

Terminal Evaluation Review form, GEF Evaluation Office, APR 2014

1. Project Data

Summary project data			
GEF project ID		366	
GEF Agency project ID		COL/92/G31	
GEF Replenishment Phase		Pilot Phase	
Lead GEF Agency (include all for joint projects)		UNDP	
Project name		Conservation of Biodiversity in the Choco Biogeographic Region	
Country/Countries		Colombia	
Region		LAC	
Focal area		Biodiversity	
Operational Program or Strategic Priorities/Objectives		OP 3- Forest Ecosystems	
Executing agencies involved		INDERENA (Instituto de Recursos Naturales y del Ambiente)	
NGOs/CBOs involvement		Various civil society and community organizations were involved in this project, predominantly as beneficiaries and the subjects of project support.	
Private sector involvement		None noted in TE or Project Document.	
CEO Endorsement (FSP) /Approval date (MSP)		1 May 1991 (PMIS, date of project approval)	
Effectiveness date / project start		29 September 1992 (PMIS)	
Expected date of project completion (at start)		1 January 1998 (PMIS)	
Actual date of project completion		1998 (TE)	
Project Financing			
		At Endorsement (US \$M)	At Completion (US \$M)
Project Preparation Grant	GEF funding		
	Co-financing		
GEF Project Grant		\$6M	\$6M
Co-financing	IA own		n/a
	Government		\$3M (Swiss Government)
	Other multi- /bi-laterals		n/a
	Private sector		n/a
	NGOs/CSOs		n/a
Total GEF funding		\$6M	\$6M
Total Co-financing		\$3M	\$3M
Total project funding (GEF grant(s) + co-financing)		\$9M	\$9M
Terminal evaluation/review information			
TE completion date		April 1999	
TE submission date		April 1999	
Author of TE		Manuel A. Ríos, Peter R. Wilshusen	
TER completion date		September 25, 2014	
TER prepared by		Dania M Trespalacios	
TER peer review by (if GEF EO review)		Joshua Schneck	

2. Summary of Project Ratings

Criteria	Final PIR	IA Terminal Evaluation	IA Evaluation Office Review	GEF EO Review
Project Outcomes	n/a	N/R	N/R	MS
Sustainability of Outcomes	n/a	N/R	N/R	L
M&E Design	n/a	N/R	N/R	U
M&E Implementation	n/a	N/R	N/R	MS
Quality of Implementation	n/a	N/R	N/R	MU
Quality of Execution	n/a	N/R	N/R	MS
Quality of the Terminal Evaluation Report	n/a	-	N/R	S

3. Project Objectives

3.1 Global Environmental Objectives of the project:

The global environmental objective is the preservation of the biological richness of the Chocó Biogeographic Region of Colombia. (Project Document pg. 2) Colombia's biodiversity richness is particularly concentrated in the Chocó region and the neighboring Amazon, due to an unusual confluence of climatic, biophysical and socioeconomic factors. The region has the highest rainfall in the world, with very high concentrations of bird, mammal, reptile and plant species, and a high rate of endemic species. This has been the last region to undergo economic development, which has permitted the conservation of rich biodiversity that is now threatened with further development. (Project Document pg. 2-3)

3.2 Development Objectives of the project:

The development objective of this project is to provide tools to the Chocó Biogeographic Region of Colombia that would enable the consolidation of a new development strategy, based on scientific knowledge. The project would identify biodiversity management options that will guarantee the sustainable use and protection of biodiversity, in concert with local communities. (Project Document pg. 33, TE pg. 6). Specific project outputs include greater knowledge of the region's biodiversity and socioeconomic character and pressures, increased community participation in governance and management, increased operational capacity of research and governance institutions, and the development of economically profitable and ecologically sustainable community projects.

3.3 Were there any **changes** in the Global Environmental Objectives, Development Objectives, or other activities during implementation?

There were revisions to the Global Development Objectives in this project. In 1995, two years after project start, and after an agreement between the project management and the representatives of Afro and Indigenous communities, the global objective was revised:

"The Biopacific Project would create a strategy for the knowledge, use, management and conservation of the biodiversity in the Colombian Pacific. This strategy would be incorporated into local, regional and national development policies, to protect the cultural and biological patrimony of the Nation and of the ethnic groups of the Colombian Pacific, and to build alternate development models." (TE pg. 18)

In effect, there were few changes to the specific project objectives of the project. Rather, this revision of objectives reflects a change of focus, in which the engagement with community stakeholders and the contribution to stakeholder wellbeing gains importance. The result of this revision of objectives contributed to the final success of the project, as increased community participation also increased local ownership in project objectives.

4. GEF EO assessment of Outcomes and Sustainability

Please refer to the GEF Terminal Evaluation Review Guidelines for detail on the criteria for ratings.

Relevance can receive either a Satisfactory or Unsatisfactory rating. For Effectiveness and Cost efficiency, a six point rating scale is used (Highly Satisfactory to Highly Unsatisfactory), or Unable to Assess. Sustainability ratings are assessed on a four-point scale: Likely=no or negligible risk; Moderately Likely=low risk; Moderately Unlikely=substantial risks; Unlikely=high risk. In assessing a Sustainability rating please note if, and to what degree, sustainability of project outcomes is threatened by financial, sociopolitical, institutional/governance, or environmental factors.

