



United Nations Environment Programme

Report Version

Terminal Evaluation of the Project: “Building a Sustainable National Protected Area Network – The Bahamas”



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List of acronyms & abbreviations

Acronym/Abbreviation	Meaning
AGRRA	Atlantic and Gulf Rapid Reef Assessment
BEST	Bahamas Environment, Science and Technology
BNPAS	Bahamas National Protected Area System
BNT	The Bahamas National Trust
BSP	Bali Strategic Plan
CAXP	Capacity Action Plan
CBD	Convention on Biodiversity
CBF	Caribbean Biodiversity Fund
CCI	Caribbean Challenge Initiative
CEP	Caribbean Environment Programme
COP	Conference of Parties
DMR	Department of Marine Resources
EA	Expected Accomplishments
ECLSP	Exuma Cays Land and Sea Park
FSP	Full-Sized Project
GCRMN	Global Coral Reef Monitoring Network
GEF	Global Environment Facility
GIS	Geographical Information System
GLISPA	Global Island Partnership
GOB	Government of The Bahamas
IA	Implementing Agency
IAS	Invasive Alien Species
ID	Impact Driver
IDB	Inter-American Development Bank
KfW	Kreditanstalt für Wiederaufbau
MEA	Multilateral Environmental Agreement
M&E	Monitoring and Evaluation
METT	Management Effectiveness Tracking Tool
MPA	Marine Protected Area
MTE	Mid-Term Evaluation
NBSAP	National Biodiversity Strategy and Action Plan
NCC	National Coordinating Committee
NCSA	National Capacity Needs Self-Assessment
NEA	National Executing Agency
NGO	Non-Governmental Organization
NISP	National Implementation Support Programme
NPC	National Project Coordinator
PA	Protected Area
PD	Project Document
PIF	Project Identification Form
PIR	Project Implementation Review
PMU	Project Management Unit

Acronym/Abbreviation	Meaning
PoW	Programme of Work
PoWPA	Programme of Work on Protected Areas
PPG	Project Preparation Grant
RAPPAM	Rapid Assessment and Prioritization of Protected Area Management
ROtI	Review of Outcomes to Impact
SFP	Sustainable Finance Plan
SIDS	Small Island Developing States
SP	Subprogramme
SPAW	Specially Protected Areas and Wildlife Protocol under the Cartagena Convention
STM	Sustainable Tourism Model
SWOT	Strengths, Weaknesses, Opportunities, and Threats
TE	Terminal Evaluation
TM	Task Manager
TNC	The Nature Conservancy
TNC-NCP	The Nature Conservancy Northern Caribbean Program
TOC	Theory of Change
UNDP	United Nations Development Program
UNEP	United Nations Environment Programme
WB	World Bank

Figure 1: General Map of The Caribbean



Source: http://upload.wikimedia.org/wikipedia/commons/9/98/Caribbean_general_map.png

Table 1: Project Identification Table

GEF project ID:	3729	IMIS number:	GFL/2328-2712-4B11
Focal Area(s):	BD-SP1: To catalyze sustainability of Protected Area (PA) systems BD-SP2: To mainstream biodiversity in production landscapes/ seascapes and sectors)	GEF OP #:	2
GEF Strategic Priority/Objective:	Biodiversity BD-SP1, BD-SP2	GEF approval date:	2 November 2009
UNEP approval date:	27 January 2010	First Disbursement:	4 February 2010
Actual start date:	30 March 2010	Planned duration:	48 months
Intended completion date:	February 2014	Actual or Expected completion date:	August 2015
Project Type:	FSP	GEF Allocation:	US\$2,200,000
PPG GEF cost:	US\$50,000	PPG co-financing*:	US\$30,000
Expected FSP Co-financing:	US\$7,761,600	Total Cost:	US\$10,041,600
Mid-term review/eval. (planned date):	February 2012	Terminal Evaluation (actual date):	August – October 2015
Mid-term review/eval. (actual date):	May - August 2012	No. of revisions:	2
Date of last Steering Committee meeting:	June 25, 2015	Date of last Revision:	February 28, 2015
Disbursement as of:	To be Updated	Date of financial closure:	February 29, 2016
Date of Completion:	N/A	Actual expenditures reported as of 31 December 2014:	US\$1,1379,774.79
Total co-financing realized as 30 June 2015:	US\$1,329,467 plus US\$1,877,000 = US\$3,016,467	Actual expenditures entered in IMIS/Umoja as 30 June 2015:	GFL/2328-2712-4B11
Leveraged financing:		IMIS number:	2

EXECUTIVE SUMMARY

Evaluation overview

The Terminal Evaluation of the United Nations Environment Programme (UNEP) and the Global Environmental Facility (GEF) project "Building a Sustainable National Marine Protected Area Network – The Bahamas" was undertaken, following the 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.

Subject and scope of the evaluation

The evaluation had two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote learning, feedback, and knowledge sharing through results and lessons learned among UNEP, the GEF and their executing partners – The Bahamas Environmental, Science and Technology (BEST) Commission, The Bahamas National Trust (BNT), The Department of Marine Resources (DMR), and The Nature Conservancy (TNC). Therefore, the evaluation will identify lessons of operational relevance for future project formulation and implementation.

Evaluation objectives

The project **objective** was to build a sustainable national Marine Protected Area Network for The Bahamas and thus enable it to meet its commitments under the Convention on Biological Diversity (CBD) Programme of Work for Protected Areas (PoWPA) as well as other obligations under this Convention. Specifically, the objective of the project was to expand protected area coverage of globally significant marine biodiversity and increase the management effectiveness of the national marine protected area network across the Bahamian archipelago.

Evaluation methodology

The findings of the evaluations were based on desk review of project documents, questionnaires designed and sent to stakeholders, field visits and interviews with key stakeholders. Where it was not possible to have interviews, Skype and telephone interviews were utilised as well as exchange of emails. Other project-specific documents were obtained from the websites of all of the partner institutions as well as other related documents on the subject theme available in the public domain.

Summary of the main evaluation findings

A. Strategic relevance:

The Project's objectives and implementation strategy is highly relevant in that it is aligned with UNEP's strategy, policy and mandate as it relates to ecosystem management. GEF's focal areas catalyse sustainability of protected areas and ensure sustainable financing of PA systems. More importantly, it seeks to build a Sustainable National MPA Network for The Bahamas and thus enable it to meet its commitments under the CBD PoWPA, and is supportive of the CCI.

B. Achievement of outputs:

Most of the outputs were successfully accomplished, albeit over a longer time period than initially envisaged. The most significant of these outputs was the enactment The Bahamas Protected Areas Fund (BPAF) in July 2014, its formal establishment in June 2015 and its capitalization through a Government of The Bahamas (GoB) contribution of US\$2,000,000, and \$US500, 000 from GEF. The sole objective of BPAF is to create a sustainable financing mechanism (Trust Fund) to facilitate the proper management of protected areas throughout The Bahamas. The project ultimately gazetted just over 3 million hectares of new protected areas and marine reserves, exceeding the target of

10% (2.5 million hectares) and substantially expanding the MPA network in The Bahamas. The project also resulted in the development of an effective monitoring and evaluation regime through the establishment of a monitoring and evaluation protocol in consultation with international scientist networks. Monitoring capacity was also substantively increased through the training. A total of 5 persons received training as Reef Check local instructors, and another 53 persons were trained under the project with. Seventy-five persons were also trained as Eco Divers, three persons trained as AGRRA instructors while another twenty-seven received training using the AGRRA system.

As a signatory to the Caribbean Challenge Initiative (CCI) and the associated Caribbean Biodiversity Fund (CBF), The Bahamas, through BPAF, is poised to receive annual payments in perpetuity from the regional trust fund. This should contribute to the reduction of the funding gap and sustainable financing required. The CBF, with help from TNC has to date raised over \$42 million dollars to assist Caribbean governments in conserving at least 20 percent of their marine environment by 2020. A figure of \$5 million has been set aside for drawdowns from The Bahamas as soon as the draft vertical agreement is signed. The Bahamas will then have a further two years to establish new financial mechanisms as part of the agreement conditions.

Whilst the establishment of new sustainable funding mechanisms is not fully operational, all of the mechanisms (capitalization of BPAF, and raising of additional funds) for its success have been instituted. BPAF has commenced the process of recruiting an Executive Director, whose main responsibility, in the first couple of years will be to make the entity financially sustainable.

C. Effectiveness (attainment of project objectives and results):

The evaluation of the achievement of direct (lower order) outcomes as defined in the reconstructed Theory of Change (TOC) received a 'B' rating, an indication of the fact that most of the project's intended outcomes were achieved. Whilst the sustainable financing mechanism, which is integral to the overall achievement, has not yet fully materialised, all of the architectural arrangements (establishment and capitalization of BPAF and CBF and other funding arrangements) have been established and is expected to become the main priority of BPAF.

D. Sustainability and replication:

The probability of continued long-term project-derived results and impacts after the conclusion of the Project is rated from moderately likely to likely, across all four dimensions. This is primarily because of questions surrounding continued political support and the ability to close the funding gap and the need for greater institutional arrangements for effective management.

Catalytic role and replication:

Several initiatives, including the enactment of legislation establishing the BPAF, the expansion of the parks network, the increase in the subvention to BNT, all provide concrete indicators of the catalytic changes taking place as a result of the project. These changes, though small, are significant, and give hope that the overall objectives will be realised. The project has been highly catalytic in changing community practice, triggering replication and scaling-up in other locations in the PA network.

E. Efficiency:

The level of expenditure together with the level of achievement across all four components represents efficient use of funds. The project was managed efficiently, realising cost savings but most importantly, making use of local expertise at all levels of the project. However, the project was delayed by a 16 month extension, at no additional cost.

F. Factors affecting project performance:

The evaluation found that preparedness and readiness, stakeholder participation and public awareness acted positively to enable successful project performance. However, the evaluation found that delays could probably have been reduced, provided more attention was paid to staffing, and heightening awareness of the importance of MPAs among policy-makers, to build support for the project's objectives.

Table 2: Summary of Evaluation Ratings

Criterion	Overall Rating
A. Strategic relevance	HS
B. Achievement of outputs	S
C. Effectiveness: Attainment of objectives and planned results	S
1. Achievement of direct outcomes as defined in the reconstructed TOC	S
2. Likelihood of impact using ROtl approach	L
3. Achievement of formal project objectives as presented in the Project Document.	S
D. Sustainability and replication	
1. Socio-political sustainability	L
2. Financial resources	L
3. Institutional framework	L
4. Environmental sustainability	L
5. Catalytic role and replication	MS
E. Efficiency	MS
F. Factors affecting project performance	
1. Preparation and readiness	MS
2. Project implementation and management	MS
3. Stakeholders participation, cooperation and partnerships	HS
4. Communication and public awareness	S
5. Country ownership and driven-ness	S
6. Financial planning and management	S
7. Supervision, guidance and technical backstopping	HS
8. Monitoring and evaluation	S
i. M&E design	S
ii. M&E plan implementation	S
Overall project rating	S

Table 3: Summary of recommendations and lessons learned

The following is a summary of the main recommendations generated from the evaluation findings:

Context	The PD informed that the composition of the NCC should include "representatives from the various pertinent thematic sectors — private sector, NGOs and key project partners, including the Ministry of the Environment, Department of Marine Resources, Bahamas National Trust, The Nature Conservancy". However, the NCC was merged with NISP, which, incidentally was comprised of entities involved in the execution of projects (section 3.2.4 and 3.6.2)
Recommendation #1	Membership in an NCC should not be limited to just the executing partners but should also include other stakeholder representatives from the private sector and related NGOs/CBOs. Operational guidelines and procedures should be detailed in an MOU.
Responsibility:	UNEP and the Government of The Bahamas
Time-frame:	Design phase for follow-on project
Context	Completion of the project was finalised some sixteen months after its first due date. A number of factors contributed, including staff shortages, a lengthy and archaic legislative system and the change of government (section 3.2.4 and 3.6.2).
Recommendation #2	Management is evolving and will require some time to develop adequate management protocols and systems given the increase in the number of PAs. However, the system needs resources and partners to further advance its goals. It will be critical moving forward, that the partner agencies (NISP and BPAF) build partnerships with other agencies and interest groups (fishermen, tourism sector, dive operators and other local conservation groups) in order to develop both adequate capacity and buy-in to ensure ownership and effective management of the country's vast protected area network (section 3.4 and 3.4.4).
Responsibility	BPAF and NISP
Timeframe	Next two to three years.
Context	Reference has been made to the extensive use of social media (Facebook, Twitter) and electronic means (webpage, radio broadcast and television) in raising awareness at both the local (community and project) and country levels. However, in the absence of a communications specialist and a communications plan, individual NISP partners pursued their own communications plan. (3.6.4).
Recommendation #3	Greater use should be made of social media to raise awareness, at the national level, of a project which can have serious implications for the nation as a whole, and will require their support and buy-in. However, to be effective and reach targeted audiences, a national comprehensive digital plan must be designed, implemented and monitored with a focus on being more interactive in order to maximise the potential of becoming an important medium for product sensitisation, awareness, support and buy-in.
Responsibility	BEST, NISP
Timeframe	Next phase.

The following is a summary of the main lessons that have been learned from the project's successes as well challenges:

Context	The GOB was at the forefront of the 20/20 declaration and was one of the founding countries of the CCI. But, as evidenced by this project, the gap between setting aside 20 percent of one's sea and land space as protected areas and establishing the mechanisms for its financial sustainability and effective management is quite huge. This point was succinctly made in the MTE which stated that "Policy formulation is a complex process that involves various levels of decision-making, and high level political statements do not automatically lead to policy commitment and implementation".
Lesson #1:	Embracing a concept is not sufficient guarantee of its success and sustainability. A change of government could not only result in very long delays in the continued implementation of

Application:	<p>projects, but also result in changes or abandonment, the greater the financial challenges of meeting commitments made by a previous administration.</p> <p>Setting aside 10% of nearshore and marine space as protected areas and establishing a sustainable financing mechanism which would effectively reduce the financing gap as identified.</p>
Context	The 20/20 Declaration embraced by GOB and the platform on which the project was conceptualised essentially locked the country into achieving some outcomes which, in some instances, can be deemed ambitious, particularly in the context of countries with relatively small populations, limited technical capacities and constantly exposed to existential economic and environmental threats.
Lesson #2	Setting aside that quantum of nearshore and marine space as PAs will require the development and implementation of management plans, the recruitment and training of personnel, and the development of adequate monitoring programmes to achieve the desired level of effectiveness and intended impacts.
Application	Effective management of the increased number of nearshore and marine areas which have now been declared protected areas.
Context	Efforts by the NEA to obtain government commitment for the introduction of various levies have been unsuccessful, with GOB not only directing such funds into the Consolidated Fund, but stating emphatically their refusal to impose more taxes on the tourism sector. The diversion of the promised funds by TNC and KfW was a major blow to the fund-raising efforts of NEA.
Lesson #3	Opportunities for establishing sustainable financing mechanisms for projects in small developing economies are limited, especially when external financial assistance is not forthcoming. This lesson was similarly captured in the MTE, where it was stated that sustainable financing mechanisms "require a favourable economic, fiscal and political environment... in a region such as the Caribbean".
Application	Finance the effective management of the MPA Network
Context	The 2008 SFP noted that the MPA Systems Network will cost USD \$13 million annually which will require the establishment of a sustainable financing mechanism.
Lesson #4	Sustainable financing mechanisms can be more effective when pursued jointly as a region. The CBF, with help from TNC has to date raised over \$42 million dollars to assist Caribbean governments in conserving at least 20 percent of their marine environment by 2020.
Application	As a signatory to the CCI and contributor to the CBF, The Bahamas, through BPAF, will receive annual payments in perpetuity from the regional trust fund. This should contribute to the reduction of the funding gap and sustainable financing required.
Context	Establishing a sustainable financing mechanism was a key output of the project. However, when the project came to an end on 31 st August, 2015, this mechanism was not fully established.
Lesson #5	Establishment of sustainable financing mechanisms are long-term undertakings and given its integral role in ensuring the management effectiveness of this project, there was a compelling reason for the required operational funds to have been in place much earlier in the life of the project such that there would be a seamless transition from the "project phase" to the actual commencement of management of the MPA network.
Application	Project implementation must contain staged triggers which, only when key project outcomes have been realised, would allow for the commencement of the next phase.
Context	The communications budget was deemed insufficient to engage the services of a dedicated communications specialist and it was agreed that each of the partners would initiate public awareness programmes at the project level. It was also noted that no funds were set aside in the budget for a sustained communications and public education awareness campaign.
Lesson #6	Projects such as this, which make such huge demands on the resources of government and, have the potential to have such dramatic impacts on economic and social development in the host country should include a communications component with sufficient resources to ensure that a greater effort is made at informing the wider public, on the one hand, and obtaining buy-in from policy-makers and the wider public.

Application	Much of the project's work in communication should have been targeted at the wider public, policy-makers and senior managers, to strengthen the argument in favour of protected areas and build support for the objectives and intended outcomes.
Context	Measurable targets, as indicated in the logical framework, and based on the wider objectives of the CCI, meant that the NEA and partner agencies, were challenged to meet those established targets. When stripped bare, they had no relation to each other, were not based on any sound ecological reasoning, and did not necessarily account for individual country circumstances.
Lesson #7	Targets are useful instruments in development planning and management generally, and in conservation more specifically, but they must be used and applied wisely, and can at times divert attention from more essential objectives. Increasing protected area coverage and enhancing management effectiveness are not necessarily converging and mutually-reinforcing objectives.
Application	Having now achieved the 10 percent target the NEA will now have to ensure that sufficient resources are available to implement the management measures which will contribute towards the achievement of intended outcomes and impact.
Context	One of the major noticeable short-comings of the project was the stated capacity constraints among all of the partnering agencies, including BEST, which was the assigned EA. The project made allowance for a NPC who was charged with the responsibility for overall management, including the procurement of consultants, supervising them and preparing various progress and financial reports. When the original NPC resigned, it was six months before a new NPC was hired, thus contributing to some of the delays experienced.
Lesson #8	Entities embarking on undertaking complex projects such as this should be subjected to a staffing assessment to determine their capacity, based on the needs of the project, and efforts made to ensure that adequate funding is provided to sustain the staffing requirements for the duration of the project.
Application	Design and project implementation.
Context	Completion of the project was finalised some sixteen months after its first due date. A number of factors, including staff shortages, a lengthy and archaic legislative system and the change of government (section 3.2.4 and 3.6.2) were the main contributing factors.
Lesson #9	Projects, particularly those which require political buy-in, should identify that as a risk and identify mitigation measures including providing additional time during project implementation, to secure the needed political support.
Application	Project design and implementation.

1. INTRODUCTION

1. The Terminal Evaluation of the United Nations Environment Programme (UNEP) and the Global Environmental Facility (GEF) project "Building a Sustainable National Marine Protected Area Network – The Bahamas" is being undertaken following the 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. The evaluation is being conducted in accordance with UNEP's Evaluation Policy¹, UNEP's Evaluation Manual² and the Guidelines for Global Environment Facility (GEF) Agencies in Conducting Terminal Evaluations³.

1.1 Subject and scope of the evaluation

2. The evaluation has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote learning, feedback, and knowledge sharing through results and lessons learned among UNEP, the GEF and their executing partners – The Bahamas Environmental, Science and Technology (BEST) Commission, The Bahamas National Trust, and The Nature Conservancy (TNC). Therefore, the evaluation will identify lessons of operational relevance for future project formulation and implementation.

1.2 Evaluation objectives

3. The project **objective** was to build a sustainable national Marine Protected Area Network for The Bahamas and thus enable it to meet its commitments under the Convention on Biological Diversity (CBD) Programme of Work for Protected Areas (PoWPA) as well as other obligations under this Convention. Specifically, the objective of the project was to expand protected area coverage of globally significant marine biodiversity and increase the management effectiveness of the national marine protected area network across the Bahamian archipelago.

1.3 Evaluation approach and methodology

4. This evaluation exercise consisted of three phases (Inception Report, Country visit, and Terminal Evaluation Report) and utilized an investigative approach involving desk review of documents, interviews (one on one and telephone/Skype) of key stakeholders in Washington, The Bahamas, Jamaica and Puerto Rico. Both quantitative and qualitative evaluation methods were used to determine project achievements against the expected outputs, outcomes and impacts.

5. The findings of the evaluation are based on/obtained through a combination of desk research and interviews with key actors. The desk review entailed a review of the project documents inclusive of the following:

- (i) Relevant background documentation, inter alia UNEP and GEF-4 policies, strategies and programmes pertaining to biodiversity at the time of the project's approval;
- (ii) Project design documents; Annual Work Plans and Budgets or equivalent, revisions to the logical framework and project financing;

¹ <http://www.unep.org/eou/StandardsPolicyandPractices/UNEPEvaluationPolicy/tabid/3050/language/en-US/Default.aspx>

² <http://www.unep.org/eou/StandardsPolicyandPractices/UNEPEvaluationManual/tabid/2314/language/en-US/Default.aspx>

³ http://www.thegef.org/gef/sites/thegef.org/files/documents/TE_guidelines7-31.pdf

- (iii) Project reports such as progress and financial reports from the executing partners to UNEP and from UNEP to the National Executing Agency; National Coordination Committee (NCC) meeting minutes; annual Project Implementation Reviews (PIR) and relevant correspondence;
- (iv) Mid Term Evaluation report;
- (v) Documentation related to project outputs;
- (vi) Relevant material published, e.g. in journals and books; and
- (vii) Relevant material available online, e.g. related information on project partners' websites.

6. The interviews were held with key personnel including: - UNEP Task Manager, and other donor representatives, Government representatives, representatives of other partner organizations (BNT, TNC); national partners; and other stakeholders (including NGOs, other relevant private sector actors, academia, national organizations and institutes, regional and international organizations and civil society representatives). A one-week country visit to The Bahamas was also conducted to interview partners and stakeholders, and visit select pilot sites upon the recommendation of the NCC, in consultation with the UNEP Task Manager.

