



# REPUBLIC OF HONDURAS

## TOURISM SECRETARIAT

### CONSOLIDATION OF ECOSYSTEM MANAGEMENT & BIODIVERSITY CONSERVATION UNDER THE ENVIRONMENTAL MANAGEMENT PROGRAM OF THE BAY ISLANDS, STAGE II

FINAL REPORT

GRT/FM-8753-HO (HO-X1003)  
TERMINAL EVALUATION

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AUGUST, 2012

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## EXECUTIVE SUMMARY

**The Project.** In view of the ecological value of the Bay Islands, the threats that endangered their ecological integrity and the results obtained at the first stage of the Bay Islands Environmental Management Program (*Programa de Manejo Ambiental de Islas de la Bahía*, PMAIB), as well as the importance of monitoring those results, the Government of Honduras and the Inter-American Development Bank (IDB) agreed to conduct a Second Stage of the Project (PMAIB II) through a Loan Agreement BID N-1113/SF-HO for a total amount of USD 16.3 million.

Of the total resources of the program, USD 12 million come from the IDB loan, USD 2.5 million come from the Global Environmental Facility (GEF), and \$ 1.8 million come from the local counterpart. The funds of the IDB-GEF operation are framed under the Global Environmental Facility Non-Reimbursable Investments Financing Agreement No. GRT/FM-8753-HO in effect and they have been authorized to be applied to the Financing of the incremental activities of Component 1 of the loan agreement: Strengthening of ecosystems management and protection of biodiversity.

The development objective is to consolidate the environmental management program created during the first stage, setting in place a self-sustaining institutional framework that supports ecosystems management and biodiversity conservation as well as environmentally sustainable tourism in the Bay Islands of Honduras. The Program's global objective is to strengthen the conservation of globally significant coastal and marine habitats and species under national jurisdiction, including linkages with ongoing regional programs such as the Mesoamerican Barrier Reef System (MBRS).

The scheduled execution term was five years and a half, beginning on June 24, 2004 until the original project closing date, i.e., December 24, 2009. The first term extension was

approved for one year, until December 31, 2011. Later, a second 6-month extension was approved, with the execution term expiring on April 30, 2012, and the term for the last disbursement being June 30, 2012. Finally, upon request of the SETUR, the IDB approved another extension of the execution term, to expire on August 15, and the disbursement term was extended until September 30, 2012.

**The Evaluation.** This report presents the results of the Final Evaluation of the component “Consolidation of Ecosystems Management and Biodiversity Conservation, within the Bay Islands Environmental Management Program, (PMAIB) Stage II”, providing a comprehensive and systematic analysis of the Project design, implementation process, outputs, results and objectives achieved.

The methodology of the evaluation was based on the guidelines for GEF-financed projects terminal evaluations, and on the application of a participatory approach, supported by the consultation to stakeholders. The evaluation considers the application of the 5 criteria set out in GEF Projects’ Evaluation Reports of (relevance, effectiveness, efficiency, results and sustainability). The overall evaluation of the Project was conducted pursuant to the system established by the GEF for this type of projects. The activities undertaken under the evaluation included document review, interviews with key stakeholders, field visits, preliminary report review, a presentation workshop, and results validation.

**The Results.** The proposal for solving the problems stated in the Project Design is clear. The expected results and the activities set forth lead to the achievement of the specific results of the Project. The Project had two highly ambitious objectives given it included the condition that the Executive Commission for Sustainable Tourism (*Comisión Ejecutiva de Turismo Sostenible*, CETS) should stay operational and the possibility that the whole protected areas network could be managed in a cooperative manner within a short execution period. The Project Design failed to include basic public policy instruments and

important risks, such as the institutional weakness. It assumed that the Executive Commission would remain operational, a situation which depended on a solid institutional framework which could not be controlled by the project because it was part of the institutional dynamics and depended on the national and regional policies. The logical framework was modified in order to enable an adaptive management of the project, considering the political, institutional, programmatic and operative context which prevailed during the execution stage.

As regards Project implementation and execution, the timing was considered to be right. Spending of the amounts budgeted annually was unsatisfactory due to delays resulting from administrative, managerial and political situations (i.e., change of government in 2006, creation of the Free Touristic Zone (Zona Libre Turística, ZOLITUR), political events occurred in 2009, the operation of the PCU, and delays in the approval of the Order establishing the Protected Areas).

Taking into account the expenditures from 2004 to 2012, the disbursement until June 29, 2012 amounted to USD 2,204,908.64 (two million two hundred and four thousand nine hundred eight US Dollars and sixty four cents), which accounts for 88.20 % of GEF funds. At co-financing level the project performed satisfactorily. The total amount spent from co-financing was USD 9,281,197.64, representing 95% of the expected spending. The country contributed USD 2,824,289.00, which is 56% more than expected. The Project Document assumed incremental financing in the amount of USD 5,330,000.00 (five million three hundred thirty thousand US Dollars), of which USD 3,932,000.00 (73.77%) were actually contributed.

Project management was satisfactory in terms of financial planning and management and monitoring and evaluation. Adaptive management was highly satisfactory and it favored

the execution of the project. National ownership was satisfactory, the same as replication effect.

Results were satisfactory as regards incremental costs, because the Project helped improve biodiversity conservation, an aspect which was positively influenced by the contributions made by the co-managers and the Government of Honduras. In spite of this, financial sustainability is somewhat uncertain because the environmental surcharge could not be effectively enforced and thus its contribution to the Project's activities has been nil. The MBRS conservation strategy will be favored too.

The execution of the Project demonstrated that the Project was actually relevant for Bay Islands and MBRS ecosystems conservation. Project efficiency is moderately satisfactory because the Project's execution suffered considerable delays. The Project had satisfactory effectiveness, taking into account the political turmoil and institutional weakness in which it was executed, because the actions undertaken enabled strengthening the conservation of globally significant marine and coastal habitats and species under national jurisdiction, including linkages with ongoing regional programs such as the Mesoamerican Barrier Reef System (MBRS). The specific objectives are satisfactorily met.

The Project obtained positive results as regards the conservation of the marine and terrestrial ecosystems of the Bay Islands, it contributed to the creation of a larger management system for international waters within the MBRS and globally significant ecosystems, and it supported the conservation of Pine Tree and Mangrove ecosystems. The baseline updating will facilitate measuring climate change effects.

The execution of the three subcomponents was satisfactory. Actions were undertaken at the beginning of subcomponent 1 for strengthening the CETS. A significant adaptation of the Project rests on the redirection (Honduran Tourism Institute, 2008) of the actions of this component to the strengthening of the ZOLITUR, which has created a Technical Unit in

charge of addressing Environmental Management and Municipal Environmental Units support issues. The little availability of financial resources derived from the application of the environmental surcharge can be identified as a limiting factor that prevented the ZOLITUR from providing support to the development of actions for the conservation of the Bay Islands PAs. Such financial resources were not fully transferred by the Finance Secretariat.

Subcomponent 1 outputs are: 1) The creation of the General Rules for Bay Islands Development Control; 2) The draft of the CETS Bill; 3) The completion of the Municipal Development Plan with Focus on Land Management (PDM-OT); and 4) The study entitled “Creation of the operating mechanism and regulation of the environmental surcharge applicable in the Free Touristic Zone of the Islands and Conceptual Framework”.

The main factor which affected the execution of subcomponent 2 was related with the approval of the Order which created the PAs. The outputs of this subcomponent are: 1) The Regulation of the Law on Protected Areas which included disseminating a preliminary draft Regulation among all the sectors involved; 2) Creation of the Bay Islands Marine National Park (*Parque Nacional Marino Islas de la Bahía*, PNMIB), with an estimated area of 647,152.49 ha, through Order No. 75-2010 passed by the National Congress of the Republic of Honduras. The Order contemplates three protected areas: the Turtle Harbour National Park on Utila, Port Royal National Park on Roatan and the Bay Islands Marine National Park which includes the following 6 special marine protection areas distributed across the three islands: a) Michael Rock; b) Half Moon Key and South West Cay; c) Sandy Bay – West End; d) Turtle Harbour - Rock Harbour; e) Santa Elena – Barbareta; and f) Raggedy Cay - South West Cay, hosting one of the largest reef formations in the Caribbean and, particularly, the Southern extreme of the Mesoamerican Barrier Reef System (MBRS); 3) Drawing up of Management Plans for the PNMIB, Port Royal National Park and Turtle Harbour Wildlife Refuge; 4) Training was provided to staff of the Municipal Environmental Units (*Unidades Ambientales Municipales*, UMAs) and the co-managing NGOs; 5) The four co-managers of the PAs were strengthened and provided with financial and equipment resources, their



officials were trained and support was given for the cooperative management of the network of marine and terrestrial protected areas declared on the Bay Islands. In this regard, the Roatan BICA, Utila BICA, Roatan Marine Park and the Guanaja UMA were benefited; 6) Consolidation of the Baseline for Bay Islands Environmental Management; 7) The demarcation of the National Park Special Protected Areas is under progress and the absolute-restriction area of Guanaja was delimited by the Guanaja UMA; and 8) Visitors' Centers were built on Utila and Guanaja, with their reference and educational material being currently under elaboration process.

Subcomponent 3 outputs are: 1) The PMAIB II website; 2) Radio material for disseminating the PMAIB II; 3) Two workshops conducted on each Island for disseminating the Law on Protected Areas; 4) Educational material, newsletters and special labeling developed by co-managers.

The Project's catalytic effect was satisfactory as it generated public policy instruments for biodiversity protection and developed a significant public asset for PAs management. Replication is satisfactory and the Project contributed to the demonstrability criterion through the experiences and knowledge obtained with the PAs management.

The sustainability of the Project's results is satisfactory. The Project's performance is satisfactory and results were satisfactorily met through the instruments generated and the activities undertaken, strengthening the conservation of globally significant coastal and marine habitats and species under national jurisdiction, including linkages with ongoing regional programs such as the Mesoamerican Reef Barrier System (MRBS).

### **Lessons Learned.**

1. The development of a self-sustaining institutional framework may hardly be achieved in a short period of time in a country which has a weak institutional framework for managing wild protected areas.

2. The wide-ranging interests and political agendas that affect the legal organization of new PAs are aspects that need to be identified at project design stage.
3. In projects where execution levels are low and their net execution term is shortened, management should focus on the achievement of the strategic results.
4. When projects are to be executed in a context of institutional weakness, managers should seek solutions through agreements entered into with strategic partners, which may allow them to overcome those factors which limit or prevent execution.
5. A project needs to be developed in a context of prevailing dialogue and social awareness, but this does not guarantee that the social aspects as a whole will favor conservation in the future.
6. With appropriate policy instruments which govern tourism activities and resources it is possible to monitor, control and reduce actions that adversely affect marine and terrestrial ecosystems, increasing the application of best tourism practices.

## **Conclusions.**

1. The Project's performance was Satisfactory. Through the instruments generated and the activities undertaken, results were satisfactorily met, namely, strengthening the conservation of globally significant coastal and marine habitats and species under national jurisdiction, including linkages with ongoing regional programs such as the Mesoamerican Reef Barrier System (MRBS).
2. In view of the threats which endangered Bay Islands' biodiversity and conservation it was just the right time for executing the Project. The design was characterized by having a clear theory of change and outcomes in line with objectives; however, it was ambitious to expect the CETS to remain stable and to have the whole network of Protected Areas brought under management in the execution period.
3. The execution level was primarily affected by the political instability of the country and the institutional weakness in its operation context. In view of the execution problems which arose, the institutional agreements between Project counterparts proved essential in achieving the strategic results.

4. Thanks to the Project and to the training in environmental management issues provided to their officers, the ICF and the municipalities improved their capacities in terms of public policy instruments, proceedings, and practices for managing PAs and their territory.
5. The spending level was adversely affected by high staff turnover levels, political instability of the country in 2009, decreased interest in the CETS, changes of government, the emphasis put in infrastructure development, difficulties in retaining the staff, a change of coordinator, and delays in the approval of the Executive Order establishing the Protected Areas.
6. Project management was satisfactory in terms of financial planning and management, monitoring and evaluation. Adaptive management was highly satisfactory and favored the execution of the Project. National ownership was satisfactory, outputs were highly appreciated, processes aimed at achieving the expected results continue in operation and there is willingness to apply instruments.
7. The replication level is satisfactory because new institutions were created and satisfactory results were achieved in terms of legal organization, application and participative management of the PAs, and biodiversity conservation in a complex context. The project built ICF and municipalities' capacities in terms of public policy instruments and management proceedings and practices for the PAs and their territory. Their officials received training in different environmental management issues.
8. Results were satisfactory as regards incremental costs, because the Project helped improve biodiversity conservation, an aspect which was positively influenced by the contributions made by the co-managers and the Government of Honduras. In spite of this, financial sustainability is somewhat uncertain because the environmental surcharge could not be effectively enforced and thus its contribution to the Project's activities has been nil. The MBRS conservation strategy will be favored because the Project contributed to the establishment of a larger management system for international waters and globally significant ecosystems. Support was given to the conservation of Pine Tree Forest and Mangrove ecosystems. The baseline updating will facilitate measuring climate change effects.

9. The execution of the Project demonstrated that the Project was actually relevant for Bay Islands and MBRS ecosystems conservation, that the components proposed were in line with real problems, that the Project was consistent with the country's tourism strategy, the needs of the Honduras Protected Areas National System (*Sistema Nacional de Áreas Protegidas de Honduras* or SINAPH), national legislation, GEF's biodiversity conservation policies and IDB's national strategy.
10. The effectiveness of the Project was satisfactory taking into consideration the political turmoil and the institutional weakness that affected its execution. The actions undertaken helped strengthen the conservation of globally significant coastal and marine habitats and species under national jurisdiction, including linkages with ongoing regional programs such as the Mesoamerican Reef Barrier System (MRBS). The specific objectives were satisfactorily fulfilled.
11. Project efficiency is moderately satisfactory because the Project's execution suffered considerable delays. Its catalytic effect was satisfactory in that it generated public policy instruments for biodiversity protection and it developed a significant public asset for PA management. The Project contributed to the demonstrability criterion through the experiences and knowledge acquired with the PAs management.
12. The sustainability of the Project's results is satisfactory. The Project's performance is satisfactory and results were satisfactorily met through the instruments generated and the activities undertaken, strengthening the conservation of globally significant coastal and marine habitats and species under national jurisdiction, including linkages with ongoing regional programs such as the Mesoamerican Reef Barrier System (MRBS).

### **Recommendations.**

1. It is important to have public institutions concerned with protected areas consider establishing their local office on Bay Islands. This is especially true for the ICF - the institution responsible for enforcing the Special Law for the Bay Islands Protected Areas.
2. Amendments should be introduced to the Creation Law in order to have the Finance Secretariat transfer 100% of the proceeds of the application of the Environmental and Security Surcharge transferred to ZOLITUR.

3. Actions should be undertaken to improve the socio-environmental condition of people living in Cayitos. The Bay Islands Artisanal Fishery Management Plan should be developed.
4. Programs should be implemented for managing and controlling surface waters and erosion in real estate and road network development areas which lack conservation measures.
5. It is of great priority to establish an agenda jointly with the ZOLITUR (political level and technical unit), the municipalities, the IHT and ICF in order to make progress in terms of governability and strategic aspects.
6. Tourism, real estate development and tourism infrastructure surcharges have been increasing, which put further pressure on ecosystems. As a result of this, the implementation of Environmental Management Plans and AP Management Plans is undeferrable.
7. The ICF has been provided with instruments to increase PAs governability and spaces for participating in the development of an environmental management model which should be promoted in the future.

**Project Performance rating.** The following aspects have been considered in rating the Project's Performance:

Chart 3.21: Project Performance Rating: Satisfactory		
M&E	Rating	Comments
<i>M &amp; E overall quality</i>	S	It guided and enabled the adjustment of the actions which turned out to be strategic for achieving results.
<i>M &amp; E of the start-up project design</i>	S	It proved to be right in terms of threats, relevance, and objectives, and in judging the execution term as somewhat ambitions. The sequencing of activities was a weakness. However, it lacked an analysis of the initial project indicators and it did not revise or adjust the baseline. Monitoring of those indicators was performed within the structure of the PCU, but the party responsible for it was not indicated in the PD.
<i>M &amp; E of the Implementation Plan</i>	S	It was a powerful element which provided evidence for supporting decision-making when it was necessary. Weaknesses were found in the preparation of half-yearly reports by the PCU and the PIR. Yearly audits improved transparency, and joint-managers reports, IDB's support and

		PCU and IDB's field visits proved essential.
<b>IA and EA execution</b>		
<i>Overall Project Implementation / Execution Quality</i>	S	The Project's performance was affected by great changes in the implementation context, the organizational structure and repeated halts, as well as political authorities' decisions. However, thanks to a great effort made by the implementation and the executing agencies, adaptive management and several extensions, difficulties were tackled and the project and its resources could be leveraged for strengthening Bay Islands' biodiversity conservation.
<i>IA Execution</i>	HS	IDB's role as Implementing Agency was important in overcoming critical times during the Project; it supported the IHT in monitoring and technical aspects.
<i>EA Execution</i>	MS	The IHT and SERTUR provided all necessary resources available to them for a smooth development of the Project. Decisions taken by top authorities limited their institutional capacity to continue with component 1. National policy aspects adversely affected the execution program. Budget spending was unsatisfactory.
<b>Outcomes</b>		
<i>Overall quality of project outcomes</i>	S	It is high due to clarity in the outputs required, TORs quality, monitoring of their execution and verification from the office and on the field. These aspects could be observed during the document review and the mission.
<i>Relevance</i>	HS	The Project was highly relevant because it is in line with the need to preserve and protect globally significant ecosystems and it directly addressed those aspects which represented a threat.
<i>Effectiveness</i>	S	The actions undertaken contributed to achieving the Project's general objective which was to strengthen the conservation of globally significant coastal and marine habitats and species under national jurisdiction, including linkages with ongoing regional programs such as the Mesoamerican Barrier Reef System (MBRS).
<i>Efficiency</i>	MS	The execution term was greatly extended and subject to delays. In spite of the institutional weakness, political and organizational problems, a high execution level was achieved.
<b>Catalyzing role</b>		
Production of a public asset	NA	Participation in the development of public policy instruments and good management practices for the conservation of globally significant ecosystems, linked to the Mesoamerican Barrier Reef System (MBRS).
Demonstrability	NA	Development of public policy instruments and sustainable practices.

Replication	NA	Good potential for disseminating good practices among other PAs.
Application	NA	Feasible, combined with effective matching funds and sound strategic partners which have management, monitoring and control capacities.
<b>Sustainability</b>		
<i>Overall likelihood of risks against sustainability</i>	MU	There are risks against sustainability in financial, socio-economic, governability and environmental aspects, and in terms of the institutional framework.
<i>Financial resources</i>	MU	The environmental surcharge was successfully enforced as a financial instrument for covering PA management costs. Legal adjustments need to be made in order for proceeds to be targeted at 100%.
<i>Socio-economic</i>	MU	Environmental policies promote the PNMIB conservation and biodiversity protection. The social space has been improved and the stakeholders' network has grown.
<i>Institutional framework and governability</i>	U	New rules have been enforced for environmental management and conservation; highly participatory and decentralized management experiences have been developed and strengthened by instruments to increase governability. It is necessary to set an agenda in order to make progress in terms of environmental governability.
<i>Environmental risks</i>	MU	Undeferable implementation of environmental management plans and of AP management plans in order to reduce environmental risks that increase pressure on ecosystems.
<i>Project Overall Outcomes</i>	S	The Project's results fulfill the Project's general objective.
Source: Own elaboration Nomenclature. According to the following categories: a) Highly Satisfactory (HS); b) Satisfactory (S); c) Moderately Satisfactory (MS); d) Moderately Unsatisfactory (MU); e) Unsatisfactory (U); and f) Highly Unsatisfactory (HU). Sustainability: Likely (L), Moderately Likely (ML), Moderately Unlikely (MU) and Unlikely (U).		