Please justify ratings in the space below each box.

4.1 Relevance	Rating: Satisfactory
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This project is consistent with the GEF’s biodiversity focal area strategies and with the GEF’s Operational Program for Forest Ecosystems (OP3). This project contributes to the conservation of biodiversity in Colombia’s Chocó Biogeographic Region, a region with particularly high biodiversity richness, and a high rate of endemic species.

The project is also consistent with country priorities. The Project Document explains that Colombia’s new environmental policy, which aims to preserve environmental richness for future generations, includes objectives on strengthening biodiversity knowledge through scientific investigation, and on generating alternative uses of national resources that are socially, economically and ecologically sustainable. (Project Document pg. 8) The project supports Colombia’s new “Plan Pacífico” policy for the sustainable development of the Pacific region of Colombia, and the Pacific Forest Action Plan (Plan de Acción Forestal para el Pacífico, PAFC Pacífico). (Project Document pg. 9) The project will contribute to the National Plan for Prevention, Eradication and Control of Cholera; the Basic Primary Education Program; the Promotion and Diffusion of Culture Program; the Plan for Housing Improvement and Auto-construction Credit; the National Rehabilitation Plan; the Integrated Development Plan for the Pacific (PLADEICOP); and various projects on behalf of indigenous communities. (Project Document pg. 9-12)

4.2 Effectiveness	Rating: Moderately Satisfactory
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The actual project outcomes are commensurate with the expected outcomes as described in the Project Document, and correspond to the original project objectives. The TE reports that the majority of the planned activities were successfully accomplished under the 1995-1997 annual operative plan. (TE pg. 7, 35)

The Project Document lists ten project objectives, 38 expected results and more than 100 specific activities. (Project Document pg. 33-50) During the course of the project, these ten project objectives were reorganized into four thematic areas of work: knowledge, valuation, mobilization, formulation. (TE pg. 28-29). Thus the TE lists the original ten project objectives organized by these four thematic areas, and does not list or speak directly about the expected results and specific activities prescribed in the Project Document.

The TE then lists specific accomplishments in each of four specific regions in which the project was implemented- El Chocó, El Valle del Cauca, Cauca, and Nariño- but does not tie these accomplishments to specific project objectives. (TE pg. 12-15)

The project’s 10 objectives are listed below, with the TE’s ratings for each objective. The notes column first provides a paragraph with explanatory justifications for ratings given by the TE. Then the TER reviewer lists specific regional accomplishments that supported that particular objective, in an effort to both link specific accomplishments to project objectives, and to determine whether there is sufficient evidence to justify the TE’s ratings.

Objective	TE Rating (pg. 10-11)	Justification & Regional Accomplishments
1- Develop a basic diagnosis of the physical, biological and anthropogenic factors that affect the conservation and management of the region’s biodiversity.	Satisfactory	The TE notes that the project produced important information for the planning process. The TE questions where or how this information will be “appropriated” by the various planning processes, and hypothesizes that the Instituto de Investigaciones del Pacífico might be the adequate entity for this task. (TE pg. 8)
2- Characterize the biodiversity of the region, and the structure and functioning of its ecosystems.	Satisfactory	<p>The TE notes that the successful achievement of this objective has enabled the successful achievement of Objective #1. It also notes that the characterization of the structure and function of ecosystems will be useful beyond the life of this project. (TE pg. 8)</p> <ul style="list-style-type: none"> • Chocó: Permanent Research Zones established. (TE pg. 12) • Nariño: Scientific Expedition to the Mangrove Coastal Corridor, including participatory activities with communities. (TE pg. 14) • Valle del Cauca: Activities to safeguard the local culture (folklore, myths, legends, etc.) , and to train teachers. (TE pg. 13)
3- In concert with local communities, determine the current and potential use of biodiversity, and the economic potential for the region’s inhabitants and the country.	Satisfactory	<p>The TE notes that the project had few but very important “experiences” on export markets for biodiversity resources, and on sustainable production of wild animals. (TE pg.8)</p> <ul style="list-style-type: none"> • Chocó, Valle del Cauca: Evaluation of traditional production systems. (TE pg. 12) • Chocó, Valle del Cauca: Use of wild animals as bioindicators to determine best land uses. (TE pg. 12) • Cauca: Establishment of the Matamba and Guasa Organizations Network of women led organizations

