

Terminal Evaluation Validation form, GEF Independent Evaluation Office

1. Project Data

Summary project data			
GEF project ID		9949	
GEF Agency project ID		N/A	
GEF Replenishment Phase		GEF-6	
Lead GEF Agency (include all for joint projects)		Conservation International (CI-GEF)	
Project name		Setting the foundations for zero net loss of the mangroves that underpin human wellbeing in the North Brazil Shelf LME	
Country/Countries		Suriname and Guyana, in coordination with Brazil (Amapá) and French Guyana	
Region		Latin America & Caribbean	
Focal area		International Waters Choose an item.	
Operational Program or Strategic Priorities/Objectives		International Waters 3 Program 6, Outcome 6.1: Coasts in globally most significant areas protected from further loss and degradation of coastal habitats while protecting and enhancing livelihoods	
Stand alone or under a programmatic framework		Standalone	
If applicable, parent program name and GEF ID		N/A	
Executing agencies involved		IUCN-Regional Office for South America, Conservation International Americas Field Division (CI-AFD), CI country offices in Guyana and Suriname	
NGOs/CBOs involvement		CI: implementing agency IUCN: lead executing agency	
Private sector involvement (including micro, small and medium enterprises) ¹		Fishers, tourism developers, upstream industry: beneficiaries	
CEO Endorsement (FSP) / Approval (MSP) date		2/6/2018	
Effectiveness date / project start date		6/28/2018	
Expected date of project completion (at start)		6/28/2019	
Actual date of project completion		9/30/2019 ² ; 8/31/2019 ³	
Project Financing			
		At Endorsement (US \$M)	At Completion (US \$M)
Project Preparation Grant	GEF funding	0.055	0.055
	Co-financing		
GEF Project Grant		0.592	
Co-financing	IA own	0.080	0.081
	Government	0.359	0.232
	Other multi- /bi-laterals	0.249	0.249
	Private sector		
	NGOs/CBOs	0.150	0.141
	Other		
Total GEF funding		0.647	0.647
Total Co-financing		0.838	0.704

¹ Defined as all micro, small, and medium-scale profit-oriented entities, including individuals and informal entities, that earn income through the sale of goods and services rather than a salary. ([GEF IEO 2022](#))

² TE, p. 1.

³ TE Cover Sheet.

Total project funding (GEF grant(s) + co-financing)	1.485	1.351
Terminal evaluation validation information		
TE completion date	11/25/2019; 12/11/2019 ⁴	
Author of TE	Climate and Energy (C&E) Advisory Ltd	
TER completion date	12/20/2022	
TER prepared by	Emanuele Bigagli	
TER peer review by (if GEF IEO review)	Neeraj Negi	

⁴ TE Cover Sheet.

2. Summary of Project Ratings

Criteria	Final PIR	IA Terminal Evaluation	IA Evaluation Office Review	GEF IEO Review
Project Outcomes		S		MS
Sustainability of Outcomes		ML		ML
M&E Design		S		S
M&E Implementation		S		S
Quality of Implementation		HS		S
Quality of Execution		S		S
Quality of the Terminal Evaluation Report				S

3. Project Objectives and theory of change

3.1 Global Environmental Objectives of the project:

The objective of the project is to create the multi-disciplinary information base, regional coordination mechanism and multi-sectoral consensus required to implement elements of the Strategic Action Plan of the CLME+ project pertaining to the mangroves that most directly underpin human wellbeing in the North Brazil Shelf Large Marine Ecosystem (LME; TE, p. 16).

3.2 Development Objectives of the project:

The TE does not specify development objectives as different from the global environmental objective.

3.3 Were there any **changes** in the Global Environmental Objectives, Development Objectives, or project activities during implementation? What are the reasons given for the change(s)?

The TE reports no changes in project objectives or activities during implementation.

3.4 Briefly summarize project's theory of change – describe the inputs and causal relationships through which the project will achieve its long-term impacts, key links, and key assumptions.

- **Problem:** mangrove loss and significant threats to their health and longevity due to climate change, land clearance for urbanization, agriculture and livestock grazing, inappropriate fishing practices, upstream changes in land use affecting hydrology, impacts from installations of concrete coastal defenses, and local industry. This leads to the need to assess and synthesize key knowledge and policy gaps in priority countries of the North Brazil Shelf LME, in order to best advance a regional agenda for mangrove conservation, protection and sustainable use and management
- **Barriers:** (i) Lack of comparable mangrove extent and condition maps between countries limits the effectiveness of prioritized mangrove conservation planning; (ii) Demand for development in mangrove areas and potential for concrete dyke solutions and external drivers (e.g. future oil developments) is outpacing capacity (funds, skill sets) to understand the key processes, inform, educate and develop policy and legal instruments that underpin well informed and sustainable resource management; (iii) Limited national policies are in effect in Guyana and Suriname that ensure rational use of mangrove natural resource; (iv) Local communities do not necessarily fully understand, appreciate or visualize the benefits provided by mangrove ecosystem goods and services; (v) Countries are at different points in their development of a centralized multi-sectoral

information sharing, networking and knowledge management system concerning regional North Brazil Shelf mangroves conducive to a more effective technical dialogue, consensus for conservation solutions and shared community of practice for the region; (vi) There is no organized effort ratified by North Brazil Shelf countries to help strategize for mutual interests and synergies.