1.4 Main evaluation criteria and questions

7. In line with the UNEP Evaluation Policy and the UNEP Programme Manual, project performance is assessed in terms of relevance, effectiveness and efficiency; outcomes and impacts (actual and potential) stemming from the project; and their sustainability. In order to assess project performance and determine outcomes and impacts, the evaluation focused on a set of **key questions (for example)**:

- a. What is the validity of the assumed input-output-outcome results chain?
- b. How do inputs compare with outputs?
- c. To what extent did governance and management structures and processes enable or hinder delivery of products and services?
- d. To what extent are immediate outcomes shown in the logframe actually occurring?
- e. What unintended (positive/negative) outcomes might be occurring because of external factors?
- f. What is the level of satisfaction of different groups of key stakeholders?
- g. What is the efficacy of partnership arrangements?
- h. To what extent was the project able to promote the creation of sustainable funding mechanism for the national protected area system?
- i. To what extent was the project successful in strengthening and expanding the MPA network in The Bahamas?
- j. To what extent did the findings and lessons learned in the pilot projects contribute effectively to the management of marine protected areas?
- k. To what extent was sustainable monitoring and evaluation system for existing and newly established MPAs and project indicators established and strengthened?

2. PROJECT BACKGROUND

2.1 Context

8. The Bahamas, located in the tropical Atlantic is a large archipelago comprising over 700 low-lying islands and cays. In 1958, the first Marine Protected Area (MPA) – Exuma Cays Land and Sea Park – was established. In 2000, in recognition of the need to protect and preserve its vast biodiversity resources, the Government initially approved the creation of five Marine Reserves. Since then, there has been a continuous and ongoing establishment of protected areas, bringing the number of land and sea parks in The Bahamas up to 27.

9. The Government of The Bahamas recognized the need to ensure sustainable, predictable and reliable financial support for conservation activities, and has therefore provided financial assistance to BNT. Additionally, in 2008, the Government provided additional direct financial support to the BNT for the engagement of necessary core staff required to manage the parks and provided the Trust with \$1.25 Million for its annual budget

10. In order to implement the PoWPA, which the Government of The Bahamas (GOB) endorsed at the Seventh Conference of the Parties of the Convention for Biological Diversity (COP-7) in 2004, the partner agencies of NISP, i.e. BEST, BNT, Department of Marine Resources (DMR) and The Nature Conservancy Northern Caribbean Program (TNC-NCP), have worked together to undertake a number of initiatives aimed at the development of sustainable management and financial plans. These include the Ecological Gap Analysis, Rapid Assessment and Prioritization of Protected Area Management (RAPPAM), Capacity Action Plan (CAXP) and Sustainable Finance Plan (SFP).

11. A key recommendation of the SFP was the need to establish a Protected Areas Trust Fund (PATF) as a mechanism for sustained funding for The Bahamas Protected Area Fund (BPAF). This fund was conceived as an endowment fund with the interest generated from the capital investment being utilized for protected area projects across the Commonwealth of The Bahamas.⁴ The Needs Assessment for the national protected areas programme was estimated at a total of \$13.1 million with a financial gap of \$7.1 million in 2009, when the project was being designed.

12. In 2008, at the Ninth Conference of the Parties (COP) of the CBD in Bonn, Germany, the Government declared its intention to preserve the country's marine and terrestrial environments and to meet the targets established by the UN Convention on Biological Diversity PoWPA for 2010 and 2012. Also launched at the same COP was the CCI, the regional initiative to sustainably finance protected areas and ensure these areas are effectively managed to enable them to function in the important role of providing means to achieve important goals of sustainable fisheries and ecosystem-based adaptation to climate change.

2.2 Project Objectives and Components

2.2.1 Objectives

13. As stated in the Project Document (PD), the primary goal of the project was "to conserve globally important marine habitat and species within The Bahamas as well as those species of the wider Caribbean that rely on The Bahamas for nesting, breeding, feeding and migration".

⁴ The Fund will be capitalized at a minimum of US\$6.5 million, which will provide an approximate annual return of US\$300,000 to US\$650,000 which will mainly finance activities within the national protected area system and to a lesser extent the operation of the Trust Fund.

14. The primary objective was to build a sustainable national Marine Protected Area Network for The Bahamas and thus enable it to meet its commitments under the CBD PoWPA as well as other obligations under this Convention. Specifically, the objective of the project was "to expand protected area coverage of globally significant marine biodiversity and increase the management effectiveness of the national marine protected area network across the Bahamian archipelago".

2.2.2 Components

15. This would be achieved through the undertaking of a number of activities detailed in four Components: Creation of a sustainable funding mechanism for the national protected area system (Component 1); Strengthening and expanding the MPA network (Component 2); Monitoring and evaluation (Component 3); and, Project Management (Component 4).

Component 1: Creation of a sustainable funding mechanism for the national protected area system.

16. The main purpose of Component 1 was the Creation of a sustainable funding mechanism for the national protected area. The SFP for the National Protected Area System was completed in June 2008 and recommended that a Protected Areas Trust Fund be established to be administered by a professional Trustee. Supporting activities included the legal and administrative structure to establish a Board and Trust Fund, the implementation of an Asset Management Policy and Fundraising Strategy development and implementation of a 5 year Business Plan; complementary sources conservation financing; and an Operations Manual outlining the legal, financial and administrative structure of the Protected Areas Trust Fund.

Component 2: Strengthening and expanding the MPA network

17. This component aimed to strengthen and expand the MPA network, including pilot demonstrations.

Component 3: Monitoring and evaluation.

18. This component aimed to set up a monitoring system for management effectiveness and one for the status of biodiversity and to provide training for MPA personnel and beneficiaries in monitoring techniques.

Component 4: Project Management.

19. This component aimed to provide the project with a solid management structure, ensuring that the required technical and administrative support services required would be provided.

20. The project's logical framework is presented in Table 4.

Table 4: Project Logical Framework

Components	Activities	Outputs	Output Indicators	Outcomes	Outcome Indicators
1. Creation of Sustainable Funding Mechanism for the BNPAS	<p>Detailing the legal and administrative structure of BPAF</p> <p>Implementation of an Asset Management Policy & Fundraising Strategy</p> <p>Development & Implementation of a 5- Year Business Plan</p> <p>Development of complementary sources of finance</p> <p>Production of an Operational Manual for the BPAF</p>	<p>BPAF established, capitalized and operational.</p> <p>Other funding secured</p>	Management Effectiveness Tracking Tool (METT) Score	Reduction in the gap between available funding and needs, by 10 – 20%	<p>7.0 million dollar gap reduced.</p> <p>Financial sustainability scorecard</p>
2. Strengthening & Expanding of the BNPAS	<p>Assessment, scientific and technical analysis</p> <p>Legal and regulatory processes</p> <p>Capacity building & communications</p> <p>Pilot Demonstration (PD) projects to address priority threats</p> <p>PD 1. Invasive Alien Species</p> <p>PD 2. Incorporating Climate Change and Mangrove Restoration into Conservation Planning</p> <p>PD 3.</p>	<p>Data collected, analysed and utilized in MPA planning.</p> <p>5% of the nearshore and shelf marine habitat effectively conserved</p> <p>Management plans, including zoning and regulatory framework developed</p> <p>Staffing, infrastructure and funding mechanisms established.</p> <p>Training programmes developed and implemented for MPA & BPAF</p> <p>National Communication Strategy developed and</p>		<p>Bahamas MPA Network expanded to 10% of representative marine ecosystems (about 2.5 million hectares).</p> <p>Management effectiveness of PA significantly (50%) & measurably improved by the end of the project.</p> <p>Pilot sites demonstrate (a) statistically significant improvement in overall health of coral reef (coral diversity); increase in socio-economic indicators, governance indicators, and reduction in vulnerability.</p>	<p>MPA coverage in ha.</p> <p>Management effectiveness indicator (50% improvement and index of 0.49)</p> <p>Provide recommendations to manage lionfish abundance, to minimize impacts to overall reef health.</p> <p>Incorporating CC and mangrove restoration into MPA planning, number of management plans incorporating CC, and amount of mangroves restored.</p> <p>Improved reef health and socio-economic governance indicators.</p> <p>Lessons learned and Best Practices</p>

Components	Activities	Outputs	Output Indicators	Outcomes	Outcome Indicators
	Development of a Sustainable Tourism model for an MPA	implemented			incorporated into Communications strategy and disseminated
3. Monitoring and Evaluation		Comprehensive Monitoring and Evaluation (M&E) system (targets, indicators and methods) established		Sustainable monitoring and evaluation system established and MPAs.	Monitoring for biodiversity and management effectiveness standard practice within MPAs within BNPAS; results of monitoring utilized in adaptive management.

2.3 Target areas/groups

21. The project was targeted at biodiversity conservation and more specifically marine protected areas in The Bahamas. Recognizing, however, the extent to which financial and capacity issues are major determinants in management effectiveness, it was also directed at creating the mechanisms for sustainable financing of protected areas and increasing and enhancing management skills of persons involved in protected area management. Recognizing also, the extent to which communities and human populations in surrounding communities depend on resources (marine and tourism) for their livelihood, it was also intended that these groups would also benefit from the project.

2.4 Milestones in Project Design and Implementation

22. Table 5 below presents the milestones and key dates in project design and implementation:

Table 5: Milestones and key dates in project design and implementation

Milestones	Completion dates
The Bahamas declared and affirmed country commitment to protect 20% of its nearshore and marine environment	May 2008
Building a Sustainable Marine Protected Area Network – The Bahamas. Project approved by UNEP	27 January 2010
Actual project start date	30 March, 2010
Intended completion date	February 2014
Actual Completion date	31 st August 2015
Mid-term evaluation	May – August 2012
BPAF Legislation enacted and became effective	9 th July 2014
BPAF Board appointed	June 2015
New MPAs declared, bringing to 7.5 million acres (3 million hectares) or 10%, the amount of land, nearshore and marine environment now set aside as PAs.	31 August, 2015

2.5 Implementation Arrangements

23. The Implementing Agency for the project was UNEP, and the Executing Agency was BEST. NISP served as the National Coordinating Committee (NCC) providing an effective mechanism for collaboration and oversight. A National Project Coordinator (NPC) was hired by BEST to coordinate implementation.

24. The NCC had responsibility for managing the execution of project activities, including reviewing and advising on the main outputs of the project, ensuring that the environmental policy of the Government was fully reflected in the project, ensuring effective communication and decision-making, and assisting with mobilization of expertise as needed for proper execution of the project outputs.

25. As the project was also closely aligned with the CCI, a Regional Steering Committee mechanism was supposed to be established, to promote coordination and regional integration of the activities carried out under the various projects.

26. In that regard, the project was also intended to coordinate its activities with the Global Island Partnership (GLISPA), one of the partners involved in the implementation of the CCI, which aims to build leadership and partnerships to actively support implementation of the Island Biodiversity Programme of Work under the CBD and other related global policies.

2.6 Project Financing

27. The total cost of the project is given at US \$9,961,600. Of that amount, GEF provided USD 2,200,000, or 22% of the external financing, to the project. The project was also expected to mobilise an additional amount of USD 7,761,600 in co-financing from a number of partner and in-kind contributions from a number of entities as shown in Table 6 below.

Table 6: Project budget summary

Source	USD	%
GEF Trust Fund	2,200,000	22.1%
Co-financing (Cash)		
BEST	2,000,400	20.1%
Department of Marine Resources	400	0.0%
Bahamas National Trust	400	0.0%
The Nature Conservancy	2,000,400	20.1%
KfW (Kreditanstalt für Wiederaufbau)	3,000,000	30.1%
Sub-total	7,001,600	70.3%
Co-financing in-kind		
BEST	306,000	3.1%
Department of Marine Resources	204,000	2.0%
Bahamas National Trust	125,000	1.3%
The Nature Conservancy	125,000	1.3%
	760,000	7.7%
TOTAL	9,761,600	

Source: project document

2.7 Project partners

28. The main partners include BEST, BNT, DMR, and TNC. BEST, the Executing Agency, is the environmental arm of the Ministry of the Environment, and they provide expert advice to the Government on environmental policy, legislation and environmental impacts of development projects in The Bahamas. BNT, established by law in 1959, is a non-Governmental organization mandated to manage the National Parks System in The Bahamas and hold these lands in trust for the Bahamian people. They currently manage 25 national parks across the Bahamian archipelago. DMR is a division of the Ministry of Agriculture and Marine Resources, and is charged with management of the marine resources of the country. This includes management of the Marine Reserve Network. TNC is a non-profit conservation organization with offices throughout the world. Its Northern

Caribbean Office in The Bahamas is a key NISP partner and has made significant financial and technical contributions to the project.

2.8 Changes in design during implementation

29. Technically there were no changes in design during implementation. Two recorded changes to activities involved a decision to abandon the ballast water component of the Invasive Species pilot project. Initially it was intended that there would have been testing of ballast water of boats coming into ports of Nassau, Chub Cay and Georgetown over a one-year period to determine whether ballast water is an invasion pathway for lionfish into The Bahamas. This was discontinued because of difficulty encountered in obtaining permission from the respective authorities. Also, initially it was intended that the mangrove restoration pilot project would have been implemented at ECLSP. However, cost and other technical considerations as well as the fact that the mangroves systems within ECLSP were deemed to be in a healthy state, that the pilot was shifted to Bonefish National Park on New Providence. This decision resulted in considerable savings on that component of the project, releasing funds for the recording of a video demonstrating the successes of the restoration initiative.

2.9 Reconstructed Theory of Change of the Project

30. Progress made towards achievement of project objectives and impacts is examined using a Review of Outcomes to Impacts (ROtI) analysis developed by UNEP. This methodology has three distinct stages: (i) identifying the project's intended impacts, (ii) review of the project's logical framework and (iii) analysis and modelling of the project's outcomes-impact pathways.

31. **Stage 1** - Referring to the "objectives" statement in the project document, the ultimate impact of the project is to expand protected area coverage of globally significant marine biodiversity and increase the management effectiveness of the national marine protected area network across the Bahamian archipelago.

32. **Stage 2** – Within the context of the TOC, the broader outcome can be determined by examining the logical framework which represents a combination of the intended impact and intermediate results. The broader outcome defined in the logical framework is clear and can be verified by the increase in the number of marine protected areas established and the enhanced management effectiveness of globally important marine biodiversity habitat and species across the Bahamian archipelago.

33. **Stage 3**- The assessment of the theory of change led to the identification of the impact pathways and specification of the impact drivers and assumptions, as summarized below:

34. The TOC literature identifies impact pathways as consisting of inputs, activities, outputs, outcomes and impact.

35. In the context of the current project there are two specific pathways which can be distilled from the four Components. These are:

Pathway 1: The establishment of a protected areas fund will provide the necessary finances which will be used for the conservation and management of biodiversity.

This pathway assumes that:

- The political environment is supportive and facilitative of expanding PAs

- PA management agencies and other stakeholders recognize the long-term benefits of an established fund; and
- Financing partners will honour their pledges

The Drivers are identified as:

- Financial resources provided to enhance management of PAs.
- Management capacity of Staff at MPAs strengthened

Pathway 2: Increased capacity will lead to increased conservation of protected areas and improvements in socio-economic circumstances which in turn will lead to improved conservation of biodiversity.

This pathway assumes that:

- Political commitments will be honoured
- Competent staff hired and trained
- Pilot projects support the hypothesis that biodiversity habitats and species are under threat
- PA Managers are using data collected in analysis and decision-making

The Drivers are identified as:

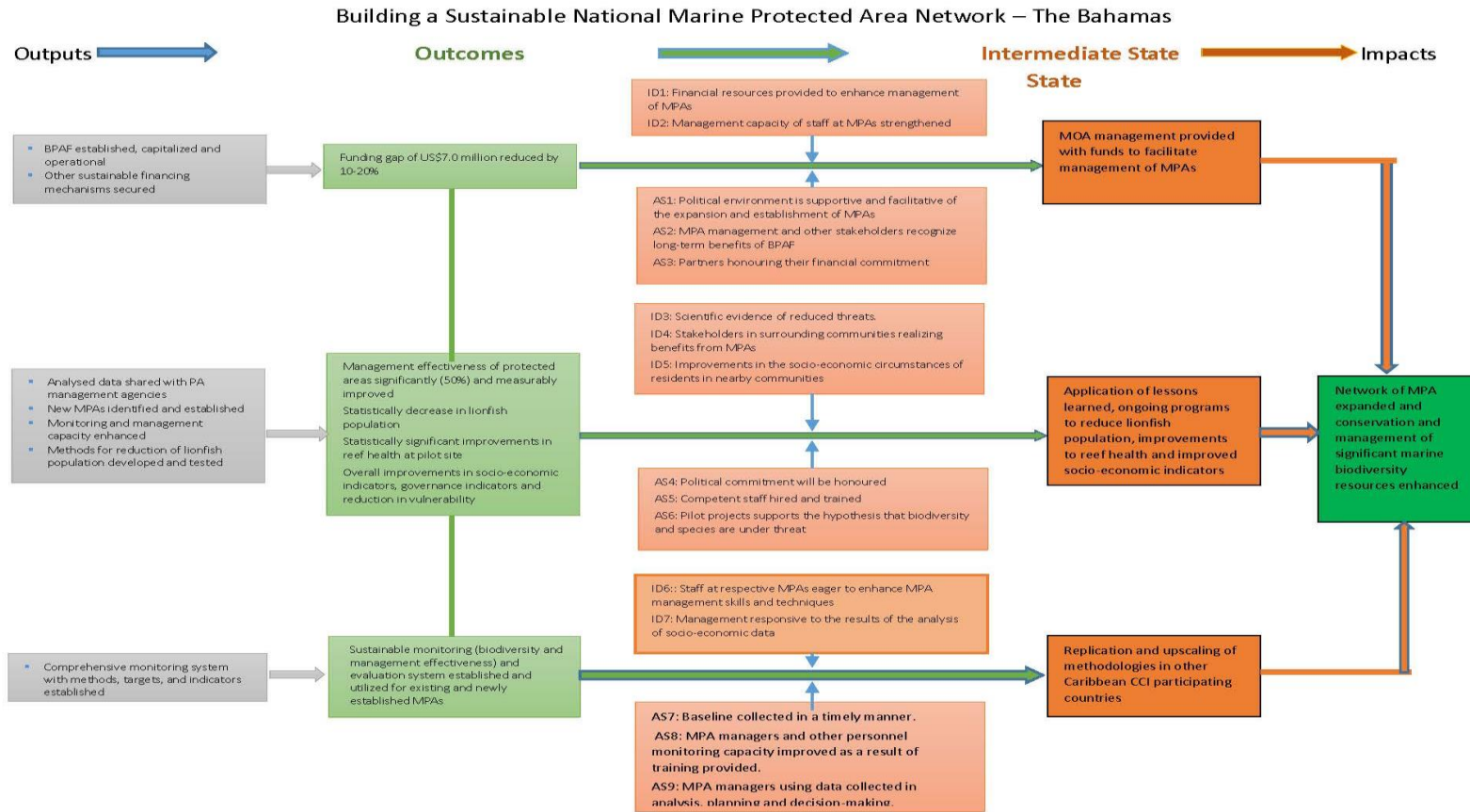
- Scientific evidence of reduced threats.
- Stakeholders in surrounding communities realizing benefits from MPAs.
- Staff at respective MPAs are eager to enhance their monitoring techniques and management skills
- Improvements in the socio-economic circumstances of residents in nearby communities

36. The Intermediate State has been identified as MPA management being provided with funds to facilitate management of MPAs; lessons learned are being applied and there are ongoing programmes aimed at reducing the lionfish population and improvements to the health of coral reefs, and economic circumstances of communities are showing improvements, as revealed by applied socio-economic indicators. An added bonus of the project is that outcomes are being replicated in other nearby MPAs as well as other Caribbean countries. Table 7 (following page) and Figure 2 provides a summary of the design logic as it emerges from the application of the ROTI/TOC.

Table 7: Theory of Change: Overview of Project's Outputs to Impact

Output(s)	Outcome(s)	Assumption & Drivers	Intermediate State	Impact
<p>Component 1: Creation of a sustainable funding mechanism for the national protected area system</p> <ul style="list-style-type: none"> BPAF established, capitalised and operational Other sustainable finance mechanism established 	<ul style="list-style-type: none"> Funding gap of US\$7.0 million reduced by 10-20% 	<p>Assumptions:</p> <ul style="list-style-type: none"> Political environment is supportive and facilitative of the establishment of PA expansion PA management agencies and other stakeholders recognize the long-term benefits of BPAF Partners honouring their financial commitment <p>Drivers:</p> <ul style="list-style-type: none"> Financial resources provided to enhance management of PAs. Management capacity of Staff at MPAs strengthened 	<p>MPA management being provided with funds to facilitate management of MPAs</p>	
<p>Component 2: Strengthening and expanding the MPA network.</p> <ul style="list-style-type: none"> Analysed data shared with PA management agencies New PAs identified and established Monitoring and management capacity enhanced Methods for reduction of lionfish population developed and tested 	<ul style="list-style-type: none"> Management effectiveness of protected areas significantly (10%) and measurably improved. Statistically significant decrease in lionfish population Statistically significant improvements in reef health at pilot site. Overall improvements in socio-economic indicators, governance indicators and reduction in vulnerability. 	<p>Assumptions:</p> <ul style="list-style-type: none"> Political commitments will be honoured Competent staff hired and trained Pilot projects supports the hypothesis that biodiversity habitats and species are under threat <p>Drivers:</p> <ul style="list-style-type: none"> Scientific evidence of reduced threats. Stakeholders in surrounding communities realizing benefits from MPAs. Improvements in the socio-economic circumstances of residents in nearby communities 	<p>Application of lessons learned, on-going programs to reduce lionfish population, improvements to reef health and improved socio-economic indicators.</p>	<p>Network of MPA expanded and conservation and management of significant marine biodiversity habitat and species enhanced across the entire Bahamian archipelago.</p>
<p>Component 3: Monitoring and Evaluation</p> <ul style="list-style-type: none"> Comprehensive monitoring system with methods, targets, indicators established 	<ul style="list-style-type: none"> Sustainable monitoring (biodiversity and management effectiveness) and evaluation system established and utilized for existing and newly established MPAs 	<p>Assumptions:</p> <ul style="list-style-type: none"> Baseline data are collected in a timely manner. PA managers and other personnel monitoring capacity improved as a result of training provided PA managers using data collected in analysis, planning and decision-making. <p>Drivers:</p> <ul style="list-style-type: none"> Staff at respective MPAs eager to enhance MPA management skills and techniques Management responsive to the results of the analysis of socio-economic data. 	<p>Replication and upscaling of methodologies in other Caribbean countries</p>	

Figure 2: Theory of Change (TOC) – Outputs to Impact Analysis



3 EVALUATION FINDINGS

3.1 Strategic Relevance

3.1.1 Alignment with UNEP's strategy, policies and mandate

37. The UNEP Medium-term Strategy 2010–2013 identifies six cross-cutting thematic priorities as climate change, disasters and conflicts, ecosystem management, environmental governance, harmful substances and hazardous waste, resource efficiency – sustainable consumption and production. Sub-programme 3 addresses Ecosystem management under which this programme falls. It fully supports the ecosystem-based approach and contributes to the sustainable management of ecosystems while seeking to confirm the importance of marine protected areas in biodiversity conservation at the national level.