		<p>that identify medicinal and nutritious plants, and decrease dependence on imported products. (TE pg. 13)</p> <ul style="list-style-type: none"> • Nariño: Various evaluations of the impact of natural resource extraction, including cacao, coconut, African palm, shrimp aquaculture. (TE pg. 14) • Nariño: Recovery of various traditional rice seed lines (TE pg. 14)
4- Develop and implement economically profitable community projects through the design and experimentation with models for forest management, conservation land uses, alternate production systems for aquaculture, agroforestry and animal husbandry.	Unsatisfactory	<p>The TE notes that the project’s process for this objective was lengthy and overly cautious, involving initial assessments, identification processes and experimental stages, and thus could not respond to immediate local needs. The TE notes that, although a cautionary approach is good practice, there are known global demands for tropical natural resources (e.g. sustainable products, local artisan crafts) that should have guided experimental pilot projects from the start. (TE pg. 9)</p>
5- Enable community participation, of both public and private institutions, in project implementation, especially in the planning and zoning processes, whose results would be implemented after the project.	Highly Satisfactory	<p>The TE notes that various organizations and persons expressed concern over the lack of community participation. The TE notes that the dialogue established with Afro and Indigenous communities was highly satisfactory, but that there is still no mechanism that includes public institutions and the private sector. According to the TE, even though the project took almost three years in becoming involved in community organizing processes, the project adapted to changing circumstances and produced work plans in concert with local groups. The TE notes that the project’s model of community participation (“el estilo PBP”) has and will have an influence on the planning and public participation processes of regional development. (TE pg. 9)</p> <ul style="list-style-type: none"> • Valle del Cauca: Participation processes were high among local/regional groups during the formulation of the Sustainable Development Plan for the Rio Calima Watershed. (TE pg. 13)
6- Contribute information to the Ecological Zoning of the Chocó Region, and to the formulation of strategies for biodiversity protection and sustainable development.	Satisfactory	<p>The TE notes that the successful achievement of this objective depends on the various planning entities taking ownership of these zoning proposals, or incorporating the information into planning processes. (TE pg. 8) But the TE does not comment on whether there is evidence that this crucial step was taken.</p> <ul style="list-style-type: none"> • Valle del Cauca: Identification of conservation zones and restoration zones. (TE pg. 12) • Nariño: Strategic management plans formulated for Gran Cumbal Community Reserve, Chimbuza Lagoon, and Cortina Verde Mandela Natural Reserve. (TE pg. 14)

<p>7- Strengthen the capacity of scientific, municipal, public and community institutions, to benefit the research, management, protection and best use of biodiversity.</p>	<p>Unsatisfactory</p>	<p>The TE notes that even 6 years after the start of the project, it has had very little effect on the capacity of scientific institutions, municipalities, public institutions and communities in the region. The TE notes that the project's Center for Information and Documentation is not the best way to strengthen local and regional organizations. The end users of the Center must learn about its existence and be aware of their ability to access the Center's resources any time. (TE pg. 9-10)</p> <ul style="list-style-type: none"> • Chocó: Training and capacity building of personnel as observers of raptors as bioindicators. (TE pg. 12) • Chocó: The Indigenous Biological Research Center of Amené was established. (TE pg. 12) • Chocó: Demand for educational activities established. (TE pg. 12) • Valle del Cauca: strengthening of local organizations through participation in monitoring and evaluation of resources, design of management plans, structuring of management mechanisms, reactivation of Ethnic Pathway Committees. (TE pg. 13) • Cauca: 80 teachers trained in biodiversity and environment issues. Environmental school projects include native species protection and traditional production. (TE pg. 13) • Cauca: 200 people trained in issues of law, women and the environment, now better prepared to participate in local/regional development. (TE pg. 13) • Cauca: Strengthening of: ASPPRODESA organization of the Saija River; Santa Bárbara del Mar feminine organization; formation of the Rio Timbiquí Territorial Ethnic organization; Mangrove Management Plan in Santa Bárbara del Mar, and the Territorial and Sociocultural Diagnostic of the Eperara-Siapidara People. (TE pg. 14)
<p>8- Establish a dynamic communications system in the operations of the project, including communication of project results to scientific and national audiences.</p>	<p>Not Rated</p>	<p>The TE does not list Objective 8, nor does it discuss it or rate it. Listed below are project achievements that support this particular objective.</p> <ul style="list-style-type: none"> • Chocó: Importance and value was given to journalists and communicators (TE pg. 12) • Valle del Cauca: Training of community leaders in design, production and distribution of communication resources. (TE pg. 13) • Cauca: Communication Committees established in Puerto Saija, Timbiquí, Noanamito, Naranjo Micay, Guapi. (TE pg. 13)

9- Consolidate the legal base for definitions, policies and strategies on land use, tenancy and ownership in the Colombian Pacific, and on biodiversity protection as regards patents and intellectual property.	Satisfactory	The TE evaluators note that they have not been able to directly observe the achievement of this objective, but that they consider the objective satisfactorily accomplished due to content included in the UNDP/GEF PIR Report 98. This report is not available to the TER reviewer. The TE notes that the project has had an important role in the identification of complex challenges involved in land tenancy and land use issues, and on issues of biodiversity protection as regards patents and intellectual property. The TE notes that adequate involvement in these two issues was beyond the reach of this project, even though these two issues are very important to Afro and Indigenous communities. (TE pg. 9)
10 – Develop the Work Plan for the Second Phase of the project.	Highly Satisfactory	The second phase of this project will be carried out by the Instituto de Investigaciones del Pacífico (IIAP). This Institute, created by the project, had developed a strategic plan to implement the second phase of the project by the first phase’s completion. (TE pg. 10)

Of the original 10 project objectives, the TE rates 2 as highly satisfactory, 5 as satisfactory, 2 as unsatisfactory, and fails to rate objective 8. However, a closer look at the successful activities supporting objectives 7 and 8 (rated unsatisfactory, and not rated, respectively, by the TE) indicate that the project was successful in furthering both objectives 7 and 8. A closer look at the notes for objectives 4 and 9 reveals that the TE does not provide any evidence for successful project activities that would contribute to these objectives, thus these project components should be considered incomplete or unsatisfactory. Thus, it seems 8 project components were successfully achieved, and 2 were not.