- **Aim:** (i) generate necessary baseline knowledge and technical assessments with emphasis upon the information needs of countries Guyana and Suriname, to support a collaborative vision and coordinated well informed management of North Brazil Shelf mangrove systems; (ii) facilitate the development of a trans-boundary coordination mechanism between the countries of Guyana, Suriname, French Guiana, and Brazil (Amapá), to improve integrated coastal management of the extensive, ecologically connected yet vulnerable mangrove habitat of the North Brazil Shelf region.
- **Strategy:** Establish a multi-sectoral consensus and knowledge foundation for the development of an Integrated Coastal Zone Management (ICZM) Plan for North Brazil Shelf mangroves.
- **Outcomes:** (1) The biophysical, social and economic information most relevant to the conservation and sustainable use of mangroves in Guyana and Suriname is obtained from synthesizing results of existing work and undertaking new research where gaps exist as the technical foundation for building an NBS Integrated Coastal Management Plan for mangroves; (2) Broad-based multi-sectoral consensus is reached regarding how to manage Guyana, Suriname and Brazil's mangrove in a coordinated fashion and with the goal of achieving progress on six Aichi Targets, UN Sustainable Development Goals and a zero net loss rate by 2030 and contributing to the achievement of the relevant SDGs and Aichi Targets.
- **Impacts:** support the future transboundary integrated coastal management plan for the North Brazil Shelf LME.

4. GEF IEO assessment of Outcomes and Sustainability

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

The outcome ratings (relevance, effectiveness, efficiency, and overall outcome rating) are on a six-point scale: Highly Satisfactory to Highly Unsatisfactory. The sustainability rating is on a four-point scale: Likely to Unlikely.

Please justify the ratings in the space below each box.

4.1 Relevance and Coherence	MS
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The TE rates relevance as Highly Satisfactory, and this review rates it as Moderately Satisfactory. Although the project was innovative, and very relevant to local needs and aligned with other projects, it had major flaws in design that caused the insufficient achievement of project outcomes.

The project was very relevant to address the local needs and priorities; in fact, it was the first time that mangroves were evaluated on a regional level in this area (TE, p. 31). It was well aligned with the UNDP/GEF Project “CLME+: Catalysing Implementation of the Strategic Action Programme for the Sustainable Management of shared Living Marine Resources in the Caribbean and North Brazil Shelf Large Marine Ecosystems” (GEF ID 5542; 2015-2019), whose aim was to facilitate implementation of the 10-year politically endorsed Strategic Action Program for the Sustainable Management of the Shared Living

Marine Resources of the Caribbean and North Brazil Shelf Large Marine Ecosystems (CLME+ SAP). The project was also aligned with other projects such as the WWF Marine Spatial Planning Project (TE, p. 32), and WWF and UNDP were included as partners to avoid duplication and increase synergies (TE, p. 40). The project also contributed to the national commitments of Guyana and Suriname to global multilateral environmental agreements such as the Convention on Biological Diversity.

The TE (p. 28) notes that the project was too ambitious given the short period of time, having set objectives of coordination at regional level that were difficult to be achieved, and which were finally not achieved (see Section 4.2 for Outcome 1.2). This was due, among others, to the following wrong assumptions in project design: the short project period and short delivery timelines; the low availability of information; the unrealistic assumption to achieve Outcome 1.2 without political agreements and platforms being in place between Suriname and Guyana; the wrong assumption that local consultants and technical experts on blue carbon assessments, green-gray infrastructure, and valuation of ecosystem services were available; problems of ownership from governments, which was lower than expected; limited human resources, due to a wrong understanding of the weights of commitments; and the fact that budget for communication was not factored in effectively in project design, which led to limits in the implementation of the Communication strategy (TE, p. 33).

4.2 Effectiveness	MS
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The TE rates effectiveness as Moderately Satisfactory, and this review concurs. The project successfully delivered all outputs for Outcome 1.1, while it did not deliver all outputs and did not achieve Outcome 1.2.