Alignment with the Bali Strategic Plan (BSP)⁵

38. The project's objective is highly relevant to and consistent with the BSP. The approaches and methods used by the project are also consistent with those proposed by UNEP globally, including pilot projects, experimentation and the development of methodologies, partnerships with financial institutions, and monitoring and evaluation. When completed, the project will have contributed to several of the expected accomplishments of UNEP's current medium-term strategy and programme of work⁶, especially with respect to the sub-programme on ecosystem management (increased integration of an ecosystem management approach into development and planning processes, increased capacity to utilise the ecosystem approach) and the sub-programme on environmental governance (increased implementation of national environmental obligations and achievement of national environmental priority goals, targets and objectives through strengthened laws and institutions).

Gender balance

39. The project does not address gender issues relevant to protected area management either at the design or implementation stage. This omission was noted in the mid-term evaluation and it was indicated that this issue should be taken into account in future issues, particularly at the communications consultancy stage and in designing new management plans. There is no indication that this was addressed, however, it was noted at the project coordination level that women have been sufficiently represented in all project activities and most importantly, the Sustainable Tourism Model (STM) and community engagement initiatives were targeted at persons who were seen as most likely to be marginalised, or disadvantaged by restrictions placed on fishing.

Human rights based approach (HRBA)

40. The issue of Rights of Indigenous People was not considered during the design or implementation stage of the project given its lack of relevance. However, the underlying principle which this issue seeks to address is that of participation and inclusion. Whilst The Bahamas does not claim to have Indigenous People this same principle can be applied in the context of stakeholders and communities in and around areas being set aside as PAs, and the extent to which their concerns have been addressed either in the project or during the implementation phase. All indications are that the project has taken aboard concerns of local communities. Stakeholders have been consulted,

⁵ <http://www.unep.org/GC/GC23/documents/GC23-6-add-1.pdf>

⁶ UNEP Medium Term Strategy (MTS) 2010-2013 and Programme of Work 2010-2011. <http://www.unep.org/PDF/FinalMTSGCSS-X-8.pdf>

participated in training workshops and have benefited from projects such as the STM initiative in ECLSP, and will be expected to use the training provided to become more involved in the management of protected areas.

South-South Cooperation

41. The project did not envisage any "South-South Cooperation", however, its inception was grounded in a conceptual understanding that better use could be made of limited resources if they were shared. Through the CCI umbrella, several islands of the Caribbean agreed to collaborate in the conservation of marine biodiversity through the development and management of protected areas. This resulted in them sharing information and expertise among countries forming the CCI or utilizing the knowledge and experience of other Caribbean countries (e.g., Belize) with a long track record in the management of marine resources in the context of MPAs.

3.1.2 Alignment with GEF focal areas and strategic priorities

42. The project design incorporated key biodiversity issues as well as seeking to examine climate change and the impact it will have on biodiversity and natural resource conservation. In that regard it addresses Biodiversity Long-term Objective 1: To catalyse sustainability of protected area (PA) systems, with specific focus on Strategic Program (SP) 1 – Sustainable financing of PA systems; Long-term Objective 2: To mainstream biodiversity in production landscapes/seascapes and sectors with a focus on SP 5 - Fostering markets for biodiversity goods and services, through demonstration project activities related to sustainable tourism including development of a model for the selected MPA and developments adjacent to it.

43. The project also addressed the Climate Change Focal Area Strategy, Long-term Objective 8: To support pilot and demonstration projects for adaptation to climate change through the demonstration project on incorporating climate change and mangrove restoration into conservation planning. It also had relevance to the International Waters SP 1, restoring and sustaining of coastal and marine fish stocks and associated biological diversity through the demonstration projects' activities on lionfish, mangrove restoration and sustainable tourism.

3.1.3 Relevance to global, regional and national environmental issues and needs

44. The project has great relevance in that seeks to build a Sustainable National Marine Protected Area Network for The Bahamas and thus enables it to meet its commitments under the CBD PoWPA as well as other obligations under this Convention. It is also supportive of the Caribbean Challenge initiative being spearheaded by TNC — the project objectives and strategies were consistent with those environmental needs. It also has relevance to several globally driven issues including the Millennium Development Goals 7(a) and 7(b), particularly those related to environmental sustainability and poverty reduction; the Climate Change Focal Area Strategy, Long-term Objective 8: To support pilot and demonstration projects for adaptation to climate change through the demonstration project on incorporating climate change and mangrove restoration; and has relevance to the International Waters Strategic Program 1 on restoring and sustaining of coastal and marine fish stocks and associated biological diversity through the demonstration projects' activities on lionfish, mangrove restoration and sustainable tourism.

The overall rating for project relevance is Highly Satisfactory.

3.2 Achievement of outputs

3.2.1 Component 1: Creation of a sustainable funding mechanism for the national PA system

45. The main purpose of this component was the creation of sustainable funding mechanism for the national PAs. The outputs envisaged included the establishment of The Bahamas Protected Area Fund (BPAF) and the raising of funds through a combination of an endowment, sinking funds (i.e., multi-year funding for specific protected areas or projects), and revolving funds (i.e., funding from new fees and taxes which are legally earmarked specifically for BPAF to ensure a sustainable source of funding for the system of protected areas. All of the legislative work associated with the establishment of BPAF and the Trust Fund have been completed⁷ ushering a new era in protected area management in The Bahamas. However, delays with the establishment of the Trust Fund and the appointment of the Board have meant that on August 31, 2015, the project had not yet established the sustainable funding mechanism envisaged.

46. A major contributor to that setback was the reversal of the decisions by the German Development Bank, Kreditanstalt für Wiederaufbau (KfW) and TNC, to contribute US\$3 million, and \$2.0 million dollars respectively (which was initially intended for BPAF), towards the capitalization of BPAF. That money has instead, gone to the regional Caribbean Biodiversity Fund (CBF).⁸ This decision made by KfW and TNC to proceed with the establishment of the CBF and to allocate the funds originally committed to this project to the capitalisation of that regional fund means that most of the funds expected for the capitalisation of the BPAF are no longer available for this purpose, and that only a fixed percentage of the proceeds of investments made by the CBF would be available to the BPAF, based on a three year rolling formula.⁹ Pledges of financial support by the CBF and other potential donors also cannot materialize until all fiduciary obligations have been satisfied. Drawdowns of CBF funds through the BPAF are not possible for two years before the CBF clause of additional new financial mechanisms is invoked. As such, the lack of an established sustainable financial mechanism is of paramount concern to the BPAF and though they are eagerly exploring and pursuing additional sources of funds to make the Fund operational, it will be some time before concerns about financial sustainability can be put to rest.

3.2.2 Component 2: Strengthening and expanding the MPA Network

47. This component was aimed at strengthening and expanding the MPA network. The target set was 10% of representative marine ecosystems (2.5 million hectares). On August 31, 2015, GOB officially declared approximately 7.5 million acres (just over 3 million hectares) of land, nearshore and marine environment as PAs. The effect of this declaration is that The Bahamas has exceeded the 2.5 million hectares set by project. This major achievement and commitment moves The Bahamas significantly closer to the national goal of protecting 20% of near shore and marine environment by 2020. This announcement followed years of work involving the identification, scientific assessment, selection, mapping, consultations and gazetting of targeted sites.

48. The Pilot Demonstration projects have all been completed, albeit a little later than originally intended. The only setback was the inability of the consultants to sample bilge water in the holding

⁷ The BPAF Act was passed into law on July 9, 2014 and on June 15, 2015, the Board was officially appointed and is presently functioning.

⁸ Established in September 2012, the CBF is a regional endowment fund whose objective is to provide a sustainable flow of funds to support activities that contribute substantially to the conservation, protection and maintenance of biodiversity within the national protected areas systems or any other areas of environmental significance of its participating countries (Antigua and Barbuda, The Bahamas, Dominican Republic, Grenada, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines).

⁹ This amount may not be achieved in the first or second year of a formal relationship between CBF and BPAF

tanks of ships. Concerns regarding security made this task impossible and once it was determined that it would not materially affect overall determination of the extent or sources of invasive species, it was agreed to abandon that aspect of the project.

49. The building of capacity was realized through the provision of training on management effectiveness evaluation of terrestrial and marine protected areas in The Bahamas. These included: a) workshops on MPA management planning for resource managers, park rangers and various stakeholders from around the country; and b) a management effectiveness evaluation of the entire protected area network for the country. The 2014 evaluation was aimed at orienting Bahamian resource managers to the purpose and benefits of management effectiveness evaluation, demonstrate progress over the last five years and chart a path toward strengthening management at individual sites and across the network. Also, a large number of professionals were trained in the Reef Check methodology on monitoring and evaluation of reef systems. Five Reef Check local instructors and a total of 53 persons were also trained under the project along with 75 total Eco Divers in The Bahamas. AGRRA has 3 local instructors and 27 trained individuals.

50. Both of these workshops, as well as other work done by participants during and after the workshops, made a significant contribution to the project achieving its outcomes. First, the initial workshop helped to enhance and strengthen the capacity of many non-government stakeholders. Second, the management effectiveness evaluation exercise demonstrated progress achieved in protected area management around the country since 2009, especially in areas such as infrastructure development, refining protected area objectives and crafting management plans, and conducting stakeholder outreach. The evaluation was also instrumental in mapping out a path for capacity building across the system, and on multiple fronts, including management, monitoring, staff development, project design and implementation and fundraising among others.

3.2.3 Component 3: Monitoring and evaluation

51. This component was aimed at setting up a monitoring system for measuring management effectiveness through the use of tracking tools. The outputs included the generation of baseline data using RAPPAM¹⁰ and METT¹¹ instruments, the use of the Reef Check¹² survey methods to determine coral reef ecosystem health and training in the use of these M&E tools and the actual measurement of management effectiveness. A total of 27 persons took part in an AGRRA training workshops to prepare them to undertake more in depth monitoring and data collection for the expanded protected area system throughout the country. Whilst the overall management effectiveness score of .50 was not attained, the more modest score of .20 above the baseline score does represent an effort to increase management capacity (staffing and training) at the various sites.

¹⁰ RAPPAM is a methodology that provides protected area planning and management agencies with a country-wide overview of the effectiveness of protected area management, threats, vulnerabilities and degradation. It provides follow-up recommendations, and is an important first step in assessing and improving protected area management. The main instruments are a questionnaire and an analysis framework.

¹¹ METT is a rapid assessment tool based on a scorecard questionnaire. It provides a mechanism for monitoring progress towards more effective management over time. It is used to enable protected area managers, partners and donors to identify needs, constraints and priority actions to improve the effectiveness of management.

¹² Reef Check's reef monitoring methods are designed to be carried out by teams of experienced recreational divers or local fishers, trained and led by a scientist, and to produce data that is relevant and useful to managers. They help local communities and organisations monitor coral reefs by providing the information needed for reefs to be managed in a sustainable manner.

3.2.4 Component 4: Project management

52. The management structure governing the implementation of this project revolved around the collaborative partnership of several organisations (BEST, BNT, TNC and DMR) operating as the National Implementing Support Programme (NISP) partnership. The NISP partners have a long history of working together and this collaborative arrangement called for them to provide technical oversight and guidance in the delivery of project outputs. All of the persons interviewed expressed favourable views regarding the cooperative effectiveness of NISP. They also spoke highly of the managerial work of the NPC, who they credited for getting the project back on track, following the resignation of the previous NPC. Notwithstanding the preceding statement, an issue of concern to this evaluation is the multiple, if not conflicting, roles shared by the key players (BNT, DMR and TNC).

53. Whilst there is general agreement that the opportunity of working together enhanced the cooperative element of these partners, it does leave room for concern regarding possible conflicts of interest. These three partners, did not only have responsibility for providing project oversight (together with BEST) in their role as the NCC/NISC, but were also contracted by BEST to execute the Pilot Projects.¹³ While noting that the experience of the NISP was of a positive nature, the MTE (25, 2012) did express opposition to the current membership, noting that "it can become a closed group, and that its efficiency and effectiveness can come at the expenses of wider consultation and participation". Mention was made of the need for a Memorandum of Understanding (MOU) to define the respective roles of the different partners, but that was not among the documents seen as part of this evaluation.

54. A number of problems, particularly in the early phase of the project, accounted for some of the delays encountered. The NPC resigned in April 2011 and a replacement was not made until six months later. The DMR had challenges in getting a bank account operational and also encountered problems in recruiting and retaining a Project Coordinator for the Invasive Alien Species Pilot Project. Staffing constraints at BEST and staff changes, particularly in the case of the NPC, "caused some operational and procedural delays" which took some time to resolve (MTE, 2012).

55. It is not evident that an adequate staffing assessment was undertaken of the capacity of BEST and the other partners to undertake a very complex project. More importantly, the assignment of one project officer to coordinate and execute this project was inadequate. The project required, on the one hand, extensive lobbying of the political directorate to fulfill obligations in respect of the establishment of the funding mechanism and expansion of the MPA network and on the other, coordinating the execution of several small projects. As was the case with this project, the resignation of the NPC resulted in a six month delay, not including the time required for the new NPC to fully assume an effective role of project coordinator.

Recommendation 1. *This evaluation strongly recommends that future projects should be subjected to a critical analysis of the staffing capacity of the NEA and ensure that sufficient resources are provided to cover the cost of retaining such core staff for the duration of the project.*

Recommendation 2. *Membership in an NCC should not be limited to just the executing partners but should also include other stakeholder representatives from the private sector and related NGOs/CBOs. Operational guidelines and procedures should be detailed in an MOU.*

Recommendation 3. *Future projects, particularly those requiring extensive political buy-in, should make allowance for project delays associated with possible change of government.*

¹³ The BNT was contracted to undertake PD1 (Invasive Alien Species); TNC was contracted to undertake PD2 (Incorporating Climate Change and Mangrove Restoration into Conservation Planning; and, BNT was contracted to undertake PD3 (Tourism and Coral Reef Health).

Table 8: Summary of the Project's success in producing programmed outputs

Component	Expected Outcome	Outputs	Status at the end of the project
1. Creation of a sustainable funding mechanism for the national protected area system	Funding gap of US\$7.0 million reduced by 10-20% through BPAF revenue and other sources of conservation finance	<ul style="list-style-type: none"> ▪ BPAF established, capitalised and operational ▪ Advanced detailing of legal and administrative structures for the establishment of BPAF ▪ Implementation of an Asset Management Policy and Fundraising Strategy ▪ Development and implementation and 5-Year Business Plan; ▪ Development of complementary sources of conservation finance; and ▪ Production of an Operational Manual outlining the legislative, financial and administrative structure of BPAF. 	<p>The BAPF ACT was passed into law on July 9th 2014. In June of 2015 the BPAF board was officially appointed and is presently functioning. The board is also seeking to identify ways through which it can secure operational funds for its first year of operations. At the time of writing plans were being made to transfer the funds pledged by the various donors (GOB, GEF, and TNC) to allow for the capitalization of the fund. Since all outstanding obligations have been satisfied, it is anticipated that these funds will be transferred and the fund capitalized as planned.</p> <p>No additional funding mechanisms have been secured or implemented. The GOB is seeking to establish a MOU with the WAIT Foundation to assist in providing matching funds for BPAF. The GOB continues to explore other options for addressing the \$7million gap within its own financial process and procedures.</p>
2. Strengthening and expanding the MPA network	Bahamas MPA Network expanded to 10% of representative marine ecosystem (about 2.5 million hectares) Pilot sites demonstrate (a) statistically significant lionfish decrease; (b) statistically significant improvement in overall health of coral reef (coral diversity; and, (c) socio-economic indicators, governance indicators and reduction in vulnerability	2.1 Assessment, scientific and technical analysis: <ul style="list-style-type: none"> ▪ Collection and analysis of updated data on priority ecosystems for input into siting decisions, inclusion in management plans and in revised Master Plan 	Maps prepared, consultations convened and parks gazetted. On September 2 nd , the Minister announced that an additional increase in the total area (land, nearshore and marine environment) set aside as PAs.
		2.2 Legal and Regulatory <ul style="list-style-type: none"> ▪ Legal decrees drafted and approved for expansion of Marine Reserve Network based on existing Ecological Gap Analysis for The Bahamas (and regionally coordinated priorities). ▪ Zoning for marine reserves detailed and incorporated into national land use planning process, adopted and approved by the Department of Marine Resources and Ministry of 	The RAPPAM /METT workshop exercise held July 22-24, 2014 represented the conclusion of training of senior park managers in the assessment of PA systems throughout The Bahamas. The assessment report indicated improvements to some of the areas of METT and RAPPAM but the over-all improvements (20%) were less than the established target of 50%, which in hindsight might have been over-ambitious.

		<p>the Environment.</p> <ul style="list-style-type: none"> Management plans, including zoning and regulatory framework to be developed for 5% of the nearshore and shelf marine habitat within the Marine Reserve Network 	
		<p>2.3 Capacity building & Communications</p> <ul style="list-style-type: none"> Staffing, infrastructure and funding mechanisms established for 5% of the nearshore and shelf marine habitat as identified in the Master Plan. Training programs developed and implemented for MPA personnel and Protected Area Trust Fund beneficiaries (communities, NGOs, students and other relevant stakeholders) in collaboration with the SPAW Training of Trainers Programme on MPA management National Communications Strategy, including knowledge management developed and implemented with added intent of scaling up successful demonstration projects. 	<p>Several persons, including resource managers, park rangers and various non-governmental stakeholders from around the country, received training in management effectiveness and evaluation of terrestrial and marine protected areas in The Bahamas. The evaluation exercise was aimed at orienting Bahamian resource managers to the purpose and benefits of management effectiveness evaluation, demonstrate progress over the last five years and chart a path toward strengthening management at individual sites and across the network. Also, a large number of professionals were trained in the Reef Check methodology on monitoring and evaluation of reef systems.</p> <p>Communications strategy produced and respective partners utilising various communications tools and medium to inform stakeholders associated with respective projects.</p>
		<p>2.4 Pilot demonstration projects</p> <ul style="list-style-type: none"> Invasive alien species – Lionfish control in MPAs Incorporating climate change and mangrove restoration into conservation planning Development of a sustainable tourism model for an MPA 	<p>All field work completed. The output of the IAS pilot has involved revising the National IAS strategy and the production of a scientific paper.</p> <p>Data on invasive, climate change impacts and Reef health are being collected on an ongoing basis and incorporated into conservation planning.</p> <p>The STM developed and user fees implemented for ECLSP.</p> <p>BNT staff have been trained in the use of ME tools such as RC, AGRRA, RAPPAM and METT</p>
3. Monitoring and evaluation	Sustainable monitoring and evaluation system established and	<ul style="list-style-type: none"> Management effectiveness monitored in calendar years 1, 2 and 4 of the project 	A monitoring and evaluation protocol has been agreed by the NISP in consultation with various scientists for

	functioning for existing and newly established MPAs and project indicators	<p>using RAPPAM and METT tools</p> <ul style="list-style-type: none"> ▪ Monitoring status of biodiversity indicators and management effectiveness indicators of project interventions. ▪ Training for MPA personnel and beneficiaries in monitoring techniques. MPA personnel and other key stakeholders will be trained in Reef Check methodology 	<p>the next 5 years. Data collected under these exercises will be stored locally (within organization), regionally (through regional databases such as e-birds, and Reef Check, and internationally, with Coral Reef Monitoring Network (GCRMN), which serves as a storehouse for Reef Check data.</p> <p>At present there are 5 Reef Check local instructors and a total of 53 persons have been trained under the project with 75 total Eco Divers in The Bahamas. AGRRRA has 3 local instructors and 27 trained individuals.</p>
4. Project Management		<p>BEST, as the NEA is responsible for the implementation of the project. The NEA will establish an NCC and appoint a NPC. NEA/NPC will establish report guidelines for all partners and prepare progress reports. The NCC will be responsible for managing the execution of project activities, inclusive of reviewing and advising on the main outputs.</p> <p>The NPC is responsible for coordinating, managing and monitoring the implementation of the MPA FSP</p>	<p>With the coming to the end of the GEF financed project, management and coordination of the MPA Systems invariably falls to BEST Commission, with guidance and advice provided by NCC/NISP.</p>

The overall rating on the delivery of outputs related to this outcome is Satisfactory

3.3 Effectiveness: Attainment of objectives and planned results

3.3.1 Achievement of direct outcomes as defined in the reconstructed TOC

56. As discussed in Section 2.9 (Reconstructed TOC), the project sought to achieve outcomes that are supposed to lead the project towards its overall objective. The evaluation of the effectiveness is based on the extent to which the objectives were achieved, especially keeping in view the TOC developed for the project.

Immediate Outcome 1: Funding gap of US\$7.0 reduced by 10-20%

57. The immediate outcome of this Component is that the establishment of BPAF and the protected areas Trust Fund will lead to a significant reduction in the funding gap, which in turn will provide park managers with sufficient funding which will, in turn, lead to improvements in the conservation of biodiversity. This pathway assumes that:

- The co-financing partners will honour their pledges

- The fund will attract enough capital to generate sufficient revenue to finance its operations and achieve a significant reduction in the funding gap
- The fund will be complemented by other funding sources

58. The establishment of the Trust Fund was significantly delayed over the course of project implementation and this was compounded by setbacks in respect of one of the pledged funders not materializing. The Government's pledge of \$2 million was honored in October 7, 2015, the GEF funds are approved for transfer but unlikely to occur before early 2016. This means that at project closure, the BPAF can only be considered marginally operational. Even when this hurdle is addressed, it is still unlikely that the financing gap will be reduced to the target set as there is no evidence that additional funding sources have been identified.

Immediate Outcome 2: Bahamas MPA Network expanded to 10% of representative marine ecosystems (about 2.5 million hectares)

59. On 31st August 2015, GOB announced the establishment of 16 new national parks and three park expansions, in The Bahamas. These new parks and expansions to protected areas total over 3 million hectares of marine and coastal areas bringing to over 11 million acres (far more than the 10%) of land, nearshore and marine environment, now set aside as PAs in The Bahamas, a significant step toward the Bahamian government's commitment to its 20/20 goal. This achievement has been fully documented through legal gazettelement procedures.

Immediate Outcome 3: Management effectiveness of protected areas significantly (50%) and measurably improved by project end.

