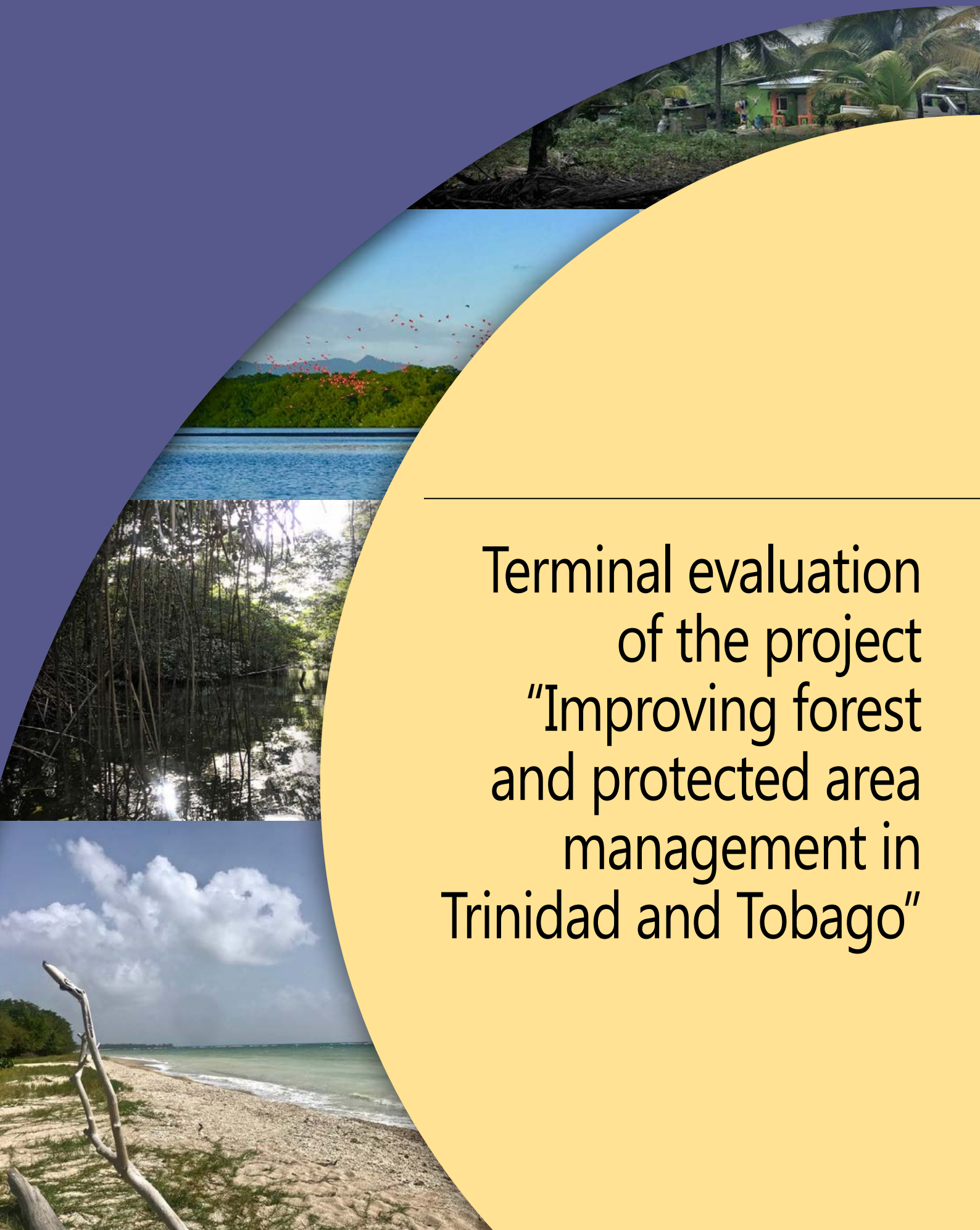




Food and Agriculture  
Organization of the  
United Nations

Project Evaluation Series  
08/2020



# Terminal evaluation of the project "Improving forest and protected area management in Trinidad and Tobago"



**Project Evaluation Series  
08/2020**

**Terminal evaluation of  
the project  
“Improving forest and  
protected area management in  
Trinidad and Tobago”**

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## **Acronyms and abbreviations**

FAO	Food and Agriculture Organization of the United Nations
FPAMA	Forest and Protected Areas Management Authority
GEF	Global Environment Facility
IFPAM	Improving forest and protected area management in Trinidad and Tobago
KAP	Knowledge, attitudes and practices
M&E	Monitoring and evaluation
NGO	Non-governmental organization
THA	Tobago House of Assembly

# Executive summary

## Introduction

1. This report presents the main findings from the terminal evaluation of the project “Improving forest and protected area management in Trinidad and Tobago” (IFPAM). The project, funded by the Global Environment Facility (GEF) and implemented by the Food and Agriculture Organization of the United Nations (FAO), sought to conserve globally important biodiversity and ecosystems in the Republic of Trinidad and Tobago. The evaluation’s main purpose is to provide accountability to the donor, the implementing agency, the Government of the Republic of Trinidad and Tobago and key stakeholders. Being a terminal evaluation, the assessment focuses on results achieved, although it also reviews specific performance-related aspects requested by the donor. The terminal evaluation identifies the impact the project has had, the sustainability of the project outcomes and the degree of achievement of the outcomes in the long-term. This evaluation was also conducted to analyse achievements and challenges of the project in meeting stated objectives, identify best practices and lessons learned, and promote adaptive learning for future projects and programming.
2. The terminal evaluation was conducted in adherence to the United Nations Evaluation Group (UNEG) Norms and Standards and is in line with the FAO Office of Evaluation (OED) Manual and GEF Guidelines. The evaluation was carried out with transparency and ongoing consultation and exchange with OED and the FAO Representation in Trinidad and Tobago.
3. The methodology employed in the terminal evaluation included a combination of methods and tools that collected qualitative and quantitative data necessary to answer the evaluation questions below, based on evidence obtained. The evaluation adopted a participatory, consultative approach with internal and external stakeholders throughout the evaluation process, while keeping in mind the challenges and limitations that arose due to the COVID-19 pandemic. Most significantly, the evaluation team was only able to conduct virtual interviews and surveys and did not conduct physical field visits. Despite this, key stakeholders were consulted through various means, and along with the Project Steering Committee they were provided opportunities to input into the final report.
4. A series of evaluation questions drove the analysis and examination of evidence under each result and performance-related evaluation criteria. The information gathered was triangulated and cross-referenced through interviews, surveys and documents made available. Some of the criteria were rated according to GEF evaluation criteria.

## Main findings

5. Overall, the project was well-received by key stakeholders in the country, and promoted novel participatory mechanisms; however, it was unable to meet its stated objectives.

## **Relevance** (rated as Satisfactory)

**EQ 1.** Are the project outcomes still congruent with the GEF focal areas/operational programme strategies, country priorities and FAO Country Programming Framework (CPF)?

**EQ 2.** Was the project design appropriate for delivering the expected outcomes?

6. The project was well aligned with national priorities at the time of its design, particularly to create and support a single agency for protected areas and forest management. However, during the first year of the project, the incoming national government decided not to implement the planned policy changes which would establish such an agency. As the government policy that had driven the project design changed, alignment with national priorities was less clear over the duration of the project.
7. The project design was driven by national and local stakeholders' demand for more co-management of protected areas. The project adequately identified and reported on major risks at design phase, including changes in political circumstances. However, design documents underestimated the risk and impact of the incoming government not proceeding with the single agency for protected areas, which ultimately affected the degree to which the project met its objectives.

## **Effectiveness** (rated as Moderately Satisfactory)

**EQ 3.** To what extent have project objectives (environmental and development) been achieved, and were there any unintended results?

8. The terminal evaluation asserts that the main reasons for less-than-expected contribution to the objectives were due to changes in national policy, and the lack of available funding from the Green Fund for which there was no obvious financing alternative. Also, the project design did not have an intervention strategy and monitoring framework (including indicators) to target livelihood issues, such as food security or income.
9. The project contributed to its global environmental objective by improving capacities among governmental agencies for effective protected area management and achieving transparent participation in protected area management (especially, but not limited to the subcommittees established under the project). However, it did not achieve to consolidate the protected area system; there are still differing bodies governing various aspects of protected areas.
10. It is worth noting that even though the protected area system is not institutionally consolidated, important ecosystems are now included in such system through legislation. The funding gaps, however, have not been reduced.
11. The project did not specifically pursue a contribution to the development objective. While there may be some improved livelihood opportunities for people in and around protected areas as a result of the project, this was not monitored or reported upon.

12. It was observed that in the course of project revisions, outcomes were adapted to a lower aspiration, often resembling output level results. While these became somewhat more attainable, there remained a lack of achievement, largely related to political changes, slow consultancies, and lack of financing from the Green Fund.
13. The project achieved many of its process-oriented outputs. Project beneficiaries characterized outputs as being useful and implementable. It was stated on numerous occasions that trainings obtained were deemed relevant and generated knowledge that could be directly applied in practice.

**Efficiency** (rated overall as Moderately Satisfactory)

**EQ 4.** To what extent did the project actual outcome commensurate with the expected outcomes?

**EQ 5.** To what extent can the attainment of results be attributed to the GEF-funded component?

**EQ 6.** To what extent did FAO deliver on project identification, concept preparation, appraisal, preparation, approval and start-up, oversight and supervision? How well were risks identified and managed?

**EQ 7.** To what extent did the executing agency effectively discharge its role and responsibilities related to project management and administration?

**EQ 8.** To what extent has the project been implemented efficiently, cost-effectively, and management been able to adapt to any changing conditions to improve the efficiency of project implementation?

14. The project was developed and implemented by FAO upon request of the Government of Trinidad and Tobago. FAO delivered project preparation and initiation activities in a timely manner. The FAO Lead Technical Officer was continuously involved in project supervision and provided necessary support to the Project Coordination Unit and the involved governmental agencies. Expertise of other FAO divisions or from Country Office was hardly included in project support.
15. The Project Coordination Unit provided good quality and efficient technical project management, though they were overstretched with administrative tasks that went beyond their capacities. The staff has particularly strong communication and convening skills, and were recognized by stakeholders as being dynamic and engaging.
16. Due to changes in the context, among which a fundamental change in governmental policy regarding the institutional structure to be formed by the project, such project had to adapt its entire focus and strategy related to the protected area system. This adapted management helped to partially achieve outcomes and outputs, among others, because of the adjustment of aspiration levels of outcomes.
17. Project financial management lacked clarity and FAO administrative support was limited during most project implementation. Major budget changes were

proposed during project execution without clear justification. A high share was dedicated to project management funds with a poor cost/benefit relation.

18. The project was implemented slowly and was extended three times due to external reasons, such as government change, lack of collaboration with main government agency, and the COVID-19 pandemic; and internal reasons such as slow delivery of consultancies and changes in the Project Coordination Unit. The project increased efficiency by leveraging external support for its activities from other agencies, not originally foreseen in the design, as well as expertise of non-governmental organizations (NGOs). This was particularly effective in Tobago, leading to the declaration of the Man and the Biosphere (MAB) reserve and large participation in an island-wide protected area management subcommittee.

**Sustainability** (rated as Moderately Likely)

**EQ 9.** What is the likelihood that the project results will continue to be useful or will remain even after the end of the project?

19. The knowledge and experience with participatory approaches, fostered among a variety of stakeholders, has contributed to a wider social basis for effective protected area management, which is a foundation for future sustainability. The project was novel in bringing diverse stakeholders together and allowing them to engage. In particular, the subcommittee structure allowed people to meet in a more decentralized manner and despite there being a need for more representation of local constituencies that are not part of formalized NGOs or associations, new connections were forged that will endure past project duration.
20. There are several specific project outputs that have already found institutional embedding with governmental agencies, such as some subcommittee set-ups, the Biodiversity Information System, the North East Tobago Management Trust and hunting guidelines. Most other outputs, and most significantly the management plans, have only been recently generated and are awaiting this embedding.
21. The future sustainability of project outputs and outcomes fully depend on the political and institutional context and on public funding. Both are not secured within the current institutional structure. The economic sustainability of protected areas management is not likely without a clear financial engagement/commitment from the Forestry Division (FD) or the Green Fund to enhance public funding.
22. The project does not have a sustainability plan; beyond initial efforts to promote institutional embedding, there has not been a directed strategy (directed capacity building to continue project activities, securing funding for follow-up projects) to ensure sustainability of project results after project closure.

**Factors affecting performance: Monitoring and evaluation** (rated overall as Moderately Satisfactory)

**EQ 10.** (M&E design) Was the M&E plan practical and sufficient?

**EQ 11.** (M&E implementation) Did the M&E system operate as per the M&E plan? Was information gathered in a systematic manner, using appropriate methodologies?

**EQ 12.** Was adaptive management undertaken based on the M&E system? (Was the information from the M&E system appropriately used to make timely decisions and foster learning during project implementation?)

23. The project monitoring and evaluation (M&E) plan was well-designed to monitor project performance and guide adaptive management. It was a practical basis for project reporting. A Geographic Information System (GIS) was used to monitor some changes in the field during the project. Technical reporting was done adequately and in a timely manner, although some variabilities were noted related to self-rating and use of information to report on specific indicators.
24. The Project Steering Committee met infrequently (only when there was a need) but did timely revisions and approved plans and reports. Its members found the body to be inclusive but also large because of this inclusivity, which perhaps made it a little less proactive. As a result, the body found itself agreeing or responding to FAO decisions.
25. The project applied several monitoring tools to assess various environmental and social variables (knowledge, attitudes and practices (KAP) survey; biodiversity monitoring, livelihood assessments). While these provided important data, monitoring protocols and tools were not used to adapt project management or for an analysis of lessons learned.

**Factors affecting performance: Stakeholder engagement** (rated as Satisfactory).

**EQ 13.** In how far have the national partners assumed responsibility for the project and provided adequate support to project execution, including the degree of cooperation received from the various public institutions involved in the project?

**EQ 14.** Were other actors, such as civil society, indigenous population or private sector involved in project design or implementation, and what was the effect on the project results?

26. The project's participatory approach was a novelty for the country and generally very well perceived by project stakeholders. Although most stakeholders had little experience, and despite institutional and logistical challenges (resistance from the Forestry Division; difficulty of stakeholders to travel to meeting sites), the project achieved to include wide participation of people, including differing levels of government agencies. This participation was during project development and implementation, and in management committees as well as in concrete project activities such as training, monitoring and research. The informed and active participation of a variety of stakeholders reflected country ownership that contributed to the successful achievement of several project outputs.

27. While stakeholder participation was wide, representation varied: government agencies were most represented in protected areas subcommittees and project activities, followed by protected area beneficiaries (NGO, private sector - tour operators). Local communities (marginalized from non-governmental organizations/community-based organizations) who are among the most impacted from protected area management, were insufficiently engaged. This was explained because there were no concrete livelihood options included in project activities, and due to the fact that these constituencies are not organized in formal associations.
28. There were three main challenges: i) obtaining support from the Forestry Division who initially feared the project may lead to an elimination of jobs within the division; ii) including local level individuals that were not part of formalized NGOs or civil society groups in subcommittees; iii) declining participation at the subcommittee level.
29. In terms of the first challenge, the Project Coordination Unit led an ongoing process of communicating with the Forestry Division to engage them, provide opportunities of leadership in the subcommittees, share information and provide avenues for collaborations, which resulted in positive accounts and feedback from FD interviews.
30. The issue of including people from the local levels was not fully addressed by the end of the project. Part of this was linked to the dynamic in each subcommittee, as well as the lack of income-generating activities in the project. That being said, local level communities were the beneficiaries of trainings and workshops, and addressed in the livelihoods assessment. The project documents and interviews, however, did not yield any significant findings on what impacts these initiatives had on them or how they contributed to their success. On the Tobago side there was mention of inclusion of fisherfolk, but on the Trinidad side there was little mention of farmers, producer groups or users of forest resources, and how they were impacted by the project. In particular, large encroaching communities and rice farmers who may be having a negative impact in the pilot protected areas were not sufficiently engaged. It was noted that the project was more conservation-focused than user- or livelihoods-focused (although livelihood clinics were hosted by the project); there are no real results that have been shared on this.
31. On the third challenge, while there was an acceptable level of participation from non-governmental organizations, there were recurring complaints by these entities that they were not compensated by the project for their participation, which many saw as laborious. It was stated that the project sent out long documents to be reviewed, and required an investment of time that they had to forgo from activities that were lucrative. These factors resulted in a decrease in participation in protected areas subcommittees. This issue was not fully resolved by the end of the project, but serves as a lesson learned for future projects and potential stakeholder fatigue.

## **Environmental and social safeguards**

**EQ 15.** To what extent were environmental and social concerns taken into consideration in project design and implementation?

32. The project did not include sufficient reference to social and environmental safeguards and risks. One factor may be that at the time of project design, FAO itself had not established the guidelines for social and environmental management, which were developed in 2015.
33. The participatory mechanism of multi-stakeholder subcommittees did facilitate some level of safeguarding, through inclusion of different voices and concerns. However, given that local individuals, outside of formal government or civil society groups were not well represented, there were gaps in just relying on the subcommittee structure for safeguarding. Similarly, impacts on vulnerable sites and communities were not identified. There was also no mention of any possible impacts or protections for indigenous communities.
34. The Project Coordination Unit employed several tools to address gaps in social and environmental safeguards (most notably the KAP surveys and livelihoods assessments). The gap analysis of protected area plans, and monitoring of conservation status of species, further helped identify critical sites, an analysis of which is integrated into the management plans produced by the project.

## **Gender**

**EQ 16.** To what extent were gender considerations taken into account in designing and implementing the project?

35. Gender was included in project execution and implementation, and aspects of gender equity were included in project design, monitoring and training. There was ongoing monitoring of female participation in trainings and meetings. There was an example of adaptive management and corrective activities that were undertaken to reflect women's needs following an analysis of the KAP surveys and livelihood assessments. The project provided gender trainings to stakeholders and beneficiaries, although participation was low.
36. Outcome level indicators did not include considerations for measuring changes in gender equality and the empowerment of women (GEEW), or for any changes in women's livelihoods. That meant that there was little reporting on how the project impacted women.
37. Given that there is generally good gender balance in Trinidad and Tobago among stakeholders, including at leadership levels, some of the gender nuances can be glossed over. Since there were no gender indicators, it is unclear how the project impacted women and their livelihoods at the local level, or whether some of the barriers they face were altered due to the project, as this was not monitored.



## **Co-financing**

**EQ 17.** To what extent did the expected co-financing materialize, and how short fall in co-financing, or materialization of greater than expected co-financing affect project results?

38. Up to mid-2019, the project reported more actual co-financing than originally committed for the entire project period. Several new co-financing sources were mobilized. Key co-financing from the Green Fund, forming an important part of the project's intervention strategy, did not materialize. The largest additional co-financing source is the National Reforestation and Watershed Rehabilitation Programme that contributes with almost half of all mobilized co-financing but, for the major part, they did not compensate for the loss of co-financing from the Green Fund.

## **Progress to impact**

**EQ 18.** To what extent may the progress towards long-term impact be attributed to the project?

**EQ 19.** Was there any evidence of environmental stress reduction and environmental status change, or any change in policy/legal/regulatory framework?

**EQ 20.** Are there any barriers or other risks that may prevent future progress towards long-term impact?

39. Final positive impact, in terms of reduction of environmental stress or change in environmental or social status, cannot yet be evidenced. The project did not target or monitor impact level indicators. Several outcomes that can be directly attributed to the project (co-management committees, management plans, monitoring, awareness) can be considered as important steps leading to long-term impact. The final impact on the environment and livelihoods fully depends on a sustainable political and economic context.

## **Knowledge management**

**EQ 21.** How is the project assessing, documenting and sharing its results, lessons learned and experiences?

**EQ 22.** To what extent are communication products and activities likely to support the sustainability and scaling up of project results?

40. There was a focus on knowledge activities, and particularly after the mid-term review the project effectively improved its focus on knowledge management and external communication. The project had an approach based on generating and disseminating knowledge.
41. The project generated a number of knowledge tools, many geared towards information dissemination, public awareness, data generation and baseline research collection. While some of the tools have been in use, such as the biodiversity monitoring system which was fully deployed and has been adopted by the Environmental Management Authority (EMA), and various protected area-related guidelines, others are not yet in place (e.g. the National Biodiversity Information System developed by the project).

42. The project website, which is informative as a project dissemination tool, with all products easily available, has not evolved into a general protected area information tool, and no government agency has taken over its management. This is indicative of the fate many of the knowledge products face - they are highly dependent on who will take ownership following the project, and how they will be applied.

## **Conclusions**

### **Relevance**

43. Overall, the project was assessed as having been well-designed, responding to national priorities of that time. The main justification of the project was to support the establishment and operation of a single agency for forests and protected areas. When the Government of Trinidad and Tobago decided not to establish such agency, the project had to be restructured to remain relevant and achieve results. These changes affected overall project performance.

### **Effectiveness**

44. While the project partly achieved its global environmental objective and managed to enhance social participation for effective protected area management, because of the changes in governmental policies and lack of an effective public funding mechanism, the protected area system remains unconsolidated and underfinanced.
45. The project did not sufficiently mainstream livelihood aspects in its design, execution, monitoring and reporting. Therefore, its contribution to the development objective remains unclear, and it was challenging to assess the impacts on local level communities residing in the fringes of the protected areas.
46. Outcomes and outputs were partly achieved. A series of products, participatory tools and baseline information contributing to capacities and co-management systems, had good achievement level and, therefore, the effectiveness of the protected areas management increased. Slow implementation of consultancies, diminished co-financing from certain sources, conflating outcomes with outputs, and lack of measurement of outcomes caused low achievement of results. However, the perception of achievement and enthusiasm for the project was high among government stakeholders.

### **Efficiency**

47. FAO delivered well on project implementation and, through the Project Coordination Unit, on project execution, thanks to its strong convening and communication capacities, and flexibility to take on differing roles. The FAO Lead Technical Officer provided close supervision and important technical and strategic support. There was little support by the FAO Trinidad and Tobago Office or other divisions within FAO.
48. The risks of not establishing the new Forests and Protected Areas Management Authority (FPAMA) and the discontinued co-financing from the Green Fund were

underestimated. While adaptive management was done as much as was within the project's capacity, it did not fully compensate for all risks.

49. Financial management was unclear and had several inconsistencies. Project administration was done mostly by Project Coordination Unit technical staff and lacked adequate support by FAO Trinidad and Tobago which formed an impediment to the project.
50. Changes in the context, changes in staff of Project Coordination Unit and slow delivery of consultancies negatively contributed to project efficiency, while the effective collaboration with other initiatives and agencies contributed to efficiency.

### **Sustainability**

51. Because of good social sustainability but relatively weak political and economic sustainability, it is only moderately likely that project results will remain after the end of the project.

### **Factors affecting performance: Monitoring and evaluation**

52. Although the indicators from the results framework were not adequate and many could not be reported upon, the Project Coordination Unit did timely technical project monitoring. The monitoring tools developed under the project (on capacity, biodiversity, livelihoods, gender) were not used systematically to inform decision-making.

### **Factors affecting performance: Stakeholder engagement**

53. After an initial period during which the main national partner agency withdrew its collaboration, national project partners assumed responsibility for the project and collaborated actively in project execution. Also, a wide representation of non-governmental partners collaborated proactively in protected areas' co-management structures. Although participation eased during the project, the good level of ownership contributed significantly to the success of the improved management effectiveness.

### **Environmental and social safeguards**

54. Environmental and social safeguards were not explicitly stated in the design documents. The participatory nature of the geographic-based subcommittees contributed to the safeguarding of vulnerable biodiversity and communities' differing interests.

### **Gender**

55. Gender aspects were mainstreamed in project design and execution, and some gender-disaggregated data was collected. A lack of outcome level gender indicators and a relatively positive gender balance in the countries' institutional and political settings allowed the project to gloss over some of the gender barriers or results at the more local level.

## **Co-financing**

56. Although the project achieved more co-financing than planned, the Green Fund's low contribution affected the achievement of outcomes and economic sustainability.

## **Progress to impact**

57. Increased capacity among governmental agencies and positive experiences with co-management, generated by the project, are indications of progress towards positive long-term impact of the project.

## **Knowledge management**

58. The project strongly improved the systematic management of knowledge and the communication of its results after the mid-term review. Its future use and ownership are unclear.

## **Recommendations**

### **Recommendation 1 (to Project Coordination Unit). Develop a sustainability strategy before formal project closure.**

59. The evaluation team rated the project's sustainability Moderately Likely. There is a relatively good social basis but uncertain political/institutional context and insufficient public funding for sustaining project results and ensuring transition to long-term impact. This sustainability can be increased by developing a plan with targets, tasks and responsibilities for the different project stakeholders. The plan should be presented to the Project Steering Committee to seek endorsement from the different agencies.

### **Recommendation 2 (to FAO Trinidad and Tobago). Adjust the process of formal project closure to the measures for COVID-19 crisis.**

60. Considering the measures put in place because of the ongoing COVID-19 situation, the project closure process has practically been put on hold. Given the uncertainty of the future application of the measures put in place by the Government of Trinidad and Tobago, the project should develop a realistic project plan, including financial closure, a last Project Steering Committee meeting and formal handover of products, equipment, etc. to the Government. This should, of course, follow COVID-19 risk measures and include alternative activities such as internet-based meetings.

### **Recommendation 3 (to government agencies in charge of protected areas - MALF, EMA, THA). In coordination with FAO Trinidad and Tobago, continue to explore options to strengthen the institutional and financial basis for the national protected area system.**

61. During the project implementation period, the institutional arrangement for protected areas management in Trinidad and Tobago did not fundamentally change. While some institutional aspects improved (legislation, definition and

adoption of responsibilities of the different agencies), the evaluation showed that the lack of a single agency, as was committed by the Government of Trinidad and Tobago during project design, continues to be an important barrier to consolidation of a national protected area system. In spite of the changed policy orientation, it is recommended to re-engage in an institutional strengthening process for such system. Also, the government agencies should establish a plan to ensure enough public funding for protected area management. Therefore, the financing study carried out by the project should form the basis, in line with the to-be-developed sustainability plan, to determine clear targets and responsibilities, particularly for the Green Fund. Based on the experience and insights obtained during IFPAM, FAO Trinidad and Tobago should provide follow-up to these processes.