The project successfully delivered all outputs for Outcome 1.1 (TE, p. x), related to the generation of knowledge necessary to support conservation and sustainable use of mangroves in the North Brazil Shelf LME. However, performance was lower than expected for Outcome 1.2, which was not achieved (TE, p. 48). This was due to flaws in project design (see Section 4.1), as well as to limited local capacity available, which obliged to procure international consultants; delays in project kick-off, problems of ownership, institutional challenges, human resource limitations, and project management challenges (TE, p. 33).

More details for each Outcome are as follows:

Outcome 1.1 – The project produced valuable knowledge on biophysical, social and economic aspects for the conservation and sustainable use of mangroves in Guyana and Suriname. This was achieved by successfully delivering all the outputs: two updated national mangrove maps for each country, including the development of training materials and the organization of training and capacity building workshops (Output 1.1.1); four studies on the valuation of mangroves ecosystem services at local level, at national level including contribution at regional and global level, a study on Blue Carbon Assessment, and one on green solutions for adapting to climate change (Output 1.1.2); three studies on regional biophysical characterization study, threat assessments and red list of ecosystems (Output 1.1.3); policy analyses of spatial management, use regulations and tenure arrangements on mangroves in each country (Output 1.1.4), Finally, the mapping and other relevant outputs were shared within the Caribbean Large Marine

Ecosystem + Project, although these were produced only in English and it is vital that they be translated into local languages for wider reach, engagement and impact (TE, p. 27).

Outcome 1.2 – The TE (p. 28) notes that the target of achieving a consensus among Guyana, Suriname, Brazil and French Guyana on a shared plan for Integrated Coastal Management development in the region was ambitious for the short period of the project. Despite the successful creation of national coordination bodies in the two countries, although with some challenges in Suriname in engaging the respective Government Ministries (TE, p. 29), the creation of the regional mechanisms for knowledge exchange and transboundary cooperation was advanced only through presentations of technical results to the national working groups (TE, p. 30), and the regional mangrove coordination body by April 2018 was not established (Output 1.2.1). Also, the project partially engaged French Guyana and Brazil in the North Brazil Shelf regional mangrove coordination body (Output 1.2.2). In fact, although the representatives of these two countries were finally engaged, the difficulties of contacting the relevant French ministries and agencies through IUCN offices in Europe, and the changes in the political situation in Brazil (which limited the possibilities of having physical engagements), resulted in the fact that the planned consensus building meetings among all the countries to build the Regional Mangrove Coordination Body were not performed (TE, p. 30). In addition, as the regional mangrove coordination body was not established, internal operational arrangements, work plan, and timeline to produce the information base required, were not agreed upon (Output 1.2.3). At national level, in Guyana coordination was smooth and the linkage with CLME+ worked well, while in Suriname the engagement of the GEF OFP was unsuccessful, and the Technical Working Group assumed the role and responsibilities of the National Working Group. Also, the plan to involve French Guyana and Brazil was too ambitious, due to the short time span of the project, existing sovereignty issues that require action at political and diplomatic level (TE, p. 30). Finally, the development of the roadmap of scope, content, process, and institutional arrangements required to create a transboundary Integrated Coastal Management plan by 2021 was not realistic given the short time available (Output 1.2.4), and consensus was reached on the need to address this in a second phase of the project (TE, p. 31).

4.3 Efficiency	S
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The TE rates efficiency as Satisfactory, and this review concurs. The project was cost-effective and appropriate in delivering its intended results, although with some delays in project start.

The project used almost all the budget planned (93%), demonstrating very high management discipline and accounting procedures (TE, p. 34). The project management made every effort to maximize efficiency, using online platforms for most meetings, and distributing activities between CI offices in the two countries. Also, budget reporting was accurate (TE, p. 34). The efforts to fill in the gap left by the lack of co-financing from the Brazilian government show the determination of executing agencies to succeed in overall scheduled commitments (TE, p. 34). The project started with some delay due to the long time taken for the GEF due diligence and to obtain approvals, which, among others, negatively affected the achievement of Outcome 1.2 (TE, p. 33).

4.4 Outcome	MS
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Summarize key outcomes related to environment, human well-being, and enabling conditions (Policy, Legal & Institutional Development; Individual & Institutional Capacity-Building; Knowledge Exchange & Learning; Multistakeholder Interactions), as applicable. Include any unintended outcomes (not originally targeted by the project), whether positive or negative, affecting either ecological or social aspects.

Where applicable, note how both intended and unintended outcomes have positively and/or negatively affected marginalized populations (e.g., women, indigenous groups, youth, persons with disabilities), and where some stakeholder groups have benefited more/ less than others.

The TE rates outcomes as Satisfactory, and this review rates it as Moderately Satisfactory. The project was very relevant to national priorities and aligned with other projects, and was implemented in a cost-efficient way; however, flaws in project design and implementation led to the lack of achievement of Outcome 1.2.

