remained always lower than the approved budget in ATLAS. By the end of 2021, most of the budget for planned activities were implemented and as of 30/06/21, the project had disbursed 44% of the total GEF fund (USD 2,304,429). At the time, the transfer to the FBG endowment fund still hadn't occurred and the remaining amount corresponded to the USD 1,292,366 (equivalent to the USD 1,300,000 planned for transfer to the endowment fund).

As of 30/06/2022, when the project had been transferred from UNDP to CI, the transfer of funds to the FBG occurred and was of USD 1,012,063, with the total cumulative amount of USD 1,300,000 transferred to the FBG finalised in September 2022. Based on the data available, at the end of the project implementation phase, the total planned budget of the project was spent.

Table 4 : Planned and disbursed GEF cumulative budget per year (USD)<sup>15</sup>

Year	2015	2016	2017	2018	2019	2020	2021	2022
Cumulative approved GEF grant disbursement (in prodoc)	1 519 200,00	1 827 345,00	2 108 390,00	2 304 429,00				
Cumulative disbursement of GEF grant as of 30 June of each year under UNDP implementation	No detailed data available	No detailed data available	No detailed data available	460 463,76	603 820,00	808 215,00	1 012 063,00	2 304 429,00
% of cumulative disbursement as per planned GEF grant				20%	26%	35%	44%	100%

Figure 4 : Cumulative GEF grant disbursement as approved in ProDoc, in ATLAS and as general ledger expenditures on June each year<sup>16</sup>



<sup>15</sup> Evaluator's own elaboration based on the ProDoc and PIRs available from 2018.

<sup>16</sup> PIRFY2021

- ii. Level of discrepancy between planned and leveraged co-financing (in kind and in cash) and impact on project progress

**After many years of delays and high uncertainty for the FBG's initial capitalisation, the co-financing amount planned during the project design phase was achieved and even exceeded at the end of the project implementation. Nevertheless, with the many years of delays to achieve the initial capitalisation, the interests derived from the endowment fund only contributed to a very limited extent to the financing of the SNAP.**

The table 4 below presents the various co-financing amounts and types.

**Table 5 : Co-financing planned and disbursed (in EUR) through the FBG<sup>17</sup>**

CONTRIBUTOR	Planned in the ProDoc	Achieved(**)			% of co-financing materialized through the FBG	
	Total per funding institution	ACTIVITIES	CAPITAL	GRANT		Total per contributor
WB/GEF - IDA BCP and UNDP- WWF/EU - WAMER project	633 482,10	461 163,00			461 163,00	72,8%
PRIVATE DONORS			82,93		82,93	N/A
OWN FBG FUNDS			192,00		192,00	N/A
FFEM	1 000 000,00	100 000,00	1 000 000,00	300 000,00	1 400 000,00	140,0%
EU/GOV	1 000 000,00		423 808,00		423 808,00	42,4%
MAVA FOUNDATION	1 300 000,00	1 050 793,00	4 300 000,00		5 350 793,00	411,6%
UNDP-CI/GEF	1 652 562,00	453 650,00	1 188 328,87		1 641 978,87	99,4%
UNDP (additional support)		45 904,50				N/A
IBAP (Revenue REDD+)	183 618,00		1 067 770,00		1 067 770,00	581,5%
EU		13 286,00			13 286,00	N/A
REDD+ MECHANISM (*)	2 937 888,00		2 521 801,00			0,0%
<b>TOTAL</b>	<b>8 707 550,10</b>	<b>2 124 796,50</b>	<b>7 980 181,81</b>	<b>300 000,00</b>	<b>10 359 073,81</b>	<b>119,5%</b>
<b>TOTAL Capital achievable with REDD+ amount in discussion(*)</b>			<b>10 501 982,81</b>		<b>12 880 875</b>	<b>148%</b>
total of planned co-financing in ProDoc in EUR (with the rate as of June 30th 2023)	<b>9 484 418,85</b>					

Regarding the financial partners contributions to the FBG capital and endowment fund, during the initial stages of the project and until 2021, there was a significant risk that FBG would lose co-financing due to the UNDP's inability to transfer the essential USD 1,300,000 GEF capital, which served as a crucial requirement for securing most of the other co-financing amounts. Nevertheless and successively, the FBG received various financial contributions based on commitments made during the project design phase. On the one hand, at first, the government of Guinea Bissau made a commitment of EUR 1,000,000 coming from the EU-GB fisheries agreement. However, the actual amount disbursed was of EUR 424,000. Additionally, the MAVA Foundation provided funding of

<sup>17</sup> Financial information provided by the FBG and completed by information from the ProDoc. Evaluator's own elaboration.

The conversion rate used was of *EUR 0.91809 for USD 1* as per the conversion rate on 30/06/2023. Therefore the amounts provided are somewhat approximate.

(\*) Potential amount not yet allocated to the endowment fund pending benefit-sharing agreement

(\*\*) The table does not include the amount of the FBG's own funds allocated to its operations and grant

EUR 1,300,000 followed by FFEM funding for the capital (EUR 1,000,000), which was conditioned by the FBG opening an account in an OECD country, specifically in Switzerland.

Later, the FBG received an additional substantial amount, for the FBG capitalization, of 3,000,000 EUR from the MAVA Foundation, before its closing in June 2023 and which was conditioned by the transfer of the GEF capital. Furthermore, IBAP allocated a portion of the REDD+ financing, amounting to USD 1,140,000.

On the other hand, financial support for FBG activities and as subventions came from organizations such as UNDP and the World Bank, while MAVA continued to provide funding for functioning purposes as well as for the development of the REDD+ initiative. Indeed, to raise additional capital, the FBG also conducted a fundraising project through the MAVA Foundation and identified a partner capable of selling carbon credits at an interesting price. These funds and partnerships played a crucial role in supporting FBG's conservation efforts and initiatives.

Consequently, the majority of the financial partner institutions honored their commitments made during the project design phase to the capitalisation of funds. This ensured that the endowment fund received substantial funding, for a total of about EUR 7,980,181 by the end of the extended project phase. This amount results in achieving 120% of the co-financing originally planned. The MAVA Foundation has largely contributed to achieving this amount.

This amount concurs with the required necessary capitalization as provided in the ProDoc, although with 6 years of delay but thereby ensuring the initial capitalisation of FBG as planned while not yet ensuring substantial funding of the SNAP. An additional EUR 2,521,801 from the REDD+ mechanism is expected to be allocated to the endowment fund. However, the allocation is currently pending due to ongoing negotiations regarding benefit-sharing and the distribution of the percentage among the FBG endowment fund, the general functioning of IBAP, and for community development activities.

### iii. Availability and quality of financial reports

At project level, multiple financial data and reports were generated throughout the project's implementation and made accessible to the evaluator by CI, UNDP, FBG, and IBAP during the evaluation process. It included PIRs, and quarterly and yearly financial documents from all four institutions, among other sources of information. While the reports and documents were highly detailed, the extensive volume of reporting and the absence of complete consolidation posed challenges for analysis.

However, it is worth noting that the level of detail provided by each institution is of high quality, considering the project's seven-year duration, which included extensions and encountered various challenges.

## 3.3.2. Project implementation and execution

Project dimension	TE Rating	Justification
Implementation	Moderately Satisfactory (MS)	The implementing entities faced several internal barriers and challenges which contributed to a limited efficient performance of project implementation.

<b>Execution</b>	Satisfactory (S)	The executing entities' overall performance was efficient and of good quality while facing many significant external challenges.
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i. Level of performance of the implementing entities (including implementation and supervision of project execution)

The supervision of project implementation by implementing entities was characterized by on-going exchanges and technical support to the FBG and IBAP although financial support proved very difficult due to lengthy internal processes and procedures, especially regarding Component 1 of the project. Indeed, **the implementing entities faced several barriers and challenges internally which contributed to a limited efficient performance of project implementation.** First, procedures and processes regarding the transfer of GEF funds for the initial capitalisation of the FBG did not occur as planned and resulted in several years of delays to be able to achieve Component 1. Some administrative processes and management decisions resulted in serious short coming consequences for the project, nearly jeopardizing it and putting the FBG and the SNAP/IBAP in a difficult situation. Several mitigation measures and potential solutions were identified but after all not suitable for most of the project duration. Nonetheless, after 7 years, a suitable solution was found to transfer the project from one GEF agency to another which had the capabilities to manage the transfer of funds to the FBG supporting it to open a bank account in Switzerland in order to receive most of the co-financing before project closure.

ii. Level of performance of the executing entities (including execution arrangements, work planning, procurement processes and project monitoring)

**FBG's overall performance level is determined as satisfactory.** Some information indicates that there was a lack of consistency in its financial reporting and on keeping up with the latest project information and reports, at the beginning of project implementation. But even though the FBG is a young foundation, the work done on its governance structure and operational and fiduciary procedures which have significantly improved, thanks to the project planned objectives, gave it a good level of accountability with a reliable pool of experts, each with complementary skills for the operations of the foundation. This has created a general perception of a strong and independent institution. The FBG also displayed great organizational management and strategies, particularly with the process of opening an account which has faced many challenges and was after all opened in Switzerland with support from CI's due diligence process. When little time was left to finally receive capital from other financial donors the FBG was able to efficiently demonstrate that the foundation was aligned with requirements and processes from internally recognised banks and by international institutions.

**IBAP's performance can be categorized as satisfactory,** according to information found in the MTR, and collected during the interviews conducted as part of this TE process. It's planning instruments were always on time and supported with appropriate justifications, leading it to be perceived as an organized, effective, and powerful organization for conservation in Guinea Bissau. Moreover, the micro assessment commissioned by UNDP, concluded that the overall risk assessment of IBAP was low, which translated as a success for implementation activities, particularly since Guinea Bissau has a track record of low transparency and high levels of corruption. During project implementation, IBAP was able deliver and fulfil its responsibilities with

the project and international stakeholders, even though it went through periods of stress and challenges on getting funds from the GoGB to cover internal costs and procedures to manage PAs. Nevertheless, IBAP's technical expertise and resources on the ground are still limited which is translated into moderate strategic conservation actions in the field such as at CNP level. But one of IBAP's strengths for which it is recognized, is its robust governance structure acknowledged by regional and international stakeholders.

**DGFF's level of performance can be categorized as moderately unsatisfactory** as it was influenced by political instability and important staff turnover which did not ensure its contribution towards project's objectives. Indeed, evidence shows that the influence of the central government instability poured into the organization's governance structure. This is something that was identified during project design and unfortunately did not improve during project implementation even though an enhanced collaboration with the IBAP was planned. Additionally, there was limited support from DGFF to conservation goals. DGFF personnel were sometimes carrying out activities that were hindering the objectives and activities of the project and of the country's SNAP, for example by granting environmental licences to companies and organizations to conduct timber exploitation in the surrounding areas of CNP.

### 3.3.3. Risk Management

**Although one high risk was not integrated in the risk assessment during the project design phase, evidence show that the project anticipated, and reflected, in a timely and satisfactory manner for most of the risks during project design and implementation.**

The main documents where risks were identified during project design are the ProDoc and the Social and Environmental Screening Procedure (SESP). The ProDoc clearly identified 7 risks, which were rated, and mitigation actions outlined, while SESP identified 4 project risks, as shown in Table 6 and Table 7 **Error! Reference source not found.** respectively.

The TE has determined that a high risk was not identified or considered during project design, which is UNDP's lack of adequate institutional arrangements and mechanisms to carry through the GEF funds transfer for capitalization of the endowment fund. This risk affected FBG's somehow the timely capitalization of the endowment fund by other donors and revenue generation for SNAP's financial sustainability in Guinea-Bissau. Taking into account a 3 to 4% return investment rate, the EUR 8 million capital if invested early in the process such as in 2017 as initially planned would have generated EUR 240,000 annually or EUR 1.2 million over the 5-year period 2017-2022 (and even more if part of these interests would have been recapitalized each year). As it could have jeopardized the entire project implementation, this risk should have been rated as a high risk (4) in terms of impact and as a medium risk (2) in terms of probability since UNDP was somewhat aware that the transfer of fund could prove difficult based on internal procedures. Another risk that was not identified in the ProDoc's project risk assessment, was Guinea-Bissau's lack of a strong and robust governance structure, historical and present political unrest and corruption increasing the country risk which translates to uncertainty leading to potential losses for investors, leading to limited trust and a decline in donor funding.



Table 6 : Assessment of risk management

Risks	ProDoc Level	Comments
1. The capital invested in the FBG endowment, and the revenue generated are diverted from their purpose, (i.e., not used for the conservation of biodiversity and management of PAs).	Low (probability=2 & impact=2)	The level of “Low” given in the ProDoc was appropriate, as the mitigation measures designed and implemented were adequate.
2. The global economic and financial crisis leads to reduced funds from international donors and causes consistently lower returns on the endowment over the long term.	Low-Medium (probability=2 & impact=3)	The level of “Low-Medium” given was found to be appropriate, as the mitigation measures designed were adequate.
3. Institutional agreements involving IBAP, DGFF and other key stakeholders do not function properly, undermining the effective governance and management of CNP and the forests in its periphery.	High (probability=4 & impact=4)	The risk level of “High” established in the ProDoc was pertinent, as evidence suggest that communication channels and interactions between IBAP and DGFF were limited by the constant personnel changes occurring within DGFF. This also reduced the ability for interaction with CNP committee.
4. Political interference disempowers the FBG and leads to its collapse.	Medium (probability=3 & impact=3)	The level of “Medium” determined in the ProDoc was found to be adequate during project design phase. However, the TE considers that the risk level can be reassess to “Low” due to the foundation’s nature and documented evidence indicating that FBG has positioned itself as a robust, trustworthy, and transparent organization headquartered in Guinea-Bissau.
5. The impacts of large-scale enterprises in sectors such as logging or mining reduce the viability for biodiversity conservation of the CNP and its connected buffer areas and biological corridors.	Medium (probability=3 & impact=3)	The level of “Medium” designated to identified risk number 5 can be reassess to “Medium-High”, as evidence suggest that DGFF governance structure has a strong influence from the central government and its needs for economic sources from logging and mining, which is reflected by DGFF’s actions of promoting and allowing these types of activities in the surrounding areas of CNP.
6. Political and institutional instability disrupts minimal governance conditions necessary for project implementation.	Medium-High (probability=3 & impact=4)	The level of “Medium-high” given in the ProDoc was found to be appropriate, as the mitigation measures designed and implemented were adequate.
7. Climate change could have a negative impact on key biodiversity and ecosystems in Guinea-Bissau in general and in the CNP and adjacent areas in particular, undermining project achievements.	Low-Medium (probability=2 & impact=2)	The TE finds that the ProDoc level of “Low-Medium” assigned for identified risk number 7 should be reassessed to “Medium”, as the effects of climate change have evidenced that multilateral environmental funding may be prioritized to other strategic programs, leaving biodiversity conservation programs in a more competitive state with fewer available funding. In particular attention to project’s component 2, risk of climate change persists, and it can be exacerbated.

Table 7: SESP identified project risks.

Risks	ProDoc Level	Comment
1. Local community grievances.	Low (probability=1 & impact=2)	The mitigation measures and process provided in the SESP risk table are adequate, making the risk level of "Low" as an appropriate designation.
2. Activities proposed within or adjacent to critical and/or environmentally sensitive areas, including legally PAs.	Low (probability=1 & impact=1)	The mitigation measures indicated in the SESP risk section are adequate, thus the risk level given is applicable.
3. Land and resources use changes.	Moderate (probability=3 & impact=3)	The risk level of "Moderate" is pertinent, as the mitigation measures indicated in the SESP risk section are adequate and there is evidence showing their implementation.
4. Presence of indigenous people in the project area.	Low (probability=1 & impact=3)	The risk level of "Low" is appropriate, as the mitigation measures indicated in the SESP risk section are adequate and there is evidence showing their implementation.

According to the SESP the project's overall risk category was moderate because some segments of the local population living within CNP may have resulted affected by land and resources use changes (i.e., identified risk #3). However, the TE didn't find evidence indicating that such activities and related impacts occurred in the CNP or its buffer zone.

During project implementation, the main documents where project risk was assessed and rated are the Project Implementation Reports (PIRs). According with the PIRs for the fiscal years 2018 to 2022, the project's overall risk ratings were recorded as substantial, moderate, low, substantial, and moderate, respectively. However, the PIRs do not provide a clear justification or description on how such ratings were reached.

**The project counted with a high-quality information system to identify and analyse new risks, which was based on UNDP's tools and platforms.** The M&E plan indicates that the project generated Quarterly Progress Reports (QPRs) and its progress monitored by UNDP's Enhanced Results-based Management Platform. Additionally, a risk assessment was regularly updated and logged into UNDP's ATLAS system. The information from ATLAS was used to develop Project Progress Reports (PPRs) with the support of UNDP's Executive Snapshot tool. This information was also used to report identified risk and mitigation strategies throughout Annual Project Implementation Reports (PIRs).

**Evidence suggests that there were several high-quality risk mitigation strategies identified and implemented.** According to the PIRs, the identified risk mitigation strategies implemented by the project during its implementation period are the following:

- Development and sign of a Tripartite legal agreements between UNDP, FBG, and IBAP.
- FBG's compliance and completion of the Harmonized Approach to Cash Transfers (HACT) framework and due diligence processes required by UNDP towards the transfer of GEF funds.
- FBG's development and completion of a Partnership Capacity Assessment Tool (PCAT) required by UNDP.
- Development of a Memorandum of Understanding (MOU) between UNDP-IBAP and UNDP-FBG.
- Development and completion of an FBG Grants Manual and investment guidelines.
- Inclusion of UNDP Regional Technical Advisor (RTA) in the FBG Board of Trustees.
- Collaborative work between FBG, IBAP, World Bank, MAVA Foundation, UNDP RTA to secure a project with EUR 1 million endowment capital pledge from FFEM.

- Demonstrated actions from FBG on pursuing alternative funding sources to allocate to IBAP and CNP to cover operating costs, which came in the form of REDD+ carbon credits.
- Decision on accepting CI as the new project implementing agency and carrying out and completion of CI's due diligence and grant agreement process.
- Development of CNP Management Plan and socialized with local communities.

Even though evidence indicates that the mitigation strategies adopted by the project related to the capitalization of the FBG endowment were somehow robust and completed in time (with support of CI), these were not sufficient as UNDP was not able to successfully transfer the GEF funds to FBG. Nonetheless, these strategies and procedures provided a strong background and support evidence to CI in relation to FBG's strengths and capacities. Further assessment and due diligence process from CI validated FBG as a recipient for the GEF's USD 1.3 million in project funding.

### 3.3.4. Environmental & social safeguards

Project dimension	TE Rating	Justification
E&S safeguards	Satisfactory (S)	The quality of environmental and social safeguard plans is satisfactory and there is evidence that they have been implemented and, reflected on during project implementation while mitigation measures were correctly identified.

#### i. Existence and quality of E&S safeguards and their implementation

**E&S safeguards were developed as a separate section of the Project design and evidence shows that they were reflected and report on a recurrent basis in the PIRs.**

Safeguards plans were developed, and part of a screening procedure completed by the Local Project Appraisal Committee (LPAC).

Evidence shows that there is a specific section for ESS reported on in annual PIRs where information can be found that complaints and grievance were discussed in local and steering committees to find solutions acceptable for local communities and implemented by IBAP. ESS reporting also included information regarding women involvement in project activities.

During field mission interviews, local stakeholders and communities acknowledged the existence of consent processes and participatory decision-making. However, they expressed that these processes lacked consistency, leading to insufficient involvement of the local population. As a result, there was limited awareness and ownership concerning conservation goals. Simultaneously, it is worth noting that while it was reported that IBAP facilitated exchanges to enhance conservation management in collaboration with local stakeholders, there were reports of inefficacy and, at times, actions contradicting conservation efforts by DGFF agents. Specifically,

evidence shows that DGFF agents granted licenses for natural resource exploitation that contravened internal regulations pertaining to boundaries and/or the buffer zone of the CNP<sup>18</sup>.

#### ii. Evidence of additional safeguards activated

**An additional safeguard was activated from the year 2020, when the COVID-19 pandemic started and mitigation measures were put in place.** It was identified as a health and environmental risk, as a zoonosis disease, which was a risk for humans and for wildlife such as chimpanzees. In this regard, four mitigations measures were identified : i) develop a spatial plan for land use, identifying areas of high human-wildlife iteration and key habitat for protection; ii) increase the capacity to monitor biodiversity and health in the long term; iii) Develop a program to respond to outbreaks of infectious diseases and conflict mitigation, and iv) strengthen collaboration between local communities, government, local NGOs and scientists, to achieve stakeholder involvement in the long-term public health and conservation strategy<sup>19</sup>.