## Acronyms

AFE – COHDEFOR	State Forest Administration – Honduran Forest Development Corporation (Administración Forestal del Estado – Corporación Hondureña de Desarrollo Forestal)
AGRAA	Atlantic and Gulf Rapid Reef Assessment
AOP	Annual Operative Plan
BICA	Bay Island Conservation Association
BZ	Buffer Zone
CA	Coastal Area
CETS	Executive Commission for Sustainable Tourism ( <i>Comisión Ejecutiva de Turismo Sostenible</i> )
DAPVS	Protected Area and Wildlife Department ( <i>Departamento de Áreas Protegidas y Vida Silvestre</i> )
DIGEPESCA	General Fisheries Bureau ( <i>Dirección General de Pesca</i> )
EDZ-MUZ	Economic Development Zone and Multiple Use Zone
ENTS	National Strategy for Sustainable Development of the Tourism Sector in Honduras ( <i>Estrategia Nacional de Desarrollo Sostenible del Sector Turismo en Honduras</i> )
GEF	Global Environment Facility
ICF	National Institute for Forest Development and Conservation, Protected Areas and Wildlife ( <i>Instituto Nacional de Conservación y Desarrollo Forestal, Áreas Protegidas y Vida Silvestre</i> )
IDB	Inter-American Development Bank
IHT	Honduran Tourism Institute ( <i>Instituto Hondureño de Turismo</i> )
MBRS	Mesoamerican Barrier Reef System
MPA	Marine Protected Area
NGO	Non-governmental Organization
PAs	Protected Areas
PCU	Project Coordination Unit
PD	Project Document
PDM-OT	Municipal Development Plan with Focus on Land Management ( <i>Plan de Desarrollo Municipal con Enfoque en Ordenamiento Territorial</i> )
PMAIB	Bay Islands Environmental Management Program ( <i>Programa de Manejo Ambiental de Islas de la Bahía</i> )
PNMIB	Bay Islands Marine National Park ( <i>Parque Nacional Marino de Islas de la Bahía</i> )
PNPR	Port Royal National Park ( <i>Parque Nacional Port Royal</i> )
PNTS	National Program for Sustainable Tourism ( <i>Programa Nacional de Turismo Sostenible</i> )



RFFFA	Restricted Fishing and Fish Farming Area
SAG	Agriculture and Livestock Secretariat ( <i>Secretaría de Agricultura y Ganadería</i> )
SECTUR	Tourism Secretariat ( <i>Secretaría en el Despacho de Turismo</i> )
SEFIN	Finance Secretariat ( <i>Secretaría en el Despacho de Finanzas</i> )
SERNA	Secretariat for Natural Resources and Environment ( <i>Secretaría en el Despacho de Recursos Naturales y Ambiente</i> )
SMA	Special Marine Area
SMPA	Special Marine Protected Area
TORs	Terms of Reference
UMA	Municipal Environmental Unit ( <i>Unidad Municipal de Ambiente</i> )
UNDP	United Nations Development Program
ZOLITUR	Bay Islands Free Touristic Zone ( <i>Zona Libre Turística de Islas de la Bahía</i> )

## **1. INTRODUCTION**

### **1.1. Background and objective of the evaluation**

According to the Terms of Reference<sup>1</sup> (ToRs), it is necessary to carry out a Terminal Evaluation (TE) which, due to its nature, is a requirement for Inter American Development Bank (IDB) and Global Environmental Facility (GEF) projects. This evaluation will be conducted according to the rules and procedures detailed in the GEF guidelines<sup>2</sup> for project terminal evaluations.

### **1.2. Objective of the evaluation <sup>3</sup>**

The Objective of the Evaluation is to conduct the monitoring and evaluation of the results of the Project<sup>4</sup> entitled “Consolidation of Ecosystems Management and Biodiversity Conservation, within the Bay Islands Environmental Management Program, PMAIB (*Programa de Manejo Ambiental de Islas de la Bahía*, PMAIB) Stage II”, providing a comprehensive and systematic analysis ranging from the Project design and the implementation process to the outputs, results and objectives achieved.

### **1.3. Scope of the evaluation**

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<sup>1</sup> Terms of reference of the Consultancy: “PMAIB II” GRT/FM-8753-HO (HO-X1003)” terminal evaluation.

<sup>2</sup> “Guidelines for GEF Agencies conducting Terminal Evaluations” (GEF, 2008).

<sup>3</sup> The terms of reference set out the specifications (see Annex 1) required by the Inter American Development Bank (IDB) and the Global Environmental Facility (GEF).

<sup>4</sup> The funds of the IDB-GEF operation are framed within the Non-Reimbursable Investment Financing Agreement of the Global Environmental Facility No. GRT/FM-8753-HO in effect, and have been authorized to be applied to the Financing of this Component’s incremental activities.

The scope of the evaluation was defined by the following specific objectives:

- To carry out an analysis of the Project execution process, the outputs obtained and the achievement of the Project objectives as they were established in the documents approved by the Executive Director of the GEF. This analysis should be focused on determining the efficiency and effectiveness of the Project development and results.
- To evaluate the Project design and the monitoring and evaluation system, and the application or not of an adaptive planning management based on the risks identified and the results of the Mid-Term Evaluation, considering the timing, pace and vision of the beneficiary country's institutions.
- To evaluate the Project's sustainability and its components in institutional, financial, environmental, social and political terms (as well as the degree of ownership of their users/target groups through a retrospective analysis of the involvement of the stakeholders related to the Project).
- To provide a consultation and result-presentation process that fosters transparency and accountability as well as to appraise and socialize the Project results.
- To methodize the lessons learned that may improve the selection, design and execution of future GEF-financed activities, particularly in support of protected areas or other Bank interventions in the Bay Islands Region.
- To provide feedback about issues repeatedly appearing on the GEF agenda according to the strategic objectives set out for the financing of biodiversity projects, such as the financial sustainability of the protected areas management.
- To report on the relevance of the Project results in relation to the GEF objectives and the national priorities.
- To evaluate the performance of all the institutions involved in the Project execution and the support and supervision provided by the Inter-American Development Bank in its capacity as GEF implementation agency.

- To evaluate the application and level of disbursement of resources, both in relation to the GEF donation as well as the matching funds identified for this Project.

#### **1.4. Evaluation criteria**

The evaluation considers the application of the 5 criteria set out in GEF Projects evaluation reports (relevance, effectiveness, efficiency, results and sustainability) as well as the expected long term impact, the Project's catalytic role and replication effect, its monitoring and evaluation systems, all management considerations analyzed by the historical investigation of the Project about the stakeholders' participation, the financial planning, execution and implementation and, finally, the lessons learned, identifying the Project's organizational strengths and weaknesses in view of the achievement of its objectives, providing and identifying roles, the organizational structure (organizational chart, functions-roles), the importance and difficulties of the institutional work, the relations between the implementation agency (IDB) and the executing agency (Tourism Secretariat), and the management of the financial resources, staff, strategic outputs, performance indicators, process mapping, among other aspects considered relevant.

In view of the above, the evaluation included<sup>5</sup> the assessment of the following aspects of the project:

1. Project Concept and Design, including aspects related to the Logical Framework, Assumptions, Risks, Budget, Co-Financing.
2. Project Implementation: Support and supervision by the execution/implementation agencies, monitoring and evaluation (including the Tracking Tools), stakeholders' participation, adaptive management.
3. Results: Effects, Impact, Catalytic Effect, Sustainability, Cross-cutting issues and South-South cooperation.

Therefore, the evaluation was based on the application of the five main evaluation criteria set out in the GEF monitoring and evaluation policies: a) relevance, b) effectiveness, c) efficiency, d) efficacy, and e) sustainability.

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<sup>5</sup> As required in the ToR.

In order to address the above-mentioned objectives, the criteria were translated into evaluation questions asked to the stakeholders interviewed and applied to the document review.

The project's global assessment<sup>6</sup> was conducted according to the GEF system for this sort of projects.

### 1.5. Methodology of the evaluation

The methodology of the evaluation was based on the guidelines<sup>7</sup> for GEF-financed projects terminal evaluations, and on the application of a participatory approach, supported by the consultation to stakeholders, at all stages of the project.

- **Document review:** It included the analysis of the contents of the documents examined. The relevant information was systematized and incorporated to the results and analysis included in this report.
- **Interviews with relevant stakeholders:** Open interviews, semi-structured interviews and three *Focus Groups* with the staff were conducted. Annex 2 includes a list of the people interviewed.
- **Field visit.** The mission began on June 27, with the meeting between the IDB and the Project Coordination Unit (PCU). A visit was made to the Islands of Guanaja, Utila and Roatan between June 30 and July 7, 2012. It was possible to learn about the project activities at the field level, the working conditions, and the degree of logistics difficulty in relation to the aspects that affected the operation. Also, the co-managers and the ZOLITUR were surveyed with the purpose of improving the scope of the consultation.
- **Revision of the preliminary report.** The preliminary report was distributed for revision to the PCU, IDB and the GEF Focal Points before the submission of the results, so that the several stakeholders could make remarks, corrections or

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<sup>6</sup> According to the following categories: a) Highly Satisfactory; b) Satisfactory; c) Moderately Satisfactory; d) Moderately Unsatisfactory; e) Unsatisfactory, and f) Highly Unsatisfactory.

<sup>7</sup> "Guidelines for GEF Agencies conducting Terminal Evaluations" (GEF, 2008).

clarifications, which will be considered in the final version, according to their relevance.

- **Workshop for the presentation of results.** The results were presented to the key stakeholders in Roatan on August 9, 2012.
- **Conditioning factors and limits of the work performed.** The evaluation process encountered certain limitations that should be highlighted. It was not possible to interview certain relevant stakeholders due to their tight agendas. The project management unit does not currently have a monitoring and evaluation specialist, which hindered the finding of information. The project was weakly developed in terms of knowledge management. Some basic documents such as the accumulated count of the total number of actions executed were not available, and the Half-Yearly Reports of the Tourism Secretariat (*Secretaría de Turismo, SETUR*) and the Projects Implementation Report (PIR) were too broad or the information was out-dated.

## 2. THE PROJECT AND ITS DEVELOPMENT CONTEXT

### 2.1. Legal and financial background

In view of the ecological value of the Bay Islands, the threats that endangered their ecological integrity and the results obtained at the first stage of the Bay Islands Environmental Management Program (PMAIB), as well as the importance of monitoring those results, the Government of Honduras and the Inter American Development Bank agreed to conduct a Second Stage of the Project (PMAIB II) through Loan Agreement BID N-1113/SF-HO for a total amount of USD 16.3 million.

Of the total resources of the program, USD 12 million come from the IDB loan, USD 2.5 million come from GEF, and \$ 1.8 million come from the local counterpart. The funds of the IDB-GEF operation are framed under the Global Environmental Facility Non-Reimbursable Investments Financing Agreement No. GRT/FM-8753-HO in effect and they have been authorized to be applied to the Financing of the incremental activities of Component 1 of the loan agreement: Strengthening of ecosystems management and protection of biodiversity.

## 2.2. Beginning and duration of the Project

The scheduled execution term was five years and a half, beginning on June 24, 2004 until the original project closing date, i.e., December 24, 2009. The first term extension was approved<sup>8</sup> for one year, until December 31, 2011. Later, a second 6-month extension<sup>9</sup> was approved, with the execution term expiring on April 30, 2012, and the term for the last disbursement being June 30, 2012<sup>10</sup>. Finally, upon request of the SETUR, the IDB approved another extension of the execution term, to expire on August 15, and the disbursement term was extended until September 30, 2012.

## 2.3. Problems identified

The Bay Islands have long been subject to threats that endanger its ecological integrity. The Project Document (PD) identified the following threats:

<b>Threat 1</b>	Uncontrolled tourism development, wrongly planned urbanization and tourism development, without proper engineering and environmental management.
<b>Threat 2</b>	Non-sustainable residential, industrial and tourist infrastructure operation.
<b>Threat 3</b>	Wrongly planned and unsustainable cruise tourism.
<b>Threat 4</b>	Roads with deficient engineering, construction and maintenance.
<b>Threat 5</b>	Inappropriate farming uses in the coast and the high land basins.
<b>Threat 6</b>	Excessive fishing by artisan, industrial and sports fishermen.
<b>Threat 7</b>	Inappropriate port management, maritime transport and navigation practices.
<b>Threat 8</b>	Natural climate-meteorological and oceanographic phenomena.

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<sup>8</sup> With the purpose of conducting the consultancies required for achieving the project objectives, which depended on the passing of the “*Ley Especial de las Áreas Protegidas de las Islas de la Bahía*” (Special Law for Bay Islands Protected Areas), Legislative Decree No. 75-2010, June, 2010.

<sup>9</sup> In order to finish the belated consultancies and activities.

## **2.4. Objectives of the Project**

The objectives of the incremental activities of the Component “Consolidation of Ecosystem Management and Biodiversity Conservation”, financed with non-reimbursable funds of the Global Environmental Facility, through Project GRT/FM-8753-HO, are as follows:

The development objective is *to consolidate the environmental management program created during the first stage, setting in place a self-sustaining institutional framework that supports ecosystems management and biodiversity conservation as well as environmentally sustainable tourism in the Bay Islands of Honduras.*

The program’s global objective is *to strengthen the conservation of globally significant coastal and marine habitats and species under national jurisdiction, including linkages with ongoing regional programs such as the Mesoamerican Barrier Reef System (MBRS).*

Below are the Project’s specific objectives:

- a) To mainstream considerations about biodiversity and ecosystems management in the policies, rules and regulations of the regional institutions in charge of environmental management (Executive Commission), in particular, in relation to the protected areas and the environment monitoring.
- b) To implement financing mechanisms for biodiversity conservation.
- c) To cooperatively manage the system of marine and coastal protected areas.
- d) To increase awareness and understanding of the value and distinctive nature of the Islands and the need for environmental management.
- e) To strengthen the local government capacity, the community and non-governmental organizations in order to participate with greater capacity in the environmental due diligence and biodiversity conservation activities.

## **2.5. Organizational structure**

The project was conducted under the partial national execution methodology. The PD established an organizational structure in which the SETUR was in charge of coordinating and executing the Project. The PCU of the PMAIB II was in charge of coordinating the management and execution, and the Executive Commission for



Sustainable Tourism (*Comisión Ejecutiva de Turismo Sostenible*, CETS) played a relevant role. See Annex 3.

This programmatic structure was modified as from 2006. With the inception of the National Program for Sustainable Tourism (*Programa de Turismo Sostenible*, PNTS), the original organizational structure was modified to integrate it with the PMAIB II into a single PCU (Honduran Tourism Institute-GEF-PNTS-PMAIB II). Annex 4 includes the organizational structure and the PCU roles in relation with the GEF funds.

It included four co-managers of protected areas, one per island, in charge of coordinating the activities of the local stakeholders involved in the environmental management: Utila BICA, Roatan BICA, Roatan Marine Park, and Guanaja UMA.

### **3. RESULTS**

#### **3.1. Concept and Design**

The priority needs or the problems targeted by the project were clearly identified. The dimension of the variables causing such needs or problems was not precisely estimated in the PD.

The project was linked to the country's development plans, the environmental policies, and the national strategy for biodiversity, management and conservation of protected areas. Also, it was in line with the GEF and the IDB strategies.

The vertical logic set out in the PD properly links the global objective to the development objective; however, it puts forth a self-sustaining institutional framework that can hardly be achieved during the original execution term in a country with a weak institutional framework for managing protected wildlife areas. It should be noted that both objectives are aligned with the solution of the problem aimed to be solved by the Project.

The project also had two very ambitious objectives, given that it established the condition that the CETS should remain operational and the possibility that the whole network of protected areas could be cooperatively managed during the project

execution term. In addition, the specific objectives do contribute to the achievement of the project's global objective.

It assumed that the Executive Commission would remain operational, a situation which depended on a solid institutional framework which could not be controlled by the project because it was part of the institutional dynamics and depended on the national and regional policies. Although the Government of Honduras set up the Executive Commission of Sustainable Tourism<sup>11</sup> of the Bay Islands, according to Executive Order No. 005/2002 dated August 6 2002, it is also true that its effectiveness and functionality depended on the political support of all the government administrations where it was executed. Unfortunately, this condition was not met between 2006 and 2007.

Although the cooperative management model for the protected areas network is a significant strategy, it is worth mentioning that the National Institute for Forest Development and Conservation, Protected Areas and Wildlife (*Instituto Nacional de Conservación y Desarrollo Forestal, Áreas Protegidas y Vida Silvestre*, ICF) has little presence in the Bay Islands Department, and that the co-managers and the municipalities are in charge of protection actions.

In general terms, the expected results and the activities proposed contribute to the specific objectives. The indicators applied to measure the program's performance were modified. The theory of change proposed in the project is clear; however, the project design failed to include basic public policy, strategic and financial planning instruments at the department level, for the conservation of biodiversity in the area. The internal logic remained unchanged over time, in spite of the adjustments subsequently made<sup>12</sup>.

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<sup>11</sup> According to the Project strategy, the Executive Commission for Sustainable Tourism was set up as a cooperative arrangement that would introduce greater representation and effective participation of the municipalities, the civil society and the private sector in the management of the effects of tourism growth on the quality of the environment. It was also stated that, in light of the above, the Commission would acquire the capacity to use the tools supporting the decisions made at the first stage, such as zoning and water resource plans, together with environmental regulations, by-laws, follow-up, surcharges, service charges and other financial instruments under the municipal authorities' scope of responsibility.

<sup>12</sup> Which is evidenced in the last PIR, which implements the changes of the Logframe. It is worth mentioning that the changes in the Logframe, its activities and indicators are not specifically documented in the follow-up instruments, minutes, etc., included in the project.

Assumptions and risks were stated without considering the risks involved: 1) The wide-ranging interests and political agendas involved in the legal organization of new PAs; 2) the existing weak institutional framework for the management of the PAs within the territory; 3) the condition that the achievement of certain results should be linked to and depend on the achievement of other results.

### **3.2. Project implementation**

It was a convenient moment to execute the project in light of the diagnosis on the problems identified in terms of threats to biodiversity and the difficulties in the management and conservation of globally significant terrestrial and marine ecosystems. Previous studies showed the need for immediate intervention in the project actions.

The project developed under the “Partial National Execution” methodology. The IHT, the SETUR, the ICF and the General Fisheries Bureau (*Dirección General de Pesca, DIGEPESCA*) supported and participated in the project.

At the beginning, the United Nations Development Program (UNDP) acted as the implementation agency. However, with the purpose of improving the efficiency of management costs, and due to the fact that it was the financing entity of the PMAIB II, the authorities appointed the IDB as the implementation agency.

In the absence of an effective participation of the CETS, the IHT’s performance made it possible to make internal and external institutional arrangements that enabled to implement and execute the program.

The Project Coordination Unit (PCU) of the PMAIB II was in charge of coordinating the project, which later became a macro unit also including the National Program for Sustainable Tourism (*Programa de Turismo Sostenible, PNTS*). It was the structure in charge of closing the project.

The level of execution was affected by changes in the staff, which occurred at all management levels and stages involved: IHT’s political authorities, IDB officials and the execution unit.

The understanding and the institutional arrangements between the parties to the project turned out to be essential. In spite of the institutional gaps in terms of resources, the co-managers provided essential inputs for the implementation of the project, which effectively influenced on the execution of the activities proposed.

The logframe was modified in order to enable an adaptive management of the project, considering the political, institutional, programmatic and operative context which prevailed during the execution stage. Those modifications enabled the project to continue in place, improve its financial execution and develop actions that contributed to the achievement of the global objective.

The project implementation and execution were affected by a number of situations that should be highlighted:

- a. The change of government in 2006 produced changes at the political and staff level. It caused delays in the execution, waste of the experiences generated in previous administrations and the loss of institutional memory. The role that should have been played by the CETS<sup>13</sup> was gradually reduced to almost becoming non-existent, both within the project as well as in relation to the management of the PAs. The functions of the CETS were assumed by the IHT.
- b. As a consequence of the decision to create the Bay Islands Free Tourist Zone (*Zona Libre Turística de Islas de la Bahía*, ZOLITUR)<sup>14</sup> in 2007, interest in the CETS was reduced, which led to political weakness and its dilution in time, finally adversely affecting its role in the project execution and the institutional framework proposed in the PD.
- c. The mid-term evaluation conducted in 2008 showed execution delays arising from administrative, managerial and political situations that led to multiple delays and gave the project a Moderately Unsatisfactory rating.

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<sup>13</sup> For the sake of a clear understanding, the following quotation is presented: “The Executive Commission for Sustainable Tourism of the Bay Islands will play a supportive role in promoting the institutional coordination, the dialogue about politics and the consensus in relation to sustainable tourism matters and priorities, environmental management and growth” (PRODOC, 2003).

<sup>14</sup> In 2006, order No. 181-2006 introduced the Law on the Bay Islands Free Tourist Zone (ZOLITUR) and the Regulations of the Customs and Special Fiscal Regime.

- d. The 2009 political events paused the operations of the Government of Honduras as well as its institutions and the IDB. It caused the halting of the project and the transfer of resources.
- e. Aspects related to the Execution Unit also affected the following: 1) Its reorganization caused the actions to focus more on infrastructure development and less on the GEF activities; 2) the GEF component had trouble retaining the staff at the Roatan office; 3) the changes as well as the absence of a coordinator for long periods delayed execution; and 5) the absence of a communications professional affected the progress of component three.
- f. The delay in the approval of the order declaring the Protected Areas affected several outputs such as the preparation of the management Plans, environmental management plans, the delimiting of the PAs, the Communications strategy, etc.

### **3.3.Support and supervision by the execution agencies**

The disbursements, the procurement of goods, services, equipment and the contracting of consultancies were made and authorized by the program coordination unit. All of them were aspects subject to the IDB's revision processes in relation to the GEF resources.

In spite of the checkered execution and the complicated institutional environment, the IHT kept playing its leadership role throughout the execution. The participation at all management levels was key to achieving the objectives and enduring the external blows suffered by the program, especially the changes of government and the political events occurred during 2009. Given the weakness of the CETS, the IHT took over its functions.

The Secretariat for Natural Resources and Environment (*Secretaría en el Despacho de Recursos Naturales y Ambiente*, SERNA) and the National Institute for Forest Development and Conservation, Protected Areas and Wildlife (ICF) had limitations as regards the presence and availability of the human resources in the Islands necessary to assume the project. However, all outputs generated had their approval and

participation. In general terms, the program was supported by the Municipalities and the Municipal Environmental Unit (*Unidades Ambientales Municipales*, UMAs).

The IDB was in charge of managing the GEF funds as well as supporting the management of the project and monitoring its operations and results. It provided its support during key times of the project with a view to implementing the necessary solutions and measures to help solving the execution problems detected in the mid-term evaluation. It also helped taking contingency measures as a result of the effects of the pause caused by the country's political situation in 2009.

### **3.4. Financial planning and management**

Financial management has been very satisfactory. Financial resources from the GEF Fund were managed by the IDB Honduras office, which also provided support for the definition of the Annual Operational Plan (AOP) and the monitoring of expenses. The execution followed the IDB rules on financial management, procurement and contracting. The internal control consisted of external audits conducted on an annual basis.

