



# Protecting Biodiversity in the Southwestern Caribbean Sea

## Final Evaluation

Prepared for the Inter-American Development Bank (IDB)

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Notes:

Translations from official documents are unofficial

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## Acronyms

ANLA	National Authority of Environmental Licenses
CORALINA	Corporation of the Sustainable Development of the Archipelago of San Andres, Old Providence and Santa Catalina
CLOPAD	Local Committee for Prevention and Emergency and Disaster Responsiveness
CREPAD	Regional Committee for Prevention and Disaster Responsiveness
DIMAR	<i>Dirección General Marítima</i>
DRM	Disaster Risk Management
GEF	Global Environmental Facility
IAB	International Advisory Board
IDB	Interamerican Development Bank
ICC	Inter-Institutional Committee
ICJ	International Court of Justice
IMP	Integrated Management Plan
INFOTEP	National Institute of Professional Technical Training
MADS	Ministry of Environment and Sustainable Development
MIF	Multilateral Investment Fund
MPA	Marine Protected Area
NOAA	National Oceanic and Atmospheric Administration
OPSC	Old Providence and Santa Catalina
PES	Payment for Ecosystem Services
PIR	Project Implementation Report
PMR	Project Monitoring Report
SAC	Stakeholder Advisory Committee
SAI	San Andres Island
SAMP	Subsystem of Protected Marine Areas
SENA	National Service of Learning
SINAP	National System of Protected Areas
UAC	Coastal Environmental Units
UNEP	United Nations Environmental Program
UNESCO	United Nations Educational, Scientific and Cultural Organization

## Executive Summary

The Colombian Archipelago of San Andres, Old Providence and Santa Catalina was declared Biosphere Reserve in 2000 by the UNESCO, with more than 300,000 km<sup>2</sup>. Five years later the Government of Colombia established the Marine Protected Area (MPA) Seaflower with an area of 65,018 km<sup>2</sup>, located within the Biosphere Reserve. CORALINA is the environmental authority responsible of the autonomous management of the MPA. The MPA is a unique ecosystem; the site of the largest, most productive open-ocean coral reefs in the Caribbean and home to significant marine biodiversity. However, major threats derive from over-exploitation of marine resources and a weak management of the MPA that impact significantly the fragile ecosystems.

In 2009 the GEF approved the full-sized project “Protecting Biodiversity in the Southwestern Caribbean Sea”. The goal of this project was the protection, conservation, and sustainable use of important marine and coastal ecosystems and biodiversity in the Caribbean Sea, through the effective implementation of the Integrated Management Plan of the Seaflower Marine Protected Area (San Andres Archipelago). The total cost of the project (US\$9,253,000) was financed with a US\$3 million GEF grant and the remaining funding to be raised through co-financing. The implementing agency was the Inter-American Development Bank (IDB) and CORALINA the execution agency.

The project presented four components: 1) adaptive management; 2) financial sustainability; 3) alternative livelihoods; and 4) MPA monitoring and analysis.

The GEF project has been undoubtedly relevant for the conservation and management of the MPA. Although the ambitious design –regarding activities, goals and budget associated– the project integrates relevant components linked with the integrated management of the MPA. In general, the monitoring and evaluation plan was design and executed satisfactorily.

Some limitations in the design of the project limited the definition of appropriate indicators and their monitoring and evaluation. Also, the lack of some relevant information and analysis constrained the achievement of some goals. The original risk analysis was weak and, although CORALINA updated the risks during the implementation of the project, effective mitigation measures were not properly developed.

The implementation of the project experienced some delays in the first years that were overcome, especially after the mid-term evaluation. Some key external issues affected directly and indirectly the implementation of the project, as the management of the planned Multilateral Investment Fund (MIF) funding; the International Court of Justice (ICJ) ruling; the process of homologation of the natural areas in the country, or the changes in the CORALINA administration.

The Implementation Progress Rating on efficiency was “Satisfactory” for components one and four, “Moderately Satisfactory” for component three and “Marginally Unsatisfactory” for component two.