This project consisted of a group of activities that aimed to enable the protection and sustainable use of biodiversity in the Colombian Pacific. The TE summarizes the main accomplishments of this project as:

- Greater and better scientific knowledge of the region (TE pg. 35)
- Evaluation of the natural and human pressures in the region (TE pg. 36)
- Pilot projects for intelligent use of biodiversity (TE pg. 36)
- Proposed natural areas for protection or for use of wild resources (TE pg. 36)
- Support for the establishment of indigenous scientific infrastructure. (TE pg. 36)

These accomplishments fulfill many of the objectives and ultimate goals of this project.

The Project Document specified that community engagement and participation was to be a major component and end goal of the project, but it did not provide any strategy or methodology to achieve this component, and did not incorporate this component into the structure of the project. (TE pg. 18) The TE describes that the project team eventually developed a participatory approach throughout project implementation. This was a laudable

accomplishment, particularly because it was forged through trial and error and with no existing guide.

Despite the difficulties faced with inadequate and overly ambitious project design, slow and problematic project implementation, and a difficult socio-political environment, this project accomplished most of its objectives, and secured support and resources for a second phase. The project had moderate shortcomings in its effectiveness, and thus project effectiveness is rated as moderately satisfactory.

4.3 Efficiency	Rating: Moderately Unsatisfactory
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The TE states that project implementation and execution were continuously plagued with delays and faulty project execution, cancelled and incomplete agreements, and a lack of information in the establishment of budget limits for agreed projects. (TE pg. 16) Because of many unexpected and unanticipated challenges, the unplanned additional costs of personnel and financial resources were very high. (TE pg. 15) Project implementation was problematic and slow due to a faulty initial project design, a difficult socio-political environment, and a lack of initial capacity of implementing agencies.

The TE reports that the total budget of \$9 million USD was used in the following way: 35% for project personnel, 33% for subcontractors, 12% for capacity building, 7% for equipment, 5% for publications and reports, 3% for administration, 5% for miscellaneous costs. (TE pg. 7, 35). Although the TE does not suggest any misuse of funds, it does not clarify what these funds were used for.

Despite the achievements of this project, the TE very clearly documents noticeable shortcomings in project efficiency, including severe project delays and inefficiencies. Thus project efficiency is rated as moderately unsatisfactory.

4.4 Sustainability	Rating: Likely
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The TE does not explicitly discuss the sustainability of project activities. Project sustainability is only directly discussed on page 92, as the TE explains that the Colombia government agreed to implement the “Program for the Sustainable Use and Conservation of Biodiversity in the Colombian Biogeographic Pacific Region” after 1998, to ensure the sustainability of the progress achieved during this Biogeographic Pacific Project. (TE pg. 92) During the approval of the project document, the Colombian government committed US\$3 million towards an expected second phase of this project, to which this project would represent the first phase. (Project Document pg. 1, TE pg. 6)

Due to the high success rate of many of the project’s activities, and to the already existing funds and agreements for a second phase of the project, the sustainability of the achievements of this project is rated as likely.

5. Processes and factors affecting attainment of project outcomes

5.1 Co-financing. To what extent was the reported co-financing essential to the achievement of GEF objectives? If there was a difference in the level of expected co-financing and actual co-financing, then what were the reasons for it? Did the extent of materialization of co-financing affect project's outcomes and/or sustainability? If so, in what ways and through what causal linkages?

The co-financing amount of \$3 million USD represented 1/3 of the total project budget, thus co-financing was essential to the achievement of GEF objectives. There was no difference between expected and actual co-financing.

5.2 Project extensions and/or delays. If there were delays in project implementation and completion, then what were the reasons for it? Did the delay affect the project's outcomes and/or sustainability? If so, in what ways and through what causal linkages?

The TE describes that project implementation and execution was continuously plagued with delays and faulty project execution, cancelled and incomplete agreements, and a lack of information in the establishment of budget limits for agreed projects. (TE pg. 16) The project delays

5.3 Country ownership. Assess the extent to which country ownership has affected project outcomes and sustainability? Describe the ways in which it affected outcomes and sustainability, highlighting the causal links:

By the time of project approval, the Colombian Government had committed \$3 million USD towards a second phase of the project that would begin immediately after project completion. The TE confirms that this commitment was being honored by project end. This commitment, combined with the high relevance of this project to many other Colombian policies and programs, indicates that there is significant country ownership of this project. The TE does not discuss whether or how this country ownership affects project outcomes, although it certainly does affect project sustainability in a positive way.