The project management was efficient in terms of financial management and agreed to monitor and correct the procedures according to the IDB's guidelines. However, the PCU considers that the above-mentioned procedures are extremely rigorous and that, to certain extent, a lot of time and additional work is required in order to comply with them. It was necessary to adjust the financial planning due to the changes in the execution levels so that the resources could be utilized by the country.

### **3.5. Monitoring and evaluation**

Monitoring and evaluation was moderately satisfactory. Following the project's operational framework and the GEF and IDB procedures, the monitoring and evaluation process included the participation of stakeholders involved at the different management levels. The appropriate mechanisms were applied according to the strategy and requirements established in the PD.

According to the mid-term evaluation, there was little monitoring by the IDB to ensure a greater focus on the execution of the GEF activities. However, this evaluation noted something different due to the fact that the IDB carried out 3 missions with the purpose of: 1) Attending the Program stage II start-up workshop and discussing with local authorities and the PCU the progress in the preparation of the GEF proposal and mechanisms for coordination with other initiatives; 2) revising (2005) the progress of the Program execution; 3) resuming (2006) the work agenda of the CETS and submitting the proposal to change the management of the CETS; and 4) revising (2008) the results of the Mid-Term Evaluation. It also made field visits, inspections, held regular coordination meetings with the PCU and revised contracts and project documents (POAs, Technical Reports, etc.).

There is no available database about the project outputs, and the half-yearly reports and the Project Implementation Review (PIR) used for monitoring the actions and supporting the management of the project results are incomplete<sup>15</sup> and fail to provide a detail account of the activities included in the component.

A Mid-Term Evaluation was conducted in 2008 on the basis of which a contingency plan was established. In spite of the relevance of its recommendations, very few were actually implemented.

Annual audits were conducted covering issues related to financial management, administrative structure, contracts, the substantive and financial planning, PD design, monitoring of the execution reports, internal control procedures, equipment, budget spending, expenses combined report, financial and administrative management risks and compliance with the recommendations. Such audits had greater influence on the execution than the Mid-Term Evaluation, possibly due to the strict way of controlling the operations and the financial aspects of the project.

During the project execution, the original logframe was barely used as a management tool. Even certain indicators actually used were pretty different from those defined in the PD<sup>16</sup>. However, they are in line with the adaptive management mechanism allowed by GEF projects.

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<sup>15</sup> In terms of contents, the baseline information, the progress status from the previous year and co-financing.

<sup>16</sup> Annex 6 includes a table listing the initial indicators (PD) and the final indicators (half-yearly report and PIR, 2011).

In order to monitor the actions undertaken, half-yearly reports prepared by the SETUR and supported by the PCU were available.

### **3.6. Adaptive management regarding the project design**

Adaptive management was highly satisfactory. The project's objectives remained unchanged until its closing. During the execution period, the context of the project was highly dynamic at political, institutional, administrative and technical level. All of these were aspects that influenced the presence of limiting factors and opportunities leading to an adaptive management of the program. Based on this principle, certain indicators and their logframe goals, the programming, the budgets, the actions and outputs contemplated in the original design were modified. This kind of management paved the way for the progress of the project in spite of the changes of government and the political scenario in 2009, which was beyond the project's control and could affect not only the good course of the project but also its schedule and the achievement of certain results.

### **3.7. National ownership**

National ownership is satisfactory. The public policy and the PAs management instruments as well as the land use planning are highly appraised by the organizations involved at the operative, managerial and political levels. In spite of the existence of management plans for the PNMIB, their implementation depends on the necessary financial resources. The processes necessary for achieving the results which were still pending when this evaluation was conducted continued in course, as is the case of the outputs and contracts which have not finished yet. The ICF is aware that the application of the instruments generated fall within their responsibility. The PAs management is under their responsibility not only by virtue of law, but also under the country's development proposals and the institutional strategic plans and policies which direct them to make progress in this field. However, the CETS' inaction and its nil participation during almost the whole execution process is a matter of concern, which is related to the low level of ownership shown by ZOLITUR. At the co-managers level the situation is



quite different, since they performed very well in terms of executing the actions under their scope of authority, which they incorporated into their daily work and planning, and managed to interpret and execute the activities commissioned, for which purpose they even provided matching funds. Although the municipalities have shown a significant level of ownership, their position is to support specific actions undertaken within their territories, as they consider that enough studies have been generated since the execution of the first stage of the PMAIB, and thus they are already clear about the PAs environmental situation and the field actions necessary to improve it.

### **3.8. Replication Effect**

The level of replication is satisfactory as new institutional arrangements have been developed and satisfactory results have been achieved in relation to biodiversity conservation and the legal organization, instrumentation and participative management of the PAs in a complex context. Special reference deserves to be made to the joint action of several stakeholders and the instruments that turned out to be successful, which involved the intervention of institutions from several sectors, levels of government (central, department, municipal) and public-private alliances, and covered several areas (PAs management, land management, environmental education).

The Project managed to overcome the serious political moments suffered by the country which also affected it, and to keep the focus on the objective of establishing a participative management framework for the PAs.

The subjects of biodiversity conservation, and ecosystems environmental quality and health are still regarded as an indisputable condition for the sustainable development of the Bay Islands and for the sustainability of tourism and fisheries -the main and second economic activity, respectively - since the deterioration of the natural resources certainly affects people's income and contributes to poverty conditions.

The experiences of this Project are interesting for their replication in other PAs at the national and international levels, so it is deemed relevant to make an effort to systematize them so that results would have greater relevance and impact.

### **3.9. Stakeholders' participation**

A highly satisfactory participation of the communities, local organizations and their representatives was achieved. The project provided for the application of a proper process of consultation to those involved in the management and protection of the PAs and for the validation and socialization of the outputs. High school students, the civil society and businessmen participated in the PAs management programs (education, refurbishment, reforestation, labeling, etc.).

In spite of having financial and staff limitations, the co-managers effectively influenced the execution of the activities proposed.

The IDB provided the follow-up, monitoring and technical assistance at key points, which improved the project implementation. In addition, the IDB Honduras office facilitated the contracting and management processes.

As a result of the Project, the ICF and the municipalities improved their capacities in relation to the public policy instruments, procedures and management practices of the PAs and their territory. In addition, officials were trained on several environmental management subjects.

The CETS had little participation. The ICF supported the processes, with a low level of leadership though. The ICF participated in the legal organization of the PAs, the approval of the PAs management plans, the delimitation of the PAs, workshops and training activities.

### **3.10. Budget spending**

Considering expenses between 2004 and 2012, the disbursement as of June 29, 2012 amounted to USD 2,204,908.64 (two million, two hundred and four thousand, nine hundred and eight US dollars, and sixty four cents), which represents 88.2 % of the GEF funds. See chart 3.10.1 below.

The annual budget spending was unsatisfactory (see chart 3.10.2) with none of the annual budgets fulfilling their spending goal. As a result of the budget spending gap, the application of budget reprogramming measures and the implementation of term

extensions, the budgets bore no relationship with the budget proportionality established in the PD.

**Chart 3.10.1: Disbursements of GEF funds as of July 30, 2012**

<b>Component</b>	<b>Amount Budgeted USD</b>	<b>Amount Spent USD</b>	<b>Spending Percentage (%)</b>
<b>Strengthening of the Commission</b>	988,000.00	671,679.62	67.98
<b>Protected Areas investments</b>	1,173,000.00	763,178.52	65.06
<b>Outreach strategy</b>	339,000.00	270,050.50	79.66
<b>Revolving Fund</b>		500,000.00	
<b>Total</b>	2,500,000.00	2,204,908.64	88.20

Source: Prepared by the author based on IDB data (July 2012)

Four situations should be highlighted: 1) the Mid-Term Evaluation had shown an unsatisfactory level of execution, when in December 2007, such level was 32.56%; 2) during 2008, the level of execution remained low (15.78%) in spite of the recommendations included in the Mid-Term Evaluation report; 3) during 2009 the level was similar (15.8%), but it should be noted that in 2009 the Congress unanimously resolved to remove President Zelaya from office, adversely affecting the regular execution of the project in the second half of 2009; 4) during 2010, the execution declined hastily, barely reaching a level of 4.92% as a result of the pause from 2009 onwards. 5) In spite of new staff recruitments in 2011, the execution level barely reached 11.51%; and 6) in the second half of 2012 execution reached 50.79%.

**Chart 3.10.2: Annual budget spending of GEF funds**

<b>Year</b>	<b>Amount budgeted USD</b>	<b>Amount disbursed USD</b>	<b>Percentage disbursed from the annual budget (%)</b>
2004-2005	-	439,364.00	-
2006	793,852.41	174,310.00	21.96
2007	1,089,986.48	314,613.00	28.86
2008	1,614,663.08	254,868.00	15.78
2009	793,856.00	125,454.00	15.80
2010	474,804.08	23,360.00	4.92

2011	1,033,796.72	119,011.00	11.51
2012	500,000.00	253,928.64	50.79

Source: Prepared by the author based on 2005-2012 reports.

### 3.11. Financial Aspects<sup>17</sup>

Co-financing was satisfactory. Chart 3.11.1 below includes the contributions made by several financial sources. The PD<sup>18</sup> assumed incremental financing in the amount of USD 5,330,000 (five million, three hundred and thirty thousand US dollars), of which USD 3,932,000 were actually obtained (73.77%).

The total amount spent from the co-financing accounts was USD 9,281,197.64, which represents 95% of the expected amount. The country's contribution was USD 2,824,289, which is 56% higher<sup>19</sup> than expected.

<sup>17</sup> It is included in Annex 9 without additional information about dates and the Project Framework.

<sup>18</sup> Annex D. Bay Islands Environmental Management Program, Stage II: Consolidation of Ecosystem Management and Biodiversity Protection. List of baseline and incremental activities, and estimated project costs.

<sup>19</sup> As it had to extend its contribution to the additional execution years.

**Chart 3.11.1: Analysis of co-financing. In US dollars (USD)**

Source:	Type	Preparation		Implementation		Total	
		Expected	Spent	Expected	Spent	Expected	Spent
Country's contribution	N/S			1,800,000.00	2,824,289.00	1,800,000.00	2,824,289.00
GEF contribution	Donation	320,000.00	320,000.00	2,500,000.00	2,204,908.64	2,820,000.00	2,524,908.64
General Fisheries Bureau ( <i>Dirección General de Pesca, DIGEPESCA</i> ).	N/S			95,000.00	75,000.00	95,000.00	75,000.00
DIVING COMPANIES	N/S			270,000.00	210,000.00	270,000.00	210,000.00
ATTORNEY GENERAL'S OFFICE	N/S			25,000.00	25,000.00	25,000.00	25,000.00
FISHER ASSOC	N/S			120,000.00	80,000.00	120,000.00	80,000.00
HONDURAN ENVIRONMENT AND DEVELOPMENT FOUNDATION "VIDA"	N/S			350,000.00	200,000.00	350,000.00	200,000.00
FOUNDATION FOR MUNICIPAL DEVELOPMENT (FUNDEMUN)	N/S			0.00	5,000.00	0.00	5,000.00
LOCAL ENVIRONMENTAL COMMISSION	N/S			25,000.00	12,000.00	25,000.00	12,000.00
LOCAL NGOs	N/S			240,000.00	300,000.00	240,000.00	300,000.00
LOCAL OPERATORS	N/S			350,000.00	200,000.00	350,000.00	200,000.00
MERCHANT MARINE	N/S			75,000.00	75,000.00	75,000.00	75,000.00
MIN OF EDUCATION & SCHOOL	N/S			75,000.00	75,000.00	75,000.00	75,000.00
MUNICIPALITIES	N/S			1,340,000.00	1,170,000.00	1,340,000.00	1,170,000.00
NGOs	N/S			100,000.00	25,000.00	100,000.00	25,000.00
PRIVATE COMPANIES	N/S			0.00	125,000.00	0.00	125,000.00
PRIVATE LAND OWNERS	N/S			1,500,000.00	900,000.00	1,500,000.00	900,000.00
PRIVATE COMPANIES	N/S			150,000.00	150,000.00	150,000.00	150,000.00
SECRETARIAT FOR NATURAL RESOURCES AND ENVIRONMENT ( <i>Secretaría en el Despacho de Recursos</i> )	N/S			75,000.00	55,000.00	75,000.00	55,000.00

<i>Naturales y Ambiente, SERNA)</i>							
SECRETARIAT OF PUBLIC WORKS, TRANSPORTATION AND HOUSING (SOPTRAVI)	N/S			200,000.00	110,000.00	200,000.00	110,000.00
SUST COASTAL TOUR	N/S			100,000.00	80,000.00	100,000.00	80,000.00
UNIVERSITIES	N/S			60,000.00	60,000.00	60,000.00	60,000.00
Total		320,000.00	320,000.00	9,450,000.00	8,961,197.64	9,770,000.00	9,281,197.64

Source: Prepared by the author based on information provided by the IHT. See Annex 7.

Note. N/S Not specified because it is not specified in the source.

Results could have been better if the 3% environmental surcharge contribution foreseen would have been actually made<sup>20</sup>, given that it is estimated to have the potential<sup>21</sup> of providing 1.8 million US dollars on a monthly basis, which could have been used to finance the operation of the PNMIB, as set forth in the Law for the Creation of the Bay Islands National Park. Once this situation is solved, one of the three priority incremental results of the project would be achieved - i.e. a sustained increase of the income necessary for the Preservation of the Bay Islands Protected Areas.

### 3.12. Incremental costs

In relation to the analysis of incremental costs, the project at its final stage provided global benefits in the following areas:

- a. **Biodiversity:** Through the creation of the PNMIB, it contributed to improving marine biodiversity conservation in the broad environment of the Island and the adjacent ecosystems. With its creation, the conservation strategy of the Mesoamerican Barrier Reef System has been strengthened in the terrestrial and coastal areas. The Pine Tree and Mangrove ecosystems have had certain positive changes due to the recovery of forest-free areas.
- b. **Climate change.** It managed to establish the baseline that will support the research on the effects of climate change and the greenhouse effect. Development of policies, strategies and investment plans.
- c. **International Waters:** It contributed to a greater system of international water management in the MBRS, and the ecosystems of a global relevance.

As a result of this, it also generated benefits at the local level in relation to the following areas:

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<sup>20</sup> The contribution of the environmental surcharge has not been made; therefore, the contribution to the development of the project's activities and its sustainability has been non-existent.

<sup>21</sup> IHT. Creación del mecanismo operativo y reglamentación de la tasa ambiental de la zona libre turística de las islas de la Bahía. Vol 2. Programa de consolidación de la gestión de los ecosistemas y la conservación de la biodiversidad Convenio no rembolsable GRT/FM-8753-HO. Bajo el Programa de Manejo Ambiental de las Islas de la Bahía, segunda etapa. IHT/GEF/BID.

- a. **Biodiversity:** It enabled establishing a database and Management Plans. Greater knowledge and capacities for biodiversity estimation and management. Strategies were implemented for the elimination of exotic plant species (lionfish) and for the protection of the terrestrial and marine ecosystems present in the country's national conservation strategies and commitments.
- b. **Financial costs:** Should the Environmental Surcharge be duly enforced, it would provide 1.8 million (on an annual basis) for PAs management, which could support the biodiversity conservation efforts of the PNMIB.

### **3.13. Results by sub-component**

#### **3.13.1. *Sub-component 1: Strengthening of the Executive Commission for Sustainable Tourism (CETS)***

The performance of this component was satisfactory<sup>22</sup>. At its inception, the project executed actions for the strengthening of the Executive Commission for Sustainable Tourism. To such end, the following results were obtained:

- a. Creation of the General Rules for Bay Islands Development Control (Executive Agreement No. 002 – 2004). Their purpose was to orderly articulate the activities that had an impact on tourism, residential, commercial and industrial activities, based on the need to preserve the environment and the main ecosystems still existing in the Islands.
- b. A draft of the CETS Bill was prepared, which did not receive political support and was not officially approved.

From 2006 onwards, with the change of government, interest for the CETS and its strengthening declined considerably. However, there was a greater interest in creating a new structure in the institutional framework of the region, today

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<sup>22</sup> Annex 5 includes the indicators' performance ratings.



known as the Bay Islands Free Tourist Zone (ZOLITUR), which was created through a national Law<sup>23</sup>.

The CETS was contemplated in the law that created the ZOLITUR, as it establishes that “it shall promote sustainable tourism in the Free Tourist Zone in coordination with the CETS” and that it should consider “... the knowledge and concurring application of environmental regulations” and “the powers established in the Executive Agreement No. 005/2002 for the creation of the CETS of the Bay Islands department”. In view of the above, the Project also influenced the new legislation, with the purpose of ensuring that under its regulatory framework, the results of the PMAIB II would have continuity and support in the recently built institutional framework.

A significant adaptation of the project rests on the redirection (IHT, 2008) of the actions of this component to the strengthening of the ZOLITUR. Supportive actions included the Rules for the Enforcement of the Environmental Surcharge, the Policy on Cruises for the Roatan Island and the Manual for the Operation of the Department Unit.

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<sup>23</sup> The ZOLITUR Law was officialized through Order 181-2006 and was published in January 2007. The purpose of such Law is to create the necessary legal framework to establish and operate a Customs, Fiscal and Territorial Management Regime applicable in the Bay Islands Department, except in the territory comprising the Cayos Cochinos islands (Section 1 of the ZOLITUR Law). The main objective for introducing the above-mentioned legal framework is to promote national and foreign investments in the Islands, within a regime consistent with the social and economic, legal security and sustainable development growth. The powers granted to the ZOLITUR Management Commission include, among others, the power to prepare an annual budget, which must include a provision that at least 30 % of its income will be allocated to infrastructure works, the provision of public services, and environmental projects agreed with the municipalities. Section 45 of the Regulation of the ZOLITUR Law sets forth that USD2 will be charged to every passenger reported to have entered the ZOLITUR territory via maritime transport, USD6 will be charged per passenger (foreigner or visitor) entering via air transport, and USD1 will be charged per passenger entering under the domestic category, all of which will be allocated to safety and environmental conservation. A Special Territorial Regime is established considering the Master Plan, and the provisions of the Land Management Law, the Nation Plan (*Plan Nación*), and the comprehensive development plans (Section 29 of the ZOLITUR Law). This regime must establish the policies, strategies, zoning, rules, use plans and comprehensive occupation of the islands. The model promoted is called “tourist land management”, and sets forth that the ZOLITUR Management Commission, departamental and municipal authorities, and the CETS shall be in charge of its implementation. (IHT,2012)

The ZOLITUR<sup>24</sup> made investments in the amount of USD 958,974.36 with resources from the environmental surcharge during the 2010-2011 period, with the purpose of refinancing environmental projects: 1 ) Provision of a garbage truck for the Municipality of Guanaja; 2) Building of the Sanitary Sewer of the West End community; and 3) Operation of the Technical Unit of the ZOLITUR<sup>25</sup>. This provided support to the municipalities in issues such as sewerage for the communities benefited by the project, providing them with technical support jointly with the NGOs, Patronages and other organizations.

The Technical Unit of the ZOLITUR has multi-disciplinary staff in order to be able to address all Environmental Management issues and provide technical support to the Environmental, City Planning and Cadastre Units of each Municipality of the Department. Among other actions, the Technical Unit provided strengthening, technical collaboration and support to the Bay Islands Conservation Association (BICA).

However, the little availability of financial resources can be identified as a limiting factor that prevented the ZOLITUR from providing support to the development of actions for the conservation of Bay Islands PAs. Such financial resources were not fully transferred<sup>26</sup> by the Finance Secretariat, as set forth in Decree 181-2006 Law on the Bay Islands Free Tourist Zone. Another aspect pending resolution is related to collection, due to failure to collect surcharges applied to the airlines flying to the Islands and the Coxen Hall Port.

The main action that may be implemented by the ZOLITUR with a view to improving its support to the development of actions for the conservation of Bay Islands PAs is obtaining the passing of amendments to the Creation Law so that 100% of the funds obtained as a result of the enforcement of the Safety and Environmental Surcharge could be transferred to the ZOLITUR by the Finance Secretariat.

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<sup>24</sup> GEF has not allocated funds to the ZOLITUR.

<sup>25</sup> Interview to Mr. Sotero Medina. ZOLITUR.

<sup>26</sup> As ordered by the Finance Secretariat and the Central Government, only 50% of the funds raised by the Free Zone are returned. ZOLITUR. May 30 2012. Investment projects prepared by the ZOLITUR are submitted to Engineer Jerónimo Sandoval. Consulted on August 4, 2012, at <http://www.zolitur.gob.hn>

***Indicator 1.1: Implementation of a Municipal Plan with Focus on Land Management by the Municipality of Utila and its application by the Management Commission of the Free Tourist Zone to the rest of the islands region. A satisfactory result was obtained.***

The Municipal Development Plan with Focus on Land Management (*Plan de Desarrollo Municipal con Enfoque en Ordenamiento Territorial*, PDM-OT)<sup>27</sup> for the Municipality of Utila is currently at its final stage. The proposal was framed within Executive Decree 181-2006 currently in effect, Law on the Bay Islands Free Tourist Zone (ZOLITUR) and Executive Agreement No. 002-2004 regarding the “General Rules for the Control of the Development of the Bay Islands”, Section 45, which points out the need to carry out the necessary proceedings for the elaboration and establishment of the Land Management Plans of the islands area.