The major impacts of the project are as follows:

Environmental. The TE does not mention environmental impacts of the project.

Socioeconomic. The TE does not mention socioeconomic impacts of the project.

Enabling conditions. The project put stakeholders for the first time together, building the foundations for the coordination and communication at national and transboundary level (TE, p. 32) through the establishment of a community of practice, the generation of knowledge, and capacity building (TE, p. 39). The project provided the necessary baseline information on mangrove ecosystems and trends, building the case for financing mangrove conservation and restoration, building the foundations for the formation of the Mangrove Action Committee, and generating very useful datasets and updated information on mangroves contribution to carbon sequestration (TE, p. 31). The mapping exercise developed the baseline to update mangrove forest cover maps. Moreover, the project delivered a roadmap to establish the National Forest Monitoring System for mangroves in Guyana and Suriname, which was critical to establish the overall monitoring system and practice (TE, p. 31). Finally, capacity building was delivered of key government agency staff (TE, p. 32).

Unintended outcomes. The TE reports no unintended impacts (TE, p. 40).

4.5 Sustainability	ML
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Note any progress made to sustain or expand environmental benefits beyond project closure, using stakeholder (rather than project) resources, e.g. through replication, mainstreaming or scaling-up of GEF-supported initiatives. Examples would be farmers adopting practices using own funds, follow-on replication projects, development of plans for scaling, inclusion in local or national legislation, and allocation of government budgets or private sector investments for institutional adoption.

The TE rates sustainability as Moderately Likely, and this review concurs. There are significant sociopolitical risks to sustainability, which are already in place, and moderate financial, institutional, and

environmental risks; all these risks will have important effects on sustainability if they materialize, although overall the net benefits are more likely to continue than abate.

The main risks are associated with the inability to achieve Outcome 1.2, although some initiatives have been put in place to ensure project sustainability (TE, p. xiii).

Financial. There is moderate financial risk to project sustainability (TE, p. 36). The project was conceived as setting up the foundation for a full-sized project, which will be developed building on the outcomes of this phase; as such, it was not designed to ensure financial sustainability through clear budget plans post project phase (TE, p. 36). Nonetheless, key partners and stakeholders have put in place measures to enhance financial sustainability, including through the UNDP The Global Climate Change Alliance+ Program, with a budget allocation of Guyana USD 100 million for the Mangrove Conservation Project (TE, p. 36).

Sociopolitical. There are significant sociopolitical risks to project sustainability. These relate to political and diplomatic issues between Guyana and Suriname, which have constrained engagement at policy level; political, legal, and language differences between these two countries; and weak linkages among key government agencies in Suriname (TE, p. 36). The community of practice established by the project is at an informal level, and interventions should be incorporated to address the challenges and bottleneck identified during the project, for the next full-sized project phase. (TE, p. 36).

Institutional frameworks and governance. There are moderate institutional risks to project benefits. While Guyana has adequate support from the government and has formalized the necessary institutional framework, more work is needed to strengthen government support in Suriname (TE, p. 36). The knowledge and information products developed by the project will be mainstreamed into national policies. In Suriname, the mangrove maps will be mainstreamed into the National Forestry Mapping System, to define hotspots, support monitoring and use of satellite images to continue validating and updating the data, making periodic inventories and increasing the plots to improve analyses. Also, the use of new tools will make it much easier to repeat, update, and create new maps, which will be included in the national System (TE, p. 35). In Guyana, the National Agriculture Research and Extension Institute will provide continuous monitoring, ensuring access and availability of information to key stakeholders in the future, while GFC has committed to next steps on the Mangrove Plan, more reporting, mangrove carbon measurements, National Forest Inventory, and mangrove restoration from seedling, soil sampling and wildlife survey (TE, p. 35). At regional level, the work of WWF allowed to build a 4-year transboundary plan on illegal, unreported and unregulated fishing (TE, p. 35), which is expected to continue project benefits in the future.

Environmental. There are moderate environmental risks to sustainability, mainly related to climate change and potential social and environmental consequences and future risks (TE, p. 37, 38).

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, 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 mobilized by the end of the project was slightly lower than expected (USD 703,882 against USD 838,259). The sum of USD 127,354 from the Government of Brazil was not received as planned, due to the general political policy shift in external relations (TE, p. 46). Also, WWF-Guyana contributed with USD 81,247 against the planned USD 89,750. The TE (p. 47) reports that, at the time of the TE, CI and IUCN were working towards increasing their contribution to cover this gap. Despite this slight change, the co-financing contributed to the delivery of project outcomes, especially with respect to Outcome 1.1 (TE, p. 34).

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?