#### iii. Extent to which the project was implemented in a way that ensures gender equitable participation and benefits including gender disaggregated data gathered and reported on beneficiaries

**Even though the integration of the gender dimension was very limited during the project design phase, it was better considered during the implementation phase and reported on, in relation to component 2 of the project, with disaggregated data available. Nevertheless, the allocation of resources and specific activities related to the gender dimension remained limited in comparison to the overall scope of the project intervention.**

As already stated in section 3.1.4.iii, during project design the integration of the gender dimension was limited and mostly part of the Social and Environmental Screening Procedures (SESP) but was better considered during the implementation phase for component 2 of the project. First of all, evidence shows that gender was considered in PIRs and reflections were made in how to better integrate women in park management bodies as well as develop partnerships with other development organizations to implement activities that would target women<sup>20</sup>. In PIRFY2021, it is stated that 7 women local communities were part of the 25 members of the Park's Management Board and Council. Additionally, women were also specifically targeted by livelihood activities such as soap production and vegetable gardens among others. Moreover, based on the MTR data at the time, the Project Coordination Unit (PCU) and park rangers ensured women's involvement in all project activities. Thus, although the gender dimension is not adequately addressed in the ProDoc, it is effectively taken into account in the project's second component related to CNP management effectiveness, but it was not at all considered when designing the SNAP financial component. Nonetheless, the allocation of resources and specific activities related to the gender dimension remained limited in comparison to the overall scope of the project intervention.

### 3.3.5. Adaptive management

**Despite facing considerable delays in implementation due to various factors, including the delayed transfer of GEF funds to FBG endowment fund, prolonged administrative procedures, and government instability, the project's adaptive management has proven**

<sup>18</sup> PIRFY2021

<sup>19</sup> PIRFY2020

<sup>20</sup> PIRFY2018 ; 2019 ; 2020 ; 2021.

**satisfactory. The implementing and executing institutions displayed high capacities in terms of engagement, coordination, and communication, enabling them to find effective solutions and address the many challenges encountered throughout the project.**

During the project's implementation phase, several changes occurred compared to its initial design. Delays in the project's early stages and the inability to transfer GEF funds to FBG led to significant contextual changes. Additionally, the political instability, and meteorological considerations resulted in the need for adaptation measures as stated in the different annual workplans.

Evidence show that the project management anticipated, and reflected, in satisfactory manner, adaptation measures were necessary during project implementation through a rigorous reporting system, although management decisions were not always made in a timely manner. Available data indicates that the project counted with a high-quality information system, which was based on UNDP's tools and platforms and resulted in a very comprehensive understanding of the project's development. However, despite identifying one of the most significant risks related to the UNDP's ability to transfer funds to the FBG during the project design phase, as various interviewed revealed, it was not officially notified in the ProDoc and adequate mitigation measures were not implemented at the outset of project implementation. As a result, the project was nearly jeopardized, and both the FBG and IBAP were significantly affected according to the vast majority of interviews conducted during the evaluation process. Nevertheless, UNDP's high engagement towards achieving project results and the quality of reporting provided substantive support, also in terms of communication and coordination with other stakeholders and partners in order to find a solution. Ultimately, after 6 years of delays and challenges, for both implementing and executing agencies, CI, as a GEF implementing agency with ability to transfer capital to endowment funds, was selected by the FBG management board, and the project was successfully transferred to CI in early 2022.

Adaptative capacities and related measures from the IBAP can be characterized by continuous coordination and synergies sought with international organizations in order to counter the lack of funding for the SNAP. The adaptive measures included for example the strengthening and seeking of additional partnerships to support conservation activities of the CNP and community development activities although the national context only enabled IBAP to mobilise resources within the traditional networks of partners such as the FFEM, through the FBG, or from the MAVA Foundation, through the PRCM<sup>21</sup>.

There is also evidence that the FBG demonstrated important adaptive capacities when the planned capital transfer from the GEF could not take place as intended. To support the SNAP, the FBG sought alternative solutions in coordination with IBAP, such as seeking alternative funding for subventions and activities from international donors. Additionally, the opening of a bank account in the United Kingdom proved to be very difficult and therefore the FBG, with the support of CI had to find an alternative. The FBG and CI, then showed highly effective responsiveness to this challenge, ensuring that all required documents and procedures were rapidly in place to be able to open an account elsewhere as this also conditioned additional capitalisation funds such as from the MAVA Foundation (EUR 3 million), just before its closure and therefore with a very limited timeframe left.

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<sup>21</sup> AWP2019

### 3.3.6. M&E System

Project dimension	TE Rating	Justification
<b>Monitoring &amp; Evaluation / Design</b>	Moderately satisfactory (MS)	The M&E plan included in the ProDoc is streamlined and detailed, with shortcomings in the SRF, as not all the indicators were SMART. The budget covers key M&E activities, but does not allow for detailed monitoring of conservation and community development activities.
<b>Monitoring &amp; Evaluation / Implementation</b>	Moderately Unsatisfactory (MU)	At management level, the monitoring task and reporting tools received adequate resources. The quality of monitoring reports is adequate for project development but limited for project indicators. At local level, the quality of monitoring and reporting demonstrated inadequate reporting of quantitative data. Generally, the monitoring and reporting tools were not used to their potential.

#### i. M&E design

**The M&E design and planning are clear and with a streamlined reporting process including a variety of monitoring tools. However, the indicators used for reporting are not all SMART and therefore do not allow a measurable nor comparable point for progress. There is an overall monitoring budget and indicative budgets and time frame per monitoring activities.**

The ProDoc describes in specific section IV, how the monitoring process will be conducted. A budget of USD 81,800 was allocated for monitoring activities and included the monitoring plan and tools to monitor project progress. The M&E plan describes a series of activities to be undertaken for the project to successfully convey its reporting and risk analyses processes and an indicative budget and planning is described for each monitoring activity. It also provides a detailed set of activities to be undertaken to achieve a proper reporting process. It is mentioned that the project should generate Quarterly Progress Reports (QPRs) which will be monitored through UNDP's Results-based Management Platform, PIRs, UNDP's monitoring through the field visits, the midterm evaluation and the final evaluation and an audit. The M&E system also includes specific tracking tools to be reported on, namely the GEF Financial sustainability scorecard and the METT scorecard.

Regarding the indicators of the M&E system, there analysis has already been provided in section 3.1.4 and as they are the same indicators as the ones established in the Strategic Results Framework (SRF), the same conclusions apply regarding their quality and efficiency for monitoring progress. As already mentioned above, they are not all specific, SMART and the M&E system does not provide clear information about what are the resources (fund and time) needed for measuring its progress and how the information is likely to be used. As a result, the reporting on the progress of achievement on the indicators is convoluted and it is difficult to identify how the source of verification provided will inform a direct response of the desired change, reducing the M&E system's effectiveness.

## ii. M&E implementation

**While monitoring tasks at the project management level received adequate resources and guidance, the quality of monitoring reports is satisfactory on project development but somewhat limited for indicators. At local level, monitoring resources and tools were not adequate, resulting in inadequate reporting of quantitative data. Moreover, the GEF financial sustainability scorecard and the METT were underutilized as monitoring tools and for disseminating project information to stakeholders.**

During project implementation, the project's progress was monitored in UNDP's Enhanced Results-based Management Platform. Risk analyses were regularly updated and logged into UNDP's ATLAS system, and the information from ATLAS was used to develop Project Progress Reports (PPRs), with the support of UNDP's Executive Snapshot tool. This information was also used to report identified risk and mitigation strategies throughout Annual PIRs.

The quality of monitoring reports is nevertheless somewhat limited. The review of PIRs indicate that they were completed in a timely manner, according to the M&E plan. In addition, based on the interviews and level of information in the monitoring system, it can be considered that adequate resources have been allocated to monitoring tasks at project management level, and the PCU was effectively carrying out these responsibilities with the designated tools. The UNDP-GEF Regional Technical Advisor and the UNDP Country Office have played a crucial role in monitoring, providing valuable guidance to the Project Coordinator (IBAP) and assisting the FBG in finding a solution for the transfer of GEF funds for endowment. Nevertheless, while PIRs followed an organized structure and provided high quality information on the development of the project and the faced challenges, the information reported on indicators is sometimes cluttered and mixed up. In some cases, the information related to an indicator is reported in the section of a different one, which makes it time consuming to find the appropriate information and to identify the cause-and-effect chain.

Reporting on the ground, by technical staff for Component 2 proved to be difficult and the human, technical and financial resources available to conduct thorough monitoring at the CNP level were not sufficient to ensure that quantitative data could be collected. Additionally, the only evidence found regarding baseline data was for indicator 3 (Change in the management effectiveness of the CNP as measured through the METT scorecard). The rest of baseline information reported is either vague, doesn't have a robust verification process, it doesn't represent a valid baseline data, and/or there were no sources reported from where such information came from. There is no justification nor description on how these targets were achieved in the PIRs, and when analysing the METT scorecard, it is not clear how these values were reached. Even though, the indicators and tools were not adapted, even after recommendations from the MTE.

Additionally, based on interviews, the METT assessment was conducted solely by the CNP management and technical staff which is a missed opportunity to involving local communities when structures were developed to discuss and exchange on conservation actions for the park.

The GEF scorecard and the METT provide some information regarding the level of project's progress and reporting but there were missed opportunities to use them as project monitoring tools and for further dissemination of project information, and contribution to GEF core indicators. There was therefore substantial room for improvement in the use of the GEF monitoring tool by using it to provide project's information to all relevant actors and stakeholders.

### 3.3.7. Knowledge management

**Knowledge management has been carried out generally at the central level by IBAP and includes information on good practices and lessons learned related to conservation targets and project interventions. Nonetheless, although a knowledge management and information strategy existed and has been implemented, more efforts would have been needed in sharing information at local level.**

Evidence in PIRs and from stakeholders' interviews, knowledge management has primarily been conducted at IBAP's central level. Knowledge management was based on tools developed and data collected with support from different projects and comprised gathering field information from scientific and community sources. Information also included data on activities carried out in the field with communities, good practices, and lessons learned. IBAP's knowledge exchange and replication strategy focuses on first ensuring shared knowledge within the SNAP parks and to later expand beyond protected areas. The IBAP's Monitoring System ensures to collect data from various indicators, both cross-cutting and park-specific, which are processed by IBAP's GIS unit and stored in a comprehensive database. Documents produced in the parks are archived on the server and/or in the library. Dissemination efforts involve various IBAP departments, using publications, training, and media tools such as films, documentaries, leaflets, and brochures, as well as the IBAP website where various types of documentation and information can be found on the SNAP in Guinea Bissau. Additionally, the project has strengthened the Local Community Radio, broadcasting management board meetings and informative programs in local languages to ensure information and knowledge sharing. Nevertheless, the quality of the information shared and of its management proved difficult to judge since limited elements constituted evidence of the quality. Nonetheless, interviews with stakeholders indicated that more efforts are needed to communicate information at local level.

## 3.4. Impact

### 3.4.1. Progress to impact

- i. Project contribution to financial sustainability of the PA system in Guinea Bissau

**Given delays in implementation especially regarding the capitalization of the endowment fund, the contribution of the project to financial sustainability of the SNAP is limited at the end of the project, even if the project concurred to the FBG's initial capitalisation.**

According to the information provided by the FBG, the FBG has capitalised an amount of approximately EUR 8 million which is above the EUR 7,365,248, achieving its targeted capitalization with 6 years of delay but nevertheless ensuring the sustainability of the Foundation. On the other hand, regarding the project's contribution on capitalizing funds for the endowment and utilizing the generated interests to finance the SNAP and the fact that this goal was only achieved at the end of the project, contrary to the original plan implies that the predicted interests made from the endowment fund if the capitalization had been fully achieved in 2016 does not concur. The predicted interests on the endowment fund, had it been fully capitalized in 2016, did not materialize. Consequently, the FBG could only contribute EUR 202,800 in 2022 and EUR



165,000 in 2023 to the SNAP, falling short of the initially envisioned amounts, contributing to only about 3% of the EUR 6,345,154 financial gap.

Nevertheless, the project contributed to strengthen the institutional and fiduciary capacities of the FBG which led to increased confidence from other international donor institutions. In this sense, the project played a pivotal role in attracting the attention of various international organizations, fostering trust in the FBG, and facilitating co-financing for the initial capitalization. Additionally, it leveraged synergies and partnerships to secure further funding, thereby bolstering both the FBG and IBAP. Furthermore, by supporting the development of a blend of grants and develop the use of innovative financial mechanisms such as the REDD+, the project also contributed to enhance the financial sustainability of the SNAP. Nevertheless, some questions remain regarding the equitable sharing of benefits among IBAP, FBG, DGFF, and other national stakeholders.

- ii. Project contribution to reducing pressure and loss of key West African habitats and biodiversity, and increasing connectivity

**The project partially contributed to the effective management of the CNP during its implementation but the limited data regarding biodiversity monitoring and improved conservation management did not allow to adequately assess the project's contribution toward enhanced biodiversity protection at the time of the evaluation. Nonetheless, various challenges remain at CNP level to ensure stable conservation efforts after the project end.** Indeed, the project contribution to reducing pressure and loss of key West African habitats and biodiversity in Guinea Bissau remains limited as the SNAP did not acquire the necessary funding for substantial improvements in their management capacities. While the project provided equipment and conducted training to the CNP staff, strengthening their technical capacities and improving their working conditions, their limited number still hinders effective conservation management even if it contributed to the minimal functioning of the CNP conservation activities. Nonetheless, the project did facilitate the CNP's implementation of biodiversity and habitat monitoring research, which yielded valuable additional data on the state of West African habitats and the pressures they face. Moreover, the development and updating of CNP management plans are expected to contribute to a better understanding of resources and land uses and management, although specific data assessing the project's exact contribution were not made available. The monitoring system data and information gathered during field interviews suggest that the project's support somewhat improved biodiversity and illegal activity monitoring and partially reducing illegal resource use, at least for terrestrial surveillance as the limited availability of funding and equipment still limits complete effective monitoring and surveillance activities inland and on water. Additionally, the collaborative mechanisms developed fostered increased exchanges with local communities, enabling the dissemination of information and sensitization about conservation objectives for the CNP. However, local interviews emphasized the need for more significant efforts to enhance collaboration between the CNP and local communities.

- iii. Project contribution to develop biodiversity-friendly economic activities

**Although activities were implemented to support the development of biodiversity-friendly economic activities, specifically for women, there is no specific quantitative data available to assess the project contribution towards a positive impact on local sustainable economic development.** Nevertheless, qualitative data gathered during the field mission stresses several element showing that the impact of project contribution on this aspect remains limited. Indeed, the limited technical capacities made available to support community development resulted in the implementation of scattered activities rather than a consolidated economic development approach limiting the positive impact at CNP level. Evidence from the field mission also shows that the

revenue generated from activities developed during project implementation is still limited such as for local soap solar salt production and that some other activities and techniques learned during the project such as for solar salt production did not continue after project support. Nonetheless, the project's support to palm oil production was more successful despite potential concerns that could arise about the negative consequences if this activity expands without being conducted in a sustainable manner.

- iv. Processes through which impacts have occurred (continuity, mainstreaming, replication, scaling up and market change)

**The project intervention has to some extent contributed to the sustainable continuity of the FBG and the IBAP** by strengthening the institutions and financially contributed to the initial capitalization of the endowment fund even if the project had to face many challenges in this regard.

Despite being included in the project's intervention sustainability strategy, **replication did not occur as planned**. However, the training provided to CNP staff and biodiversity research, and studies conducted at the CNP level resulted in enhancing technical knowledge and expertise among IBAP members on conservation goals. The IBAP knowledge management system, trainings of trainers and exchanges of lessons learned and good practices, contributed to this enhancement (in areas such as PA planning and management, stakeholder engagement, conflict resolution techniques, and biodiversity monitoring). However, a comprehensive assessment of the extent of this impact was not possible.

Furthermore, **attempts to replicate a set of actions piloted at the CNP level to enhance the cost-efficiency of PA management in other national PAs were unsuccessful** due to the SNAP not receiving the expected funds from the endowment fund to support this objective.

Nevertheless, **the piloted REDD+ mechanism at CNP demonstrated promising benefits**, even though it did not fully leverage the potential originally planned during the project design phase. Nonetheless, it **provided valuable insights and paved the way to replicate this financial mechanism** in other PAs within the country and in other countries as well.

### 3.5. Sustainability

Project dimension	TE Rating	Justification
<b>Sustainability</b>	Moderately Likely (ML)	The FBG's operational and fiduciary capacities are ensured with its initial capitalization achieved even if does not yet substantially contribute to the SNAP. The executing entities are actively seeking to secure funding through diverse financial mechanisms but many uncertainties remain as the international and national political and economic environment are important risks for the sustainability of results.

#### 3.5.1. Factors affecting the sustainability of project benefits

##### *Financial factors*

**The FBG's operational and fiduciary capacities are ensured with its initial capitalization target achieved and, although delayed capitalization of the endowment fund does not yet secure substantial finance for the SNAP in the near future, additional financial mechanisms are promising such as the REDD+ and international grants. The FBG's enhanced capacities should also attract further funding, and despite the closure of the MAVA Foundation, significant international donors have pledged support for the next half a decade.**

The financial sustainability of project's benefits was depending on capitalizing the endowment funds and utilizing the generated interests to finance the SNAP. The fact that this capitalization was only achieved at the end of the project implementation phase, contrary to the initially planned objective, directly negatively impacts the SNAP's financial sustainability. Based on interviews with the FBG, the loss of interests on capital due to the several years of delays long starting phase (2 years) and long concretisation of the capitalisation (5 years) induced the loss of interests which with a 3% to 4% return on interests is of about EUR 240.000 annually. Therefore, the project did not manage to achieve the minimalist scenario predicted in the ProDoc to secure the sustainable revenue generation for the SNAP. Moreover, according to the GEF financial sustainability scorecard, the SNAP's financial needs have increased over time, further postponing the realization of the objective and hindering the sustainability of the SNAP's financial sustainability in the short term.

On the one hand, despite the limited generation of interests from the endowment fund in the short term, certain additional mechanisms introduced during the project intervention, such as the REDD+ mechanism and grants from various international organizations, can partially support the functioning of the SNAP in the short-term and which are also being explored under the GEF-7 IUCN mechanisms. Nevertheless, the benefits derived from the REDD+ mechanism may lead to tension, particularly concerning how they are distributed among the government, IBAP, and the FBG. Another opportunity discussed during interviews and which is currently being discussed with the Ministry of Finance, is the request for a new capital of EUR 3 million as part of the new fisheries agreement of the EU and Guinea Bissau, which would then also contribute to the FBG's goal of achieving the next milestone of EUR 13 million in the near future.

On the other hand, the enhanced institutional and fiduciary capacities of the FBG serve as enabling factors that should attract further funding in the future. Nonetheless, the closure of the MAVA Foundation in June 2023 has increased the financial risk for the FBG, however significant international donors, have already confirmed their support to the FBG in the near future, with, for example the WACA project, part of the West African Coastal Programme, from the UE which should support the FBG's internal operations, from 2023 to 2027 and a budget of about USD 5 million, allowing the FBG to further focus on its fundraising strategy<sup>22</sup>.

#### *Political and institutional factors*

**The non-formalised legal cooperation between IBAP and DGFF is still a risk for the near future, and DGFF's actions could still hinder conservation goals in Guinea Bissau. Political instability and limited community involvement pose challenges, but IBAP's legitimacy and resilience offer opportunities for securing funding and enhancing conservation efforts.**

At the national level, a formal legal cooperation agreement between IBAP and DGFF was not successfully established. While there has been some improvement in collaboration between the two institutions, the actions of DGFF agents that hindered certain conservation goals indicate a potential risk of DGFF impeding or delaying conservation efforts for protected areas in Guinea Bissau in the future.

In addition, the political instability of Guinea Bissau is still a risk in restricting the ability to make effective central decisions, impacting both governmental support for the SNAP and the country's reputation in attracting additional donors for development and conservation activities. However, despite this past (and potential future) instability, the FBG and IBAP have demonstrated their resilience as independent entities, effectively managing and governing their operations which was proven and strengthened during the project intervention. As a result, the increased trust from international organizations, particularly towards the FBG, has opened up opportunities for securing further funding for conservation activities and enhancing the financial sustainability of the SNAP. The credibility and capabilities demonstrated by IBAP and the FBG have played a significant role in attracting support from new external donors, such as the Blue Action Fund, which is an opportunity to further strengthen international trusts and contribute to the overall conservation efforts in the country as already discussed in various sections above.