***Indicator 1.2: Regulation of the Safety and Environmental Conservation Fee in effect, establishing the mechanisms for financing the costs of the Protected Areas System. A satisfactory result was obtained.***

Regulations were established for the environmental surcharge and a study entitled “Creation of the operating mechanism and regulation of the environmental surcharge applicable in the Free Tourist Zone of the Islands and Conceptual Framework” was completed. The study included: 1) collection details not specified in the law; 2) the fee collection status in the Bay, the conceptual framework of the environmental fee; 3) an analysis of environmental priorities; 4) the issues to be covered with the environmental fee revenues; and 5) environmental surcharge revenue forecasts.

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<sup>27</sup> ZOLITUR is currently conducting procurement proceedings for the Drafting of the Land Management Plan of the Bay Islands Department. Visit:

[http://www.zolitur.gob.hn/index.php?option=com\\_content&view=section&layout=blog&id=1&Itemid=163&lang=es](http://www.zolitur.gob.hn/index.php?option=com_content&view=section&layout=blog&id=1&Itemid=163&lang=es)

### **3.13.2. Sub-component 2: Investments for the Regional System of Marine and Coastal Protected Areas**

The performance of this sub-component was satisfactory. The main factor that affected its execution was related to the approval of the Order whereby the PAs were created. On this point, the main conflict identified was the opposition to the creation<sup>28</sup> of the terrestrial protected areas, mainly Port Royal in the Roatan Island and the Pine Tree Reserve Forest Area No. 3 in Guanaja.

***Indicator 2.1: Regulation of the Special Law for Bay Islands Protected Areas System, socialization, and approval by the Executive Branch. A satisfactory result was obtained in this respect.***

The Consultancy on the Regulation of the Law for Protected Areas was completed. Its purpose was to draft, on a participative basis, the base document of the Regulation of the Special Law for Bay Islands Protected Areas which would complete the legal framework for the administration and management of the ecosystems in the Islands area.

The “Final Version of the Draft Regulation of the Special Law for Bay Islands Protected Areas” is one of the most important outputs of this consultancy, together with two of its annexes entitled: 1) “Proposed Strategy for the Approval of the Final Version of the Draft Regulation of the Special Law for Bay Islands Protected Areas”; 2) “Matrix of relationships between the prohibitions set forth in the Draft Regulation of the Special Law for Bay Islands Protected Areas and the potential penalties set forth in the delegated legislation in effect in Honduras”.

The Consultancy also entailed the socialization of the first draft of the regulation with all the sectors or stakeholders involved in the Bay Islands Protected Areas issue through workshops involving the four municipalities, the ICF in La Ceiba, the Roatan and Utila BICA, the Roatan UMA, the Utila UMA and the Guanaja UMA, representatives of the central government, ethnic groups (Garifuna people and English-speaking black people), environmentalist or tourism NGOs or private companies and the Management Commission of the Bay Islands Free Tourist Zone Law (ZOLITUR). In addition, 75 copies of the Draft Regulation were circulated for

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<sup>28</sup> By people interested in real estate developments in these areas, owners and the municipality of Santos Guardiola.

revision, and three validation workshops were held. The final approval and official recognition of the consultancy are still pending. Order No. 075-2010 on Protected Areas and its regulation were printed and published, and the regulation was socialized.

***Indicator 2.2: Marine National Park legally declared and regulated, brought under an administration and management system. A highly satisfactory result was obtained.***

The Bay Islands Marine National Park (PNMIB), located in the Bay Islands Department, was declared under protection through Order No. 75-2010 (June 26, 2010) passed by the National Congress of the Republic of Honduras. It included three Protected Areas: The Turtle Harbour National Park in Utila, the Port Royal National Park in Roatan and the Bay Islands Marine National Park which includes 6 marine special protected areas around the three islands, namely: 1) Michael Rock; 2) Half Moon Key and South West Cay; 3) Sandy Bay – West End; 4) Turtle Harbour - Rock Harbour; 5) Santa Elena – Barbareta; and 6) Raggedy Cay - South West Cay. In addition to the marine special protected areas, a number of areas of multiple uses, restricted areas, no-take zones for fisheries and areas of economic development are defined within the Bay Islands Marine National Park. It included the whole coastal area of the Roatan, Utila and Guanaja Islands, between the 10 m onshore high tide line to the 60 m depth line, while the area from the 60 m depth line to 12 nautical miles around the islands was declared Buffer Zone (BZ).

Biodiversity conservation was one of the primary objectives of Order No. 75-2010, which was to be attained through the active participation of the Central and Local Governments, Private Companies, Ethnic Groups, NGOs involved in conservation and the civil society at large, in management and administration activities.

This Marine National Park has an estimated area of 647.152,49 has, hosting one of the largest reef formations in the Caribbean and, particularly, the southern extreme of the Mesoamerican Barrier Reef System (MBRS), in addition to areas with significant live coral covers where a significant and varied number of marine vertebrates and invertebrates live. This distinctive biodiversity and the need to preserve the remains of genome in view of the galloping development of the

coastline, call for the creation of the MPA (Marine Protected Area) and the implementation of a planning process providing such area and its co-managers with a management plan. Under the laws of the Republic of Honduras, this management category entails: 1) protecting the ecological integrity of the marine ecosystems; 2) driving a rational use of the resources in line with the purposes of the marine national parks; and 3) providing the basis for developing environmentally and culture-friendly spiritual, scientific, educational and recreational activities for visitors.

The Bay Islands Marine National Park (PNMIB) Management Plan for 2013-2018 was completed and is currently under review, given that its socialization has already taken place. Only minor adjustments and corrections are required for the purpose of institutional approval.

This Marine Protected Area covers the Roatan, Utila and Guanaja Islands, and the Management Plan is expected to manage impacts and threats so as to allow non-destructive and sustainable uses preserving healthy critical habitats. Within the PNMIB, several areas were established subject to a number of use and management parameters:

a) Special Marine Area (SMA): Its objective is to preserve unique or fragile portions or elements of the marine ecosystems that play a protective and producing role. With an estimated area of 52,408,.70 ha, this section is subdivided into:

1. Special Marine Protected Area (SMPA): In this area it is permitted to carry out marine resources management activities, based on production techniques consistent with the concept of sustainable development.

2. Restricted Area (RA): Due to the ecological significance of this area, human intervention will be completely restricted, except for the activities related to scientific research and environmental education.

3. Restricted Fishing and Fish Farming Area (RFFFA): a regulated use of marine resources will be permitted in this area, with artisan and industrial fishing and fish farming being restricted.

4. Economic Development Zone and Multiple Use Zone (EDZ-MUZ): This area will allow the regulated use of marine resources and will be suitable for the growth and economic development of the communities.

In addition to the SMA, other areas were established, such as:

b) Buffer Area (BA): It is the twelve nautical mile perimeter area (22.2 km) adjacent to the external line of the SMA (60 m deep), where several practices are permitted, except for industrial fishing. The BA has 594,400.34 ha.

c) Coastal Area (CA): It is the coastline adjacent to the inside of the SMA running from the High Tide Line (HTL) to 10 m inside the island territory, in line with the first sub-area of the Area A defined in section 7 of Executive Agreement No. 002-2004, General Rules for Bay Islands Development Control. This area comprises 343.45 ha.

***Indicator 2.3: Terrestrial Protected Areas (one per island) legally established, brought under an administration and management system. A highly satisfactory result was obtained.***

Two of the three new Terrestrial Protected Areas were established under Order No. 75-2010, dated June 26 2010, passed by the National Congress of the Republic of Honduras: Port Royal on the Roatan Island and the Turtle Harbour Wildlife Refuge on Utila Island. The Pine Tree Reserve Forest Area No. 3 on Guanaja was not legally established due to land tenure issues.

***Indicator 2.4: Four Management Plans for Bay Islands Marine National Park, Port Royal National Park, Turtle Harbour Wildlife Refuge and the Forest Reserve Area No. 3, proposed and approved by the ICF according to the rules and guidelines of the Forestry, Protected Areas and Wildlife Law. A highly satisfactory result was obtained.***

The Port Royal National Park Management Plan for the 2013-2018 period has been completed. The Port Royal National Park (PNPR) is a small terrestrial wildlife area (499 ha) located in the Bay Islands Department, on Roatan Island, municipality of José Santos Guardiola, declared a protected area under Order No.

75-2010 (June 10, 2010) passed by the National Congress of the Republic of Honduras. It hosts important samples of pine tree forest, oak tree forest, mixed areas and areas under succession. It is also known for the presence of archaeological remains of the Payas and devices which belonged to the European sailors of the time. It is an important water reserve with water flowing through more than one dozen streams towards the coast, and it can be even considered an area of scenic interest due to the coastal cascades formed by these streams, which have significant tourism relevance. It is surrounded by local communities in Punta Gorda, Calabash Bay, Diamond Rock, New Port Royal, among others, whose inhabitants obtain goods and services from this area. However, the number of such goods and services could be increased with the implementation of this Plan which includes solutions to environmental issues such as wildfires and proposed alternatives and means for community participation. The Plan is under review stage, given that socialization has already taken place. Only minor adjustments and corrections are required for its institutional approval.

The Turtle Harbour Wildlife Refuge Management Plan has been completed. The 933 ha Turtle Harbour National Refuge is a PA created under Law No. 75-2010. It is mainly composed of wetlands, flood savannas, mangrove swamps, mixed forests and teak forests. It includes a sand beachfront and an iron shore area. The distinctive feature of this protected area is that it is dependent on the water cycle, as its ecological structure is based on the presence of this element. In addition, it is an area of significant relevance for several groups of vertebrates, including migratory birds and the Utila iguana. Seven programs based on a conflict-resolution scheme were established. Land tenure in this area is almost completely private, and the most particular threats are hunting and slash and burn practices. It is under review, given that socialization has already taken place. Only minor adjustments and corrections are required for its institutional approval.

In January 2002, the IHT entered into a Bay Islands National Park Co-Management Agreement with the Secretariat for Natural Resources and Environment (*Secretaría en el Despacho de Recursos Naturales y Ambiente*, SERNA), the Agriculture and Livestock Secretariat (*Secretaría de Agricultura y Ganadería*, SAG) and the State Forest Administration – Honduran Forest Development Corporation (*Administración Forestal del Estado – Corporación Hondureña de Desarrollo Forestal*, AFE – COHDEFOR). Its main purpose was to facilitate the Management



of the PNMB with local capacity building and the implementation of operative and management plans for the terrestrial and marine protected areas that compose the Marine Park. Today, a Co-Management Agreement entered into with the Utila BICA, the Municipality of Utila, the AFE – COHDEFOR and the Roatan Marine Park, is in effect.

Training based on integrated modules focused on environmental management was given to the officers of the Co-Managing NGOs and UMAs. The following received training:

1. Camp Bay Patronage
2. Roatan Marine Park
3. Diamond Rock Patronage
4. Jonesville Patronage
5. El Bight Patronage
6. Roatan BICA
7. Utila BICA
8. Iguana Research Station
9. Utila UMA
10. Guanaja UMA
11. Hotel Tourism Association
12. Association for the Pine Tree Forest Conservation

Among other purposes, the training was aimed at identifying those candidates who could take charge of the co-management of the PAs. As a result of this, the following co-managers were selected: 1) Roatan BICA; 2) Utila BICA (with a contract currently valid and approved by the municipality); Roatan Marine Park; and the Guanaja UMA.

The four co-managers were strengthened and financial and equipment resources were provided, supporting the cooperative management of the network of marine and terrestrial protected areas declared on Bay Islands. In this regard, the Roatan BICA, Utila BICA, Roatan Marine Park and the Guanaja UMA were benefited. Through their participation, they could obtain important results, as detailed below:

**a. Guanaja Municipal Environmental Unit.**

It was part of the Mesoamerican Barrier Reef Evaluation, which aimed to determine its real condition regarding its state, vegetation and animal species. The Evaluation evidenced certain areas that require greater attention, and identified natural regeneration areas and fish species. In spite of needing special care, there is not adequate logistics for conducting follow up on those areas.

Through the demarcation of scuba diving sites and no-take areas, the intention was to preserve certain areas from their over-exploitation and anchorage damages. To achieve this, buoys were located tied to a rope moored to the seabed. This activity has succeeded in raising awareness among artisan fishermen and ships and involving the population itself in reporting attempted damages to the PAs.

The opening of a 12.5 km-firebreak barrier in the Southern area of the Island facilitated protection and access to the pine forest recovery area affected by Hurricane Mitch, subject to potential forest fires.

Lectures were held at educational institutes and the involvement of students was accomplished in several preservation and community clean-up activities.

Environmental education trails were built and cleaned, making people more interested in visiting the sites of interest.

Restricted areas were patrolled in order to control fishing activities and now citizens are more supportive of these patrols and understand their purpose better.

Restoration of mangroves was carried out in areas affected by Hurricane Mitch, with the collaboration of students and private sectors. A good positioning and growth of the vegetable species was achieved, which increases the effectiveness of the activity.

- b. **Roatan BICA.** Technical and field personnel were trained, which contributed to the consolidation of Sandy Bay, West End and Port Royal, and thus of the co-management organization.

Improved inter-institutional strengthening and collaboration was achieved through free technical assistance and in-kind donations from private companies and individuals. Collaboration for technical staff trainings in subjects such as connectivity and income generation for marine protected areas was received at national and international levels.

Local residents and tourists' knowledge of Sandy Bay-West End and Port Royal regulations improved. 8,695 students enhanced their environmental knowledge through 104 educational lectures and visits to PAs.

The implementation of signposting about PA regulations in critical points in Sandy Bay-West End and Port Royal contributes to the visibility of the PAs and the environmental education of local residents and visitors.

Reduction of the physical footprint on the coral reef left by subsistence and artisan fishermen and tourists was promoted through park rangers' orientation and provision of sand anchors to subsistence and artisan fishermen. Meetings with fishermen evidenced the willingness of the majority to initiate sustainable fishery processes.

Roatan BICA contributed to the formation of 2 advisory councils which support the consolidation of the protected managed area.

21 local residents benefited from training in jelly, vinegar and fruit wine preparation and micro-enterprises development, aimed at providing them an alternative to fishing activities.

As part of the poverty reduction strategy, the legal organization of one group of producers is in process.

The research on lionfish was implemented, contributing to local residents' wider knowledge of biology and ecology in order to control this invasive species.

### **c. Roatan Marine Park**

Through the Community Education and Development Program, greater local awareness about the fragility of the coral reef and the importance of its

conservation was reached. Mangrove nurseries were established and later on used in restoration projects.

A motorboat was repaired and allocated back to the patrolling program. The Patrolling Program allowed an increase in the number of arrests and reduced the smuggling of endangered species.

Atlantic and Gulf Rapid Reef Assessment (AGRRA) monitoring studies were conducted along with a follow-up on continuity of good practices by scuba diving centers and tourist operators.

A greater institutional development was obtained due to the support of the project. The implementation of Education and Volunteering Programs was improved. Training and education of young professionals on environment issues led to an increase in community involvement.

Private sector operators, community and tourists are aware of the importance of protecting the reef, which good practices should be used and which are the programs run by the RMP and its other means of collaboration. Those operators that support the park conservation gained more visibility.

Educational manuals were designed and printed, garbage and recycle containers were built, and responsible diving training courses were held. Moreover, information labels about the Marine Park, information posters on good practices and indicative banners of Bags for Life Campaign were implemented.

#### **d. Utila BICA**

The organizational management capacities were built through the provision of equipment and trained personnel, including a Technical Consultant, an Environmental Educator, the Patrolling Guard and an Administrative Secretary.

The motorboat previously used for scuba diving was repaired and used as a patrolling vehicle and the existing buoys inventory was updated. 2 docks were developed, a security limit was applied and information screens were installed

at the Visitors Center. There are also proposals for creating new trails and an observation tower within the PA.

A Board of Directors was created, and Cooperation Agreements with other professionals, national and local regulators, other NGOs and stakeholders were executed.

Regular patrolling at PAs was established and systematic communication lines were installed to inform any incidents and improve control activities. Information about PAs and related laws and regulations was provided through communication lines available for general public, stakeholders and regulatory bodies, which enhanced environmental education and preventive control.

The Environmental Education Program was developed at local schools (around 700 participating students in 18 schools, distributed in 7 institutions; kindergarten, elementary school and high school, among others) for over 3 years. In addition to individual activities, among the most outstanding initiatives we may find 30 presentations and workshops, nature appreciation overnight camps in the PA, environment sports events for kindergarten level celebrated for two years in a row, a Science Fair for upper elementary and high school students celebrated for two consecutive years (along with the Municipality and another NGO) and the scuba diving trip for adult students (high school and upper).

Several information campaigns were designed and implemented through diverse means of communication for local communities and tourists, including a two-year signposting campaign for national Vedas, a posters-and-souvenirs campaign regarding the new marine national park, leaflets about PAs, energy saving and other themes, videos on local television about diverse issues (e.g. mangroves, PAs, sea turtles), lectures about several subjects including sea turtle conservation, environmental regulations and investigation activities, and a series of information campaigns regarding the red lionfish, invading species, as well as the celebration of 3 consecutive Derbies, and 2 consecutive years organizing events in collaboration with local scuba diving centers and other NGOs. Moreover, occasional petitions have been addressed through environmental education activities geared towards groups of visitors from national universities and schools, and also international students travelling under different educational programs.

Beach cleaning programs were implemented. Personnel were educated on research issues, management activities, accounting, and park rangers' protocols, strengthening their capacities for environmental management.

Community Councils and Municipalities were supported, encouraging local participation.

In order to apply the AGRRA assessment method to reefs, sea turtles nesting, sea water quality and plants of the savanna, a surveillance and research program was implemented.

In spite of lacking local offices of national regulatory bodies (e.g. DIGIPESCA, Environmental Prosecutor (*Fiscalía Ambiental*), the ICF, the SERNA, etc.) as well as local access to the criminal justice system, the efforts towards conservation were continued by the improvement of a control procedure and the regular patrolling both in land and marine surroundings.

An improved information system for registration of routes, timelines and observations was established. The patrolling guards are responsible in most cases for making the initial contact with the public and have been trained to provide information and assistance, and to notice and report any illegal activities. Every incident registered was referred to the municipality for future measures. In some occasions, they have also received local police direct support during patrolling. The system of buoy demarcation for popular scuba diving sites is now used and an anchor device that is safe for the reef is provided. This system was inventoried and mapped, so from then on any issues (necessary or unnecessary repairs to the buoys) have been reported to the municipality for their solving.

The Environmental Management of the Bay Islands Base Line Consolidation Consultancy was concluded, comprising the following main outputs: 1) Reef Monitoring Pilot Program for Bay Islands; 2) Reef Diagnosis and Temporary Research of Reef Monitoring Stations of West End Wall, Roatan and Turtle Harbour, Utila 1999-2002/2007-2008. The monitoring program will enable the consolidation of the existing data base, will be supplemented with a new series of monitoring sites, and intends to continue the monitoring of West End Wall station on Roatan and Turtle Harbour station on Utila, as well as resuming the monitoring of Jack's Cay station on Guanaja. This includes studies on both benthic and fish communities based on fixed linear transects.

***Indicator 2.5: Six Special Marine Protection Areas of Bay Islands Marine National Park delimited. Moderately satisfactory result.***

The delimitation of Special Marine Protection Areas of Bay Islands Marine National Park suffered delays due to the suspension of the contract with the company that would carry it out. At present, the IHT, the ICF and Roatan Marine Park, have developed the delimitation plan and budget, but their execution is still pending. The IHT has verified the locations where the buoys will be placed. The ICF and Roatan Marine Park would be initiating the delimitation process as from July, 2012.

***Indicator 2.6: Visitors Center with interpretative and educational material functional and operational on Utila Island. Satisfactory result.***

The Visitors Center on Utila was built with GEF contributions and is currently operating and receiving visitors. The Consultancy for “Production of interpretative content for Utila Visitors Center” was also concluded and financed with resources from the Sustainable Tourism National Program (PNTS), and its application by the Utila BICA is currently under evaluation.

***Indicator 2.7: Airport terminal with interpretative and educational material on Guanaja Islands. Satisfactory result.***

The Guanaja Visitors Center was built with PNTS contributions. Said resources also financed the Consultancy for “Production of interpretative content for Guanaja Visitors Center”.

***Indicator 2.8: Artisan fishermen of Los Cayitos community on Utila, registered. Highly unsatisfactory result.***

The consultancy for “Bay Islands Artisan Fisheries Management Plan” was called off, preventing the development of scheduled works with Los Cayitos community artisan fishermen. The achievement of this result and the next one (indicator 2.9) was extremely important for the project, since it was related with point 2.14 of the Project Document (page 18), that aimed at developing a series of sustainable fishery management activities for artisan fishermen in close cooperation with GEF’s Mesoamerican Barrier Reef System Program.

***Indicator 2.9: 70% of Los Cayitos artisan fishing ships included in the Fishery Registry. Highly unsatisfactory result.***

The Consultancy on “Bay Islands Artisan Fishing Management Plan partial implementation at Los Cayitos, Utila” was not carried out due to a disagreement with the consultant.

This consultancy was top priority, since its global objective was to encourage the partial implementation of the Bay Islands Artisan Fishing Management Plan at Los Cayitos, Utila, in cooperation with artisan fishermen, environmental NGOs, the municipality and the General Fisheries Commission. The plan included training for fishermen in subjects such as fishing resources sustainability, a fishermen and ships census, and the implementation of a plan for evaluation and follow-up on fishing activities at Los Cayitos, Pigeon Cay, Jewel Cay and Rock Cay on Utila as a pilot project, with the objective of measuring the multi-species fishing carried out at Los Cayitos.