6. Assessment of project's Monitoring and Evaluation system

Ratings are assessed on a six point scale: Highly Satisfactory=no shortcomings in this M&E component; Satisfactory=minor shortcomings in this M&E component; Moderately Satisfactory=moderate shortcomings in this M&E component; Moderately Unsatisfactory=significant shortcomings in this M&E component; Unsatisfactory=major shortcomings in this M&E component; Highly Unsatisfactory=there were no project M&E systems.

6.1 M&E Design at entry	Rating: Unsatisfactory
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The Project Document states that the project would be subject to monitoring and evaluation by the "administrative agencies", including the GEF STAP (Scientific and Technical Advisory Panel), and recommends the following activities (Project Document pg. 54-55)

- the project's Technical Committee would act as a monitoring and evaluation mechanism
- the Directive Committee and GEF personnel would lead evaluations each semester (the specific timing of a semester is not specified in the Project Document). The project's

national coordinator would submit an evaluation report at each of these semester evaluations.

- the project would create a final report (terminal evaluation), and a work plan for the second phase of the project
- the project's progress would be reported to the GEF-UNDP periodically through reports prepared by the national coordinator

Project Document's recommended monitoring and evaluation strategy is vague and insufficient. The TE states that the Project Document does not provide any specific strategy for monitoring and evaluation, and comments that this lack of monitoring program exemplifies the disconnect between the group that designed the project, and the socio-economic and political conditions of the project area. (TE pg. 18, 19) The Project Document does not include an assigned budget or specific timelines for evaluation deliverables, and does not stress the importance of these activities.

Thus, M&E Design at entry is rated unsatisfactory.

6.2 M&E Implementation	Rating: Moderately Satisfactory
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As noted above, the Project Document did not provide an adequate monitoring and evaluation strategy, thus during the first two years of the project, there was no strategic M&E system. Instead the project followed a methodology of trial and error that, combined with contextual challenges, severely delayed the project's execution. (TE pg. 16)

Towards the end of 1994, the project's technical team established an interactive monitoring program with the support of COSUDE (Swiss Cooperation for Development, a Swiss consulting group). The new monitoring program created innovative elements, including a financial management system and project execution system that interacted with each other, and socialization and auto-evaluation activities with community subcontractor groups. (TE pg. 16, 19) The TE comments on the notable ability of the project to develop a monitoring and evaluation system during project implementation that is useful enough to be replicated in other contexts. (TE pg. 19)

The project's first external evaluation severely criticized the lack of participation and shared decision making by representatives of the Afro and Indigenous communities, particularly as this was one of the main goals of this project. As a result, each new annual operative plan proposed new processes to increase community participation. (TE pg. 17) The project succeeded in establishing a dialogue with representatives of the Afro and Indigenous community organizations, and this dialogue in turn informed subsequent annual operative plans. The TE notes that this is an important accomplishment for the project, as it created a method for future interventions in the region. (TE pg. 17)

In summary, during implementation the project developed a useful and replicable monitoring and evaluation plan, and continually revised its strategies and operations based on stakeholder feedback to adapt to conditions and improve its effectiveness. This is commendable especially because the project began with no M&E system to speak of. Thus M&E implementation is rated moderately satisfactory.

7. Assessment of project implementation and execution

Quality of Implementation includes the quality of project design, as well as the quality of supervision and assistance provided by implementing agency(s) to execution agencies throughout project implementation. Quality of Execution covers the effectiveness of the executing agency(s) in performing its roles and responsibilities. In both instances, the focus is upon factors that are largely within the control of the respective implementing and executing agency(s). A six point rating scale is used (Highly Satisfactory to Highly Unsatisfactory), or Unable to Assess.

Please justify ratings in the space below each box.

7.1 Quality of Project Implementation	Rating: Moderately Unsatisfactory
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It is important to note that the TE very rarely distinguishes between the performance of the UNDP as the project implementer, and the performance of INDERENA as the project executor. Instead, the TE refers to PBP, or Biopacific Project, as one entity, containing both representatives of UNDP and INDERENA. One exception appears on pg. 20: “The necessary and permanent links between the Biopacific Project, the UNDP, and the Ministry of Environment produced a bureaucratic jam for the disbursement of funds during the annual operative plan of 1995-1997. The subcontracting of community groups was a new strategy for all three principal actors.”

To rate project implementation, we begin with a problematic Project Document that prescribed very ambitious goals- including the integration of activities and processes between civil society, indigenous communities, and government institutions- with either vague or inexistent pathways to achieve these goals. (TE pg. 18, 19, 20) The TE explains that the Project Document was created by a small group of technical experts with little consultation with stakeholders. This faulty project design did not provide a process to ensure that the project would be responsive to regional dynamics during implementation. (TE pg. 20) As a result of an overly ambitious project design, an unnecessary investment of time and resources spent in organizing the executive structure of the project caused delays in the start of the project. The TE comments that these delays weakened the image of the GEF as an efficient and effective contributor to national/regional development. (TE pg. 18)