**Recommendation 4 (to FAO Trinidad and Tobago and GEF Coordinating Unit) Following GEF and FAO standards, ensure that GEF funds are fully dedicated to the project activities, despite overlapping country office needs.**

62. This evaluation found some divergences regarding the use of GEF funds by FAO Trinidad and Tobago. Among the major ones are the lack of annual planning and reporting, and the relatively high expenditures on project management costs. Also, some GEF funds were used for non-project related issues. For the final financial report, it is recommended that all expenses are brought in line with FAO and GEF guidelines, with qualitative oversight from the FAO-GEF Coordination Unit. Finally, FAO Trinidad and Tobago should strengthen financial controls on the use of GEF funds. The Representation could reach out to FAO's Finance Division and/or the Office of Internal Oversight for guidance and/or support on this matter.

**Recommendation 5 (to future GEF project developers). Ensure that important social and institutional aspects are mainstreamed in project design, including the results framework, monitoring, risk management.**

63. The project had several social and institutional aspects that were critical for the achievement of the objectives. The evaluation found that this was sub-optimally achieved, largely because the contribution to improved livelihoods and gender equality were not fully mainstreamed. Also, crucial institutional and financial risks were not appropriately included in the risk management strategy. Therefore, in future project developments, it should be ensured that these aspects are not only mentioned at the level of a development objective or through a separate strategy, but they should be reflected in the results framework (mentioned in outcomes, outputs and activities), monitoring framework (clear indicators, separated for outcome and outputs, fairly reported) and risk management (monitored continuously through indicators and contingency plans at hand; include safeguard monitoring in risk management).

**Table 1: Evaluation criteria ratings**

FAO - GEF rating scheme	Rating <sup>1</sup>	Summary comments
<b>1) RELEVANCE</b>		
Overall relevance of the project	S	Relevance was high at time of project design, but changes in national policies caused the project to be less aligned. Livelihood aspects were included at objective level but not mainstreamed.
<b>2) EFFECTIVENESS</b>		
Overall assessment of project results	MS	Average of the ratings of individual outcomes.
Outcome 1.1. Protected area (PAA) system consolidated to streamline and simplify management and ensure adequate coverage of all important ecosystems	S	PA system was consolidated, including system plan and legislation. No changes in institutional structure.
Outcome 1.2. Management of six PAs improved	MS	Co-management mechanisms worked. Capacity and education initiatives strengthened. Most management plans were developed and adopted but not yet implemented. Monitoring system was designed but not implemented.
Outcome 1.3. Conservation of 33 threatened species strengthened in six PAs covering about 98 452 ha	MS	Baseline studies executed and monitoring plan designed. Population trends cannot be assessed. Plans and capacity improved, hunting better controlled.
Outcome 2.1. Forestry Division/THA staff have the resources and infrastructure for effective PA management	MU	Training was done but equipment and infrastructure was not updated. Rehabilitation done partly, by other stakeholders.
Outcome 3.1. Sustainable financing study completed in PY3	MS	Financing study complete, training done. Fund in draft bill, not enacted.
Outcome 3.2. Funding gap reduced in one PA to support the long-term management of the PA system	MU	Funding gap was not reduced. Few other revenues generated.
Outcome 4.1. Project implementation based on results-based management and application of project findings and lessons learned in future operations facilitated	S	Evaluation and reporting were positive. Governance generally well. Adaptive management applied based on lessons from monitoring.
Outcome 5.1. Project managed efficiently	MS	Project was well managed technically, challenges in administrative management.
<b>3) EFFICIENCY, PROJECT IMPLEMENTATION AND EXECUTION</b>		
Overall quality of project implementation and adaptive management (implementing agency)	MS	FAO provided good project implementation in terms of technical guidance, especially from Lead Technical Officer. Limited oversight on administrative issues.
Quality of execution (executing agencies)	S	Project Coordination Unit provided good technical execution.
Efficiency (including cost effectiveness and timeliness)	MU	Project received several extensions. Challenges in administrative management.
<b>4) SUSTAINABILITY</b>		
Overall sustainability	ML	Social basis has been expanded and provides part of sustainability. Economic and political/institutional sustainability uncertain.

<sup>1</sup> For explanation of ratings, see Appendix 3.

5) FACTORS AFFECTING PERFORMANCE (M&E and Stakeholder engagement)		
Overall quality of stakeholder engagement	S	Co-management mechanisms and stakeholder engagement in many project activities was innovative for the country and positively perceived.
Overall quality of M&E	MS	Average rating of below mentioned criteria.
M&E design at project start-up	S	Good design, detailed indicators and baselines. Livelihood aspects not mainstreamed.
M&E plan implementation	MS	Reporting on indicators was timely but not always precise. New indicators (after 2017 adjustments) did not adequately cover progress.





# **1. Introduction**

## **1.1 Purpose of the evaluation**

1. This document presents the findings and conclusions of the terminal evaluation of the project "Improving forest and protected area management in Trinidad and Tobago" (IFPAM) funded by the Global Environment Facility (GEF) and implemented by the Food and Agriculture Organization of the United Nations (FAO). According to the terms of reference (TOR) for this evaluation (Annex 1), its main purpose is to provide accountability to the Government, FAO Management and the GEF (donor) on project achievements. Being a terminal evaluation, the assessment will focus on the results achieved, although it will also review specific aspects requested by the donor, as indicated by the evaluation questions in the matrix. The evaluation will cover all the activities undertaken by the project during its implementation, with particular attention to the progress made since the mid-term review (from July 2017 to date). The terminal evaluation is undertaken at completion of the project to assess project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. It followed the United Nations Evaluation Group (UNEG) Norms and Standards, adopted a consultative and transparent approach and was implemented in close collaboration with the FAO Representation in the Republic of Trinidad and Tobago (FAOTT) and the Project Coordination Unit.

## **1.2 Intender users**

2. The users and uses foreseen of the evaluation include:
  - i. The Project Coordination Unit will use the findings and lessons identified in the evaluation to present sustainability options together with the executing government agencies and the donor, as well as the path to follow. During the evaluation, in their interviews, members of the team were specifically asked about their suggestions regarding sustainability and the relationship with institutional partners.
  - ii. The agencies of the Government of the Republic of Trinidad and Tobago will use the outcomes of the evaluation and the conclusions to improve the scope of the outcomes after the completion of such. Being the GEF focal point, the Ministry of Planning will also use this evaluation to provide information about similar projects, both by GEF and other donors.
  - iii. The (non-governmental) partners and the local beneficiary communities will use the evaluation outcomes and conclusions to improve the scope of the outcomes after the completion of such, and receive inputs to make the actions and benefits sustainable.
  - iv. GEF (donor) will use the conclusions and recommendations of the evaluation to contribute to strategic decision-making regarding the route to follow in future new projects. In addition, the evaluation will serve as an input for future evaluations of the GEF interventions.

- v. The FAO Representation in Trinidad and Tobago will consider the main outcomes of the evaluation for their future strategic planning and for the design of future proposals.
- vi. Other donors and organizations showed interested in supporting projects regarding the integrated management of natural resources in Trinidad and Tobago in general. Consequently an effective distribution of the report is recommended.

### **1.3 Scope and objectives of the evaluation**

3. The terminal evaluation of the IFPAM project was executed by a team of two internationally recruited consultants: a senior team leader (biologist, with strong conservation expertise) and a team member with complementary expertise (policy, stakeholder engagement, gender). The evaluation team was supervised by the Evaluation Manager from the FAO Office of Evaluation (OED), and undertook the evaluation as per the TORs and according to the methodology included in the inception report, presented in March 2020. The evaluation adhered to the UNEG Norms and Standards and is in line with FAO-OED Manual and GEF Guidelines. It is worth noting that one of the evaluation consultants had recently developed a project proposal in Trinidad and Tobago in collaboration with FAO Country Office. A conflict of interest was not noted, as said consultant did not have any role in drafting or implementing the IFPAM project.
4. The evaluation covers all the activities undertaken by the project, with particular attention to the progress made since the mid-term review (from July 2017 to date). The main objective was to identify the impact the project has had, the sustainability of the project outcomes and the degree of achievement of the outcomes in the long-term. In particular:
  - i. to assess whether the intervention continues to be relevant in relation to the needs and expectations of the beneficiaries and objectives of the country, FAO and GEF;
  - ii. to verify whether the mid-term evaluation recommendations were implemented and assess the actions taken in this regard as well as the outcomes;
  - iii. to evaluate the outcomes, their sustainability and in particular to what extent they contribute to achieving the project objectives. The terminal evaluation will also include an analysis of the potential impacts if it is possible to measure them;
  - iv. to identify the lessons learned and actions still needed for a possible monitoring phase that can scale-up the outcomes achieved.
5. During the inception stage, the evaluation team carefully examined the mid-term review. The review concluded, among others, that the project had a slow implementation and serious institutional challenges and, therefore, it was deemed unlikely that several key outcomes would be in place by the project end date. Therefore, the mid-term review included a series of recommendations for adaptive action. This terminal evaluation report refers to the mid-term review report in several instances, particularly to assess if the performance significantly changed during the last half of project execution and report if and how recommendations were implemented.

6. The TOR for this evaluation included a list of evaluation questions, related to ten evaluation criteria. During the inception phase, the evaluation team reviewed the questions and adapted them slightly based on insights from the consulted documentation, particularly the mid-term review and project implementation report (Table 2). Although the terminal evaluation is focused on results, the evaluation also assessed a set of performance-related issues deriving from the donor's evaluation criteria. For some criteria, and where indicated in the Table, a rating is required by the GEF Evaluation Office. As part of the inception report, the evaluation team developed an evaluation framework for this evaluation, which explains how each of the evaluation questions will be responded, its indicators and sources of verification (Annex 2).

**Table 2: Evaluation questions by area of analysis**

<b>1) Relevance</b> (rating required)	<p><b>EQ 1.</b> Are the project outcomes still congruent with the GEF focal areas/operational programme strategies, country priorities and FAO Country Programming Framework (CPF)?</p> <p><i>Sub-question. Has there been any change in project relevance since its design, such as new national policies, plans or programmes that affect the relevance of the project objectives and goals?</i></p> <p><b>EQ 2.</b> Was the project design appropriate for delivering the expected outcomes?</p> <p><i>Sub-question. Were the risks, which implied challenges for the delivery of outcomes (institutional changes, country ownership), well identified during design and managed during implementation?</i></p>
<b>2) Effectiveness</b> (rating required)	<p><b>EQ 3.</b> To what extent have project objectives (environmental and development) been achieved, and were there any unintended results?</p> <p><i>Sub-question. What were the reasons for successful achievement or lack of achievement?</i></p> <p><b>EQ 4.</b> To what extent did the project actual outcome commensurate with the expected outcomes?</p> <p><i>Sub-question. What were the reasons for the difference between actual and expected outcomes?</i></p> <p><b>EQ 5.</b> To what extent can the attainment of results be attributed to the GEF-funded component?</p>
<b>3) Efficiency</b> (rating required)	<p><b>EQ 6.</b> (implementation) To what extent did FAO deliver on project identification, concept preparation, appraisal, preparation, approval and start-up, oversight and supervision? How well were risks identified and managed?</p> <p><i>Sub-question. Did FAO take adequate adaptive steps after the mid-term review to increase project effectiveness?</i></p> <p><b>EQ 7.</b> (execution) To what extent did the executing agency effectively discharge its role and responsibilities related to project management and administration?</p> <p><i>Sub-question. Was the adaptive action undertaken after the mid-term review effective to increase the pace of implementation while assuring the quality of outcomes and maximizing the potential for sustainability?</i></p> <p><b>EQ 8.</b> To what extent has the project been implemented efficiently, cost-effectively, and management been able to adapt to any changing conditions to improve the efficiency of project implementation?</p>

<b>4) Sustainability</b> (rating required)	<p><b>EQ 9.</b> What is the likelihood that the project results will continue to be useful or will remain even after the end of the project?</p> <p><i>Sub-question. What are the key risks which may affect the sustainability of the project benefits?</i></p> <p><i>Sub-question. Considering that the envisaged protected areas institutional structure is not in place, has adaptive action been undertaken to promote the likelihood of sustainability of project results after project implementation?</i></p>
<b>5) Factors affecting performance</b> (rating required)	<p><b>Monitoring and evaluation</b></p> <p><b>EQ 10.</b> (M&amp;E design) Was the M&amp;E plan practical and sufficient?</p> <p><b>EQ 11.</b> (M&amp;E implementation) Did the M&amp;E system operate as per the M&amp;E plan? Was information gathered in a systematic manner, using appropriate methodologies?</p> <p><b>EQ 12.</b> Was adaptive management undertaken based on the M&amp;E system? (Was the information from the M&amp;E system appropriately used to make timely decisions and foster learning during project implementation?)</p> <p><b>Stakeholder engagement</b></p> <p><b>EQ 13.</b> In how far have the national partners assumed responsibility for the project and provided adequate support to project execution, including the degree of cooperation received from the various public institutions involved in the project?</p> <p><i>Sub-question. To what extent did the degree of country ownership influence project results?</i></p> <p><b>EQ 14.</b> Were other actors, such as civil society, indigenous population or private sector involved in project design or implementation, and what was the effect on the project results?</p>
<b>6) Environmental and social safeguards</b>	<p><b>EQ 15.</b> To what extent were environmental and social concerns taken into consideration in project design and implementation?</p>
<b>7) Gender</b>	<p><b>EQ 16.</b> To what extent were gender considerations taken into account in designing and implementing the project?</p> <p><i>Sub-question. Was the project implemented in a manner that ensures gender equitable participation and benefits? Were there any gender (intended or non-intended, positive or negative) effects on women empowerment? How was gender monitored throughout project duration?</i></p>
<b>8) Co-financing</b>	<p><b>EQ 17.</b> To what extent did the expected co-financing materialize, and how short fall in co-financing, or materialization of greater than expected co-financing affect project results?</p>
<b>9) Progress to impact</b>	<p><b>EQ 18.</b> To what extent may the progress towards long-term impact be attributed to the project?</p> <p><b>EQ 19.</b> Was there any evidence of environmental stress reduction and environmental status change, or any change in policy/legal/regulatory framework?</p> <p><b>EQ 20.</b> Are there any barriers or other risks that may prevent future progress towards long-term impact?</p>

<b>10) Knowledge management<sup>2</sup></b>	<p><b>EQ 21.</b> How is the project assessing, documenting and sharing its results, lessons learned and experiences?</p> <p><b>EQ 22.</b> To what extent are communication products and activities likely to support the sustainability and scaling-up of project results?</p> <p><i>Sub-question: Have the project communication activities enhanced project awareness, buy-in and support from stakeholders at national and local level particularly after the mid-term review?</i></p>
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## 1.4 Methodology

7. The methodology applied to this evaluation consisted in a combination of methods and tools that collected qualitative and quantitative data necessary to answer the evaluation questions in an objective manner, based on evidence. The evaluation included eight phases: inception, document review, survey, stakeholder interviews, field-level interviews, information processing, elaboration of findings, conclusions and recommendations; and report elaboration.
8. The evaluation adopted a participatory, consultative approach with internal and external stakeholders throughout the evaluation process. In scoping and during the implementation of the evaluation, key stakeholders of the project were involved, such as the members of the Project Steering Committee including representatives from the Government (Ministry of the Environment and Water Resources, Tobago House of Assembly (THA)/Department of Natural Resources and the Environment), FAO (Country Office, Project Coordination Unit, Lead Technical Officer, Funding Liaison Officer) and co-funding agencies (Green Fund and the European Union). Triangulation of evidence and information gathered underpinned the elaboration of findings, conclusions and recommendations. At the core of the evaluation work there were a series of bilateral interviews with the different project stakeholders (supervisors, executors, collaborators, beneficiaries). The evaluation sought to include marginalized voices (local communities, women) and included a gender analysis, thereby noting the differentiated impacts of the project on men and women. Interviews did not follow a one-way question-answer pattern, but were carried out in such a way that the interviewees were free to provide any information they wanted about the project and could make recommendations they consider important to be included. Through engagement of a broad group of stakeholders, inclusion of a gender-sensitive perspective, and providing all interviewees with freedom to ask and respond to any questions, the evaluation demonstrated sensitivity to customary and cultural aspects influencing project performance. Participants were assured anonymity if they so chose.
  - i. *Inception stage.* During inception, the evaluation team focused on familiarizing with the project, planning the evaluation, adapting the evaluation questions and developing an inception report. Therefore, the evaluation team made an initial revision of the project design documents,

<sup>2</sup> See for reference: Stocking, M. et al. 2018. Managing knowledge for a sustainable global future. Scientific and Technical Advisory Panel to the Global Environment Facility. Washington, DC (2018)

the mid-term review report and the latest project implementation review and project progress report.

- ii. *Revision of Documents.* The evaluation team undertook a thorough review of the available documentation. Project Coordination Unit provided all project-related documents and the evaluation team complemented this with documents produced by other organizations. The various types of documents provided information for different evaluation criteria and questions. The evaluation matrix (Annex 2) shows what type of documentation will be used to explore which question. The full list of documents consulted is included in the Bibliography.
- iii. *Survey.* An e-survey was done among a wide group of direct and indirect stakeholders of the project. The questionnaire (see Appendix 6) was sent by email to the full list of contacts of the project (provided by the Project Coordination Unit). The survey consisted of a relative short series of mostly multiple-choice questions, related to the evaluation criteria and relevant to practically all stakeholders. It was useful to have a relatively large dataset with general ratings of the main criteria, by a wide group of stakeholders. A few open-ended questions were included to provide respondents with the opportunity to give additional comments that could eventually be followed up by direct interviews. The information from the survey was managed anonymously. In total, the survey was sent to approximately 200<sup>3</sup> individual stakeholders, and responded by 40.
- iv. *Stakeholder interviews.* The evaluation team made a series of semi-structured interviews with a representative number of stakeholders, all conducted remotely. In agreement with the Project Coordination Unit and the FAO Lead Technical Officer, during inception a selection from this list was made to establish a complete list of key informants (chief technical advisers, implementing agency, Steering Committee members, focal point in public agencies, local beneficiaries - those responsible for some aspect of implementation) and a representation of all stakeholders (those directly or indirectly impacted by the project). The evaluation team continued to identify interviewees through implementation of the evaluation. In total, 29 people were interviewed. The full list is included in Appendix 1.

Because of the COVID-19 pandemic, meetings had to be done through telecommunication means. Therefore, with the exception of the Project Coordination Unit members, all interviews were bilateral (one on one; no focus groups). A template was designed for the interviews with specific questions, based on the evaluation questions. The questions were open-ended and allowed the evaluation team and the interviewee to have a wider conversation and not be restricted to a specific subject. The data from each interview were registered in writing and also audio-recorded (after having received explicit permission from the interviewees). The information from stakeholder interviews was treated confidentially and anonymously, and interviews were done solely by the evaluation team. During the entire

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<sup>3</sup> The exact number of addressees cannot be established: the survey was sent to 212 email addresses, but it was noted that some pertained to the same person. Also, five delivery failure notifications were recorded.

evaluation process, contact with the Project Coordination Unit was maintained to validate, where needed, some specific information obtained, or to adjust evaluation sub-questions or the interviewed population.

- v. *Field-level interviews.* At the time of the evaluation, due to the global COVID-19 situation, there were travel restrictions to and within Trinidad and Tobago. Therefore, no direct field observations could be made. Instead, a national consultant (Tricianna Maharaj), under supervision of the evaluation team, contacted local stakeholders by telephone or e-communication means where possible. A structured interview was applied, based on a questionnaire elaborated by the evaluation team. During these interviews, the consultant focused on obtaining direct information on the indicators of the outcomes (protected areas (PAs) management, people trained, awareness). The list of persons interviewed by the consultant is included in Appendix 1.
- vi. *Processing and validation of data.* Once the gathering of the data from document review, stakeholder interviews and field visits was completed, this was organized according to the criteria and evaluation questions. The gathered information was both of quantitative and qualitative nature. In the latter case, the evaluation tried to quantify the information as much as possible. Information that sustain indicators were compared with the project reporting on these indicators, to validate the reported information. In the cases where the data from certain interviews demonstrated a trend of coincidence and complementarity, this was used directly to sustain findings. In the cases where this did not coincide, information was validated through a process of confrontation (for example, with the Project Coordination Unit) or a triangulation (with additional informants).
- vii. *Elaboration of findings, conclusions and recommendations.* Based on the data compiled during the information gathering phases and its initial processing, the evaluation team identified preliminary findings. These initial findings were presented to the Project Coordination Unit and FAO representatives in a debriefing session (29 April 2020). Based on the feedback received, the evaluation team defined final findings and the conclusions of the evaluation. The conclusions sustained the rating of evaluation criteria according to the scale included in the evaluation TOR (Annex 1). As final elements of the evaluation, and referring to findings and conclusions, the evaluation team identified a series of lessons and recommendations. The lessons learned during the execution of the project are good (or not-so-good) practices in the design, implementation, governance or in the context of the project that are worth being considered in future similar projects. The recommendations are directed towards implementation and execution agencies and refer to the immediate corrective actions, future activities or recommendable practices to increase sustainability of the project outcomes, the probability to achieve the impact or the replicability to another geographical or temporary scale.
- viii. *Report development and revision.* In line with the TOR for this evaluation, the Office of Evaluation (OED) performed a quality review of the report, before sharing the revised draft report (corrected by the evaluation team where necessary) to the project stakeholders, for their review and

comments. Stakeholders may provide feedback on any factual errors and may highlight the significance of such errors in any conclusions, as well as provide feedback on the proposed recommendations and lessons. The stakeholders' comments were provided in a matrix for ease of reference. The evaluation team then considered the comments and prepared the final report, as well as a separate document with the response to the main comments and suggestions received.

## **1.5 Limitations**

9. There were several limitations typical for an evaluation of a complex project (with multiple executing agencies, activities at national and local level, six management committees, in two Caribbean islands) that have to be assessed in a limited amount of time by external evaluators who, by default, are not familiar with the project. There was no time for the evaluation team to review all available documentation or interview every stakeholder or person that had a direct or indirect relation with the project. Therefore, careful sampling of documentation, data and stakeholders was done in cooperation with the Project Coordination Unit. The latter has been collaborative and transparent in terms of providing the evaluators with all required information and all stakeholders have been open to be interviewed.
10. There was a major limitation to this evaluation due to the COVID-19 pandemic and the resulting international travel restrictions. An in-country mission by the evaluation team was impossible and all preparations, interviews, triangulation of data was done by teleconferencing means. While with flexibility and goodwill from both parties it was feasible to have the interviews, there was less opportunity for important additional communication with key stakeholders such as direct interaction, informal conversations and immediate follow-up. Also, because no focus group meetings could be done, less people in total could be interviewed than in case of an in-country evaluation. Therefore, there is a risk that the level of thoroughness of the evaluation is less than when an in-country meeting would be possible. Most critically, the evaluation team could not directly observe the field situation, tangible products or speak to local participants/beneficiaries. This was only partly overcome by employing a national consultant, because this person was not able to do actual field visits and had to do interviews mostly by phone. Therefore, given that all the information was gathered remotely, there is a risk that the evaluation of field-based activities might lack information from direct observation, to objectively assess certain project results or evaluation criteria. On the other hand, the good collaboration of the Project Coordination Unit and all project stakeholders to share information, and participate in interviews remotely, renders the evaluation team confident that enough information was provided to sustain the findings. While less people were interviewed than in similar evaluations, the evaluation team did interview key representatives of all stakeholders and participating institutions. Also, all information provided on project administration, products, communication efforts, etc. was sufficient to overcome the risk of lacking evidence.



## **1.6 Structure of the report**

11. Following this introduction, the background of the project in the context of the environment and development of the country, the logic of the project and the reconstructed theory of change (TOC) are detailed in Chapter 2. The results of the evaluation are shown in Chapter 3, according to the criteria of relevance, effectiveness, efficiency and sustainability, as well as other factors that determine the achievement of the outcomes. The last chapters of the report detail the lessons learned (Chapter 4), and conclusions and recommendations (Chapter 5). Lastly, the appendices and annexes provide information about the evaluation process, the methodology and the analysis performed to outline the findings, conclusions and recommendations.