***Indicator 2.10: Demarcation of 3 fishing restricted areas. Satisfactory result.***

The absolute-restriction area of Guanaja was delimited by the Guanaja UMA using buoys. The demarcation of 3 fishing restricted areas is still pending; it is currently coordinated and will be executed by the IHT, the ICF and Roatan Marine Park, together with PAs demarcation in the islands. This objective will be surely achieved, since the organizations involved have initiated joint verification processes on the field, depth studies and, at the moment of last contact, were preparing the installation of “death weights”<sup>29</sup> tests.

***Indicator 2.11: Construction of protection building works in 3 priority hydrographic basins. Highly unsatisfactory result.***

The construction of protection building works in 3 priority hydrographic basins, point 2.15 of the Project Document (page 18), was not fulfilled due to the annulment of the advisory agreement with the consultant. This situation will

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<sup>29</sup> They are structures fixed to the seabed, which work as the structural element of support for the ropes where the buoys are adjusted, pointing out the limits of the areas above sea surface.



affect the recovery of degraded areas and the erosion and sedimentation control, which may have highly harmful effects, mainly in reef ecosystems.

**3.13.3. Subcomponent 3: Public outreach, participation and local destination management.** This component had a satisfactory result.

**Indicator 3.1: PMAIB website, and data transmission and management system established and in use by several stakeholder groups. *Moderately satisfactory result.***

Throughout Phase II of the Bay Islands Environmental Management Program, a website was kept online to be used by different stakeholder groups. Once the program ended, it was discontinued.

Radio material for disseminating information about the PMAIB II was created and broadcasted. The direct target of said material was around 20,000 inhabitants mainly of deprived suburban neighborhoods and small communities of fishermen. The activity involved designing and creating a pedagogic and sensitization radio series, searching to promote the involvement and interest of Bay Islands communities in issues that relate to their development and better ways of interacting with the environment, providing the necessary inputs to strengthen PMAIB II upcoming processes, in order to straighten the Regional Master Plan and promote the achievement of the aims of its components.

**Indicator 3.2: Six workshops conducted for disseminating the Special Law on Bay Islands Protected Areas and its regulation (2 for each island). *Satisfactory result.***

Two workshops were held for each island in June 2010 for purposes of disseminating the Law on Protected Areas. These workshops aimed at presenting the legal aspects of the PNMB, training the staff in charge of the PAs and involving other players in their management. Attendance and representation at these workshops were very good.

**Indicator 3.3: Printing of information/educational material about Bay Islands Protected Areas Regional System and its distribution at education centers in the archipelago. Satisfactory result.**

The research on Environmental Situation Appraisal (including water quality, mangroves and sea grass monitoring) is expected to be published in the near future. Furthermore, the publication and circulation of Order 5-2010 on Protected Areas and its regulation was achieved. Educational material, information bulletins and special labels were distributed by co-managers among several users (i.e., schools, tourist operators, tourists, and general population).

**3.14. Project Relevance**

At this stage of Project completion, it may be concluded that the Project was relevant for the conservation of the Bay Islands and MBRS ecosystems and that the proposed components are in line with actual problems which threatened marine and land ecosystems biodiversity.

The Project was highly relevant for biodiversity conservation in the Bay Islands PAs and for the sustainability of the development models intended to be applied in the future.

The Project's outputs contribute to strengthen the management of globally significant ecosystems through a new institutionalization scheme and innovative tools at the local and regional levels.

At national level, the Project is highly relevant because it addresses needs concerning Honduras Protected Areas National System, national development plans and environmental policies, the national strategy for biodiversity and PAs management and conservation, and the National Strategy for Sustainable Development of Tourism in Honduras (*Estrategia Nacional de Desarrollo Sostenible del Sector Turismo en Honduras, ENTS-Honduras*).

The Project is consistent with the Forest Law, the Honduras Land Management Law - Order No. 180-2003, the guidelines stated in the Country Vision 2010-2038

and National Plan 2010-2022, the National Forest, Protected Areas and Wildlife Program 2010-2030 (*Programa Nacional Forestal, Áreas Protegidas y Vida Silvestre, PRONAFOR 2010-2030*), the Honduras Protected Areas National System Strategic Plan 2010-2020 (*Plan Estratégico del Sistema Nacional de Áreas Protegidas de Honduras, PESINAPH 2010-2020*), the ICF Strategic Plan 2009-2011 and the CIF Institutional Strategic Plan 2010-2015.

The Project is also consistent with GEF's biodiversity focal area, IDB's nationwide strategy, and national and international stakeholders' needs.

The scientific and practical criteria adopted for problem-solving remain in use. However, risks of a political and institutional nature are a threat which is difficult to solve and require close attention.

As regards the ICF, support for facing threats to PNMB conservation was provided through the Project.

### **3.15. Project Effectiveness.**

In analyzing results it is important to bear in mind that since some outputs are still pending, many outcomes may not be noticed yet. Not all of the reported results are proportional to the expected ones, taking into consideration the problems that the project originally intended to address. Although risk management was satisfactory, the adverse effects caused by political decisions and the institutional aspects that limited management capacity-building at the Project Coordination Unit remained beyond Project control.

The Project had satisfactory effectiveness, taking into account the political turmoil and institutional weakness in which it was executed.

Even if the critical issues were clearly identified, the Project had limited capacity in terms of time estimations and required resources to address every cause and change players' behavior.

In spite of the fading-out and ineffectiveness of the CETS, the institutional structure for strengthening land and PAs management and biodiversity

protection improved through the creation of new public policy instruments, land management, the PAs legal organization and financial mechanisms.

At organizational level, capacities were also increased through the creation of the ZOLITUR and its coordination unit, the execution of management agreements, and the involvement of various public and private stakeholders at the national, regional and local levels.

Investments in the Regional Conservation System enabled local capacity building at organizational and institutional levels. Consequentially, new instruments are now available that will help increase the financial sustainability of PAs management, implement conservation activities, conduct municipal capacity-building and enhance communications, awareness, and local residents' participation in the areas where these activities were carried out.

Improvements were also achieved as regards communities', UMAs' and co-managers' capacity and involvement in the control and monitoring of tourist activities and illegal fishing, the development of proposals and environmental project management.

### **3.16. Efficacy<sup>30</sup>**

The Project efficacy is satisfactory, as the actions undertaken enabled strengthening the conservation of globally significant marine and coastal habitats and species under national jurisdiction, including linkages with ongoing regional programs such as the Mesoamerican Barrier Reef System (MBRS). Specific objectives ratings are presented below:

- a) The specific objective of mainstreaming considerations about biodiversity and ecosystems management in the policies, rules and regulations of the regional environmental management institution (i.e., the Executive Commission), particularly as regards PAs and environment monitoring, was satisfactory accomplished despite the discontinuity of the CETS - which was beyond project control. The institutional scheme for improving PAs biodiversity and ecosystems management and environmental monitoring was enhanced

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<sup>30</sup> It is to be noted that some outputs are still pending, thus many results and effects are not yet noticed.

through: 1) the definition of development-oriented rules; 2) the development of the Utila Development Plan; 3) the regulation of the Environmental Surcharge; 4) the declaration and legal organization of the PNMIB and the creation of the set of rules which govern it.

- b) The specific objective of implementing financing mechanisms for biodiversity conservation was satisfactorily accomplished, because the proper operation of the Environmental Surcharge will enable capacity-building in the development of biodiversity conservation actions. Financing mechanisms for biodiversity conservation were implemented, as was the case of the financial resources provided to the co-managers, whose financial capacity grew with their own and their strategic partners' contributions. PNMIB and Port Royal, and Turtle Harbor management plans enabled the development of financial strategies and public-private alliances for their implementation.
- c) The specific objective of cooperatively managing the marine and terrestrial PAs network was satisfactorily accomplished, due to the participation of four co-managers (Utila BICA, Roatan BICA, Roatan Marine Park, and the Guanaja UMA), and the involvement of volunteer and cooperative agents of those communities. Management was strengthened through the declaration and legal organization of the PNMIB, the creation of a management plan for the PNMIB, Port Royal and Turtle Harbor, and the progress made in PAs delimitation.
- d) The specific objective of raising awareness and understanding of the value and singularity of the archipelago and the need for environmental management was satisfactorily accomplished. Although no specific measurements are available about attitudinal and behavioral changes among local residents, the memorandums and records of attendance to different activities organized by the Project suggest that the Project helped raise awareness and understanding of the value and singularity of the archipelago and the need for environmental management. This was achieved through training provided to local organizations, NGOs, hotel businessmen and tourism and fishermen chambers, consultations with local residents, and dissemination of the different Project outputs. Other specific projects such as the communications consultancy, the development of educational material for Guanaja airport and the educational, environmental recovery, and

labeling programs - among others - developed by the co-managers, also contributed to achieving this objective.

- e) The specific objective of empowering the local government, NGOs and community-based organizations in order for them to participate in activities related to environmental due diligence and biodiversity conservation was satisfactorily accomplished by strengthening the institutional framework. In addition, the Municipal Environmental Units, NGOs and communities were strengthened as regards environmental regulations and environment management issues. Agreements with co-managers were signed and specific actions were carried out in favor of biodiversity conservation and PAs management including lectures, environmental education, labeling, PAs delimitation, publications and research studies about environmental situation.

### **3.17. Project Efficiency**

Project execution took considerably long due to delays. As a result of this, the completion term was extended several times and the closing date was postponed by 2.5 years.

The Project was weakly managed in its early years, its operation was adversely affected by political aspects in connection with changes of government and the halt occurred in 2009. Design aspects and a weak participation of other stakeholders also affected the project. However, due to the relevant aspects already mentioned in paragraph 3.15 above, the IHT supported by the GEF and the IDB supported the extension of the execution period, facilitating the achievement of highly relevant results –even during this year - which are essential to the achievement of the project objectives.

Several circumstances facilitated the improvement of project management efficiency: 1) the operation of the PCU - created under the PNTS - in the executing unit of the PMAIB II and its continuation in the subsequent structure; 2) the change of the implementing entity, 3) joint efforts by the PMU and the IDB.

In view of this, project efficiency is rated as moderately satisfactory.

### **3.18. Catalyzing Effect**

The Project contributed to generating a public asset in that it participated in the creation of public policy instruments for biodiversity protection through the declaration of the PNMIB, which in turn contributed to a global asset.

It contributed to the demonstrability criterion, and the results obtained from the strategies applied for developing public policy instruments and the development of the joint-management of the PAs and good environmental management practices deserve to be disseminated and replicated in other marine PAs.

Knowledge and experiences should be systematized and taken into account for developing a Strategic Plan and a Financial Strategy aimed at the financial sustainability and management of the PNMIB.

### **3.19. Cross-cutting nature**

The Bay Islands ecosystems conservation is part of the IHT's strategy for the development of sustainable tourism.

For the IDB, this component is included in the projects portfolio concerned with Bay Islands' sustainable development and the conservation of the biological richness which supports tourism activities, as an element which turns poverty-mitigation productive and strategic activities more dynamic.

### **3.20. Sustainability**

Project's results sustainability is satisfactory. Although this Project is led by the IHT, it is worth noting that the sustainability of the Project's results will

greatly depend on how the ICF manages to deal with financial, socio-political, institutional, governance and environmental risks, as further explained below.

### *Financial Resources*

Land and PAs management and the enforcement of PA Management Plans - especially for the PNMIB- require financial resource sustainability. To this end, an environmental surcharge was created which contemplated a 3% for conservation.

Financial sustainability is satisfactory. The environmental surcharge was successfully approved and enforced as a financial instrument for covering PAs management costs. Legal adjustments need to be made for improving its operation so that proceeds can be targeted at 100%.

In addition, the Special Law<sup>31</sup> for Bay Islands Protected Areas stating that management costs shall be financed by the ZOLITUR was enacted. However, the system is undergoing operational problems and requires legal adjustments to be made.

### *Socio-political Aspects*

Environmental policies aimed at Bay Islands' conservation remain in force. The creation of the PNMIB has raised great interest in the development of projects which support biodiversity conservation.

The social aspect was improved through training, workshops, consultations and environmental education events.

Actions for improving socio-environmental conditions in Cayitos still need to be undertaken; the same applies to the management of hydrographic basins undergoing erosion and sedimentation issues.

Although the Project made considerable progress in terms of social dialogue and awareness rising, it may not be guaranteed that the social aspects as a whole will favor conservation in the future. However, it should be noted that there has been a major growth in the local stakeholders' network, which is one of the

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<sup>31</sup> Honduras. *Ley especial de las áreas protegidas de las Islas de la Bahía*. Legislative Order 75-2010. 2010.



beneficiaries of the conservation and proper use of the PNMIB and of biodiversity protection. Likewise, the number of volunteers has seen a great increase, which suggests there may be greater chances of collaboration for certain activities which favor conservation.

### *Institutional Aspect and Governability*

Thanks to the Project, new rules have been enforced for environmental management, biodiversity conservation and PAs management. Under Law No. 75-2010, Port Royal National Park, Turtle Harbour Wildlife Refuge and Bay Islands Marine National Park were created.

The project developed experiences in a highly participatory decentralized management model, which succeeded in increasing the participation of local stakeholders involved in conservation, strengthening communities, NGOs, municipalities and joint-managers.

The administration and management of PAs is under the scope of the ICF, which has been provided with instruments for increasing governability in the PAs. The Project also favors the creation of spaces for participation, analysis and decision-making, which offer potential advantages for the development of an environmental governance model which should be promoted in the future.

It is of utmost importance to set an agenda with the ZOLITUR (political level and technical unit), municipalities, the IHT and the ICF, in order to make progress in strategic aspects of governability.

### *Environmental Risks*

Tourism, real estate development and tourism infrastructure surcharges have been increasing, which puts further pressure on ecosystems. As a result of this, the implementation of Environmental Management Plans<sup>32</sup> and AP Management Plans is undeferrable.

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<sup>32</sup> Although Bay Islands Environmental Management Master Plan had already been recognized as a regulatory instrument since 2005 under Legislative Agreement 002- 2004, the authorities have had limited institutional and

The environmental conditions in Bay Islands Protected Areas are not good and their conservation is becoming more complex due to the increased frequency and size of natural impacts, such as Mitch Hurricane and the events of massive coral bleaching which took place in 1995, 1998 and 2005.

### 3.21. Project Performance Rating

Project Performance was satisfactory. Results were satisfactorily met and, through the instruments generated and the activities undertaken, the Project succeeded in strengthening the conservation of globally significant coastal and marine habitats and species under national jurisdiction, including linkages with ongoing regional programs such as the Mesoamerican Reef Barrier System. For further details, please refer to Chart 3.21.

Chart 3.21: Project Performance Rating: Satisfactory		
M&E	Rating	Comments
<i>M &amp; E overall quality</i>	S	It guided and enabled the adjustment of the actions which turned out to be strategic for achieving results.
<i>M &amp; E of the start-up project design</i>	S	It proved to be right in terms of threats, relevance, and objectives, and in judging the execution term as somewhat ambitions. The sequencing of activities was a weakness. However, it lacked an analysis of the initial project indicators and it did not revise or adjust the baseline. Monitoring of those indicators was performed within the structure of the PCU, but the party responsible for it was not indicated in the PD.
<i>M &amp; E of the Implementation Plan</i>	S	It was a powerful element which provided evidence for supporting decision-making when it was necessary. Weaknesses were found in the preparation of half-yearly reports by the PCU and the PIR. Yearly audits improved transparency, and joint-managers reports, IDB's support and PCU and IDB's field visits proved essential.
IA and EA execution		
<i>Overall Project Implementation / Execution Quality</i>	S	The Project's performance was affected by great changes in the implementation context, the organizational structure and repeated halts, as well as political authorities' decisions.

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organizational capacities and have failed to consolidate the sustainable development of Bay Islands Protected Areas.

		However, thanks to a great effort made by the implementation and the executing agencies, adaptive management and several extensions, difficulties were tackled and the project and its resources could be leveraged for strengthening Bay Islands' biodiversity conservation.
<i>IA Execution</i>	HS	IDB's role as Implementing Agency was important in overcoming critical times during the Project; it supported the IHT in monitoring and technical aspects.
<i>EA Execution</i>	MS	The IHT and SERTUR provided all necessary resources available to them for a smooth development of the Project. Decisions taken by top authorities limited their institutional capacity to continue with component 1. National policy aspects adversely affected the execution program. Budget spending was unsatisfactory.
<b>Outcomes</b>		
<i>Overall quality of project outcomes</i>	S	It is high due to clarity in the outputs required, TORs quality, monitoring of their execution and verification from the office and on the field. These aspects could be observed during the document review and the mission.
<i>Relevance</i>	HS	The Project was highly relevant because it is in line with the need to preserve and protect globally significant ecosystems and it directly addressed those aspects which represented a threat.
<i>Effectiveness</i>	S	The actions undertaken contributed to achieving the Project's general objective which was to strengthen the conservation of globally significant coastal and marine habitats and species under national jurisdiction, including linkages with ongoing regional programs such as the Mesoamerican Barrier Reef System.
<i>Efficiency</i>	MS	The execution term was greatly extended and subject to delays. In spite of the institutional weakness, political and organizational problems, a high execution level was achieved.
<b>Catalyzing role</b>		
Production of a public asset	NA	Participation in the development of public policy instruments and good management practices for the conservation of globally significant ecosystems, linked to the Mesoamerican Barrier Reef System.
Demonstrability	NA	Development of public policy instruments and sustainable practices.
Replication Effect	NA	Good potential for disseminating good practices among other PAs.
Application	NA	Feasible, combined with effective matching funds and sound strategic partners which have management, monitoring and control capacities.

<b>Sustainability</b>		
<i>Overall likelihood of risks against sustainability</i>	MU	There are risks against sustainability in financial, socio-economic, governability and environmental aspects, and in terms of the institutional framework.
<i>Financial resources</i>	MU	The environmental surcharge was successfully enforced as a financial instrument for covering PA management costs. Legal adjustments need to be made in order for proceeds to be targeted at 100%.
<i>Socio-economic</i>	MU	Environmental policies promote the PNMIB conservation and biodiversity protection. The social space has been improved and the stakeholders' network has grown.
<i>Institutional framework and governability</i>	U	New rules have been enforced for environmental management and conservation; highly participatory and decentralized management experiences have been developed and strengthened by instruments to increase governability. It is necessary to set an agenda in order to make progress in terms of environmental governability.
<i>Environmental risks</i>	MU	Undeferable implementation of environmental management plans and of AP management plans in order to reduce environmental risks that increase pressure on ecosystems.
<i>Project Overall Outcomes</i>	S	The Project's results fulfill the Project's general objective.
<p>Source: Own elaboration</p> <p>Nomenclature. According to the following categories: a) Highly Satisfactory (HS); b) Satisfactory (S); c) Moderately Satisfactory (MS); d) Moderately Unsatisfactory (MU); e) Unsatisfactory (U); and f) Highly Unsatisfactory (HU).</p> <p>Sustainability: Likely (L), Moderately Likely (ML), Moderately Unlikely (MU) and Unlikely (U).</p>		

#### **4. LESSONS LEARNED**

1. The development of a self-sustaining institutional framework may hardly be achieved in a short period of time in a country with a weak institutional framework for managing wild protected areas.
2. The wide-ranging interests and political agendas that affect the legal organization of new PAs are aspects that need to be identified at project design stage.
3. In projects where execution levels are low and their net execution term is shortened, management should focus on the achievement of the strategic results.
4. When projects are to be executed in a context of institutional weakness, managers should seek solutions through agreements entered into with strategic partners, which may allow them to overcome those factors which limit or prevent execution.
5. A project needs to be developed in a context of prevailing dialogue and social awareness, but this does not guarantee that the social aspects as a whole will favor conservation in the future.
6. With appropriate policy instruments which govern tourism activities and resources it is possible to monitor, control and reduce actions that adversely affect marine and terrestrial ecosystems, increasing the application of best tourism practices.

## 5. CONCLUSIONS

1. The Project's performance was Satisfactory. Through the instruments generated and the activities undertaken, results were satisfactorily met, namely, strengthening the conservation of globally significant coastal and marine habitats and species under national jurisdiction, including linkages with ongoing regional programs such as the Mesoamerican Reef Barrier System.
2. In view of the threats which endangered Bay Islands' biodiversity and conservation it was just the right time for executing the Project. The design was characterized by having a clear theory of change and outcomes in line with objectives; however, it was ambitious to expect the CETS to remain stable and to have the whole network of Protected Areas brought under management in the execution period.
3. The execution level was primarily affected by the political instability of the country and the institutional weakness in its operation context. In view of the execution problems which arose, the institutional agreements between Project counterparts proved essential in achieving the strategic results.
4. Thanks to the Project and to the training in environmental management issues provided to their officers, the ICF and the municipalities improved their capacities in terms of public policy instruments, proceedings, and practices for managing PAs and their territory.
5. Taking into account the expenditures from 2004 to 2012, the disbursement until June 29, 2012 amounted to USD 2,204,908.64 (two million two hundred and four thousand nine hundred eight US Dollars and sixty four cents), which accounts for 88.20 % of the GEF funds.
6. At co-financing level the Project performed satisfactorily. The total amount spent from co-financing was USD 9,281,197.64, representing 95% of the expected spending. The country contributed USD 2,824,289.00, which is 56% more than expected. The Project Document assumed a co-financing in the amount of USD 5,330,000.00 (five million three hundred thirty thousand US Dollars), of which USD 3,932,000.00 (73.77%) were actually contributed. The spending level was adversely affected by high staff turnover levels, political instability of the country in 2009, decreased interest in the CETS, changes of government, the emphasis put in infrastructure development, difficulties in retaining the staff, a change of

coordinator, and delays in the approval of the Executive Order establishing the Protected Areas.