Project implementation was in general very slow, due to a rapidly changing socio-political and institutional environment, and to the “confusion” caused by a vague and ambitious Project Document. During the first two years, there was a high turnover rate in the project management staff, which caused unexpected delays in the information and consultative processes with higher level management. Because of the failure to create an efficient system to channel funds and resources, the majority of activities of the Biopacific Project were stalled for many months. (TE pg. 20)

During project implementation, and with each new annual operating plan, many of these challenges and problems were slowly addressed. The original objectives, expected results and specific activities of the Project Document were streamlined during the first two years of the project, into various objectives grouped under 4 thematic areas. Subsequent annual operating plans included an innovative and participatory approach that “established an important methodology for future projects in the region”. In particular, changes implemented after the annual operating plan of 1995-1997 transformed community participation from a method to an

end goal, in line with the project’s original goals. (TE pg. 20) The project created the Regional Advisory Committees and included ethnic organizations in decision making processes. New project organizational entities were created with flexible structures and inclusive participation. (TE pg. 20) These adaptive changes had a positive effect on project functioning, as pressure was placed on budget resources to ensure the execution of important activities. (TE pg. 15)

But despite the improvement in planning processes, the project experienced delayed and faulty project execution, cancelled and incomplete agreements, and a lack of information in the establishment of budget limits for agreed projects. (TE pg. 16) On account of noticeable shortcomings, project implementation is rated as moderately unsatisfactory.

7.2 Quality of Project Execution	Rating: Moderately Satisfactory
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The TE describes project execution and management as in a constant state of adaptation to socio-political and institutional change. During the first two years, the project lacked a systemic management strategy to integrate the diverse components of the project and guide project actions. It became evident that the operative capacity of the technical, administrative and management structures were overwhelmed by the territorial and socio-economic complexity of the project area. (TE pg. 15) Perhaps because of this reason, a coordination-information mechanism prescribed by objective 8 was never realized.

After the restructuring of the project in 1995 and the third annual operative plan, the management capacity of the project increased: territorially based programs increased programmatic integration; the operative plan became a planning tool; there was an internal monitoring system with a database; and there was a wider team making decisions. (TE pg. 16)

The TE attributes the ability of the project to survive diverse socio-political and administrative challenges to the project’s team, characterized by high capacity and dedication. (TE pg. 19) The TE notes that the high quality and positive predisposition of the executing team minimized much of the tension caused by the difficulties and complications that faced the execution of this project. (TE pg. 16)

When considering the poor project design, high turnover rate in project management, and general inefficient or ineffective project management and direction, it is notable that the project was completed by the expected completion date, that most objectives were successfully completed, and that the project provided a base on which to continue the planned operations of phase 2. Project execution is rated as moderately satisfactory on balance.

8. Assessment of Project Impacts

Note - In instances where information on any impact related topic is not provided in the terminal evaluations, the reviewer should indicate in the relevant sections below that this is indeed the case and identify the information gaps. When providing information on topics

related to impact, please cite the page number of the terminal evaluation from where the information is sourced.

8.1 Environmental Change. Describe the changes in **environmental stress and environmental status** that occurred by the end of the project. Include both quantitative and qualitative changes documented, sources of information for these changes, and how project activities contributed to or hindered these changes. Also include how contextual factors have contributed to or hindered these changes.

The TE does not mention or provide any evidence of changes in environmental stress or environmental status. Though new management plans and significant improvements in the environmental management capacity of the region may indeed result in improved environmental status, there is no direct evidence of this provided in the TE.

8.2 Socioeconomic change. Describe any changes in human well-being (income, education, health, community relationships, etc.) that occurred by the end of the project. Include both quantitative and qualitative changes documented, sources of information for these changes, and how project activities contributed to or hindered these changes. Also include how contextual factors have contributed to or hindered these changes.

The TE documents widespread changes in the social organization in the regions where the project was implemented, including the creation of new organizations, the strengthening of existing ones, and the creation of networks of organization with increased bargaining power. This is documented in this TER in various bullet points listed under section 8.3, "Capacities". Thus it is possible to conclude that this project improved community relationships, and thus caused significant socioeconomic change.

8.3 Capacity and governance changes. Describe notable **changes in capacities and governance that can lead to large-scale action** (both mass and legislative) bringing about positive environmental change. "Capacities" include awareness, knowledge, skills, infrastructure, and environmental monitoring systems, among others. "Governance" refers to decision-making processes, structures and systems, including access to and use of information, and thus would include laws, administrative bodies, trust-building and conflict resolution processes, information-sharing systems, etc. Indicate how project activities contributed to/ hindered these changes, as well as how contextual factors have influenced these changes.

a) Capacities (awareness, knowledge, skills, infrastructure, environmental monitoring systems)

The TE lists the following project accomplishments related to capacities:

- Publication of various studies, including : "Walschburger, T. Y Herrera, M. *Conocimiento, Investigación y Conservación de la Biodiversidad en el Chocó Biogeográfico Colombiano*", which includes a biogeographic zoning based on hydrological watersheds, and "Mahecha Vega, Gilberto. *Fundamentos y Metodología para la identificación de plantas*", which includes methodologies and tools to identify plants and their traditional uses. (TE pg. 36)
- Environmental geological study of Quibdó. (TE pg. 37)
- Production of flora and fauna inventories, including inventories for coleoptera, entomofauna, and entities that cause agricultural plagues. (TE pg. 37)
- Evaluation of traditional production systems, including the use of wild fauna, and the determination of adequate size of territories for their sustainable use, concentrated in the