60. Management effectiveness has also improved, but not by the envisaged 50%, which in hindsight, was a bit overambitious. According to the 2015 PIR, management effectiveness, based on the combined scores of METT and RAPPAM assessment tools, showed a 20% improvement. While progress could be seen across a range of indicators from 2009 - 2014 (e.g. development of management plans, infrastructure, stakeholder outreach, etc.), the reality is that overall progress, relative to the number and size of PAs is slow across the network. This was also acknowledged by the workshop convener who administered the tracking tool, indicating that "progress has definitely been made in some areas and yet there is tremendous work ahead still to build capacity and effectiveness across the 170 or so indicators that were used (based on the WCPA framework), to measure management effectiveness" (per personal communications).

Immediate Outcome 4: Decrease in lionfish population; improvements in health of coral reef; and improvements in socio-economic indicators.

61. Though it is still early in the life of the project to assess the significance of these outcomes, the results being reported do indicate noticeable decreases in lionfish population at the pilot sites. Among the findings of the research, conducted over a period of two to three years, was that removal on a semi-annual and quarterly basis caused significant differences in lionfish populations. This findings suggests that though infrequent removals can reduce local lionfish populations, repeated removals are necessary to maintain low levels of lionfish on reefs within MPAs (Dahlgren et al, 2014). As part of STM pilot

project, a financial model was completed for the ECLSP and park user fees implemented. This model will be utilized for all additional PA systems. Park user fees have been implemented. During the course of the project there have been infrastructure improvements which would help to increase the quality or the experience of visitors. Additionally, in order to provide local community training in sustainable tourism activities, training workshops were conducted within the Exuma Cays communities.

Immediate Outcome 5: Sustainable monitoring and evaluation system established and functioning for all MPAs.

62. A monitoring and evaluation protocol, to be implemented over the next five years, was developed and agreed upon by the NISP in consultation with various local and international scientists. Data collected under these exercise will be stored locally (within organizations), regionally (through regional data bases such as e-birds, and Reef Check etc.), and internationally with the Global Coral Reef Monitoring Network (GCRMN) which houses Reef Check data. The use of the Reef check and AGGRRRA methodology for the monitoring and evaluation of the reef systems throughout the park systems has yielded significant data sets which can now be maintained and updated by the MPA management teams rather than just researchers. Information gathered during the course of the project has been presented both nationally and regionally providing a reference point for all future management decisions. The use of GIS as an M&E tools has also provided new information resulting in the correction as to the actual size of several PAs.

The rating for overall achievement of outcomes is Satisfactory.

3.3.2 Likelihood of impact using the Review of Outcomes to Impact (ROtI) approach

63. The ROtI approach is used to assess the likelihood of impact by building upon the concepts of Theory of Change (Section 3.9). The ROtI approach requires ratings to be determined for the outcomes achieved by the project and the progress made towards the 'intermediate states' at the time of the evaluation. The rating system is presented in Table 9 below and the assessment of the project's progress towards achieving its intended impacts is presented in Table 10.

Table 9: Rating Scale for Outcomes and Progress towards Intermediate States

Outcome Rating	Rating on progress toward Intermediate States
D: The project's intended outcomes were not all delivered	D: No measures taken to move towards intermediate states.
C: The project's intended outcomes were delivered, but were not designed to feed into a continuing process after project funding	C: The measures designed to move towards intermediate states have started, but have not produced results.
B: The project's intended outcomes were delivered, and were designed to feed into a continuing process, but with no prior allocation of responsibilities after project funding	B: The measures designed to move towards intermediate states have started and have produced results, which give no indication that they can progress towards the intended long term impact.
A: The project's intended outcomes were delivered, and were designed to feed into a continuing process, with specific allocation of responsibilities after project funding.	A: The measures designed to move towards intermediate states have started and have produced results, which clearly indicate that they can progress towards the intended long term impact.

Table 10: Overall Likelihood of Achieving Impact

Results rating of project entitled:							
Outputs	Outcomes	Rating (D – A)	Intermediate states	Rating (D – A)	Impact (GEB)	Rating (+)	Overall
<p>BPAF established, capitalised and operational and other funding secured</p> <p>New PAs identified and established and system functioning as a network</p> <p>Monitoring and management capacity enhanced and organisations strengthened</p> <p>Methods (lionfish reduction, mangroves restored and socio-economic conditions enhanced) developed, tested and disseminated</p> <p>Sustainable monitoring and evaluation system established</p>	<p>Funding gap reduced by 10 – 20%</p> <p>Management effectiveness of protected areas significantly (10%) and measurably improved</p> <p>Statistically significant decrease in lionfish population</p> <p>Statistically significant improvements in health of reefs at pilot site.</p> <p>Improvements in socio-economic and governance indicators</p> <p>Sustainable monitoring and evaluation system established and utilized for existing and newly established MPAs</p>	B	<p>Management entities provided with funds to facilitate management of MPAs</p> <p>Lessons learned being applied, programmes to reduce lionfish, and restore mangroves ongoing, and improvements in socio-economic conditions being made in targeted communities</p>	C	<p>Network of MPAs expanded and conservation and management of significant marine biodiversity habitat and species enhanced across the entire Bahamian archipelago</p>	+	BC+
	Justification for rating:		Justification for rating:		Justification for rating:		
	The project's intended outcomes have only been partially delivered. Whilst it is highly likely that all the outcomes will eventually be delivered, it is also highly likely that the funding gap will take a much longer time to be realised, if at all.		Some of the measures designed to move towards intermediate states have started, but have not produced results.		Project has not yet achieved documented changes in environmental status during the project's lifetime.		

64. All of the project's outcomes, with the exception of sustainable financing, were fully achieved. Closing the funding gap was dependent on the operationalization of the Trust Fund and identifying other revenue streams. To-date, the Trust Fund, though established on paper, is unable to realise the revenue stream which would have been generated from interest earned on capitalized donations and other revenue streams introduced. The reasons for the absence of that revenue stream are because of delays in establishing the Board, and consequent delays in meeting all the fiduciary responsibilities required before funds can be released, late announcement of the increased number of protected areas, as well as the lengthy time required to complete their gazettment. However, with the completion of the gazetting of the additional PA announced in September, and the recruitment of a Manager for BPAF, it is anticipated that the way will be paved for the release of funds from GEF and allow BPAF to commence work on attracting additional financial support. **Rating of progress towards Outcomes is rated "B".**

65. The announcement by the Minister of Housing and the Environment declaring 15 additional protected areas does ensure that the project has not only met, but exceeded the established amount of 10% of park areas. Added to that are the improvements in management effectiveness which ensures that the platform for extending and improving the management of those declared areas will be realized when the funding mechanism is fully operational. **Rating of progress towards the Intermediate States is rated "C".**

66. Notwithstanding the above, the project's intended outcomes have only been partially delivered. Whilst it is highly likely that all the outcomes will eventually be delivered, it is also highly likely that the funding gap will take a much longer time to be realised, if at all. Given the fact that it will be sometime before those outcomes are realized it follows that the project has not yet achieved documented changes in environmental status. However, given the fact that project has a very long lifetime, there is a good likelihood that those impacts will be achieved.

67. Based on the above, the aggregate rating is "BC". Improvements in management effectiveness mean that environmental changes are also positive. In that regard a notation "+" is also attributed, producing a final rating "BC+". The Project, with an aggregated rating of BC+ can therefore be rated as "Likely" to achieve the expected Impact. With the legal establishment of the foundational infrastructure (BPAF) and the declaration of additional protected areas, the country has met the important criteria which should lead towards achieving the other objectives.

The project is considered "Likely" to achieve impact.

3.3.3 Achievement of the formal project objectives as presented in the Project Document

68. Recalling that the primary *goal* of the project was "to conserve globally important marine habitat and species within The Bahamas as well as those species of the wider Caribbean that rely on The Bahamas for nesting, breeding, feeding and migration, and acknowledging that this represented the higher level of impacts which were outside the realm of this project, one has to look more closely at the objectives of this project – "to expand protected area coverage of globally significant marine biodiversity and increase the management effectiveness of the national marine protected area network across the Bahamian archipelago" to really assess the extent to which those objectives were achieved.

69. Looking only at those objectives, in isolation of the larger primary goal, it is fair to state that the objectives, including the establishment of a sustainable funding mechanism, were realistic. However, there is no denying that the task of reducing the funding gap was a very ambitious undertaking, given the fact that there was no precedent, in The Bahamas or the Caribbean, for raising the quantum of funds for the purposes envisaged.

70. The issue of setting aside marine space and land as PAs was also ambitious, but feasible, with the major concerns being acquisition of the technical capacities to undertake the physical aspects of the declaration as well as government continued commitment. By the end of August 31 2015 the target of 10% was more than surpassed.

71. Though the 20% increase in management effectiveness fell short of the indicated 50%, the overall conclusion is that from 2010 to 2014, there was steady progress in the right direction. Also, taking into consideration the limited pool of resources (technical) from which to draw, the unanticipated financial setback, and the dispersed nature of the MPA sites, the level of progress is commendable.

72. Notwithstanding the above, the long delay in the establishment of BPAF and the capitalization of the Trust Fund as well as the overall delay in completion of the project (originally intended for 48 months, a 16 months extension had to be granted) suggests some flaws, both in the design (insufficient time) and execution (inadequate capacity) by the executing agency or the lack of stakeholder buy-in.

The overall rating for the achievement of project goals and objectives is Satisfactory.

3.4 Sustainability

73. Sustainability is understood to mean the probability of continued long-term project-derived results and impacts after the project funding and assistance has ended. The Bahamas has had a long history of managing PAs, albeit through BNT. This project was not only aimed at expanding the system of PAs, but ensuring that it was done within the framework of biodiversity conservation and the enhancement of sustainable livelihoods. With the establishment of BPAF and the formal announcement of the establishment of the expanded park network, by GOB, two critical architectural ingredients - the legislative and political framework in support of the parks network, were satisfied. Though the establishment of BPAF took much longer to become operational than was intended, its creation has ensured that all the legal requirements for sustainable financing have been satisfied. Likewise, although the change of government in 2012 slowed down the process towards expansion of the network, the August 21st announcement has provided proof that the current administration is committed to the overall goals of the project. More importantly, the completion of the priority ecosystem report and management plans will serve as a guide and road map for the development of future areas.

74. The three pilot projects successfully demonstrated the possibilities of addressing some critical threats – lionfish invasion, climate change, and human intrusions (primarily tourism-related) to the management of MPAs. In respect of the Invasive Alien Species (lionfish) pilot demonstration, the results not only demonstrate that frequent (quarterly) removals can reduce the local lionfish population, but that repeated removals are necessary to maintain low levels of lionfish on reefs within the MPAs (Sherman et al, 2013). Training was also provided in lionfish capture and preparation, to individuals, fishermen, and divers in the private sector entities. These individuals were later energized and

participated in lionfish derbies. Stuart Cove's Dive Bahamas, have organized similar lionfish eradication exercises and report similar success at those specific sites (per. communications with Stuart Cove).

75. Likewise, the outputs of the Mangrove Restoration project revealed that the health of the reefs at the pilot sites were not adversely affected. They were, however, able to obtain a better understanding of the ecological interdependence of these resources and the health of reefs. Under Pilot Project 3 – Tourism and Coral Reef Health in ECLSP - additional data on the health of the reefs, mangroves and seagrasses, were collected throughout ECLSP and a comparison made of the status of reefs inside vs/outside the park (all in relation to potential human impacts) and a monitoring programme, based on the results of the project was made, which could be applied throughout the BNPAS.

76. Under the Tourism and Coral Reef Health pilot project, a STM plan was developed for ECLSP and the project team successfully demonstrated to the communities that viable alternative opportunities can co-exist or replace fishing in PAs, by engaging in sustainable tourism initiatives. Training in sustainable livelihood was also provided to persons in surrounding communities to help in their understanding of the importance of ecotourism as a viable alternative to traditional activities. Sustainable business plans and financing mechanisms were also developed, resulting in the introduction of user fees for ECLSP which will ensure that some degree of financial sustainability can be maintained to ensure management effectiveness. The methodologies developed for community involvement have also been shared with other PAs in the network. The result was improved understanding of ecosystem processes and MPA design, strengthened capacity for coral reef monitoring, sustainable use of resources to boost economic activities in the Exumas, increased level of awareness and stewardship regarding environmental issues.

77. In a continuing indication of government support for MPA Network, GOB signed an agreement with the Inter-American Development Bank (IDB) for financial support to undertake an assessment of biodiversity and ecosystems services provided as part of an effort to ensure that the natural capital (biodiversity and ecosystem services of Andros, the largest island in the archipelago of The Bahamas) is mainstreamed in the design and implementation of development strategies. The specific objectives are to: (a) quantify Andros' key ecosystem assets and service flows under current circumstances; (b) analyse alternative development scenarios consistent with Government plans and their impacts on ecosystem services availability and distribution, taking into consideration climate-resilient coastal zone management; and (c) propose a viable and actionable master plan which maintains the economic value of ecosystem services through sustainable use and identifies investment options.

The overall rating for project sustainability is Satisfactory.

3.4.1 Socio-political sustainability

78. With the establishment of the BPAF and subsequent release of funds by the Government, albeit much later in the project cycle than was intended, the Trust Fund became operational, effectively creating the platform on which the sustainable financing of the MPA network can be built and sustained. Both BEST and the DMR have the legislative mandate to manage PAs in The Bahamas and it is anticipated that together with the coordinated approach to management, involving BEST and NISP, this will become the mechanism through which the additional PAs will be effectively managed. Initiatives

such as the lionfish derbies, STM and coral restoration projects provide opportunities for individuals, local communities and private communities (fishermen, dive operators etc.) to participate and become more aware of the issues and how they could benefit, with several of them going on to start their own businesses. In addition, the information gained in respect of management tools, along with the training provided to wardens, divers and other community groups has not only increased the pool of resources available for management, but also increased awareness of the value of PAs in the conservation of marine biodiversity.

The rating for socio-political sustainability is Likely.

3.4.2 Sustainability of Financial Resources

79. Taking into consideration the delay in establishing BPAF and the capitalization of the Trust Fund, the large funding gap which has to be met, and the failure, to date, to generate alternative sources of financial support, there are challenges with respect to the financial sustainability of the project. A significant part of that sustainability is dependent on the continued flow of financial assistance. Whilst several sources of financial support have been identified and those, including pledged funds (GOB, GEF, CBF) are expected to come on stream once the Fund has been capitalized, there will still be questions as to the sufficiency and sustainability of these resources and their ability to close the funding gap, estimated at \$7.1 million per annum in 2008. Notwithstanding, the newly appointed Directors are aware of this huge challenge and it is their stated intention to vigorously pursue other fundraising options at both the local and international levels.

The rating for the financial sustainability is Likely.

3.4.3 Sustainability of Institutional Frameworks

80. During the life of the project BEST, with the help of the NPC and the NISP partnership was instrumental in ensuring that the project achieved its intended outcomes. Several training programmes were initiated to build the required capacity for managing the PAs. Whilst it is intended that the NISP, together with BPAF will continue to provide that support and leadership it is not clear whether an adequate institutional framework has been created in response, or in anticipation of the increasing management capacity required for the larger number of MPAs. BNT, which has responsibility for the management of most of the PAs in The Bahamas, are, like TNC severely stretched in terms of capacity to take on additional projects. Likewise, DMR is not only limited in terms of capacity and resources, but being a governmental entity, will be faced with legal and other constraints in terms of their ability to partner with other entities in various related endeavours. Whilst the project was instrumental in creating a mechanism for cooperation among the various NISP partners, the demands of a large number of new PAs suggests the need for a more permanent and recognized management framework for going forward.

The rating for the institutional sustainability is Likely.

3.4.4 Environmental sustainability

81. Given the fact that the project was intended to benefit the environment, it inherently sought to address some of the more serious environmental and social factors which are impacting on the

management of PAs. The issues of major concern were the impacts of climate change on mangroves and coral reefs and Invasive Alien Species. Both of these issues were addressed as part of two of the three pilot projects and in both instances, the results provided encouraging indications that measures can be taken to restore mangroves and mitigate threats of sea level rise and that the lionfish threat can be controlled, if only in the areas that are monitored.

The rating for the environmental sustainability element is Likely.

Recommendation 4. *Management is evolving and will require some time to develop adequate management protocols and systems given the increase in the number of PAs. However, the system needs resources and partners to further advance its goals. It will be critical, in moving forward, that the partner agencies (NISP and BPAF) build partnerships with other agencies and interest groups (fishermen, tourism sector, dive operators and other local conservation groups) in order to develop both adequate capacity and buy-in and ensure ownership and effective management of the country's vast protected area network.*

3.4.5 Catalytic Role and Replication

Catalysed behavioural changes

82. The GOB, through the BEST Commission maintained a keen interest in the project and notwithstanding the change of government, continued to embrace and support the fundamental 20/20 concept. In that regard, the significant indicators of catalytic behaviour, at the political level is the enactment of legislation establishing the BPAF and the Endowment Fund and the announcement which resulted in the expansion of the parks network. As well as the creation of these new protected areas, the Government of The Bahamas realizing the cost of managing protected areas increased its subvention to The Bahamas National Trust in the 2015 budget.

83. Further evidence of governmental support is their approval of stated announcement expanding the parks network to just over 3 million hectares. Government's agreement to seek the support of the IDB in undertaking an ecosystem based development of Andros Island does also set the stage for ushering in a new development path, which is ecosystem based and has at its core, the concept of payment for ecosystem services. This has resulted in a slow but steady increase in acceptance and awareness of the importance of biodiversity conservation and the use of MPAs in achieving the overall objectives as enunciated in the 20/20 CCI Declaration.

84. Communities in and around the project site have embraced several aspects, particularly opportunities to participate in the project either directly through employment as wardens and opportunities to undertake small scale sustainable tourism initiatives such as tour operators. Several of the wardens were once fishermen and might even have migrated to becoming poachers or engaging in other activities which would not be consistent with the objectives of the parks system.

Institutional changes

85. The establishment of BPAF and the operationalization of the Board, represent a significant institutional change, particularly as it is the first country in CCI membership to establish a legal trust

fund dedicated to financing protected areas management. With the imminent end to the GEF funded project, several local NGOs together with a few governmental agencies will be entrusted with the management of the respective parks, and coordination will continue to be the responsibility of NISP as indicated in the Master Plan for The Bahamas National Protected Area System Master Plan (Moultrie, 2012). Financial support, it is also stated, will be provided by BPAF. However, until that entity becomes operational, overall responsibility will remain under BEST.

Policy changes

86. Whilst there have not been any significant policy changes to date, the gazetting by government of an expanded MPA Network to just over 3 million hectares, is an indication of the new administration's intention to continue with the policy goals enunciated by the previous administration. Likewise, the decision of GOB to seek the support of the IDB in undertaking the ecosystem based development for Andros Island sets the stage for new development paths and could be the catalyst for transforming the policy on which future development will be based.

87. An aspect of policy which has the potential to catalyze behaviour change, at the national, regional and international levels is GOB's ratification of the Protocol on Specially Protected Areas and Wildlife (SPA) under the Cartagena Convention, during the project implementation period. While this may not have been an intended outcome of the project, it does speak to the commitment by government to incorporate at the national level, initiatives which are in sync with other regional and international partners.

Catalytic financing

88. Central to the building of a sustainable National MPA Network is the establishment of a sustainable financing mechanism. The creation of the BPAF now provides the mechanism for sustainable finances to be acquired to aide in the support of the BNPAS and the creation of the BPAF Act ensures the existence of the organization as a legal entity. Also, at the regional level, the establishment of the CBD, in support of national trust funds, has created mechanisms for fundraising r all of the countries participating in the CCI. Whilst BPAF has not raised any funds due to its recent establishment, both BNT – through the introduction of user fees at ECLSP and TNC¹⁴ have begun the process of raising funds. Other sources of sustainable funds (taxes etc.) have been explored, but nothing final has been achieved.

Champions to catalyse change

89. Several entities have embraced and supported the building of a sustainable MPA Network in The Bahamas. Among those are the principle actors (BEST, BNT, TNC and DMR) involved in the implementation of the project. Dive Operators and fishermen have also become champions, primarily due to the training to which they have been exposed, but more importantly, to the successes realized in respect of lionfish eradication and coral restoration. Stuart Cove's Dive operations have embarked on several educational projects, in partnership with BNT and DMR, which are contributing to heightening awareness of the protection of the reefs. They also participated in coral restoration initiatives, organized reef cleanup activities and lionfish derbies. Healthy reefs, they have indicated, are good for their

¹⁴ TNC has been promised grant funds from the WAITT foundation amounting of \$500,000 USD over a five year period. Unfortunately monies will only be released when BPAF becomes fully operational and the \$2,000,000 promised by government has been released.

business and as such, they will, together with other dive operators, seek opportunities to partner with NISP in promoting the expansion of the PA network.

Replication

90. Successes with respect to the STM initiative in ECLSP, the lionfish eradication at Bonefish Pond and coral restoration are initiatives which are being replicated in other parks within the network. Given the fact that it is too early to assess the full significance of these initiatives, more effort is being made to ensure that the lessons learned are incorporated into the preparation of new management plans.

The project's catalytic role and replication is rated as Moderately Satisfactory.

3.5 Efficiency

3.5.1 Cost efficiencies

91. Cost-saving measures were frequently sought as the project budget prepared some five years previously could not adequately accommodate fluctuation in costs associated with transportation, a large part of overheads associated with the implementation of the project. The raising of co-financial support as well as initiatives such as greater use of local consultants and technical support allowed the project to fulfill all the objectives and realise savings. The decision to undertake the Mangrove Restoration study in New Providence (Bonefish Pond National Park) as opposed to the initially planned ECLSP allowed for considerable savings in transportation cost. Also, greater use was made of local personnel who assisted with the field work and also benefited from the opportunities identified to engage in entrepreneurial activities to sustain their livelihood.

3.5.2 Timeliness

92. Substantial effort and preliminary work went into the design process of this project. It was initially estimated that this project would be completed over 48 months. However, staff changes and overall constraints, a change in government, and setbacks in respect of the establishment of the Endowment Fund, slowed the pace of implementation. In the end, an additional 16 months, at no additional cost to GEF, was required to complete the execution of the project.

The overall rating for efficiency is Moderately Satisfactory.

3.6 Factors affecting performance

3.6.1 Preparation and readiness

93. The PD is very detailed and provided a very clear understanding of what the project entailed and the requirements for its execution. The logframe is quite comprehensive and ensured that all likely activities to be undertaken were captured in some clearly set activities, outputs and indicators. The main actors involved in the execution of the project (BEST, BNT, TNC and DMR) had all been involved in the design of the project and were therefore quite familiar with the various aspects. The challenge, however, was not so much with the execution, but with the level of complexity involved in building the financial sustainability of a MPA Network and developing the technical and managerial capacities to manage an unprecedented number of protected areas.