## 2. Background and context of the project

### Box 1: Basic project information

GEF Project ID Number: 4769  
Recipient country: Trinidad and Tobago  
Implementing Agency: FAO  
Executing Agency: Forestry Division, Ministry of the Environment and Water Resources (MEWR); Department of Natural Resources and the Environment (DNRE), Marine Resources and Fisheries Department (MRFD), Tobago House of Assembly (THA); and civil society groups  
GEF Focal Area: Biodiversity  
GEF Strategy/operational programme: BD1 – Improve sustainability of protected area systems  
Project start date (effective): June 2015  
Execution Agreement signed: 10 November 2014  
Execution Agreement amended: n/a  
Initial date of project completion (original NTE): May 2018 (with effective start in June 2015, NTE became June 2019)  
Revised project implementation end date: July 2020  
Date of mid-term evaluation: July 2017

12. An estimated 60 percent of the land area of Trinidad and Tobago is under forests and other wooded land. Managing biodiversity therein to provide national and global benefits to human societies is therefore relevant, especially when their sustainable supply is under constant threat. In addition, forests serve as carbon sinks which is relevant to Trinidad and Tobago because it is a high per-capita greenhouse gas emitter. Even though Trinidad and Tobago forests have been formally reserved since 1764, apart from their declaration as protected areas under multiple laws, efforts to manage biodiversity remain fragmentary and ineffective. This has resulted in multiple designations of the same protected areas with a fragmented responsibility for their management. Similarly, multiple pressures from diverse stakeholders and rapid economic growth have put pressure on forests and other natural areas and posed risks to biodiversity conservation. Loss of habitats and conflicting interests of various stakeholders have led to a decline in wildlife population in many natural areas, threatening the existence of many globally and nationally important species in both terrestrial and marine ecosystems.
13. As a response to the threats to biodiversity in Trinidad and Tobago's forests, the IFPAM project was conceived. This sought to address the following problems:
  - i. lack of a legally-constituted PA system and fund;
  - ii. lack of appropriate enabling legislation for biodiversity utilization and conservation, including failure to incorporate international obligations in national law, as well as fragmented legislation with conflicting institutional mandates;
  - iii. inadequate law enforcement and lack of compliance;
  - iv. inadequate financing for managing protected areas;

- v. lack of conservation mechanisms, such as incentives for private landowners;
  - vi. lack of comprehensive inventory/baseline of the state of biodiversity.
14. At the time of project design, the Government had initiated policy reforms to increase the management effectiveness of protected areas. As a result, new protected areas, forest and wildlife policies have been implemented and new funding (from The Green Fund and the European Union) provided budget support assistance for the protected areas management and implementation of both forestry and policies. The new protected area policy proposed institutional reforms such as to create an autonomous authority for protected area management. This FAO-GEF project was conceived with the objective to support this process and to enhance management effectiveness, institutionalize new financing strategies and develop management arrangements in pilot protected areas. Therefore, the overall project Global Environmental Objective was to strengthen conservation of biodiversity of global importance in Trinidad and Tobago by consolidating the protected area system and enhancing capacity and finance for effective protected area management. The project Development Objective was to promote sustainable management of protected areas to support local livelihoods and assist in generating sustainable income to benefit the people in and around protected areas. These objectives would be attained through:
- i. proposing a new protected area system for conservation of biodiversity
  - ii. increasing management effectiveness of protected areas
  - iii. increasing capacity for sustainable financing of protected areas management
15. The objectives were planned to be met by parallel actions on the ground, within the six pilot protected areas and at a protected area-system level. In the former case, the project planned to showcase the application of enhanced mechanisms for stakeholder engagement and co-management; provide resources and capacity building for all civil society and state stakeholders. In the latter case, the project was to provide the technical support for the design of the new system-level protected area by developing the national gap analysis for protected areas, proposing models for co-management and mechanisms for improving sustainable financing conservation at the pilot protected areas. The project design included seven project outcomes, organized in four project components:<sup>4</sup>
- i. Component 1: Improvements to the legal and institutional arrangements for protected area management.
    - a. Outcome 1.1. PA system consolidated to streamline and simplify management and ensure adequate coverage of all the important ecosystems;
    - b. Outcome 1.2. Management of six PAs improved;
    - c. Outcome 1.3. Conservation of 33 threatened species strengthened in six PAs covering about 98 452 ha; Population indicators (abundance indices) of key species increased or stabilized by PY4.

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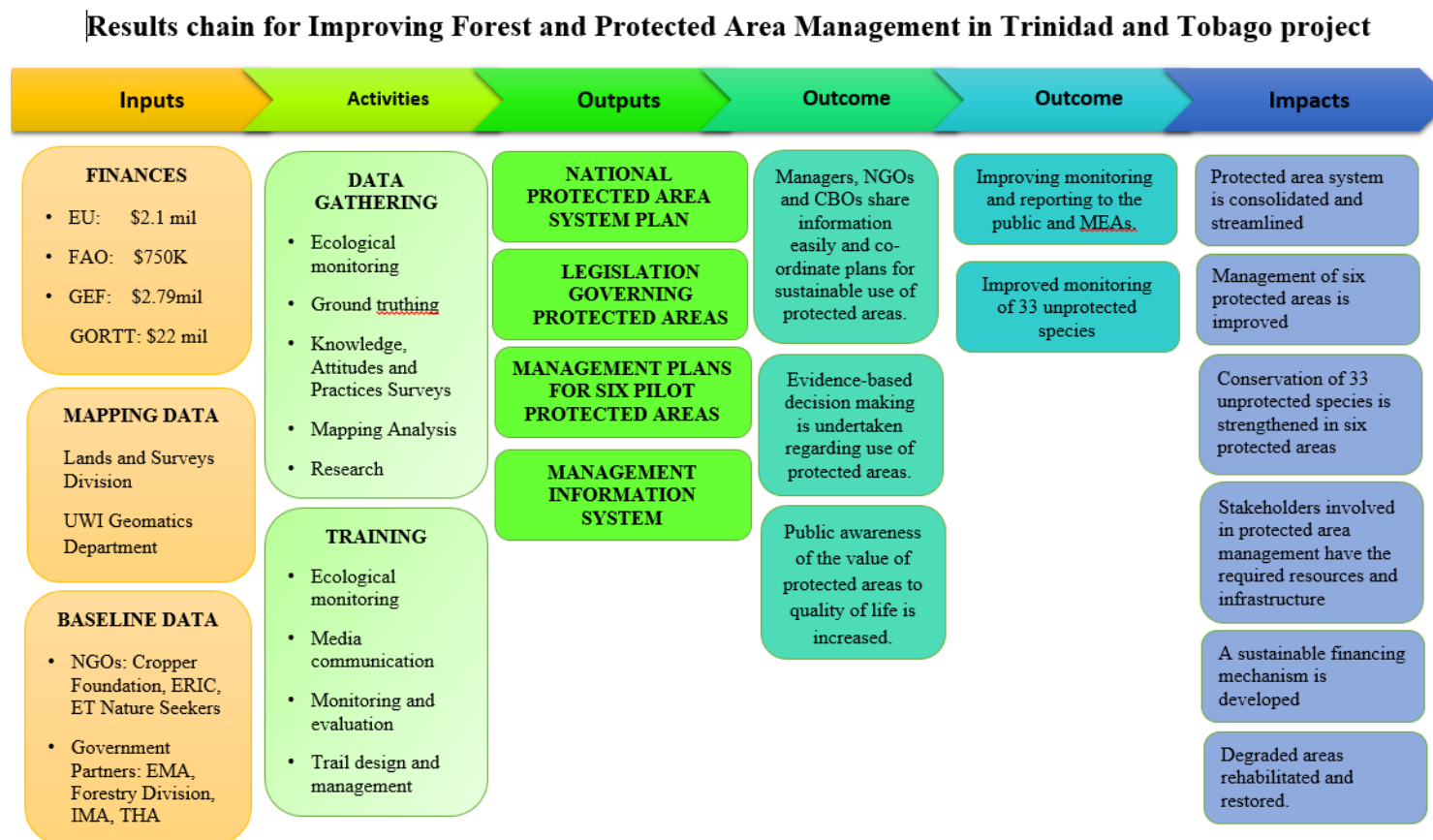
<sup>4</sup> Text of components and outcome taken from project implementation report June 2019.

- ii. Component 2: Improvements to the infrastructure for biodiversity conservation and forest restoration.
    - a. Outcome 2.1. Forestry Division/Tobago House of Assembly staff have the resources and infrastructure for effective PA management.
  - iii. Component 3: Development and testing of sustainable financing mechanism.
    - a. Outcome 3.1. Sustainable financing study completed in PY3;
    - b. Outcome 3.2. Funding gap reduced in one PA to support the long-term management of the PA system.
  - iv. Component 4: Monitoring and evaluation (M&E), and information dissemination.
    - a. Outcome 4.1. Project implementation based on results-based management and application of project findings and lessons learned in future operations facilitated.
16. FAO is the GEF agency responsible for the supervision and provision of technical guidance during project implementation. In the project design, the key executing agencies for the project are the Ministry of the Environment and Water Resources through the Forestry Division (FD), and Tobago House of Assembly through the Department of Natural Resources and the Environment - and the Marine Resources and Fisheries Department. The project was planned to be implemented over four years (December 2014 to December 2018) but received three extensions and is now planned to end in July 2020. The total budget, as presented in the project document (ProDoc), was USD 30 510 074, of which GEF contributed USD 2 790 000 (9 percent). The expected co-financing was USD 27 720 074, of which USD 26 433 546 would be in cash (95 percent).

## **2.1 Theory of change**

17. The ProDoc did not present an explicit theory of change but the Project Coordination Unit developed one in early 2017. The mid-term review assessed this TOC and observed that its logic appears sound but the expectation that legislation for forests, wildlife and protected area management and a forest and protected areas (FPA) management authority would be in place by year two proved unfounded, rendering some of the outcomes and outputs difficult or impossible to achieve by the end of the project. The June 2019 project implementation report includes a results chain for the project, which was used by the terminal evaluation as a reference for the analysis (Figure 1).

Figure 1: Graphical representation of theory of change (from project implementation review, June 2019)



Source: Mid-term review - Improving forest and protected area management in Trinidad and Tobago (IFPAMTT) project, 2017

### 3. Evaluation questions: key findings

#### 3.1 Relevance

**EQ 1.** Are the project outcomes still congruent with the GEF focal areas/operational programme strategies, country priorities and FAO Country Programming Framework (CPF)?

*Sub-question. Has there been any change in project relevance since its design, such as new national policies, plans or programmes that affect the relevance of the project objectives and goals?*

**EQ 2.** Was the project design appropriate for delivering the expected outcomes?

*Sub-question. Were the risks, which implied challenges for the delivery of outcomes (institutional changes, country ownership), well identified during design and managed during implementation?*

**Finding 1. The project was well aligned with national priorities at the time of its design, particularly to create and support a single agency for protected areas and forest. During year one, the incoming national government decided not to implement this change and therefore alignment was less clear over the duration of the project.**

18. In the early 2010s, the Government of the Republic of Trinidad and Tobago developed three policies that would drastically improve the management of protected natural areas and biodiversity in the country: the National Forest Policy (NFP, 2011), the National Protected Areas Policy (NPAP, 2011) and the National Wildlife Policy (NWP, 2013). The IFPAM project was developed to assist the Government of Trinidad and Tobago to implement these projects. For this, the project included important policy objectives such as the development of sustainable financing, the harmonization of the protected areas system and development of protected areas management plans. As explained in the ProDoc (section 1.1.5) and confirmed in the section on Relevance of the mid-term review report, the project design also has important links to other existing national policies such as the National Environmental Policy (2006), the National Action Programme to Combat Land Degradation 2006-2020 and the Draft Climate Change Policy. The evaluation team confirms that the project was also directly aligned with several strategies of the National Biodiversity Strategy and Action Plan (NBSAP, 2001) and the GEF focal area strategies BD-1, Outcome 1.1 (Management effectiveness) and Outcome 1.2 (Enhanced PA financing), as explained in the ProDoc.
19. A key element of the NFP, NPAP and NWP was to create a new Forest and Protected Areas Management Authority (FPAMA) that would implement the three policies. All three policies describe the structure and functions of the FPAMA, including the governance arrangements with the engagement of multiple stakeholders. The IFPAM project was designed with FPAMA in mind and many activities would contribute to establish and strengthen this Authority, including its financing. However, shortly after the actual start of the project with the hiring of the Chief Technical Adviser (June 2015), in September 2015 there was a national government change. As explained in detail in the mid-term review report (section 2.3), under the new administration there was a strong resistance within the Forestry Division against the new Authority, due to concerns on job security. Therefore, after

government change, there was a period of several months (February–June 2016) during which the FD staff withheld their participation in project activities, including that of chairing the subcommittees for protected areas co-management. Given the FD's resistance, the new government decided not to establish FPAMA and the national policies lost alignment with the project's original design. The project needed to immediately adjust its strategy to improve the protected area system within the existing institutional structure, where protected area management responsibility is divided among various institutes, in different Ministries. Also, the project had to adjust to other changing institutional arrangements: FD became part of the Ministry of Agriculture, Land and Fisheries (previously with Ministry of the Environment and Water Resources), while the Environmental Management Authority (EMA) remained with the Ministry of Planning and Development. Also, the foreseen forest and protected areas fund was never established, leaving the finance strategy of the project not aligned.

20. The respondents to the online survey largely agreed that the project targets the main environmental challenges of the country (Appendix 6). 21 out of 40 respondents agreed that the project did this to a large extent, 19 agreed that the project dealt with some of the main challenges. On the question on if the project targeted the main problems by the community, the response was still positive but somewhat lower: 12 out of 37 agreed that this was done to a large extent, but a majority (22) mentioned the project only dealt with some challenges and 3 respondents said "no". On both questions, more than one respondent reported there was a lack of mention of illegal activities ("squatting", drug cultivation, quarrying), the human and cultural dimensions and financial/legal sustainability (long-term uptake of protected area policy by public agencies). During the bilateral interviews, these aspects were detailed and the evaluation team recognized the lack of inclusion of livelihood issues and illegality (see Finding 2). The evaluation team did not recognize the mentioned lack of targeting policy and legislation. The perception of some respondents that this was missing among the issues dealt with by the project could be explained by the perceived lack of success in this field, rather than poor alignment with priorities. A good example is finance: the project targeted financing gaps but did not actually reduce them (see section on Effectiveness).
21. The evaluation team confirms the information in the ProDoc that project objectives align well with the FAO's Strategic Objective 2 (SO2) (Increase and improve provision of goods and services from agriculture, forestry and fisheries in a sustainable manner). The project was expected to generate Output 3.6 (Improved Forest and PA Management through institutional strengthening) of the Country Programming Framework (2012-15; signed by FAO and the Government of Trinidad and Tobago in December 2012). This Output is part of Priority Area 3 of the CPF (Sustainable management and protection of genetic and natural resource assets essential to agriculture and rural livelihoods). Supporting rural livelihoods is captured by the project's development objective (Promote sustainable management of PAs to support local livelihoods and assist in generating sustainable income to benefit the people in and around PAs). However, beyond the development objective, project design has little reference to livelihood aspects, there are no outcomes or outputs referring to securing livelihoods or job creation (see section on Effectiveness). The project development objective does have



indicators for the livelihood aspects (3.3a 'At least 50 people's livelihood secured by sustainable extraction practices' and 3.3b 'At least 20 new jobs will be created through developing ecotourism'); reporting on the relevant indicators did not actually present the amount of people, but its achievement was justified by livelihood assessments undertaken. These assessments were later included in the project (not included in design).

**Finding 2. Project design was driven by the demand of national and local stakeholders for more co-management of protected areas.**

22. Project design was not only in line with national policies and plans at the time of its development, but also strongly responded to the demand of local stakeholders for more involvement in protected area planning and co-management. According to interviewed non-governmental organizations (NGOs) and private sector stakeholders, the demand for co-management arrangements was expressed since the early 2000s when this became common practice in other countries. However, the lack of a clear protected area system and institutional structure formed a barrier. This barrier was targeted by the current project that in addition to strengthening institutional structure, created the subcommittees for six protected areas, that would become formal co-management committees. While the way the participatory process was set-up and managed was judged differently by stakeholders interviewed during the evaluation, all agreed that the principle of co-management and attention to the use and benefit from the protected area for the local population was dealt with by the project (even though its success has been perceived differently).

**Finding 3. The project had adequately identified and reported on major risks. However, it had underestimated the risk of the incoming government not proceeding with the single agency for protected areas and forest.**

23. The project had included a fairly complete and relevant list of project risks (ProDoc, Appendix 4) that was well managed and reported upon in the project (see section on Efficiency, Sustainability and Safeguards). The project was strongly affected by two factors that were included in the risk identification and implied challenges for the delivery of outcomes: the risk for institutional changes that caused low support for transition to FPAMA and no sufficient fund allocation for forest and protected areas fund, and the economic risks of insufficient co-financing from the Green Fund. Although the risks were recognized initially, their assessment (low to medium in both cases) proved to be too low and unanticipated major adaptive management that had to be undertaken.
24. The change of government in September 2015 caused an initial delay of almost a year and affected the overall project strategy. According to the mid-term review, during the period between September 2015 and February 2016, following the change of government and the decision to restructure various Ministries, it was unclear which Ministry would be the main executing partner of the Government of Trinidad and Tobago. After that, Forestry Division staff withheld their participation in project activities until June 2016. The project management responded to this situation by delaying activities, holding consultations and leading diplomatic missions to different government agencies. Therefore, there was little project

activity during the first year of project implementation. Only after several conversations between the Project Coordination Unit (particularly the Project Manager or Chief Technical Adviser), FAO's Lead Technical Officer and the Chair of the Steering Committee (at the Ministry of Planning and Development) on the one hand, and the Ministry of Agriculture, Land and Fisheries (MALF) on the other, an agreement was achieved to implement the project while adjusting the ambition level of the protected area system structure.

25. The risk of funding unavailability also materialized in the form of the Green Fund not spending the funding for projects associated to protected area management. While the Green Fund reported co-financing during the beginning of the project, the spending of the Fund came to a hold in 2018, strongly affecting the future sustainability of many local project activities (see sections on Effectiveness, Co-financing and Sustainability).
26. According to the persons involved in project design interviewed during this evaluation, the risk of the new government not installing the FPAMA was undervalued because there were no indications that this would happen. In fact, the original plan for the Authority was developed in the 2005-2010 administration, which was the same political party as the incoming administration in 2015. The development of the Authority was foreseen in three accepted policies and initial work for its structure was well underway thanks to a European Union supported project. Therefore, it was justified to have the risk assessed as 'low'. The risk of lack of funding for the Green Fund was also undervalued during the design. According to the interviewed project staff, this occurred because at the time of project inception the Fund was functioning well and oil prices (that feed the Fund) were high.

The evaluation team rated the criterion of relevance as Satisfactory.

## 3.2 Effectiveness

**EQ 3.** To what extent have project objectives (environmental and development) been achieved, and were there any unintended results?

*Sub-question. What were the reasons for successful achievement or lack of achievement?*

**EQ 4.** To what extent did the project actual outcome commensurate with the expected outcomes?

*Sub-question. What were the reasons for the difference between actual and expected outcomes?*

**EQ 5.** To what extent can the attainment of results be attributed to the GEF-funded component?

**Finding 4. The main reasons for less than expected contribution to the objectives were the change in national policy and the lack of available funding from the Green Fund for which there was no obvious alternative. Also, the project design did not have an intervention strategy and monitoring framework (including indicators) to target livelihood issues (food, income).**

**Finding 5. Outcomes have been adapted to a lower aspiration level. Nevertheless, there has been a lack of achievement, related to political changes, slow consultancies, and lack of funding from the Green Fund.**

27. In general, the project was unable to achieve all of its outcomes satisfactorily. While in part this could be attributed to the policy and political shift identified under the section on Relevance, the Project Steering Committee undertook a revision of the results framework in 2017 to render it more applicable to the context. Despite this revision, the project was unable to meet its development objective to “Promote sustainable management of PAs to support local livelihoods and assist in generating sustainable income to benefit the people in and around PAs”. There is no evidence that the project was even able to take steps towards this objective, as there is a lack of data on whether local livelihoods were enhanced from sustainable management of protected areas, or what the change in incomes were. There are no livelihoods-based indicators at the outcome level against which performance could be measured.
28. In order to assess in detail the extent to which the project was successful in meeting its objectives, the evaluation team examined the planned outcomes<sup>5</sup> and to what degree they were achieved. Appendix 5 details the achievements at the outcome and output levels, according to the project implementation report of June 2019 (for the Outcomes); and project progress report of June-December 2019 (for the Outputs).
29. Under Component 1 (Improvements to the legal and institutional arrangements for protected area management) the outcomes are partially accomplished. Under Outcome 1.1 “PA system consolidated to streamline and simplify management and ensure adequate coverage of all important ecosystems”, the major achievements were that draft legislation was formulated, a consolidated protected area system was agreed to by Cabinet, and the pilot protected sites were gazetted. The Indicator: “Consolidated PA system comprising at least 214 000 ha proposed and gazetted” was reported against and achieved in that a consolidated PA system comprising of 136 protected national areas, PNAs) across Trinidad and Tobago was approved by Cabinet on 14 February, 2019”, which was confirmed by the National Protected Area Systems Plan for Trinidad and Tobago, 2018 (TTPASP).<sup>6</sup> This outcome is only partially accomplished in that one cannot state that protected area management has been streamlined and not consolidated institutionally (see also Finding 9). According to interviews and draft management plans, two of the pilot protected areas are to be managed by the Environmental Management Authority, two by the Forestry Division and two by THA. There are still a number of players, overlapping jurisdictional issues (Water and Sewerage Authority manages water-

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<sup>5</sup> The outcomes and their indicators have been adjusted after the mid-term review. The evaluation uses the achievement of the adjusted outcomes and indicators.

<sup>6</sup> TTPASP states: “The new system plan identifies 136 PNAs (protected natural areas) across Trinidad and Tobago. Of these, 92 are terrestrial/freshwater (79 in Trinidad, 13 in Tobago), 40 are coastal/marine (18 in Trinidad, 22 in Tobago) and four are deep-sea marine areas. In total, approximately 1933 km<sup>2</sup> (1866 km<sup>2</sup> in Trinidad, 67 km<sup>2</sup> in Tobago) of the country’s land mass are covered by terrestrial/freshwater PNAs. The coastal and marine areas are approximately 580 km<sup>2</sup> (14 km<sup>2</sup> in Trinidad and 566 km<sup>2</sup> in Tobago) in size. Open-ocean waters and deep-sea marine areas cover 15,600km<sup>2</sup> of Trinidad and Tobago’s Exclusive Economic Zone. Thus, 38% of the country’s land mass is protected by terrestrial/freshwater PNAs and coastal, marine and OOWDS PNAs protect 22% of Trinidad and Tobago’s EEZ.”

related issues, Land Settlement Agency deals with illegal encroachment issues, Ministry of Energy and Energy Industries deals with any minerals in the soil).

30. Under Outcome 1.2 "Management of 6 PAs improved", according to the indicator "evidence-based management implemented and decreased management conflicts among stakeholders", there is little evidence that this has been achieved. The reported management effectiveness scores of six areas have been slightly improved.<sup>7</sup> The scores increased mostly because of improved co-management structures and management plans. The data generated on species populations are not enough to establish population trends. What has been achieved are a series of products, e.g. research and monitoring protocols, Monitoring Information System (MIS) Plan, Communications Plan (PIR, 2019). However, these products are output level results. What is missing is *measurable* reporting on how/whether effective management was achieved, and what "evidence-based management" approaches were implemented. Moreover, while the Indicator is "decreased management conflicts among stakeholders", this has not been reported upon. There appears to be a causal jump that if particular products are produced (e.g. communication plans), they will somehow lead to improved management and a decrease in conflict, but there is no evidence to demonstrate the *process* of change, or how it has changed. That being said, the existence of subcommittees and the participatory methodologies employed in their operations would likely be mechanisms to reduce conflict and enhance management through a co-management approach. However, these were not mentioned as achievements against Outcome 1.2.
31. According to interviews, different entities will remain responsible for protected areas. In Trinidad, for instance, the Matura and Nariva protected areas will now be managed by the Environmental Management Authority as they are declared environmentally sensitive areas (ESA), while the rest of the protected areas will be managed by the Forestry Division. However, in the Nariva draft Management Plan (Management Plan for the Nariva Swamp Protected Area 2019-2029), it is stated that "the Environmental Management Authority and the Forestry Division represents the main agencies responsible for the management of the NSPA [Nariva Swamp Protected Area] under various legislation" (GORTT). This demonstrates that no real change has happened at the institutional level for protected area management level. This also raises questions on what coordination challenges may arise and how they will be managed when this plan is eventually implemented. The management plan goes on to recommend a central authority managing all protected areas, as well as a Management Advisory Committee (some form of the existing Nariva subcommittee) to advise on management matters.<sup>8</sup>

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<sup>7</sup> According to the project implementation report 2019: Scores for Main Ridge Forest Reserve and Caroni Swamp National Park increased from 31 to 34, Trinity Hills Wildlife Sanctuary and Reserve from 16 to 18), Nariva Swamp National Park from 27 to 30, Matura National Park and North East Tobago MPA both from 23 to 25.

<sup>8</sup> The Management Plan for the Nariva also notes the other players in its management: "The Water And Sewerage Authority (WASA) has jurisdiction over the water that flows into and resides in the swamp. The Ministry of Energy and Energy Affairs (now Ministry of Energy and Energy Industries) has jurisdiction for the resources and minerals found in the soil under the Nariva Swamp. The Fisheries Division has authority over the coastal or marine fishery."

32. It cannot be assessed if the project was effective in achieving the strengthened conservation of 33 threatened species in six protected areas (Outcome 1.3), under Component 1. In part, this is because the project has no measurement of how the status of 33 threatened species changed over the course of the project. Given the dearth of baseline data, and weaknesses in monitoring systems, this outcome was unrealistic since the design phase. The project has been effective in conducting baseline field research on several species (Ocelot and Sabrewing Hummingbird, avifauna etc.), establishing forest and marine monitoring protocols which will assist government in monitoring *if* they choose to apply these tools, improving hunting/poaching guidelines, and strengthening the capacities of wildlife officers in dealing with poachers and the public. Further, according to the outcome level indicator applied "Species management programmes implemented", there is no evidence that any new species programmes were implemented due to this project.
33. Under Component 2, there is no evidence that the project was able to achieve Outcome 2.1 "Forestry Division/THA staff have the resources and infrastructure for effective PA management." The indicator for this outcome is "Equipment and infrastructure maintained", and yet the reporting against this indicator was mostly on trainings and draft documents (e.g. 20 stakeholders trained in business development, drafting of a regeneration proposal for Caroni, interpretive trail design guidelines project progress report, 2019). Again, the reporting against this Outcome could be perceived as output level results, rather than outcome level. It was also noted from stakeholder interviews that both the THA and Forestry Division suffer from resource shortages - further reinforcing that the project was unable to achieve adequate resources for these entities.
34. There were three expected outputs under Outcome 2.1: Output 2.1.1 (Ecotourism conservation facilities upgraded and maintained from PY 2 in at least one PA); Output 2.1.2 (Equipment for protection activities is upgraded and used effectively); and Output 2.1.3 (Degraded areas, identified as a priority and technical assistance for rehabilitation is provided - 500 ha)". Two of these (i.e. Outputs 2.1.1 and 2.1.3) were amended in 2017, one assumes<sup>9</sup> to be more achievable. Based on the achievements reflected in the project progress report for Output 2.1.1, the results are the same as those reported for Outcome 2.1 (20 stakeholders trained in business development, drafting of a regeneration proposal for Caroni, interpretive trail guidelines). There is no evidence that ecotourism conservation facilities were upgraded. Under Output 2.1.2, the project was unable to generate funds for any building, infrastructure or upgrades; this was explained by lack of public investment.<sup>10</sup> Under Output 2.1.3, it was reported in the project progress report that 236 ha of land were restored through the Environmental Management Authority's Nariva Swamp Restoration, Carbon Sequestration, and Livelihoods Project - this has not been verified in person due to limitations in conducting field visits. These activities were not done directly under coordination of Project Coordination Unit but by the Environmental Management Authority, with non-GEF funds. The Project Coordination Unit confirmed that the project did not undertake

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<sup>9</sup> The changes were presented to the project Steering Committee in a special meeting in May 2017. Information provided to the evaluation team did not include the argumentation.