Afro communities of Nariño, Valle and Chocó, and in the peasant Andean communities of Nariño. (TE pg. 37)

- Evaluation and environmental impact assessment of the main productive activities, including those involving wood, African palm, banana, shrimp, hearts of palm, piangua mollusk, and gold. Publications of these high quality studies are of great value to local development planning. (TE pg. 37)
- Development of methodologies to evaluate the state of conservation, using bioindicators (raptors, insects). (TE pg. 37)
- Establishment of permanent research areas (parcelas permanentes de investigación, PPI). (TE pg. 37)
- Recovery of traditional practices, including medicinal and food gardens, and traditional knowledge. (TE pg. 37) This recovery, use and consumption of medicinal and nutritious plants has strengthened women led organizations, including the Chiyangua Foundation, the Black Hands Association, the Support to Woman Association, and the Promotion of the Mary Auxiliary Woman Group. Many of these organizations now belong to the Network of Feminine Organizations of Matamba and Guasa. (TE pg. 38) This recovery also led to the creation of the Environmental Network of Sages, which now participate in municipal government, and the association of the midwives of Charco. (TE pg. 37, 39)
- Development of pilot projects to create export products, including butterfly breeding, and to develop sustainable local animal production, including aquaculture, butterfly breeding and subsistence hunting. (TE pg. 37)
- Support to the establishment of indigenous scientific infrastructure, including the Indigenous Biological Research Center of Amené. (TE pg. 38)
- Strengthening and training of various local and regional entities, including: the Herbarium at the National University of Medellín (conducted studies for the permanent research areas, PPI); the Integrated Peasant Association of Atrato (conducted evaluations of traditional production systems); the Wounaan indigenous organization; training of raptor observers; participation of local inhabitants of the Cajambre, Naya y Yurumanguí rivers in determining the best use of territories. (TE pg. 38) Organizational strengthening led o the establishment of ASOPRODESA, the consolidation of the feminine community in Santa Bárbara del Mar, a new organization in the ethnic territories of the Timbiquí river. (TE pg. 52)
- Training and capacity building of community leaders in the design, production and distribution of communications. (TE pg. 51)
- Education of 80 students on biodiversity issues and environmental awareness. Training of 200 individuals on issues of laws, women and the environment, and widespread communication. (TE pg. 52)
- Scientific Expedition to the Coastal Mangrove Corridor, with the participation of various local organizations. Produced an evaluation of mangrove productivity, and reports that were shared with various stakeholders. (TE pg. 38) Subsequent management activities included technology transfer to develop artisanal capacities for fish and piangua mollusk aquaculture, and the creation of 2 community groups for the management of the region (Association of Aquaculturers and Mollusk and Crustacean Collectors, ALMAR). (TE pg. 19)
- The recovery of 8 traditional rice seed varieties, which enabled the creation of 19 work groups. (TE pg. 19)
- The management of a hunting region on the Mexicano river increased the capacity of the Santa Rosa, Bellavista and Guayabo communities to monitor and manage wildlife, and crated the Association of Hunters of the Mexicano Rivers. (TE pg. 39)
- Increased capacity for ecosystem management, aquaculture, social communication and participation for the Community Council of Patía River. (TE pg. 54)

b) Governance (laws, administrative bodies, trust-building and conflict resolution processes)

- The creation of 2 community groups for the management of a mangrove region (Association of Aquaculturers and Mollusk and Crustacean Collectors, ALMAR). (TE pg. 19)
- At least 22 proposals for natural areas set aside for protection or use of natural resources including: Biological Corridor PNN Munchique Rio Naya, Ensenada de Tumaco Reserve Area, Laguna de Piusbí Protected Area, Rio Ciego Zone, wildlife management in the territories of the Waunana community, and use of wildlife in the Afro community lands of the Naya transect. (TE pg. 37) Also the proposal for the Gran Cumbal Community Reserve. (TE pg. 54)
- A revised management plan for the mangroves of the Santa Bárbara del Mar community. (TE pg. 53)
- Strategic management plans formulated for Gran Cumbal Community Reserve, Chimbuza Lagoon, and Cortina Verde Mandela Natural Reserve. (TE pg. 14)

8.4 Unintended impacts. Describe any impacts not targeted by the project, whether positive or negative, affecting either ecological or social aspects. Indicate the factors that contributed to these unintended impacts occurring.

The TE does not mention any unintended impacts caused by the project.

8.5 Adoption of GEF initiatives at scale. Identify any initiatives (e.g. technologies, approaches, financing instruments, implementing bodies, legal frameworks, information systems) that have been **mainstreamed, replicated and/or scaled up** by government and other stakeholders by project end. Include the extent to which this broader adoption has taken place, e.g. if plans and resources have been established but no actual adoption has taken place, or if market change and large-scale environmental benefits have begun to occur. Indicate how project activities and other contextual factors contributed to these taking place. If broader adoption has not taken place as expected, indicate which factors (both project-related and contextual) have hindered this from happening.