7. The results obtained in the three components are satisfactory: 1) subcomponent 1 results were satisfactory because the Project contributed to strengthening the CETS, because of the creation of ZOLITUR, the implementation of the Environmental Surcharge and the development of the Utila Environmental Development Plan; 2) subcomponent 2 results were also satisfactory because of the creation of Turtle Harbour National Park on Utila, Port Royal National Park on Roatan and Bay Islands Marine National Park - each with their management plan-, the rules proposed for the PNIMB, capacity strengthening for the four co-managers, the baseline consolidation, the Visitor Centers built on UTILA and Guanaja and the delimitation of Protection Zones in Guanaja; and 3) subcomponent 3 results were satisfactory too because of the establishment of new means of dissemination and communication, the PMAIB II website, the dissemination of information by radio, the publication of PMAIB II results, the dissemination of the Law on Protected Areas and the creation of educational material, newsletters and signage.
8. Project management was satisfactory in terms of financial planning and management, monitoring and evaluation. Adaptive management was highly satisfactory and favored the execution of the Project. National ownership was satisfactory, outputs were highly appreciated, processes aimed at achieving the expected results continue in operation and there is willingness to apply instruments.
9. The replication level is satisfactory because new institutions were created and satisfactory results were achieved in terms of legal organization, application and participative management of the PAs, and biodiversity conservation in a complex context. The project built ICF and municipalities' capacities in terms of public policy instruments and management proceedings and practices for the PAs and their territory. Their officials received training in different environmental management issues.
10. Results were satisfactory regarding incremental costs, because the Project helped improve biodiversity conservation, an aspect which was positively influenced by the contributions made by the co-managers and the Government of Honduras. In spite of this, financial sustainability is somewhat uncertain because the environmental surcharge could not be effectively enforced and thus its contribution to the Project's activities has been nil. The MBRS conservation strategy will be favored because the

Project contributed to the establishment of a larger management system for international waters and globally significant ecosystems. Support was given to the conservation of Pine Tree Forest and Mangrove ecosystems. The baseline updating will facilitate measuring climate change effects.

11. The execution of the Project demonstrated that the Project was actually relevant for Bay Islands and MBRS ecosystems conservation, that the components proposed were in line with real problems, that the Project was consistent with the country's tourism strategy, the needs of the SINAPH, national legislation, GEF's biodiversity conservation policies and IDB's national strategy.
12. The effectiveness of the Project was satisfactory taking into consideration the political turmoil and the institutional weakness that affected its execution. The actions undertaken helped strengthen the conservation of globally significant coastal and marine habitats and species under national jurisdiction, including linkages with ongoing regional programs such as the Mesoamerican Reef Barrier System. The specific objectives were satisfactorily fulfilled.
13. Project efficiency is moderately satisfactory because the Project's execution suffered considerable delays. Its catalytic effect was satisfactory in that it generated public policy instruments for biodiversity protection and it developed a significant public asset for PA management. The Project contributed to the demonstrability criterion through the experiences and knowledge acquired with the PAs management.
14. The sustainability of the Project's results is satisfactory. The Project's performance is satisfactory and results were satisfactorily met through the instruments generated and the activities undertaken, strengthening the conservation of globally significant coastal and marine habitats and species under national jurisdiction, including linkages with ongoing regional programs such as the Mesoamerican Reef Barrier System.



## 6. RECOMMENDATIONS

1. It is important to have public institutions, concerned with protected areas, consider establishing their local office on the Bay Islands. This is especially true for the ICF - the institution responsible for enforcing the Special Law for the Bay Islands Protected Areas.
2. Surcharges applied to the airlines serving the Islands and revenues from the Coxen Hall Port should be effectively collected.
3. Amendments should be introduced to the Creation Law in order to have the Finance Secretariat transfer 100% of the proceeds of the application of the Environmental and Security Surcharge transferred to ZOLITUR.
4. Actions should be undertaken to improve the socio-environmental condition of people living in Cayitos. The Bay Islands Artisanal Fishery Management Plan should be developed.
5. Programs should be implemented for managing and controlling surface waters and erosion in real estate and road network development areas which lack conservation measures.
6. It is of great priority to establish an agenda jointly with the ZOLITUR (political level and technical unit), the municipalities, the IHT and ICF in order to make progress in terms of governability and strategic aspects.
7. Tourism, real estate development and tourism infrastructure surcharges have been increasing, which put further pressure on ecosystems. As a result of this, the implementation of Environmental Management Plans and AP Management Plans is undeferrable.
8. The ICF has been provided with instruments to increase PAs governability and spaces for participating in the development of an environmental management model which should be promoted in the future.

## 7. DOCUMENTS CONSIDERED

- a. Loan Agreement 1113/SF-HO.
  - b. Non-reimbursable Operation Financed with GEF Resources Agreement No. GRT/FM-8753-HO.
  - c. GEF Monitoring and Evaluation Policy.
  - d. GEF Guidelines for Terminal Evaluations.
  - e. Project Implementation Reports submitted to GEF secretary.
  - f. Project "Tracking Tools" submitted to GEF secretary.
  - g. Project preparation documents filed with GEF and endorsed by the CEO (Request for CEO Endorsement).
  - h. Project Document HO-X1003.
  - i. Project Operational Rules.
  - j. Project Multi-Annual Operational Planning.
  - k. Project Mid-Term Evaluation Report.
  - l. CETS Meetings Minutes.
  - m. *Ley de Orenamiento Territorial* (Law on Land Use Planning).
  - n. *Normas Generales para el Control del Desarrollo de las Islas de la Bahía* (Acuerdo Ejecutivo 002-2004).
  - o. Bay Islands Environmental Management Master Plan.
  - p. *Ley Especial de las Áreas Protegidas de las Islas de la Bahía* (Special Law for Bay Islands Protected Areas) (Decreto 075-2010)
  - q. Memorandums of Administration Missions, whether general or for supervision purposes, conducted by the Inter-American Development Bank.
  - r. Project Financial Reports.
  - s. Project Annual Operational Reports.
  - t. Project Execution Plans.
  - u. Project Execution half-yearly Reports
  - v. Reports on infrastructure works progress.
  - w. Final reports of the consultancies completed.
  - x. Documents for other technical cooperation or related studies, which have been used in the development of the Project.
1. BID. Executive Financial Summary. For GRT/FM-8753-HO. Dated May 30, 2012.
  2. IHT. Creación del mecanismo operativo y reglamentación de la tasa ambiental de la zona libre turística de las islas de Marco conceptual de la tasa ambiental. Volumes 1 to 3.
  3. IHT. Ayuda memoria de la reunión con misión de administración del BID. Componente Consolidación de la Gestión de los Ecosistemas y la Conservación de la Biodiversidad dentro del Programa de Manejo Ambiental de las Islas de la Bahía, fase II, dated May 20, 2008.
  4. OCF. Instituto Nacional de Conservación y Desarrollo Forestal, Áreas Protegidas y Vida Silvestre Plan Estratégico Institucional 2010-2015: Honduras : ICF, 2010.

5. IHT. Evaluación Física y Financiera, II Semestre 2011, PMAIB - GEF Fase II. Componente Consolidación de la Gestión de los Ecosistemas y la Conservación de la Biodiversidad dentro del Programa de Manejo Ambiental de las Islas de la Bahía, fase II, GRT//FM - 8753 - HO. IHT / GEF/BID, 2011.
6. BID. Ayuda memoria revisión del POA 2010. Componente Consolidación de la Gestión de los Ecosistemas y la Conservación de la Biodiversidad dentro del Programa de Manejo Ambiental de las Islas de la Bahía, fase II, GRT//FM - 8753 - HO. IHT / GEF/BID. 9 de enero del 2010.
7. Honduras. Ley especial de las áreas protegidas de las islas de la Bahía (Special Law for Bay Islands Protected Areas). Decreto Legislativo 75-2010. 2010. Congreso de la Nación.
8. Honduras. Normas Generales para el control del desarrollo de las Isla de la Bahía. Acuerdo Ejecutivo 002-2004. Official Gazette No. 30,595. dated January 13, 2005.
9. BID. Ayuda memoria de reuniones de seguimiento del programa. Del 19 de enero de 2010, 21 de febrero de 2011 y 11 de marzo del 3011.
10. IHT. Informe de justificación ampliación de tiempo. Programa de consolidación de la gestión de los ecosistemas y la conservación de la biodiversidad Convenio no Reembolsable GRT/FM-8753-HO. Bajo el Programa de Manejo Ambiental de las Islas de la Bahía, segunda etapa. Unidad coordinadora del programa PNTS. BID-IHT. May, 2012
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## **8. ANNEXES**

## **8.1. Annex 1: Términos de Referencia**

### **HONDURAS**

#### **CONSULTORÍA: “EVALUACIÓN FINAL DEL PROYECTO PMAIB II”**

##### **GRT/FM-8753-HO (HO-X1003)**

##### **TÉRMINOS DE REFERENCIA**

### **I. ANTECEDENTES**

El 24 de junio del 2004 se refrenda la firma del Convenio de Financiamiento no Reembolsable GRT/FM-8753-HO, entre la República de Honduras y el Banco Interamericano de Desarrollo, para ejecutar el Proyecto Consolidación de la Gestión de los Ecosistemas y Conservación de la Biodiversidad dentro del PMAIB II, en adelante denominado Proyecto PMAIB II, por un total de US\$ 16.3 millones de los que 2.5 millones son financiados a través del Fondo para el Medio Ambiente Mundial (GEF<sup>33</sup> por sus siglas en inglés).

El objetivo general del programa es fortalecer la conservación de los hábitats y especies costeros y marinos de importancia en el ámbito mundial que se encuentran bajo jurisdicción nacional, incluidos vínculos con programas regionales permanentes tales como el del Sistema Arrecifal Mesoamericano (SAM).

El objetivo de desarrollo es consolidar el programa de gestión ambiental creado en la primera etapa, estableciendo un marco institucional autosostenible que respalde la gestión de los ecosistemas y la conservación de la biodiversidad, así como el turismo ambientalmente sostenible en las Islas de la Bahía de Honduras.

Los objetivos específicos del Proyecto son:

- a) Integrar consideraciones sobre la gestión de la biodiversidad y los ecosistemas en las políticas, normas y reglamentaciones del arreglo institucional regional de ordenamiento ambiental (Comisión Ejecutiva), particularmente con respecto a las áreas protegidas y el monitoreo del medio ambiente.
- b) Implementar mecanismos de financiamiento para la conservación de la biodiversidad.
- c) Administrar la red de áreas protegidas marinas y terrestres de manera cooperativa.
- d) Aumentar la conciencia y comprensión del valor y singularidad del archipiélago y la necesidad del ordenamiento ambiental.
- e) Fortalecer la capacidad del gobierno local, las organizaciones no gubernamentales y comunitarias para participar con mayor capacidad en las actividades de debida diligencia ambiental y conservación de la biodiversidad.

De acuerdo con la Cláusula 3.07 del Convenio de financiamiento no reembolsable, se debía realizar una evaluación intermedia del proyecto, a los dos años a partir del primer desembolso del financiamiento, siendo la fecha programada en diciembre del 2006. Sin embargo la misma fue prorrogada para el 8 de julio del 2007, aunque

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<sup>33</sup> Global Environment Facility

finalmente se realizó en mayo del 2008. En ese momento, después de 4 años de ejecución, se tenía un avance financiero de US\$ 1,334,132.31 lo cual representaba un 46.63%.

La Evaluación de Medio Término le asignó una calificación de **Marginalmente Insatisfactorio** al proyecto con base en la revisión de los indicadores del Marco Lógico del mismo. Sin embargo, la evaluación de medio término consideraba que el Proyecto aun podía alcanzar algunos de sus principales objetivos ambientales globales. El avance físico en términos de la obtención de los productos, resultados y objetivos, se había visto limitado por una serie de situaciones administrativas, gerenciales y políticas, que incidieron en múltiples atrasos, principalmente porque muchas de las consultorías y estudios aunque contratados no habían presentado sus resultados. Se señalaron como actividades esenciales el fortalecimiento de la Comisión Administradora de la ZOLITUR, declaratoria de Áreas Protegidas, Demarcación de Áreas Protegidas, Planes de Manejo, Sistema de Monitoreo Ambiental,

La Misión de Medio Término del Proyecto recomendó la necesidad de un esfuerzo mancomunado para completar al menos las metas más significativas del Proyecto en los 20 meses que restaban de ejecución y se acordó realizar un seguimiento más cercano al Plan de Acción propuesto.

La fecha original de cierre del proyecto era el 24 de diciembre de 2009. No obstante, se solicitó una ampliación hasta el 31 de diciembre de 2010 para poder concluir consultorías que no pudieron realizarse por la pausa de los desembolsos. Una vez aprobado el Decreto Legislativo No. 75-2010 que contiene la “Ley Especial de las Áreas Protegidas de las Islas de la Bahía” en junio de 2010, en noviembre de ese mismo año se aprobó una ampliación del plazo de ejecución por un año, hasta el 31 de diciembre de 2011, con el objetivo de realizar consultorías esenciales para la consecución de los objetivos del proyecto y que dependían de la promulgación de dicha ley. Posteriormente, para poder finalizar las consultorías y actividades que sufrieron demoras, el 15 de diciembre 2011 se generó una extensión de 6 meses al Proyecto, contemplándose el cierre del plazo de ejecución el 30 de abril del 2012 y el plazo de último desembolso al 30 de junio del 2012.

De acuerdo con la Cláusula 3.09 del Convenio de financiamiento no reembolsable, se deberá de llevar a cabo una evaluación final del Proyecto a los 54 meses de ejecución del Proyecto, en función de los datos anuales que deban ser comparados con los datos básicos iniciales (línea de base), de conformidad con las pautas y lineamientos previamente acordados con el Banco. Esta evaluación deberá ser realizada por consultores externos y presentada a la satisfacción del Banco, a más tardar un mes antes de la fecha de vencimiento del plazo para el último desembolso del Financiamiento.

## **II. OBJETIVOS DE LA CONSULTORÍA**

### **2.1 Objetivo General de la Consultoría**

Realizar una revisión y evaluación de los resultados del Proyecto PMAIB II, proporcionando un análisis completo y sistemático desde el diseño del Proyecto, el proceso de implementación, y la obtención de los productos, resultados y objetivos del mismo.

### **2.2 Objetivos Específicos de la Consultoría**

- a. Realizar un análisis del proceso de ejecución del Proyecto, los productos obtenidos y el cumplimiento de los objetivos del Proyecto según fueron plasmados en los documentos aprobados por el Director Ejecutivo del Fondo para el Medio Ambiente Mundial<sup>34</sup>. Este análisis deberá enfocarse en determinar la eficiencia y eficacia del desarrollo y resultados del Proyecto.
- b. Evaluar el diseño del Proyecto, el sistema de monitoreo y evaluación del mismo y la aplicación o no de una gestión de planificación adaptativa a partir de los riesgos identificados y los resultados de la evaluación de medio término tomando en consideración los diferentes tiempos, ritmos y visiones de las instituciones del país beneficiario.
- c. Evaluar la sostenibilidad del Proyecto y sus componentes en términos institucionales, financieros, ambientales, y sociopolíticos (así como el grado de apropiación de sus usuarios/grupos meta a través de un análisis retrospectivo de involucramiento de los actores relacionados al Proyecto).
- d. Facilitar un proceso de consulta y presentación de resultados que promueva la transparencia y rendición de cuentas, al igual que valorar y socializar los resultados del Proyecto.
- e. Sistematizar las lecciones aprendidas que pueden mejorar la selección, diseño y ejecución de futuras actividades financiadas por el GEF, particularmente en el apoyo a áreas protegidas, u otras intervenciones del Banco en la Región de las Islas de la Bahía.
- f. Proporcionar retroalimentación acerca de los temas que son recurrentes en la cartera del GEF según los objetivos estratégicos establecidos para el financiamiento de Proyectos de biodiversidad, como por ejemplo la sostenibilidad financiera de la gestión de las áreas protegidas.
- g. Reportar acerca de la relevancia de los resultados del proyecto con respecto a los objetivos del GEF y a las prioridades nacionales.
- h. Evaluar el desempeño de todas las instituciones involucradas en la ejecución del proyecto, y del apoyo y supervisión brindada de parte del Banco Interamericano de Desarrollo en su calidad de agencia implementadora del GEF.
- i. Evaluar el uso y nivel de desembolso de recursos, tanto de la donación GEF, como de la contrapartida identificada para este proyecto.

### III. CARACTERÍSTICAS DE LA CONSULTORÍA

- 3.1 **Tipo de consultoría:** Esta consultoría se realizará con un contrato individual, de corto plazo y del tipo suma alzada en base a la presentación y aprobación de los productos.
- 3.2 **Lugar de trabajo:** El trabajo se realizará en la sede de la UCP (Tegucigalpa) y en el área de intervención del Proyecto, las Islas de la Bahía, (Roatan, Utila y Guanaja) en Honduras.
- 3.3 **Calificaciones:** La consultoría requiere un(a) consultor(a) “senior”, profesional de las ciencias relacionadas con manejo de recursos naturales, medio ambiente, manejo de áreas protegidas, planes de manejo ambiental, monitoreo y evaluación u otros profesionales con especialidad en las áreas de esta consultoría (biología, ingeniería ambiental, ingeniería forestal, recursos marino-costeros, administración de proyectos, monitoreo y evaluación o economía) con especialidad y/o maestría, y/o doctorado afín a la consultoría (manejo de áreas protegidas) .  
Experiencia necesaria: a) Experiencia profesional general de al menos 10 años; b) Experto en el manejo de áreas protegidas; c) Experiencia Específica en el manejo de recursos marino-costeros; d) Evaluación de al menos 2 proyectos/programas ambientales financiados con fondos GEF y/o otros fondos externos; e); Conocimiento comprobado de los programas operacionales y las estrategias del GEF y f) Dominio de los idiomas español e inglés, escrito, lectura y hablado obligatorio.

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<sup>34</sup> GEF CEO Endorsement



## IV. ACTIVIDADES

En el desarrollo de la Consultoría, se deberán realizar las siguientes actividades, sin perjuicio de aquellas otras que puedan ser propuestas para realizar el trabajo:

### 4.1 Análisis de documentos

El Consultor deberá considerar en el desarrollo de su trabajo, al menos, los siguientes documentos:

- a. El Contrato de Préstamo 1113/SF-HO.
- b. El Convenio de Financiamiento No Reembolsable de Inversiones del Fondo del Medio Ambiente Mundial N° GRT/FM-8753-HO.
- c. La Política de Seguimiento y Evaluación del GEF.
- d. Las guías para preparación de Evaluaciones Finales del GEF.
- e. Los Informes Individuales de Implementación del Proyecto (PIR -por sus siglas en inglés) presentados a la secretaria del GEF.
- f. “Tracking Tools” del Proyecto presentados a la secretaria del GEF.
- g. Los documentos de preparación del Proyecto presentados al GEF y aprobados por el CEO (Request for CEO Endorsement).
- h. Documento del Proyecto HO-X1003.
- i. El Reglamento Operativo del Proyecto.
- j. Planificación Plurianual Operativa del Proyecto.
- k. El Informe de Evaluación Intermedia del Proyecto.
- l. Las actas de las reuniones de la CETS.
- m. La Ley de Ordenamiento Territorial.
- n. Normas Generales para el Control del Desarrollo de las Islas de la Bahía (Acuerdo Ejecutivo 002-2004).
- o. El Esquema Director de Islas de la Bahía.
- p. La Ley Especial de las Áreas Protegidas de las Islas de la Bahía (Decreto 075-2010)
- q. Las ayudas memoria de las Misiones de Administración, generales o de supervisión realizadas por parte del Banco Interamericano de Desarrollo.
- r. Los Estados Financieros del Proyecto.
- s. Los Planes Operativos Anuales del Proyecto.
- t. Los Planes de Ejecución del Proyecto.
- u. Los Informes Semestrales de Ejecución del Proyecto.
- v. Los informes de avance de ejecución de las obras e infraestructura.
- w. Los informes finales de las Consultorías que hayan concluido.
- x. Documentos generados a través de otras cooperaciones técnicas o estudios relacionados, que han sido utilizados en el desarrollo del Proyecto.

### 4.2 Visitas de campo para verificar los logros del Proyecto y las obras realizadas.

El Consultor deberá realizar una visita a la sede del Proyecto en la ciudad de Tegucigalpa, Honduras para conocer y recabar información en la Unidad de Coordinación del Proyecto (UCP-BID-IHT).

El Consultor deberá realizar una gira de trabajo<sup>35</sup> para entrevistar a los actores relevantes, el equipo PMAIB II así como con sus beneficiarios, en las Islas de la Bahía, Roatan, Utila y Guanaja, en el área de influencia del Proyecto.

De igual forma deberá visitar las áreas de intervención del Proyecto en las Islas de la Bahía.

El Consultor también deberá visitar los sitios y/u obras que el Proyecto ha apoyado con sus recursos.

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<sup>35</sup> Duración aproximada de la gira de campo, 9 días: 6 días en las Islas de la Bahía (2 días por isla) y 3 días en Tegucigalpa, Honduras.