<sup>10</sup> According to the ProDoc, the Green Fund would support improvement of facilities, but these funds did not materialize. See section 3.8 on Co-financing.

restoration activities with GEF funding. The results under this component demonstrate a tendency to show output level results as outcome level results - outcomes are not placed at a sufficiently high level of attainment.

35. Under Component 3, Outcome 3.1 (Sustainable financing study completed in PY3) was achieved, but this Outcome reads more as an output level result; the Outcome should assess the value, impact or achievement of interventions. The original outcome in the project design document was more ambitious: "Sustainable financing system developed in PY2". The Outcome was lowered on the scale of achievement making it attainable, but leaving it significantly weakened. While the evaluation team appreciates adaptive management, this change was not effective in measuring the project's results.
36. The indicator for Outcome 3.1 notes "Funding objectives identified and strategies implemented to achieve objectives." While there is evidence that funding objectives were defined, there is no evidence that strategies were implemented to achieve objectives. The application or impact of the financing study cannot be assessed, as this was not measured in the project. Also, while a financing study was completed, several interviews noted that the product was sub-par and had to be rewritten (there were also complaints that the consultant had been compensated despite producing a poor quality product).
37. In terms of the Outputs under Outcome 3.1, these were delivered according to project documents; however, the products delivered under Outputs 3.1.3 and 3.1.4, as noted in the project progress report, are the same (e.g. core group identified at Forestry Division/THA for training; workshop designed and to be executed on drafting proposals for government funding, Green Climate Fund and European Union funding). For clarity and effectiveness, either these two Outputs should have been merged, or reporting should have differentiated what part of the activity fell under which output.<sup>11</sup>
38. Outcome 3.2 (Funding gap reduced in one PA to support the long-term management of the PA system) was not achieved. The original intent in the project design was to collaborate with partners and seek financial support from the Green Fund<sup>12</sup> to support activities.<sup>13</sup> Funds from the Green Fund did not come through (see section on Co-financing). There is only one protected area where there was some leveraging of additional funds - North East Tobago due to Biosphere Designation by the United Nations Educational, Scientific and Cultural Organization (UNESCO), and there is no evidence at this time that budgets were increased for protected area management. A Trust was established in Tobago, but anecdotally it is having some issues. Given that there was an expectation that the Green Fund

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<sup>11</sup> There is also an anomaly in the latest project implementation report and the project progress report: while there are Outputs 3.1.1 and 3.1.3, there is no output 3.1.2. It appears funding for it was moved to Output 3.2.1 - numbering should have been adjusted.

<sup>12</sup> The Green Fund was introduced under the Miscellaneous Taxes Act in 2001, whereby 0.1 percent on gross sales or receipts on every dollar spent on Trinidad and Tobago would be dedicated to a fund for conservation, remediation or restoration activities; NGOs and CBOs can apply for funding under this.

<sup>13</sup> It was anticipated that CANARI would access this funding; Environmental Management Authority is the only government agency that could apply for these funds.

resources would be accessed and that the project was built on that, there is a major gap in project effectiveness.

39. The reporting on Outcome 3.2 in the project progress report (June 2018-January 2019), claims that achievement under this outcome was 100 percent. This is despite the fact that the indicator for the outcome reads "Annual funding gap for managing PA system reduced" and the target for Outcome 3.2 "Funding gap reduced by USD 100 000 annually"; and there is no record of funding increasing yearly. The reporting by the project (PPR 2019) explains that the financing consultancy was unable to gather data to quantify the data gap and, therefore, the indicator cannot be established. According to the evaluation team, this is indicative of the quality of the study but cannot be used to justify the achievement of the Outcome.
40. Under Component 4, Outcome 4.1 "Project implementation based on results-based management and application of project findings and lessons learned in future operations facilitated", there is evidence that the project incorporated findings and lessons learned into the implementation. The project adapted its outputs and outcomes to address the changed political context; these included the following changes (Project Redesign Presentation, 2017, verified against PPR, 2019 and PIR, 2019):
  - i. Output 1.1.3 was changed from: "A minimum of 6 new sites designated as formal PAs under the new legislation" to "A minimum of six sites proposed as new PAs (expected to cover about 98 452 ha)".
  - ii. Output 2.1.1 was changed from "Ecotourism conservation visitor facilities upgraded and maintained" to "Ecotourism conservation facilities upgraded and maintained from PY2 in at least one PA".
  - iii. Output 2.1.3 was changed from "Degraded areas, identified as a priority, are rehabilitated for habitat enrichment (500 ha)" to "Degraded areas, identified as a priority, and technical assistance for rehabilitation is provided (500 ha)".
  - iv. Output 3.1.1 was changed from "FPA Fund established through legislation and board of trustees appointed" to "FPA Fund proposed through legislation".
  - v. Output 3.1.2 "Operating procedures and manuals agreed and produced" appeared to be removed.
  - vi. Output 3.1.3 was changed from "FPAMA staff trained in operation of the new system" to "FPAMU and THA staff and project implementing partners (70) trained in project and financial management". This appeared to be changed once again to "Seventy Forestry Division /THA staff and project implementing partners trained in project and financial management".
  - vii. Output 3.2.3 was changed from "System of user fees designed, piloted and operating in two PAs" to "System of user fees designed and piloted in two PAs. Lessons learned documented and disseminated".
  - viii. Output 3.2.5 "FPA Fund capitalised by implementation of the new financing system" was removed completely.

41. These changes mostly lowered the level of attainment, rather than appearing to be strategic adaptations. Other ways in which the project incorporated lessons learned included (according to interviews and PPR 2019):
  - i. making the knowledge, attitude and practice (KAP) surveys more gender-sensitive, after having conducted a gender analysis;
  - ii. using newsletters to communicate information more clearly after receiving feedback that project needs to be more transparent;
  - iii. using information from surveys to inform the development of communication products;
  - iv. liaising with the Forestry Division on an ongoing basis to ensure their engagement.
42. Under Component 5, Outcome 5.1 "Project managed efficiently", with the indicator "Project activities effectively implemented", the project did in part achieve this (see section on Efficiency).
43. Project effectiveness was challenged by some project management issues. While the project management team was highly competent, there is evidence to suggest that the FAO Representation did not support the team sufficiently and did not optimally manage the funds that should have been dedicated to the project. Services that should have been provided by the FAO Representation, such as procurement and some administration, had to be done by the project management team (see section on Efficiency).
44. Four interviewees noted that some products or consultancies were not of high enough quality, which may have hampered project effectiveness and created delays. In particular, the financing report, the trails documentation and the initial drafts of the management plans had to be revised, requiring substantial staff time, even though consultants were compensated. Three Project Steering Committee members mention that terms of references for consultancies were only shared with them in the first year. According to one member interviewed, if TORs had been shared with the Project Steering Committee in a more regular fashion, they would have been able to input, and receive better quality products. The delivery of these products, and their effectiveness relative to timing in the project cycle, were further exacerbated due to the lack of procurement services provided by the FAO Representation (see more under sections on Efficiency, and Monitoring and evaluation).

**Finding 6. The project contributed to its global environmental objective by improving capacities among governmental agencies for effective protected area management and achieving transparent participation in protected area management (especially but not limited to the subcommittees). It did not achieve to consolidate the protected area system.**

**Finding 7. The project achieved many of its process-oriented outputs. Project beneficiaries have characterized many outputs as being very implementable: training was relevant and generated knowledge, and could be directly applied in practice.**



45. The project was effective in strengthening capacities, according to survey respondents and those interviewed. Of those surveyed, 55 percent claim that their capacity for forest and protected area management has increased somewhat; 38 percent claim that their capacity has increased much. In terms of the main benefits gained through the project by participants, the following were identified (Table 3):

**Table 3: Survey respondents on benefits from project**

Benefit	Percentage of Respondents
Increased knowledge about forest and protected areas	27%
Improved skills in ecological monitoring and surveillance	10%
Direct livelihood or income generating opportunities for your organization	2%
Livelihood or income generating opportunities for your community	2%
Livelihood or income generating opportunities for you/your household	0%
Improved relationships/networking with other organizations involved in forest and protected areas management	20%
Protected area management	12%
Improved understanding of/relationships with stakeholders in your PPA area(s)	22%
Other	4%

46. Given the inability to form a Forest and Protected Areas Management Authority, it can be speculated that the project pivoted to produce capacity building products, tools and gather baseline information. A number of capacity building exercises were carried out, targeting 208 beneficiary organizations (PPR, 2019) such as:
- i. learning-by doing approach fostered in developing the six management plans;
  - ii. Enforcement Officer Guidelines; Standard Operating Manual;
  - iii. socio-economic assessment (Central Statistics Office received some capacity building through that exercise);
  - iv. communications capacity building: outreach to schools; development of marine and terrestrial protection information documents;
  - v. Marine and Forest Monitoring Protocols;
  - vi. trail design and maintenance;
  - vii. introduction to M&E;
  - viii. enforcement of environmental laws;
  - ix. gender sensitivity training;
  - x. unsustainable harvesting campaign;
  - xi. addressing chemical pollution in Caroni swamp;
  - xii. biodiversity awareness assets in the pilot protected areas (PPA).
47. A series of documents and learning tools were produced to enhance an improved understanding of the baseline and to provide foundation for future work, such as:
- i. Hydrology Study of the Caroni Swamp;

- ii. Knowledge, Attitudes and Practices Survey;
  - iii. Management Information Systems;
  - iv. Marine and Forest Monitoring Protocols;
  - v. gap analysis of previous systems plan (1980) and World Bank Protected Areas Plan (1994);
  - vi. Sustainable Financing Study;
  - vii. field studies on the ocelot and sabrewing hummingbird;
  - viii. National Protected Area System Plan;
  - ix. ecological baseline report on: avifauna, marine organisms (invertebrates, macroalgae and fish species), freshwater and brackish fish, decapod and benthic invertebrate species, herpetofauna (reptiles and amphibians), non-volant mammals, tree and other plant species canopy cover and endemic vascular plants, and arthropods (specifically butterflies and dragon and damselflies).
48. Interviews with key stakeholders demonstrated that all government respondents but one, claim to have benefited most from the participatory approach of the project. Given how much investment the project made into enhancing stakeholder participation, it would have been useful to include indicators that captured this, i.e. what kind of new collaborations emerged, what pre-existing spaces have opened up to new stakeholders, what new methodologies developed by the project are being applied elsewhere, etc.
49. While the participatory approach was appreciated by the governmental sector, there were gaps in inclusion. Particularly at the local level, those residing in the vicinity or buffer zones of the pilot protected areas were not included at subcommittee representation. There were also barriers for participation noted by some of the non-governmental stakeholders: costs of participation, onerous workload and lack of technical capacity to participate. It was also noted that unless people were part of more formal, recognized NGOs, they had challenges in participating (see section on Factors affecting performance, sub-section on Stakeholders).
50. The project was effective in promoting innovative institutional structures and settings - the subcommittee structure brought together diverse stakeholders (government agencies, non-governmental organizations, private sector, academy, etc.) in a decentralized fashion. The project was also effective in implementing methodologies that would include stakeholders, even those from a division that was initially distrusting and sceptical of the project. Some of these methodologies included: making Forestry Division Chairs or Co-Chairs of subcommittees; ensuring participation from non-governmental actors, establishing a large and diverse Steering Committee; anchoring subcommittees in geographic zones related to pilot sites; providing capacity building opportunities and trainings, establishing cooperative arrangements with key stakeholders for research.

51. It is also interesting that the *perception* of achievement by government stakeholders is more positive than the ratings by the evaluation team. One can only speculate as to why this is, and the following could be contributing factors:
- i. project team members were active and successful in mobilizing participation (gives perception of momentum and activity);
  - ii. participants in subcommittees had a (self-reported) heavy workload, with many documents to review and meetings to attend;
  - iii. project conducted many capacity building exercises and baseline information gathering activities which stakeholders perceived as relevant;
  - iv. possible conflating between output and outcome level results (the project had a higher level of achievement at the level of individual products rather than outcomes; government stakeholders tend to mention the products - plans, signage, publications - as measures of success for the project);
  - v. adoption of the National Protected Areas System Plan/development of protected area management plans.
52. Overall, government stakeholders expressed that products were implementable and useful. For instance, in two interviews it was noted that hunting and poaching guidelines have assisted wildlife officers to communicate with poachers more effectively; that biodiversity monitoring protocols will serve the Environmental Management Authority; that communication materials in Tobago have increased public awareness; and that the gazettement of protected areas are recognizable.
53. While the project was effective in delivering products, it is unclear to what extent these products were applied to create changes at the local level. Part of the reason is that many of the significant products, management plans and monitoring protocols were delivered late in project implementation. This leaves project outputs vulnerable to future political decision-making, and as a result creates risks for lasting effectiveness of the project.

**Finding 8. The project has not specifically pursued a contribution to the development objective. While there might be some improved livelihood opportunities for people in and around protected areas, this was not monitored or reported upon.**

54. As stated in the section on Relevance, the project did not include any outcome level livelihood indicators, despite "support local livelihoods and assist in generating sustainable income" being a part of the development objective. Under Component 3, there are two component level indicators in the project progress report. These include "At least 50 people's livelihood secured by sustainable extraction practices" and "At least 20 new jobs will be created through developing ecotourism". There is no evidence that these were achieved; yet the project progress report claims that 70 percent has been accomplished against this indicator. The livelihoods assessment and associated workshops, which were discrete activities under this project, are used to demonstrate achievement. Yet, it appears that these were merely baseline activities; there is no evidence of any application from this assessment/workshops or impact on people's livelihoods.

55. Project effectiveness in creating concrete changes at the local level are difficult to assess in part because the project did not effectively measure change at the local level (see section on Monitoring and evaluation). The lack of a livelihoods approach, or of change in behaviour of users of protected areas was not quite captured. While KAP surveys were carried out, these were mostly to shape communications products, and not necessarily on how local communities were impacted. This is particularly relevant given that, in Trinidad, there are numerous illegal settlements on the fringes and buffer zones of protected areas - there are also people moving into forest reserves. If there were mention of how these communities would be addressed, how behavioural change would be promoted, and what changes were observed at the local level would have supported project effectiveness.

**Finding 9. Even though the protected area system is not institutionally consolidated, important ecosystems are now included in such system. The funding gaps have not been reduced.**

56. Though the protected area system is not institutionally consolidated, there is evidence that important ecosystems are now included in such system, under the National Protected Areas System Plan. The new plan proposes the “establishment of 136 protected areas. Those include 92 terrestrial and freshwater areas, 79 of which are in Trinidad and 13 in Tobago; 40 coastal and marine areas, 18 in Trinidad and 22 in Tobago; and four deep-sea marine areas. In total, approximately 1 933 km<sup>2</sup> – 1 866 km<sup>2</sup> in Trinidad and 67 km<sup>2</sup> in Tobago – of the country’s land mass is proposed to be land and freshwater protected areas. The proposed coastal and marine protected areas approximate to 580 km<sup>2</sup> – 14 km<sup>2</sup> in Trinidad and 566 km<sup>2</sup> in Tobago. The proposed open-ocean waters and deep-sea marine areas cover 15 600 km<sup>2</sup>”.<sup>14</sup>
57. Implementation of the National Protected Area Systems Plan requires financial commitments, local management plans, setting up of stakeholder management team and dedicated personnel. While the local management plans are nearly complete, and stakeholder management teams exist by virtue of the subcommittee structure (Nariva and Matura subcommittees have been formalized according to interviews), the funding and personnel gaps remain. Without this commitment from national agencies, effectiveness and sustainability of the project will remain in question.

The evaluation team rated the effectiveness criterion as Moderately Satisfactory.

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<sup>14</sup> Trinidad and Tobago Government approves plan to protect approximately 20 000 km<sup>2</sup> of land and marine space on Government news. Available online at: <http://www.news.gov.tt/content/tt-government-approves-plan-protect-approximately-20000-km2-land-and-marine-space#.XtXKbJ5Kg6h>

### 3.3 Efficiency

**EQ 6.** To what extent did FAO deliver on project identification, concept preparation, appraisal, preparation, approval and start-up, oversight and supervision? How well were risks identified and managed?

*Sub-question. Did FAO take adequate adaptive steps after the mid-term review to increase project effectiveness?*

**EQ 7.** To what extent did the executing agency effectively discharge its role and responsibilities related to project management and administration?

*Sub-question. Was the adaptive action undertaken after the mid-term review effective to increase the pace of implementation while assuring the quality of outcomes and maximizing the potential for sustainability?*

**EQ 8.** To what extent has the project been implemented efficiently, cost-effectively, and management been able to adapt to any changing conditions to improve the efficiency of project implementation?

**Finding 10. The project was developed and implemented by FAO upon request of the Government of Trinidad and Tobago; FAO delivered timely on project preparation and initiation. FAO Lead Technical Officer was continuously involved in project supervision and provided necessary support to the Project Coordination Unit and the involved governmental agencies. Expertise of other FAO divisions or from country office was hardly included in project support.**

58. According to people who were involved with the project design and interviewed during the evaluation, both from FAO and government agencies, the project idea was generated by the Government of Trinidad and Tobago (Forestry Division, Ministry of the Environment and Water Resources) to support the implementation of the three new environmental policies (NFP, NPAP, NWP; see section on Relevance). FAO was approached to support the development of the concept, present this to GEF and become the implementing agency for the project. Also the direct implementation modality through which FAO Trinidad and Tobago would be responsible for the management of funds, contracting the Project Coordination Unit staff and all procurement, was accepted by request of the Government.

59. FAO's work for preparing and implementing the project became a responsibility cantered in one person: the Regional Forest Officer who is the project Lead Technical Officer. This person had over two decades of work experience in the Caribbean, including in Trinidad and Tobago. For this reason he was well prepared to provide both technical and managerial supervision of the project. The preparation process was well executed in time and quality and interviewed representatives from government agencies commended FAO's technical support and leadership. They highlighted that even though FAO was coordinating project preparation, important decisions were left to the governmental agencies, ensuring national ownership of the design. Also, the Lead Technical Officer was directly and continuously involved. during project implementation He directly supported the Project Coordination Unit through weekly or biweekly calls. He made regular visits to the country and was directly participating in key meetings, for instance when the Forestry Division was not participating and when the strategy needed to be

adapted after the decision of not creating FPAMA (2016). Also, he was directly supervising and editing products of particular consultancies. All Project Coordination Unit staff mentioned that they felt fully supported by the Lead Technical Officer and had direct access.

60. Beyond the Lead Technical Officer, there was less involvement of FAO. The FAO-GEF Unit supported the Lead Technical Officer, had some communication, made two supervision visits and responded adequately on requests for support from the Project Coordination Unit. But their suggestion to include expertise from other relevant divisions from FAO (e.g. fisheries) was not followed up. There was little technical involvement from the national FAO Trinidad and Tobago Office. This was because the national Office is small with limited staff capacity, and also the FAO Representative changed three times during the project (including a period when it was managed from other offices). The Deputy Representative was marginally involved in the technical and administrative aspects of project management.

**Finding 11. The Project Coordination Unit provided a good quality, efficient technical project management, even though they were overstretched with administrative tasks that were beyond their capacities. The staff has particularly strong communication and convening skills.**

61. Since June 2016, after the project started its actual implementation after the delays explained in the section on Relevance, the Project Coordination Unit has been staffed by four persons: a Chief Technical Adviser who is programme manager for overall coordination; a Technical Officer who, among others, was charged with communication activities; and two Project Officers, one for more geographical and conservation issues and the other for capacity assessments and training. In September 2019, the Chief Technical Adviser and one Project Officer were hired by FAO Trinidad and Tobago for administrative positions. The Technical Officer became the new Chief Technical Adviser, the other Project Officer was promoted to Technical Officer and two new Project Officers were hired.
62. Even though the core roles of different staff were relatively well described, Project Coordination Unit took up many additional tasks. As found during the mid-term review, the Technical Officer and Project Officers were expected to carry out the Project Coordination Unit's main administrative tasks, including organizing meetings, liaising with committee members, liaising with FAO Trinidad and Tobago for procurement of refreshments, minute taking, filing, etc. Project staff was also expected to facilitate participatory processes. Some of these tasks (organization of meetings, liaising for procurement issues) were part of their TORs, while others (facilitating participatory processes) were not. Although this was sometimes perceived as not fully efficient (e.g. at a certain time all four were expected to assist subcommittee meetings), Project Coordination Unit staff expressed that they felt included because all helped with different activities. Nevertheless, some Project Coordination Unit staff mentioned they were not included in project decision-making.
63. An issue that did affect Project Coordination Unit's efficiency was the high demand of (financial) administrative tasks (see also section on Effectiveness). During most of the project, there was a lack of administrative capacity in the FAO Trinidad and

Tobago Office. The project only had a part-time support from an administrative assistant during part of the project (late 2017-2018). The Office did not have a Procurement Officer for considerable periods during 2017 and 2018. Therefore, Project Coordination Unit staff was charged with more (financial) administrative issues than could be expected from technical staff. Project Coordination Unit executed the entire procurement process, including the budgeting, proposals, selection of providers, hiring/buying and all related communication. FAO Trinidad and Tobago administrative support was limited to execute the actual spending and updating this in the internal administrative system (Field Programme Management Information System, FPMIS).

64. The challenge of Project Coordination Unit staff dedicating too much time to financial tasks, that are not part of their TOR, was recognized in the mid-term review and it was recommended to delegate many of these tasks to an administrative assistant. While this assistant was effectively in place after the mid-term review, interviewed Project Coordination Unit members voiced that the burden of tasks did not reduce but rather increased: because Project Coordination Unit staff was becoming experienced in procurement processes as well as in other tasks useful for FAO Trinidad and Tobago, they were increasingly employed for other tasks than those related to the project. Between late 2017 and late 2019, when new administrative staff was hired by FAO Trinidad and Tobago, the Project Officer's TOR were broadened with additional administrative tasks and they were asked to spend more time at the representation office than in the project office (at the Environmental Policy and Planning Division, EPPD). During that period, it was estimated by three individually interviewed Project Coordination Unit staff that their time dedication to non-project related administrative actions ranged from 10 to 20 percent of their time. For this additional time investment, staff received a compensation payment (approximately 20 percent), for which GEF funding was used. Later (September 2019), the vacant administrative positions of the Office were filled by two Project Coordination Unit staff and new staff was hired in due course for the project. This strategy (using Project Coordination Unit staff for non-project related activities and hiring such staff for office vacancies) was justified by FAO management as a strategy to strengthen a relatively weak Office and to provide a permanent position to well-performing temporary Project Coordination Unit staff. Although the evaluation team understands and accepts this strategy, it also observed that the high amount of time spent in administrative tasks and non-project activities, as well as the change in project staff stressed project performance. Also, the use of GEF funding to compensate for non-project related tasks is an incorrect use of the funds.<sup>15</sup>
65. The large majority of people interviewed during the evaluation highlighted the professional quality and personal dedication of Project Coordination Unit staff: with the exception of one person, all confirmed the convening power and skills of the Project Coordination Unit members to involve different (governmental and non-

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<sup>15</sup> During the revision period of this report, the FAO Representation and Funding Liaison Officer agreed to adjust the expenditures and to ensure that GEF funding used for additional payment was duly compensated by the time of FAO Trinidad and Tobago spent on project support. On July 7, the representation informed the evaluation team that it has taken the decision to reverse the charges associated with the expenditure incurred from the project to cover non-project duties carried out by staff.

governmental) stakeholders in project activities and protected area management. On several occasions where there were challenges for project implementation (for instance, when the Forestry Division withheld its collaboration, when plans were not approved fast enough or when there was a less-than-necessary institutional participation), Project Coordination Unit staff managed to trigger positive action by governmental agencies. Also, most interviewed stakeholders referred to the approachability of the Project Coordination Unit and their open communication. A critical characteristic that was mentioned by many interviewed participants of the protected areas subcommittees was that the Project Coordination Unit tended to push the agenda of the meetings of these committees and to leave too little space for fully developed debates or complete adoption of the different issues discussed or decided. However, this was hardly seen as a negative aspect, but rather helped effectiveness. To cite an interviewed subcommittee chair: "if it were not for the Project Coordination Unit, these committees would never function well".

66. Survey respondents were also generally appreciative of Project Coordination Unit. On the question "do you think that the project is well monitored: are lessons identified and applied accordingly?", 60 percent of respondents (24 out of 40) thought the team was better than other (similar) projects, and 25 percent considered it "similar". Only three persons considered the team to be worse than other projects.

**Finding 12. Due to changes in the context, among which a fundamental change in governmental policy regarding the institutional structure, the project had to adapt its entire focus and strategy related to the protected area system. This adapted management helped to partially achieve outcomes and outputs.**

67. On several occasions the project needed to adapt to changes in context. The first and major changes happened at the beginning of the project when the new government changed several departments and the project had to reengage with the new Ministries. Among others, both the GEF operational focal point, situated within the Environmental Policy and Planning Division, and the Forestry Division were within the Ministry of the Environment and Water Resources. However, the Environmental Policy and Planning Division went to the new Ministry of Planning and Development while the Forestry Division went to the Ministry of Agriculture, Land and Fisheries. Immediately after, there was a lack of collaboration by FD related to their resistance to the proposed FPAMA. In response, the responsible Ministry (Ministry of Agriculture, Land and Fisheries) decided not to create FPAMA but rather a specific division within FD (Forest and Protected Areas Management Unit - FPAMU- responding directly to the Conservator of Forest). To adjust to these changes, the project had to undergo major changes (see section on Effectiveness). Instead of targeting one single Authority (FPAMA) the project had to continue to work with FPAMU as well as will other FD divisions plus other agencies responsible for protected area management. The FPAMU was in place for only a short period, according to Project Coordination Unit staff because "people were not keen of being there". So after a new Conservator of Forest came in, the responsibilities of FPAMU were brought back to the National Parks Section in FD. The evaluation team considers that the adjustments to work with institutional strengthening under the existing context, rather than under the expected new institute, were necessary and generally well implemented.