Delays in project kick-off, due to the GEF due diligence and contracting taking more than 3 months and the time needed to obtain approvals, led to a delayed start of the project in July-August 2018, and negatively affected the achievement of Outcome 1.2 (TE, p. 33). This led to delays in the realization of the workshop (TE, p. 33). Also, the Environment Protection Agency had some delays due to institutional restructuring.

5.3 Stakeholder ownership. Assess the extent to which stakeholder ownership has affected project outcomes and sustainability. Describe the ways in which it affected outcomes and sustainability, highlighting the causal links.

IUCN, CI and UNDP as executing agencies demonstrated high ownership, trying to fill in the gaps in co-financing created by the lack of contributions from the Brazilian government (TE, p. 34). However, support from the governments and OFP was not accorded as expected, which compromised the ability to progress on the regional coordination process and contributed to the insufficient performance of the project in relation to Outcome 1.2 (TE, p. 33). There were also challenges in engaging the Focal points for the CLME+, GEF OFP and key line Ministries to lead the National Working Group and Steering Committee, both critical for Outcome 1.2.

5.4 Other factors: In case the terminal evaluation discusses other key factors that affected project outcomes, discuss those factors and outline how they affected outcomes, whether positively or negatively. Include factors that may have led to unintended outcomes.

The TE does not mention other factors that have affected outcomes.

6. Assessment of project's Monitoring and Evaluation system

Ratings are assessed on a six point scale: Highly Satisfactory to Highly Unsatisfactory.

Please justify ratings in the space below each box.

6.1 M&E Design at entry	S
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The TE rates M&E design as Satisfactory, and this review concurs. The M&E plan was adequate, with appropriate provisions for baseline data, indicators, and arrangements for implementation.

The M&E plan delineated clear roles and responsibilities and had a complete reporting schedule, as well as clear provisions for the development of a Results Monitoring Plan after project inception, including data collection objectives, outcome and input indicators, metrics to be collected, methodology, baseline information, location and frequency of data collection, responsibilities, and indicative resources (MSP, p. 43).

The TE (p. 41) evaluates the M&E plan as practical and sufficient; it was well designed to track the results, and had an adequate budget. The TE (p. 41) notes that the inclusion of a budget for a mid-term internal review and two additional supervision visits would have been useful to support the country offices to address the challenges and develop adaptive measures, and would have helped address in time the challenges associated with Outcome 1.2 (TE, p. 41).

6.2 M&E Implementation	S
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The TE rates M&E implementation as Satisfactory, and this review concurs. Based on the limited information available, the M&E plan was implemented as expected.

The TE (p. 42) does not provide much information on M&E implementation; it only notes that meetings were done as planned, and reporting was delivered on time and with good quality (TE, p. 42).

7. Assessment of project implementation and execution

Quality of Implementation rating is based on the assessment of the performance of GEF Agency(s). Quality of Execution rating is based on performance of the executing agency(s). 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	S
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The TE rates project implementation as Highly Satisfactory, and this evaluation rates it as Satisfactory. Project implementation was robust and met the expectations, with a strong and active role of supervision, guidance, coordination, management and communication, although there are no hints that the performance of the implementing agency was exemplary in any way.

The implementation arrangements were well designed and appropriate, giving room to beneficiary organizations to engage and build the appropriate institutional structures to manage the project. The role played by Conservation International was critical in building a solid foundation for this project, which

benefited from its technical and project management capacity (TE, p. 42). CI-GEF played a very active role in providing guidance and supervision, working effectively with executing agencies which note CI's excellent coordination, planning, management and communication (TE, p. 42).

7.2 Quality of Project Execution	S
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The TE rates project execution as Satisfactory, and this review concurs. The performance of the executing agencies met the expectations, without salient weaknesses, with good internal coordination and with the implementing agency, also showing the capacity to adapt to changes.

IUCN Sur and CI national offices in Guyana and Suriname worked effectively with country partners to ensure project delivery (TE, p. 37). There was a good chemistry, transparency and openness between the team members in IUCN, CI, AFD, CI Suriname and CI Guyana. IUCN had a critical level of technical and project management capacity, building a solid foundation for the project (TE, p. 42). Despite the changes in project roles, IUCN was very adaptive and ensured a smooth transition (TE, p. 42).

8. Lessons and recommendations

8.1 Briefly describe the key lessons, good practices, or approaches mentioned in the terminal evaluation report, including how they could have application for other GEF projects. Lessons must be based on project experience.