At local level, while the effective participation and involvement of CNP's local communities in park management discussions and decisions have improved, they remain limited to ensure an effective collaborative management of the CNP and the better management of its natural resources.

Besides, international political changes, such as the Ukraine war, have demonstrated their influence on financial priorities by international organisations. Therefore, future changes of this kind are still a risk in diverting priorities of international donors towards more urgent or trendy issues, thereby impacting countries like Guinea Bissau, which also faces some difficulties in receiving international donor funding.

At the institutional level, on the one hand, interviews revealed a concerning risk: the FBG Secretariat consists of only two individuals. The Executive Secretary is soon to be retired and if he was to leave without a proper handover to a successor, it could potentially exacerbate the challenges faced by the FBG. However, it was noted that some mitigation measures are already

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<sup>22</sup> Data collected through exchanges with the FBG

being considered to address this issue, including plans for adequate training and information transfer to the incoming replacement. Moreover, the WACA project contribution should support the increased staffing of the FBG and therefore reduce this risk. On the other hand, the IBAP has further strengthened its legitimacy and has proven to be an effective tool for conservation if its necessary needs are met to ensure an effective SNAP.

#### *Technical and physical factors*

**The park's dependence on projects for operation is still a risk in the near future. Limited staff, training, and the absence of physical demarcation of the CNP will still pose challenges to effective management. Moreover, insufficient equipment and data will still hinder proper monitoring and conservation actions, limiting biodiversity protection.**

The park's structure is still highly dependent on projects for its regular operation, and the end of the project has shown to be an important setback to the continuity of activities and management dynamics that took place during the last seven years. Furthermore, despite the growing importance of challenges like human/wildlife conflicts and illegal activities, the quantity of staff remains a limiting factor for effective management at CNP. While the staff received training through project activities, the limited follow-up and implementation of new skills will continue to hinder CNP's capacity to manage effectively. Moreover, though business and management plans have been developed and/or updated, the absence of physical demarcation for the park creates a barrier to clear understanding for future trespassers.

The CNP's equipment and biodiversity monitoring data although improved by the project's intervention remains limited to facilitate the effective management of terrestrial and marine monitoring and surveillance. As a result, the CNP still faces limitations in its ability to adequately monitor and address all threats to biodiversity and ecosystems within the parks. This will still hinder the implementation of the most efficient conservation actions necessary to protect the parks' biodiversity effectively.

#### *Social factors*

**The sustainability of project benefits is still at risk as structural problems in the country, including limited access to basic social conditions and opportunities, affect local communities' engagement in biodiversity management at the CNP. Poverty, food insecurity, and the COVID-19 pandemic exacerbate their reliance on natural resources, while population growth and inadequate support for alternative livelihoods will still pose further challenges to the park's preservation and management.**

The country's structural problems in terms of access to basic social conditions (health, education, infrastructure) and opportunities for communities are currently impacting the willingness and availability of people to participate in the park's biodiversity management and preservation process. Indeed, local communities are aware of the environmental, ecological and economic values of the CNP ecosystem services to a certain extent, but poverty levels, food insecurity and the lack of alternative employment opportunities for young people still remain major threats to the CNP. Furthermore, the COVID-19 pandemic exacerbated the isolation of these communities, resulting in even more limited access to market and alternative. It therefore made them rely further on natural resource products like firewood and fish resources for example, which could still linger for sometime. Moreover, the CNP is currently experiencing population growth around and within the park, due to migration from other communities within the country and in the sub-region. These communities are often vulnerable and their basic needs are not met. At the same time it also

represents an increasing threat to the preservation of the CNP's habitats and ecosystems and is also an important challenge in regards to the park's management capacity.

In addition, the development of alternative livelihood activities is important for local communities to rely less directly on natural resources and/ or enables them to benefit from it in a sustainable manner but if these livelihood activities are not effectively supported and developed in a sustainable way and through a consolidated approach comprising increased information, capacity development, and adherence to regulations, they could have negative environmental effects. This could lead to increased pressure on the CNP, particularly concerning for activities such as cashew nuts and palm oil production as they represent important business market opportunities.

#### *Economic and business development factors*

**The sustainability of the project's benefits is also at risk as emerging pressures on ecological sustainability at CNP include the development of border areas with Guinea Conakry, leading to road construction and increased pressure on the park's northern part, and the ongoing electrification process that may result in deforestation and negative impacts on chimpanzees' critical habitat. Adequate oversight and Environmental Impact Assessments are being conducted to mitigate these threats to the park and its ecological corridors.**

Additional pressures that have emerged are also impeding ecological sustainability. The development of border areas with Guinea Conakry will result in the construction and improvement of roads, leading to adverse impacts and increasing pressure on the northern part of the CNP and could trigger negative developmental dynamics along the road and in surrounding villages if not under control.

Another important challenge, stressed out during interviews is the electrification process currently underway supported by two projects. One of the two projects from the "Organization for the Valorization of the Gambia River" (OMVG)<sup>23</sup> is financed by the WB and the AFD among other donors<sup>24</sup> and aims to connect a high-voltage interconnection line with Guinea Conakry. This line will cut through two ecological corridors leading to the CNP. This will result in deforestation throughout the area to install the infrastructure, and therefore IBAP ordered an Environmental Impact Assessment (EIA) to be conducted, to ensure that it follows the road to reduce negative environmental impacts. IBAP also required a specific study on chimpanzees, at the level of the interconnection line as it is a critical area for the survival of Western chimpanzees. IBAP is actively involved in the commission in relation to this project called "Energy Project for the OMVG", with the World Bank leading the initiative. Additionally, IBAP is part of the commission overseeing the ramifications and supporting the process to implement what is planned in the Environmental and Social Impact Assessment (ESIA). Nevertheless, these kinds of business development initiatives, if not overseen adequately are very important threats for the CNP and its related ecological corridors.

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<sup>23</sup> Organisation pour valorisation du fleuve Gambie (OMVG). Programme de développement énergétique de l'OMVG. 2017-2023. <https://www.omvg.org/nosprojets/programme-de-developpement-energetique-de-lomvg>

<sup>24</sup> Organisation pour valorisation du fleuve Gambie (OMVG). 31 Décembre 2021. Projet énergie de l'organisation pour la mise en valeur du fleuve Gambie – Rapport d'audit des états financiers du projet.

## 4. CONCLUSIONS, RECOMMENDATIONS AND LESSONS LEARNED

### 4.1. Conclusions

#### Relevance

The ProDoc delivers clear and specific information regarding identified problems and root causes to be addressed by the project's components and includes a robust, clear, and evidence-based relationship between identified threats, root causes and impacts for SNAP in Guinea Bissau.

The project was consistent with GEF-5 focal area strategy and Operational Program 1 even though it could have been more clearly stated and developed during the design phase and drafting of the ProDoc. It was aligned with UNDP focal areas and operational strategies in Guinea Bissau. Nonetheless, the project proposed strategy and approach regarding component 1 and the initial capitalisation of the endowment of the FBG were not that robust. The consistency between the project and CI's strategic results areas were limited, which is not surprising as CI was involved only for the last year of project implementation.

The project was highly consistent and in line with national plans, priorities, and policies of biodiversity and conservation and more specifically regarding the strengthening of the financial and operational framework of the SNAP. It was also highly consistent with conservation priorities of the local government and the CNP, in order to strengthen local technical and operational capacities and improve management effectiveness.

The project showed high consistency with the needs of local communities around CNP regarding their increased involvement in park conservation activities, the empowerment of local community stakeholders, and with their needs of improved livelihoods through sustainable economic activities, although the part of the budget allocated to support economies activities remained limited in light of the total budget for the project.

The project's results framework fails to fully unpack all the components of the project intervention logic, although the general project objective and structure are clear. In addition, there is a confusion in the formulation of the outcomes and the outputs. Moreover, indicators of the results framework are somewhat consistent with project objectives and outcomes but there is some confusion between outcome and outputs indicators. Out of the 16 indicators provided in the indicator framework of the ProDoc, seven of the indicators were not SMART indicators.

During the project design phase, the budget was mostly adequate although the amount of budget available for biodiversity-friendly activities was low for grants to substantially influence an improvement of local livelihoods. In addition, the timeframe needed to achieve the main results of outcome 1 and outcome 2 was underestimated as it did not sufficiently take into account contextual elements and internal processes.

The integration of the gender dimension was limited and mostly part of the Social and Environmental Screening Procedures and the human right-based approach was considered in some of the project dimensions and in the SESP for the implementation of activities of Outcome 2, during the project design phase.

The project complements other projects that (i) have been implemented before – and identified during the project design phase – , (ii) are implemented concurrently, and (iii) will be implemented in the future.

### Effectiveness

In total, half (50%) of the results framework indicators have been exceeded or achieved. 2 indicators of the results framework were exceeded, 6 were achieved, 2 were partly achieved, 2 were not achieved, and the progress made for 4 indicators could not be assessed, as relevant data was not available to evaluate the level of progress at the end of the project implementation phase.

Overall, the quality of outputs and outcomes has been constrained by significant delays in capitalizing the endowment fund, which has directly impacted the progress towards the objective of Outcome 1 concerning the intended use of interests for the SNAP in Guinea Bissau. Regarding Outcome 2, the quality of outputs and outcomes related to the technical and operational capacities of the CNP is still limited, despite some progress being achieved, but which could not be quantified adequately.

Stakeholder interviews revealed a few unintended positive results arising from the project's intervention. No specific negative unintended result was identified nor stressed out by project stakeholders during data collection.

Some factors that hindered the achievement of expected project outputs and outcomes relate to UNDP's unclear internal processes to transfer the GEF funds, administrative challenges, political instability, COVID-19 pandemic, CNP's limited resources, and other global events.

Various actors and factors enabled the achievement of expected outputs and outcomes, particularly switching implementing entities, CNP's Inspection Department, and FBG and IBAP's strategic actions.

### Efficiency

The disbursement of GEF funds for the project encountered very significant delays, resulting in only 20% of the funds being disbursed by the end of the intended implementation phase. By 2021, following two no-cost extensions, the project was handed over to CI. At this point, only 44% of the GEF funds had been disbursed, aligning with the initial planned allocation for project-related activities. The remaining portion represented the GEF funds that had not been able to be transferred to the FBG endowment fund. Eventually, the entire sum of GEF funds was released by the end of 2022, achieved through successful transfer of the capital to the FBG endowment fund.

After many years of delays and high uncertainty for the FBG's initial capitalisation, the co-financing amount planned during the project design phase was achieved and even exceeded at the end of the project phase. Nevertheless, with the many years of delays to achieve the initial capitalisation, the interests derived from the endowment fund only contributed to a very limited extent to the financing of the SNAP.

The implementing entities faced several barriers and challenges internally which contributed to a limited efficient performance of project implementation.

FBG's and IBAP's overall performance level are determined as satisfactory as they showed high accountability and initiatives to implement project activities and contribute proactively towards project's progress. On the contrary, DGFF's level of performance can be categorized as



unsatisfactory, as it was influenced by political instability and important staff turnover which did not ensure its contribution towards project's objectives.

Evidence show that the project anticipated, and reflected, in a timely and satisfactory manner for most of the risks during project design and implementation, although one high risk was not integrated in the risk assessment during the project design phase.

E&S safeguards were developed as a separate section of the Project design and evidence shows that they were reflected and report on a recurrent basis in the PIRs. An additional safeguards was activated from the year 2020, when the COVID-19 pandemic started and mitigation measures were put in place.

Regarding the gender dimension, even though its integration was very limited during the project design phase, it was better considered during the implementation phase and reported on, in relation to component 2 of the project, with disaggregated data available. Nevertheless, the allocation of resources and specific activities related to the gender dimension remained limited in comparison to the overall scope of the project intervention.

Despite facing considerable delays in implementation due to various factors, the project's adaptive management has proven satisfactory. The implementing and executing institutions displayed high capacities in terms of engagement, coordination, and communication, enabling them to find effective solutions and address the many challenges encountered throughout the project.

The level of methodological soundness of the project's M&E plan can be categorized as moderately satisfactory, as it describes a clear and streamlined reporting process with a variety of tools but the indicators used for reporting are not all SMART and therefore do not allow a measurable nor comparable point for progress. Despite the MTR's recommendation to make adjustments to the indicators and targets, no changes were implemented in the results framework.

While monitoring tasks at the project management level received adequate resources and guidance, the quality of monitoring reports is satisfactory on project development but somewhat limited for indicators. At local level, monitoring resources and tools were not adequate, resulting in inadequate reporting of quantitative data. Moreover, the GEF financial sustainability scorecard and the METT were underutilized as monitoring tools and for disseminating project information to stakeholders.

Knowledge management has been carried out generally at the central level by IBAP and includes information on good practices and lessons learned related to conservation targets and project interventions. Nonetheless, although a knowledge management and information strategy existed and has been implemented, more efforts would have been needed in sharing information at local level.

## Impact

Given delays in implementation the contribution of the project to financial sustainability of the SNAP is limited at the end of the project, even if the project concurred to the FBG's initial capitalisation.

The project partially contributed to the effective management of the CNP during its implementation, but the limited data regarding biodiversity monitoring and improved conservation management did not allow to adequately assess the project's contribution toward enhanced biodiversity protection at the time of the evaluation. Nonetheless, various challenges remain at CNP level to ensure stable conservation efforts after the project ended.

Although activities were implemented to support the development of biodiversity-friendly economic activities, specifically for women, there is no specific quantitative data available to assess the project contribution towards a positive impact on local sustainable economic development.

The project intervention had some positive impacts on the sustainability of the FBG and the IBAP by strengthening their institutions and financially supporting the endowment fund's initial capitalization, despite facing numerous challenges. However, the planned replication of the project's interventions did not happen as expected. The attempt to replicate actions piloted at the CNP level to improve cost-efficiency in other national PAs failed due to the lack of expected funds from the endowment fund for the SNAP. On the other hand, the piloted REDD+ mechanism at CNP showed promising benefits, although it did not fully realize its original potential. Nevertheless, it provided valuable insights and laid the groundwork for replicating similar financial mechanisms in other PAs within the country and even in other countries.

### Sustainability

The FBG's operational and fiduciary capacities are ensured with its initial capitalization target achieved and, although delayed capitalization of the endowment fund does not yet secure substantial finance for the SNAP in the near future, additional financial mechanisms are promising such as the REDD+ and international grants. The FBG's enhanced capacities may attract further funding, and despite the closure of the MAVA Foundation, significant international donors have pledged support for the next half a decade.

The non-formalised legal cooperation between IBAP and DGFF is still a risk for the near future, and DGFF's actions could still hinder conservation goals in Guinea Bissau. Political instability and limited community involvement pose challenges, but IBAP's legitimacy and resilience offer opportunities for securing funding and enhancing conservation efforts.

The CNP's dependence on projects for operation is still a risk in the near future. Limited staff, training, and the absence of physical demarcation of the CNP will still pose challenges to effective management. Moreover, insufficient equipment and data will still hinder proper monitoring and conservation actions, limiting biodiversity protection.

The sustainability of project benefits is still at risk as structural problems in the country, including limited access to basic social conditions and opportunities, affect local communities' engagement in biodiversity management at the CNP. Poverty, food insecurity, and the COVID-19 pandemic exacerbate their reliance on natural resources, while population growth and inadequate support for alternative livelihoods will still pose further challenges to the park's preservation and management.

The sustainability of the project's benefits is also at risk as merging pressures on ecological sustainability at CNP include the development of border areas with Guinea Conakry, leading to road construction and increased pressure on the park's northern part, and the ongoing electrification process that may result in deforestation and negative impacts on chimpanzees' critical habitat. Adequate oversight and Environmental Impact Assessments are being conducted to mitigate these threats to the park and its ecological corridors.

Table 8: Terminal Evaluation Ratings

Project dimension	TE Rating	Justification
<b>Outcomes / Relevance</b>	Satisfactory (S)	<p>The ProDoc incorporates clear and specific information on how the project components address the identified problems and root causes.</p> <p>Project outcomes are consistent with: strategic programming for GEF-5, as well as with UNDP focal areas and operational strategies. The consistency between the project and CI's strategic results is limited (which is not surprising as the project was transferred to CI only for the last year of implementation). Nonetheless, the project is highly consistent with national and local stakeholders' needs and conservation priorities.</p> <p>The project's objectives and structure are clear but there is confusion in the formulation of outcomes and outputs.</p>
<b>Outcomes / Effectiveness</b>	Moderately Satisfactory (MS)	<p>Although most of the activities under Outcome 1 and Outcome 2 were implemented, the targets for Outcome 1 were partially achieved due to delays in the initial capitalization of the endowment fund and the still limited portion of the SNAP recurrent costs supported by endowment revenues. The achievement of targets for Outcome 2 could not be completely verified due to a lack of quantitative data, especially regarding conservation and livelihood targets. There are signs of improvements, but quantitative data is missing to fully ascertain these signs.</p> <p>There were some identified barriers that hindered the achievement of project outcomes; however, the project overcame these barriers in a satisfactory manner.</p>
<b>Outcomes / Efficiency</b>	Moderately Unsatisfactory (MU)	The project efficiency was limited as it experienced significant delays and substantial shortcomings impacting the achievement of expected outcomes.
<b>Implementation</b>	Moderately Satisfactory (MS)	The implementing entities faced several internal barriers and challenges which contributed to a limited efficient performance of project implementation.
<b>Execution</b>	Satisfactory (S)	The executing entities' overall performance was efficient and of good quality while facing many significant external challenges.

<b>E&amp;S safeguards</b>	Satisfactory (S)	The quality of environmental and social safeguard plans is satisfactory and there is evidence that they have been implemented and, reflected on during project implementation while mitigation measures were correctly identified.
<b>Monitoring &amp; Evaluation / Design</b>	Moderately Satisfactory (MS)	The M&E plan included in the ProDoc is streamlined and detailed, with shortcomings in the SRF, as not all the indicators were SMART. The budget covers key M&E activities, but does not allow for detailed monitoring of conservation and community development activities.
<b>Monitoring &amp; Evaluation / Implementation</b>	Moderately Unsatisfactory (MU)	At management level, the monitoring task and reporting tools received adequate resources. The quality of monitoring reports is adequate for project development but limited for project indicators. At local level, the quality of monitoring and reporting demonstrated inadequate reporting of quantitative data. Generally, the monitoring and reporting tools were not used to their potential.
<b>Sustainability</b>	Moderately Likely (ML)	The FBG's operational and fiduciary capacities are ensured with its initial capitalization achieved even if does not yet substantially contribute to the SNAP. The executing entities are actively seeking to secure funding through diverse financial mechanisms but many uncertainties remain as the international and national political and economic environment are important risks for the sustainability of results.

Source: Evaluator's own elaboration based on Annex 2 of the ToR.

## 4.2. Recommendations

**Deepen the Relevance of Future Project Interventions with Strategic Priorities and internal procedures:** UNDP should exercise caution and ensure clarity regarding procedures, processes, and feasibility before engaging in project design and implementation. Both CI and UNDP should ensure that future project designs and implementation align closely with their objectives and are within their field of expertise and feasibility in order to maximize effectiveness and efficiency. Ambiguous elements should be avoided while ensuring strong alignment with their respective missions in order to contribute to more impactful and successful interventions.

**Improve project design in terms of intervention and indicator framework:** Strengthen future logical and results frameworks to ensure that the project has a consolidated approach and that SMART indicators are developed from the project design phase to provide an enlightened monitoring process that can really feed into gearing project management and take adaptive measures. Clearly distinguish between outcome and output indicators to enable better monitoring and evaluation of the project's progress.

**Accurate Timeframe Estimation:** During project design, carefully consider contextual elements and internal processes to accurately estimate the timeframe needed to achieve the main results.

**Strengthen Gender Integration:** Strengthen the integration of gender considerations throughout the project's design and implementation phases. Allocate sufficient resources and specific activities to address gender-related issues and promote gender equality.

**Adaptive Management:** For implementing and executing institutions, continue to prioritize adaptive management practices, especially in the face of challenges and delays. Engage in effective stakeholder communication and coordination to find solutions and overcome obstacles to project implementation.

**Enhance Monitoring and Reporting:** Invest in adequate resources and tools for monitoring and reporting, both at project management level and especially at local level. Ensure that monitoring reports include quantitative data and use appropriate monitoring tools to disseminate project information effectively.