94. Taking into consideration the scale of the project, the physical layout of The Bahamas and its numerous islands, and the fact that such a financing mechanism had never been tried previously, it was always going to be a challenge to meet the financing targets required to make the project operational and sustainable. Though both BNT and TNC were very experienced in the management of protected areas, and execution of projects, they were quite overwhelmed with the demands for additional staff to assist with the undertaking of the various project activities.

95. Whilst the 20/20 Declaration was a profound statement of intent, in support of global efforts to conserve marine biodiversity, it was not based on a sufficiently credible financial analysis of the country's ability to achieve the estimated \$13.1 million required to finance the cost of the MPA system envisaged. The delays, withdrawal of financial pledges and overall inability to catalyse a level of sustainable financial support is a complex phenomenon which is rooted in several factors ranging from the lack of appreciation for conserving marine biodiversity to mundane issues such as weak financial and human resource capacities.

96. Much of the success of the project, however, hinged on the establishment of the endowment fund which encountered a major setback with the decision by KfW to withdraw its originally planned \$3 million dollars towards the capitalization of the fund. This, together with the change of government and change of personnel, resulted in considerable delays in the legal establishment of the fund and meeting the various requirements which would trigger release of capitalization funds.

Overall, the project preparation and readiness was Moderately Satisfactory

3.6.2 Project implementation and management

97. Implementation of the project followed closely the programme outlined in the project document. Unfortunately, the timeline for completion was exceeded by (16) sixteen months. Several factors would have contributed to this delay, including changing of government, staff changes and the relatively inadequate capacity of some of the implementing partners. Whilst it is understandable that change of government could, and did slow the pace of implementation, particularly when so many activities hinged on governmental approval and execution, such lengthy delays fall a little beyond what could be considered acceptable. It does appear that those delays were not simply the result of a transition period where the incoming government needs time to review and determine policy direction. This, therefore, gives rise to other questions regarding the delay. Was there genuine interest, by the new government, in proceeding with the commitments made by the previous administration, or was it simply a question of inadequate capacity at the offices of the NEA and NISP to fulfill the dynamic role of lobbyist and project management simultaneously?

98. Since there is no tangible evidence pointing to policy changes the other conclusion which can be drawn is that there was insufficient staffing to help drive the process given the fact that the NEA hired one staff, the NPC. Additional management (administrative) support was provided by BEST, while NISP/NCC provided technical support (guidance and review) at their monthly meetings. Interviews with various stakeholders all had high praise for the NPC who took over responsibilities in 2011. They held the view that an exceptional job was done in driving the project forward, given the initial delays and setbacks, and ensuring that all outputs were completed to the satisfaction of the targets set. More

importantly, the fostering of cordial working relationships engendered by all parties was further evidence of the high quality of management.

99. However, a one person project coordinator is different from what was stated in the project document. In the project document it is stated that "the project team will include staffing with the following skill sets: project administration and management, trust fund management, together with sectoral experts in biodiversity, climate change, economics, Geographical Information System (GIS) mapping, tourism and fisheries" (2009: 34). Whilst it was possible to engage short-term consultants with the specialized skills (biodiversity, climate change, economics, GIS mapping, tourism and fisheries), there is little doubt that a project administration and a Trust Fund manager should have formed part of the long-term management architecture of the National Coordination Office.

100. A project of this nature, with that much high-level political intervention required to drive the legislative and policy agenda, but simultaneously manage consulting assignments and supervise consultants in the field should have been provided with a dedicated office staff with the responsibilities for project (technical) supervision and management separated from that of the Project Coordinator, whose responsibilities could have been more properly directed at ensuring the policy and legislative changes associated with the establishment of BPAF and declaration of increased protected areas were carried out in a timely manner. Whilst it is acknowledged that there are no longer any serious impediments to the Fund becoming operational, the sixteen months delay could have been avoided or lessened considerably.

The project's performance in implementation and management is rated Moderately Satisfactory.

3.6.3 Stakeholder participation, cooperation and partnerships

101. The project was highly successful in terms of its stakeholder participation. From as early as the design phase of the project, a large number of stakeholders from both the public sector (National Climate Change Committee, National Biodiversity Committee, Ministry of Tourism), and non-governmental organisations (Bahamas Reef Environmental Educational Foundation, Dive operators, Fishermen, Scuba divers and Tour operators) were identified and participated in shaping the project document. Likewise, throughout the life of the project all information generated under the various components were shared with the stakeholders. In addition, government policy required that as part of the process of identifying and selecting areas to be declared as part of the national parks network, communities and other stakeholders in and around the project site had to be consulted and information shared with them. Dive operators, fishermen and community leaders spoken with during the country visit confirmed their participation in project activities and expressed great satisfaction with the information acquired from participation in workshops organized by the different partners.

Stakeholder participation, cooperation and partnerships is rated Highly Satisfactory.

3.6.4 Communication and public awareness

102. At first glance it appears that communications and public awareness suffered a setback by the inability of the NEA to engage the services of a Communications Officer, the reason being, the inadequacy of the budget allocated for this item. NISP, however, stepped up admirably, agreeing to share the communications responsibilities among the different partners. This resulted in public

awareness initiatives being included in all components of the projects, particularly the pilots, and information being shared with local communities as well as the results being used to inform other initiatives. The Project Team also sought to capitalize on the growing trend of using social media (Web Page, Facebook, Twitter, etc.), channels and networks to engage the wider public, also ensuring they had opportunities to provide feedback (email address). The highlight, however, of the communications and public awareness initiatives were the numerous workshops convened both by the project team and the individual partners and the preparation and broadcasting of the video "[Supporting Our Way of Life](#)" which links climate change impacts and mangrove rehabilitation on New Providence Island. The documentary was produced by TNC Bahamas and Conchboy Films as a part of habitat Rehabilitation project in the Bonefish Pond National Park. This video won in the category of Best Documentary at the 67th Meeting of the GCFI, held in Barbados in 2014.

The project's performance in ensuring communication and public awareness is rated Satisfactory

3.6.5 Country ownership and driven-ness

103. GOB indicated its intended ownership of the project with the signing of the 20/20 Declaration and subsequent signing of the GEF/UNEP agreement in 2010. Notwithstanding the change of government, commitments were honoured with the establishment of BPAF in June 2014, and the declaration of new MPAs on 31st August 2015. Government has also increased its funding commitment to BNT, the entity charged with managing most of the PAs in The Bahamas. The other major indicator of country ownership relates to the handing over of funds pledged towards the operationalization of the Trust Fund. The transfer of funds was eventually completed in October, 2015, paving the way for the release of funds of other partners and signaling GOB's commitment to ensuring the continued successful implementation of the project.

Country ownership and driven-ness is rated Satisfactory

3.6.6 Financial planning and management

104. The estimated and actual costs as well as the expenditure ratio (actual/planned) of the project are summarized in Table 11 below.

Table 11: Summary of project expenditures

	Component/ Sub-component/ Output	Estimated cost at design	Actual cost	Expenditure ratio (actual/planned)
10	Project Human Resource Component	332,500.00	331,220.10	1.00
20	Sub Contract Component	921,000.00	873,956.92	0.95
30	Training Component	128,500.00	56,835.17	0.44
40	Equipment and Premises Component	51,000.00	3,062.00	0.06
50	Miscellaneous Component	767,000.00	144,882.64	0.19
99	Grand Total	2200,000.00	1409,956.83	0.64

105. Finally by letter dated August 24, 2015 BEST requested that any remaining unspent balances which are not expended be added to the BPAF to facilitate Capitalisation of the Fund. The Financial Reports submitted were generally in line with the approved budget line items however there was a typographical error in the Grand Total of the 'Cumulative Expenditures to date' in the August 2015

Report. Some challenges, due primarily to changes in the accounting system at UNEP, were encountered in completing the Financial Audit. As such, it was completed after the evaluation exercise and the word coming out of that exercise is that no issues of concerns were flagged. This however, could not be verified since no documents were shared with the evaluator.

Project co-financing as of June 30, 2015

106. BNT and TNC provided a grant of 520,000USD, cash support of 1,639,263USD and in-kind support of 507,104USD. BEST and DMR contributed cash of 500,800USD and in-kind support of 1,147,442USD (See Table 12). With respect to BNT, TNC, BEST and DMR, the in-kind contributions exceeded the Project Design estimates by US\$894,506 or approximately 18% but only approximately 64% of the estimated cash contribution was utilized. This was partially due to the cost efficiencies produced by increasing the local content of the consultancies (See paragraph 3.5.1).

In-kind contributions

107. The project leveraged additional funding as the co-executing partners have succeeded in raising funds that have, for all practical purposes, helped to replace the shortfall caused by the lack of progress with the creation of the BPAF and that should therefore be treated as co-financing contributions. There has also been an increase in private sector involvement, with financial and in-kind support to project activities, and more generally to protected area management and conservation work in the country.

Overall project financial planning and management was Satisfactory.

Table 12: Summary of project co-financing

Co-financing (Type/Source)	IA own Financing (UNEP) (mill US\$)		Government (BEST, DMR) (mill US\$)		Other* (KfW, BNT TNC) (mill US\$)		Total (mill US\$)		Total Disbursed (mill US\$)
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	
Grants	0	\$70,426	0	0	0	\$520,000 ¹⁵	0	\$590,426	\$590,426
Loans	0	0	0	0	0	0	0	0	0
Credits	0	0	0	0	0	0	0	0	0
Equity investment	0	0	0	0	0	0	0	0	0
In-kind support	0	0	\$510,000	\$1,147,442 ¹⁶	\$250,000	\$507,104 ¹⁷	\$760,000	\$1,654,546	\$1,654,546
Cash			\$2,000,800	\$500,800 ¹⁸	\$5,000,800	\$1,639,263 ¹⁹	\$7,001,600	\$2,140,063	\$2,001,600 ²⁰
Totals	0	\$70,426	\$2,510,800	\$1,648,242	\$5,250,800	\$2,666,367	\$7,761,600	\$4,385,035	\$4,246,572

¹⁵ These additional grants (\$375,000-Summit Series and \$145,000-Wiatt Foundation) were raised by TNC and used for the purposes of closing the funding gap for conservation finance as per outcome 1).

¹⁶ Funds representing \$988,710 from BEST and \$158,732 from DMR

¹⁷ Funds representing \$350,400.79 from BNT and \$156,703.19 from TNC

¹⁸ This includes the previous year's commitment from the Treasury of The Bahamas for an installment \$500,000 to the BPAF.

¹⁹ This includes \$667,000 and 887,752.84 which TNC has raised for the CBF and has indicatively set aside for The Bahamas (as per e-mail from Sheldon Cohen, TNC) \$400 cash per the PCA for TNC and \$400 cash per the PCA for BNT and \$83,710 of BNT raised funds

²⁰ The \$500,000 from Treasury is not considered disbursed.

3.6.7 Supervision, guidance and technical backstopping

108. Project supervision was provided by GEF/UNEP Task Manager. According to the NPC and other members of NISP, project supervision was consistent and extremely helpful. The project itself was managed by NISP under the overall guidance of the BEST Commission. NISP met on a monthly basis and used those meetings to discuss all technical aspects of the project and ensured that all project activities were being satisfied. NISP Partnership have had a long history of working together in designing all projects that assist in PoWPA implementation and are committed to continuing this work through their Memorandum of Understanding. Everyone interviewed had high praise for the level of collaboration exhibited and commented on how that partnership provided the platform on which further collaboration can take place. It is anticipated that the NISP partnership will be called upon to play a similar role for two projects - Bahamas Pine Islands, which has been CEO endorsed and is anticipated to be launched in early 2016, and the Access and Benefit Sharing project which has been submitted to the GEF Secretariat for CEO Endorsement, but still lacks critical Government co-financing commitments. Overall UNEP supervision and backstopping were Highly Satisfactory.

3.6.8 Monitoring and evaluation

M&E design

109. The M&E is designed according to UNEP's standard monitoring and evaluation procedure. The project logframe included objectively verifiable indicators of achievements, sources and means of verification for the project objective, outcomes and outputs. The indicators used in the logframe were, for the most part, measurable and relevant to the objective. In instances where no baseline data were possible the time frame to achieve the ultimate objective would depend very much on the impact drivers and assumptions to move from project outcomes towards project impacts.

The M&E design is rated as Satisfactory.

M&E plan implementation

110. The M&E system was operational and facilitated timely tracking of results and progress towards project objectives throughout the project implementation period. The NPC, together with NISP assured the operationalization of the M&E system based on the feedback and reports submitted by the different implementing entities. The information provided by the M&E was used to improve project performance and to adapt to changing needs.

The M&E plan implementation is rated as Satisfactory.

4. CONCLUSIONS, RECOMMENDATIONS & LESSONS LEARNED

4.1 Conclusions

111. It is recalled that the specific objective of the project was "to expand protected area coverage of globally significant marine biodiversity and increase the management effectiveness of the national marine protected area network across the Bahamian archipelago. In order to achieve this objective the project had three main outputs: (a) creating a sustainable funding mechanism for the National Protected Area System (NPAS) (b) strengthening and expanding the MPA, and (c) development of a monitoring and evaluation system. In that regard, the evaluation Final Evaluation is to assess the degree to which the project met its stated objectives and expected outcomes and to understand the factors that allow for success or failure of the Project. The Report also documents lessons learned and makes recommendations for achieving success and sustainability of the project outcomes.

111. The major challenge of the project was the ability of the NEA to establish the financial mechanism that would enable them to leverage financial support for the capitalization of BPAF and raising additional funding to close the funding gap. This component of the project was critical in determining the overall success of the project as the management of the expanded BNPAS is dependent on a sustainable financial platform. After four years of legislative drafting and extensive lobbying, GOB, on June 14, 2015, obtained Parliamentary approval for the establishment of BPAF. Whilst this was a significant achievement and a project milestone, and while it may have succeeded in satisfying the legal and fiduciary requirements for the establishment of the Trust Fund, the actual raising of funds, has still eluded the project, at least, up until 31st August 2015, when the project came to an official end.

112. The initial \$2.0 million promised by Government was transferred late, which in turn precluded the transfer of funds pledged by GEF and other possible donors. Indications by GOB that the environmental levy would be made available to the Trust never materialized, neither did the environmental levies associated with waste management ever come on stream. Original amounts pledged by TNC and KfW were diverted to the CBF. Even then, the revenues to be generated from the capitalisation of those funds would not have been available immediately. The delays in the establishment of BPAF invariably meant further delays in the generation of a sustainable financing mechanism. Even when it was legally established in June 2014, it would be another year before the Board was appointed and another three months (October 2015) before the initial \$2.0 million dollars was transferred.

113. Whilst the project team and GOB is to be commended for finally establishing BPAF and making the Trust Fund operational, the inability to put in place a sustainable financing mechanism when the project came to an end must be deemed unsatisfactory, given the fact that the financial resources are critical to the rolling out of management plans and the difference between paper parks and a well-managed expanded BNPAS. It is however, likely that an operational and fully functioning BPAF will make greater strides in making a sustainable financing mechanism possible.

114. Component 2 of the project was aimed at strengthening and expanding the MPA network in The Bahamas. The identification and selection of PAs was the result of a rigorous scientific assessment, and mandated consultation with relevant stakeholders in the wider community. On August 31, 2015, the Minister of the Environment and Housing announced the creation of 15 new parks and three park expansions. This announcement meant that The Bahamas has now set aside approximately 7.5 million acres (just over 3 million hectares) of land, nearshore and marine environment as PAs. This major

achievement and commitment moves The Bahamas significantly closer to the national goal of protecting 20% of nearshore and marine environment by 2020. The GoB is currently going through with the Gazetting of those PAs. However, the complexity and statutory requirements of the gazetting process could be tedious and time consuming and it will be some time before those newly declared PAs are legally established.

115. The declaration of an expanded park network does not invariably translate into biodiversity conservation and management effectiveness. It is in this regard that a number of management effectiveness workshops were convened and training provided in the use of AGRRA, METT and Reef Check were instituted over the life of the project. Whilst the targeted level of management effectiveness was not achieved, there have been noticeable increases in the scores of management effectiveness, which are due primarily to the recruitment of additional staff, the drafting of management plans for several sites, the development of a model business plan which can be up-scaled and replicated at other parks.

116. While the three Pilot projects experienced considerable delays they eventually became mechanisms through which the benefits of the bigger project could be demonstrated at the national and local levels. More importantly, they provided excellent opportunities for training of personnel across the entire environmental spectrum in The Bahamas and significantly enhanced the management capacities of entities such as BEST, BNT, other NGOs and community groups.

117. Though it was not envisaged as a possible outcome of the project, the public private sector cooperation stands out as one of the significant achievements of the project. The project was executed by BEST but two other NGOs - BNT and TNC had pivotal roles to play in the management and execution of the project. Both these entities had a long history of involvement in management of MPAs, both regionally (BNT) and internationally (TNC). Their successful collaboration was clear evidence of the possibilities which can arise when the efforts of all stakeholders are united and committed to the same goals.

118. Though all of the planned initiatives (consultancies, training initiatives etc.) were completed, concerns were expressed about insufficient funding for a couple of items. The amount allocated for communications was deemed to be inadequate and consequently, it was impossible to hire a Communications Specialist. Notwithstanding, the project management team showed great adaptability and resourcefulness in mobilising support from the NICA membership in filling the void created by the absence of a Communications Specialist. Likewise, it became clear during the life of the project that there was insufficient appreciation for the large marine space and distance to cover among the islands in The Bahamas. The result was that insufficient resources had initially been allocated to cover transportation costs. Modification to initial plans which resulted in minimizing transportation costs as well as in-kind contributions and the raising of additional co-financing made up for any shortfalls which might have occurred. To date a number of activities have been completed including the convening of public consultations, preparation of a documentary on the project, establishing and maintaining a weekly radio program, providing an email account so persons could write to the government on anything they would like to see addressed and maintaining a Social Media (Facebook, website and T Twitter) presence.

119. In recognition of the need for a more robust monitoring protocol, NISP has entered into an arrangement with various scientists to undertake a monitoring exercise of the PA system for the next five years. Data collected under these exercise will be stored, locally (within organization), regionally (through regional data bases such as e-birds and Reef Check), and internationally with GCRMN, given the fact that they serve as a data center for Reef Check.

120. The evaluator concludes that this project made considerable strides in helping to fulfill the objectives. Under different circumstances, these achievements could be considered outstanding, given the physical challenges and political theatre in which significant policy decisions, with tremendous long-term implications had to be made. Consideration should therefore be given to securing additional funding under GEF-6 to ensure that the outcomes realized in terms of the sustainable financing, management effectiveness and catalyzing stakeholders (particularly private sector) participation are sustained and the 20/20 goal is achieved.

121. The additional funding, which is highly recommended, should be committed to providing additional support to BPAF to assist with the closing of the financing gap as this is critical to achieving the level of financing required to facilitate sustainable management of the PA network. This could take the form of a matching grant to BPAF towards the further capitalization of the Trust Fund.

122. It is also recommended that additional funding is provided to support the operations of an adequately staffed Project Coordinating Unit in BEST, given the capacity constraints experienced by BEST and the other partner entities. At a minimum it is envisaged that such a Unit will require, a Project Coordinator, a Communications Officer, and an Administrative Assistant.