The TE (p. xv) proposes the following lessons:

- **Project Design:** It is critical to develop a robust theory of change with robust assumptions especially for projects with short time frames. This is because there is no window to learn and adapt during project implementation. It is critical that all external factors are reviewed, and assumptions assessed to ensure appropriate risk analysis. It is critical that policy related outputs are not included in time constrained projects. Even though Governments approve projects, it takes a lot of time and effort to gain the level of support needed to reach decision makers and gain political support. Often technical experts from Government Agencies are involved in project design, Concept Note development, and getting approvals. However, they are not mandated to make key policy decisions. This becomes a challenge when project outcomes are dependent on political support.
- **Project Planning:** The project faced a delayed start. Fixing contracts with Partners took a long time. This meant that the time left for implementation was very limited. Careful planning is needed for projects with short implementation timelines. There is very limited time available for adaptive management. There were contracting delays but the networks and contacts within both CI and IUCN were very useful in sourcing quality international consultants when local consultants were not available. It is therefore very important to have robust institutional arrangements to enable timely remedial interventions.
- **Project Management:** For an ambitious project to succeed, it is critical to have a very effective and qualified team in place. This project was successful in spite of the many hurdles because both CI and IUCN had very experienced and qualified staff both as project managers and technical leads. Further, CI and IUCN were able to use their networks to procure high quality consultants. The Project Management team operated from five different countries but effectively used online tools to plan, consult, review, and host

meetings. Both the project team and their host institutions were adaptive in their management approach. The team demonstrated high levels of emotional intelligence and effectively engaged partners and stakeholders.

- Project Context: This Project was modelled on the success of a similar Project in the South America Eastern Pacific Region which developed a regional mechanism for Mangrove Conservation. However, the project was implemented within an enabling environment of an existing Political Platform for addressing policy aspects and the context for regional collaboration, decision making and consensus building. This was lacking for the NBS LME project making it difficult to deliver Outcome 1.2. Policy, political and diplomatic challenges have major impacts on project delivery of regional and transboundary projects and hence need to be considered adequately in project design and development.

8.2 Briefly describe the recommendations given in the terminal evaluation.

The TE (p. 48) recommends that the benefits from this project and momentum gained are harnessed in order to develop the upcoming full-sized project and other similar interventions and investments.

9. 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/indicators of terminal evaluation quality	GEF IEO COMMENTS	Rating
1. Timeliness: terminal evaluation report was carried out and submitted on time?	The TE was finalized within 6 months, and submitted to GEF portal within 12 months from project end	HS
2. General information: Provides general information on the project and evaluation as per the requirement?	The TE provides GEF project ID, lists the executing agencies, and specifies key project milestones (although with some inconsistencies); it mentions the GEF focal area (but not GEF environmental objectives), and lists the evaluators	MS
3. Stakeholder involvement: the report was prepared in consultation with – and with feedback from - key stakeholders?	The TE identifies the stakeholders and sought their feedback on TE draft, which was incorporated; it sought feedback of the OFP, which was not provided	HS
4. Theory of change: provides solid account of the project's theory of change?	The TE discusses the theory of change, links and mechanisms to achieve intended impact, key assumptions and discusses whether they remained valid	HS
5. Methodology: Provides an informative and transparent account of the methodology?	The TE thoroughly discusses methodology, including sources, interviewees, information on sites and activities, tools and methods for evaluation, and identifies limitations of evaluation	HS
6. Outcome: Provides a clear and candid account of the achievement of project outcomes?	The TE assesses relevance to GEF, country priorities, and of project design; it reports on achievement of all targets, discussing the factors affecting project performance; it reports on timeliness and assesses efficiency	HS
7. Sustainability: Presents realistic assessment of sustainability?	The TE identifies risks, their likelihood and effects, and rates overall sustainability	HS
8. M&E: Presents sound assessment of the quality of the M&E system?	The TE discusses M&E design at sufficient depth, while M&E implementation is discussed superficially	MS

9. Finance: Reports on utilization of GEF funding and materialization of co-financing?	The TE discusses co-financing sources, type, effective amount mobilized, reasons for excess/deficient materialization, and impact on project results	HS
10. Implementation: Presents a candid account of project implementation and Agency performance?	The TE discusses performance of implementing and executing agencies at sufficient depth, including factors that affected performance and how challenges were addressed	HS
11. Safeguards: Provides information on application of environmental and social safeguards, and conduct and use of gender analysis?	The TE reports on the environmental and social safeguards and on the conduct of gender analyses, while it does not report on implementation of actions specified in gender analysis	S
12. Lessons and recommendations are supported by the project experience and are relevant to future programming?	The TE presents lessons based on project experience and discusses their applicability; it presents one general recommendation specifying the action but not the action taker	S
13. Ratings: Ratings are well-substantiated by evidence, realistic and convincing?	Rates are based on sufficient and credible evidence for all evaluation themes apart from M&E implementation, for which there is little evidence;	S
14. Report presentation: The report was well-written, logically organized, and consistent?	The report was adequately well written; it was overall logically organized, although information was not always included in the right section, and was sometimes inconsistent (e.g., for project dates); it made good use of tables	S
Overall quality of the report		S