### 4.3 Diseño y aplicación de entrevistas y consultas

El Consultor deberá elaborar y llevar a cabo un programa de entrevistas con actores relevantes vinculados directa o indirectamente con el Proyecto para obtener opiniones y percepciones de los siguientes actores sobre el desempeño del Programa:

- a. Personal del Banco Interamericano de Desarrollo responsable de la supervisión técnica y fiduciaria del Proyecto en la Representación de Honduras.
- b. Personas relevantes vinculadas directa o indirectamente con el Programa, en la Secretaría de Turismo.
- c. Autoridades departamentales vinculadas con el Proyecto, tales como la Dirección Departamental de Educación, Secretaría de Recursos Naturales y Ambiente (SERNA), COHDEFOR y las autoridades de Salud Pública.
- d. Personal de la Unidad de Coordinación del Proyecto UCP-BID-IHT.
- e. Personas relevantes en la Zona Libre Turística (SOLITUR)
- f. Personal del Instituto de Conservación Forestal (ICF).
- g. Puntos Focales de ambiente que conforman la Comisión Ejecutiva de Turismo Sostenible (CETS).
- h. Los gobiernos locales – particularmente las Alcaldías de las Islas de la Bahía, sobre la ejecución de acciones vinculadas con su fortalecimiento a través del Proyecto.
- i. Actores de la sociedad civil y organizaciones no-gubernamentales vinculadas con las Islas de la Bahía, tales como Bay Islands Conservation Association, Roatan Marine Park, Cámara Nacional de Turismo, Capítulo de Islas de la Bahía, Cámara de Comercio de Islas de la Bahía, patronatos y juntas de agua relacionadas con el Programa, asociaciones de pescadores, buceadores.
- j. Puntos focales operativos del GEF en Honduras. [http://www.thegef.org/gef/focal\\_points\\_list](http://www.thegef.org/gef/focal_points_list)
- k. Otros programas de cooperación relacionados en las Islas de la Bahía, tales como, Proyecto MIRA, SAM y WWF.

Además, dentro de lo posible, el consultor deberá llevar a cabo entrevistas o consultas telefónicas con las firmas consultoras y los consultores individuales encargados de la ejecución de los estudios, actividades y obras específicas del Proyecto.

### 4.4 Evaluación de los objetivos, resultados y productos del Proyecto

El consultor debe evaluar el grado de cumplimiento de los objetivos globales ambientales, los objetivos del Proyecto PMAIB II y los indicadores CREMA<sup>36</sup> del Proyecto obtenidos durante su ejecución, identificando cualitativa y cuantitativamente los alcances logrados en los marcos técnico, administrativo, financiero e institucional, así como las lecciones aprendidas considerando la realidad de contexto en la que se desarrolló el mismo.

El análisis debe enfocarse en los impactos y los resultados primordialmente y no únicamente en los productos del Proyecto. Se debe determinar cuáles fueron las limitaciones o factores que incidieron en la implementación del Proyecto, que contribuyeron u obstaculizaron el logro de sus objetivos, incluyendo la evaluación del diseño original del Proyecto.

La evaluación de los productos y resultados del Proyecto tomará en cuenta su relevancia, efectividad y eficiencia, asignando el puntaje correspondiente según la escala empleada por el GEF.

El análisis debe incorporar la identificación de los posibles impactos positivos y negativos indirectos resultantes de las actividades del Proyecto, que no fueron originalmente previstos, para incluirlos en la evaluación del impacto global, particularmente considerando los recursos naturales más sensibles.

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<sup>36</sup> SMART en inglés.

Evaluación del enfoque o mecanismo de ejecución del Proyecto sus limitaciones y ventajas para la obtención de los productos y resultados esperados.

Evaluación del sistema de monitoreo y evaluación del Proyecto en función de la política de monitoreo y seguimiento del GEF, detallando si éste reunía los requerimientos mínimos durante el diseño del Proyecto y, posteriormente, cómo fue implementado el sistema. La evaluación abarcará el diseño, su ejecución y uso durante el Proyecto, al igual que el presupuesto y financiamiento para actividades de M&E. La calificación del sistema de monitoreo y evaluación del Proyecto basándose exclusivamente en la calidad de la implementación del mismo. Las deficiencias o virtudes del diseño y financiamiento del sistema serán únicamente para notas explicatorias.

El análisis financiero del Proyecto deberá revisar la distribución presupuestaria del Proyecto en función de sus productos y resultados a entregar, la distribución porcentual entre transferencia de tecnologías, elaboración de estudios de base y fortalecimiento de las capacidades locales. Se deberá evaluar si el Proyecto ejerció los controles financieros necesarios incluyendo un sistema de planificación y justificación de los recursos que permitiera la toma de decisiones y el flujo de caja. Se deberá revisar y cuantificar los fondos comprometidos al momento de aprobación del Proyecto tanto de cofinanciamiento, mediante otros fondos, como de contrapartida, por parte de los países. De igual forma, el análisis revisará si existió el adecuado manejo de fondos y la presentación oportuna de los estados financieros del Proyecto.

Análisis de la sostenibilidad de las inversiones y la efectividad en el desarrollo, así como valores agregados positivos. Análisis sobre la eficiencia en el uso de los recursos en general. Análisis del nivel de participación y apropiación de los diversos actores interesados, así como de los compromisos adquiridos por los socios y colaboradores locales.

#### **4.5 Análisis y presentación de la información recopilada (EL INFOMRE)**

El Consultor deberá presentar la información de manera que se pueda visualizar con claridad los resultados y permitir:

- a. Comparación, en forma integrada, de las actividades programadas y ejecutadas, los avances y alcances obtenidos, y el grado de cumplimiento de objetivos y metas del Proyecto, con base en la Matriz de Marco Lógico vigente.
- b. Estado de cumplimiento de las condiciones contractuales.
- c. Análisis de involucramiento y del rol desempeñado por el IHT y el BID en la gestión del Proyecto.
- d. Determinación de los posibles efectos e impactos a mediano y largo plazo, con base en el avance y cumplimiento de las actividades programadas y ejecutadas, la calidad de las acciones ejecutadas y metodologías asociadas con su desarrollo, y de acciones combinadas, agregadas-generadas para los diferentes componentes.
- e. Desarrollo de cadenas de impacto orientadas al objetivo de impacto del Proyecto.
- f. Análisis de cumplimiento de supuestos del Proyecto.
- g. Análisis de limitantes y aportes que resultaron de una ejecución del Proyecto a través de estructuras como el IHT.
- h. Detección de las desviaciones respecto al diseño en el marco técnico, financiero, económico e institucional para la ejecución del Proyecto.
- i. Definición de las debilidades y fortalezas de los procesos asociados a la ejecución del Programa.
- j. Análisis de cumplimiento de roles de los actores institucionales involucrados en la ejecución del Proyecto.
- k. Evaluar las posibles alianzas e inversiones conjuntas que se hubieran realizado con otras instituciones, organizaciones y/o Proyectos para el alcance de productos con valor agregado.

1. Análisis de factores de riesgo que afectaron la ejecución del Proyecto como ser: la crisis política de Honduras, el cambio de estructura en la UCP, cambios de especialistas en el BID, cambios de coordinadores del Proyecto.

Se deberá emplear el sistema de calificaciones del GEF según lo especificado en las guías para preparación de Evaluaciones Finales del GEF.

Para el desarrollo de las actividades, el Consultor deberá proponer una metodología de trabajo que permita asegurar el cumplimiento de los objetivos de estos Términos de Referencia. Para estos fines, se pueden proponer instrumentos y mecanismos de evaluación utilizados en programas de biodiversidad, preferiblemente financiados por el GEF, de acuerdo a la experiencia disponible.

Se debe cumplir con lo detallado en las “Guidelines for GEF Agencies in Conducting Terminal Evaluations” y el consultor debe cumplir con el GEF Evaluation Office Ethical guidelines.

El Consultor desempeñará su trabajo bajo la supervisión directa del Especialista Sectorial a cargo de la operación e iniciará su trabajo con una reunión con el equipo del BID encargado de la supervisión técnica y fiduciaria de la operación para terminar de definir la metodología y calendario de trabajo.

#### **4.6 Taller de Divulgación y Consulta de los resultados de la Evaluación Final**

La evaluación debe tomar en consideración las opiniones de todos los actores relevantes en el desarrollo de la evaluación final. Los actores relevantes son cualquiera que pudiera haber sido afectado ya sea positiva o negativamente con la ejecución del Proyecto.

También deberá realizar un Taller de Divulgación de los resultados en la isla de Roatan, Honduras, donde se exponga, se discuta y se reciba la retroalimentación requerida por parte del Organismo Ejecutor, el IHT, y del Banco para elaborar el documento final de evaluación y Ayuda Memoria del Taller realizado.

La Representación del BID en Honduras es responsable de la logística y organización del evento para un total de 45 personas incluyendo los gastos de merienda y almuerzo durante el desarrollo del mismo. Ni el BID ni el consultor son responsables de los costos de traslado y hospedaje de los invitados.

Adicionalmente, el consultor deberá programar un periodo para elaborar conjuntamente con los miembros de la URCP el Tracking Tool final del Proyecto.

### **V. REPORTE / PRODUCTOS**

El Consultor deberá entregar los productos que se detallan a continuación:

**5.1 Plan de Trabajo** con su cronograma de actividades a los 10 (diez) días después de suscrito el contrato.

**5.2 Informe Borrador de la Evaluación Final** los 30 (treinta) días después de iniciada la Consultoría que deberá contener, pero no limitarse a:

- a. Resumen Ejecutivo de 6 páginas.
- b. Información general acerca del Proyecto
- c. Información general de la evaluación final;
- d. Evaluación del logro de los objetivos globales, objetivos del Proyecto y resultados del Proyecto.
- e. Evaluación del enfoque y mecanismos de ejecución del Proyecto.
- f. Evaluación del grado de apropiación del Proyecto de parte de las instituciones nacionales y municipales.
- g. Evaluación del grado de participación de los actores, interesados y público en general en el Proyecto

- h. Evaluación de la Sostenibilidad del Proyecto
- i. Evaluación de la Replicabilidad del Proyecto
- j. Evaluación de la Planificación Financiera del Proyecto
- k. Análisis financiero del Proyecto.
- l. Evaluación del Sistema de Monitoreo y Evaluación del Proyecto.
- m. Lecciones aprendidas de la ejecución del Proyecto.
- n. Presentación en PowerPoint de los resultados de la evaluación, orientada a los involucrados con la ejecución del Proyecto, detallando las conclusiones y recomendaciones principales de la Consultoría

**5.3 Informe Final de la Evaluación Final del Proyecto**, dentro de los 15 días después de la misión o taller de revisión, que incorpore las recomendaciones realizadas y que deberá tener:

- a. Informe Final, incorporando todas las observaciones y comentarios realizados.
- b. Resumen Ejecutivo Revisado de 6 páginas.
- c. Anexos: se debe anexar los términos de referencia de la evaluación final, información sobre cuándo se llevó a cabo la evaluación, los lugares visitados, lista de participantes, la metodología seguida, y una explicación acerca de las diferencias o desacuerdos de opinión que pudieran surgir entre lo plasmado por el consultor a cargo de la evaluación y el Banco, el Ejecutor o los beneficiarios.
- d. Borrador Final del último Project Implementation Report (PIR) a presentar ante el GEF que refleje los resultados de la evaluación final del Proyecto. El PIR debe ser presentado en inglés únicamente.
- e. Tracking Tool (TT) actualizado del Golfo de Honduras incorporando los productos y resultados finales del Proyecto a presentarse al GEF. El TT debe ser presentado en inglés únicamente.
- f. Presentación en PowerPoint ajustada a los resultados del taller de discusión.

Todo informe deberá ser entregado al Banco en forma electrónica en un solo archivo que incluya la portada, el documento principal y los anexos. (Archivos Zip no se aceptarán como informes finales, debido a regulaciones de la Sección de Administración de Archivos)

El informe final deberá ser presentado tanto en español, para ser distribuido a los actores relevantes, como en inglés para su remisión oficial al GEF. De acuerdo a los requisitos GEF especificados en el “Guidelines for GEF Agencies conducting Terminal Evaluations”, el consultor a cargo de la evaluación final del Proyecto debe estar disponible para cualquier consulta o aclaración solicitada por la oficina de evaluación del GEF (GEF Evaluation Office) hasta tres años tras la finalización de la evaluación final.

## VI. CRONOGRAMA DE PAGO

La forma de pago será la siguiente:

20% a la firma del contrato y la aprobación del cronograma y plan de trabajo.

40% con el informe de avance y presentación de resultados detallados en el inciso 5.2

40% a la aprobación del informe final y los productos detallados en el inciso 5.3

## VII. COORDINACIÓN

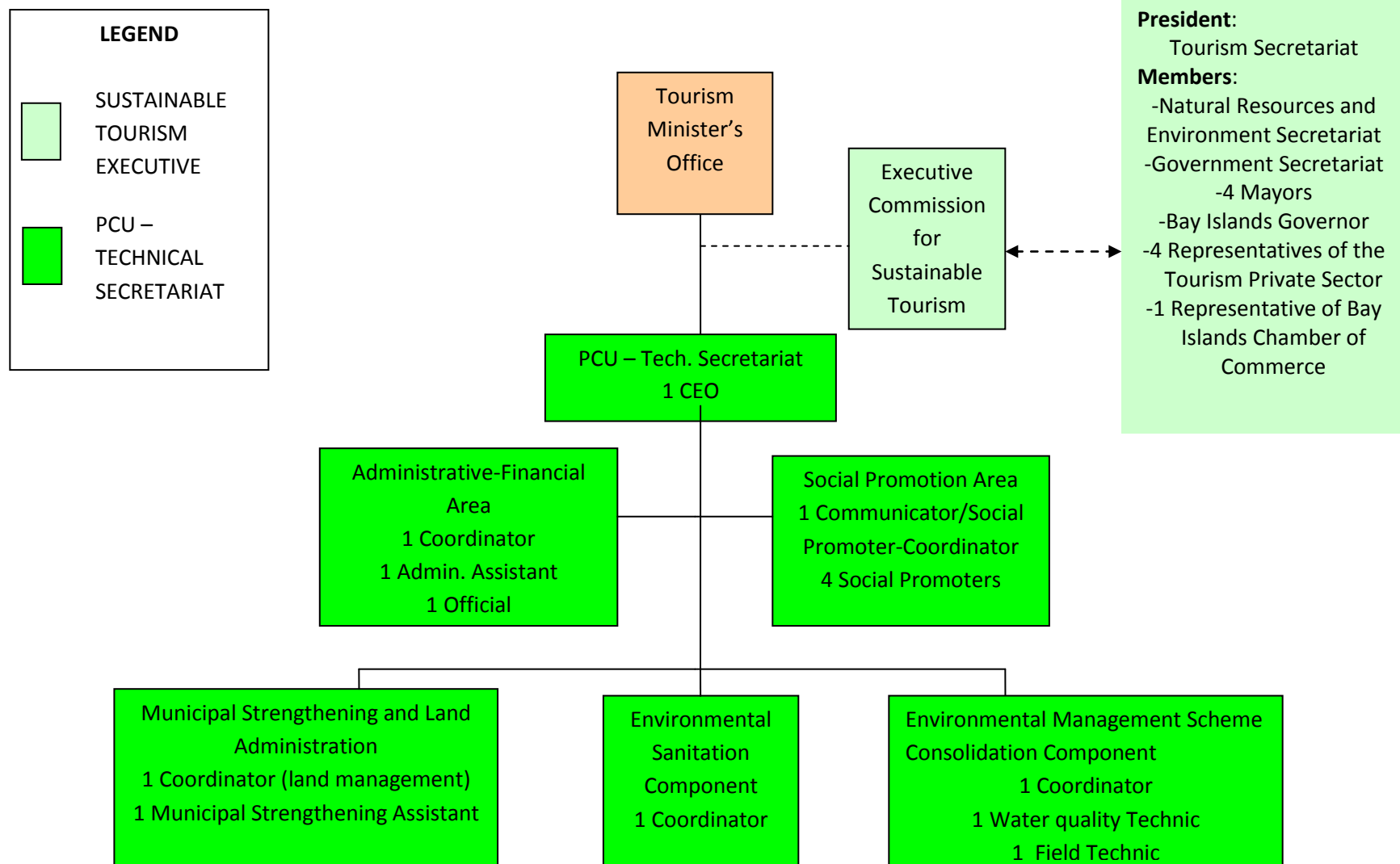
La coordinación del trabajo del CONSULTOR estará a cargo del Especialista Sectorial de RND/CHO. Al inicio de la consultoría el CONSULTOR y el especialista acordarán un plan de trabajo con los principales productos a lograr/entregar incluyendo los puntos indicados en el Numeral V. En este caso, la coordinación y supervisión corresponde al Sr. Juan Poveda, cuya dirección de Email es: [juanpo@iadb.org](mailto:juanpo@iadb.org) y con teléfono (504) 2290-3504.

## 8.2. Annex 2: List of people interviewed.

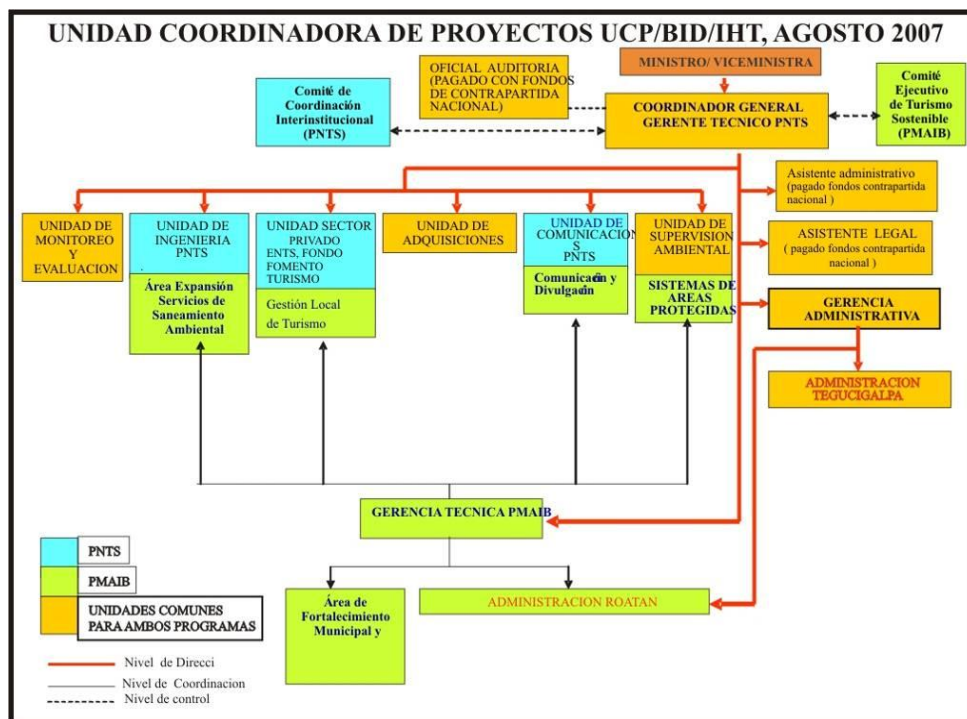
INSTITUTION	REPRESENTATIVE'S NAME	POSITION
HONDURAN TOURISM INSTITUTE (INSTITUTO HONDUREÑO DE TURISMO, IHT)	LIC. SINTHIA BENNET SALOMON	UNDERSECRETARY FOR TOURISM OFFICES
PROJECT COORDINATING UNIT (PCU)	ENG. ROBERTO ATUAN SAMAN	PCU-IDB-IHT GENERAL COORDINATOR
PROJECT COORDINATING UNIT (PCU)	LIC. ROSA . ORDOÑEZ BARDALES	FINANCIAL ADMINISTRATION MANAGER
PROJECT COORDINATING UNIT (PCU)	DELIA MOYA	ADMINISTRATIVE ASSISTANT
PROJECT COORDINATING UNIT (PCU)	HECTOR CALIX , ESQ.	PCU-IDB-IHT LEGAL ADVISOR
PROJECT COORDINATING UNIT (PCU)	CAROLINA ANDINO	ADMINISTRATIVE ASSISTANT
INTER-AMERICAN DEVELOPMENT BANK	ENG.JUAN POVEDA	SECTORAL SPECIALIST
INTER-AMERICAN DEVELOPMENT BANK	LIC. JACQUELINE RODRIGUEZ	GEF CONSULTANT
ROATAN BICA	IRMA BRADY	BICA GENERAL DIRECTOR
UTILA BICA	PATRICIA STEFAN	BICA GENERAL DIRECTOR
UTILA BICA	JENNY LUQUE	ASSISTANT AT UTILA BICA
BICA MARINE PARK	MARTA MACPUI	ADMINISTRATOR
BICA MARINE PARK	NICOLAS BACH	MARINE INFRASTRUCTURE COORDINATOR
GUANAJA MUNICIPALITY UMA	EDGARDO ORTEGA	UMA COORDINATOR
GUANAJA MUNICIPALITY UMA	TIMMY BRED MIRANDA	VICE-MAYOR
ASOCIACIÓN PESQUERA DEL CARIBE	EDGAR HYDE	PRESIDENT
UTILA CHAMBER OF TOURISM ENTREPRENEURS	BESSY CHIRINOS	SECRETARY
MUNICIPALITY OF UTILA	ALDON COOPER	MAYOR
MUNICIPALITY OF UTILA	MICHELL FERNANDEZ	COORDINATOR
MUNICIPALITY OF ROATAN	ELSA GOMEZ	VICE-MAYOR
MUNICIPALITY OF ROATAN	BIOLOGIST LIDIA MEDINA	UMA COORDINATOR
GENERAL DIRECTORATE FOR FISHERIES (DIGEPESCA) TEGUCIGALPA	MIGUEL SUAZO	NATIONAL DIRECTOR
GENERAL DIRECTORATE FOR FISHERIES (DIGEPESCA) TEGUCIGALPA	JULIO HERNANDEZ, ESQ.	REGIONAL DIRECTOR
ZOLITUR	DR. SOTERO MEDINA	ZOLITUR
ZOLITUR	ENG. EDUARDO LAFITTE	ZOLITUR
ZOLITUR	ENG. JULIO BETANCOURTH	IT HEAD
INSTITUTO DE CONSERVACION FORESTAL (ICF)	ENG. HENRY GRANADOS	HEAD OF PROTECTED AREAS MANAGEMENT PLANS
FOREST CONSERVATION INSTITUTE (ICF)	KAREN FUENTES	HEAD OF PAS
	MARLEN ROBLES	FORMER HEAD OF MONITORING AND EVALUATION UNIT
GUANAJA COMMUNITY CONSULTING COMMITTEE	SIGIFREDO SALINAS	PRESIDENT