**Financial Sustainability:** For FBG to further develop its communication strategy to further secure funding and capitalisation of the endowment fund and ensure the financial sustainability of the SNAP. Explore additional financial mechanisms like REDD+ and international grants to support the SNAP in the short term and clarify benefit sharing among the different national stakeholders in an official agreement.

**Capacity Development and Knowledge Sharing:** Provide continuous capacity building and training for implementing institutions to improve technical and operational capacities. Furthermore, IBAP should continue strengthening knowledge management and information sharing at both central and local levels to disseminate good practices, lessons learned, and project interventions effectively.

**Community Engagement and Alternative Livelihoods:** Further strengthen the involvement of local stakeholders into the CNP management to enhance their contribution towards conservation objectives. Promote alternative livelihoods to reduce their reliance on natural resources and enhance their engagement in biodiversity management. This should be done through a consolidated approach for sustainable economic activities development, ensuring that the most effective approach and the adequate fundings are available to really contribute to improved livelihoods at local level.

**IBAP and the FBG to further ensure an effective SNAP system in the future by:**

- **Developing a comprehensive sustainability strategy** for future projects that takes into account the various potential risks related to conservation actions in Guinea Bissau. This strategy should address political, financial, and social risks to ensure the long-term success and continuity of conservation efforts.
- **Developing effective safeguards** to guarantee that political instability does not hinder the objectives for the SNAP and its funding in the future.
- **Strengthen Communication and Collaboration:** IBAP should enhance communication with international stakeholders to ensure that other projects they develop align with and support conservation goals. Linking future projects with other relevant initiatives will facilitate consolidated efforts towards biodiversity conservation.
- **Ecological Sustainability:** Conduct rigorous Environmental Impact Assessments and oversee ongoing development projects that may impact the CNP and its ecological

corridors. Ensure proper monitoring and conservation actions to mitigate threats to biodiversity and critical habitats.

### 4.3. Lessons Learned

It is important to develop explicit robust project intervention logic. Although their absence does not necessarily result in unsuitable projects, adequate ToC and results frameworks contribute to the relevance, effectiveness, efficiency and impact of projects. The ToC serves as a communication tool not only for international donors but also for national, regional, and local stakeholders and other development partners. A clear ToC promotes active participation, cooperation, and collaboration among all involved parties.

In addition, developing a results framework with SMART indicators is essential for effective monitoring and evaluation. Often more attention should be paid to their specificity. Indicators always need to have baselines. In long projects, mid-term targets are necessary for project steering and management. Additionally, a clear logic that unpacks all components of the project intervention is crucial for understanding the project's progression and impact.

The underestimation of time needed to achieve outcomes 1 and 2 during the project design phase emphasizes the importance of considering contextual elements and internal processes to set realistic timelines for project objectives in the future. For example, the physical accessibility and remote connectivity of target PAs need to be better considered when determining the length and objectives of a project.

Integrating gender considerations and adopting a human rights-based approach during project design and implementation is crucial for promoting inclusivity and addressing gender-related issues effectively and further engage local communities in conservation objectives.

The project's ability to complement other ongoing and future projects stresses the significance of coordination and collaboration among different initiatives for maximum impact and efficient resource utilization.

The adoption of diverse financial mechanisms for conservation actions is critical to ensuring the sustainability of the SNAP. This approach reduces risks and mitigates the impact of shortcomings by avoiding sole dependence on a single funding mechanism.

## 5. ANNEXES

### Annex 1. Terminal Evaluation ToR

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[www.conservation.org](http://www.conservation.org)



#### **Request for Proposals (RFP)**

RFP No: GEF-TE-Guinea-Bissau-011.

Conservation International Foundation (hereinafter referred to as "CI") under Global Environmental Facility (GEF-Agency), is issuing a Request for Proposal (RFP) for **Terminal Evaluation (TE)** for the "*Strengthening the Financial and Operational Framework of the National PA System in Guinea-Bissau*" program.

The successful offeror shall have the human resources to perform the evaluation in Guinea-Bissau.

The award will be in the form of a Firm Fixed Price Contract (hereinafter referred to as "the contract"). The successful offeror(s) shall be required to adhere to the code of ethics, statement of work, and the terms and conditions of the contract. A Firm-Fixed-Price Contract provides for a price that is not subject to any adjustment on the basis of the contractor's cost experience in performing the contract.

Interested offerors should indicate their interest in submitting a proposal for the anticipated agreement by sending an email to [cievaluationprocurement@conservation.org](mailto:cievaluationprocurement@conservation.org) by **5:00 PM (EDT)(UTC-04:00) January 6 2023**.

All Offerors are expected to exercise the highest standards of conduct in preparing, submitting and if selected, eventually carrying out the specified work in accordance with CI's Code of Ethics, Eligibility and Environmental and Social Responsibility.

Any violation of the Code of Ethics, as well as concerns regarding the integrity of the procurement process and documents should be reported to CI via its Ethics Hotline at [www.ci.ethicspoint.com](http://www.ci.ethicspoint.com).

#### **COVID 19 Guidelines**

Service Provider shall adhere to all applicable international, national or local regulations and advisories governing travel, including safety, health and security measures in effect throughout the Period of Performance.

It is expected that CI and the Offeror will take into consideration and plan around the international, national or local regulations and advisories governing travel, including safety, health and security measures in effect in the countries that the consultant is expected to visit. Virtual consultations are possible and expected where in-person field work is not possible.

**Confidentiality:** All proprietary information provided by the bidder shall be treated as confidential and will not be shared with potential or actual applicants during the solicitation process. This includes but is not limited to price quotations, cost proposals and technical proposals. CI may, but is not obliged to, post procurement awards on its public website after the solicitation process has concluded, and the contract has been awarded. CI's evaluation results are confidential and applicant scoring will not be shared among bidders.

## Section 1. Proposal Instructions

### 1.1 Introduction

CI, the Contracting entity, is soliciting offers from firms to submit their full proposals to carry out Terminal Review of a GEF funded project. When submitting a proposal, please include the RFP number of the evaluation your firm is bidding on, the Budget Template, and your final Bid. **Please note that the firm chosen to carry out this Terminal Evaluation is automatically disqualified if it carried out the Mid-Term Evaluation for this project or was involved in the design or implementation of this project.** This measure has been adopted to enhance the objectivity of the results of both evaluations.

In order to have a successful bid, the proposed staff must have previous experience with GEF evaluations. **Not having GEF evaluation experience will negatively impact the scoring evaluation section (in section 1.5).**

General Background:

All full-sized and medium-sized Global Environment Facility (GEF) funded projects are required to complete a Terminal Evaluation (TE). This is designed to provide a comprehensive and systematic account of the performance of a completed project by assessing its design, implementation, and achievement of objectives. The evaluation is expected to: promote accountability and transparency; and facilitate synthesis of lessons. Also, the TE will provide feedback to allow the GEF Independent Evaluation Office (IEO) to identify recurring issues across the GEF portfolio; and, contribute to GEF IEO databases for aggregation and analysis.

This RFP does not obligate CI to execute a contract(s) nor does it commit CI to pay any costs incurred in the preparation or submission of the proposals. Furthermore, CI reserve the right to reject any and all offers, if such action is considered to be in the best interest of CI.

### 1.2 Proposals Deadline

Offerors shall submit their offers electronically at the following email address, [cievaluationprocurement@conservation.org](mailto:cievaluationprocurement@conservation.org).

Offers must be received no later than **5:00 PM (EDT)(UTC-04:00) January 6 2023**. Offerors are responsible for ensuring that their offers are received in accordance with the instructions stated herein. Late offers may not be considered.

### 1.3 Instruction for Offerors

All proposals must be submitted in one volume, consisting of:

- A. Technical proposal
- B. Cost proposal using the provided Budget Template



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C. Offeror Representation of Transparency, Integrity, Environmental and Social Responsibility

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**A. Technical Proposal**

The technical proposal shall be comprised of the following parts:

- **Part 1:** Technical Approach, Methodology and Detailed Work Plan. This part shall be between 3 and 5 pages long but may not exceed 5 pages.

The Technical Proposal should describe in detail how the Offeror intends to carry out the requirements described in Section 2, Scope of Work (SOW). The technical proposal should demonstrate a clear understanding of the work to be undertaken and the responsibilities of all parties involved. The Offeror should include details on personnel, equipment, and contractors who will be used to carry out the required services.

- **Part 2:** Management, Key Personnel, and Staffing Plan. This part shall be between 2 and 5 pages long, but may not exceed 5 pages. CVs may be included in an annex to the technical proposal and will not count against the page limit. Proposed staff must have previous experience with GEF evaluations. Due to COVID 19 concerns and to promote local staffing, firms that have an established presence in the country(ies) where the evaluation will take place will be given preference. This will be reflected under Section 2 of the Evaluation Criteria.

One of the key facets of the Evaluation Criteria is the Personnel Qualifications for carrying out the evaluation. In providing CI with the CVs for the key personnel, this provides a baseline for the evaluation. Therefore, changes in key personnel under the contract must be pre-approved by CI in writing, to ensure that the substitute personnel have the similar vigor in terms of qualifications.

If the Offeror issues a Subcontract, Subcontractors meet the technical profile required: language skills, GEF evaluation experience and ability to travel to the designated locations, and must be pre-approved by CI.

- **Part 3:** Corporate Capabilities, Experience, Past Performance, and 3 client references. This part shall be between 2 and 4 pages long, but may not exceed 4 pages. Please include descriptions of similar projects or assignments and at least three client references.

**B. Cost Proposal**

**Offerors shall use the cost proposal template provided for this RFP (please use the excel file provided in the posting).** The cost proposal is used to determine which proposals are the most advantageous and serves as a basis of negotiation for award of a contract. The cost proposal must be all-inclusive of profit and fees. Additional costs cannot be included after award, and revisions to proposed costs may not be made after submission unless expressly requested by CI should the offerors proposal be accepted.

Nevertheless, for the purpose of the proposal, **Offerors must price out the deliverables listed in Part III of Section 2 (Expected Outputs and Deliverables)** and provide at a minimum their hourly or daily rate, travel, and any other anticipated cost. Please refer to the Budget Template attached for details. CI reserves the right to request additional cost information if the evaluation committee has concerns of the reasonableness or completeness of an Offeror's cost proposal.

If selected, Offeror shall use its best efforts to minimize the financing of any taxes on goods and services, or the importation, manufacture, procurement or supply thereof. If Offeror is eligible to apply for refunds on taxes paid, Offeror shall do so. Any tax savings should be reflected in the total cost.

***C. Offeror Representation of Transparency, Integrity, Environmental and Social Responsibility***

This document must be signed by the Offerors or (Offerors representative) and submitted with the Offeror's proposal to CI and can be found in Section 5 to the RFP.

**1.4 Chronological List of Proposal Events**

Offerors must strictly follow the calendar of important dates in the solicitation process. The dates can be modified at the sole discretion of CI. Any changes will be published in an amendment to this RFP.

<b>Event</b>	<b>Due By</b>
RFP Originally Issued	December 13, 2022
Notice of Intent to Participate	December 20, 2022
RFP Reposted, if applicable	December 20, 2022
Questions Due (send to: <a href="mailto:cievaluationprocurement@conservation.org">cievaluationprocurement@conservation.org</a> )	December 19, 2022
Answers to Questions distributed, if any	December 23, 2022
Proposal Due Date	January 6, 2023 at 5:00pm EDT (UTC-04:00)
Estimated Award-Interview	January 16, 2023

### 1.5 Evaluation and Basis for Award

Award(s) will be made to the offeror(s) whose proposal is determined to be responsive to this solicitation document, meets the technical capability requirements, and is determined to represent the most advantageous to CI. CI reserves the right to split the award(s) among the highest ranked offerors, if such action is considered to be in the best interest of CI.

	<b>Evaluation Criteria</b>	<b>Total Possible Points</b>
<b>I</b>	<b>Technical Proposal (Part 1): Technical Approach, Methodology, and Detailed Work Plan</b>	
1	Does the proposal clearly explain, understand and respond to the objectives of the project as stated in the Scope of Work?	10
2	Does the organization have an established presence in the country (directly or through a subcontractor) where the evaluation will take?	10
3	Does the proposed program approach and detailed activities and timeline fulfill the requirements of executing the Scope of Work effectively and efficiently?	15
4	Does the proposal demonstrate the Offeror's knowledge related to technical sectors required by the Scope of Work?	10
<b>II</b>	<b>Technical Proposal (Part 2): Management, Key Personnel, and Staffing Plan</b>	
5	Personnel Qualifications – Do the proposed team members have necessary experience and capabilities to carry out the Scope of Work?	15
6	Does the organization have extensive experience conducting GEF evaluations?	15
<b>III</b>	<b>Technical Proposal (Part 3): Corporate Capabilities, Experience, Past Performance, and references</b>	
7	Company Background and Experience – Does the company have experience relevant to the project Scope of Work?	10
<b>IV</b>	<b>Cost Proposal: Cost Includes (Travel, Fee, Charges, any other expenses)</b>	
8	Cost- Lowest Cost	15

## Section 2. Scope of Work Terminal Evaluation

### 2.1 Terminal Review

The Global Environment Facility (GEF) requires Terminal Evaluations (TEs) for medium-sized and full-sized projects. TEs are conducted by independent consultants and are used as an adaptive management tool by GEF Agencies and as a portfolio monitoring tool by the GEF Secretariat. TEs are primarily assess the achievement of project results against what was expected to be achieved, and draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of future programming. The TE report promotes accountability and transparency, and assesses the extent of project accomplishments. **All reports that are submitted must be in English.**

#### I. Scope of Work:

1. Kick off meeting to introduce team, and provide project related documents for evaluations, based on the submitted proposal.
2. The evaluator will conduct a desk review of project documents (i.e. PIF, Project Document, plans related to the Environmental and Social Safeguards [including Gender and Stakeholder Engagement], Work plans, Budgets, Project Inception Report, Quarterly Reports, PIRs, documents with project results, the baseline Tracking Tool submitted to the GEF at the Chief Executive Officer (CEO) endorsement stage and the terminal GEF Focal Area Tracking Tools, policies and guidelines used by the Executing Agency, CI-GEF Evaluation Policy, GEF Evaluation Policy, Project Operational Guidelines, Manuals and Systems, etc.), and develop draft Key informant Questionnaire and draft terminal evaluation inception report to be reviewed by CI-GEF team. The report will contain the initial information on the following:
  - a. Initial subject of the review, and relevant context
  - b. Purpose of the evaluation: why is the evaluation being conducted at this time, who needs the information and why?
  - c. Objectives of the evaluation: What the evaluation aims to achieve (e.g. assessment of the results of the project, etc.)
  - d. Scope: What aspects of the project will be covered, and not covered, by the evaluation
  - e. Identification and description of the evaluation criteria (including relevance, effectiveness, results, efficiency, and sustainability)
  - f. Key evaluation questions
  - g. Methodology including approach for data collection and analysis, and stakeholder engagement
  - h. Rationale for selection of the methods, and selection of data sources (i.e. sites to be visited, stakeholders to be interviewed)
  - i. Proposal on the system for data management and maintenance of records
  - j. Intended products and reporting procedures

- k. Potential limitations of the evaluation
3. The evaluator will host a workshop (in person/virtual) with the Executing Agencies to clarify understanding of the objectives and methods of the Terminal Evaluation.
 

The conclusion of the workshop will be summarized in a Terminal Evaluation Workshop Report with the following information:

  - a. Final subject of the review, and relevant context
  - b. Purpose of the evaluation: why is the evaluation being conducted at this time, who needs the information and why?
  - c. Objectives of the evaluation: What the evaluation aims to achieve (e.g. assessment of the results of the project, etc.)
  - d. Scope: What aspects of the project will be covered, and not covered, by the evaluation
  - e. Identification and description of the evaluation criteria (including relevance, effectiveness, results, efficiency, and sustainability)
  - f. Key evaluation questions
  - g. Methodology including approach for data collection and analysis, and stakeholder engagement
  - h. Rationale for selection of the methods, and selection of data sources (i.e. sites to be visited, stakeholders to be interviewed)
  - i. Final system for data management and maintenance of records
  - j. Intended products and reporting procedures
  - k. Potential limitations of the evaluation
4. The evaluator will undertake the evaluation of the project, including any interviews and in- country site visits, based on the Guidelines for the Evaluator/s section II.
 

The evaluator will Present initial findings to the Executing Agency, CI's General Counsel's Office (GCO) and CI-GEF Agency at the end of TE mission.
5. Based on the document review and the in-country interviews/site visits, the evaluator will prepare a draft evaluation report following the outline in Annex 1. The report will be shared with the Executing Agencies and the CI-GEF Agency. Each party can provide a management response, documenting questions or comments on the draft evaluation report.
6. The evaluator will incorporate comments and will prepare the final evaluation report. The evaluator will submit a final evaluation report in word and PDF and will include a separate document highlighting where/how comments were incorporated.

## II. Guidelines for the Evaluator(s):

- Evaluators will be independent from project design, approval, implementation and execution. Evaluators will familiarize themselves with the GEF programs and strategies, and with relevant GEF policies such as those on project cycle, M&E, co-financing, fiduciary standards, gender, and environmental and social safeguards.

- Evaluators will take perspectives of all relevant stakeholders (including the GEF Operational Focal Point[s]) into account. They will gather information on project performance and results from multiple sources including the project M&E system, tracking tools, field visits, stakeholder interviews, project documents, and other independent sources, to facilitate triangulation. They will seek the necessary contextual information to assess the significance and relevance of observed performance and results.
- Evaluators will be impartial and will present a balanced account consistent with evidence.
- Evaluators will apply the rating scales provided in these guidelines in Annex 2.
- Evaluators will abide by the GEF Evaluation Office Ethical Guidelines.

### III. Expected Outputs and Deliverables:

Number	Activity	Deliverable	Proposed Cost \$US
1	Introductory Call	Work plan for evaluation	Insert Cost US\$
		Summary of the introductory call to introduce team members and review evaluation timeline	
2	Desk review of all relevant project documents	Draft Terminal Evaluation Inception Report and Key Informant Questionnaire	Insert Cost US\$
3	Host Evaluation Inception workshop with Executing Agencies (virtual/in person)	Final Terminal Evaluation Inception Workshop Report	Insert Cost US\$
4	Evaluation of the project via interviews and site visits	Terminal Evaluation Report (Draft)	Insert Cost US\$
5	Presentation of Initial Findings	Draft Final Report (with comments from the stakeholder validation meeting addressed)	Insert Cost US\$
6	Revised report incorporating comments from CI, project team and other stakeholders	Final Terminal Evaluation Report (word and PDF), including document showing how comments/questions were incorporated and data sets	Insert Cost US\$

## **Annex 1: Outline for Draft and Terminal Evaluation Report**

The draft and final evaluation reports should at the minimum contain the information below:

### General Information

The Terminal Evaluation report will provide general information on the project and conduct of the Terminal Evaluation. This includes information such as:

- GEF Project ID
- Project name
- GEF financing
- Planned and materialized co-financing
- Key objectives
- GEF Agency
- Project countries
- Key dates
- Name of the Project Executing Agency(ies)

The Terminal Evaluation report will also provide information on when the evaluation took place, places visited, who was involved, the methodology, and the limitations of the evaluation. The report will also include, as annexes to the main report, the evaluation team's terms of reference, its composition and expertise.

Where feasible and appropriate, the Terminal Evaluation reports should include georeferenced maps and/or coordinates that demarcate the planned and actual area covered by the project. To facilitate tracking and verification, where feasible, the Terminal Evaluations should include geo-referenced pictures of the sites where GEF supported interventions were undertaken.

### Project Theory of Change

The Terminal Evaluation report will include a description of the project's theory of change including description of: the outputs, outcomes, intermediate states, and intended long-term environmental impacts of the project; the causal pathways for the long-term impacts; and, implicit and explicit assumptions. The project's objective(s) should also be included within the theory of change.

Some of the projects may already have an explicit theory of change. Where appropriate, after consultations with the project stakeholders, the evaluators may refine this theory of change. Where an explicit theory of change is not provided in the project documents, the evaluators should develop it based on information provided in the project documents and through consultations with the project stakeholders. The report should provide an explicit (or implicit) statement on project's theory of change - i.e. how through a causal chain project activities would lead to project outcomes and long term impact. It should describe how causal links among the outputs, outcomes and long term impacts are supposed to work. The report should also include the assumptions made in the project's theory of change.