68. Other changes in the context were the lack of continued funding by the Green Fund and awareness that the planned Protected Area Fund would not be developed. Therefore, the ambition from Outcome 3.1 was reduced from the original 'Sustainable financing system developed' to 'Sustainable financing study completed'. While a financing study was in fact developed and the adjusted Outcome was met, there has been no clear action to really implement the study and fill the funding gap (see section on Effectiveness).

**Finding 13. The financial management of the project lacked clarity. Major budget changes were proposed during project execution without clear justification. A high share was dedicated to project management funds with a poor cost/benefit relation.**

69. Project financial management was carried out by FAO Trinidad and Tobago. Project staff prepared the budget and procurement and FAO Trinidad and Tobago administrative staff made expenses. These were authorized by the FAO Trinidad and Tobago Representative as Budget Holder, which was updated in FAO's administrative system (FPMIS). The Project Coordination Unit managed an internal system in Excel to control budget items per FPMIS budget category and GEF project component.
70. Budget planning and reporting was limited, lacked detail and had many inconsistencies. The project annual work plans, presented to the Project Steering Committee and FAO-GEF Unit, were not accompanied by an annual budget forecast. Annual procurement plans were managed internally for all budget items, except professional salaries (FAO Trinidad and Tobago staff). In semi-annual project progress reports, FPMIS financial statements were presented as a total balance per 11 main budget categories, not further specified per year or per GEF project component. Beyond this, there has not been any regular financial report that provides a breakdown of project spending per individual budget item, activity, output or component.
71. Two budget revisions have taken place, a minor one in July 2016 and a major one in November 2017. This first was done to provide budget for communication, contingencies and a final report. This did not imply changes in the GEF components. The second adjustment, after the mid-term review, was larger and provided budget for new activities (including the socio-economic, livelihood and financial studies) and adjusted budget lines for consultancies, travel and workshop. The 2017 revision implied major changes (25 to 50 percent) for half of the FPMIS budget categories (5542 'International Consultants', 5021 'travel', 5920 'Training and Workshops', 6000 'Expendable Procurement' and 6100 'Non- Expendable Procurement'). At the level of GEF project components, this implied a reallocation of USD 190 192 (7 percent of overall budget), from Components 2 (13 percent reduction) and 3 (27 percent reduction) to Component 1 (11 percent increase). In 2019, a new budget revision was agreed, but according to information of FAO Trinidad and Tobago staff, this revision is not yet fully approved or calculated. According to the financial information provided, the current budget is the one revised in November 2017.
72. The 2017 budget revisions were explained in the accompanying document that was provided to the evaluation team by FAO Trinidad and Tobago (Budget Revision

B\_Nov 2017.doc). This document includes a table with the adjustments (Annualized budget - Oracle Format by Project Years - Against Previous Budget) and an embedded Excel file with the explanations on reallocation. According to the evaluation team, these justifications are in line with the proposed changes in project execution, but its explanation is unclear and inconsistent. To start, the explanation in the text document is different than that in the embedded Excel document (for instance, the USD 150 000 budget reduction for Component 3 is explained in the Excel document as "Funds for development of mechanisms for FPAMA (the Authority) reallocated" while in the text document it is explained as "Reallocations for Component 3 are mainly due to reduction in the allocation for travel"). In the column "previous budget" the line 5300 'Salaries Professionals' (USD 157 680) does not match the same item in the embedded Excel document (USD 52 640). Possibly related to this, there is a difference between the budget line 'Salaries Professionals' in the text document (presenting an unexplained reduction of USD 105 040) and in the embedded Excel worksheet (showing no difference). Also, the explanation in the text document for budget line 5543 'National Consultants' (reduction of funds originally allocated for a facilitator of meetings) does not justify a difference of more than USD 300 000 in the table above that explanation. Finally, the text explains "Under Component 4, funds have been adjusted to cover administrative charges by FAOTT" but this is not reflected in any table (in text or in embedded Excel file).

73. The financial statements included in the project progress reports present inconsistent values under the column "budget". In Tables 4, 5 and 6 below, the budget column is presented for three semi-annual progress reports after the last budget revision. None of these present the same budget and none coincide with the accepted budget. When asked for an explanation of these differences, FAO Trinidad and Tobago explained that in this statement the column under "budget" should be considered "expenditures". However, this would imply that until June 2018 there was a higher expense than until June 2019. Also, the expenses are presented under the column "actuals".

**Table 4: Financial statement in project progress report, January-June 2018**

Activity	Account description	Budget
<b>FUNDS RECEIVED</b>		
<b>TF5G11TT15023 615421 GCP/TRI/003/GFF Improving forest and protected area management in Trinidad and Tobago</b>		
	3001 Contributions received in advance	0
<b>Totals by activity (TF5G11TT15023 6145421 GCP/TRI/003/GFF Improving forest and protected area management in Trinidad and Tobago (FSP) (PROJECT))</b>		0
<b>Total FUNDS RECEIVED</b>		0
<b>EXPENSE</b>		
<b>TF5G11TT15023 615421 GCP/TRI/003/GFF Improving forest and protected area management in Trinidad and Tobago</b>		
	5011 Salaries professional	52 640
	5013 Consultants	815 674
	5014 Contracts	1 260 262
	5020 Locally contracted labour	28 062
	5021 Travel	103 575
	5023 Training	245 019
	5024 Expendable procurement	67 892
	5025 Non-expendable procurement	85 914

5028 General operating expenses	30 435
<b>Totals by activity (TF5G11TT15023 6145421 GCP/TRI/003/GFF Improving forest and protected area management in Trinidad and Tobago (FSP) (PROJECT))</b>	<b>2 689 473</b>
<b>Total EXPENSE</b>	<b>2 689 473</b>
<b>Balance</b>	<b>2 689 473</b>

Source: Project progress report, January-June, 2018

**Table 5: Financial statement in project progress report, January-June 2019**

Activity	Account description	Budget
<b>FUNDS RECEIVED</b>		
<b>TF5G11TT15023 615421 GCP/TRI/003/GFF Improving forest and protected area management in Trinidad and Tobago</b>		
	3001 Contributions received in advance	0
<b>Totals by activity (TF5G11TT15023 6145421 GCP/TRI/003/GFF Improving forest and protected area management in Trinidad and Tobago (FSP) (PROJECT))</b>		<b>0</b>
<b>Total FUNDS RECEIVED</b>		<b>0</b>
<b>EXPENSE</b>		
<b>TF5G11TT15023 615421 GCP/TRI/003/GFF Improving forest and protected area management in Trinidad and Tobago</b>		
	5011 Salaries professional	130 397
	5012 Salaries general service	0
	5013 Consultants	710 441
	5014 Contracts	346 396
	5020 Locally contracted labour	33 037
	5021 Travel	80 888
	5023 Training	174 446
	5024 Expendable procurement	45 721
	5025 Non-expendable procurement	68 634
	5028 General operating expenses	21 763
<b>Totals by activity (TF5G11TT15023 6145421 GCP/TRI/003/GFF Improving forest and protected area management in Trinidad and Tobago (FSP) (PROJECT))</b>		<b>1 611 723</b>
<b>Total EXPENSE</b>		<b>1 611 723</b>
<b>Balance</b>		<b>1 611 723</b>

Source: Project progress report, January-June, 2019

**Table 6: Financial statement in project progress report, July-December 2019**

Activity	Account description	Budget
<b>FUNDS RECEIVED</b>		
<b>TF5G11TT15023 615421 GCP/TRI/003/GFF Improving forest and protected area management in Trinidad and Tobago</b>		
	3001 Contributions received in advance	0
<b>Totals by activity (TF5G11TT15023 6145421 GCP/TRI/003/GFF Improving forest and protected area management in Trinidad and Tobago (FSP) (PROJECT))</b>		<b>0</b>
<b>Total FUNDS RECEIVED</b>		<b>0</b>
<b>EXPENSE</b>		
<b>TF5G11TT15023 615421 GCP/TRI/003/GFF Improving forest and protected area management in Trinidad and Tobago</b>		
	5011 Salaries professional	52 640
	5012 Salaries general service	0
	5013 Consultants	824 842
	5014 Contracts	1 345 995
	5020 Locally contracted labour	27 973
	5021 Travel	99 448
	5023 Training	253 133
	5024 Expendable procurement	70 052
	5025 Non-expendable procurement	85 914

5027 Technical support services	0
5028 General operating expenses	30 003
<b>Totals by activity (TF5G11TT15023 6145421 GCP/TRI/003/GFF Improving forest and protected area management in Trinidad and Tobago (FSP) (PROJECT))</b>	<b>2 790 000</b>
<b>Total EXPENSE</b>	<b>2 790 000</b>
<b>Balance</b>	<b>2 790 000</b>

Source: Project progress report, July-December, 2019

74. The administration of the Project Management Costs by FAO Trinidad and Tobago is confusing. The evaluation team observed that the actual management costs that were spent by FAO Trinidad and Tobago staff surpassed the 5 percent of project budget included in Project Management Costs. In the project design (ProDoc, Appendix 3) the budget for administrative project staff (Budget Officer, HR and Procurement Officer) were split 50/50 between Project Management Costs and component costs (1 and 4). Also, an Administrative Officer was budgeted, which according to the terms of reference can be considered as project management personnel but was fully included in the component costs. In sum, the budget for the administrative positions added up to USD 255 583, or 9 percent of project budget, which is higher than GEF indications (5 percent).
75. In practice, few of the budgeted administrative positions were actually filled. In fact, the lack of administrative support staff has been the reason mentioned by mid-term review and confirmed by Project Coordination Unit, during this terminal evaluation, as the main reason why Project Coordination Unit staff had to do additional administrative tasks beyond their terms of reference and, sometimes, beyond the direct benefit of the project. In the detailed expense reports that were provided to the evaluation team by FAO Trinidad and Tobago, the mentioned administrative positions appeared only in part of all expenses. Rather, Project Management Costs was spent on FAO Trinidad and Tobago senior staff costs: in 2016 and 2017, 88 days were paid for secondment of the Assistant Representative, for a total of USD 43 760. From March 2018 to October 2019, Project Management Costs was spent to an Operative Assistant hired for the project. Expenses for this position totalled USD 150 663. This amount covered the entire salary costs for this position, while administrative support to the project was limited, evidenced by the fact that Project Coordination Unit staff continued to manage administrative tasks. The total costs for these positions until late 2019 (almost USD 200 000) was higher than Project Management Costs budget, higher than any budget for 'Salaries professional' and did not match the USD 127 643 of actual spending included in the latest IFPAM statement. According to FAO Trinidad and Tobago, there has been indeed an overspending on Project Management Costs and Professional Salaries, and this is now being adjusted in the latest project budget revision.
76. The GEF project funding, as part of FAO Trinidad and Tobago budget, was not audited. Normally, all projects are included in regular financial audits (internal or external) of the FAO Representation Office. According to the information provided by FAO Trinidad and Tobago, the last audit has taken place before the project started implementation and the next audit of the Office will likely take place later in 2020 or 2021. This conflicts the indications on audits in the ProDoc (p. 71, GEF resources will be subject to the internal and external auditing procedures as per FAO financial regulations, rules and directives and in line with the Financial Procedures Agreement between the GEF Trustee and FAO). These issues did not

appear to be flagged by the FAO-GEF Unit or the Funding Liaison Officer that provides oversight over implementation.

**Finding 14. The project was implemented slowly and was extended three times because of external reasons (government change and lack of collaboration with main government agency, COVID-19 crisis) and internal reasons (slow delivery of consultancies, changes in Project Coordination Unit).**

77. The project implementation period was foreseen from December 2014 to December 2018, but has been much longer and is still ongoing. This is in part due to external factors, mainly the change in Government (September 2015) and the subsequent changes in institutional structure and lack of collaboration with the Forestry Division (see sections on Relevance and Stakeholder engagement). Also, the current COVID-19 is an external factor that limits project closure. However, other factors that caused delay are within control of project management. There was an initial slow start-up of implementation: while the project formally started in December 2014, the Chief Technical Adviser and one Project Officer were only hired six months later. After the new government came in, there was little project activity and the Project Coordination Unit was not fully staffed until June 2016. It can only be speculated how much the change in Government could have been anticipated by the project if implementation had started timely.
78. A frequently reported reason for delay, both by FAO staff and representatives from project partners, was the slow delivery of many consultancies. This has been highlighted in progress reports as well as in the mid-term review. The main reasons for this are slow procurement processes (both for contracting as for necessary equipment, for instance for biodiversity monitoring as explained in mid-term review) and unclear terms of reference. The latter was explained by project partners and Project Coordination Unit staff during the interviews for this terminal evaluation: several consultancies, among which the Trail Design report and the Financial Study, had long approval processes because of different expectation level of the content of the document and, in the end, had to be partly re-written by FAO staff (see section on Effectiveness). A managerial change caused some delay is the staffing change in late 2019. This was adequately adapted by promoting well-performing staff within the project to more responsible positions and hire new staff. While this caused some delay, the fact that past staff continued at FAO Trinidad and Tobago helped for a smooth transition. Also, the COVID-19 crisis of the project is affecting the finalization of the project and cannot be assessed during the present evaluation.

**Finding 15. The project increased efficiency by leveraging external support for its activities from other agencies (e.g. Statistics, Environmental Research Institute Charlotteville, Tobago - ERIC) as well as expertise of NGOs. This was particularly effective in Tobago, leading to the declaration of the Man and Biosphere reserve and large participation in an island-wide protected area management subcommittee.**

79. The project has been successful in establishing coordination with other agencies and institutions, not originally foreseen in the design. This increased efficiency because results were achieved through collaboration. A good example is the collaboration with the Central Statistical Office. The Office collaborated in the

design of survey methodology and data gathering (with online devices) for the socio-economic study. This collaboration supported the quality of that study and at the same time it was a test-run for the next population census for the CSO creating a win-win situation for the project and CSO processing. Also, collaboration with University and some NGOs went beyond the collaboration planned during project design. For instance, collaboration with the Tobago-based NGO (Environmental Research Institute Charlotteville, Tobago) helped to increase effectiveness and coordination of the Tobago work, because the NGO triggered merging the two protected area subcommittees (Main Ridge and North East Tobago) into one, well-functioning subcommittee for the protected areas of the island. Also, thanks to this collaboration IFPAM became involved in the successful declaration of the North-East Tobago Man and Biosphere reserve.

The evaluation team rated the efficiency criterion as Moderately Satisfactory.

The evaluation team rated the overall quality of project implementation and adaptive management (implementing agency) as Moderately Satisfactory.

The evaluation team rated the quality of execution as Satisfactory.

The evaluation team rated efficiency (including cost-effectiveness and timeliness) as Moderately Unsatisfactory.

### 3.4 Sustainability

**EQ 9.** What is the likelihood that the project results will continue to be useful or will remain even after the end of the project?

*Sub-question. What are the key risks which may affect the sustainability of the project benefits?*

*Sub-question. Considering that the envisaged protected areas institutional structure is not in place, has adaptive action been undertaken to promote the likelihood of sustainability of project results after project implementation?*

**Finding 16. The knowledge and experience with participatory approaches, created among a variety of stakeholders, has contributed to a wider social basis for effective protected area management, which is a foundation for future sustainability.**

**Finding 17. There are several specific project outputs that have already found institutional embedding with governmental agencies. Most other outputs, and most significantly the management plans, have been recently generated and are awaiting this embedding.**

**Finding 18. The future sustainability of project outputs and outcomes fully depend on the political and institutional context and on public funding. Both are not secured within the current institutional structure.**

80. **Political sustainability.** As demonstrable during the course of project implementation, one of the greatest risks is that of political sustainability. Despite the project having been developed with political endorsement from different political parties, the Government's interest in establishing a specific Protected Areas

Agency declined, which meant a complete change in direction of the project. This lack of institutional stability will be an ongoing threat. Until a government agency, namely the Forestry Division, which is housed within the Ministry of Agriculture, Land and Fisheries, does not have a clear mandate to champion the results from this project, many of the project results may go underutilized. Thus, project results are highly dependent on political decision-making of the day. However, it is worth noting that a consolidated protected area system comprising of 136 protected national areas across Trinidad and Tobago, was approved by Cabinet on 14 February 2019; a high-level ministerial committee was appointed to guide implementation, providing the political baseline for future work. It is simply unclear as to what the next steps will be towards consolidation.

81. In spite of uncertain political sustainability, the nature of the outputs is such that they can be utilized by different government entities. There are already indications that some of the outputs from the project will be integrated into various governments' programme of work, which demonstrates a degree of sustainability beyond project duration. These include the following:
  - i. The Environmental Management Authority has included management of two of the subcommittees under this project as participatory mechanisms for managing environmentally sensitive areas in Nariva and Matura. These committees will evolve to "Management Advisory Committees" and are enshrined in the Environmental Management Authority programme of work.
  - ii. The Environmental Policy and Planning Division has taken ownership of the National Biodiversity Information System<sup>16</sup> produced by the project.
  - iii. In Tobago, the North East Management Trust was registered/established.
  - iv. Some of the Forest Conservancies (decentralized forest management units under the Forestry Division) have now been brought under the National Parks Section (Forest and Protected Areas Management Unit) of Forestry Division, moving towards a more conservation-based approach.
  - v. Hunting guidelines have been incorporated into Parks and Wildlife works and been championed by the Senior Game Warden of Trinidad.
  - vi. There is anecdotal evidence through interviews that the sections of Parks and Wildlife which fall under the Forestry Division have integrated monitoring protocols into their own guidelines. There is also anecdotal evidence that they have integrated biodiversity-related communications materials into their communications, both in Trinidad and Tobago. In particular, it was noted that the way in which game wardens now communicate with poachers has changed and evolved to include biodiversity information which they did not previously have.
  - vii. There are anecdotal accounts that some Assistant Conservator of Forests have included activities from the project in their programmes of work. One element that will support the sustainability of this is that a larger number of ranger staff (29) is anticipated in the coming year.

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<sup>16</sup> Now: Trinidad and Tobago Biodiversity Information System.

- viii. The Central Statistical Office has incorporated some of the lessons learned from conducting surveys and questionnaires within the project and folded them into their own surveying practices.
  - ix. In Tobago, the school education and communications products from the project has been integrated into THA's own materials.
  - x. There is signage demarcating the protected areas (while there was one critique of the size, colour and positioning of the sign); it seeks to highlight these areas beyond the duration of the project.
82. Many other outputs do not appear to have any ownership at this time. For instance, the website was developed under this project and is the repository for the documents and products used under this project; these were intended to transition to the Forestry Division and Environmental Management Authority. At the time of writing, no institution has taken ownership of it (see section on Knowledge management).
83. The main question of how protected areas will be managed has not been resolved. While management plans have been developed, it is unclear to what extent these will be implemented, as a final version of the plans has not been finalized at the time of the terminal evaluation. While some government agencies (MALF, EMA, THA) have indicated that they will use them, it is unclear to what extent. There were also some remarks that the management plans do not sufficiently take into account local level livelihood considerations, which may make them unsustainable at the local level. As the management plan is a key product for longevity of project results, it poses great risks to the sustainability of the project that it has not been fully incorporated into government agencies' programme of work. Further, for the project to be truly sustainable, complementary legislative changes are required - these have not yet occurred. Further, visions of co-management were not fully realized.
84. **Economic sustainability.** The project was not able to leverage the kind of funds anticipated in the design phase. There does not appear to be a clear financial engagement/commitment from the Forestry Division, or the Green Fund. The Green Fund was created in the year 2000 to provide resources to conserve the environment. It is funded by a 0.1 percent tax on the gross sales or receipts of companies doing business in Trinidad and Tobago, principally in the oil industry. This Fund can be used for reforestation, remediation and conservation projects only, including protected area management. According to the project plan and confirmed by interviewed FAO staff, the Green Fund was a key element of project delivery and sustainability because it would provide financial sustainability to protected area management, as well as funding projects to NGOs and community organizations. In 2017, after a decrease in global oil prices, the Green Fund stopped funding projects. This impacted the project considerably because, according to ProDoc (Table 4.6, p. 70), there were a series of key activities that would be funded by the Green Fund, including fulfilling staff requirements, raising public awareness, improvement of protected area infrastructure, rehabilitation of degraded areas and capacity building. The Green Fund was expected to provide budget support assistance for the protected area management and implementation of both forestry and protected areas policies but, in the end, Green Fund co-financing was



limited to ongoing reforestation/rehabilitation projects during the first year of the project and no new initiatives were financed since 2017. This has affected both project implementation as well as economic sustainability for project results in the future.

85. The IFPAM project outputs, especially information generated for the management plans, served as useful baseline for application for biosphere status granted by UNESCO. A fledgling trust was established in Tobago but it appears to be facing challenges. There is one follow-up GEF project that is planned (BIOREACH: Biodiversity Conservation and Agroecological Land Restoration in Productive Landscapes of Trinidad and Tobago); while this project may leverage some elements of the IFPAM project (using a participatory method, supporting the biodiversity database, using subcommittee structures for stakeholder consultations), it is operating strictly outside of the protected areas and with a vision of sustainable production rather than area management.
86. **Social aspects contributing to sustainability.** All but one public servant interviewed, spoke highly of the participatory nature of the project. It appears as though the project was novel in bringing diverse stakeholders (governmental agencies, non-governmental agencies, academy, private sector, some local inhabitants) together and allowing them to engage. The subcommittee structure, in particular, allowed people to meet in a more decentralized manner. Despite there being a need for more representation from the Ministry of Tourism, Ministry of National Security and local producer or fisherfolk groups, it appears that new connections were forged, which will endure past project duration. In particular, tour operators have had the opportunity to work with government officials; representatives from University of the West Indies collaborated with Government, and in Tobago there were collaborations with schools. Two key consequences that were noted during interviews were that i) this kind of engagement means that stakeholders will demand/liaise more from government (e.g. this is happening at the Caroni Swamp subcommittee level); and ii) some of the barriers have been broken between governmental and non-governmental stakeholders - both of which increase access to government.
87. In Tobago, certain social activities appear to have more promise for sensitizing local communities in the long-run: there is an annual Blue Foods Festival and the THA now brings a biodiversity and protected areas perspective to it. It is an effort to meet directly with hunters and consumers and elaborate the kind of hunting and treatment of meat that is safe and permissible. The Main Ridge Fitness Challenge, which was initially intended to be a one-time event, calling attention to conservation needs of the Main Ridge, became a recurrent event.
88. According to the THA, anecdotally, knowledge of the Main Ridge Forest Reserve has increased since their public awareness activities - they state that there are less wildfires, reduced hunting and agriculture. Their representatives explained to the evaluation team that the communications training they received has helped them to improve knowledge products on the protected areas. However, ongoing sustainability is challenged by limited staff.

89. It was also noted that the project yielded some positive social impacts that were not anticipated in the project design. For instance, the respect and appreciation of game wardens increased as a result of this project, where before there was a social hierarchy among forestry staff. An increase in warden staff in the coming year may reinforce this. It was also noted by two interviewees that there has been an attitudinal shift between hunters and wardens. Whereas the relationship was confrontational, this has shifted due to the trainings conducted under the IFPAM Trinidad and Tobago project.
90. Another social aspect that may contribute to sustainability is that, anecdotally, the project supported champions on conservation. This was especially significant in departments where there was initial scepticism for the project, e.g. Forestry Division.

**Finding 19 The project does not have a sustainability plan; beyond initial efforts to promote institutional embedding, there has not been a directed strategy (directed capacity building to continue project activities, securing funding for follow-up projects) to ensure sustainability of project results after project closure**

91. The project does not have a sustainability plan. Much of the sustainability is embedded in management plans and protocols, but there is no clear strategy of how these are to be incorporated in various agencies' programmes of work or activities. There is an assumption that due to their usefulness, the tools of this project will be taken on. It is anticipated that FAO Trinidad and Tobago will continue efforts to promote follow-up activities.

The evaluation team rated the sustainability criterion as Moderately Likely.

## **3.5 Factors affecting performance**

### **3.5.1 Monitoring and evaluation**

**EQ 10.** (M&E design) Was the M&E plan practical and sufficient?

**EQ 11.** (M&E implementation) Did the M&E system operate as per the M&E plan? Was information gathered in a systematic manner, using appropriate methodologies?

**EQ 12.** Was adaptive management undertaken based on the M&E system? (Was the information from the M&E system appropriately used to make timely decisions and foster learning during project implementation?)