The TE provides evidence of mainstreaming of environmental management tools and methods into management plans within the project area. There is no evidence provided in the TE of project activities being replicated in places outside the project area, or of project activities being scaled up to either higher governance levels or larger areas of land.

9. Lessons and recommendations

9.1 Briefly describe the key lessons, good practices, or approaches mentioned in the terminal evaluation report that could have application for other GEF projects.

The TE discusses the lessons learned during project implementation on pages 17-20, and on pages 78-82. The main lesson is the negative effects caused by an overly ambitious project design with lofty goals and no practical methodology for obtaining those goals. (TE pg. 19) The TE notes that the project design process “maintained a distance” from a complex and changing reality, and instead reflected the scientific and institutional priorities of a small group, instead of the necessities of the Afro and Indigenous communities. This distance “produced an ambitious” project document that presented many problems during the implementation phase. (TE pg. 18)

Another important lesson is the importance of a monitoring and evaluation plan, and the negative consequences that are caused with the absence of such a plan. (TE pg. 19-20) The TE also stresses the importance of a transparent communications system, particularly important for community participation. (TE pg. 21)

9.2 Briefly describe the recommendations given in the terminal evaluation.

The TE provides recommendations on pages 21 to 24, and on pages 84-88. These recommendations are summarized here:

- The importance of a participatory process in project design, which should include clear information regarding financing processes and activity approval processes, and a clear explanation of why and how project components are changed during the design phase. (TE pg. 21)
- A “gestation” period during which ambitious projects are designed and structured should last up to two years. (TE pg. 22)
- Sufficient time allocated for complex projects like these, at least six years. (TE pg. 22)
- Projects should focus either on strengthening the local/community organization level, or the institutional governmental level, but not both simultaneously. (TE pg. 22)
- Project execution should include obligatory communication activities, including trained communication personnel, and personnel knowledgeable of GEF processes. (TE pg. 22)
- Budgets should include the costs of technical transfers, and the costs of community participation. (TE pg. 22)
- All Project Documents should include a monitoring and evaluation plan. (TE pg. 22) Evaluative processes should be incorporated into the administrative structures of all GEF funded projects. (TE pg. 23) Socialization and auto-evaluation activities are an innovative and participative methodologies which should be adopted in all GEF funded projects. (TE pg. 23)
- External technical assistance proved very helpful in this project, and should be continued in future GEF funded projects. (TE pg. 23)
- Horizontal management structures with a simple hierarchy that remain flexible are recommended for all GEF funded projects. (TE pg. 23, 25)
- The establishment of spaces for dialogue to coordinate conservation and development, respectful of local community practices. (TE pg. 23)
- Annual operating plans that are receptive to environmental changes during project implementation. (TE pg. 23, 24)
- An agreement should be reached with all participants on the criteria for project approval. (TE pg. 24)
- An information management system, at best digitalized. (TE pg. 24)

10. Quality of the Terminal Evaluation Report

A six point rating scale is used for each sub-criteria and overall rating of the terminal evaluation report (Highly Satisfactory to Highly Unsatisfactory)

Criteria	GEF EO comments	Rating
To what extent does the report contain an assessment of relevant outcomes and impacts of the project and the achievement of the objectives?	The TE assesses relevant outcomes of the project in various ways, and documents the major achievements of the project. The TE also documents the major impacts of the project.	S
To what extent is the report internally consistent, the evidence presented complete and convincing, and ratings well substantiated?	The report is internally consistent, the evidence is complete and convincing. In some cases, the ratings are not entirely well substantiated or explained. And only the project effectiveness is rated. M&E, implementation and other components are not rated. This may be because this was not expected or mandated of the TE, since this was a Pilot Project.	MS
To what extent does the report properly assess project sustainability and/or project exit strategy?	The TE does not discuss any project exit strategies. The TE does speak briefly about the government's commitment to project sustainability on pg. 92, but does not adequately address the subject in the document.	U
To what extent are the lessons learned supported by the evidence presented and are they comprehensive?	The TE lists lessons and recommendations that are well supported by the evidence from project performance and implementation experience. They are comprehensive, and immediately applicable to other projects.	HS
Does the report include the actual project costs (total and per activity) and actual co-financing used?	The TE includes 3 pages of detailed project budget, broken down by activity and thematic area. It also provides several tables throughout the document of project costs by activities.	S
Assess the quality of the report's evaluation of project M&E systems:	The TE notes that the Project Document did not provide M&E systems, and documents how the project developed M&E systems throughout implementation.	S
Overall TE Rating		S

$$0.3 \times (5 + 4) + 0.1 \times (2 + 6 + 5 + 5) = 2.7 + 1.8 = 4.5 \sim 5$$

11. Note any additional sources of information used in the preparation of the terminal evaluation report (excluding PIRs, TEs, and PADs).

The TER evaluator used only the Terminal Evaluation and the Project Document. No other documents were available for this review.