### Assessment of Project Results

The TE must assess achievement of project outputs and outcomes, and report on these. While assessing a project's results, evaluators will determine and rate the extent to which the project objectives – as stated in the documents submitted at the CEO Endorsement stage – have been achieved. The evaluator(s) should also indicate if there were any changes in project design and/or expected results after start of implementation. If the project did not establish a baseline (initial conditions), where feasible, the evaluator should estimate the baseline conditions so that results can be determined. Where applicable, the Terminal Evaluation report will include an assessment of the level of achievement of the GEF corporate results targets/core indicators to which the project contributes and will also incorporate data from the focal area tracking tool and/or core indicator worksheet.

### **Outputs**

The evaluator should rate the extent to which the expected outputs were actually delivered. An identification and assessment of the factors that affected delivery of outputs should also be included.

### **Outcomes**

The evaluator should rate the extent to which the expected outcomes were achieved and the extent to which its achievement was dependent on delivery of project outputs. They should also assess the factors that affected outcome achievement, e.g. project design, project's linkages with other activities, extent and materialization of co-financing, stakeholder involvement, etc. Where the project was developed within the framework of a program, the assessment should also report on the extent the project contributed to the program outcomes.

### **Criteria for Outcome Ratings**

Outcome ratings will take into account the outcome achievements of the projects against its expected targets.

Project outcomes will be rated on three dimensions:

- a. **Relevance:** Were the project outcomes congruent with the GEF focal areas/operational program strategies, country priorities, and mandates of the Agencies? Was the project design appropriate for delivering the expected outcomes?
- b. **Effectiveness:** Were the project's actual outcomes commensurate with the expected outcomes?
- c. **Efficiency:** Was the project cost-effective? How does the project cost/time versus output/outcomes equation compare to that of similar projects?

Rating Scale for Outcomes: An overall outcome rating will be provided on a six-point scale (highly satisfactory to highly unsatisfactory) after taking into account outcome relevance, effectiveness, and efficiency (See Annex 2).

### Sustainability

The assessment of sustainability will weigh risks to continuation of benefits from the project. The assessment should identify key risks and explain how these risks may affect continuation of benefits after the GEF project ends. The analysis should cover key risks, including financial, socio-political, institutional, and environmental risks. The overall sustainability of project outcomes will be rated on a four-point scale (Likely to Unlikely) based on an assessment of the likelihood and magnitude of the risks to sustainability. Higher levels of risks and magnitudes of effect, imply lower likelihood of sustainability. Annex 2 describes the rating scale for sustainability.

### Progress to Impact

It is often too early to assess the long-term impacts of the project at the point of project completion. This said, some evidence on progress towards long-term impacts, and the extent to which the key assumptions of the project's theory of change hold, may be available and it may be feasible to assess and report on the progress. The evaluators should also assess the extent to which the progress towards long-term impact may be attributed to the project.

The evaluators should report the available qualitative and quantitative evidence on environmental stress reduction (e.g. GHG emission reduction, reduction of waste discharge, etc.) and environmental status change (e.g. change in population of endangered species, forest stock, water retention in degraded lands, etc.). When reporting such evidence, the evaluator should note the information source and clarify the scale/s at which the described environmental stress reduction is being achieved.

The evaluators should cover the project's contributions to changes in policy/ legal/regulatory frameworks. This would include observed changes in capacities (awareness, knowledge, skills, infrastructure, monitoring systems, etc.) and governance architecture, including access to and use of information (laws, administrative bodies, trust-building and conflict resolution processes, information-sharing systems, etc.). Contribution to change in socioeconomic status (income, health, well-being, etc.) should also be documented.

Where the environmental and social changes are being achieved at scales beyond the immediate area of intervention, the evaluators should provide an account of the processes such as sustaining, mainstreaming, replication, scaling up and market change, through which these changes have taken place. The evaluators should discuss whether there are arrangements in the project design to facilitate follow-up actions, and should document instances where the GEF promoted approaches, technologies, financing instruments, legal frameworks, information systems, etc., were adopted/implemented without direct support from, or involvement of, the project. Evidence on incidence of these processes should be discussed to assess progress towards impact.

When assessing contributions of GEF project to the observed change, the evaluators should also assess the contributions of other actors and factors. The evaluators should assess merits of rival explanations for the observed impact and give reasons for accepting or rejecting them. Where applicable, the evaluators are encouraged to identify and describe the barriers and other risks that may prevent further progress towards long-term impacts.

The evaluators should document the unintended impacts – both positive and negative impacts – of the project and assess the overall scope and implications of these impacts. Where these impacts are undesirable from environmental and socio-economic perspectives, the evaluation should suggest corrective actions.

#### Assessment of Monitoring & Evaluation Systems

The evaluators will include an assessment of the strengths and weaknesses of the project M&E plan and its implementation.

M&E Design. To assess the quality of the M&E plan, the evaluators will assess:

- a. Was the M&E plan at the point of CEO Endorsement practical and sufficient?
- b. Did it include baseline data?
- c. Did it: specify clear targets and appropriate (SMART) indicators to track environmental, gender, and socio-economic results; a proper methodological approach; specify practical organization and logistics of the M&E activities including schedule and responsibilities for data collection; and, budget adequate funds for M&E activities?

M&E Implementation. The evaluators should assess:

- a. Whether the M&E system operated as per the M&E plan?
- b. Where necessary, whether the M&E plan was revised in a timely manner?
- c. Was information on specified indicators and relevant GEF focal area tracking tools gathered in a systematic manner?
- d. Whether appropriate methodological approaches have been used to analyze data?
- e. Were resources for M&E sufficient? How was the information from the M&E system used during the project implementation?

Project M&E systems will be rated on the quality of M&E design and quality of M&E implementation using a six-point scale (Highly Satisfactory to Highly Unsatisfactory). Annex 2 provides more details on the scale.

#### Assessment of Implementation and Execution

The assessment of the implementation and execution of GEF projects will take into account the performance of the GEF Implementing Agencies and project Executing Agency(ies) (EAs) in discharging their expected roles and responsibilities. The performance of these agencies will be rated using a six-point scale (Highly Satisfactory to Highly Unsatisfactory). See Annex 2 for more information on the scale.

**Quality of Implementation:** Within the GEF partnership, GEF Implementing Agencies are involved in activities related to a project's identification, concept preparation, appraisal, preparation of detailed proposal, approval and start-up, oversight, supervision, completion, and evaluation. To assess performance of the GEF Agencies, the evaluators will assess the extent to which the agency delivered effectively on these counts, with focus on elements that were controllable from the given GEF Agency's perspective. The evaluator will assess how well risks were identified and managed by the GEF Agency.

**Quality of Execution:** Within the GEF partnership, the EAs are involved in the management and administration of the project's day-to-day activities under the overall oversight and

supervision of the GEF Agencies. The EAs are responsible for the appropriate use of funds, and procurement and contracting of goods and services to the GEF Agency. To assess EA performance, the evaluators will assess the extent to which it effectively discharged its role and responsibilities.

#### Assessment of the Environmental and Social Safeguards

The evaluator will assess whether appropriate environmental and social safeguards were addressed in the project's design and implementation (See Annex 2 for more details on the rating scale). It is expected that a GEF project will not cause any harm to environment or to any stakeholder and, where applicable, it will take measures to prevent and/or mitigate adverse effects. The evaluator should assess the screening/ risk categorization of the project along with the implementation of the safeguard plans that were approved by the GEF Agency. There should be an analysis of the implementation of management measures, as outlined at CEO Endorsement/Approval, including findings on the effectiveness of management measures and lessons learned.

**Gender:** The evaluator will determine the extent to which the gender considerations were taken into account in designing and implementing the project. The evaluator should report whether a gender analysis was conducted, the extent to which the project was implemented in a manner that ensures gender equitable participation and benefits, and whether gender disaggregated data was gathered and reported on beneficiaries. In case the given GEF project disadvantages or may disadvantage women or men, then this should be documented and reported. The evaluator should also determine the extent to which relevant gender related concerns were tracked through project M&E, and if possible, addressing whether gender considerations contributed to the success of the project.

**Stakeholder Engagement:** The evaluator should, where applicable, review and assess the Stakeholder Engagement Plan and project specific aspects such as involvement of civil society, indigenous population, private sector, etc. The evaluator should also indicate the percentage of stakeholders who rate as satisfactory, the level at which their views and concerns are taken into account by the project.

**Accountability and Grievance Mechanism:** The evaluator should review and assess the project's Grievance Mechanism. The evaluator should analyze and assess whether project stakeholders were aware of the grievance mechanism and whether the mechanism was effective in addressing grievances.

The evaluator should also review and assess any other safeguard plans that were triggered.

#### GEF Additionality

The evaluator should also assess GEF additionality, defined as the additional outcome (both environmental and otherwise) that can be directly associated with the GEF supported project or program.

GEF's Additionality	Description	Additionality Question
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Specific Environmental Additionality	The GEF provides a wide range of value added interventions/services to achieve the Global Environmental Benefits (e.g. CO2 reduction, Reduction/avoidance of emission of POPs).	Has the project generated the Global Environmental Benefits that would not have happened without GEF's intervention?
Legal/Regulatory Additionality	The GEF helps stakeholders transformational change to environment sustainable legal /regulatory forms.	Has the project led to legal or regulatory reforms that would not have occurred in the absence of the project?
Institutional Additionality/Governance additionality	The GEF provides a support the existing institution to transform into efficient/sustainable environment manner.	Have institutions been strengthened to provide a supportive environment for achievement and measurement of environmental impact as a result of the project?
Financial Additionality	The GEF provides an incremental cost which is associated with transforming a project with national/local benefits into one with global environmental benefits	Has the involvement of the GEF led to greater flows of financing than would otherwise have been the case from private or public sector sources?
Socio-Economic Additionality	The GEF helps society improve their livelihood and social benefits thorough GEF activities.	Can improvements in living standard among population groups affected by environmental conditions be attributed to the GEF contribution?
Innovation Additionality	The GEF provides efficient/sustainable technology and knowledge to overcome the existing social norm/barrier/practice for making a bankable project	Has the GEF involvement led to a fast adoption of new technologies, or the demonstration of marketreadiness for technologies that had not previously demonstrated their market viability?

#### Other Assessments

The Terminal Evaluations should assess the following topics, for which ratings are not required:

- a. Need for follow-up: Where applicable, the evaluators will indicate if there is any need to follow up on the evaluation findings, e.g. instances financial mismanagement, unintended negative impacts or risks, etc.
- b. Materialization of co-financing: the evaluators will provide information on the extent to which expected co-financing materialized, whether co-financing is cash or in-kind,

- whether it is in form of grant or loan or equity, whether co-financing was administered by the project management or by some other organization, how shortfall in co-financing or materialization of greater than expected co-financing affected project results, etc.
- c. Knowledge Management: the evaluators should provide an assessment of whether the Knowledge Management Plan as included in the Project Document was implemented. If possible, the evaluators should also include the list of knowledge products developed throughout project implementation, including internet references if available.
  - d. Lessons and Recommendations: Evaluators should provide a few well-formulated lessons that are based on the project experience and applicable to the type of project at hand, to the GEF's overall portfolio, and/or to GEF systems and processes. Wherever possible, Terminal Evaluation reports should include examples of good practices in project design and implementation that have led to effective stakeholder engagement, successful broader adoption of GEF initiatives by stakeholders, and large-scale environmental impacts. The evaluators should describe aspects of the project performance that worked well along with reasons for it. They should discuss where these good practices may or may not be replicated. Recommendations should be well formulated and targeted. The recommendations should discuss the need for action, the recommended action along with its likely consequences vis-à-vis status quo and other courses of action, the specific actor/actors that need to take the action, and time frame for it.

## Annex 2: Rating Scale

The main dimensions of project performance on which ratings are first provided in terminal evaluation are: outcomes, sustainability, quality of monitoring and evaluation, quality of implementation, and quality of execution. The CI-GEF Agency also includes ratings for environmental and social safeguards.

### Outcome Ratings:

The overall ratings on the outcomes of the project will be based on performance on the following criteria:

- a. Relevance
- b. Effectiveness
- c. Efficiency

Project outcomes are rated based on the extent to which project objectives were achieved. A six-point rating scale is used to assess overall outcomes:

- Highly satisfactory (HS): Level of outcomes achieved clearly exceeds expectations and/or there were no short comings.
- Satisfactory (S): Level of outcomes achieved was as expected and/or there were no or minor short comings.
- Moderately Satisfactory (MS): Level of outcomes achieved more or less as expected and/or there were moderate short comings.
- Moderately Unsatisfactory (MU): Level of outcomes achieved somewhat lower than expected and/or there were significant shortcomings.
- Unsatisfactory (U): Level of outcomes achieved substantially lower than expected and/or there were major short comings.

- Highly Unsatisfactory (HU): Only a negligible level of outcomes achieved and/or there were severe short comings.
- Unable to Assess (UA): The available information does not allow an assessment of the level of outcome achievements.

The calculation of the overall outcomes rating of projects will consider all the three criteria, of which relevance and effectiveness are critical. The rating on relevance will determine whether the overall outcome rating will be in the unsatisfactory range (MU to HU = unsatisfactory range). If the relevance rating is in the unsatisfactory range, then the overall outcome will be in the unsatisfactory range as well. However, where the relevance rating is in the satisfactory range (HS to MS), the overall outcome rating could, depending on its effectiveness and efficiency rating, be either in the satisfactory range or in the unsatisfactory range.

The second constraint applied is that the overall outcome achievement rating may not be higher than the effectiveness rating. During project implementation, the results framework of some projects may have been modified. In cases where modifications in the project impact, outcomes and outputs have not scaled down their overall scope, the evaluator should assess outcome achievements based on the revised results framework. In instances where the scope of the project objectives and outcomes has been scaled down, the magnitude of and necessity for downscaling is taken into account and despite achievement of results as per the revised results framework, where appropriate, a lower outcome effectiveness rating may be given.

#### **Sustainability Ratings:**

The sustainability will be assessed taking into account the risks related to financial, sociopolitical, institutional, and environmental sustainability of project outcomes. The evaluator may also take other risks into account that may affect sustainability. The overall sustainability will be assessed using a four-point scale.

- Likely (L): There is little or no risk to sustainability.
- Moderately Likely (ML): There are moderate risks to sustainability.
- Moderately Unlikely (MU): There are significant risks to sustainability.
- Unlikely (U): There are severe risks to sustainability.
- Unable to Assess (UA): Unable to assess the expected incidence and magnitude of risks to sustainability.

#### **Project M&E Ratings:**

Quality of project M&E will be assessed in terms of:

- Design
- Implementation

Quality of M&E on these two dimensions will be assessed on a six-point scale:

- Highly satisfactory (HS): There were no short comings and quality of M&E design / implementation exceeded expectations.
- Satisfactory (S): There were no or minor short comings and quality of M&E design / implementation meets expectations.
- Moderately Satisfactory (MS): There were some short comings and quality of M&E design/implementation more or less meets expectations.
- Moderately Unsatisfactory (MU): There were significant shortcomings and quality of M&E design/implementation somewhat lower than expected.

- Unsatisfactory (U): There were major short comings and quality of M&E design/implementation substantially lower than expected.
- Highly Unsatisfactory (HU): There were severe short comings in M&E design/implementation.
- Unable to Assess (UA): The available information does not allow an assessment of the quality of M&E design/implementation.

#### **Implementation and Execution Rating:**

Quality of implementation and of execution will be rated separately. Quality of implementation pertains to the role and responsibilities discharged by the GEF Agencies that have direct access to GEF resources. Quality of Execution pertains to the roles and responsibilities discharged by the country or regional counterparts that received GEF funds from the GEF Agencies and executed the funded activities on ground. The performance will be rated on a six-point scale.

- Highly satisfactory (HS): There were no short comings and quality of environmental and social safeguard plans design/implementation exceeded expectations.
- Satisfactory (S): There were no or minor short comings and quality of environmental and social safeguard plans design/execution met expectations.
- Moderately Satisfactory (MS): There were some short comings and quality of environmental and social safeguard plans design/implementation more or less met expectations.
- Moderately Unsatisfactory (MU): There were significant shortcomings and quality of environmental and social safeguard plans design/implementation somewhat lower than expected.
- Unsatisfactory (U): There were major short comings and quality of environmental and social safeguard plans design/implementation substantially lower than expected.
- Highly Unsatisfactory (HU): There were severe short comings in quality of environmental and social safeguard plans design/implementation
- Unable to Assess (UA): The available information does not allow an assessment of the quality of environmental and social safeguard plans design/implementation

#### **Environmental and Social Safeguards:**

The approved environmental and social safeguard plans will be rated according to the following scale.

- Highly satisfactory (HS): There were no short comings and quality of implementation / execution exceeded expectations.
- Satisfactory (S): There were no or minor short comings and quality of implementation / execution meets expectations.
- Moderately Satisfactory (MS): There were some short comings and quality of implementation / execution more or less meets expectations.
- Moderately Unsatisfactory (MU): There were significant shortcomings and quality of implementation / execution somewhat lower than expected.
- Unsatisfactory (U): There were major short comings and quality of implementation / execution substantially lower than expected.
- Highly Unsatisfactory (HU): There were severe short comings in quality of implementation / execution.
- Unable to Assess (UA): The available information does not allow an assessment of the quality of implementation / execution.



### Section 3. Brief Overview of Project Being Evaluated

<p>Strengthening the Financial and Operational Framework of the National PA System in Guinea-Bissau</p>	<p>Fiscal Year: 2023 Location(s): Guinea-Bissau</p>
<p>RFP Number: GEF-TE-Guinea-Bisseau-011</p>	
<p><b>Awarding Agency:</b> Global Environmental Facility (GEF-Agency) <b>Type of Contract:</b> Firm Fixed Price</p> <p><b>Planned Terminal Evaluation:</b> January 1, 2023 – March 31, 2023</p> <p><b>Total Estimated Cost/Amount Range Budget:</b> \$25,000.00 - \$30,000.00</p> <p><b>Scope of Work/ Deliverables:</b> Section 2.1 of RFP</p> <p><b>Link to Project Being Evaluated:</b> <a href="#">03-04-15_GEF_5368_UNDP_5177_Guinea-Bissau_PA_System_PRODOC_03Mar15.docx</a></p>	

#### **Section 4. CI's Service Agreement Template & Code of Ethics**

Any resulting agreement will be subject to the terms and conditions of CI's Services Agreement. A model form of agreement can be provided upon request.

## **Section 5. Offeror Representation of Transparency, Integrity, Environmental and Social Responsibility**

*This form to be signed by the Offerors or (Offerors representative) and must be submitted with the proposal to CI. No revisions may be made.*

Solicitation Number: GEF-TE-Guinea-Bisseau-011

All Offerors are expected to exercise the highest standards of conduct in preparing, submitting and if selected, eventually carrying out the specified work in accordance with CI's Code of Ethics. CI's Code of Ethics provides guidance to CI employees, service providers, experts, interns, and volunteers in living CI's core values, and outlines minimum standards for ethical conduct which all parties must adhere to. Any violations of the Code of Ethics should be reported to CI via its Ethics Hotline at [www.ci.ethicspoint.com](http://www.ci.ethicspoint.com).

CI relies on the personal integrity, good judgment and common sense of all third parties acting on behalf, or providing services to the organization, to deal with issues not expressly addressed by the Code or as noted below.

### **With respect to CI's Code of Ethics, we certify:**

We understand and accept that CI, its contractual partners, grantees and other parties with whom we work are expected to commit to the highest standards of Transparency, Fairness, and Integrity in procurement.

### **With respect to social and environmental standards, we certify:**

We are committed to high standards of ethics and integrity and compliance with all applicable laws across our operations, including prohibition of actions that facilitate trafficking in persons, child labor, forced labor, sexual abuse, exploitation or harassment. We respect internationally proclaimed human rights and take no action that contributes to the infringement of human rights. We protect those who are most vulnerable to infringements of their rights and the ecosystems that sustain them.

We fully respect and enforce the environmental and social standards recognized by the international community, including the fundamental conventions of International Labour Organization (ILO) and international conventions for the protection of the environment, in line with the laws and regulations applicable to the country where the contract is to be performed.

### **With respect to our eligibility and professional conduct, we certify:**

We are not and none of our affiliates [members, employees, contractors, subcontractors, and consultants] are in a state of bankruptcy, liquidation, legal settlement, termination of activity, or guilty of grave professional misconduct as determined by a regulatory body responsible for licensing and/or regulating the offeror's business

We have not and will not engage in criminal or fraudulent acts. By a final judgment, we were not convicted in the last five years for offenses such as fraud or corruption, money laundering or professional misconduct.

We are/were not involved in writing or recommending the scope of work for this solicitation document.