**Finding 20. The project M&E plan was well designed to monitor project performance and guide adaptive management. It was a practical basis for project reporting. Technical reporting was done adequately and timely.**

**Finding 21. The Project Steering Committee met infrequently (only when there was a need) but did timely revise and approve plans and reports. Its members found it to be inclusive but also large and maybe, therefore, it was less proactive but mostly agreeing on decisions prepared by FAO.**

**Finding 22. The project applied several monitoring tools to assess various environmental and social variables (KAP, biodiversity monitoring, livelihood**

**assessments). While these provided important data, monitoring protocols were not used to adapt management or for an analysis of lessons learned.**

**Finding 23. Outcome level indicators did not include considerations for measuring changes in gender equality and the empowerment of women (GEEW), or for changes in livelihoods.**

92. Overall, the project appears to have an adequate monitoring and evaluation plan although its implementation could have been improved. In terms of indicators, these were reported against yearly. Several indicators did not have sufficient information to report progress against the project implementation reports (see section on Effectiveness). For instance, under Outcome 3.1, with the indicator "Funding objectives identified and strategies implemented to achieve objectives", the project had little to report on. In order to respond to this gap, the project management team suggested for the Project Steering Committee to identify funding gaps and improve accounting (Outcome 3.2), but it worked out that there was not enough information gathered for this indicator either. Something similar occurred in Outcome 3.1, where data gathered were not enough to report on the progress of the indicator on the conservation status of wildlife.
93. It is worth noting that outcome level indicators were not designed to assess attitudinal, behavioural and changes in livelihoods at the local level (see section on Relevance). While these are not all necessary, it would have been useful to include some indicators that measured changes/impacts on local level communities residing in the vicinity of protected area and/or using forest resources. Output level indicators were precise, and its reporting effectively showed progress towards generation of outputs. Also, there are no gender indicators at the outcome level and two at the output level. Not having gender or livelihoods considerations built into the indicators means that the project did not systematically measure impacts on gender or livelihoods. This is a missed opportunity for assessing how the project impacted people's lives, particularly those that use resources from the protected areas, or reside in their buffer zones.
94. There were some discrepancies in reporting. In some cases, self-rating was higher than achievement. Under Outcome 2.1 "FPAMA/THA staff have the resources and infrastructure for effective PA management", it was reported that achievement was 100 percent (PPR, 2019) and Satisfactory (PIR, 2019), despite the fact that no new resources or infrastructure were made available. Also, incorrect information was used to show progress on Outcome 2.1, e.g. "Six (6) site specific management plans drafted with one-three year detailed budget and work plan which incorporates current activities and actions that which have secured funding".
95. There were several monitoring tools developed as project outputs. These include ecological monitoring protocols developed for forests, coastal and maritime areas, yet they were not finalized early enough to be applied. At the time of writing, they are in final draft form, however the plan is that they will be used by various entities in ecosystem monitoring post-project.
96. Geographic Information System (GIS) was used to monitor some changes during the project for the following purposes:

- i. landover changes in areas of Caroni Swamp - to assist with boundary determination for proposed protected area in management plan;
  - ii. mapping of hunting camps in Trinity Hills;
  - iii. examination of changes in forest cover in Nariva Swamp to identify areas for reforestation;
  - iv. training in GPS and GIS was done. Areas of application were fire monitoring and forest clearing - some Forest Officers use the tools.
- 97. To share evidence on progress, the following products were developed with Project Steering Committee members:
  - i. project newsletters
  - ii. workshops to share best practices
  - iii. project reports
  - iv. website
  - v. KAP surveys
  - vi. livelihood assessments
- 98. There was evidence that Project Coordination Unit members had to correct products themselves to improve them in response to feedback of the Project Steering Committee. For instance, it was noted that when stakeholders indicated earlier in the project that they were not receiving adequate information, the newsletter was developed. Communication products were also revised following KAP survey results. Similarly, KAP surveys revealed that there weren't sufficient forestry officers on the ground; this allowed the Forestry Division to change their strategy to go in and meet with hunting associations. A livelihood assessment study was undertaken in communities surrounding one of the pilot protected areas in 2017; it was then refined and replicated in five other protected areas to identify people's interest in exploring and developing sustainable livelihoods connected to these pilot sites. Results of the study were used to conduct a series of clinics with community organizations, assisting them in developing organizational profiles and draft proposals which were shared with funding agencies to explore development into full-fledged proposals to support sustainable livelihoods.
- 99. The Project Steering Committee's intent was to provide oversight over project monitoring. It was noted that the Steering Committee did not function optimally. Representatives were mostly from government, attendance was variable. In efforts to be inclusive, the Steering Committee was fairly large. While this increased stakeholder engagement, the Project Steering Committee was seen as responding more to the Project Coordination Unit and FAO recommendations, rather than exercising leadership. The large size was perceived by some as limiting strategic input from the Steering Committee. The Project Steering Committee met infrequently and required heavy involvement by participants in terms of density of documents to review. Also, in practice their tasks were broader than strictly related to oversight, revision and approval of budgets, annual plans and approval of evaluations, as was included in the ProDoc (section 4.2; implementation arrangements). According to the revised meeting minutes, the Project Steering

Committee was actively involved in revising TOR of consultancies and products from individual activities. It was mentioned by two interviewees that the high volume of documents inhibited members to be well prepared for meetings. Another interviewee mentioned that there was not sufficient information provided on status of co-financing, and what budget sources (GEF or co-financing) were used for what project activities. Budget documents or reallocation documents were not shared with Steering Committee members, only when the major budget revision of 2017 took place (see section on Efficiency).

100. There was a complaint that the mid-term review report was not disseminated at the subcommittee level, which prevented the committees from following up more rigorously. It was also noted that TORs were only shared in the first year of the project with Steering Committee members, which prevented them from providing more strategic recommendations on consultancies.

The evaluation team rated the monitoring and evaluation criterion as Moderately Satisfactory.

The evaluation team rated the monitoring and evaluation design at project start-up as Satisfactory.

The evaluation team rated the monitoring and evaluation plan implementation as Moderately Satisfactory.

### 3.5.2 Stakeholder engagement

**EQ 13.** In how far have the national partners assumed responsibility for the project and provided adequate support to project execution, including the degree of cooperation received from the various public institutions involved in the project?

*Sub-question. To what extent did the degree of country ownership influence project results?*

**EQ 14.** Were other actors, such as civil society, indigenous population or private sector involved in project design or implementation, and what was the effect on the project results?

**Finding 24.** The project's participatory approach was a novelty for the country and generally very well perceived by project stakeholders. Although most stakeholders had little experience and despite institutional (resistance from the Forestry Division) and logistical challenges (difficulty of stakeholders to travel to meeting sites), the project achieved to include a wide participation of people, including different level of government agencies. This participation was during project development and implementation, and in management committees as well as in concrete project activities such as training, monitoring and research. The informed and active participation of a variety of stakeholders reflected country ownership that contributed to the successful achievement of several project outcomes.

**Finding 25.** While stakeholder participation was wide, the representativeness varied: government agencies were most represented in protected area subcommittees and project activities, followed by protected area beneficiaries (NGO, private sector - tour operators). Local communities that are not represented by non-governmental organization/community-based organizations and who are among the most

**impacted from protected area management, were insufficiently engaged. This was explained because there were no concrete livelihood options included in project activities. During project implementation, due to high demand on participants (time and technical level) and because the perception of a negative cost/benefit, there was a decrease in participation in protected area subcommittees.**

101. Overall, the participatory approach was highly commended by those interviewed, especially by government interviewees. For many stakeholders it was the first time they had worked closely with such varying groups, at a decentralized level. It was also noted by several people interviewed that everyone had a voice at the table.
102. The main project stakeholders included government, civil society, academia and a small number of private entrepreneurs. While stakeholder participation was wide, the representativeness varied: government agencies were most represented in protected area subcommittees and project activities, followed by protected area beneficiaries, namely established NGOs and private sector - tour operators. It was noted that each subcommittee had its own dynamic; in Caroni for instance, when a more recently established youth-based NGO (Wildlife and Environmental Protection of Trinidad and Tobago) wanted to join, this was resisted by the committee.
103. The subcommittee structure, which was struck up in the vicinity of each protected area, was decentralized (chaired by local staff of the Forestry Division in collaboration with other local stakeholders, meetings organized in different locations around the protected area). While four of the final<sup>17</sup> five subcommittees were fairly functional in galvanizing participants, the Trinity Hills Subcommittee was unable to foster effective collaboration. It was noted that it was an area with differing interests, e.g. oil fields, hunters, lack of a central community, less community organizations present, and fluctuating management - four chairs over the life of the project. Subcommittee meetings were held once or twice a quarter, bringing people together fairly frequently.
104. One of the most effective subcommittees was that of Matura, where stakeholders had the opportunity to work together previously and around a specific issue, e.g. sea turtles. Also, the Tobago subcommittee was effective and dynamic. This committees started as two - one for each protected area - but then merged on request of the participants. These jointly undertook several activities in relation to the project but not necessarily related to the committee (e.g. events, education). Also, they connected the subcommittee to the development of the Biosphere and the Northeast Development Fund.
105. The initial concept of the project was initiated and designed by the Government of Trinidad and Tobago. This concept was then shared with the Lead Technical Officer to develop into a project, and was largely driven by the Ministry of Planning and Development (see section on Relevance). In both Trinidad and Tobago there was a sense that while the project promoted a participatory method, it was driven by the FAO Project Coordination Unit, which many of the interviewees used

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<sup>17</sup> Because the two subcommittees from Tobago were merged into one, the original amount was reduced to five.

interchangeably. It was expressed that it was the Project Coordination Unit that would set the agenda for the various subcommittee meetings, which the co-chairs would follow. Despite this, it was not perceived as negative and it was repeatedly stated that FAO (Project Coordination Unit) set an example with this project. Further, stakeholders from Tobago expressed that they felt included. Consultations with government officials revealed that though they felt this was an FAO-run project, there was a sense of country ownership due to the participatory nature of the project.

106. Despite there being broad participation of stakeholders, there were some gaps - local level individuals that were unaffiliated by larger NGOs or government were not really captured in project documents. While they were beneficiaries of trainings and workshops, and addressed in the livelihoods assessment, the project documents and interviews did not yield any significant findings on what impacts these initiatives had on them or how they contributed to their success. This could be attributed to the lack of outcome level livelihood indicators (see section on Effectiveness). On the Tobago side there was mention of inclusion of fisherfolk, but on the Trinidad side there was little mention of farmers, producer groups or users of forest resources, and how they were impacted by the project. In particular, large encroaching communities and rice farmers who may be having a negative impact in the pilot protected areas were not sufficiently engaged according to several interviewees. There were no income-generating activities, and some felt that the real project stakeholders would be impacted by the designation of protected areas, or those whose activities would affect the buffer zones of the protected areas were left out. It was noted that the project was more conservation-focused than user- or livelihoods-focused (although livelihood clinics were held in Matura - there are no real results that have been shared on this).
107. While there was an acceptable level of participation from non-governmental organizations, there were recurring complaints by these entities that they were not compensated by the project for their participation, which many saw as laborious. It was stated that the project sent out long documents to be reviewed, required an investment of time by NGOs, time that they had to forgo from activities that were lucrative (part of this is due to the compensation that some are accustomed to from oil company consultations). The project did not provide compensation, but in efforts to address this discontent it provided meals at workshops/meetings and in some cases covered the costs of travel. Despite this, participation fell markedly, and "a negative cost-benefit" was mentioned. One interviewee remarked that some of the documents that required input were not suitable for all stakeholders. It was also noted that while NGOs like the Caribbean Natural Resources Institute (CANARI) have tremendous capacity, their contribution to the committees was not what it could have been.
108. There was also mention that some stakeholders had to travel great distances to attend meetings. The Project Coordination Unit did remark that they continually changed sites of subcommittee meetings to be more fair with proximity; they also allowed members to Skype. From different sides (Project Coordination Unit, government agencies and local beneficiaries) some stakeholder fatigue was noted. According to the evaluation team, this could have been caused mostly because of the dense technical content of issues and documents presented (monitoring

methodologies and results, management plans) rather than the lack of compensation (which is uncommon in similar settings in other countries).

109. There was some distrust with the key stakeholder, the Forestry Division, at the onset of the project. The Project Coordination Unit, supported by the Lead Technical Officer and key staff from the Environmental Management Authority took great efforts to continuously liaise, collaborate and include the Forestry Division, to enhance trust. The project managed to include several divisions/units: Wildlife, Assistant Conservator of Forests. Given the initial reticence of the Forestry Division to engage, it was a “win” for the project that by the end there was evidence of collaboration - forestry officials led all the subcommittees, integrated some of the outputs from the project into their own work (see other examples in the section on Sustainability).
110. Two of the government ministries that were, according to interviews, not sufficiently included and had a stake in project results are the Ministry of Tourism and the Ministry of National Security. The Ministry of Tourism’s participation dropped over the course of the project, however independent tour operators were able to participate (it was noted that one of the benefits of the project was that the tour operators had a venue in which to articulate their needs). In terms of the Ministry of National Security there was a need for them to engage more heavily due to illegal quarrying and marijuana cultivation in some of the protected areas; they were brought on in the latter phases of the project, though not to the extent that the project team desired.
111. There was no mention of indigenous groups’ participation or input. The only presence of indigenous peoples’ groups is around Trinity Hills but there was no specific strategy or action to include these in co-management arrangements or in project activities, other than general stakeholder engagement strategies.<sup>18</sup>
112. The key benefits noted by stakeholders in interviews were (see benefits noted in survey in section on Effectiveness):
  - i. trainings and workshops in ecosystem monitoring and management;
  - ii. public information/communication products, e.g. hunting guidelines, monitoring protocols, information on trails, biodiversity information; public education and outreach;
  - iii. create mechanisms by which stakeholders articulate and advocate for their interests, improve conflict management;
  - iv. opportunities to liaise and network;
  - v. provide a foundation for future interactions;
  - vi. create a culture of monitoring/collecting data;
  - vii. more shared understanding of how people view these areas (pilot protected sites);

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<sup>18</sup> The evaluation team did not have an opportunity to interview representatives of indigenous peoples’ groups that were familiar with the project.



- viii. in Tobago, it was noted that the subcommittee structure led to a sense of empowerment by those engaged in the process;
- ix. in Tobago, it was noted that there were jobs created in maintaining trails and roads, an increase of patrol and surveillance and a protection of water resources.

The evaluation team rated the stakeholder engagement criterion as Satisfactory.

### 3.6 Environmental and social safeguards

**EQ 15.** To what extent were environmental and social concerns taken into consideration in project design and implementation?

**Finding 26. The project did not include sufficient reference to social and environmental safeguards and risks. The participatory mechanisms and institutional settings fostered under this project facilitated some level of safeguarding through inclusion of diverse stakeholders.**

- 113. The original project document did not include much reference to environmental and social safeguards. It could be because it was developed at a time when there were differing requirements on this. The project document simply states: "Social and environmental safeguards will be ensured in implementing the project activities with the support of the PA Management committees", but there is no real elaboration on how this was to happen. Also, at that time FAO did not have its guidelines for social and environmental management in place (launched in 2015 and available at <http://www.fao.org/3/a-i4413e.pdf>) That being said, the mechanism of multi-stakeholder subcommittees did facilitate some level of safeguarding, as people were able to voice differing interests and concerns. However, given that local communities, outside of formal Government or civil society groups were not too well represented, there were some gaps in just relying on subcommittees.
- 114. In terms of the risk matrix proposed in the project document, impacts on vulnerable sites and communities were not identified. There was no mention of possible impacts or protections for any indigenous communities. The project only had a couple of risks that could be perceived as potentially safeguarding vulnerable sites, e.g. "Uncontrolled tourism growth (Inadequate regulation of visitor numbers and activities)" and "Private landowners refuse to set-aside areas for conservation purposes" (see also section on Knowledge management).
- 115. The project team used several tools to address these gaps in social and environmental safeguards. Most notably the KAP surveys and the livelihoods assessments verified that the project was not having negative impacts. The project team noted some gender imbalances in the project sites and included those considerations in future activities. Further, the gap analysis of protected areas plans, and monitoring of conservation status of species, helped identify critical sites, an analysis of which is integrated into the management plans. It is also to be noted that given that the very nature and design of the project was to establish protected areas and establish good governance through a co-management structure, conservation principles are built into the project.

### 3.7 Gender

**EQ 16.** To what extent were gender considerations taken into account in designing and implementing the project?

*Sub-questions. Was the project implemented in a manner that ensures gender equitable participation and benefits? Were there any gender (intended or non-intended, positive or negative) effects on women empowerment? How was gender monitored throughout project duration?*

**Finding 27. Gender was included in the project execution and implementation: aspects of gender equity were included in project design, monitoring and training.**

**Finding 28. There were a few activities to actively promote gender equity or women empowerment. This is related to the fact that a good gender balance among all stakeholders, including in leadership positions, is a baseline situation in Trinidad and Tobago.**

**Finding 29. It is unclear how the project impacted women and their livelihoods at the local level.**

116. In order to account for gender considerations in the project, it is necessary to provide a little context to the gender situation in Trinidad and Tobago, to compare results against. In Trinidad and Tobago, 94.6 percent of women and 92.2 percent of men complete primary education (World Bank). Of these, 98.3 percent of women as opposed to 96.5 percent of men advance to secondary education. Women are seen as outperforming men at both the secondary and tertiary levels of education, yet men still dominate technical and vocational education - particularly relative to the energy and industry base of the economy (National Policy on Gender and the Environment, 2018). In terms of political leadership and decision-making, women occupy 31.1 percent of seats in the national parliaments, and 33.3 percent of ministerial positions.
117. Overall, gender was very well represented on the project team; three of the four staff were women. Both Chief Technical Advisers were women. In terms of stakeholders/beneficiaries, the representation on the five subcommittees hovered at 52 percent male and 48 percent female. Due to a lack of livelihood activities, it is difficult to assess what impacts the project had on the day-to-day life of local women.
118. In terms of design, there was only one gender indicator - under Output 1.2.4 "Workshops on gender issues in PAs held" and gender is mentioned in Output 4.1.3 (Project "best-practices" and "lessons learned" in relation to co- management models, mainstreaming gender in biodiversity conservation, etc. disseminated via publications by PY3). Opportunities were missed for gender-disaggregated indicators in the design, especially with indicators that measure the number of people trained. The Project Coordination Unit, nonetheless, provided gender participation breakdowns of workshops and trainings in their progress reports.
119. Overall, the projects had two main gender-based activities. These include:

- i. Two workshop sessions on the application of a gender lens in environmental management. These were carried out in December 2017 and January 2018 (five men and nine women participated). Participation included government and civil society, and these were asked to review activities in their pilot protected areas, and examine them through a gender lens. Participants were asked to go beyond counting women, and instead examine social structures, community agendas and dynamics, and plan meetings at appropriate times to enable female participation. Those interviewed noted that the gender workshops were useful, however it is not clear how these were applied in stakeholders' work.
  - ii. An information leaflet outlining the importance of conducting gender analyses, how it is done and how gender mainstreaming can be applied to the project cycle has been drafted and will be finalized and shared with project stakeholders so that these tools can be used in management of the protected areas.
- 120. The project demonstrated learning-by doing. After the gender workshops and gender leaflets were developed, the survey instrument for the livelihoods assessments was adapted to account for gender results and to obtain more analytical and qualitative data on gender.
- 121. Given the strong baseline of female participation that already exists in Trinidad and Tobago, it is not surprising that female participation was strong. In terms of future phases of similar projects, it would be useful to capture qualitative changes that may or may not take place with regard to women and natural resource management. In particular, it would be useful to see how women whose livelihood activities are enmeshed with natural resources would/would not experience project impacts. Similarly, while women are well-represented in public service and formal NGO circles, it would be useful to have some differentiated findings of rural and urban women. Further, because there is such high level of women participation at the institutional level, lack of participation at the local level can go unnoticed.
- 122. As the subcommittee structure was the mechanism by which to ensure participation, it is worth noting that some interviewees complained that meetings were often at a distance and required travel, and that the workload for participation was fairly high; this could compound women's labour (although this was not noted specifically by anyone interviewed). The Project Coordination Unit did change meeting sites for fairness.
- 123. The evaluation does not reveal any substantial changes in women's empowerment, nor was the project designed to impact power differentials between men and women.

### 3.8 Co-financing.

**EQ 17.** To what extent did the expected co-financing materialize, and how short fall in co-financing, or materialization of greater than expected co-financing affect project results?

**Finding 30.** Up to mid-2019, the project reported more actual co-financing that originally committed for the entire project period. Several new co-financing sources were mobilized. Key co-financing from the Green Fund, forming an important part of the project's intervention strategy, did not materialize.

124. To assess the mobilized co-financing to the project, the evaluation team relied on the figures provided in the last project implementation report (June 2019; Appendix 3). The figures of mobilized co-financing are requested annually by FAO Trinidad and Tobago from the different confirmed co-financing sources. The agencies that reported co-financing provided these numbers directly to FAO Trinidad and Tobago. According to FAO, government expenditure is sustained by financial statements issued by the Government of Trinidad and Tobago. These statements do not provide the level of detail that allows the evaluation team to assess the actual contribution of this co-financing to the project outcomes. For the other sources, co-financing is not sustained by confirmed declarations of co-financing. Therefore, the evaluation team cannot assess the actual amounts of co-financing.
125. According to the information provided in the project implementation report 2019, the project mobilized more funding (USD 28.7 million) than committed at the time of CEO endorsement (USD 27.7 million). A large amount of this co-financing (USD 21.8 million) was already mobilized by mid-term. This higher-than-expected co-financing is mostly thanks to the inclusion of additional co-financing sources. The largest additional co-financing source is the National Reforestation and Watershed Rehabilitation Programme; with USD 13 million it contributes with almost half of all mobilized co-financing. In part, these were used for the restoration activities (Output 2.1.3, see section on Effectiveness) but for the major part, the evaluation team cannot assess what these funds were used for. Also, smaller additional amounts, not foreseen at project start, were provided by Tobago House of Assembly, Environmental Management Authority and Institute of Marine Affairs (IMA). In 2019, the project expected the total co-financing at the end of the project to amount to USD 43 million, but this seems unlikely given the current speed of mobilization and economic context.
126. On the other hand, two major sources reported that co-financing materialized much less than originally committed, for activities that do not seem to be compensated for by the additional funds from the Reforestation and Rehabilitation Programme. The European Union committed USD 2.1 million, but until now it has mobilized less than 10 percent of this amount. The European Union had committed most of its funding to surveying protected area boundaries, which finally had to be done with GEF funds, to a much lower cost. The Green Fund had committed USD 22.5 million, but until now it only mobilized USD 12 million. This particularly affected the achievement of Outcome 2.1 because there was much less funding for improved infrastructure (see section on Effectiveness). The lack of co-financing

from the Green Fund also affected the project's financial sustainability (see section on Sustainability).

### 3.9 Progress to impact

**EQ 18.** To what extent may the progress towards long-term impact be attributed to the project?

**EQ 19.** Was there any evidence of environmental stress reduction and environmental status change, or any change in policy/legal/regulatory framework?

**EQ 20.** Are there any barriers or other risks that may prevent future progress towards long-term impact?

**Finding 31. Final positive impact, in terms of reduction of environmental stress or change in environmental or social status, cannot yet be evidenced. The project did not target or monitor impact level indicators. Several outcomes that can be directly attributed to the project (co-management committees, management plans, monitoring, awareness) can be considered as important steps leading to long-term impact. The final impact on the environment and livelihoods fully depends on a sustainable political and economic context.**

127. The final project impacts are reduction of environmental stress (e.g. threat reduction to protected area), positive change in environmental status (e.g. population of key species or coverage of natural vegetation) or social status (improved livelihoods). While the project reported on several indicators that show positive progress towards these changes, such as the management effectiveness scores or the livelihood studies (see section on Effectiveness), it did not report on actual impact indicators such as level of conservation, changes in livelihoods or actual changes in resource-use practices. Therefore, it is not possible to assess actual impact that, in any case, can be reasonably expected only several years after project closure, providing there is sustainability of project results.

128. Several positive project outcomes are important intermediate steps towards the impact in the project's theory of change. Particularly, the set-up, functioning and consolidation of (part of) the protected area subcommittees is new for most areas and a key step towards co-management and improved governance. Also, the management plans are important tools that, once adopted by local institutions, could serve as a substantial contribution to improved protected area management. Thanks to these two aspects, directly attributable to the project, the management effectiveness scores improved, which can be considered an indication for the future impact (improved conservation status). The biodiversity monitoring system contributes to management effectiveness. The proposed protected area legislation is another project outcome that forms an important intermediate step towards future impact. This legislation is just in effect and only its full adoption, effective implementation and future financing will ensure progress towards the impact of reduced threats to protected areas. Finally, increased awareness about the value and benefits of protected areas among several groups of society, principally people living around and interfering with protected areas, is an important intermediate outcome in the TOC. The KAP and livelihood studies confirmed changed attitudes but cannot ensure changes in practices among the targeted population.

129. Following this project's reconstructed TOC, as for any project of this kind, the progress from outcomes to impact depends on political, economic and social sustainability. The section on Sustainability shows that while social sustainability is relatively well in place, political and economic sustainability is still weak. Two related assumptions mentioned in the ProDoc Results Framework did not hold (High level political and institutional commitment; Allocation of sufficient resources), while a third did (Continued stakeholder support). In order to secure future long-term impact on environmental status, political and economic sustainability have to be ensured by the consolidation of the protected area institutional structure and filling the finance gap and capacity gap. To ensure future social impact, the co-management systems have to be continued. The livelihood options have to continue to be promoted and capacity among wider groups of beneficiaries consolidated.

### 3.10 Knowledge management

**EQ 21.** How is the project assessing, documenting and sharing its results, lessons learned and experiences?

**EQ 22.** To what extent are communication products and activities likely to support the sustainability and scaling up of project results?

*Sub-question. Have the project communication activities enhanced project awareness, buy-in and support from stakeholders at national and local level, particularly after the mid-term review?*

**Finding 32. The project effectively improved its focus on knowledge management and external communication after the mid-term review. The future use and maintenance of the internet portal for protected area information at national level, a key communication and dissemination tool of the project, is uncertain.**

**Finding 33. The development and implementation of biological knowledge tools has been partly successful. The biodiversity monitoring system was fully deployed and has been adopted by the Environmental Management Authority. The National Biodiversity Information System developed by the project is not yet in place.**

130. The project had an approach based on generating and disseminating knowledge. Information was gathered on the characteristics of the protected areas and its management, its geographical information was strengthened and together with academic and NGO partners, research was undertaken on biodiversity status and population dynamics. All this information and knowledge has been administered by the Project Coordination Unit and shared with the main project partners and the participants at the subcommittees. Nevertheless, the mid-term review revealed that the knowledge generated by the projects on protected areas was not easily accessible and was managed mostly at institutional level. The mid-term review found that project communication needed to be enhanced by the development and use of a wider range of communication products and dissemination channels targeted at policymakers and communities.
131. After the mid-term review, the project effectively put more communication channels in place. A newsletter, in place since 2016, was produced more frequently for wide distribution among project stakeholders. A website was set-up for

protected areas in Trinidad and Tobago (<https://www.protectedareastt.org.tt/>) where all project documentation, reports, etc. was made available. Also, the project increased production of leaflets, brochures and public events. Specific communication efforts were executed for specific audiences, such as awareness raising for population around the protected area and sustainable hunting campaigns with cage bird holders and wild meat restaurants. Another important aspect of knowledge and awareness is the education programme for primary schools in Tobago.