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

ANNEX 1. GEF IEO THEORY OF CHANGE FRAMEWORK

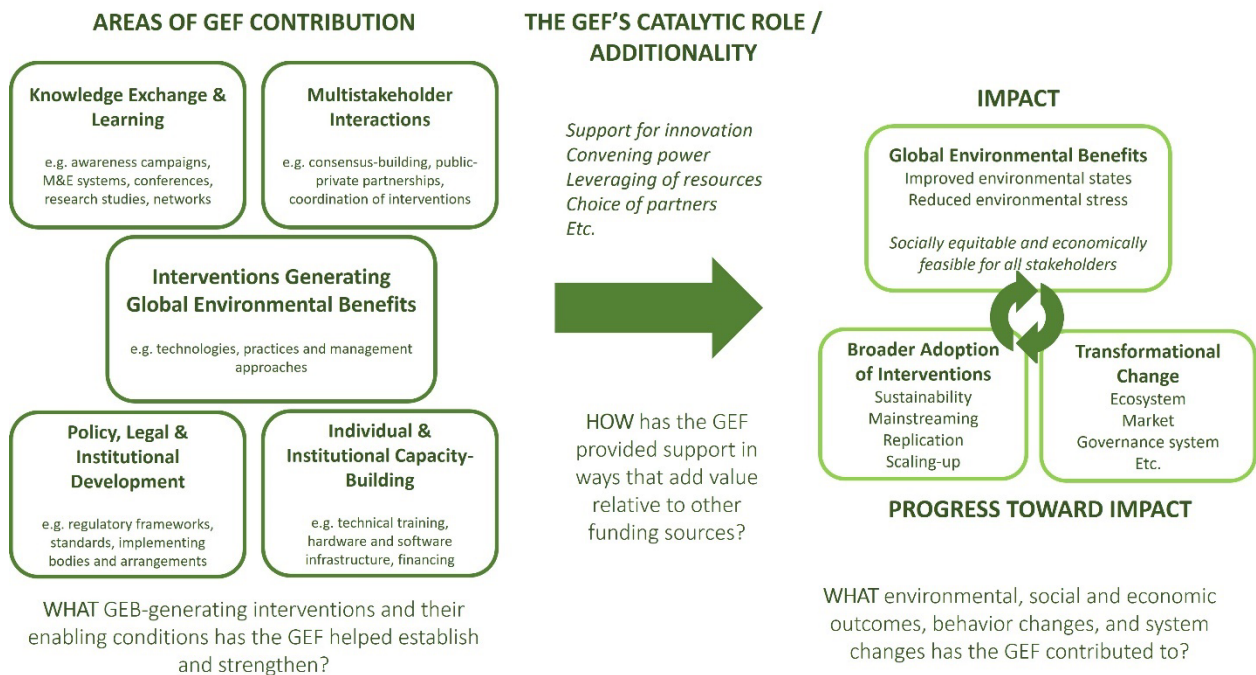


Figure 1. The GEF IEO's updated Theory of Change Framework on how the GEF achieves impact

The general framework for the GEF's theory of change (figure 1) draws on the large amount of evaluative evidence on outcomes and impact gathered over the years by the GEF Independent Evaluation Office. The framework diagram has been updated to reflect the IEO's learning since OPSS5 (GEF IEO 2014, p. 47-50) about how the GEF achieves impact, as well as the evolution of the GEF's programming toward more integrated systems-focused and scaled-up initiatives.

The framework outlines the three main areas that the IEO assesses in its evaluations: a) the GEF's contributions in establishing and strengthening both the interventions that directly generate global environmental benefits, and the enabling conditions that allow these interventions to be implemented and adopted by stakeholders, b) the GEF's catalytic role or additionality in the way that the GEF provides support within the context of other funding sources and partners, and c) the environmental, social and economic outcomes that the GEF has contributed to, and the behavior and system changes that generate these outcomes during and beyond the period of GEF support.

The circular arrow between impact and progress toward impact, as before, indicates how bringing about positive environmental change is an iterative process that involves behavior change (in the form of a broader group of stakeholders adopting interventions) and/or systems change (which is a key characteristic of transformational change). These three areas of change can take place in any sequence or simultaneously in a positively reinforcing cycle, and are therefore assessed by the GEF IEO as indicators of impact.

Assessing the GEF's progress toward achieving impact allows the IEO to determine the extent to which GEF support contributes to a trajectory of large-scale, systemic change, especially in areas where changes in the environment can only be measured over longer time horizons. The updated diagram in particular expands the assessment of progress towards impact to include transformational change, which specifically takes place at the system level, and not necessarily over a long time period.