We have not engaged in any collusion or price fixing with other offerors.

We have not made promises, offers, or grants, directly or indirectly to any CI employees involved in this procurement, or to any government official in relation to the contract to be performed, with the intention of unduly influencing a decision or receiving an improper advantage.

We have taken no action nor will we take any action to limit or restrict access of other companies, organizations or individuals to participate in the competitive bidding process launched by CI.

We have fulfilled our obligations relating to the payment of social security contributions or taxes in accordance with the legal provisions of the country where the contract is to be performed.

We have not provided, and will take all reasonable steps to ensure that we do not and will not knowingly provide, material support or resources to any individual or entity that commits, attempts to commit, advocates, facilitates, or participates in terrorist acts, or has committed, attempted to commit, facilitate, or participated in terrorist acts, and we are compliant with all applicable Counter-Terrorist Financing and Anti-Money Laundering laws (including USA Patriot Act and U.S. Executive Order 13224).

We certify that neither we nor our directors, officers, key employees or beneficial owners are included in any list of financial or economic sanctions, debarment or suspension adopted by the United States, United Nations, the European Union, the World Bank, or General Services Administration's List of Parties Excluded from Federal Procurement or Non-procurement programs in accordance with E.O.s 12549 and 12689, "Debarment and Suspension".

Name: \_\_\_\_\_

Signature: \_\_\_\_\_

Title: \_\_\_\_\_

Date: \_\_\_\_\_

## Annex 2. Code of Ethics

### APPENDIX 2: ETHICS STANDARDS

Conservation International's reputation derives from our commitment to our core values: Integrity, Respect, Courage, Optimism, and Passion and Teamwork. CI's Code of Ethics (the "Code") provides guidance to CI employees, service providers, experts, interns, and volunteers in living CI's core values, and outlines minimum standards for ethical conduct to which all parties must adhere.

**Any violations of the Code of Ethics should be reported to CI via its Ethics Hotline at [www.ci.ethicspoint.com](http://www.ci.ethicspoint.com).**

CI relies on the personal integrity, good judgment and common sense of all third parties acting on behalf, or providing services to the organization, to deal with issues not expressly addressed by the Code or as noted below.

#### Integrity:

- Act in good faith, responsibly, with due care, competence and diligence and maintain the highest professional standards at all times.
- Comply with all contractual terms as well as all applicable laws, rules and regulations, domestic and international, in every country where Services are carried out.
- Provide true representation of all Services performed.
- Never engage in any of the following acts: falsification of business document or receipts, theft, embezzlement, diversion of funds, bribery, or fraud.

#### Transparency:

- Avoid conflicts of interest and not allow independent judgment to be compromised.
- Not accept gifts or favors from sub-contractors, suppliers or other 3<sup>rd</sup> parties that would negatively impact the provision of Services to CI.

#### Accountability:

- Disclose to CI, at the earliest opportunity, any information you have or become aware of, that may result in a real or perceived conflict of interest or impropriety.
- Implement activities, provide Services and manage staff and operations in a professionally sound manner, with knowledge and wisdom, and with a goal of a successful outcome per the terms of this Agreement.

#### Confidentiality:

- Not disclose confidential or sensitive information obtained during the course of your work with CI.
- Protect confidential relationships between CI and other 3<sup>rd</sup> parties.

#### Mutual Respect and Collaboration:

- Engage with indigenous peoples and local communities in which CI works in a positive and constructive manner that respects the culture, laws, and practices of those communities, with due regard for the right of free, prior and informed consent.

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CI-GEF Services Agreement TEMPLATE V.2  
Last updated: September 2021  
Owner: CI-GEF Agency

**I hereby acknowledge receipt of CI's Code of Ethics and certify agreement and compliance therewith.**

FOR SERVICE PROVIDER:

By:  \_\_\_\_\_

Title: Sylvain Lacoursiere, CFO

## Annex 3. Final Evaluation Audit Trail

Author	#	Comment location	Comment/Feedback on the draft TE report	TE team response and actions taken
UNDP	1.	Cover page	As a general comment this is a NIM project not DIM. Therefore, UNDP role is different from the one pictured on this report. UNDP role and efforts are belittled throughout the report and the narrative is set around the non-transference of the endowment fund in the beginning of the project. We need to be careful around this sensitive issue. I would like to suggest that you consider our comments throughout the report and refrain to play the "blame game" with UNDP at the center.	It has been adjusted based on the comments in the specific sections of the report. Nevertheless, please note that the evaluation process and the methodology used are designed to guarantee that the conclusions presented in the report are impartial and accurately represent the triangulated data and analysis, which are derived from a range of supporting evidence : project documentation, virtual and face-to-face interviews as well as focus groups and direct observation conducted during the field mission.
IBAP	2.	Project overview	Why does this result do not have an OP?	This table reflects the information provided in the ProDoc in which the OC did not count with an OP in the Results Framework. The reconstruction of the ToC enables to better reflect the project outputs
UNDP	3.	Relevance	The whole paragraph is written in a very negative way. The analysis that should be done is the consistency of the project in relation to UNDP priorities but, that is not what is being considered here. I believe that this paragraph should be rephrased or removed.	It has been adjusted
UNDP	4.	Relevance	What do you mean by this? It's aligned but it should be more?	It has been adjusted
IBAP	5.	Relevance	The implementation, control and monitoring was carried out by local NGOs. Unfortunately, these latter aspects were not given much attention after the end of the project. Some actions have been appropriated by the beneficiaries and are now working sustainably. At the same time, other initiatives have been and are being developed to	The text has been modified

			support communities through other projects, but not in the same locations.	
<b>IBAP</b>	<b>6.</b>	<b>Relevance</b>	It refers to the PNC's institutional management framework, which, although defined by law, did not exist within the PNC prior to the project. For this reason, it was recommended that it should be created within the framework of the project, which is why it was created with the implementation of the project	This is noted for the contextualization of the indicator. This section of the report aims to analyze whether these indicators are SMART.
<b>IBAP</b>	<b>7.</b>	<b>Relevance</b>	This was not possible due to political instability and the problem with the release of a 1.3 million capital fund for the FBG. This release was a prerequisite for other funds, such as from the latest one from Mava. Carbon market revenues can also be added to that capitalisation. At present, FBG's capital should exceed 12 million. This is not yet sufficient, but it is already a good basis for SNAP's financial support	Analysis referring to this point is detailed in the section below
<b>IBAP</b>	<b>8.</b>	<b>Relevance</b>	It varied but not substantially. Fenosoa, Can you answer this question? although not permanent, the FBG has financed IBAP: in particular with FFM funds, it finances two parks, PNO and PMCU (Urok); has granted institutional support to IBAP over a certain period and has financed 5% of the funds to cover the remaining 10% of the GCCAP project Can you answer this question? although not permanent, the FBG has financed IBAP: notably with FFM funds, it finances two parks, PNO and PMCU (Urok); has granted institutional support to IBAP over a certain period and has financed 5% of the hedge funds of the remaining 10% of the GCCA project.	This has been developed in other sections of the report
<b>IBAP</b>	<b>9.</b>	<b>Relevance</b>	What does this mean ?	Adjusted

<b>IBAP</b>	<b>10.</b>	<b>Relevance</b>	They should be in the participatory patrolling report.	The text has been adjusted to reflect this comment
<b>UNDP</b>	<b>11.</b>	<b>Relevance</b>	Although gender wasn't considered in the design phase, it was considered in the project implementation.	This section analyses gender considered in the project design. How gender is considered during project implementation is addressed below in section 3.3.4. iii
<b>IBAP</b>	<b>12.</b>	<b>Relevance</b>	Synergies mainly with the DARWIN project, which supported the implementation of the Wildlife Monitoring System. With significant results.	A reference has been added
<b>IBAP</b>	<b>13.</b>	<b>Relevance</b>	More recently the COASTAL project will be developed in the area"	A reference has been added
<b>UNDP</b>	<b>14.</b>	<b>Efficiency</b>	Why the difference between this amount and 1,3M?	This amount reported in PIR2021 was due to the exchange rate at the time of reporting. Nevertheless it was confirmed that the USD 1.3 million was the exact amount transferred to the FBG
<b>IBAP</b>	<b>15.</b>	<b>Efficiency</b>	Following this provision, MAVA was financed and the sale of the carbon was included in the endowment fund. The GEF capital fund has always been a prerequisite for financing MAVA. Perhaps Fenosoa could do better.	Yes, it's included in the table below.  A sentence has been added to specify in relation to the final MAVA funding package
<b>UNDP</b>	<b>16.</b>	<b>Efficiency</b>	Why this rating? Both outcomes were achieved by the end of the project. I think it should be satisfactory. As we were able to surpass the barriers and challenges as the existence of them don't mean that the implementation is unsatisfactory.	Based on the argumentation and proofs provided it cannot be rated as satisfactory since they were at least "some shortcomings". The rating has been adjusted to "MS"
<b>UNDP</b>	<b>17.</b>	<b>Efficiency</b>	Information missing.	It has been adjusted
<b>UNDP</b>	<b>18.</b>	<b>Efficiency</b>	Please provide evidence on this affirmation. It seems based on hearsay.	It has been adjusted
<b>IBAP</b>	<b>19.</b>	<b>Annexes</b>	Selling of carbon credit is missing. This action to continue focuses on the mangrove ecosystem	Adjusted
<b>UNDP</b>	<b>20.</b>	<b>Recommendations</b>	I don't agree with this	Removed



## Annex 4. Evaluation Matrix.

Dimension	Evaluation questions	Indicators	Sources	Methods and key information sources
<b>1. RELEVANCE: To what extent was the project strategy relevant to international, national and local stakeholders?</b>				
<b>1.1. Relevance of the project in relation with the problem it addresses</b>	i. Did the Project Document clearly and specifically identify the problem to be addressed?	Level of clarity and specificity of the problem analysis in the Project Document, including identification of root causes	ProDoc, Inception Workshop Report, Stakeholder engagement Plan	Desk review
	ii. Did the project intervention model offer the most effective way to address the identified problem?	Extent to which a clear and evidence-based relationship was established in project documents between the problem and project objectives/ components		
<b>1.2. Consistency with GEF, UNDP and CI priorities</b>	i. Was the project consistent with GEF focal areas and operational program strategies?	Existence of a clear relationship between GEF priorities and project objectives/ components	ProDoc  GEF, UNDP and CI strategies and programme documents  GEF Focal point, CI, UNDP	Desk review   Interviews
	ii. Was the project consistent with UNDP focal areas and operational strategies?	Existence of a clear relationship between UNDP priorities and project objectives/ components		
	iii. Was the project consistent with CI focal areas and operational strategies?	Existence of a clear relationship between CI priorities and project objectives/ components		

Dimension	Evaluation questions	Indicators	Sources	Methods and key information sources
<b>1.3. Consistency with national and local stakeholder needs</b>	i. Was the project consistent with the biodiversity conservation priorities of Guinea Bissau?	Existence of a clear relationship between relevant national policies and project objectives/ components	ProDoc, Inception Workshop Report, Stakeholder engagement Plan	Desk review  Interviews
	ii. Was the project consistent with the biodiversity conservation priorities of the local government and of Cantanhez National Park?	Existence of a clear relationship between priorities of the local government and Cantanhez national park, and project objectives/ components	National and local plans and priorities  IBAP, DGFF	
	iii. Was the project consistent with the needs of local communities living around the park?	Level of alignment between priorities of local communities and project objectives/ components	Local government, park management  Local NGOs and communities	
<b>1.4. Project design</b>	i. How clear and logically integrated were the project objectives, outcomes, outputs, and activities?	Level of alignment between project objective, outcomes, outputs, activities, and the corresponding indicators  Level of quality of the results framework in the Project Document	ProDoc, PIRs  CI, GEF focal point, UNDP, IBAP, DGFF, FBG	Desk Review  Interviews
	ii. How feasible and realistic were the objectives given the time and budget available?	Level of feasibility of objectives, outcomes and outputs within the project's budget and timeframe		

Dimension	Evaluation questions	Indicators	Sources	Methods and key information sources
	iii. Were the gender and human rights based approaches incorporated into the project design?	Existence of gender and human rights based approaches into the project design		
<b>1.5. Linkages with other interventions</b>	i. Were other relevant interventions clearly identified in the Project Document?	Other interventions in the sector described in the Project Document, and their possible linkages with the project	ProDoc, Progress reports, MTR  Documents from other relevant interventions	Desk Review  Interviews
	ii. Was the project working in coordination with other interventions to seek synergies?	Level of coherence and complementarity of the project with interventions of other donors	CI, GEF focal point, UNDP, IBAP, DGFF, FBG	
<b>2. EFFECTIVENESS: Did the project achieve its targeted results and objectives?</b>				
<b>2.1. Outputs and outcomes</b>	i. Were there any changes in the results framework (including expected outputs and outcomes) after the start of implementation?	Evidence of changes in the results framework	ProDoc and planning documents	Desk review  Interviews  Direct observation
	ii. To what extent has the project made progress in achieving the goals set out in the results framework included in the project document?	Progress toward targets at the output and outcome level	PIRs, progress reports  GEF focal area Tracking Tools and/or Core Indicators	
	iii. What has been the quality of the outputs and outcomes achieved?	Level of quality of outputs and outcomes achieved		

Dimension	Evaluation questions	Indicators	Sources	Methods and key information sources
	iv. What has been the progress in achieving the targets set out in the GEF Monitoring Tool and the GEF core indicators?	Level of achievement of the targets set out in the GEF Monitoring Tool and the GEF core indicators	METT (for CNP) CI, GEF focal point, UNDP, IBAP, DGFF, FBG	
	v. Have there been any unintended results (positive or negative)?	Examples of unintended results	PIRs, MTR CI GEF focal point, UNDP, IBAP, DGFF, FBG	Desk review Interviews Direct observation
<b>2.2. Barriers and enabling factors</b>	i. What external actors and factors have enabled or hindered the achievement of expected outputs and outcomes?	Type of barriers and enabling factors	PIRs, MTR Minutes of Steering Committee meetings CI, UNDP, IBAP, DGFF, FBG	Desk review Interviews
<b>3. IMPACT: To what extent has the project advanced towards strengthening the financial and operational system of biodiversity conservation in the National System of PAs in Guinea Bissau?</b>				
<b>3.1. Progress to Impact</b>	i. To what extent has the project contributed to financial sustainability of the PA system in Guinea Bissau?	Progress toward targets (impact indicators)	PIRs and other progress reports	Desk review

Dimension	Evaluation questions	Indicators	Sources	Methods and key information sources
	<ul style="list-style-type: none"> <li>ii. To what extent has the progress contributed to reducing pressure and loss of key West African habitats and biodiversity, and increasing connectivity?</li> <li>iii. To what extent has the project contributed to develop biodiversity-friendly economic activities?</li> <li>iv. If so, through what processes have the impacts occurred (continuity, mainstreaming, replication, scaling up and market change)?</li> </ul>	Qualitative evidence of progress toward impact and causal pathways	CI, GEF focal point, UNDP, FBG IBAP, DGFF, co-financing  Local stakeholders	Interviews
<b>4. EFFICIENCY: To what extent was the project implemented efficiently and adapted to changing conditions when necessary?</b>				
<b>4.1. Financing and co-financing</b>	i. Is there any difference between planned and actual expenditures? Why? <sup>25</sup>	Level of discrepancy between planned and executed budget (total, by year and component)	ProDoc, progress reports, financial reports, audit reports, budget execution analysis reports	Desk Review  Interviews
	i. Did the leveraging of funds (co-financing) occur as planned? How did this affect project progress?	Level of discrepancy between planned and leveraged co-financing (in kind and in cash)	Micro Assessment Report	
	i. Were adequate accounting and financial systems in place for project management and the production of accurate and timely financial information?	Availability and quality of financial reports)	MTR  CI, GEF Focal point, UNDP, IBAP, DGFF, FBG	

<sup>25</sup> This includes a detailed analysis of project disbursement.

Dimension	Evaluation questions	Indicators	Sources	Methods and key information sources
<b>4.2. Quality of implementation and execution</b>	i. How efficient was the performance of the implementing entities (UNDP and CI) (including implementation and supervision of project execution)?  ii. How efficient was the performance of the executing entities (including execution arrangements, work planning, procurement processes and project monitoring)?	Level of performance of implementing and executing agencies based on PIRs ratings  Level of appreciation by main stakeholders of the performance of implementing and executing agencies	Annual workplans, PIRs and other progress documents  Micro Assessment Report  MTR  CI, GEF focal point, UNDP, FBG, IBAP, DGFF	Desk Review  Interviews  Direct observation
<b>4.3. Risk Management</b>	i. Were all relevant risks identified in the project document? How well have new risks been identified?  ii. What has been the quality of the risk mitigation strategies developed? Have they been sufficient?	Extent to which the planning documents anticipated or reflected the risks faced by the project during implementation  Quality of information systems in place to identify and analyse new risks  Quality of risk mitigation strategies identified and implemented	Risk analysis  Micro Assessment Report  Minutes of Steering Committee meetings  MTR  CI-GEF, UNDP, IBAP, DGFF, FBG, co-financing	Desk review  Interviews
<b>4.4. E&amp;S safeguards</b>	i. Were safeguards plans designed in a timely manner?  ii. Have safeguards measures, including the grievance mechanism, been effectively implemented?	Existence and quality of safeguard plans  Level of implementation of safeguard plans	ProDoc, Safeguards Screening Form, Screening Results and Safeguards Analysis, safeguard manual, gender mainstreaming plan,	Desk review  Interviews  Focus Groups

Dimension	Evaluation questions	Indicators	Sources	Methods and key information sources
	iii. Have additional safeguards been activated during project implementation? Are stakeholders aware of this mechanism and what is their opinion if it has been activated?	Evidence of additional safeguards activated	engagement plan, grievance mechanism, PIRs  CI, UNDP, IBAP, DGFF, FBG	Direct observation
	iv. To what extent have community involvement and engagement been integrated into project activities?	Level of stakeholder satisfaction regarding their involvement and engagement in the project	Local government  Local NGOs and communities	
	v. To what extent has the gender perspective been integrated into project implementation and monitoring?	Extent to which the project was implemented in a way that ensures gender equitable participation and benefits  Extent to which gender disaggregated data was gathered and reported on beneficiaries		
<b>4.5. Adaptive management</b>	i. Has the project experienced any delays in its implementation? If so, for what reasons, and what actions were taken?	Responsiveness of implementing and executing agencies to recommendations made through the review processes (PIR)	PIRs, annual workplans, minutes of Steering Committee meetings	Desk review
	ii. Did the project undergo significant changes as a result of recommendations from the mid-term review, steering committee or other review procedures?	Examples of changes in project strategy/approach as a direct result of recommendations made	MTR	
<b>4.6. M&amp;E System (design and implementation)</b>	i. Did the project document include a complete and methodologically sound monitoring and evaluation plan?	Methodological soundness of the M&E plan, including baseline data	ProDoc, M&E plan	Desk review

Dimension	Evaluation questions	Indicators	Sources	Methods and key information sources
	<p>ii. Were the indicators consistent with the project objectives, outcomes, outputs and activities?</p> <p>iii. Were the indicators SMART (specific, measurable, achievable, relevant and time-bound)?</p>	Defined SMART indicators including the tracking of environmental, gender, and socio-economic results		
	iv. Did the M&E plan define the responsibilities, logistics and schedule of M&E activities?	M&E funding (planned and disbursed)		
	v. To what extent has the M&E plan been implemented?	Timeliness and quality of monitoring reports	PIRs Monitoring reports	Desk review
	vi. Have any adjustments been made to the plan in a timely manner?	Extent to which the M&E system provides the necessary information to report on progress, establishes clear protocols, involves key stakeholders and uses existing data systems	GEF focal area Tracking Tools and/or Core Indicators METT	
	vii. Was information on specified indicators and relevant GEF focal area tracking tools gathered in a systematic manner?	Evidence of M&E of GEF focal area tracking tools	CI, UNDP, GEF focal point, FBG, IBAP, DGFF	
	viii. Have adequate resources been budgeted for M&E activities and have they been sufficient at the implementation stage?	Extent to which the budget for M&E activities was sufficient		
<b>4.7. Knowledge management<sup>26</sup></b>	i. To what extent has knowledge management been carried out based on the capacity development plan developed in the ProDoc	Evidence of knowledge management strategy implemented and products developed	PIRs, MTR IBAP, DGFF	Desk review Interviews

<sup>26</sup> Knowledge management will not be rated but will be included as an assessment section in the evaluation report



Dimension	Evaluation questions	Indicators	Sources	Methods and key information sources
<b>5. SUSTAINABILITY: To what extent are there risks to the sustainability of project benefits in the long term?</b>				
<b>5.1. Factors affecting sustainability of project benefits</b>	i. To what extent do financial, sociopolitical, institutional, and environmental or other factors affect, positively or negatively, whether the project's results and impacts will be sustained in the long term?	Evidence of obstacles and/or risks to the sustainability of project results	Prodoc, PIRs, MTR  CI, GEF focal point, UNDP, FBG, IBAP, DGFF	Desk review  Interviews
<b>6. GEF Additionality: To what extent did the project contribute to additional benefits that would not have happened without GEF's intervention?<sup>27</sup></b>				
<b>6.1. Specific Environmental Additionality</b>	i. Has the project generated Global Environmental Benefits that would not have happened without GEF's intervention?	Evidence of global environmental benefits due to the project intervention	PIRs and other progress reports  GEF focal area Tracking Tools and/or Core Indicators	Desk review
<b>6.2. Legal/Regulatory Additionality</b>	ii. Has the project led to legal or regulatory reforms that would not have occurred in the absence of the project?	Evidence of stakeholders' transformational change to environment sustainable legal /regulatory forms		
<b>6.3. Institutional Additionality/Governance additionality</b>	iii. Have institutions been strengthened to provide a supportive environment for achievement and measurement of environmental impact as a result of the project?	Evidence of support to existing institutions to transform into efficient/sustainable environment manner		
<b>6.4. Financial Additionality</b>	iv. Has the involvement of the GEF led to greater flows of financing than would otherwise have	Evidence of incremental cost which is associated with transforming a project with		

<sup>27</sup> This dimension has been merged with the impact dimension in the findings section in order to avoid duplication in the evaluation narrative provided

Dimension	Evaluation questions	Indicators	Sources	Methods and key information sources
	been the case from private or public sector sources?	national/local benefits into one with global environmental benefits		
<b>6.5. Socio-Economic Additionality</b>	v. Can improvements in living standard among population groups affected by environmental conditions be attributed to the GEF contribution?	Evidence of improvement of community livelihood and social benefits that can be attributed to GEF activities.		