Table 13: Summary of Evaluation criteria, assessment and ratings

Criterion	Summary Assessment	Ref.	Rating
A. Strategic relevance	The project is highly relevant given the fact that it is aligned with UNEP's strategy, policy and mandate as it relates to ecosystem management, GEF's focal areas – catalyse sustainability of protected areas and ensure sustainable financing of PA systems. More importantly, it has great relevance in that it seeks to build a Sustainable National Marine Protected Area Network for The Bahamas and thus enable the country to meet its commitments under the CBD PoWPA, and is supportive of the CCI.	3.1	HS
B. Achievement of outputs	Most of the outputs, including the establishment of BPAF, pilot projects, strengthening and expanding the MPA network, development of an effective monitoring and evaluation regime, and presentation of scientific papers have been successfully accomplished.	3.2	S
C. Effectiveness: Attainment of objectives and planned results	Though BPAF was established and laid the foundation for the creation of a sustainable funding mechanism, it is still not fully operational as capitalization of the Trust Fund has not been concluded. Also, while the country has met and exceeded its targets for new PAs, these have not been fully gazetted, even though the project received a sixteen month extension. The gazetting of the protected areas is, however, ongoing, and it is anticipated that these time-consuming activities will be completed before the end of the year.	3.3	S
1. Achievement of direct outcomes as defined in the reconstructed TOC	Most of the outputs were successfully accomplished but, the direct outcomes were a little short of expectations. The BPAF was legally established, however, no additional funds were secured and there was no impact on the reduction of the funding gap as envisaged.	3.3.1	S
2. Likelihood of impact using ROTI approach	The project's intended outcomes have only been partially delivered. Whilst it is highly likely that all the outcomes will eventually be delivered, it is also highly likely that the funding gap will take a much longer time to be realised, if at all. It is too early to assess documented changes in environmental status given that those results are beyond the life of the project. However, the rigorous, scientific methodologies used to identify and select those new areas, the training provided in PA and the database of information gathered has served to enhance the capacity of local personnel in PA management and improve management effectiveness.	3.3.2	L

Criterion	Summary Assessment	Ref.	Rating
3. Achievement of formal project objectives as presented in the Project Document.	Looking only at those objectives, in isolation of the larger primary goal, it is fair to state that the objectives were realistic, and were met, notwithstanding the very ambitious (closing the funding gap) nature of this project and its inherent (physical and political) challenges.	3.3.3	S
D. Sustainability and replication			
1. Socio-political sustainability	With the establishment of BPAF and the formal announcement of the establishment of the expanded park network, by GOB, two critical ingredients - the legislative and political framework in support of the parks network were satisfied. In moving forward it is anticipated that the goodwill created as a result of this project and initiatives to involve the wider community will create opportunities for public and private sector cooperation.	3.4.1	L
2. Financial resources	A significant part of building a sustainable MPA Network is the need for a continued flow of financial resources. Whilst several sources of financial support have been identified and pledged (GOB, GEF, CBF), they will only become available when the Trust Fund has been capitalized. However, with the project coming to an end and other sources of revenue still to be identified, it is uncertain whether the funding gap will be closed to the extent desired.	3.4.2	L
3. Institutional framework	The management of PAs in The Bahamas is the responsibility of BNT and DMR. The establishment of BPAF has now created the platform that will ensure some degree of financial sustainability is provided to initiate management measures as required. Whilst it is anticipated that the effectiveness of the NCC in managing the project can and should continue to play a similar coordinating role, there is a need for a more formal set of arrangements to guide this coordinating role.	3.4.3	L
4. Environmental sustainability	The project has had a significant impact by helping to identify responses to some of the major threats (Invasive Alien Species, Climate Change and human use/intrusion) to the management of MPAs.	3.4.4	L
5. Catalytic role and replication	Several initiatives, including the enactment of legislation establishment BPAF and the Endowment Fund, the expansion of the parks network, and the increase in the subvention to BNT, all provide concrete evidence of the project's catalytic effect, giving hope that the overall objectives will be realised.	3.4.5	MS
E. Efficiency	The project was managed efficiently, realising cost	3.5	MS

Criterion	Summary Assessment	Ref.	Rating
	savings but most importantly, making use of local expertise at all levels of the project.		
F. Factors affecting project performance			
1. Preparation and readiness	Extensive planning went into the preparation of the project and all partners were aware of what was required. However, the complexity of the tasks and time-consuming nature of the legal requirements for the establishment of the Trust Fund was primarily responsible for the lengthy delay. Changes in government as well as staffing constraints within all of the partner entities also contributed to delays.	3.6.1	MS
2. Project implementation and management	Implementation of the project was consistent with the project document. The early resignation of the first NPC and the six-month delay in obtaining a replacement created some management challenges and delays.	3.6.2	MS
3. Stakeholders participation, cooperation and partnerships	There was a high level of stakeholder involvement throughout the project involving both governmental and non-governmental agencies and the private sector. Their involvement has laid the foundation for further cooperation in future management initiatives.	3.6.3	HS
4. Communication and public awareness	Though deciding to forego the hiring of the Communications consultant, the NCC made extensive use of the various print and electronic media, particularly social media (Facebook, Twitter and webpage) to highlight activities and achievements of the project. A video demonstrating mangrove and reef rehabilitation captured the top prize at the annual GCFI meeting in 2014, and has been used extensively by local media to highlight the importance of mangroves and coral reefs.	3.6.4	S
5. Country ownership and driven-ness	There is strong ownership both at the higher political level as well as by the entities involved in the execution of the project.	3.6.5	S
6. Financial planning and management	Great use was made of the financial resources available, despite the challenges of implementing a project several years after its approval. Savings made in any one area were justifiably made available in areas where it was deemed insufficient. The Financial Reports were submitted as required and were generally in line with the approved budget.	3.6.6	S
7. Supervision, guidance and technical backstopping	Supervision was adequately undertaken by the Task Manager utilizing both country visits and submission of written reports. NISP also provided technical support to guide the project along and ensured that commitments were met and satisfied.	3.6.7	HS

Criterion	Summary Assessment	Ref.	Rating
8. Monitoring and evaluation		3.6.8	S
i. M&E design	M&E is designed according to UNEP's standard monitoring and evaluation procedure. The project logframe included objectively verifiable indicators of achievements, sources and means of verification for the project objective, outcomes and outputs	3.6.8	S
ii. M&E plan implementation	The NPC, together with NISP assured the operationalization of the M&E system based on the feedback and reports submitted by the different implementing entities.	3.6.8	S
Overall project rating			S

4.2 Recommendations

123. The following are the main recommendations generated from the evaluation findings:

Table 14: Main recommendations

Context	The PD informed that the composition of the NCC should include "representatives from the various pertinent thematic sectors, private sector, NGOs and key project partners, including the DMR, BNT, and TNC". However, the NCC was merged with NISP, which, incidentally was comprised of entities involved in the execution of projects (section 3.2.4 and 3.6.2).
Recommendation #1	Membership in an NCC should not be limited to just the executing partners but should also include other stakeholder representatives from the private sector and related NGOs/CBOs. Operational guidelines and procedures should be detailed in an MOU.
Responsibility:	UNEP and the Government of The Bahamas.
Time-frame:	Design phase for follow-on project
Context	Completion of the project was finalised some sixteen months after its first due date. A number of factors, including staff shortages, a lengthy and archaic legislative system and the change of government (section 3.2.4 and 3.6.2) contributed to this delay.
Recommendation #2	Management is evolving and will require some time to develop adequate management protocols and systems given the increase in the number of PAs. However, the system needs resources and partners to further advance its goals. It will be critical, in moving forward, that the partner agencies (NISP and BPAF) build partnerships with other agencies and interest groups (fishermen, tourism sector, dive operators and other local conservation groups) in order to develop both adequate capacity and buy-in and ensure ownership and effective management of the country's vast protected area network (section 3.4 and 3.4.4).
Responsibility	BPAF and NISP.
Timeframe	Next two to three years.
Context	Reference has been made to the extensive use of social media (Facebook, Twitter) and electronic means (webpage, radio broadcast and television) in raising awareness at both the local (community and project) and country levels. However, in the absence of a communications specialist and a communications plan, individual NISP partners pursued their own communications plan. (3.6.4).
Recommendation #3	Greater use should be made of social media to raise awareness, at the national level, of a project which can have serious implications for the nation as a whole, and will require their

	support and buy-in. However, to be effective and reach targeted audiences, a national comprehensive digital plan must be designed, implemented and monitored with a focus on being more interactive in order to maximise the potential of becoming an important medium for product sensitisation, awareness, support and buy-in.
Responsibility	BEST, NISP.
Timeframe	Next phase.

4.3 Lessons Learned

124. The following is a summary of the main lessons that have been learned from some of the project's successes as well challenges:

Table 15: Lessons Learned

Context	The GOB was at the forefront of the 20/20 declaration and was one of the founding countries of the CCI. But, as evidenced by this project, the gap between setting aside 20 percent of one's sea and land space as protected areas and establishing the mechanisms for its financial sustainability and effective management is quite huge. This point was succinctly made in the MTE which stated that "Policy formulation is a complex process that involves various levels of decision-making, and high level political statements do not automatically lead to policy commitment and implementation".
Lesson #1:	Embracing a concept is not a sufficient guarantee of its success and sustainability. A change of government could not only result in very long delays in the continued implementation of projects, but also result in changes or abandonment, the greater the financial challenges of meeting commitments made by a previous administration.
Application:	Setting aside 10% of nearshore and marine space as PAs and establishing a sustainable financing mechanism which would effectively reduce the financing gap as identified.
Context	The 20/20 Declaration embraced by GOB and the platform on which the project was conceptualised essentially locked the country into achieving some outcomes which, in some instances, can be deemed ambitious, particularly in the context of countries with relatively small populations, limited technical capacities that are constantly exposed to existential economic and environmental threats.
Lesson #2	Setting aside that quantum of nearshore and marine space as PAs will require the development and implementation of management plans, the recruitment and training of personnel, and the development of adequate monitoring programme to achieve the desired level of effectiveness and intended impacts.
Application	Effective management of the increased number of nearshore and marine areas which have now been declared protected areas.
Context	Efforts by the NEA to obtain government commitment for the introduction of various levies have been unsuccessful, with GOB not only directing such funds into the Consolidated Fund, but stating emphatically their refusal to impose more taxes on the tourism sector. The diversion of the promised funds by TNC and KfW was a major blow to the fund-raising efforts of NEA.
Lesson #3	Opportunities for establishing sustainable financing mechanisms for projects in small developing economies are limited, especially when external financial assistance is not forthcoming. This lesson was similarly captured in the MTE, where it was stated that sustainable financing mechanisms "require a favourable economic, fiscal and political environment... in a region such as the Caribbean".
Application	Financing the effective management of the MPA Network

Context	The 2008 SFP noted that the MPA Systems Network will cost USD \$13 million annually which will require the establishment of a sustainable financing mechanism.
Lesson #4	Sustainable financing mechanism can be more effective when pursued jointly as a region. The CBF, with help from TNC has to date raised over \$42 million dollars to assist Caribbean governments in conserving at least 20 percent of their marine environment by 2020.
Application	As a signatory to the CCI and contributor to the CBF, The Bahamas, through BPAF, will receive annual payments in perpetuity from the regional trust fund. This should contribute to the reduction of the funding gap and sustainable financing required.
Context	When the project came to an end on 31 st August, 2015, there were no funds available to commence management of the newly declared PAs.
Lesson #5	Establishment of sustainable financing mechanisms are long-term undertakings and given its integral role in ensuring the management effectiveness of this project, there was a compelling reason for the required operational funds to have been in place much earlier in the life of the project, to enable a seamless transition from the "project phase" to the actual commencement of management of the MPA network.
Application	Project implementation must contain staged triggers which, only when key project outcomes have been realised, would allow for the commencement of the next phase.
Context	The communications budget was deemed insufficient to engage the services of a dedicated communications specialist and it was agreed that each of the partners would initiate public awareness programmes at the project level. It was also noted that no funds were set aside in the budget for a sustained communications and public education awareness campaign.
Lesson #6	Projects such as this, which make such huge demands on the resources of government and, have the potential to have such dramatic impacts on economic and social development in the host country should include a communications component with sufficient resources to ensure that a greater effort is made at informing the wider public, on the one hand, and obtaining buy-in from policy makers and the wider public.
Application	Much of the project's work in communication should have been targeted at the wider public, policy-makers and senior managers, to strengthen the argument in favour of protected areas and build support for the objectives and intended outcomes
Context	Measureable targets, as indicated in the logical framework, and based on the wider objectives of the CCI, meant that the NEA and partner agencies were challenged to meet those established targets. When stripped bare, they had no relation to each other, were not based on any sound ecological reasoning, and did not necessarily account for individual country circumstances.
Lesson #7	Targets are useful instruments in development planning and management generally, and in conservation more specifically, but they must be used and applied wisely, and can at times divert attention from more essential objectives. Increasing protected area coverage and enhancing management effectiveness are not necessarily converging and mutually-reinforcing objectives.
Application	Having now achieved the 10 percent target the NEA will now have to ensure that sufficient resources are available to implement the management measures which will contribute towards the achievement of intended outcomes and impact.
Context	One of the major noticeable short-comings of the project was the stated capacity constraints among all of the partnering agencies, including BEST, which was the assigned EA. The project made allowances for a NPC who was charged with the responsibility for overall management, including the procurement of consultants, supervising them and preparing various progress and financial reports. When the original NPC resigned, it was six months before a new NPC was hired, thus contributing to some of the delays experienced.
Lesson #8	Entities embarking on undertaking complex projects such as this should be subjected to a staffing assessment to determine their capacity, based on the needs of the project, and efforts

Application	made to ensure that adequate funding is provided to sustain the staffing requirements for the duration of the project. Design and project implementation
Context	Completion of the project was finalised some sixteen months after its first due date. A number of factors, including staff shortages, a lengthy and archaic legislative system and the change of government (section 3.2.4 and 3.6.2) were the main contributing factors.
Lesson #9	Projects, particularly those which require political buy-in, should identify that as a risk and identify mitigation measures including providing additional time during project implementation, to secure the needed political support.
Application	Project design and implementation.

5. ANNEXES

TERMS OF REFERENCE FOR THE EVALUATION

a. Objective and Scope of the Evaluation

28. In line with the UNEP Evaluation Policy²¹, the UNEP Evaluation Manual²² and the Guidelines for GEF Agencies in Conducting Terminal Evaluations²³, the Terminal Evaluation of the Project "Building a Sustainable National Marine Protected Area Network – The Bahamas" will be undertaken upon 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. The evaluation has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote learning, feedback, and knowledge sharing through results and lessons learned among UNEP, the GEF and their executing partners – BEST and the partners. Therefore, the evaluation will identify lessons of operational relevance for future project formulation and implementation. It will focus on the following sets of **key questions**, based on the project's expected outcomes, which may be expanded by the consultants as deemed appropriate:

- a) To what extent was the project able to promote the creation of sustainable funding mechanism for the national protected area system?
- b) To what extent was the project successful in strengthening and expanding the MPA network in The Bahamas? To what extent did the findings and lessons learned in the pilot projects contribute effectively to the management of marine protected areas?
- c) To what extent was sustainable monitoring and evaluation system for existing and newly established MPAs and project indicators established and strengthened?

b. Overall Approach and Methods

29. The Terminal Evaluation of the Project "Sustainable monitoring and evaluation system established and functioning for existing and newly established MPAs and project indicators" will be conducted by an independent consultant under the overall responsibility and management of the UNEP Evaluation Office (Nairobi), in consultation with the UNEP Task Manager (Washington), and the UNEP Fund Management Officer at UNEP/DEPI (Nairobi).
30. It will be an in-depth evaluation using a participatory approach whereby key stakeholders are kept informed and consulted throughout the evaluation process. Both quantitative and qualitative evaluation methods will be used to determine project achievements against the expected outputs, outcomes and impacts.
31. The findings of the evaluation will be based on the following:
 - (a) A **desk review** of project documents and others including, but not limited to:
 - (i) Relevant background documentation, inter alia UNEP and GEF-4 policies, strategies and programmes pertaining to biodiversity at the time of the project's approval;
 - (ii) Project design documents; Annual Work Plans and Budgets or equivalent, revisions to the logical framework and project financing;

²¹ <http://www.unep.org/eou/StandardsPolicyandPractices/UNEPEvaluationPolicy/tabid/3050/language/en-US/Default.aspx>

²² <http://www.unep.org/eou/StandardsPolicyandPractices/UNEPEvaluationManual/tabid/2314/language/en-US/Default.aspx>

²³ http://www.thegef.org/gef/sites/thegef.org/files/documents/TE_guidelines7-31.pdf

- (iii) Project reports such as progress and financial reports from the executing partners to the Project Management Unit (PMU) and from the PMU to UNEP; National Coordination Committee meeting minutes; annual Project Implementation Reviews and relevant correspondence;
 - (iv) Documentation related to project outputs;
 - (v) Relevant material published, e.g. in journals and books
 - (vi) Relevant material available online, e.g. project related information on project partners' websites.
- (b) Interviews with:
- (vii) UNEP Task Manager and Fund Management Officer and other relevant staff in UNEP related activities as necessary;
 - (viii) Interviews with project management, Executing Agency and key partners, including TNC, NISP project partners, KFW (although they pulled out) and BNT, to the extent possible;
 - (ix) Stakeholders involved with this project, including NGOs, other relevant private sector actors, academia, national organizations and institutes, regional and international organizations and civil society representatives – for a full list of stakeholders by category, please refer to section 2.5 of the project document;
 - (x) Relevant staff of GEF Secretariat and
 - (xi) Representatives of the government and other organisations (if deemed necessary by the consultant).
- (c) **Country visits.** The evaluation consultant will conduct a one week visit to The Bahamas to interview partners and stakeholders and visit select pilot sites to be recommended by the NCC in consultation with the UNEP Task Manager and UNEP Evaluation Office taking into consideration budget constraints (some pilot sites are not easily accessible).

c. Key Evaluation principles

31. Evaluation findings and judgements should be based on **sound evidence and analysis**, clearly documented in the evaluation report. Information will be triangulated (i.e. verified from different sources) to the extent possible, and when verification was not possible, the single source will be mentioned. Analysis leading to evaluative judgements should always be clearly spelled out.
32. The evaluation will assess the project with respect to **a minimum set of evaluation criteria** grouped in six categories: (1) Strategic Relevance; (2) Attainment of objectives and planned result, which comprises the assessment of outputs achieved, effectiveness and likelihood of impact; (3) Sustainability and replication; (4) Efficiency; (5) Factors and processes affecting project performance, including preparation and readiness, implementation and management, stakeholder participation and public awareness, country ownership and driven-ness, financial planning and management, UNEP supervision and backstopping, and project monitoring and evaluation; and (6) Complementarity with the UNEP strategies and programmes. The evaluation consultants can propose other evaluation criteria as deemed appropriate.
33. **Ratings.** All evaluation criteria will be rated on a six-point scale. However, complementarity of the project with the UNEP strategies and programmes is not rated. Annex 3 provides detailed guidance on how the different criteria should be rated and how ratings should be aggregated for the different evaluation criterion categories.
34. In attempting to attribute any outcomes and impacts to the project, the evaluators should consider the difference between *what has happened with and what would have happened without the project*. This implies that there should be consideration of the baseline conditions and trends in relation to the intended project

outcomes and impacts. This also means that there should be plausible evidence to attribute such outcomes and impacts to the actions of the project. Sometimes, adequate information on baseline conditions and trends is lacking. In such cases this should be clearly highlighted by the evaluators, along with any simplifying assumptions that were taken to enable the evaluator to make informed judgements about project performance.

35. As this is a terminal evaluation, particular attention should be given to learning from the experience. Therefore, the "Why?" question should be at the front of the consultant's minds all through the evaluation exercise. This means that the consultants needs to go beyond the assessment of "what" the project performance was, and make a serious effort to provide a deeper understanding of "why" the performance was as it was, i.e. of processes affecting attainment of project results (criteria under category 3). This should provide the basis for the lessons that can be drawn from the project. In fact, the usefulness of the evaluation will be determined to a large extent by the capacity of the consultants to explain "why things happened" as they happened and are likely to evolve in this or that direction, which goes well beyond the mere review of "where things stand" today.

d. Evaluation criteria

A. Strategic relevance

36. The evaluation will assess, in retrospect, whether the project's objectives and implementation strategies were consistent with: i) Sub-regional environmental issues and needs; ii) the UNEP mandate and policies at the time of design and implementation; and iii) the GEF Biodiversity focal area, strategic priorities and operational programme(s).
37. The evaluation will also assess the project's relevance in relation to UNEP's mandate and its alignment with UNEP's policies and strategies at the time of project approval. UNEP's Medium Term Strategy (MTS) is a document that guides UNEP's programme planning over a four-year period. It identifies UNEP's thematic priorities, known as Subprogrammes (SP), and sets out the desired outcomes [known as Expected Accomplishments (EAs)] of the SubProgrammes. The evaluation will assess whether the project makes a tangible/plausible contribution to any of the EAs specified in the MTS 2010-2013. The magnitude and extent of any contributions and the causal linkages should be fully described.
- The evaluation should assess the project's alignment / compliance with UNEP's policies and strategies. The evaluation should provide a brief narrative of the following:
 - a. *Alignment with the Bali Strategic Plan (BSP)*²⁴. The outcomes and achievements of the project should be briefly discussed in relation to the objectives of the UNEP BSP.
 - b. *Gender balance*. Ascertain to what extent project design, implementation and monitoring have taken into consideration: (i) possible gender inequalities in access to and the control over natural resources; (ii) specific vulnerabilities of women and children to environmental degradation or disasters; and (iii) the role of women in mitigating or adapting to environmental changes and engaging in environmental protection and rehabilitation. Are the project intended results contributing to the realization of international GE (Gender Equality) norms and agreements as reflected in the UNEP Gender Policy and Strategy, as well as to regional, national and local strategies to advance HR & GE?
 - c. *Human rights based approach (HRBA) and inclusion of indigenous people's issues, needs and concerns*. Ascertain to what extent the project has applied the UN Common Understanding on HRBA. Ascertain if the project is in line with the UN Declaration on the Rights of Indigenous People, and pursued the concept of free, prior and informed consent.

²⁴ <http://www.unep.org/GC/GC23/documents/GC23-6-add-1.pdf>

- d. *South-South Cooperation*. This is regarded as the exchange of resources, technology, and knowledge between developing countries. Briefly describe any aspects of the project that could be considered as examples of South-South Cooperation.

B. Achievement of Outputs

38. The evaluation will assess, for each component, the project's success in producing the programmed results as presented in Table 2 above, both in quantity and quality, as well as their usefulness and timeliness. Briefly explain the degree of success of the project in achieving its different outputs, cross-referencing as needed to more detailed explanations provided under Section F (which covers the processes affecting attainment of project objectives). The achievements under the regional and national demonstration projects will receive particular attention. While evaluating achievement of outputs and activities, the evaluation will consider;

- Assessment of the project's success in producing each of the programmed outputs, both in quantity and quality as well as usefulness and timeliness.
- Assess the soundness and effectiveness of the methodologies used for developing the technical documents and related management options in the participating country
- Assess to what extent the project outputs produced have the weight of scientific authority / credibility, necessary to influence policy and decision-makers, particularly at the national level.

C. Effectiveness: Attainment of Objectives and Planned Results

39. The evaluation will assess the extent to which the project's objectives were effectively achieved or are expected to be achieved.

40. The evaluation will review the reconstruction of the Theory of Change (ToC) of the project provided in the MTE, based on a review of project documentation and stakeholder interviews. The ToC of a project depicts the causal pathways from project outputs (goods and services delivered by the project) over outcomes (changes resulting from the use made by key stakeholders of project outputs) towards impact (changes in environmental benefits and living conditions). The ToC should also depict any intermediate changes required between project outcomes and impact, called intermediate states. The ToC further defines the external factors that influence change along the pathways, whether one result can lead to the next. These external factors are either drivers (when the project has a certain level of control) or assumptions (when the project has no control).

41. The assessment of effectiveness will be structured in three sub-sections:

- (a) Evaluation of the **achievement of direct outcomes as defined in the reconstructed ToC**. These are the first-level outcomes expected to be achieved as an immediate result of project outputs.
- (b) Assessment of the **likelihood of impact** using a *Review of Outcomes to Impacts* (ROtI) approach as summarized in Annex 8 of the TORs. Appreciate to what extent the project has to date contributed, and is likely in the future to further contribute to changes in stakeholder behaviour as a result of the project's direct outcomes, and the likelihood of those changes in turn leading to changes in the natural resource base, benefits derived from the environment and human living conditions.
- (c) Evaluation of the **achievement of the formal project overall objective, overall purpose, goals and component outcomes** using the project's own results statements as presented in original logframe and any later versions of the logframe. This sub-section will refer back where applicable to sub-sections (a) and (b) to avoid repetition in the report. To measure achievement, the evaluation will use as much as appropriate the indicators for achievement proposed in the Logical Framework Matrix (Logframe) of the project, adding other relevant indicators as appropriate. Briefly explain what factors affected the project's success in achieving its objectives, cross-referencing as needed to more detailed explanations provided under Section F.

- (d) The evaluation should, where possible, disaggregate outcomes and impacts for the key project stakeholders. It should also assess the extent to which HR and GE were integrated in the Theory of Change and results framework of the intervention and to what degree participating institutions/organizations changed their policies or practices thereby leading to the fulfilment of HR and GE principles (e.g. new services, greater responsiveness, resource re-allocation, etc.)