Regarding component I, the demarcation was completed, although was not sufficient and it's not effectively implemented in the offshore areas. The enforcement system, regulations and procedures were developed and their implementation is in process, as more operational protocols need to be established. Training and capacity building activities reached the planned CORALINA staff and several community programs were also implemented. The advisory committees need to assume more actively their role in the management of the MPA, although they are considered a key stakeholder in the IMP implementation. Sections II and III of the IMP were updated but the Plan has never been formally approved by the

CORALINA Board. The operational licensing system for marine users was not viable and thus not developed. Finally, the Disaster Management Plan and the Action Plan for training, education, research, outreach and communication activities were fully implemented.

Component III started the activities in 2014, when CORALINA got the funds from the National Royalty System. Due to this delay, there is not enough information yet to assess the effectiveness of the component nor some of the outputs designed. However, some studies have been developed and livelihood pilot projects and compatibility programs are in execution with some challenges to achieve the planned results. More than 1,600 community members have received entrepreneurial training. Alternative pilot projects (breadfruit, black crab, ecotourism and recreational fishing) are in implementation with different initial results. The lack of financing for initial investment and the need of support to the entrepreneurs for longer periods of time affect the sustainability of these projects. However, the projects are in the first stages and there is room for improvement and impact.

The component IV regarding the monitoring and analysis of the MPA has been the most successful component during the entire implementation of the project, due to the previous experience of CORALINA in these topics. Existing monitoring protocols and programs for ecological and socio-economic monitoring revised and an integrated data management system to house collected data in coherent has been developed, although is not yet fully implemented to be used as decision-making tool until the rest of the local institutions actively participate in the program. Community-based monitoring programs were strengthened and amplified, as well as the development of programs and methodologies to evaluate the effectiveness of specific activities within the MPA.

Activities linked with key financial mechanisms for the financial sustainability of the MPA (component II) were not achieved. Only studies about willingness-to-pay, entrance fee collection system to the MPA, operational license system, marine PES, private donation schemes and trust fund were developed, but legal, financial and/or institutional reasons limited their effective implementation. Only an improvement in the Johnny Cay entrance fee have been implemented and a future entrance fee in Old Point Mangrove Regional Park is planned to be implemented in 2015.

The main limitation to assess the outcomes of the project is the inadequate definition of the indicators and the lack of logic between outputs and outcomes. If the evaluation only looked to the outcome indicators stated in the document of approval, the classification would be unsatisfactory. However, the analysis of the outputs indicates a moderately satisfactory achievement of the program. As stated, the issue is that the outcomes do not reflect the results of the project. The demarcation has been achieved although is not effective and alternative measures (maps) need to be developed in offshore areas. Key financial mechanisms have not been developed and this limits the sustainable management of the MPA. MPA monitoring data is adequately in place.

The financial execution of the project has been, overall, highly satisfactory. In October 2014 the IDB approved an extension of 6 months for disbursements –until June 2015– although the entire balance has been compromised during 2014.

The sustainability of the project faces several challenges. The financial sustainability of the project is the major and significant limitation to maintain the benefits of the project and the viability of the MPA in the future, as none of the key main new financial mechanisms was developed. Although the adequate institutional and administrative capacity of CORALINA, the institutional sustainability of the project is determined by the effective participation of other institutions, especially the local government, in the

administrative and financial management of the MPA. Some international and political issues affected the implementation of the program and could in the mid term affect the sustainable management of the MPA, issues that CORALINA needs to take into account. All the activities related with the MPA have had a significant participation of the community, with special involvement of the Raizal community. Although the communication between CORALINA and the community could be improved, the appropriation of the project is clear.

Looking forward, there are three outgoing key messages after the final evaluation of the program:

- Regarding the **financial management** of the MPA: CORALINA should keep the dialogue with the local and national government to find sustainable financial mechanisms to successfully manage the MPA. Furthermore, the role of CORALINA should not rule out the role of other institutions in the financial sustainability of the MPA. Long-term sustainable mechanisms develop among the public institutions with competition in the Archipelago and with the community, including the private sector.
- Regarding the **institutional arrangements**: as stated in the first point, the effective harmonization and coordination among institutions is essential in order to effectively manage the MPA. This includes, for example, the development of effective operation protocols for monitoring and enforcement activities. Furthermore, the clear definition of roles and responsibilities and the constant tracking and evaluation of agreements and programs would help the improvement of the MPA management and the implementation of the IMP.
- Regarding the **role of the community**: the participation of the community in the MPA management should go beyond the presence in meetings and activities organized by CORALINA. The involvement of the private sector and the beneficiaries of the activities and programs should be more significant, with more responsibilities and influence in the decision-making, especially in those actions that affect directly their livelihoods.