### 8.3. Annex 3: PMAIB STAGE II PROJECT COORDINATING UNIT Organizational Chart

(TECHNICAL SECRETARIAT OF THE EXECUTIVE COMMISSION FOR SUSTAINABLE TOURISM)



#### 8.4. Annex 4: PCU Organizational Structure and roles related with the GEF funds



**Figure 1. Organizational Chart of the PCU – IDB – IHT**

#### Legend:

Text in Spanish	English translation
MINISTRO/VICEMINISTRA	MINISTER/VICE-MINISTER
UNIDAD COORDINADORA DE PROYECTOS UCP/BID/IHT, AGOSTO 2007	PROJECT COORDINATING UNIT PCU/IDB/IHT, AUGUST, 2007
Comité de Coordinación Interinstitucional (PNTS)	Inter-Institutional Coordinating Commission (PNTS)
OFICIAL AUDITORÍA (PAGADO CON FONDOS DE CONTRAPARTIDA NACIONAL)	AUDITING OFFICER (PAID WITH NATIONAL MATCHING FUNDS)
COORDINADOR GENERAL. GERENTE TÉCNICO PNTS	GENERAL COORDINATOR. PNTS TECHNICAL MANAGER
Comité Ejecutivo de Turismo Sostenible (PMAIB)	Executive Commission for Sustainable Tourism (PMAIB)
Asistente Administrativo (pagado fondos de contrapartida nacional)	Administrative Assistant (paid with national matching funds)
UNIDAD DE MONITOREO Y EVALUACIÓN	MONITORING & EVALUATION UNIT
UNIDAD DE INGENIERÍA PNTS	ENGINEERING UNIT (PNTS)
Área Expansión Servicios de Saneamiento Ambiental	Environmental Sanitation Services Area



UNIDAD SECTOR PRIVADO ENTS, FONDO FOMENTO TURISMO	ENTS PRIVATE SECTOR UNIT, FUND FOR TOURISM PROMOTION
Gestión Local de Turismo	Local Tourism Management
UNIDAD DE ADQUISICIONES	PROCUREMENT UNIT
UNIDAD DE COMUNICACIONES PNTS	PNTS COMMUNICATIONS UNIT
Comunicación y Divulgación	Communication and Dissemination
UNIDAD DE SUPERVISIÓN AMBIENTAL	ENVIRONMENTAL SUPERVISION UNIT
SISTEMAS DE ÁREAS PROTEGIDAS	PROTECTED AREAS SYSTEM
ASISTENTE LEGAL (pagado fondos de contrapartida nacional)	LEGAL ASSISTANT (paid with national matching funds)
GERENCIA ADMINISTRATIVA	ADMINISTRATIVE MANAGER
ADMINISTRACIÓN TEGUCIGALPA	TEGUCIGALPA ADMINISTRATION
GERENCIA TÉCNICA PMAIB	PMAIB TECHNICAL MANAGER
Área de Fortalecimiento Municipal	Municipal Strengthening Area
ADMINISTRACIÓN ROATÁN	ROATÁN ADMINISTRATION
UNIDADES COMUNES PARA AMBOS PROGRAMAS	UNITS SHARED BY BOTH PROGRAMS
Nivel de Dirección	Management Level
Nivel de Coordinación	Coordination Level
Nivel de Control	Control Level

The PCU roles related with GEF funds described in the Operations Manual are the following:

- Promote the integration and strengthening of the Executive Commission for Sustainable Tourism, especially as regards design and compliance with provisions, rules and other aspects of the legal framework that will govern the activities of the Commission.
- Build local capacity for generating financial resources for the sustainable management of the CETS and its environmental investment programs, from the fourth year of Program execution, in a sustainable manner.
- Promote and monitor the efficient use of investments aimed at protecting the environment, especially those which are part of operational plans.
- Disseminate program activities among other participants in the execution phase and among other entities, the scientific and the environmental community and the general public.

### 8.5. Annex 5: Projects executed by ZOLITUR.

No	Name of project	Overview	General objective	Investment amount	Outcomes achieved
1.	Garbage truck	Donation of a garbage truck to Guanaja municipality.	Promote with municipalities projects aimed at creating and improving the scope and quality of public services, communications and other related services.	L. 397,727.00	Municipalities strengthened in sanitation issues affecting project beneficiary communities
2	Sanitation Sewers	Build sanitation sewers for West End community		L . 15.0 million	
3	Operation/Strengthening of the ZOLITUR Technical Unit	ZOLITUR Technical Unit operation costs	Coordinate and enforce policies and strategies established by the Management Commission of the Bay Islands Tourism Free Zone as regards territorial and environmental management rules and plans of the Bay Islands Department	L. 3.3 million	Technical support to municipalities, NGOs, councils and other organizations

Source: ZOLITUR. Provided by Dr. Sotero Medina.

### 8.6. Annex 6: Calificaciones de desempeño para los indicadores del marco lógico.

PROYECTO: CONSOLIDACIÓN DE LA GESTIÓN DEL ECOSISTEMA Y PROTECCIÓN DE LA BIODIVERSIDAD		
Subcomponente	Indicador	Grado satisfacción
Subcomponente 1.0 : Fortalecimiento de la Comisión Ejecutiva de Turismo Sostenible (CETS) y su Unidad Técnica  <b>Desempeño : satisfactorio (S)</b>	Indicador 1.2: Reglamentación de la Tarifa para la Conservación Ambiental y Seguridad vigente que establezca los mecanismos para el financiamiento de los costos del sistema de zonas protegidas.	S
	Indicador 1.1: Adopción de un Plan Municipal con enfoque en Ordenamiento Territorial por parte de la Municipalidad de Utila y su aplicación por parte de la Comisión Administradora de la Zona Libre Turística para el resto de la región insular.	S
Subcomponente 2.0 Inversiones para el Sistema Regional de Áreas Protegidas Marinas y Terrestres <b>Desempeño : satisfactorio (S)</b>	Indicador 2.1: Reglamento de la Ley de las Especial del Sistemas de Áreas Protegidas de las Islas de la Bahía socialización y aprobado por el poder ejecutivo	S
	Indicador 2.2: Parque Nacional Marino Legalmente declarado y reglamentado jurídicamente, puesto bajo un sistema de gestión y ordenamiento.	AS
	Indicador 2.3: Áreas Protegidas Terrestres (una por isla) jurídicamente establecidas, puestas bajo un sistema de gestión y ordenamiento.	AS
	Indicador 2.4: 4 Planes de Manejo de Parque Nacional Marino Islas de la Bahía, Parque Nacional Port Royal, Refugio de Vida Silvestre Turtle Harbour y el Área de Reserva forestal No. 3 formulados y aprobados por el ICF según normativas y pautas de la Ley Forestal, de Áreas Protegidas y Vida silvestre.	AS
	Indicador 2.5: 6 Zonas de Protección Especial Marina del Parque Nacional Marino Islas de la Bahía demarcadas.	MS
	Indicador 2.6: Centro de Visitante funcional y en operación con contenido interpretativo y educativo en la isla de Utila.	S
	Indicador 2.7: Terminal Aeroportuaria con contenido interpretativo y educativo en las Islas de Guanaja.	S

	Indicador 2.8: Pescadores artesanales de la comunidad de Los Cayitos, Utila censados.	AI
	Indicador 2.9: 70% de las embarcaciones de pesca artesanal en Los Cayitos incluidas en el registro pesquero.	AI
	Indicador 2.10: Demarcación de 3 zonas restringidas a la Pesca.	S
	Indicador 2.11: Construcción de obras de protección en 3 cuencas hidrográficas prioritarias.	AI
Subcomponente 3.0 Difusión pública, participación y gestión de destinos turísticos locales <b>Desempeño : satisfactorio (S)</b>	Indicador 3.1: Sitio virtual del PMAIB y sistema de transmisión y manejo de datos, establecidos y objeto de uso por distintos grupos de interesados.	MS
	Indicador 3.2: 6 talleres de socialización de la Ley Especial de Áreas Protegidas de las Islas de la Bahía y su reglamento (2 por isla)	S
	Indicador 3.3: Impresión de material informativo/educativo del Sistema Regional de Áreas Protegidas de las Islas de la Bahía y su distribución en los centros educativos del archipiélago.	S

Fuente: Elaboración propia

Nomenclatura. De acuerdo a las siguientes categorías: a) Altamente Satisfactorio (AS); b) Satisfactorio (S); c) Moderadamente Satisfactorio (MS); d) Moderadamente Insatisfactorio (MI); e) Insatisfactorio (I); y f) Altamente Insatisfactorio (AI).

## 8.7. Annex 7: Modificaciones al Marco Lógico

COMPONENTE	INDICADORES MARCO LÓGICO INICIAL	INDICADORES INFORME II SEMESTRE DEL AÑO 2011
<p><i>Subcomponente 1.a</i></p> <p><i>Fortalecimiento de la Comisión Ejecutiva de Turismo Sostenible</i></p>	<ul style="list-style-type: none"> <li>Plan de zonificación Departamental aprobada por la Comisión Ejecutiva de Turismo Sostenible e internalizada por los cuatro municipios.</li> <li>6 políticas departamentales y normas correspondientes adoptadas e internalizadas por los cuatro municipios.</li> <li>Entrada en vigor de la tasa del medio ambiente / tarifa de entrada para el sistema de áreas protegidas, y al menos otros tres mecanismos financieros necesarios para sostener las actividades de protección ambiental y manejo de áreas protegidas en las Islas de la Bahía.</li> </ul>	<p>Indicador 1.1: Reglamentación de la Tarifa para la Conservación Ambiental y Seguridad vigente que establezca los mecanismos para el financiamiento de los costos del sistema de zonas protegidas.</p> <p>Indicador 1.2: Adopción de un Plan Municipal con enfoque en Ordenamiento Territorial por parte de la Municipalidad de Utila y su aplicación por parte de la Comisión Administradora de la Zona Libre Turística para el resto de la región insular.</p>
<p>Sub-componente 1.b</p> <p>Las inversiones para el sistema regional de áreas protegidas marinas y costeras</p>	<ul style="list-style-type: none"> <li>6 áreas protegidas (3 marinas y 3 terrestres) legalmente establecidas, traídas bajo manejo intensivo con el mejoramiento de la infraestructura, la demarcación de las fronteras, la vigilancia integral y patrullas sobre el sitio, y las actividades de educación ambiental.</li> <li>Adicionales 6 áreas protegidas (3 marinas, 3 terrestres) legalmente establecidas y delimitadas con las patrullas en el sitio.</li> <li>Tres multiusos para visitantes / centros de museo</li> </ul>	<p>Indicador 2.1: Reglamento de la Ley de las Especial del Sistemas de Áreas Protegidas de las Islas de la Bahía socialización y aprobado por el poder ejecutivo</p> <p>Indicador 2.2: Parque Nacional Marino Legalmente declarado y reglamentado jurídicamente, puesto bajo un sistema de gestión y ordenamiento.</p> <p>Indicador 2.3: Áreas Protegidas Terrestres (una por isla) jurídicamente establecidas, puestas bajo un sistema de gestión y ordenamiento.</p> <p>Indicador 2.4: 4 Planes de Manejo de Parque Nacional Marino</p>

COMPONENTE	INDICADORES MARCO LÓGICO INICIAL	INDICADORES INFORME II SEMESTRE DEL AÑO 2011
	<p>establecidos (uno por isla)</p> <ul style="list-style-type: none"> <li>4 pilotos zonas de no pesca declaradas y vigiladas.</li> <li>La mejora de las medidas de gestión aplicadas en 4 cuencas prioritarias</li> <li>Al menos 20 organizaciones no gubernamentales locales, grupos comunitarios, asociaciones de pescadores y otros que participan activamente en acciones relacionadas con la conservación y el desarrollo sostenible de los recursos naturales y los ecosistemas marino-costeros.</li> <li>Mejora de la gestión ambiental en todos los puertos principales de la Islas de la Bahía (Coxen Hole, francés puerto, de Oak Ridge, Cayo / Armadores, Utila Town)</li> <li>Las mejoras en las condiciones de la calidad del agua, los arrecifes, praderas de pastos marinos, manglares, playas y las cuencas hidrográficas en relación con la referencia del año 2002.</li> </ul>	<p>Islas de la Bahía, Parque Nacional Port Royal, Refugio de Vida Silvestre Turtle Harbour y el Área de Reserva forestal No. 3 formulados y aprobados por el ICF según normativas y pautas de la Ley Forestal, de Áreas Protegidas y Vida silvestre.</p> <p>Indicador 2.5: 6 Zonas de Protección Especial Marina del Parque Nacional Marino Islas de la Bahía demarcadas.</p> <p>Indicador 2.6: Centro de Visitante funcional y en operación con contenido interpretativo y educativo en la isla de Utila.</p> <p>Indicador 2.7: Terminal Aeroportuaria con contenido interpretativo y educativo en las Islas de Guanaja.</p> <p>Indicador 2.8: Pescadores artesanales de la comunidad de Los Cayitos, Utila censados.</p> <p>Indicador 2.9: 70% de las embarcaciones de pesca artesanal en Los Cayitos incluidas en el registro pesquero.</p> <p>Indicador 2.10: Demarcación de 3 zonas restringidas a la Pesca.</p> <p>Indicador 2.11: Construcción de obras de protección en 3 cuencas hidrográficas prioritarias.</p>
<p>Sub-componente 1.c</p> <p><i>La divulgación, participación y gestión de destinos locales.</i></p>	<ul style="list-style-type: none"> <li>Sitio web PMAIB, y la transmisión de datos y sistema de gestión establecido y en uso por los diferentes grupos interesados.</li> <li>Una mejor comprensión y cambio</li> </ul>	<p>Indicador 3.1: Sitio virtual del PMAIB y sistema de transmisión y manejo de datos, establecidos y objeto de uso por distintos grupos de interesados.</p> <p>Indicador 3.2: 6 talleres de socialización de la Ley Especial de Áreas Protegidas de las Islas de la Bahía y su reglamento (2 por</p>

COMPONENTE	INDICADORES MARCO LÓGICO INICIAL	INDICADORES INFORME II SEMESTRE DEL AÑO 2011
	<ul style="list-style-type: none"> <li>• en las actitudes de los residentes locales y grupos interesados, como manifestado en mejor apoyo de acciones resultando en turismo sostenible y gestión ambiental más eficaz .</li> <li>• Un mínimo de 20 organizaciones comunitarias y organizaciones no gubernamentales fortalecidas organizacionalmente y participando en actividades de gestión ambiental y el ecoturismo.</li> <li>• Aumento de la participación y la certificación de 30 operadores turísticos y hoteles activos en las buenas prácticas ambientales.</li> <li>• Un mínimo de 20 barrios y comunidades involucradas en el seguimiento de los aspectos de la protección del medio ambiente y la debida diligencia.</li> <li>• Los operadores de buceo participan en las buenas prácticas de buceo, la vigilancia de los arrecifes y el mantenimiento del sistema de boyas.</li> <li>•</li> </ul>	<p>isla)</p> <p>Indicador 3.3: Impresión de material informativo/educativo del Sistema Regional de Áreas Protegidas de las Islas de la Bahía y su distribución en los centros educativos del archipiélago.</p>

Fuente: PRODOC e Informe del II Semestre 2011.

## 8.8. Annex 8: Co-financing

STAKEHOLDER	Establishment of Multi-agency environmental Due Diligence Team	Full Management of Marine Protected areas	Full Management of Terrestrial Protected areas	Basic Management of 6 protected areas	Establishment of BAY ISLANDS multiple-use Visitors Center- Museum	Development of alternative Ecotourism sites and attractions on private Land	Sustainable Fisheries Management for artisanal Fishers	Monitoring and investigation of environmental conditions and dynamics of Coastal and Marine Ecosystems and sustainability of tourism
Counterpart								
DIGEPESCA	\$75,000.00							
DIVE OPERATORS								\$120,000.00
FISCALIA	\$25,000.00							
FISHER ASSOC							\$120,000.00	
FUNDACION VIDA		\$100,000.00			\$ 150,000.00			
FUNDEMUN								
LOCAL ENVCOM								
LOCAL NGOs		\$100,000.00	\$ 75,000.00	\$ 125,000.00				
LOCAL OPERATORS								
MERCHANT MARINE	\$75,000.00							
MIN OF EDUCATION & SCHOOL								
MUNICIPALITIES		\$60,000.00	\$ 1,000,000.00	\$ 20,000.00	\$ 200,000.00			
NGOs								
PRIVATE COMPANIES								
PRIVATE LAND OWNERS				\$1,500,000.00				
PRIVATE OPERATORS						\$150,000.00		
SERNA	\$75,000.00							
SOPTRAVI					\$200,000.00			
SUST COASTAL TOUR					\$100,000.00			
UNIVERSITIES								\$60,000.00
<b>TOTAL</b>	<b>\$250,000.00</b>	<b>\$260,000.00</b>	<b>\$1,075,000.00</b>	<b>\$1,645,000.00</b>	<b>\$650,000.00</b>	<b>\$150,000.00</b>	<b>\$120,000.00</b>	<b>\$180,000.00</b>



## Annex 8 (Continued)

STAKEHOLDER	Strengthening of community organizations to more effectively participate in Environmental Management activities	Environmental Education	Environmentally sound operation of hotels and tourist facilities	Reef Conservation and diving best practices	Development and operation of recycling activities on the Bay Islands	Strengthening of the municipal environmental Units (UMAS) in Environmental Management and elements of sustainable tourism	Drafting, enacting and applying municipal ordinances in Environmental Management, land use zoning and natural resource development	STAKEHOLDERS' TOTAL CONTRIBUTION	PENDING CONTRIBUTION
Counterpart									
DIGEPESCA								\$75,000.00	\$ 0.00
DIVE OPERATORS				\$150,000.00				\$210,000.00	\$ 60,000.00
FISCALIA								\$25,000.00	\$ 0.00
FISHER ASSOC								\$80,000.00	\$ 40,000.00
FUNDACION VIDA	\$100,000.00							\$200,000.00	\$ 150,000.00
FUNDEMUN							10000	\$5,000.00	\$ 5,000.00
LOCAL ENVCOM	\$25,000.00							\$12,000.00	\$ 13,000.00
LOCAL NGOs					\$ 40,000.00	\$ 150,000.00		\$300,000.00	\$ 190,000.00
LOCAL OPERATORS			\$350,000.00					\$200,000.00	\$ 150,000.00
MERCHANT MARINE								\$75,000.00	\$ 0.00
MIN OF EDUCATION & SCHOOL		\$75,000.00						\$75,000.00	\$ 0.00
MUNICIPALIDADES				60000	180000			\$1,170,000.00	\$ 350,000.00
NGOs				\$25,000.00				\$25,000.00	\$ 0.00
PRIVATE COMPANIES					\$150,000.00			\$125,000.00	\$ 25,000.00
PRIVATE LAND OWNERS								\$900,000.00	\$ 600,000.00
PRIVATE OPERATORS								\$150,000.00	\$ 0.00
SERNA						\$15,000.00	\$15,000.00	\$55,000.00	\$ 50,000.00
SOPTRAVI								\$110,000.00	\$ 90,000.00
SUST COASTAL TOUR								\$80,000.00	\$ 20,000.00
UNIVERSITIES								\$60,000.00	\$ 0.00
<b>TOTAL</b>	<b>\$125,000.00</b>	<b>\$75,000.00</b>	<b>\$350,000.00</b>	<b>\$235,000.00</b>	<b>\$370,000.00</b>	<b>\$165,000.00</b>	<b>\$25,000.00</b>	<b>\$3,932,000.00</b>	<b>\$ 1,743,000.00</b>

Source: Instituto Hondureño de Turismo.

## 8.9. Annex 9: Additional information on dates and Project Framework

### II. Dates

Event	Expected Date	Actual Date
CEO endorsement	11-24-2003	11-24-2003
Agency endorsement	08-06-2004	08-06-2004
Implementation start	-	10-12-2004
Mid-Term Evaluation	May, 2007	May, 2008
Project completion	December, 2009	September, 2012
Terminal Evaluation completion	06-2012	July, 2012
Project closing	12-24-2009	-

Source: own production

### III. Project Framework

Component	Type of activity	GEF Financing (in million USD)		Co-financing (in million USD)	
		Approved	Actual	Committed	Actual
1.Commission Strengthening	Technical Assistance	0.988	0.671	0.250	-
2.Investments in PAs	Investments	1.173	0.763	4.295	-
3.Outreach strategy	Technical Assistance	339	0.270	0.785	-
Revolving fund			0.500		
Total		2.5	2.2	5.3	4.0

Source: own production