D. Sustainability and replication

42. **Sustainability** is understood as the probability of continued long-term project-derived results and impacts after the external project funding and assistance ends. The evaluation will identify and assess the key conditions or factors that are likely to undermine or contribute to the persistence of benefits. Some of these factors might be direct results of the project while others will include contextual circumstances or developments that are not under control of the project but that may condition sustainability of benefits. The evaluation should ascertain to what extent follow-up work has been initiated and how project results will be sustained and enhanced over time, including through follow up projects. The reconstructed ToC will assist in the evaluation of sustainability.

43. Four aspects of sustainability will be addressed:

- (e) **Socio-political sustainability.** Are there any social or political factors that may influence positively or negatively the sustenance of project results and progress towards impacts? Is the level of ownership by the main national and regional stakeholders sufficient to allow for the project results to be sustained? Are there sufficient government and stakeholder awareness, interests, commitment and incentives to execute, enforce and pursue the programmes, plans, agreements, monitoring systems etc. prepared and agreed upon under the project? To what extent was the project able to reach out to the stakeholders identified in the design phase (academia, private sector, civil society, etc.)? To what extent is the integration of communal benefits or other measures necessary to ensure the sustainability of results and avoid any potential social conflicts? Did the intervention activities aim to promote (and did they promote) positive sustainable changes in attitudes, behaviours and power relations between the different stakeholders? To what extent has the integration of HR and GE led to an increase in the likelihood of sustainability of project results?
- a) **Financial resources.** To what extent are the continuation of project results and the eventual impact of the project dependent on continued financial support? What is the likelihood that adequate financial resources²⁵ will be or will become available to implement the programmes, plans, agreements, monitoring systems etc. prepared and agreed upon under the project, especially considering the lower than expected mobilisation rate of buyers? Are there any financial risks that may jeopardize sustenance of project results and onward progress towards impact? Specifically, to what extent was the funding mechanism to be established by the project able to deliver the expected results for Protected Areas?
- b) **Institutional framework.** To what extent is the sustenance of the results and onward progress towards impact dependent on issues relating to institutional frameworks and governance? How robust are the institutional achievements such as governance structures and processes, policies, sub-regional agreements, legal and accountability frameworks etc. required to sustaining project results and to lead those to impact on human behaviour and environmental resources?
- c) **Environmental sustainability.** Are there any environmental factors, positive or negative, that can influence the future flow of project benefits? Are there any project outputs or higher level results that are likely to affect the environment, which, in turn, might affect sustainability of project

²⁵

Those resources can be from multiple sources, such as the public and private sectors, income generating activities, other development projects etc.

benefits? Are there any foreseeable negative environmental impacts that may occur as the project results are being up-scaled?

43. **Catalytic role and replication.** The *catalytic role* of GEF-funded interventions is embodied in their approach of supporting the creation of an enabling environment and of investing in pilot activities which are innovative and showing how new approaches can work. UNEP and the GEF also aim to support activities that upscale new approaches to a national, regional or global level, with a view to achieve sustainable global environmental benefits. The evaluation will assess the catalytic role played by this project, namely to what extent the project has:

- (a) *catalysed behavioural changes* in terms of use and application by the relevant stakeholders of: i) technologies and approaches show-cased by the demonstration projects; ii) strategic programmes and plans developed; and iii) assessment, monitoring and management systems established at national and regional level;
- (b) provided *incentives* (social, economic, market based, competencies etc.) to contribute to catalysing changes in stakeholder behaviour;
- (c) contributed to *institutional changes*. An important aspect of the catalytic role of the project is its contribution to institutional uptake or mainstreaming of project-piloted approaches in the regional and national demonstration projects;
- (d) contributed to *policy changes* (on paper and in implementation of policy);
- (e) contributed to sustained follow-on financing (*catalytic financing*) from Governments, the GEF or other donors;
- (f) created opportunities for particular individuals or institutions ("*champions*") to catalyse change (without which the project would not have achieved all of its results).

44. *Replication*, in the context of GEF projects, is defined as lessons and experiences coming out of the project that are replicated (experiences are repeated and lessons applied in different geographic areas) or scaled up (experiences are repeated and lessons applied in the same geographic area but on a much larger scale and funded by other sources). The evaluation will assess the approach adopted by the project to promote replication effects and appreciate to what extent actual replication has already occurred or is likely to occur in the near future. What are the factors that may influence replication and scaling up of project experiences and lessons?

E. Efficiency

44. The evaluation will assess the cost-effectiveness and timeliness of project execution. It will describe any cost- or time-saving measures put in place in attempting to bring the project as far as possible in achieving its results within its programmed budget and (extended) time. It will also analyse how delays, if any, have affected project execution, costs and effectiveness. Wherever possible, costs and time over results ratios of the project will be compared with that of other similar interventions. The evaluation will give special attention to efforts by the project teams to make use of/build upon pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects, especially those described in Section 4, to increase project efficiency all within the context of project execution.

45. The project appears to have experienced delays and disagreements in the setting up of the funding mechanism. What lessons can be learnt for future projects? To what extent did these challenges have an impact on the delivery of project outcomes and the achievement of the project objective? The evaluation will

also assess the extent to which HR and GE were allocated specific and adequate budget in relation to the results achieved.

F. Factors and processes affecting project performance

46. **Preparation and readiness.** This criterion focusses on the quality of project design and preparation. Were project stakeholders²⁶ adequately identified? Were the project's objectives and components clear, practicable and feasible within its timeframe? Were the capacities of executing agencies properly considered when the project was designed? Was the project document clear and realistic to enable effective and efficient implementation? Were the partnership arrangements properly identified and the roles and responsibilities negotiated prior to project implementation? Were counterpart resources (funding, staff, and facilities) and enabling legislation assured? Were adequate project management arrangements in place? Were lessons from other relevant projects properly incorporated in the project design? What factors influenced the quality-at-entry of the project design, choice of partners, allocation of financial resources etc.? Were GEF environmental and social safeguards considered when the project was designed²⁷? Were sufficient components integrated into the project design to ensure the obtaining of commitment of government representatives? Were sufficient provisions integrated into project design to minimise delays in implementation? Were the necessary agreements for cooperation in place?
47. **Project implementation and management.** This includes an analysis of implementation approaches used by the project, its management framework, the project's adaptation to changing conditions (adaptive management), the performance of the implementation arrangements and partnerships, relevance of changes in project design, and overall performance of project management. The evaluation will:
- (a) Ascertain to what extent the project implementation mechanisms outlined in the project document have been followed and were effective in delivering project outputs and outcomes. Were pertinent adaptations made to the approaches originally proposed?
 - (b) Evaluate the effectiveness and efficiency of project management by BEST and how well the management was able to adapt to changes during the life of the project.
 - (c) Assess the role and performance of the units and committees established and the project execution arrangements at all levels.
 - (d) Assess the extent to which project management as well as national partners responded to direction and guidance provided by the National Coordination Committee and UNEP supervision recommendations.
 - (e) Identify operational and political / institutional problems and constraints that influenced the effective implementation of the project, and how the project partners tried to overcome these problems. How did the relationship between the various partners and the management team develop?
 - (f) Assess the extent to which MTE recommendations were followed in a timely manner.
 - (g) Assess the extent to which the project implementation met GEF environmental and social safeguards requirements.
48. **Stakeholder participation and public awareness.** The term stakeholder should be considered in the broadest sense, encompassing project partners, government institutions, private interest groups, local communities etc.

²⁶ Stakeholders are the individuals, groups, institutions, or other bodies that have an interest or stake in the outcome of the project. The term also applies to those potentially adversely affected by the project.

²⁷ <http://www.thegef.org/gef/node/4562>

The TOC analysis should assist the evaluators in identifying the key stakeholders and their respective roles, capabilities and motivations in each step of the causal pathway from activities to achievement of outputs and outcomes to impact. The assessment will look at three related and often overlapping processes: (1) information dissemination between stakeholders, (2) consultation between stakeholders, and (3) active engagement of stakeholders in project decision making and activities. The evaluation will specifically assess:

- (i) The approach(es) used to identify and engage stakeholders in project design and implementation. What were the strengths and weaknesses of these approaches with respect to the project's objectives and the stakeholders' motivations and capacities? What was the achieved degree and effectiveness of collaboration and interactions between the various project partners and stakeholders during design and implementation of the project?
- (ii) the degree and effectiveness of any public awareness activities that were undertaken during the course of implementation of the project; or that are built into the assessment methods so that public awareness can be raised at the time the assessments will be conducted;
- (iii) how the results of the project (strategic programmes and plans, monitoring and management systems, sub-regional agreements etc.) promote participation of stakeholders in decision making.

49. Country ownership and driven-ness. The evaluation will assess the performance of national partners involved in the project, as relevant:

- (i) In how far has the national partner 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 and the timeliness of provision of counter-part funding to project activities?
- (ii) To what extent has the national and regional political and institutional framework been conducive to project performance?
- (iii) How responsive were the national partners to BEST coordination and guidance, and to UNEP supervision?

50. Financial planning and management. Evaluation of financial planning requires assessment of the quality and effectiveness of financial planning and control of financial resources throughout the project's lifetime. The assessment will look at actual project costs by activities compared to budget (variances), financial management (including disbursement issues), and co-financing. The evaluation will:

- (i) Verify the application of proper standards (clarity, transparency, audit etc.) and timeliness of financial planning, management and reporting to ensure that sufficient and timely financial resources were available to the project and its partners;
- (ii) Appreciate other administrative processes such as recruitment of staff, procurement of goods and services (including consultants), preparation and negotiation of cooperation agreements etc. to the extent that these might have influenced project performance;
- (iii) Present to what extent co-financing has materialized as expected at project approval (see Table 1 and 3). Report country co-financing to the project overall, and to support project activities at the national level in particular. The evaluation will provide a breakdown of final actual costs and co-financing for the different project components (see tables in Annex 3).
- (iv) Describe the resources the project has leveraged since inception and indicate how these resources are contributing to the project's ultimate objective. Leveraged resources are additional resources—beyond those committed to the project itself at the time of approval—that are mobilized later as a direct result of the project. Leveraged resources can be financial or in-kind and they may be from other donors, NGO's, foundations, governments, communities or the private sector.

51. Analyse the effects on project performance of irregularities (if any) in procurement, use of financial resources and human resource management, and the measures taken by BEST or UNEP to prevent such irregularities in the future. Appreciate whether the measures taken were adequate.

52. **Supervision, guidance and technical backstopping.** The purpose of supervision is to verify the quality and timeliness of project execution in terms of finances, administration and achievement of outputs and outcomes, in order to identify and recommend ways to deal with problems which arise during project execution. Such problems may be related to project management but may also involve technical/institutional substantive issues in which UNEP has a major contribution to make. The evaluators should assess the effectiveness of supervision, guidance and technical support provided by the different supervising/supporting bodies including:
- (i) The adequacy of project supervision plans, inputs and processes;
 - (ii) The emphasis given to outcome monitoring (results-based project management);
 - (iii) The realism and candour of project reporting and ratings (i.e. are PIR ratings an accurate reflection of the project realities and risks);
 - (iv) The quality of documentation of project supervision activities; and
 - (v) Financial, administrative and other fiduciary aspects of project implementation supervision.
53. **Monitoring and evaluation.** The evaluation will include an assessment of the quality, application and effectiveness of project monitoring and evaluation plans and tools, including an assessment of risk management based on the assumptions and risks identified in the project document. The evaluation will appreciate how information generated by the M&E system during project implementation was used to adapt and improve project execution, achievement of outcomes and ensuring sustainability. M&E is assessed on three levels:
- (a) *M&E Design.* The evaluators should use the following questions to help assess the M&E design aspects:
 - Arrangements for monitoring: Did the project have a sound M&E plan to monitor results and track progress towards achieving project objectives? Have the responsibilities for M&E activities been clearly defined? Were the data sources and data collection instruments appropriate? Was the time frame for various M&E activities specified? Was the frequency of various monitoring activities specified and adequate?
 - How well was the project logical framework (original and possible updates) designed as a planning and monitoring instrument?
 - SMART-ness of indicators: Are there specific indicators in the logframe for each of the project objectives? Are the indicators measurable, attainable (realistic) and relevant to the objectives? Are the indicators time-bound?
 - Adequacy of baseline information: To what extent has baseline information on performance indicators been collected and presented in a clear manner? Was the methodology for the baseline data collection explicit and reliable? For instance, was there adequate baseline information on pre-existing accessible information on global and regional environmental status and trends, and on the costs and benefits of different policy options for the different target audiences? Was there sufficient information about the assessment capacity of collaborating institutions and experts etc. to determine their training and technical support needs?
 - To what extent did the project engage key stakeholders in the design and implementation of monitoring? Which stakeholders (from groups identified in the inception report) were involved? If any stakeholders were excluded, what was the reason for this? Was sufficient information collected on specific indicators to measure progress on HR and GE (including sex-disaggregated data)?
 - Arrangements for evaluation: Have specific targets been specified for project outputs? Has the desired level of achievement been specified for all indicators of objectives and outcomes? Were there adequate provisions in the legal instruments binding project partners to fully collaborate in evaluations?
 - Budgeting and funding for M&E activities: Determine whether support for M&E was budgeted adequately and was funded in a timely fashion during implementation.
 - (b) *M&E Plan Implementation.* The evaluation will verify that:

- the M&E system was operational and facilitated timely tracking of results and progress towards projects objectives throughout the project implementation period;
- PIR reports were prepared (the realism of the Task Manager's assessments will be reviewed)
- Half-yearly Progress & Financial Reports were complete and accurate;
- the information provided by the M&E system was used during the project to improve project performance and to adapt to changing needs.

e. The Consultants' Team

54. For this evaluation, the evaluation team will consist of one consultant. The consultant should have experience in project evaluation. A Master's degree or higher in the area of environmental sciences or a related field and at least 15 years' experience in environmental management, with a preference for specific expertise in the area of Marine Protected Areas in the Caribbean is preferred.
55. By undersigning the service contract with UNEP/UNON, the consultant certifies that (s)he has not been associated with the design and implementation of the project in any way which may jeopardize their independence and impartiality towards project achievements and project partner performance. In addition, (s)he will not have any future interests (within six months after completion of the contract) with the project's executing or implementing units.

f. Evaluation Deliverables and Review Procedures

56. The evaluation consultant will prepare an **inception report** (see Annex 2(a) of TORs for Inception Report outline) containing a thorough review of the project context, project design quality, a draft reconstructed Theory of Change of the project, the evaluation framework and a tentative evaluation schedule.
57. The review of design quality will cover the following aspects (see Annex 7 for the detailed project design assessment matrix):
- (i) Strategic relevance of the project
 - (ii) Preparation and readiness (see paragraph 25);
 - (iii) Financial planning (see paragraph 30);
 - (iv) M&E design (see paragraph 33(a));
 - (v) Complementarities with UNEP strategies and programmes (see paragraph 34);
 - (vi) Sustainability considerations and measures planned to promote replication and upscaling (see paragraph 23).
58. The inception report will also present a draft, desk-based reconstructed Theory of Change of the project. It is vital to reconstruct the ToC *before* the most of the data collection (review of reports, in-depth interviews, observations on the ground etc.) is done, because the ToC will define which direct outcomes, drivers and assumptions of the project need to be assessed and measured to allow adequate data collection for the evaluation of project effectiveness, likelihood of impact and sustainability.
59. The evaluation framework will present in further detail the evaluation questions under each criterion with their respective indicators and data sources. The evaluation framework should summarize the information available from project documentation against each of the main evaluation parameters. Any gaps in information should be identified and methods for additional data collection, verification and analysis should be specified.
60. The inception report will also present a tentative schedule for the overall evaluation process, including a draft programme for the country visit and tentative list of people/institutions to be interviewed.
61. The inception report will be submitted for review and approval by the Evaluation Office before the evaluation team travels to the field.
62. **The main evaluation report** should be brief (no longer than 35 pages – excluding the executive summary and annexes), to the point and written in plain English. The consultant will deliver a high quality report in English by

the end of the assignment. The report will follow the annotated Table of Contents outlined in Annex 2. It must explain the purpose of the evaluation, exactly what was evaluated and the methods used (with their limitations). The report will present evidence-based and balanced findings, consequent conclusions, lessons and recommendations, which will be cross-referenced to each other. The report should be presented in a way that makes the information accessible and comprehensible. Any dissident views in response to evaluation findings will be appended in footnote or annex as appropriate. To avoid repetitions in the report, the authors will use numbered paragraphs and make cross-references where possible.

63. **Review of the draft evaluation report.** The consultant will submit the zero draft report latest two weeks after conducting the field visits to the UNEP EO and revise the draft following the comments and suggestions made by the EO. Once a draft of adequate quality has been accepted, the EO will share this first draft report with the UNEP Task Manager, who will ensure that the report does not contain any blatant factual errors. The UNEP Task Manager will then forward the first draft report to the other project stakeholders, in particular BEST and the partners for review and comments. Stakeholders may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions. It is also very important that stakeholders provide feedback on the proposed recommendations and lessons. Comments would be expected within two weeks after the draft report has been shared. Any comments or responses to the draft report will be sent to the UNEP EO for collation. The EO will provide the comments to the evaluation team for consideration in preparing the final draft report.
64. The evaluation consultant will submit the final draft report no later than 2 weeks after reception of stakeholder comments. The consultant will prepare a **response to comments**, listing those comments not or only partially accepted by them that could therefore not or only partially be accommodated in the final report. They will explain why those comments have not or only partially been accepted, providing evidence as required. This response to comments will be shared by the EO with the interested stakeholders to ensure full transparency.
65. Submission of the final Terminal Evaluation report. The final report shall be submitted by Email to the Head of the Evaluation Office, who will share the report with the Director, UNEP/GEF Coordination Office and the UNEP/DEPI Task Manager. The Evaluation Office will also transmit the final report to the GEF Evaluation Office.
66. The final evaluation report will be published on the UNEP Evaluation Office web-site www.unep.org/eou. Subsequently, the report will be sent to the GEF Office of Evaluation for their review, appraisal and inclusion on the GEF website.
67. As per usual practice, the UNEP EO will prepare a **quality assessment** of the first draft and final draft report, which is a tool for providing structured feedback to the evaluation consultants. The quality of the report will be assessed and rated against the criteria specified in Annex 5.
68. The UNEP Evaluation Office will assess the ratings in the final evaluation report based on a careful review of the evidence collated by the evaluation consultant and the internal consistency of the report. Where there are differences of opinion between the evaluator and UNEP Evaluation Office on project ratings, both viewpoints will be clearly presented in the final report. The UNEP Evaluation Office ratings are the final ratings that will be submitted to the GEF Office of Evaluation.

g. Logistical arrangement

70. This Terminal Evaluation will be undertaken by an independent evaluation consultant contracted by the UNEP Evaluation Office. The consultant will work under the overall responsibility of the UNEP Evaluation Office and will consult with the EO on any procedural and methodological matters related to the evaluation. It is, however, the consultant's individual responsibility to arrange for his/her travel, visa, obtain documentary evidence, plan meetings with stakeholders, organize field visits (if any), and any other logistical matters related to the assignment. The UNEP Task Manager and BEST will, where possible, provide logistical support (introductions, meetings, transport etc.) for the country visit, allowing the consultants to conduct the evaluation as efficiently and independently as possible.

h. Schedule of the evaluation (tentative)

Activity	Date (s)
Start of the evaluation	27 July 2015
Inception report	10 August 2015
Comments from Evaluation Office	14 August 2015
Field visits	24-28 August 2015
Zero Draft report	11 September 2015
Comments from Evaluation Office	18 September 2015
First draft report	25 September 2015
Comments from TM	2 October 2015
Report shared with stakeholders	9 October 2015
Comments from stakeholders (two weeks)	23 October 2015
Final report	6 November 2015

71. The consultant will be hired under an individual Special Service Agreement (SSA). There are two options for contract and payment: lumpsum or "fees only".
72. **Lumpsum:** The contract covers both fees and expenses such as travel, per diem (DSA) and incidental expenses which are estimated in advance. The consultant will receive an initial payment covering estimated expenses upon signature of the contract.
73. **Fee only:** The contract stipulates consultant fees only. Air tickets will be purchased by UNEP and 75% of the DSA for each authorised travel mission will be paid up front. Local in-country travel and communication costs will be reimbursed on the production of acceptable receipts. Terminal expenses and residual DSA entitlements (25%) will be paid after mission completion.
74. The payment schedule for the consultant will be linked to the acceptance of the key evaluation deliverables by the Evaluation Office:
- Final inception report: 20 percent of agreed total fee
- First draft main evaluation report: 40 percent of agreed total fee
- Final main evaluation report: 40 percent of agreed total fee
75. In case the consultant is not able to provide the deliverables in accordance with these TORs, in line with the expected quality standards by the UNEP Evaluation Office, payment may be withheld at the discretion of the Head of the Evaluation Office until the consultant has improved the deliverables to meet UNEP's quality standards.
76. If the consultant fails to submit a satisfactory final product to UNEP in a timely manner, i.e. within one month after the end date of their contract, the Evaluation Office reserves the right to employ additional human resources to finalize the report, and to reduce the consultants' fees by an amount equal to the additional costs borne by the Evaluation Office to bring the report up to standard.
77. Submission of the final evaluation report:
- The final report shall be submitted by email to:

Mr. Michael Spilsbury, Director

UNEP Evaluation Office

Email: michael.spilsbury@unep.org

The Head of Evaluation will share the report with the following persons:

Kelly West, Director

UNEP/ GEF Coordination Office

Email: Kelly.west@unep.org

Shakira Khawaja

Fund Management Officer

UNEP/DEPI-GEF

Email: shakira.khawaja@unep.org

Kristin McLaughlin

GEF Task Manager

UNEP/DEPI

Email: kristin.mclaughlin@unep.org

78. The final evaluation report will be published on the UNEP Evaluation Office web-site www.unep.org/eou and may be printed in hard copy.

I. Annex 1. Consultant-specific Terms of Reference

Consultant

The Team Leader will be hired for 1,5 months spread over the period 27 July 2015 – 6 November 2015. (S)He will be responsible for overall management of the evaluation, in close consultation with the UNEP Evaluation Office, and timely delivery of its outputs as described in the overall ToRs of the evaluation. (S)He will lead the evaluation design, data collection and analysis, and report-writing.

Manage the inception phase of the evaluation, including:

- conduct a preliminary desk review and introductory interviews with the project staff;
- review the reconstructed Theory of Change of the project prepared at MTE stage;
- prepare the evaluation framework;
- develop the desk review and interview protocols;
- draft the survey protocols (partner survey and user survey);
- plan the evaluation schedule;
- distribute tasks and responsibilities among the evaluation team members; and
- prepare, together with the Supporting Consultant, the inception report, including comments received from the Evaluation Office.