## Annex 5. Detailed comments to the results' framework outputs

Outcomes <i>Changes influenced by project outputs</i>	Outputs <i>Products, capital goods and services delivered by the project</i>	Comments
1. Strengthening the financial framework of the national PA system	1.1. FBG Board and Executive Secretariat operating effectively and efficiently (including fiduciary and management systems)	Output 1.1. is an outcome. It should be formulated as the product contributing to this outcome
	1.2. Transparent and internationally recognized auditing and reporting standards/protocols to monitor and evaluate the FBG's achievements against time-bound targets and the use of endowment, sinking, and revolving funds at its disposal	Output 1.2. is not formulated as a product delivered by the project. A verbal tense of the sentence would specify how the project is contributing to strengthening the FBG such as "FBG supported in <i>developing...</i> " or "Transparent and internationally recognized auditing and reporting standards/protocols <i>developed</i> "
	1.3. Pre-requisite due diligence and compliance procedures verified and formalised, and the FBG endowment capitalised with an initial investment of USD 7,365,248 through direct investment by the project and its co-financiers, and further enriched in a staggered approach in line with fundraising strategy	Output 1.3. The second part of the sentence relating to the initial capitalization of the endowment fund is not under direct control of the project and is rather an outcome of the project
	1.4. FBG's assets management capacity is optimized to reflect the regular oversight of investment performance, as well as an appropriate risk strategy and balanced diversification of its investments portfolio, ensuring the latter is socially and environmentally responsible	Output 1.4. is clearly formulated although comprising unnecessary details in the sentence
	1.5. Comprehensive fundraising/ capitalisation strategy in place involving FBG and other key stakeholders	Output 1.5. is clearly formulated
	1.6. Strong communication and public relations strategy implemented, ensuring ongoing conversations with national and international partners and minimizing risk of government interference while creating ownership.	Output 1.6. is clearly formulated although comprising unnecessary details in the sentence
2. PA and buffer zone management in Cantanhez NP	2.1. Operational capacities of CNP consolidated to permit compliance with at least basic functions [...]	Output 2.1. is clearly formulated as an output although comprising details reflecting the activities of the output in the sentence which were not included here
	2.2. Strengthened institutional capacity of DGFF and IBAP for effective oversight of land use and threat reduction in PA buffer zones and related forest areas [...]	Output 2.2. is clearly formulated as an output although comprising details reflecting the activities of the output in the sentence which were not included here
	2.3. Local community involvement in and collaboration with PA and forest management improved	Output 2.3. is clearly formulated
	2.4. Management and business plans for CNP and connected buffer zones and ecological corridors updated/produced	Output 2.4. is clearly formulated
	2.5 Biodiversity-friendly economic activities developed by local communities	Output 2.5. is clearly formulated

## Annex 6. Achievement of targets from the results framework

Achievement level of targets in the results framework colour coding:

Exceeded	Achieved	Partly achieved	Not achieved	Cannot be evaluated
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Level of indicator	Description of Indicator	Baseline Level	End of project target level	Level of achievement based on the latest data available
Objective level	(1) UNDP IRRF 1.3.1.A.1.1. Number of new partnership mechanisms with funding for sustainable management solutions of natural resources, ecosystem services, chemicals and waste at national and/or sub-national level	FBG partly operational and without endowment capital or other income	FBG fully operational, capitalised with at least USD 7,365,248, using also the national financing mechanism – the EU Fisheries Agreement and the REDD carbon sales from CNP	FBG is fully operational and structured, capitalised with EUR 7,980,181 <sup>28</sup> (= ~USD 8,711,166.46) among which EUR 2,521,801 from the REDD+ mechanism not yet allocated even if planned – as of June 2023
	(2) UNDP IRRF 2.5.1.C.1.1: Extent to which institutional frameworks are in place for conservation, sustainable use, and/or access and benefit sharing of natural resources, biodiversity and ecosystems	0	Missing institutional frameworks established	The Foundation subscribed to the VERRA registry to market the REDD+ Project  IBAP and FBG put in place an MOU clarifying the complementarity and synergy of the two institutions in terms of joint Fundraising <sup>29</sup> .  FBG and IBAP collaborated with the PRCM ( <i>Partenariat Régional pour la conservation de la zone Cotière et Maritime en Afrique de l'Ouest</i> ) and

<sup>28</sup> Information provided by the FBG in June 2023

<sup>29</sup> Information provided through interviews

Level of indicator	Description of Indicator	Baseline Level	End of project target level	Level of achievement based on the latest data available
				submitted proposals to the Blue Action Fund call for West Africa <sup>30</sup> .
	(3) Change in the financial sustainability of the SNAP according to that established through the total average score in the UNDP/GEF Sustainability Scorecard	34%	50%	As of March 2023, the financial sustainability of the SNAP remained at 34% <sup>31</sup>
	(4) Change in the management effectiveness of the CNP as measured through the METT scorecard	57	77 (19.6% increase)	Exceeded in 2021 and equal to a score of 81 (= 84.38% of the METT total score) (increase of 27.38%) <sup>32</sup>
Outcome 1	(5) Capitalization of the endowment of the FBG after 4 years	0 USD	At least USD 7,365,248 (21% of overall Endowment of USD 34.88 million [EUR 28 million] envisaged).	<p>The capitalization of the endowment of the FBG as of 2021 Endowment status was only USD3,925,028 or 11.2% of overall endowment value of EUR 28 million (USD 34.88 million)<sup>33</sup>.</p> <p>Nevertheless, with the project extensions and transfer to CI the amount capitalised was of EUR 7,980,181 in June 2023 resulting in 28.9% of overall endowment value of EUR 28 million (by 2031)</p> <p>Of the donor commitments during the first seed of capital fundraising round, the FBG received in EUR:</p> <ul style="list-style-type: none"> <li>- MAVA: 4,300,000</li> <li>- GOV/EU: 423,808</li> <li>- FFEM: 1,000,000</li> <li>- IBAP (REDD+ revenue): 1,067,770</li> <li>- CI-GEF: 1,294,349</li> </ul>

<sup>30</sup> Information provided through interviews

<sup>31</sup> GEF financial sustainability tracking tool

<sup>32</sup> METT scorecard

<sup>33</sup> PIR2021

Level of indicator	Description of Indicator	Baseline Level	End of project target level	Level of achievement based on the latest data available
				- Other: 275 <sup>34</sup> An additional amount of EUR 2,521,801 is a potential amount, not yet allocated to the endowment fund and awaiting a “benefit sharing agreement” between the FBG, IBAP, the government and community development activities <sup>35</sup>
	(6) Change in the percentage of SNAP recurrent costs supported by endowment revenues	<i>(not set or not applicable)</i>	30%	Based on the GEF financial sustainability scorecard, the annual financing gap for basic management scenarios in 2023 was of EUR 6,345,154. With about EUR 200,000 from the endowment fund interests which went to the SNAP in per year in 2022 and 2023 this is equivalent to about 3% of the basic management scenarios needs
	(7) Change in the number and variety of revenue sources used across the PA system as measured in the UNDP/GEF Sustainability Scorecard (Component 3, Element 1)	33%	50%	Scorecard: In March 2023 the score for Component 3, element 1 was of 25% PIRFY2021: The sources of income of SNAP are diverse, but the values still not sufficient to support the functioning of the SNAP. Sources include: - FBG Grants through FFEM financing; - Carbon credit - Sport fishing fee (boat and fishermen); - Observation and entrance fees (Hippopotamus in the PNO in Orango; Sea turtles in a pole in JoãoVieira and Poilão; Chimpanzee in the PNC

<sup>34</sup> Information provided by the FBG

<sup>35</sup> Information provided through interviews

Level of indicator	Description of Indicator	Baseline Level	End of project target level	Level of achievement based on the latest data available
				<p>in Cantanhéz; birds in the Bijagos; Mangrove in the PNTC in Cacheu)</p> <ul style="list-style-type: none"> <li>- Cruise Rate in the Biosphere Reserve of the Bolama-Bijagós Archipelago;</li> <li>- Payment for accommodation at the park headquarters;</li> <li>- Fines for offenses related to fishing, hunting, etc.</li> </ul> <p>As mentioned above, in terms of value, it is still too low to support SNAP's running costs.</p> <p>Based on data collected during interviews, negotiations are underway with some specialized companies to choose the best options for selling the carbon evaluated in the PNC and PNTC (Natural Park of Tarrafes de Cacheu)</p>
Outcome 2	(8) Existence of PA headquarters with functional office facilities and basic equipment and logistics	No functional office facilities	PA headquarter has functional office facilities	Headquarters of the CNP operational and functional, equipped (furniture, solar system, water network...) and is already being used by the park's structures as part of the management and conservation activities of the CNP <sup>36</sup>
	(9) Degree of illegal utilisation of key plant species of commercial value as recorded in CNP and its buffer zones per year, to include at least <ul style="list-style-type: none"> <li>• Red mangrove or "Mangal/Tarafe" (Rhizophora mangle)</li> <li>• "Pó de sangue" (Pterocarpus erinaceus)</li> <li>• African fan palm or "Cibe" (Borassus aethiopicum)</li> </ul>	The final list of species to be considered and the baseline values will be established during the first year of project implementation	Target values will be established during the first year of project implementation	<p>Baseline and target values not defined at project design stage and during implementation.</p> <p><u>PIRFY2020 and PIRFY2021:</u></p> <p>Illegal activities in relation to fauna and flora have experienced a considerable decrease according to the CNP management and IBAP.</p>

<sup>36</sup> PIR2021

Level of indicator	Description of Indicator	Baseline Level	End of project target level	Level of achievement based on the latest data available
	<ul style="list-style-type: none"> <li>• African mahogany or “Bissilão” (<i>Khaya senegalensis</i>)</li> <li>• “Poilão” (<i>Ceiba pendandra</i>)</li> </ul>			<p>Regarding flora, there have been some cases of illegal exploitation of “Cybe” African Fan Palm (<i>Borassus aethiopicum</i>) by non-residents.</p> <p>In the northern periphery of the park, there have been some charcoal production activities, an activity also prohibited within the park, but which is being stimulated due to the existing demand in some communities near the park, such as Vila of Mampata and Quebo.</p>
	<p>(10) Level of poaching recorded in CNP and its buffer zones per year, using as proxy indicators</p> <ul style="list-style-type: none"> <li>• Campbell's mona monkey or “Macaco Mona” (<i>Cercopithecus (mona) campbelli</i>)</li> <li>• Bay duiker or “Cabra de mato” (<i>Cephalophus dorsalis</i>)</li> <li>• Bushbuck or “Gazela” (<i>Tragelaphus scriptus</i>)</li> <li>• Crested porcupine or “Porco espinho” (<i>Hystrix cristata</i>)</li> <li>• Warthogs or “Porco de Mato” (<i>Phacochoerus africanus</i>)</li> </ul>	<p>The final list of species to be considered and the baseline values will be established during the first year of project implementation</p>	<p>Target values will be established during the first year of project implementation</p>	<p>Baseline and target values not defined at project design stage and during implementation but only during the second half of 2021 when the project ended.</p> <p>The information below was collected from the PIRFY2021. However, it should be noted that the information provided could not be confirmed as quantitative data from the faunal inventory was not shared with the evaluator. In addition, based on the field mission data, since the project activities ended, the monitoring and management activities of the CNP have somewhat decreased and are not implemented on a regular basis.</p> <p><u>PIRFY2021:</u></p> <p>The regular and routine presence of the park rangers has considerably reduced illegal hunting and that is summed up in a few cases where mostly non-resident hunters were apprehended. On the contrary, there is an increasing qualitative and quantitative presence demonstrated by the research actions in the field through the use of trap cameras and observation records. On the other hand human-wildlife conflicts have increased due to the</p>



Level of indicator	Description of Indicator	Baseline Level	End of project target level	Level of achievement based on the latest data available
				<p>considerable increase in the population of some species, namely chimpanzees and buffaloes.</p> <p>The good condition of the fauna was also marked by the frequent observation and recording of the presence of elephants in the northern part of the park and in the Cuntabane-Quebo Corridor that connects Cantanhéz to Dulombi National Park, a case that had not happened for decades.</p> <p>The park's biggest concern is in relation to illegal fishing activities, especially by foreign fishermen, given the proximity of the border. 39 maritime inspection missions were carried out in 2020, in which 81 canoes were seized, all of them using monofilament nets, the use of which is prohibited nationally and throughout Western Africa due to the damage caused to marine fauna.</p> <p>In 2021: 24 outings that resulted in the seizure of 111 monofilament nets of resident fishermen, 06 "mpande" nets (traditional nets), 20 mosquito nets (for juvenile shrimp fishing) and the seizure of 01 pirogue. There is an increase in the use of fishing gear unsuited to good fishing practices due to the situation of hunger, caused by the pandemic and poor agricultural campaign in which there was a lot of flooding of rice fields close to rivers, estuaries and the sea due to the impacts of climatic factors;</p> <p>In 2020-2021 were captured: 3 guns (12 caliber); and 1 traditional shotgun.</p>
	<p>(11) Number (or size) of wildlife populations recorded in CNP, to include at least</p> <ul style="list-style-type: none"> <li>• Leopard (<i>Panthera pardus</i>)</li> </ul>	<p>The final list of species to be considered and the baseline values will be established</p>	<p>Target values will be established during the first year of project implementation</p>	<p>Cannot be evaluated as the fauna inventory, which should have been carried out in May 2020 (already late in the project implementation process), was postponed to 2021, mainly due to the pandemic. A consultant was then recruited to support the</p>

Level of indicator	Description of Indicator	Baseline Level	End of project target level	Level of achievement based on the latest data available
	<ul style="list-style-type: none"> <li>West African Manatee or “Pis-Bus/Manatim” (<i>Trichechus senegalensis</i>)</li> <li>West African Red Colobus or “Macaco Fidalgo vermelho” (<i>Piliocolobus badius temminckii</i>)</li> <li>Chimpanzee (<i>Pan troglodytes</i>)</li> <li>Hippopotamus (<i>Hippopotamus amphibius</i>)</li> <li>Buffalo (<i>Syncerus caffer</i>)</li> </ul>	during the first year of project implementation		realization of the mammal inventory in CNP but the specific details of the mammal inventory were not shared with the evaluator.
	(12) Number of staff (including women) from IBAP, DGFF, local community members trained for effective oversight of land use and threat reduction in PA buffer zones	<i>(not set or not applicable)</i>	At least 50	<p>As of 2020, 52 people were trained. The following training sessions were held on participatory governance and data collection for the Monitoring and Follow-up System (42 men and 12 women)<sup>37</sup>:</p> <ul style="list-style-type: none"> <li>➤ introduction to the SNAP monitoring system, forms for the collection of PNC indicators and methods of collecting fauna information in tracts (1 Park Guards and 16 collaborators);</li> <li>➤ On methods of collecting data on Chimpanzees and entry in the database (10 men and one woman) in partnership with the Darwin Project "Promoting public health in a biodiverse agroforest landscape in Guinea-Bissau"</li> <li>➤ General training and awareness of COVID 19 and health protection measures</li> </ul> <p>Training activities were then considerably reduced due to the Covid-19 pandemic situation and the sanitary and contingency measures that were</p>

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<sup>37</sup> PIRFY2020

Level of indicator	Description of Indicator	Baseline Level	End of project target level	Level of achievement based on the latest data available
				<p>decided by the Government since the beginning of 2020<sup>38</sup>. These included</p> <ul style="list-style-type: none"> <li>➤ Training in Management of Chimpanzees and other Primates and Epizootic Surveillance in Guinea-Bissau for 10 from DGFF and veterinary technicians.</li> <li>➤ Training of 30 trainers (12 women) of improved fires in three communities in the park.</li> <li>➤ One (1) PNC guard participated in training in Buba for monitoring and collection of elephant droppings as part of the elephant project that will be implemented in 2021 at the level of 3 parks, involving 3 guards and 3 employees from the parks of Cantanhez, Cufada and Dulombe.</li> </ul>
	(13) Existence of PA and buffer zone management bodies which involve key stakeholders: IBAP, DGFF, and local stakeholders (community councils, CSOs, NGOs)	No (Existence of CNP management council but does not address management in buffers zones)	Yes	<p>There is a PNC Management Council that meets four (4) times a year, twice strictly with local partners and twice extended to include representatives from different state structures at the central level to monitor, discuss and decide on the development of the PNC<sup>39</sup></p> <p>In order to maintain the participatory and concerted dynamic between the key players in the management of the park and to avoid large concentrations of people, regular meetings were held with the administrative and traditional authorities of the Tombali region, including: the Governor of the Tombali Region, the administrators of Bedanda, Cacine and Quebo; the Command of the Brigade for the Protection of Nature and Environment (BPNA)</p>

<sup>38</sup> PIRFY2022

<sup>39</sup> PIRFY2020

Level of indicator	Description of Indicator	Baseline Level	End of project target level	Level of achievement based on the latest data available
				<p>and the 5 chiefs representing the traditional power that makes up the perimeter of Cantanhez<sup>40</sup>.</p> <p>Furthermore, in 2022, different meetings were organised:</p> <ul style="list-style-type: none"> <li>➤ one with the program manager and park team (total 18 people including one woman);</li> <li>➤ one with the chief of Cadique, representing the chiefs of Cantanhez, attended by 14 people (of these 6 park personnel and one woman) including members of the delegation.</li> <li>➤ one between the Program Officer with the administrator where 9 people were present including the delegation team and drivers, 2 elements of the National Guard and the Administrator himself;</li> </ul> <p>Furthermore, the project steering committee meeting took place in 2022. It should be noted that 31 participants were present (of which 4 were women).</p>
	<p>(14) Level of satisfaction of local community members (differentiated by gender) collaborating with PA and forest management. Indicative assessment categories:</p> <ul style="list-style-type: none"> <li>• Highly Unsatisfactory</li> <li>• Unsatisfactory</li> <li>• Moderately Unsatisfactory</li> <li>• Moderately Satisfactory</li> <li>• Satisfactory</li> </ul>	<p>Baseline will be established during the first year of project implementation</p>	<p>Target will be established during the first year of project implementation</p>	<p>As of PIRFY2021: Moderately satisfactory</p> <p>During field mission, information provided during the field mission led also to the conclusion that the collaboration with the CNP management had somewhat improved but still remains limited, as there are still many challenges to address. Collaboration tools are in place and enable stakeholders to meet but not a regular basis.</p>