132. Although communication efforts increased, the effectiveness of this is not clear: on the question "is IFPAMTT a well-known initiative (through is wider communication tools)" many respondents (six) answered "very well; better than other projects", more than those who said "poor; worse than other projects". 25 responded "acceptable; similar to other projects". All interviewed stakeholders, representing different groups, recognized the increased effort in communication and better availability of information during the last few years. Many commend the professionalism of the Project Coordination Unit in communication matters; in particular, the leaflets and newsletters were complimented several times. On the other hand, there is a continued perception of the high technical level of many products (particularly related to protected area management plans and legislation) which is too detailed and voluminous for many stakeholders to digest (see also section on Stakeholder engagement). The educational material and campaigns/events were more accepted. The evaluation team noted that the website is very informative as a project dissemination tool, with all products easily available, but it has not evolved into a general protected area information tool. According to its manager, it has not been handed over yet to any government agency who will manage the website in the future (see also section on Sustainability).
133. The project developed two important biodiversity knowledge products whose delivery has been incomplete. The Management Information System (or National Biodiversity Information System; Output 1.2.2) would be developed and implemented for protected area monitoring, and assessment and reporting to international conventions. At the time of the final evaluation, this system is still under construction (see section on Effectiveness). The ecological research and monitoring programme to guide protected area management and biodiversity monitoring (Outputs 1.2.3 'Ecological research and monitoring programme to guide PA management' and 1.3.1 'Information about biodiversity in the 6 pilot sites are collected and analysed every year until PY4') was also developed late in the project and only during the last year, the consultancy to develop monitoring protocols started and trainings took place in early 2020 to implement monitoring at a later stage. It is striking that these two Outputs, contributing to different outcomes, were dealt with as being one single output and the same achievements were reported. Application of monitoring can therefore not be expected during project implementation, but its use is partly guaranteed because it was adopted by the Environmental Management Authority.





## 4. Lessons learned

134. This project evaluation showed a critical vulnerability to two risks: the Government not proceeding with the development of a single protected areas agency, and public funding for protected area management not realized. Both risks were considered low and therefore there were little mitigation measures at hand. The lesson learned is that when a project identifies a risk of high potential impact, even though it is probability considered low, it should be carefully managed and mitigation measures should be very well designed in order to apply a contingency plan immediately.
135. The Project Steering Committee was large and participation was variable. Therefore, its functioning as decision-making body was not optimal. However, convening a wide group of stakeholders to participate in the Committee had the benefit of inclusion, promoted collaboration and improved the sense of ownership by multiple stakeholders.
136. While the project generally had a positive performance in terms of establishing co-management structures for protected areas through subcommittees, participation in these committees was not constant and decreased towards the end of the project. Apart from the complaint that the participants should be compensated financially, the most frequent reason mentioned was that participation was too labour intensive, both for the chairs and co-chairs, as for participants. Therefore, the project learned that to ensure continued participation and enhance effectiveness, these multi-stakeholder committees must be adaptive: the responsibilities for co-chairs and participation should evolve based on stakeholder needs and workload, and demands on reviewing technical documentation needs to be managed.
137. When the country office of an implementing agency is small, there might not be enough capacity in place to provide due administrative support to the project. When this is the case, the administrative burden on the technical team can become too high with a risk of inaccuracies or ambiguity in financial management. This requires adequate capacity analysis before project start and possibly more administrative oversight from regional or global offices.
138. In the small Caribbean Island state, there is a smaller pool of professionals and, therefore, the costs of local staff and consultants are generally higher than in other countries with similar socio-economic status. Budget for consultancies and staff needs to be higher to attract good quality staff.
139. Trinidad and Tobago has high participation of women in institutional management. Both in governmental and non-governmental agencies, the share of women in leadership positions at all levels is generally high. Therefore, applying a general quantitative-based gender approach to women empowerment that looks for ensuring that women have equal access to decision-making and leadership positions will easily result in positive outcomes. However, there is a risk that gender gaps at other levels, for instance in local communities or in specific professional circuits, might be overlooked. Therefore, in the case that gender balance in institutional management is good, the general gender approach should be adjusted to examine women rights and empowerment at other levels.

140. The sustainability of project results should be planned early in the project. This project showed that this is not only required for the institutional adoption of policies, plans and strategies, but also for individual products. For instance, the monitoring system and the communication tools were finalized at the end of project execution, but the lack of an early approach of institutional embedding is now creating a barrier to effective application.

## 5. Conclusions and recommendations

### 5.1 Conclusions<sup>19</sup>

#### Relevance

**Conclusion 1.** The project was well designed, responding to national demand and in line with international, national and local priorities at that time (Findings 1, 2).

**Conclusion 2.** A main justification of the project was to support the establishment and operation of a single agency for forests and protected areas. When the Government of Trinidad and Tobago decided not to establish this agency, the project had to be restructured to remain relevant. These changes affected overall project performance (Findings 1, 3).

#### Effectiveness

**Conclusion 3.** The project partly achieved its global environmental objective: social participation for effective protected area management was improved. Because of the changes in governmental policies and lack of an effective public funding mechanism, the protected area system remains unconsolidated and underfinanced (Findings 4, 5, 6, 9).

**Conclusion 4.** The project did not sufficiently mainstream livelihood aspects in its design, execution, monitoring and reporting. Therefore, its contribution to the development objective is unclear (Finding 8).

**Conclusion 5.** Outcomes and outputs were partly achieved. A series of products, participatory tools and baseline information contributing to capacities and co-management systems had good achievement level and, therefore, the protected areas management effectiveness increased. Slow implementation of consultancies, diminished co-financing from certain sources, conflating outcomes with outputs, and lack of measurement of outcomes caused low achievement of results (Findings 5, 7).

**Conclusion 6.** The perceptions of project achievement were high among government stakeholders (Finding 6, 7).

#### Efficiency

**Conclusion 7.** FAO delivered well on project implementation and, through the Project Coordination Unit, on project execution thanks to their strong convening and communication capacities, and flexibility to take on differing roles. The FAO Lead Technical Officer provided close supervision and important technical and strategic support. There was little support by the FAO Trinidad and Tobago Office or other divisions within FAO (Finding 10, 11).

**Conclusion 8.** The risks of not establishing the new forests and protected areas management authority and the discontinued co-financing from the Green Fund were underestimated. While adaptive management was done as much as was within the project's capacity, it did not fully compensate for all risks (Finding 12).

**Conclusion 9.** Financial management was unclear and had several inconsistencies. Project administration was done mostly by Project Coordination Unit technical staff and lacked

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<sup>19</sup> The conclusions are rooted in the findings and the associated argumentation for each finding. The relevant findings are cited for each conclusion.

adequate support by FAO Trinidad and Tobago which formed an impediment to the project (Finding 13).

**Conclusion 10.** Changes in the context, changes in staff of the Project Coordination Unit and slow delivery of consultancies negatively contributed to project efficiency, while the effective collaboration with other initiatives and agencies contributed to efficiency (Findings 14, 15).

### **Sustainability**

**Conclusion 11.** Because of good social sustainability but relatively weak political and economic sustainability, it is only moderately likely that project results will remain after the end of the project (Findings 16, 17, 18).

### **Factors affecting performance: Monitoring and evaluation**

**Conclusion 12.** Although the indicators from the result framework were not adequate and many could not be reported upon, the Project Coordination Unit did timely technical project monitoring. The monitoring tools (on capacity, biodiversity, livelihoods, gender) were not used systematically to inform decision-making (Findings 20, 22).

### **Factors affecting performance: Stakeholder engagement**

**Conclusion 13.** After an initial period during which the main national partner agency withdrew its collaboration, national project partners assumed responsibility for the project and collaborated actively in project execution. Also, a wide representation of non-governmental partners collaborated proactively in protected areas' co-management structures. Although participation eased during the project, the good level of ownership contributed significantly to the success of the improved management effectiveness (Findings 24, 25).

### **Environmental and social safeguards**

**Conclusion 14.** Environmental and social safeguards were not explicitly stated. The participatory nature of the geographic-based subcommittees contributed to the safeguarding of vulnerable biodiversity and communities' differing interests (Finding 26).

### **Gender**

**Conclusion 15.** Gender aspects were mainstreamed in project design and execution, and some gender-disaggregated data was collected. A lack of outcome level gender indicators and a relatively positive gender balance in the countries' institutional and political settings allowed the project to gloss over some of the gender barriers or results at the more local level (Findings 27, 28).

### **Co-Financing**

**Conclusion 16.** Although the project achieved more co-financing than planned, the low contribution of the Green Fund affected the achievement of outcomes and economic sustainability (Finding 30).

### **Progress to impact**

**Conclusion 17.** Increased capacity among governmental agencies and positive experiences with co-management, generated by the project, are indications of progress towards positive long-term impact of the project (Finding 31).

### **Knowledge management**

**Conclusion 18.** The project strongly improved the systematic management of knowledge and the communication of its results after the mid-term review. Its future use and ownership are unclear (Findings 32, 33).

## **5.2 Recommendations**

### **Recommendation 1 (to Project Coordination Unit). Develop a sustainability strategy before formal project closure.**

141. The evaluation team rated the project's sustainability Moderately Likely. There is a relatively good social basis but uncertain political/institutional context and insufficient public funding for sustaining project results and ensuring transition to long-term impact. This sustainability can be increased by developing a plan with targets, tasks and responsibilities for the different project stakeholders. The plan should be presented to the Project Steering Committee to seek endorsement from the different agencies.

### **Recommendation 2 (to FAO Trinidad and Tobago). Adjust the process of formal project closure to the measures for COVID-19 crisis.**

142. Considering the measures put in place because of the ongoing COVID-19 situation, the project closure process has practically been put on hold. Given the uncertainty of the future application of the measures put in place by the Government of Trinidad and Tobago, the project should develop a realistic project plan, including financial closure, a last Project Steering Committee meeting and formal handover of products, equipment, etc. to the Government. This should of course follow COVID-19 risk measures and include alternative activities such as internet-based meetings.

### **Recommendation 3 (to government agencies in charge of protected areas - MALF, EMA, THA). In coordination with FAO Trinidad and Tobago, continue to explore options to strengthen the institutional and financial basis for the national protected area system.**

143. During the project implementation period, the institutional arrangement for protected areas management in Trinidad and Tobago did not fundamentally change. While some institutional aspects improved (legislation, definition and adoption of responsibilities of the different agencies), the evaluation showed that the lack of a single agency, as was committed by the Government of Trinidad and Tobago during project design, continues to be an important barrier to consolidation of a national protected area system. In spite of the changed policy orientation, it is recommended to re-engage in an institutional strengthening process for the protected area system. Also, government agencies should establish a plan to ensure enough public funding for protected area management. Therefore, the financing study carried out by the project should form the basis, in line with the

to-be-developed sustainability plan, to determine clear targets and responsibilities, particularly for the Green Fund. Based on the experience and insights obtained during IFPAM, FAO Trinidad and Tobago should provide follow-up to these processes.

**Recommendation 4 (to FAO Trinidad and Tobago and GEF Coordinating Unit) Following GEF and FAO standards, ensure that GEF funds are fully dedicated to the project activities, despite overlapping Country Office needs.**

144. This evaluation found some divergence regarding the use of GEF funds by FAO Trinidad and Tobago. Among the major ones are the lack of annual planning and reporting, and the relatively high expenditures on project management costs. Also, some GEF funds were used for non-project related issues. For the final financial report, it is recommended that all expenses be brought in line with FAO and GEF guidelines, with qualitative oversight from the FAO-GEF Coordination Unit. Finally, FAO Trinidad and Tobago should strengthen financial controls on the use of GEF funds. The Representation could reach out to FAO's Finance Division and/or the Office of Internal Oversight for guidance and/or support on this matter.

**Recommendation 5 (to future GEF project developers) Ensure that important social and institutional aspects are mainstreamed in project design, including the results framework, monitoring and risk management.**

145. The project had several social and institutional aspects that were critical for the achievement of the objectives. The evaluation found that this was sub-optimally achieved, largely because the contribution to improved livelihoods and gender equality were not fully mainstreamed. Also, crucial institutional and financial risks were not appropriately included in the risk management strategy. Therefore, in future project developments, it should be ensured that these aspects are not only mentioned at the level of a development objective or through a separate strategy, but they should be reflected in the results framework (mentioned in outcomes, outputs and activities), monitoring framework (clear indicators, separated for outcome and outputs, fairly reported) and risk management (monitored continuously through indicators and contingency plans at hand; include safeguard monitoring in risk management).

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## Appendix 1. People interviewed

Surname	Name	Institution	Role in Project
<b>People interviewed by evaluation team</b>			
Abraham	Ryan (Mr)	FD - National Parks Division	PSC, Co-Chair Matura SC
Ballah	Shane (Mr)	FAO	PCU
BobbPrescott	Neila (Ms)	FAO	Former CTA, PCU
Broadbridge	Stephen (Mr)	Trinidad and Tobago Incoming Tour Operators' Association	Subcommittee (SC) member: Nariva, Caroni
Chariandy	Celeste (Ms)	FAO	CTA, PCU
Charles-Pantin	Nathisha (Ms)	THA, Department of natural resources and forestry	Lead development of education activities Tobago
Delochan	Shelley-Anne (Ms)	FAO	PCU
Dipchansingh	Denny (Mr)	Forestry Division (FD)	Project partner, PSC, SC chair Nariva
Dirkmaat	Chris (Mr)	FAO	GEF Unit (FLO)
Eckelmann	Claus (Mr)	FAO	LTO
Gonzalez Riggio	Valeria (Ms)	FAO	GEF Unit
Granderson	Ainka (Ms)	CANARI - DRR	Coroni, Matura and Nariva SC
Henry	Darren (Mr)	Department of Natural Resources and Forestry	Project Steering Committee (PSC) and Subcommittee Chair, Tobago
Juman	Rahanna (Ms)	Institute of Marine Affairs (IMA)	SC Nariva, Caroni, Tobago, Matura
Lewis	Wendy (Ms)	Ministry of Tourism	PSC and SC member - Caroni, Matura, Nariva
Macfarlane	Romano (Mr)	Forestry Division	Head of Wildlife section, Chair Coroni swamp SC
Mahabir	Sharda (Ms)	GEF Small Grants Programme	Resource agency for Livelihood Clinic, Matura
McGaw	Patricia (Ms)	Council of Presidents of Environment (COPE)	PSC
Milla	Rafael (Mr)	FAO	GEF Unit
Oatham	Michael (Mr)	The University of the West Indies, Department of Life Sciences	SC Nariva, Tobago
Persaud	David (Mr)	Environmental Policy and Planning Division (EPPD)	PSC Chair
Phillips	Raynaldo (Mr)	FD	National Parks division
Phillips	Karyce (Ms)	FAO	Former PCU member
Ramthahal	Joel (Mr)	Forestry Division	Chair, Trinity Hills SC
Robertson	Rueben (Mr)	FAO	FAO-R, Budget Holder
Romano	Hayden (Mr)	Environmental Management Authority (EMA)	PSC member
Sookbir	Suresh (Mr)	FAO	PCU
Sorillo	Richard (Mr)	Forestry Division	Senior Game Warden
Taylor	Abigail (Ms)	Nature Seekers	PSC member, Matura SC

<b>Surname</b>	<b>Name</b>	<b>Institution</b>	<b>Role in Project</b>
Trim	William (Mr)	Director of Forests Tobago; Forestry Division (retired)	(Former) SC Tobago
Wothke	Aljoscha (Mr)	Environmental Research Institute Charlotteville	Tobago SC, PSC
<b>People interviewed by consultancy assistant</b>			
		<b>Representation (subcommittees)</b>	
Carrington	Len (Mr)		
Chance	Darlington (Mr)	Tobago SC	
Holmes	Terrence (Mr)		
Bejai	Marc (Mr)		
Khan	Jalaludin (Mr)	Caroni Swamp SC	
Ramsingh	Reynold (Mr)		
Lewis Clarke	Danielle (Ms)		
Ramroop	Stacy (Ms)		
Wells	Dianne (Ms)		
Arlen-Benjamin	Anna-Lisa (Ms)	Nariva Swamp and Coastal Zone SC	
Asmath	Hamish (Mr)		
Joseph	Christine (Ms)		
Bholasingh	Mohan (Mr)		
Hosein	Rointra (Ms)		
Wilson-Smith	Arvolon (Ms)		
Boodoo	Pritam / Savitri (Ms)	Farmer S/G	
Ramnarine	Darryl (Mr)	Hunter Trinity	President, St. Patrick's Hunters Group
Nanan	Allister (Mr)	Tour operator	

## Appendix 2. GEF evaluation criteria rating table

FAO - GEF rating scheme	Rating <sup>20</sup>	Summary comments
<b>1) RELEVANCE</b>		
Overall relevance of the project	S	Relevance was high at time of project design, but changes in national policies caused the project to be less aligned. Livelihood aspects were included at objective level but not mainstreamed.
<b>2) EFFECTIVENESS</b>		
Overall assessment of project results	MS	Average of the ratings of individual outcomes.
Outcome 1.1. Protected area (PA) system consolidated to streamline and simplify management and ensure adequate coverage of all important ecosystems	S	PA system was consolidated, including system plan and legislation. No changes in institutional structure.
Outcome 1.2. Management of six PAs improved	MS	Co-management mechanisms worked. Capacity and education initiatives strengthened. Most management plans were developed and adopted but not yet implemented. Monitoring system was designed but not implemented.
Outcome 1.3. Conservation of 33 threatened species strengthened in 6 PAs covering about 98 452 ha	MS	Baseline studies executed and monitoring plan designed. Population trends cannot be assessed. Plans and capacity improved, hunting better controlled.
Outcome 2.1. Forestry Division/THA staff have the resources and infrastructure for effective PA management	MU	Training was done but equipment and infrastructure was not updated. Rehabilitation done partly by other stakeholders.
Outcome 3.1. Sustainable financing study completed in PY3	MS	Financing study complete, training done. Fund in draft bill, not enacted.
Outcome 3.2. Funding gap reduced in one PA to support the long-term management of the PA system	MU	Funding gap was not reduced. Few other revenues generated.
Outcome 4.1. Project implementation based on results-based management and application of project findings and lessons learned in future operations facilitated	S	Evaluation and reporting were positive. Governance generally well. Adaptive management applied based on lessons from monitoring.
Outcome 5.1. Project managed efficiently	MS	Project was well managed technically, challenges in administrative management.
<b>3) EFFICIENCY, PROJECT IMPLEMENTATION AND EXECUTION</b>		
Overall quality of project implementation and adaptive management (implementing agency)	MS	FAO provided good project implementation in terms of technical guidance, especially from Lead Technical Officer. Limited oversight on administrative issues.
Quality of execution (executing agencies)	S	Project Coordination Unit provided good technical execution.
Efficiency (including cost effectiveness and timeliness)	MU	Project received several extensions. Challenges in administrative management.
<b>4) SUSTAINABILITY</b>		
Overall sustainability	ML	Social basis has been expanded and provides part of sustainability. Economic and political/institutional sustainability uncertain.

<sup>20</sup> For explanation of ratings, see Appendix 3.

<b>5) FACTORS AFFECTING PERFORMANCE (monitoring and evaluation (M&amp;E) and stakeholder engagement)</b>		
Overall quality of stakeholder engagement	S	Co-management mechanisms and stakeholder engagement in many project activities was innovative for the country and positively perceived.
Overall quality of M&E	MS	Average rating of below-mentioned criteria.
M&E design at project start up	S	Good design, detailed indicators and baselines. Livelihood aspects not mainstreamed.
M&E plan implementation	MS	Reporting on indicators was timely but not always precise. New indicators (after 2017 adjustments) did not adequately cover progress.

## Appendix 3. Rating scheme<sup>21</sup>

### PROJECT RESULTS AND OUTCOMES

*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:*

<b>Rating</b>	<b>Description</b>
Highly Satisfactory (HS)	<i>"Level of outcomes achieved clearly exceeds expectations and/or there were no short comings."</i>
Satisfactory (S)	<i>"Level of outcomes achieved was as expected and/or there were no or minor short comings."</i>
Moderately Satisfactory (MS)	<i>"Level of outcomes achieved more or less as expected and/or there were moderate short comings."</i>
Moderately Unsatisfactory (MU)	<i>"Level of outcomes achieved somewhat lower than expected and/or there were significant shortcomings."</i>
Unsatisfactory (U)	<i>"Level of outcomes achieved substantially lower than expected and/or there were major short comings."</i>
Highly Unsatisfactory (HU)	<i>"Only a negligible level of outcomes achieved and/or there were severe short comings."</i>
Unable to Assess (UA)	<i>The available information does not allow an assessment of the level of outcome achievements.</i>

*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.*

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<sup>21</sup> See instructions provided in Annex 2: Rating Scales in the "Guidelines for GEF Agencies in Conducting Terminal Evaluations for Full-sized Project", April 2017.

## PROJECT IMPLEMENTATION AND EXECUTION

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:

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

## MONITORING AND EVALUATION

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

- i. Design
- ii. Implementation

## SUSTAINABILITY

The sustainability will be assessed taking into account the risks related to financial, socio-political, 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:

<b>Rating</b>	<b>Description</b>
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.

## Appendix 4. GEF Co-financing table

Budgeted, planned and effectuated co-financing by source (data from PIR 2019)

Sources of co-financing <sup>11</sup>	Name of co-financer	Type of co-financing	Amount confirmed at CEO endorsement / approval	Actual amount materialized at 30 June 2019-	Actual amount materialized at mid-term (reported at MTR)	Expected total disbursement by end of project
National Government	Environmental Management Authority of Trinidad and Tobago (EMA)	In-Kind		4 700		14 700
National Government	EMA – Designation of the Scarlet Ibis as an Environmentally Sensitive Species	N/R <sup>22</sup>		7 500		
National Government	EMA – Development of Species Recovery Strategy for the Ocelot	N/R		25 500		
National Government	EMA – Introduction to Community Small Business Planning	Grant (various original sources)		5 000		
National Government	EMA – Matura ESA Education & Outreach Programme	Other (PSIP)		44 400	44 400	44 400
National Government	Environmental Policy and Planning Division	In-Kind	2,271,662	2 271 662	2 271 662	2 271 662
Local Government	THA (Wildlife Research and Education)	Other (PSIP)		31 750	31 750	31 750
National Government	THA (Tobago Reforestation and Watershed Rehabilitation Programme)	Other (PSIP)		147 690	147 690	147 690
National Government	National Reforestation and Watershed Rehabilitation Programme	Other (PSIP)		13 000 000	6 350 000	15 000 000
National Government	The Green Fund –EMA, TVT, NS	Grant	22 563 078	12 128 196	11 960 946	22 563 078

<sup>22</sup> N/R = Not Reported in PIR

The European Union		Grant	2 135 334	201 584	201 584	2 135 334
FAO		Grant	750 000	750 000	750 000	750 000
National Government	IMA – Caroni Isotopic study	Other (PSIP)		80 000	80 000	238 000
UNDP Small Grants <sup>23</sup>	ERIC - Supporting North East Tobago Natural Resource Management	Grant		4 000	4 000	40 797
<b>TOTAL</b>			27 720 074	28 711 982	21 838 032	42 963 614

<sup>23</sup> The UNDP Small Grants program is GEF funded and is not eligible as co-financing for other GEF projects.



## Appendix 5. Planned project outcomes and outputs vs achievement level<sup>24</sup>

Outcome	Outcome-level indicator	Extent achieved	Outputs	Output-level indicator	Extent achieved
<b>Outcome 1.1</b>  Protected area (PA) system consolidated to streamline and simplify management and ensure adequate coverage of all important ecosystems.	Consolidated PA system comprising at least 214 000 ha proposed agreed and gazetted.	Signage demarcating protected areas were established and a consolidated PA system, composed of 136 protected national areas were approved by government Cabinet on 14 February 2019. A high-level ministerial committee was appointed to guide implementation.	Output 1.1.1	1. New draft legislation formulated. 2. New draft legislation published for public comment. 3. Administrative body for PA management constituted.	- New draft legislation formulated and disseminated for comment. - Forest and Protected Area Management Unit constituted in 2018, but in 2019 key entity for six sites identified as DNRF THA (Tobago PAs) and National Parks Section, FD (Trinidad PAs) with Management Advisory Committees (EMA) reinstated for Matura National Park and Nariva Swamp.
			Output 1.1.2	1. Draft National PA system plan covering at least 214 000 ha proposed. 2. Six stakeholder consultations held to formulate the PA System Plan. 3. National PA System Plan agreed. 4. National PA System plan publicized. 5. Action plan for implementing the System Plan devised.	Consolidated PA system comprising of 136 PNAs across Trinidad and Tobago approved by Cabinet on 14 February 2019. High-level ministerial committee appointed to guide implementation. Amended organizational structure for FD drafted to support implementation of the new PA system plan.
			Output 1.1.3.	1. Ecological viability and connectivity assessment done for	Draft Plan completed. Identifies 136 PNAs across Trinidad and Tobago.