Coordination of the data collection and analysis phase of the evaluation, including:

- conduct further desk review and in-depth interviews with key stakeholders of the project;

Preparation of the reporting phase, including:

- drafting of the main report;
- liaise with the Evaluation Office on comments received and ensure that comments are taken into account during finalization of the main report; and
- prepare a Response to Comments annex for the main report, listing those comments not accepted by the evaluation team and indicating the reason for their rejection.

Managing internal and external relations of the evaluation team, including:

- maintain a positive relationship with evaluation stakeholders, ensuring that the evaluation process is as participatory as possible but at the same time maintains its independence;
- avoid and resolve any misunderstandings, tensions and performance issues within the team; and
- communicate in a timely manner with the Evaluation Office on any issues requiring its attention and intervention.

The consultant shall have had no prior involvement in the formulation or implementation of the "Building a Sustainable National Marine Protected Area Network – The Bahamas" project and will be independent from the participating institutions. (S)He will sign the Evaluation Consultant Code of Conduct Agreement Form.

The consultant will be selected and recruited by the UNEP Evaluation Office through an individual consultancy contract.

Key selection criteria

- Advanced university degree in environmental sciences or other relevant science areas.
- Extensive evaluation experience, including of large, regional or global programmes and using a Theory of Change approach;

- Broad understanding of Marine Protected Areas
- Knowledge of the UN system, and specifically of UNEP if possible;
- Excellent writing skills in English;
- Attention to detail and respect for deadlines;
- Minimum 15 years of professional experience.

The fee of the consultant will be agreed on a deliverable basis and paid upon acceptance of expected key deliverables by the UNEP Evaluation Office.

Deliverables:

- Inception report
- Draft main report incorporating Evaluation Office
- Final main report incorporating comments received from evaluation stakeholders as appropriate, including a "response to comments" annex
- Presentation of main findings and recommendations.

II.

RESPONSE TO STAKEHOLDER COMMENTS

Response to stakeholder comments received but not (fully) accepted by the evaluator

EVALUATION PROGRAM

List of Persons Consulted: Main Evaluation Phase

1. Ms. Kristin McLaughlin
Global Environment Facility (GEF) Liaison Officer &
Task Manager
United Nations Environment Programme (UNEP)
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2. Ms. Rochelle Newbold
National Project Coordinator
GEF FSP Marine Protected Areas Bahamas
Ministry of Housing and Environment
Charlotte House, Shirley and Charlotte St.
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Nassau, Bahamas
Email: c/o philipweech@bahamas.gov.bs
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5. Mr. Yabanex Batista
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6. Mr. Philip Weech (Director)
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7. Mr. David Cates
Permanent Secretary, Act.
Ministry of Housing and Environment
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8. Mrs. Lourey Smith (Chair BPAF)
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14. Ms. Lakeshia Anderson
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15. Mr. Michael Braynen (Director)
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16. Mrs. Stacey Moultrie
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19. Mrs. Gail Lockhart-Charles
Attorney-at-law
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20. Mr. Rich Wilson
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21. Ms. Hayley-Jo Carr B.A. (Hons)
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22. Mr. Hartman Rolle
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PROJECT COSTS AND CO-FINANCING TABLES

Summary of project expenditures

	Component/ Sub-component/ Output	Estimated cost at design	Actual cost	Expenditure ratio (actual/planned)
10	Project Human Resource Component	332,500.00	331,220.10	1.00
20	Sub Contract Component	921,000.00	873,956.92	0.95
30	Training Component	128,500.00	56,835.17	0.44
40	Equipment and Premises Component	51,000.00	3,062.00	0.06
50	Miscellaneous Component	767,000.00	144,882.64	0.19
99	Grand Total	2200,000.00	1409,956.83	0.64

Some challenges, due primarily to changes in the accounting system at UNEP, were encountered in completing the Financial Audit. As such, it was completed after the evaluation exercise and the word coming out of that exercise is that no issues of concerns were flagged. This could not be verified since no documents were shared with the evaluator.

Summary of project co-financing

Co-financing (Type/Source)	IA own Financing (UNEP) (mill US\$)		Government (BEST, DMR) (mill US\$)		Other* (KfW, BNT TNC) (mill US\$)		Total (mill US\$)		Total Disbursed (mill US\$)
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	
Grants	0	\$70,426	0	0	0	\$520,000 ²⁸	0	\$590,426	\$590,426
Loans	0	0	0	0	0	0	0	0	0
Credits	0	0	0	0	0	0	0	0	0
Equity investment	0	0	0	0	0	0	0	0	0
In-kind support	0	0	\$510,000	\$1,147,442 ²⁹	\$250,000	\$507,104 ³⁰	\$760,000	\$1,654,546	\$1,654,546
Cash			\$2,000,800	\$500,800 ³¹	\$5,000,800	\$1,639,263 ³²	\$7,001,600	\$2,501,600	\$2,001,600 ³³
TOTALS	0	\$70,426	\$2,510,800	\$1,648,242	\$5,250,800	\$2,666,367	\$7,761,600	\$4,746,572	\$4,246,572

²⁸ These additional grants (\$375,000-Summit Series and \$145,000-Wiatt Foundation) were raised by TNC and used for the purposes of closing the funding gap for conservation finance as per outcome 1).

²⁹ Funds representing \$988,710 from BEST and \$158,732 from DMR

³⁰ Funds representing \$350,400.79 from BNT and \$156,703.19 from TNC

³¹ This includes the previous year's commitment from the Treasury of The Bahamas for an installment \$500,000 to the BPAF.

³² This includes \$667,000 and 887,752.84 which TNC has raised for the CBF and has indicatively set aside for The Bahamas (as per e-mail from Sheldon Cohen, TNC) \$400 cash per the PCA for TNC and \$400 cash per the PCA for BNT and \$83,710 of BNT raised funds

³³ The \$500,000 from Treasury is not considered disbursed.

ANNEX VI. SUMMARY OF EVALUATION CRITERIA, ASSESSMENT AND RATINGS

Criterion	Summary Assessment	Ref.	Rating
A. Strategic relevance	The project is highly relevant given the fact that it is aligned with UNEP's strategy, policy and mandate as it relates to ecosystem management, GEF's focal areas – catalyse sustainability of protected areas and ensure sustainable financing of PA systems. More importantly, it has great relevance in that it seeks to build a Sustainable National Marine Protected Area Network for The Bahamas and thus enable the country to meet its commitments under the CBD PoWPA, and is supportive of the CCI.	3.1	HS
B. Achievement of outputs	Most of the outputs, including the establishment of BPAF, pilot projects, strengthening and expanding the MPA network, development of an effective monitoring and evaluation regime, and presentation of scientific papers have been successfully accomplished.	3.2	S
C. Effectiveness: Attainment of objectives and planned results	Though BPAF was established and laid the foundation for the creation of a sustainable funding mechanism, it is still not fully operational as capitalization of the Trust Fund has not been concluded. Also, while the country has met and exceeded its targets for new PAs, these have not been fully gazetted, even though the project received a sixteen month extension. The gazettement of the protected areas is, however, ongoing, and it is anticipated that these time-consuming activities will be completed before the end of the year.	3.3	MS
1. Achievement of direct outcomes as defined in the reconstructed TOC	Most of the outputs were successfully accomplished but, the direct outcomes were a little short of expectations. The BPAF was legally established, however, no additional funds were secured and there was no impact on the reduction of the funding gap as envisaged.	3.3.1	MS
2. Likelihood of impact using ROTI approach	The project's intended outcomes have only been partially delivered. Whilst it is highly likely that all the outcomes will eventually be delivered, it is also highly likely that the funding gap will take a much longer time to be realised, if at all. It is too early to assess documented changes in environmental status given that those results are beyond the life of the project. However, the rigorous, scientific methodologies used to identify and select those new areas, the training provided in PA and the database of information gathered has served to enhance the capacity of local personnel in PA management and improve management effectiveness.	3.3.2	L
3. Achievement of formal project objectives as presented in the Project Document.	Looking only at those objectives, in isolation of the larger primary goal, it is fair to state that the objectives were realistic, and were met, notwithstanding the very ambitious (closing the funding gap) nature of this project and its inherent (physical and political) challenges.	3.3.3	MS
D. Sustainability and replication			

Criterion	Summary Assessment	Ref.	Rating
1. Socio-political sustainability	With the establishment of BPAF and the formal announcement of the establishment of the expanded park network, by GOB, two critical ingredients - the legislative and political framework in support of the parks network were satisfied. In moving forward it is anticipated that the goodwill created as a result of this project and initiatives to involve the wider community will create opportunities for public and private sector cooperation.	3.4.1	L
2. Financial resources	A significant part of building a sustainable MPA Network is the need for a continued flow of financial resources. Whilst several sources of financial support have been identified and pledged (GOB, GEF, CBF), they will only become available when the Trust Fund has been capitalized. However, with the project coming to an end and other sources of revenue still to be identified, it is uncertain whether the funding gap will be closed to the extent desired.	3.4.2	ML
3. Institutional framework	The management of PAs in The Bahamas is the responsibility of BNT and DMR. The establishment of BPAF has now created the platform that will ensure some degree of financial sustainability is provided to initiate management measures as required. Whilst it is anticipated that the effectiveness of the NCC in managing the project can and should continue to play a similar coordinating role, there is a need for a more formal set of arrangements to guide this coordinating role.	3.4.3	L
4. Environmental sustainability	The project has had a significant impact by helping to identify responses to some of the major threats (Invasive Alien Species, Climate Change and human use/intrusion) to the management of MPAs.	3.4.4	L
5. Catalytic role and replication	Several initiatives, including the enactment of legislation establishment BPAF and the Endowment Fund, the expansion of the parks network, and the increase in the subvention to BNT, all provide concrete evidence of the project's catalytic effect, giving hope that the overall objectives will be realised.	3.4.5	MS
E. Efficiency	The project was managed efficiently, realising cost savings but most importantly, making use of local expertise at all levels of the project.	3.5	MS
F. Factors affecting project performance			
1. Preparation and readiness	Extensive planning went into the preparation of the project and all partners were aware of what was required. However, the complexity of the tasks and time-consuming nature of the legal requirements for the establishment of the Trust Fund was primarily responsible for the lengthy delay. Changes in government as well as staffing constraints within all of the partner entities also contributed to delays.	3.6.1	MS
2. Project implementation and management	Implementation of the project was consistent with the project document. The early resignation of the first NPC and the six-month delay in obtaining a replacement created some management challenges	3.6.2	MS

Criterion	Summary Assessment	Ref.	Rating
	and delays.		
3. Stakeholders participation, cooperation and partnerships	There was a high level of stakeholder involvement throughout the project involving both governmental and non-governmental agencies and the private sector. Their involvement has laid the foundation for further cooperation in future management initiatives.	3.6.3	HS
4. Communication and public awareness	Though deciding to forego the hiring of the Communications consultant, the NCC made extensive use of the various print and electronic media, particularly social media (Facebook, Twitter and webpage) to highlight activities and achievements of the project. A video demonstrating mangrove and reef rehabilitation captured the top prize at the annual GCFI meeting in 2014, and has been used extensively by local media to highlight the importance of mangroves and coral reefs.	3.6.4	S
5. Country ownership and driven-ness	There is strong ownership both at the higher political level as well as by the entities involved in the execution of the project.	3.6.5	S
6. Financial planning and management	Great use was made of the financial resources available, despite the challenges of implementing a project several years after its approval. Savings made in any one area were justifiably made available in areas where it was deemed insufficient. The Financial Reports were submitted as required and were generally in line with the approved budget.	3.6.6	MS
7. Supervision, guidance and technical backstopping	Supervision was adequately undertaken by the Task Manager utilizing both country visits and submission of written reports. NISP also provided technical support to guide the project along and ensured that commitments were met and satisfied.	3.6.7	HS
8. Monitoring and evaluation		3.6.8	S
i. M&E design	M&E is designed according to UNEP's standard monitoring and evaluation procedure. The project logframe included objectively verifiable indicators of achievements, sources and means of verification for the project objective, outcomes and outputs	3.6.8	S
ii. M&E plan implementation	The NPC, together with NISP assured the operationalization of the M&E system based on the feedback and reports submitted by the different implementing entities.	3.6.8	S
Overall project rating			S

Recommendations

Context	The project document informed that the composition of the NCC should include "representatives from the various pertinent thematic sectors, private sector, NGOs and key project partners, including the Ministry of the Environment, Department of Marine Resources, Bahamas National Trust, The Nature Conservancy". However, the NCC was merged with NISP, which, incidentally was comprised of entities involved in the execution of projects. section 3.2.4 and 3.6.2)
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Recommendation #1	Membership in an NCC should not be limited to just the executing partners but should also include other stakeholder representatives from the private sector and related NGOs/CBOs. Operational guidelines and procedures should be detailed in an MOU.
Responsibility:	UNEP and the Government of The Bahamas
Time-frame:	Design phase for follow-on project
Context:	Sustainability (3.4)
Recommendation #2	Management is evolving and will require some time to develop adequate management protocols and systems given the increase in the number of PAs. However, the system needs resources and partners to further advance its goals. It will be critical, in moving forward, that the partner agencies (NISP and BPAF) build partnerships with other agencies and interest groups (fishermen, tourism sector, dive operators and other local conservation groups) in order to develop both adequate capacity and buy-in and ensure ownership and effective management of the country's vast protected area network (section 3.4 and 3.4.4).
Responsibility	BPAF and NISP
Timeframe	Next two to three years.
Context	Reference has been made to the extensive use of social media (Facebook, Twitter) and electronic means (webpage, radio broadcast and television) in raising awareness at both the local (community and project) and country levels. However, in the absence of a communications specialist and a communications plan, individual NISP partners pursued their own communications plan. (3.6.4).
Recommendation #3	Greater use should be made of social media to raise awareness, at the national level, of a project which can have serious implications for the nation as a whole, and will require their support and buy-in. However, to be effective and reach targeted audiences, a national comprehensive digital plan must be designed, implemented and monitored with a focus on being more interactive in order to maximise the potential of becoming an important medium for product sensitisation, awareness, support and buy-in.
Responsibility	BEST, NISP
Timeframe	Next phase.

Lessons Learned

Context	The GOB was at the forefront of the 20/20 declaration and was one of the founding countries of the CCI. But, as evidence by this project, the gap between setting aside 20 percent of one's sea and land space as protected areas and establishing the mechanisms for its financial sustainability and effective management is quite huge. This point was succinctly made in the MTE which stated that "Policy formulation is a complex process that involves various levels of decision-making, and high level political statements do not automatically lead to policy commitment and implementation".
Lesson #1:	Embracing a concept is not sufficient guarantee of its success and sustainability. A change of government could not only result in very long delays in the continued implementation of projects, but also result in changes or abandonment, the greater the financial challenges of meeting commitments made by a previous administration.
Application:	Setting aside 10% of near shore and marine space as protected areas and establishing a sustainable financing mechanism which would effectively reduce the financing gap as identified.
Context	The 20/20 Declaration embraced by GOB and the platform on which the project was conceptualised essentially locked the country into achieving some outcomes which, in some instances, can be deemed ambitious, particularly in the context of countries with relatively small populations, limited technical capacities and constantly exposed to existential economic and environmental threats.
Lesson #2	Setting aside that quantum of near shore and marine space as PAs will require the development and implementation of management plans, the recruitment and training of

Application	<p>personnel, and the development of adequate monitoring programme to achieve the desired level of effectiveness and intended impacts.</p> <p>Effective management of the increased number of nearshore and marine areas which have now been declared protected areas.</p>
Context	Efforts by the NEA to obtain government commitment to the introduction of various levies have been unsuccessful, with GOB not only directing such funds into the Consolidated Fund, but stating emphatically their refusal to impose more taxes on the tourism sector. The diversion of the promised funds by TNC and KfW was a major blow to the fund-raising efforts of NEA.
Lesson #3	Opportunities for establishing sustainable financing mechanisms for projects in small developing economies are limited, especially when external financial assistance is not forthcoming. This lesson was similarly captured in the MTE, where it was stated that sustainable financing mechanisms "require a favourable economic, fiscal and political environment... in a region such as the Caribbean.
Application	Finance the effective management of the MPA Network
Context	The 2008 SFP noted that the MPA Systems Network will cost USD \$13 million annually which will require the establishment of a sustainable financing mechanism.
Lesson #4	Sustainable financing mechanism can be more effective when pursued jointly as a region. The CBF, with help from TNC has to date raised over \$42 million dollars to assist Caribbean governments in conserving at least 20 percent of their marine environment by 2020.
Application	As a signatory to the CCI and contributor to the CBF, The Bahamas, through BPAF, will receive annual payments in perpetuity from the regional trust fund. This should contribute to the reduction of the funding gap and sustainable financing required.
Context	When the project came to an end on 31 st August, 2015, there were no funds available to commence management of the newly declared PAs.
Lesson #5	Establishment of sustainable financing mechanisms are long-term undertakings and given its integral role in ensuring the management effectiveness this project, there was a compelling reason for the require operational funds to have been in place much earlier in the life of the project such that there would be a seamless transition from the "project phase" to the actual commencement of management of the MPA network.
Application	Project implementation must contain staged triggers which, only when key project outcomes have been realised, would allow for the commencement of the next phase.
Context	The communications budget was deemed insufficient to engage the services of a dedicated communications specialist and it was agreed that each of the partners would initiate public awareness programmes at the project level. It was also noted that no funds were set aside in the budget for a sustained communications and public education awareness campaign.
Lesson #6	Projects such as this, which make such huge demands on the resources of government and, have the potential to have such dramatic impacts on economic and social development in the host country should include a communications component with sufficient resources to ensure that a greater efforts is made at informing the wider public, on the one hand, and obtaining buy-in from policy makers and the wider public.
Application	Much of the project's work in communication should have been targeted at the wider public, policy-makers and senior managers, to strengthen the argument in favour of protected areas and build support for the objectives and intended outcomes
Context	Measureable targets, as indicated in the logical framework, and based on the wider objectives of the CCI, meant that the NEA and partner agencies, were challenged to meet those established targets. When stripped bare, they had no relation to each other, was not based on any sound ecological reasoning, and did not necessarily account for individual country circumstances.
Lesson #7	Targets are useful instruments in development planning and management generally, and in conservation more specifically, but they must be used and applied wisely, and can at times divert attention from more essential objectives. Increasing protected area coverage and enhancing management effectiveness are not necessarily converging and mutually-reinforcing objectives

Application	Having now achieved the 10 percent target the NEA will now have to ensure that sufficient resources are available to implement the management measures which will contribute towards the achievement of intended outcomes and impact.
Context	One of the major noticeable short-coming of the project was the stated capacity constraints among all of the partnering agencies, including BEST, which was the assigned EA. The project made allowance for a NPC who was charged with the responsibility for overall management, including the procurement of consultants, supervising them and preparing various progress and financial reports. When the original NPC resigned, it was six months before a new NPC was hired, thus contributing to some of the delays experienced.
Lesson #8	Entities embarking on undertaking complex projects such as this should be subjected to a staffing assessment to determine their capacity, based on the needs of the project, and efforts made to ensure that adequate funding is provided to sustain the staffing requirements for the duration of the project.
Application	Design and project implementation
Context	Completion of the project was finalised some sixteen months after its first due date. A number of factors, including staff shortages, a lengthy and archaic legislative system and the change of government (section 3.2.4 and 3.6.2) were the main contributing factors.
Lesson #9	Projects, particularly those which require political buy-in, should identify that as a risk and identify mitigation measures including providing additional time during project implementation, to secure the needed political support.
Application	Project design and implementation.

PRESENTATION

Any other communication and outreach tools used to disseminate results (e.g. power point presentations, charts, graphs, videos, case studies, etc.)

CONSULTANT(S) RÉSUMÉ

David A. Simmons is the Principal of SIMMONS & ASSOCIATES a registered consulting practice specializing in environmental policy, planning and management. Mr. Simmons holds a Diploma in Law, University of Wolverhampton, U.K., a Masters in International Relations (Specializing in International Law and Law of the Sea) from Dalhousie University, Halifax, NS., Canada; and, B.A. (Hon.) International Relations, majoring in International Politics and Economics from the University of Windsor, Windsor, Ontario, Canada.

Before going into private practice Mr. Simmons worked with the Caribbean Conservation Association (CCA), a regional, non-governmental organization in Barbados, where, he advised and assisted several governments of the region on various aspects of Environmental Policy, Planning, Management and Sustainable Development. He later assisted with the establishment of the OECS Fisheries Unit (a fore runner to the CARICOM Fisheries Management Unit) and was Project Manager for the implementation of the OECS Solid and Ship-generated Waste Management Project, a US\$50 million GEF funded project which involved the restructuring and establishment of effective institutional, legal and regulatory and operational capacities for solid waste management in six OECS countries.

Mr. Simmons has considerable experience in the areas of institutional analysis and environmental policy planning and management having been contracted to undertake the preparation of several studies including: "Institutional Strengthening of the Environmental Management Authority in the Context of Climate Change (Trinidad and Tobago/IDB, 2014);" "Policy, Legal and Institutional Review for Climate Change Adaptation in the OECS," (OECS, 2012); "Review of the National Environmental Governance System in St. Lucia" as it relates to the obligations emanating from the Revised Treaty of Chaguaramas (CARICOM, 2011); Coordinated the preparation of the "Policy, Legislation and Institutional Arrangements for Solid Waste Management in Belize" (Gov. of Belize, 2010); prepared the Environmental Management Framework document for St. Lucia (Government of Saint Lucia, 2008)

More recently he has been involved in the preparation of the Terminal Evaluation of the GEF/UNEP funded "Regional Support for the Caribbean Challenge Initiative (2014)", Terminal evaluation of the GEF funded "Integrated Watershed and Coastal Areas Management (IWCAM, 2012) programme, in Caribbean Small Island Developing States and providing editorial review of the "Green Economy in SIDS (2011)" report which articulated the opportunities and enabling conditions for transitioning to a Green Economy in SIDS.

Mr. Simmons has written and edited several publications and presented papers at several distinguished gatherings. Among these is a paper entitled "Climate Change Governance Architecture in Caribbean Jurisdictions" which he presented at the Earth System Governance Conference in Tokyo, Japan, in January 2013, and a 1991 publication "Caribbean Ecology and Economics" which he co-edited with the late Professor Norman Girvan.