The updated diagram also more explicitly identifies the link between the GEF's mandate of generating global environmental benefits, and the GEF's safeguards to ensure that positive environmental outcomes also enhance or at the very least do not take away from the social and economic well-being of the people who depend on the environment. Thus the IEO assesses impact not only in terms of environmental outcomes, but also in terms of the synergies and trade-offs with the social and economic contexts in which these outcomes are achieved.

ANNEX 2. DEFINITION OF TERMS

Intervention	Any programmatic approach, full-sized project, medium-sized project, or enabling activity financed from any GEF-managed trust fund, as well as regional and national outreach activities. In the context of post-completion evaluation, an intervention may consist of a single project, or multiple projects (i.e. phased or parallel) with explicitly linked objectives contributing to the same specific impacts within the same specific geographical area and sector. https://www.gefio.org/evaluations/gef-evaluation-policy-2019
Activity (of an intervention)	An action undertaken over the duration of an intervention that contributes to the achievement of the intervention's objectives, i.e. an intervention is implemented through a set of activities. E.g. training, (support to) policy development, (implementation of) management approach.
Outcome	An intended or achieved short- or medium-term effect of a project or program's outputs. https://www.gefio.org/evaluations/gef-evaluation-policy-2019
Impact	The positive and negative, primary and secondary long-term effects produced by a project or program, directly or indirectly, intended or unintended. https://www.gefio.org/evaluations/gef-evaluation-policy-2019
Environmental outcomes	Changes in environmental indicators that could take the following forms: <ul style="list-style-type: none"> • Stress reduction: reduction or prevention of threats to the environment, especially those caused by human behavior (local communities, societies, economies) • Environmental state: biological, physical changes in the state of the environment http://www.gefio.org/sites/default/files/ieo/evaluations/ops5-final-report-eng.pdf
Social and economic outcomes	Changes in indicators affecting human well-being at the individual or higher scales, e.g. income or access to capital, food security, health, safety, education, cooperation/ conflict resolution, and equity in distribution/ access to benefits, especially among marginalized groups.
Synergies	Multiple benefits achieved in more than one focal area as a result of a <i>single intervention</i> , or benefits achieved from the interaction of outcomes from at least two separate interventions in addition to those achieved, had the interventions been done independently.

	http://www.gefio.org/evaluations/evaluation-multiple-benefits-gef-support-through-its-multifocal-area-portfolio-map-2016
Trade-offs	A reduction in one benefit in the process of maximizing or increasing another benefit. http://www.gefio.org/evaluations/evaluation-multiple-benefits-gef-support-through-its-multifocal-area-portfolio-map-2016
Broader adoption	The adoption of GEF-supported interventions by governments and other stakeholders beyond the original scope and funding of a GEF-supported intervention. This may take place through sustaining, replication, mainstreaming, and scaling-up of an intervention and/or its enabling conditions (see definitions below). http://www.gefio.org/sites/default/files/ieo/evaluations/ops5-final-report-eng.pdf
Sustainability	The continuation/ likely continuation of positive effects from the intervention after it has come to an end, and its potential for scale-up and/or replication; interventions need to be environmentally as well as institutionally, financially, politically, culturally and socially sustainable. https://www.gefio.org/evaluations/gef-evaluation-policy-2019
Replication	When a GEF intervention is reproduced at a comparable administrative or ecological scale, often in different geographical areas or regions. http://www.gefio.org/sites/default/files/ieo/evaluations/ops5-final-report-eng.pdf
Mainstreaming	When information, lessons, or specific aspects of a GEF initiative are incorporated into a broader stakeholder initiative. This may occur not only through governments but also in development organizations and other sectors. http://www.gefio.org/sites/default/files/ieo/evaluations/ops5-final-report-eng.pdf
Scaling-up	Increasing the magnitude of global environment benefits (GEBs), and/or expanding the geographical and sectoral areas where they are generated to cover a defined ecological, economic, or governance unit. May occur through replication, mainstreaming, and linking. http://www.gefio.org/evaluations/evaluation-gef-support-scaling-impact-2019
Transformational change	Deep, systemic, and sustainable change with large-scale impact in an area of major environmental concern. Defined by four criteria: relevance, depth of change, scale of change, and sustainability. http://www.gefio.org/evaluations/evaluation-gef-support-transformational-change-2017
Additionality	a) Changes in the attainment of direct project outcomes at project completion that can be attributed to GEF's interventions; these can be reflected in an acceleration of the adoption of reforms, the enhancement of outcomes, or the reduction of risks and greater viability of project interventions. b) Spill-over effects beyond project outcomes that may result from systemic reforms, capacity development, and socio-economic changes. c) Clearly articulated pathways to achieve broadening of the impact beyond project completion that can be associated with GEF interventions. https://www.gefio.org/sites/default/files/ieo/council-documents/files/c-55-me-inf-01.pdf