<sup>24</sup> Table is based on information included in PIR June 2019 and PPR June-December 2019, validated by ET

			<p>A minimum of six new sites proposed as new PAs (expected to cover about 98 452 ha) by PY3.</p>	<p>six PAs and new PA boundaries identified by GIS.</p> <p>2. Stakeholder consultation held on status and relevance of proposed boundaries and potential conflicts identified in the six PAS.</p> <p>3. Boundaries negotiated and agreed for PAs.</p> <p>4. Boundaries geocoded and demarcated on the ground.</p> <p>5. Agreements with private landowners explored.</p> <p>6. Development of MoUs regarding stakeholder roles in management of PAs initiated.</p> <p>7. Agreements with private landowners developed, if feasible.</p>	
<p><b>Outcome 1.2</b></p> <p>Management of six PAs improved.</p>	<p>Evidence-based management implemented and decreased management conflicts among stakeholders.</p>	<p>Protected areas management plans developed, but what are the observable impacts in changes on management?</p> <p>The development of five protected areas management plans. Four have been adopted but</p>	<p>Output 1.2.1</p> <p>Forestry Division staff and PA management partners (about 100) trained in current best practices in PA management and biodiversity conservation.</p>	<p>1. Capacity development needs assessed, and plans adopted.</p> <p>2. Effectiveness of law enforcement evaluated.</p> <p>3. Training manuals/guidelines (covering ten key areas) for six PAs prepared (incorporating findings from law enforcement assessment) and trainers identified.</p> <p>4. Core FD/THA staff identified for training.</p> <p>5. FD/THA staff (100) trained.</p>	<p>1. Capacity development undertaken in:</p> <ul style="list-style-type: none"> <li>• interpretive trail development and maintenance</li> <li>• conduct of livelihood assessments in PAs</li> <li>• enforcement of environmental laws</li> <li>• development of management plans</li> <li>• communication</li> <li>• GIS/GPS</li> <li>• application of gender lens to environmental projects</li> </ul>

		<p>none implemented yet.</p> <ul style="list-style-type: none"> <li>- EMA agreed to take on two pilot sites;</li> <li>- has taken on two pilot sites (names).</li> <li>- THA the fifth?</li> </ul> <p>A series of outputs were reported in the PIR as meeting this Outcome e.g.:</p> <ul style="list-style-type: none"> <li>- communication plans for all pilot PAs are implemented</li> <li>- user analysis and conceptual design for MIS completed.</li> <li>- Forest and Marine Biodiversity Protocols produced</li> <li>- "Mock Trial" and Standard Operating</li> </ul>		<p>Tour guides and operators (about 100) trained.</p> <p>6. Site specific guidelines and manuals developed.</p> <p>7. Train PA staff in use of site-specific manuals.</p>	<ul style="list-style-type: none"> <li>• introduction to monitoring and evaluation</li> </ul> <p>2. 114 Enforcement officers trained on laws to improve PA management.</p> <p>3. Guidelines produced on:</p> <ul style="list-style-type: none"> <li>• trail development and maintenance</li> <li>• livelihood assessments</li> <li>• enforcement officer guidelines</li> <li>• SOPs for Enforcement Officers</li> </ul> <p>4. Publications on:</p> <ul style="list-style-type: none"> <li>• management plans</li> <li>• communications plans</li> <li>• energy industry</li> <li>• manuals to guide monitoring of forests and coastal/marine ecosystems</li> </ul> <p>5. DRNF (Tobago) and National Parks, Wildlife Officers and Conservancy staff have been identified and selected for training.</p> <p>6. Training included: - 115 enforcement officers, 21 managers received communication training, GIS/GPS training, application of agenda lens, introduction to M&amp;E.</p> <p>7. MISSING DATA.</p> <p>8. Same items were noted as in the bullets above (livelihoods assessments, guidelines and publications).</p>
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		Procedures development workshops			9. Monitoring protocol field manuals under development – three forest PAs and three coastal/marine PAs. Monitoring protocol field manuals under development – three forest PAs and three coastal/marine PAs. Workshop in the use of the monitoring protocols to be undertaken in January 2020.
			Output 1.2.2  MIS (National Biodiversity Information System (NBIS) developed and implemented for PA monitoring and assessment and reporting to international conventions (Conabio).	<ol style="list-style-type: none"> <li>1. MIS needs assessment done.</li> <li>2. Baseline data acquired in MIS.</li> <li>3. Public access to information enabled to the agreed level of information disclosure.</li> <li>4. Reporting mechanisms developed for Multilateral Environmental Agreements.</li> <li>5. Hardware and software procured.</li> <li>6. MIS is developed and updated with ongoing monitoring programmes.</li> <li>7. Baseline data acquired for GIS and MIS.</li> <li>8. Annual status report on three PAs published.</li> <li>9. Core team for MIS designated in FPAMA/THA.</li> <li>10. Staff trained in operation of the MIS.</li> <li>11. MIS is updated with ongoing monitoring programmes.</li> </ol>	<ol style="list-style-type: none"> <li>1. Consultancy started for the development of the MIS and user analysis and conceptual design completed.</li> <li>2. Baseline data acquired from various agencies.</li> <li>3. Levels of access to data sets being managed in access protocols developed in MIS.</li> <li>4. Reports to be generated from system based on data inputs.</li> <li>5. Hardware and software are being procured.</li> <li>6. MIS developed with current data.</li> <li>7. Baseline data acquired for MIS and GIS.</li> <li>8. Status reports to be generated from system based on data inputs.</li> <li>9. Team identified for training.</li> <li>10. Team identified for training.</li> </ol>

				12. Baseline data continue to be acquired for MIS.	
			Output 1.2.3  Ecological research and monitoring programme to guide PA management.	1. Research and monitoring programme needs identified. 2. Research priorities/needs/targets set for PAs. 3. In collaboration with key stakeholders, criteria for monitoring set. 4. Ecological research and monitoring programme, protocols and codes of conduct designed. 5. Focal points and teams identified to conduct ecological research and monitoring programme. 6. Data collection on indicator species and ecosystems initiated. 7. Cooperative arrangements between the FD/THA, UWI, UTT, Fisheries Division, IMA, NALIS and NGOs to address research needs and data repository roles drafted and signed. 8. Annual status report on biodiversity published. 9. Capacity for research and monitoring built among 60 key stakeholders.	- Consultancies underway to develop monitoring protocols for three coastal/marine pilot protected areas (PPAs) and three forest PPAs.  - Literature review documented to support the refining criteria for the selection of indicator species.  - Draft coastal/marine and forest monitoring protocols devised.  - Training workshops to be held in January 2020 to test monitoring protocols and identify teams to implement monitoring programme.  - State of Forest and Protected Areas Report 2020 being drafted and to be published in April 2020.
			Output 1.2.4	1. Communication strategy and plan developed.	1. Communication plan developed and implemented.

			Public education and awareness programmes implemented	<p>2. Knowledge, attitude and practice survey conducted (two PAs).</p> <p>3. Evaluation of effectiveness of past public awareness activities related to Pas.</p> <p>4. Focal points identified and 25 staff trained in their operation.</p> <p>5. Educational and awareness material developed, and public education and awareness programmes conducted.</p> <p>6. Brochures (at least four, two on threatened species and two on ecotourism in three PAs) designed and 25 000 copies printed and distributed.</p> <p>7. Nine billboard signs kept in six PAs marking various zones and communicating changes in rules.</p> <p>8. Stakeholder communication platform established.</p> <p>9. Workshops on gender issues in PAs held.</p>	<p>Mechanism for update of communication organs and communication products post-project being decided upon.</p> <p>2. Key communication products continue to be developed and activities undertaken in line with elements proposed in the communication strategy, e.g. national website for forest and protected areas is regularly updated; EPPD blog and Facebook page updated; participation in public awareness exhibition hosted by IMA in Sept. 2019; outreach activity conducted at St. Anthony's College (October), Mt. Hope Secondary School (November) and Bioblitz in Tabaquite (November); information brochures for Nariva Swamp (1), Matura Forest and Coastal Zone (2) in development; Marine Protected Areas posters produced; seven-part newspaper series is being developed for publication January-March 2020.</p> <p>3. KAP surveys conducted in 2016-2017 were repeated in Nov-Dec 2019 and reports are being prepared to analyse impact of communication activities undertaken on persons who live in communities surrounding the PAs.</p>
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					<p>4. The project communication plan was enhanced with individual strategies developed for each PA. A Communication Workshop was held in Feb/May 2019 among managers with 22 participants which identified key 'how-to' guidelines to build capacity and assist managers in development of communication pathways and products for continuance post-project.</p> <p>5. Various materials have been produced and used in public awareness activities Social media platforms (Jul-Dec): 77 Facebook posts made and pages are being shared. Six (6) blog entries made on EPPD blog and seven (7) news items posted on website</p> <p>Project contributed articles to Government newsletter (Environmental Policy and Planning Division, Ministry of Planning and Development) and project activities were featured on website and social media pages of two Government Ministries.</p> <p>Signage installed.</p>
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					<p>Five informational videos on five PAs in production (final editing phase); one more to be added in 2020.</p> <p>Poster on value of Marine Protected Areas published and distributed. Six posters under development. Two information banners on MPAs produced.</p> <p>Teacher toolkits being prepared based on content relevant to two PPAs (Matura and Trinity Hills).</p> <p>Stakeholders have participated in outreach activities using newly developed public education materials.</p> <p>6. Information brochures are being drafted/finalized for the following sites: Nariva (1), Caroni (1), Main Ridge (2). These join other brochures already produced for: Caroni (1), NE Tobago marine area (2), Nariva (1) as well as brochures produced for sustainable hunting campaigns (4).</p> <p>7. The Communication Strategy recommended the development of three types of signs for PAs – Main</p>
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					<p>entryway signs; boundary signs at areas of conflict communicating penalties, site status and entry permissions; educational signs in communities near to PAs to build awareness of sites. Graphic design of signs completed and GPS of selected locations. Signs were installed around the Matura National Park in November 2019 and will be installed at four more sites in 2020.</p> <p>8. Website provides e-mail communication form and public feedback also provided through Facebook page.</p> <p>9. Workshop on application of a gender lens to environmental project held with key stakeholders (2018).</p>
<p><b>Outcome 1.3</b></p> <p>Conservation of 33 threatened species strengthened in six PAs covering about 98 452 ha.</p>	<p>Species management programmes implemented.</p>	<ul style="list-style-type: none"> <li>- A study on the Ocelot.</li> <li>- A study on the White-tailed sabrewing hummingbird completed.</li> <li>- Literature review prepared sites on refining the selection</li> </ul>	<p>Output 1.3.1</p> <p>Information about biodiversity in the six pilot sites are collected and analysed every year until PY4.</p>	<ol style="list-style-type: none"> <li>1. Baseline inventory of 20 indicator species conducted in six pilot sites.</li> <li>2. Protocol for collection and analysis of biodiversity data developed.</li> <li>3. Annual inventory of indicator species completed (six pilot sites).</li> <li>4. Open access database developed.</li> </ol>	<p>Consultancy for the development of the MIS is underway. Consultancy includes development of an open access database.</p> <p>Consultancy includes development of protocol for the collection and analysis of biodiversity data and training of stakeholders in data upload and use of database.</p> <p>Forest and coastal/marine monitoring protocols being</p>

		of indicator species. - Monitoring protocols for the forest sites.		5. 40 PAs staff and 40 other relevant stakeholders trained in sampling protocols.	developed and workshop in January 2020 will train over 50 stakeholders in sampling.
			Output 1.3.2 Management plans produced for the six pilot sites.	1. No recent management plans exists for six PAs. 2. Participation of key stakeholders in PA management is weak, with only one site specific multi-stakeholder committee existing (but not operational) out of the six project PAs.	Management plans for five PAs completed with input of PPA. Subcommittee members and after wide consultation and approval by Project Steering Committee.  One management plan (Trinity Hills PA) is in draft format pending review by a key site stakeholder.  Two of the PPASCs recognized as formal management committees under local legislation (Nariva Swamp PA and Matura Forest PA).  Management targets/priority matrix developed for all PAs and is stated in Management Plans. Plans to be published and handed over to Government in January 2020.
			Output 1.3.3 Threats to biodiversity conservation identified and appropriate actions taken.	1. Key threats to biodiversity in six PAs identified and management strategies agreed by stakeholders. 2. Site specific interventions to address threats at the six PAs devised after consultation with stakeholders.	1. Sustainable hunting campaign reviewed and executed for 2019-2020 Open Season. 2. Site specific interventions outlined in Management Plans developed for six PAs.

				<p>3. Forty FD/THA staff and 60 relevant stakeholders trained in strategies to reduce threats to biodiversity.</p> <p>4. Two-day sensitization for 50 Police and Judiciary personnel undertaken.</p> <p>5. Species recovery strategies prepared.</p> <p>6. Site specific management interventions developed for PAs, to reduce two threats to biodiversity by at least 10% of the baseline.</p> <p>7. Wildlife population stabilization/recovery activities undertaken in Pas.</p> <p>8. Level of exploitation of harvested species brought within sustainable limits.</p>	<p>3. Managers participated in drafting of strategies and actions through the development of management plans.</p> <p>4. Enforcement Officers supplied with resources – Guidelines document, Standard Operating Procedures, Quick Reference Card - to strengthen investigation and enforcement of environmental laws. Workshops to update Game Wardens on changes to enforcement laws to be undertaken in January 2020.</p> <p>6. Farmers with farms in Coastal Zone area near Matura National Park participated in workshop to encourage adoption of environmentally sustainable farming practices.</p> <p>7. Monitoring protocols being developed to assist in monitoring pilot sites.</p> <p>8. Sustainable hunting campaign first undertaken for the 2017/2018 Open Season has been continued each year since then. This includes provision of educational material on hunting 'dos and don'ts' with issuance of permits to hunters and reminders of completing the mandatory return form at the end of the Open Season.</p>
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<b>Outcome 2.1</b>  Forestry Division/THA staff have the resources and infrastructure for effective PA management.	Equipment and infrastructure maintained to support effective management.	20 stakeholders trained in business development in early 2019 (EMA co-funded). Site visits executed with stakeholders re-drafting a regeneration proposal for the Caroni PPA. Stakeholders working to draft TOR for technical study to inform actions needed for restoration. Agreement reached with key public officers to present proposal to a Minister. Interpretive trail concept developed for	<b>Output 2.1.1</b>  Ecotourism conservation facilities upgraded and maintained from PY 2 in at least one PA.	1. Guidelines to design and establish visitor facilities and ranger stations in all PAs prepared. 2. Business plans prepared for ecotourism in PAs. 3. Surveys conducted to assess visitor satisfactions. 4. Visitor centres developed and upgraded. 5. MOU/LOA developed with the relevant partners to manage visitor facilities. 6. FD/THA staff and stakeholders trained in facilities management. 7. Interpretive strategy developed and awareness raised among local people. 8. Training for 15 tour guides conducted. 9. Surveys conducted to assess visitor satisfactions. 10. Ecotourism products branded and marketed.	1. 20 stakeholders trained in business development in early 2019 (EMA co-funded). 2. Resource user surveys conducted for Caroni and Main Ridge. 3. Interpretive trail for NE Tobago to be branded and marketed by new tourism authority (Tobago Tourism Agency). 4. No upgrade or development of visitor centres by Government. 5. No MOU/LOA development.
		Tobago Main Ridge Forest. Agreement in principle from new tourism authority (Tobago Tourism Agency) to host.	<b>Output 2.1.2</b>  Equipment for protection activities is upgraded and used effectively.	1. Strengthening of infrastructure facilities for biodiversity conservation initiated at six PAs. 2. Equipment needs assessed and procured for all six PAs.	No funds released for building from Government of Trinidad and Tobago.

				<p>3. Procurement policy and health and safety policy and maintenance plan developed.</p> <p>4. Training of staff to use equipment and implement the maintenance plan.</p> <p>5. Value of quarantine, animal rescue and rehabilitation facilities explored.</p> <p>6. Effectiveness of equipment assessed.</p> <p>7. Infrastructure for strengthening biodiversity conservation facilities completed at six PAs.</p> <p>8. Maintenance plan implemented.</p>	
			<p>Output 2.1.3</p> <p>Degraded areas, identified as a priority and technical assistance for rehabilitation is provided (500 ha).</p>	<p>1. Rehabilitation of identified degraded areas.</p> <p>2. Species abundance/diversity at restored sites measured.</p> <p>3. New areas for restoration identified in PAs.</p> <p>4. Rehabilitation restoration plans made for six PAs.</p> <p>5. Site and species selection and rehabilitation procedures prepared.</p>	<p>1. Several site visits executed with stakeholders re drafting a regeneration proposal for the Caroni PPA. Stakeholders working to draft TOR for technical study to inform actions needed for restoration. Agreement reached with key public officers to present proposal to a Minister.</p> <p>2. 236 ha have been restored in Block B of the degraded rice lands in the Nariva Swamp (national Restoration, Carbon Sequestration, Wildlife and Livelihoods Project as of September 2019.</p>

<b>Outcome 3.1</b>  Sustainable financing study completed in PY3.	1. Fund included in draft legislation.	A sustainable financing study completed. Recommendations included in study to address data gaps and contribute to implementing a system for financing a National Protected Area System.	Output 3.1.1  FPA Fund Proposed through Legislation.	1. FPA Fund Legislation drafted. 2. Options for co-financing FPA Fund explored. 3. Enabling legislation enacted and Fund adopted. 4. FPAMA board and Fund/trustees appointed. 5. MOU/LOA on terms of fund management agreed.	Fund proposed in draft bill. Not enacted; no board or MOU in place.
	2. Sustainable financing study conducted.		Output 3.1.3  70 Forestry Division/THA staff and project implementing partners trained in project and financial management.	1. Core group identified at Forestry/THA for training. 2. Develop training module for Forestry/THA staff in fund management and operational procedures. 3. Seventy Forestry /THA staff trained in fund management and operational procedures.	1. Core group identified at Forestry Division /THA for training. 2. Workshop designed and to be executed on drafting proposals regarding government funding, Green Climate Fund and European Union funding in early 2018.
	3. Staff trained in proposal writing and fund management.		Output 3.1.4  Senior staff and PA managers (25) trained in budget planning, tourism revenue management and innovative financing techniques.	1. Core staff at Forestry and THA and other stakeholders identified for training in budget management and innovative financing. 2. Train twenty-five FPAMA/THA staff in the above areas.	1. Core group identified at Forestry Division /THA for training. 2. Workshop designed and executed on drafting proposals regarding government funding, Green Climate Fund and European Union funding.
<b>Outcome 3.2</b>	Annual funding gap for	The funding gap does not appear	Output 3.2.1	1. Funding requirements for PAs system assessed.	Sustainable financing study completed includes options for

Funding gap reduced in one PA to support the long-term management of the PA system.	managing PA system reduced  4. Proposals developed for Green Fund and other relevant funds to support post-project sustainability.	to be reduced in Trinidad.  In Tobago, there was some leveraging of funds due to the Biosphere designation.	Funding requirements for management of PA system assessed and agreed by PY3.	2. Two stakeholder consultations on budgetary requirements. 3. Budgetary requirements published.	sustainable financing, estimates of funding requirements.
			Output 3.2.2  Strategic Plan for sustainable financing produced by PY3.	1. Multiple strategies identified for funding PA system. 2. Two stakeholder consultations on funding strategies. 3. Sustainable financing plan prepared and published.	Sustainable financing study completed includes options for sustainable financing, estimates of funding requirements. Strategies are to be refined.
			Output 3.2.3  System of user fees designed and piloted in one PA by PY3. Lessons learned and documented and disseminated.	1. Optimal user fees proposed for six PAs. 2. User fee collection and benefit sharing mechanisms finalized. 3. Social acceptance of user fee system enhanced through public education. 4. User fee introduced in two PAs. 5. Staff trained to conduct user fee surveys.	NE Tobago Trust established, and Tobago House of Assembly is seeking financial investment to fund the Trust's operation.  Sustainable financing study analysed case studies on user fee collection in Trinidad and potential contribution of user fees to sustainable PA financing.
			Output 3.2.4  Other forest revenues evaluated and revised where appropriate.	1. Evaluation of forest revenues conducted. 2. Potential for conservation-oriented businesses explored. 3. Online system for revenue collection established. 4. Two stakeholder consultations about forest revenues.	As an output of an activity recommended by the Matura Livelihood Assessment, four proposals to improve livelihoods drafted with groups from the Matura PPA. Two CBOs trained in proposal development as part of the Matura Livelihood follow-up.

				<p>5. Potential for conservation-oriented businesses explored.</p> <p>6. FD/THA staff trained in project management skills.</p>	<p>Plans initiated with project partner training to stakeholders (20) in business management undertaken in early 2019.</p> <p>Sustainable financing study analysed revenue from the sale of forest products.</p> <p>Workshop designed and executed on drafting proposals regarding government funding, Green Climate Fund and European Union funding.</p>
<p><b>Outcome 4.1</b></p> <p>Project implementation based on results-based management and application of project findings and lessons learned in future operations facilitated.</p>	<p>Project findings and lessons learned analysed and incorporated into project implementation</p>	<p>There has been evidence of incorporating monitoring tools (see section on Monitoring and Environment)</p>	<p>Output 4.1.1</p> <p>Project monitoring system operating systematic information on progress meeting project outputs and outcomes from PY1.</p>	<p>1. Project support team constituted.</p> <p>2. Multi-stakeholder National Project Steering committee constituted.</p> <p>3. Two inception workshops held.</p> <p>4. Risks and uncertainty identified, and response measures explored.</p> <p>5. Annual reports prepared.</p> <p>6. M&amp;E manual prepared and adopted.</p> <p>7. Six-monthly progress and annual reports prepared.</p> <p>8. Two terminal workshops held.</p>	<p>1. Project support and monitoring team constituted by FAO in April 2014.</p> <p>2. Project Steering Committee established in December 2014.</p> <p>3. Inception workshops held (Trinidad 24/11/2015, and Tobago 3//12/2015).</p> <p>4. Risks and uncertainty identified and response measures explored and implemented where applicable.</p> <p>5. Reports prepared and submitted.</p> <p>6. Monitoring and Evaluation Plan drafted and implemented.</p> <p>7. Periodic reports prepared and submitted on time.</p> <p>8. Terminal workshops not done because of COVID outbreak,</p>



			<p>Output 4.1.2</p> <p>Mid-term and final evaluation conducted.</p>	<p>1. Independent multi-stakeholder team constituted.</p> <p>2. Annual evaluation done by multi-stakeholder team.</p> <p>3. Mid-term evaluation by external experts.</p> <p>4. Annual evaluation done by multi-stakeholder team.</p> <p>5. Final evaluation by external experts.</p>	<p>Annual evaluation done by subcommittees.</p> <p>Mid-term evaluation conducted in 2017.</p>
			<p>Output 4.1.3</p> <p>Project-related “best practices” and “lessons-learned” published.</p>	<p>1. Conduct a workshop to share best practices and lessons learned, and publish outcomes.</p> <p>2. Newsletter published.</p>	<p>1. Lessons Learned Workshops held in 2017 and 2018; terminal workshops will share lessons (April 2020).</p> <p>2. Eight issues of the newsletter – ProtectEd – published and shared (Sept. and Dec. 2016, June and Dec. 2017, June and Dec. 2018, June and Dec. 2019).</p>
			<p>Output 4.1.4</p> <p>Website to share the experience and information dissemination.</p>	<p>1. Team identified to develop and maintain website and social media delivery.</p> <p>2. Website and social media developed and maintained.</p>	<p>1. Working group developed to transition communication responsibilities and is working on completion of key communication products (educational toolkits, newspaper series and public education materials).</p> <p>2. Milestone events continue to be posted on EPPD’s blog site; national website launched and updated regularly; Facebook page for forest and protected areas is live and shared.</p>

<b>Outcome 5.1</b>  Project managed Efficiently.	Project activities effectively implemented.	- Evidence of competent staff working with limited resources. - See section on Efficiency.	Output 5.1.1  Project managed efficiently.	1. Project management team constituted. 2. Office space and equipment procured. 3. PSC and other committees constituted.	1. Project team fully constituted. 2. Unit located in MPD as of January 2016. 3. PSC constituted December 2014, five PPASCs constituted for the six PPAs.
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## Appendix 6. Summary results of online survey

### A. Information about you and your organization

Total

%

1) Please indicate the type of organization you belong to:

a) Government department or agency with formal responsibility for F/PA management	16	39
b) Other government department or agency	3	7
c) Non-governmental organization	13	32
d) Private sector	1	2
e) Other (please specify):	8	20

2) Gender:

a) Female	21	53
b) Male	19	48

3) What is your age?

a) 20 or under	0	0
b) 20-60	36	90
c) Over 60	4	10

### B. Role and involvement in the project

4) Which of the following describe your role in the IFPAM project (tick all that apply)

a) Contributed to the development of the project design	4	5
b) Member of the Project Steering Committee	8	9
c) Member of a Pilot Protected Area Subcommittee	22	26
d) Member of a Research Working Group	2	2
e) Member of a Communication Outreach Working Group	7	8
f) Providing co-funding for and/or implementing a related project	2	2
g) Implementing another (related) project	4	5
h) Consultant	7	8
i) Participant in Project Trainings and/or Workshops	18	21
j) Resident in or around Protected Areas	4	5
k) Other (please specify):	7	8

5) Have you experienced any barriers or challenges to participating effectively in the project?

a) Yes	11	28
b) No	28	72
If yes, please describe the barriers/challenges and provide any suggestions as to how these might be overcome for the remainder of the project:	10 responses	

6) Which following project activities have you attended (tick all that apply)

a) Project proposal preparation or inception workshops	19	26
b) Project management workshop (communications, lessons learnt, monitoring, presentation of results, etc.)	33	45
c) Project planning or governance meetings	16	22
d) Other (please specify):	6	8

**C) Capacity building**

7) Did you participate in IFPAM training (yes/no)

a) Yes	27	68
b) No	13	33
On what theme? (please specify):	17 responses	

8) As a result of the IFPAM project, my own capacity for forest and protected area management has:

a) Increased much	15	38
b) Increased somewhat	22	55
c) Stayed the same	3	8

9) As a result of the IFPAM project, the capacity of my organization/community for forest and protected area management has:

a) Increased much	12	31
b) Increased somewhat	19	49
c) Stayed the same	8	21

**D) Relevance**

10) Do you think the project targets the main threats or problems related to forest/protected area conservation?

a) Yes, to a large extent	21	53
b) Yes, some of them	19	48
c) No	0	0
What is missing? (please specify):	14 responses	

11) Do you think the project targets the main problems or challenges faced by your organization or community?

a) Yes, to a large extent	12	32
b) Yes, some of them	22	59
c) No	3	8
What is missing? (please specify):	8 responses	

**E. Project effectiveness**

12) Do you think that the project has achieved its intended results (or the results you expected from the project)?

a) Yes	11	28
b) Some of them	22	55
c) No	5	13
d) No opinion	2	5

13) What have been the main benefits to date to your organization/community from participating in the project?

a) Increased knowledge about forest and protected areas	34	27
b) Improved skills in ecological monitoring and surveillance	13	10
c) Direct livelihood or income generating opportunities for your organization	3	2
d) Livelihood or income generating opportunities for your community	2	2
e) Livelihood or income generating opportunities for you/your household	0	0
f) Improved relationships/networking with other organisations involved in forest and	25	20
g) PA management	15	12
h) Improved understanding of/relationships with stakeholders in your PPA area(s)	28	22

i) Other benefits (please specify):	5	4
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**E. Project efficiency**

14) Do you think the project is managed by well-trained and adequately experienced staff?

a) Very well (better than other projects)	24	60
b) Acceptable (similar as other projects)	10	25
c) Poor (worse than other projects)	3	8
d) No opinion	3	8

15) Do you think that the project is well monitored: are lessons identified and applied accordingly?

a) Always	10	25
b) Mostly	23	58
c) Rarely	1	3
d) No opinion	6	15

16) Do think that IFPAM is a well-known initiative? (do you read/hear about it through newsletters, media releases, website, blogs etc.)

a) Very well (better than other projects)	6	15
b) Acceptable (similar as other projects)	25	63
c) Poor (worse than other projects)	6	15
d) No opinion	3	8

## **Annexes**

Annex 1. Terms of reference

Annex 2. Inception report

Annex 3. Interview protocol

Annexes are available to download at <http://www.fao.org/evaluation/en/>



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