<sup>40</sup> PIRFY2022

Level of indicator	Description of Indicator	Baseline Level	End of project target level	Level of achievement based on the latest data available
	<ul style="list-style-type: none"> <li>• Highly Satisfactory</li> </ul> <p>(15) Increase in cash or in-kind benefits returned to local communities (beneficiaries differentiated by gender) as a result of biodiversity-friendly economic activities</p>	Baseline will be established during the first year of project implementation	Target will be established during the first year of project implementation	<p>PIRFY2021</p> <p>The benefits are varied and come mainly from the benefits and services of ecosystems and biodiversity although not all of these benefits can be translated into monetary values. In the meantime, some actions were developed in partnership with the EU-funded GCCA project precisely to improve household income, especially: - Palm oil production for seven villages (Camecote, Cambequw, Catchamba Balanta, Santa Clara, Cafal Balanta, Hafia and Cauntchingue) , benefiting 207 people (163 women); - Rice husking maquibas for two villages (Canamina and Caiquene) benefiting 798 people (597 women). This activity lightens the work of women, as the husking of rice, which is traditionally handmade and is the exclusive work of women. The introduction of the peeler allows women to save time for other activities; - Beekeeping in three villages (Cambeque, Darsalam and Catchamba Pepel) benefited 9 men; - Horticulture in three villages (Daresalam, Madina lemberem and lemberem) benefited 124 women; - Production of solar salt in a village (Caiquene) benefited 52 women; - Soap production in a village (Catomboi) benefited 33 people, 30 women; - Recycling of materials (plastic bags, cloths, ears of corn, etc.) and dyeing in lemberem benefiting 18 women; - Ostriculture in two tabancas (Melo-Condeire and Cambequ island benefiting 15 women<sup>41</sup></p>

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<sup>41</sup> PIR2021

Level of indicator	Description of Indicator	Baseline Level	End of project target level	Level of achievement based on the latest data available
	(16) Management and business plan for CNP and buffer zones updated and under implementation	Management plan: Outdated Business plan: Preliminary	Management plan: Updated Business plan: Yes	<p>- The previously updated management plan is being implemented; the business plan should also be updated in collaboration with the West African Marine Protected Areas Network (RAMPAO) in August 2021<sup>42</sup></p> <p>- PNC management plan and internal regulations have been updated and disseminated within communities. A PNC business plan was elaborated in the next months based on the information being collected<sup>43</sup></p> <p>Field mission interviews and direct observation revealed that it was done. It provides a brief description of CNP's flora and fauna, and the threats to biodiversity ; the state of vegetation cover based on the situation in 2006 up to 2017 ; and proposals for sustainable forest management. However it does not include a zoning proposal for the park and therefore it is not possible to physically delimit the park on the ground. Additionally, the park management's objective focuses solely on forest management without considering the socio-economic development objectives of the communities living in the park. Hence, it does not provide an integrated park management strategy that takes into account the challenges of natural resource conservation and community development in the park.</p>

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<sup>42</sup> PIR2021

<sup>43</sup> PIRFY2020

## Annex 7. Field mission plan and number of people interviewed

Date	Village	Number of people attending	F	H	Organizations
07/07/23	Camecot	8		8	PNC Park Manager Park guard
08/07/23	Iémbérem	17		17	Régulo (1) Imam (1), Djarga (3) Village Committee (1) Youth Association (4) Community members (7)
08/07/23	Iémbérem	3		3	TV Director Director of Community Radio <i>Lamparã</i> Radio Editor
08/07/23	Amedalhai/Missará	19	18		Women's Gardening Group
09/07/23	Caiquêné	22	22		Women producers Group of Solar salt
09/07/23	Catomboi	8	6	2	Women producers Group of local soap (6) Local hosts (2)
10/07/23	Cambéque	28	9	19	Palm oil producers (9) Young associates (19)
10/07/23	Iémbérem	1		1	Representative of the AD NGO
10/07/23	Camecot	11		11	Park rangers PNC
<b>Total</b>		<b>116</b>	<b>62</b>	<b>54</b>	

## Annex 8. Interview Protocols.

Questions in the interview protocols are based on the key strategic questions and the evaluation matrix and are open ended. They are aimed at leading a fluid conversation on project implementation. Questions will guide interviews, but it is not expected that every interviewee will be able to respond to all questions given time limitations of the interview. Interviews are conducted in confidentiality and responses are considered anonymous (interviewees will be asked in advance if they can be quoted in the report). Respondents will not be quoted in the report without permission. Answers will be analysed and presented in an aggregated form. Answers will be used to triangulate other sources of information.

The following are interview guides structured for each type of project stakeholder (i.e., GEF operational focal point, implementation agency, executing agency, co-financer, project management unit (PMU), participant: Community member, CSO, NGO, or Academia), which were developed drawing on the evaluation matrix (Annex 4). These protocols are indicative, and they can be adjusted to fit the profile of each interviewee. Additional questions might be added to the protocols to explore emerging themes.

The protocol for each stakeholder interviewed will include a heading as follow for Baastel internal informing purposes:

Interview	Information
Interviewee's full name:	
Organization:	
Position:	
Period of involvement in project:	
Nature of involvement in project:	
Interview date:	

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### Interview protocol for GEF Operational Focal Point

#### Relevance:

1. To what extent was the project consistent with GEF focal areas and operational program strategies?
2. How clear and logically integrated were the project objectives, outcomes, outputs, and activities?
3. Which other interventions the project complementing to seek synergies with other donors?

#### Effectiveness:

4. What was the progress in achieving the targets set out in the GEF Monitoring Tool and the GEF core indicators?
5. What actors and/or factors have enabled or hindered the achievement of expected outputs and outcomes?
6. Have there been any unintended results (positive or negative)? Please explain

#### Efficiency:

7. Did the leveraging of funds (co-financing) occur as planned?



- a. How did this affect project progress?
8. To what extent were financial resources used efficiently?
  - a. How could have they been used more efficiently?
9. How efficient was the performance of the implementing entities/agencies (UNDP and CI), including executing arrangements, work planning, procurement processes, and project monitoring?
10. How was the quality of the developed risk mitigation strategies?
  - a. Have they been sufficient?
11. To what extent were safeguard measures (including the grievance mechanism) effectively implemented?

#### M&E System:

12. To what extent was information on specified indicators and relevant GEF focal area tracking tools gathered in a systematic manner?

#### Sustainability:

13. To what extent do financial, socio-political, institutional, environmental, or other factors affect (positively or negatively) the sustainability of the project?

#### Impact:

14. To what extent did the project contribute to the financial sustainability of the PA system in Guinea-Bissau?
15. To what extent did the project contribute to the satisfaction of local community members who collaborated with PA and forest management?
16. Through what process did the impacts occur: continuity, mainstreaming, replication, scaling-up and market change?

Do you have any other remarks and/or lessons-learned that you would like to add before finishing the interview?

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#### Interview protocol for CI

##### Relevance:

1. To what extent were the project's objectives/components consistent with CI's focal areas, operational strategies, and priorities?
2. How clear and logically integrated were the project objectives, outcomes, outputs, and activities?
3. To what extent were the project objectives feasible and realistic given the time and budget available?
4. Was the project complementing other interventions to seek synergies with other donors?

##### Effectiveness:

5. Were there any changes in the results framework (including expected outputs and outcomes) after the beginning of implementation?
6. To what extent did the project make progress in achieving the goals set out in the results framework?
7. What was the progress in achieving the targets set out in the GEF Monitoring Tool and the GEF core indicators?

8. What actors and/or factors enabled or hindered the achievement of expected outputs and outcomes?
9. Were there any unintended results (positive or negative)?

#### Efficiency:

10. Was there any difference between planned and actual expenditures? Why?
11. Did the leveraging of funds (co-financing) occur as planned? How did this affect project progress?
12. To what extent were there adequate accounting and financial systems in place for project management and the production of accurate and timely financial information?
13. How efficient was the performance of the executing entities/agencies (FBG, IBAP and DGFF), including executing arrangements, work planning, procurement processes, and project monitoring?
14. Were all relevant risks identified in the Project Document?
  - a. How well have new risks been identified?
15. How was the quality of the developed risk mitigation strategies?
  - a. Have they been sufficient?
16. Were safeguard plans designed in a timely manner?
17. Were safeguard measures (including the grievance mechanism) effectively implemented?
18. Were there any changes to the risks identified in the safeguards form and safeguard plans?
19. To what extent was community involvement and engagement integrated into project activities?
20. To what extent was the gender perspective integrated into project design, implementation, and monitoring?

#### M&E System:

21. Did the M&E plan (included in the ProDoc) prove adequate?
22. Were adequate resources budgeted for M&E activities?
  - a. Were they sufficient at the implementation stage?
23. Were any adjustments made to the M&E plan?

#### Sustainability:

17. To what extent do financial, socio-political, institutional, environmental, or other factors affect (positively or negatively) the sustainability of the project?

#### Impact:

24. To what extent did the project contribute to the financial sustainability of the PA system in Guinea-Bissau?
25. To what extent did the project contribute to reducing pressure and loss of key West African habitats and biodiversity, and increasing connectivity?
26. To what extent did the project contribute to the satisfaction of local community members who collaborated with PA and forest management?
27. To what extent did the project contribute to the development of biodiversity-friendly economic activities?
28. Through what process did the impacts occur: continuity, mainstreaming, replication, scaling-up?

Do you have any other remarks and/or lessons-learned that you would like to add before finishing the interview?

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## Interview protocol for UNDP

### Relevance:

1. To what extent were the project objectives feasible and realistic given the time and budget available?
2. Was the project complementing other interventions to seek synergies with other donors? If yes, which ones

### Effectiveness:

3. To what extent did the project make progress in achieving the goals set out in the results framework?
4. What actors and/or factors enabled or hindered the achievement of expected outputs and outcomes?
5. Were there any unintended results (positive or negative)?

### Efficiency:

6. Was there any difference between planned and actual expenditures? Why?
7. Did the leveraging of funds (co-financing) occur as planned? How did this affect project progress?
8. To what extent were there adequate accounting and financial systems in place for project management and the production of accurate and timely financial information?
  - a. If not, how could have they been used more efficiently?
9. How efficient was the performance of the executing entities/agencies (FBG, IBAP and DGFF), including executing arrangements, work planning, procurement processes, and project monitoring?
10. Were all relevant risks identified in the Project Document?
  - b. How well have new risks been identified?
11. Were risk mitigation strategies sufficient?
12. Were safeguard measures (including the grievance mechanism) effectively implemented?
13. To what extent was community involvement and engagement integrated into project activities?
14. To what extent was the gender perspective integrated into project design, implementation, and monitoring?

### M&E System:

15. Were adequate resources budgeted for M&E activities?
  - c. Were they sufficient at the implementation stage?
16. Were any adjustments made to the M&E plan?

### Sustainability:

17. To what extent do financial, socio-political, institutional, environmental, or other factors affect (positively or negatively) the sustainability of the project?

### Impact:

18. To what extent did the project contribute to the financial sustainability of the PA system in Guinea-Bissau, before UNDP left the project?
19. To what extent did the project contribute to reducing pressure and loss of key West African habitats and biodiversity, and increasing connectivity, before UNDP left the project?
20. To what extent did the project contribute to the satisfaction of local community members who collaborated with PA and forest management, before UNDP left the project?

21. To what extent did the project contribute to the development of biodiversity-friendly economic activities before UNDP left the project?
22. Through what process did the impacts occur: continuity, mainstreaming, replication, scaling-up?

Do you have any other remarks and/or lessons-learned that you would like to add before finishing the interview?

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### Interview protocol for FBG

#### Relevance:

1. To what extent were the project objectives feasible and realistic given the time and budget available?
2. Was the project complementing other interventions to seek synergies with other donors? If yes, which ones

#### Effectiveness:

1. Were there any changes in the results framework (including expected outputs and outcomes) after the beginning of implementation?
2. To what extent did the project make progress in achieving the goals set out in the results framework?
3. How would you describe the quality of the outputs and outcomes achieved (of component 1)?
4. What actors and/or factors enabled or hindered the achievement of expected outputs and outcomes (of component 1)?
5. Were there any unintended results (positive or negative)?

#### Efficiency:

6. Did the leveraging of funds (co-financing) occur as planned?
  - a. How did this affect project progress?
  - b. How did the endowment capitalization process occur with UNDP as the implementing agency?
  - c. How did the endowment capitalization process occur with CI as the implementing agency?
7. To what extent were there adequate accounting and financial systems in place for project management and the production of accurate and timely financial information?
  - a. If not, how could have they been used more efficiently?
8. How efficient was the performance of the implementing entities/agencies (UNDP and CI) (including executing arrangements, work planning, procurement processes, and project monitoring)?
9. Were all relevant risks identified in the Project Document?
  - a. How well have new risks been identified?
10. How was the quality of the developed risk mitigation strategies?
  - a. Were they sufficient?

#### M&E System:

11. Did the M&E plan (included in the ProDoc) prove adequate?
12. Were adequate resources budgeted for M&E activities?
  - a. Were they sufficient at the implementation stage?

13. Were any adjustments made to the M&E plan?

Sustainability:

14. To what extent do financial, socio-political, institutional, environmental, or other factors affect (positively or negatively) the sustainability of the project?

Impact:

15. To what extent did the project contribute to strengthening the financial sustainability of the PA system in Guinea-Bissau?

16. Through what process did the impacts occur: continuity, mainstreaming, replication, scaling-up?

Do you have any other remarks and/or lessons-learned that you would like to add before finishing the interview?

Interview protocol for IBAP

Relevance:

1. To what extent were the project objectives feasible and realistic given the time and budget available?
2. Was the project complementing other interventions to seek synergies with other donors? If yes, which ones

Effectiveness:

1. To what extent did the project make progress in achieving the goals set out in the results framework?
2. How would you describe the quality of the activities and outputs (of component 2) in regards to:
  - a. community activities planned and implemented (community surveillance and enforcement; the development of biodiversity-friendly economic activities)?
  - b. park activities planned and implemented (primary operational logistics and equipment, and trainings; Management and business plans for CNP and connected buffer zones and ecological corridors updated/produced; prioritisation of management activities and allocation of funds by IBAP, DGFF or other governmental institutions)?
3. What actors and/or factors enabled or hindered the achievement of expected outputs and outcomes (of component 2)?
4. Were there any unintended results (positive or negative)?
5. To what extent was the knowledge management carried out, based on the capacity development plan mentioned in the ProDoc?

Efficiency:

6. Was there any difference between planned and actual expenditures? Why?
7. How efficient was the performance of the implementing entities/agencies (UNDP and CI), including executing arrangements, work planning, procurement processes, and project monitoring?
8. Were there any communication channels implemented with DGFF? Can you describe them?
9. Were all relevant risks identified in the Project Document?
  - a. How well have new risks been identified?
10. How was the quality of the developed risk mitigation strategies?

- a. Have they been sufficient?
11. Were safeguard measures (including the grievance mechanism) effectively implemented?
12. Were there any changes to the risks identified in the safeguards form and safeguard plans?
13. To what extent was community involvement and engagement integrated into project activities?
14. To what extent was the gender perspective integrated into project design, implementation, and monitoring?

#### M&E System:

15. Did the M&E plan (included in the ProDoc) prove adequate?
16. Were adequate resources budgeted for M&E activities?
  - a. Were they sufficient at the implementation stage?
17. Were any adjustments made to the M&E plan?

#### Sustainability:

18. To what extent do financial, socio-political, institutional, environmental, or other factors affect (positively or negatively) the sustainability of the project?

#### Impact:

19. To what extent did the project contribute to reducing pressure and loss of key West African habitats and biodiversity, and increasing connectivity?
20. To what extent did the project contribute to the satisfaction of local community members who collaborated with PA and forest management?
21. To what extent did the project contribute to the development of biodiversity-friendly economic activities?
22. Through what process did the impacts occur: continuity, mainstreaming, replication, scaling-up?

Do you have any other remarks and/or lessons-learned that you would like to add before finishing the interview?

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### Interview protocol for DGFF

#### Relevance:

1. How clear and logically integrated were the project objectives, outcomes, outputs, and activities?
2. To what extent were the project objectives feasible and realistic given the time and budget available?
3. Was the project complementing other interventions to seek synergies with other donors?  
If yes, which ones

#### Effectiveness:

4. Were there any changes in the results framework (including expected outputs and outcomes) after the beginning of implementation?
5. To what extent did the project make progress in achieving the goals set out in the results framework?
6. How would you describe the quality of the activities and outputs (of component 2) in regards to:
  - a. community activities planned and implemented (community surveillance and enforcement; the development of biodiversity-friendly economic activities)?

- b. park activities planned and implemented (primary operational logistics and equipment, and trainings; Management and business plans for CNP and connected buffer zones and ecological corridors updated/produced; prioritisation of management activities and allocation of funds by IBAP, DGFF or other governmental institutions)?
7. What actors and/or factors enabled or hindered the achievement of expected outputs and outcomes (of component 2)?
  8. Were there any unintended results (positive or negative)?
  9. To what extent was the knowledge management carried out, based on the capacity development plan mentioned in the ProDoc?

#### Efficiency:

10. Was there any difference between planned and actual expenditures? Why?
11. How efficient was the performance of the implementing entities/agencies (UNDP and CI), including executing arrangements, work planning, procurement processes, and project monitoring?
12. Were there any communication channels implemented with IBAP? Can you describe them?
13. Were all relevant risks identified in the Project Document?
  - a. How well have new risks been identified?
14. How was the quality of the developed risk mitigation strategies?
  - a. Have they been sufficient?
15. Were safeguard measures (including the grievance mechanism) effectively implemented?
16. Were there any changes to the risks identified in the safeguards form and safeguard plans?
17. To what extent was community involvement and engagement integrated into project activities?
18. To what extent was the gender perspective integrated into project design, implementation, and monitoring?

#### Sustainability:

19. To what extent do financial, socio-political, institutional, environmental, or other factors affect (positively or negatively) the sustainability of the project?

#### Impact:

20. To what extent did the project contribute to reducing pressure and loss of key West African habitats and biodiversity, and increasing connectivity?
21. To what extent did the project contribute to the satisfaction of local community members who collaborated with PA and forest management?
22. To what extent did the project contribute to the development of biodiversity-friendly economic activities?
23. Through what process did the impacts occur: continuity, mainstreaming, replication, scaling-up?

Do you have any other remarks that you would like to add before finishing the interview?

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#### Interview protocol for local stakeholders in the area of CNP

#### Relevance:

1. To what extent was the project consistent with biodiversity conservation priorities of the national government of Guinea Bissau?

2. To what extent was the project consistent with biodiversity conservation priorities of local governments?
3. To what extent was the project consistent with biodiversity conservation priorities of Cantanhez NP?
4. To what extent was the project consistent with needs of local communities located around CNP and its buffer zone?
5. To what extent were project interventions (activities and outcomes) clearly identified and communicated?
6. How did the project activities (outcomes) align with your organization's line of action?

#### Effectiveness:

7. How would you describe the quality of the activities and outputs (of component 2) in regards to:
  - a. community activities planned and implemented (community surveillance and enforcement; the development of biodiversity-friendly economic activities)?
  - b. park activities planned and implemented (primary operational logistics and equipment, and trainings; Management and business plans for CNP and connected buffer zones and ecological corridors updated/produced; prioritisation of management activities and allocation of funds by IBAP, DGFF or other governmental institutions)?
8. What external actors and/or factors enabled or hindered the achievement of expected results?
9. Were there any unintended results (positive or negative)?

#### Efficiency:

10. How was the project's communication channels with you or your organization?
11. What consent and/or local planning processes took place?
  - a. Who participated?
12. Were there any major setbacks in the communication or cooperation between the project and your organization?
13. To what extent were safeguards plans communicated to you or your organization in a timely manner?
14. Were you aware of a grievance mechanism?
  - a. Was it implemented effectively?
  - b. Was it activated at any time during your involvement with the project?
15. To what extent was community involved and engages into project activities?  
To what extent was the gender perspective integrated into the project implementation and/or monitoring?

#### Sustainability:

16. To what extent do financial, socio-political, institutional, environmental, or other factors affect (positively or negatively) the sustainability of the project?

#### Impact:

17. To what extent did the project contribute to the financial sustainability of Guinea Bissau's PA system?
18. To what extent did the project contribute to reducing pressure and loss of key West African habitats and biodiversity, and increasing connectivity?
19. To what extent did the project contribute to the satisfaction of local community members who collaborated with PA and forest management?



Do you have any other remarks and/or lessons-learned that you would like to add before finishing the interview?

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# Baastel

30 Years Promoting  
Sustainable Development

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