## Resumen ejecutivo

El archipiélago colombiano de San Andrés, Providencia y Santa Catalina fue declarado Reserva de la Biosfera en 2000 por la UNESCO, con un área de más de 300.000 km<sup>2</sup>. Cinco años más tarde, el Gobierno de Colombia estableció el Área Marina Protegida (AMP) Seaflower con una superficie de 65.018 km<sup>2</sup>, ubicada dentro de la Reserva de la Biosfera. CORALINA es la autoridad ambiental responsable de la gestión autónoma de la AMP. El AMP es un ecosistema único; el hábitat de los arrecifes de coral de mayor tamaño y más productivos en el Caribe y el hogar de importante biodiversidad marina. Sin embargo, las principales amenazas provienen de la sobreexplotación de los recursos marinos y una gestión débil del AMP que tiene un impacto significativo en los frágiles ecosistemas de AMP.

En 2009, el FMAM aprobó el proyecto "Protegiendo la biodiversidad en el Mar Caribe Suroeste". El objetivo de este proyecto era la protección, conservación y uso sostenible de los importantes ecosistemas costeros y marinos y de la biodiversidad en el Mar Caribe, a través de la implementación efectiva del Plan de Manejo Integrado del Área Marina Protegida Seaflower (Archipiélago de San Andrés). El costo total del proyecto (US\$9.253.000) fue financiado con una donación del FMAM de US\$3 millones y la financiación restante a través de cofinanciación de varias instituciones. La agencia implementadora fue el Banco Interamericano de Desarrollo (BID) y CORALINA la agencia ejecutora.

El proyecto presenta cuatro componentes: 1) manejo adaptativo; 2) sostenibilidad financiera; 3) medios de vida alternativos; y 4) monitoreo y análisis del AMP.

El proyecto del FMAM ha sido, sin duda relevante para la conservación y la gestión del AMP. Aunque el diseño ha sido muy ambicioso- con respecto a las actividades, los objetivos y el presupuesto asociado - el proyecto integra componentes relevantes vinculados con la gestión integrada de la AMP.

Algunas limitaciones en el diseño del proyecto limitaron la definición de indicadores apropiados y su seguimiento y evaluación. Además, la falta de alguna información relevante y análisis limitó el logro de algunos de los objetivos. El análisis original de riesgos fue insuficiente y, a pesar de que CORALINA actualizó los riesgos durante la ejecución del proyecto, las medidas de mitigación asociadas no se desarrollaron correctamente.

La ejecución del proyecto experimentó algunos retrasos en los primeros años que fueron superados, especialmente después de la evaluación intermedia. Algunos problemas externos clave afectaron directa e indirectamente la ejecución del proyecto, entre ellos la financiación prevista del Fondo Multilateral de Inversiones; la resolución de la Corte Internacional de Justicia; el proceso de homologación de los espacios naturales en el país; o los cambios en la administración de CORALINA.

La clasificación sobre el Progreso en la Implementación del proyecto fue "satisfactoria" para los componentes uno y cuatro, "marginamente satisfactoria" para el componente tres y "marginamente insatisfactoria" para el componente dos.

En cuanto al componente I, se completó la demarcación, aunque no fue suficiente ni es aún efectiva en las zonas más alejadas de la costa. El sistema de cumplimiento de normativas, reglamentos y procedimientos se desarrolló satisfactoriamente y su implementación está en proceso, ya que es necesario establecer más protocolos operativos con el resto de instituciones. El personal de CORALINA recibió los cursos de capacitación y también se llevaron a cabo varios programas de capacitación con la comunidad. Los comités asesores fortalecidos con el proyecto deberán asumir más activamente su papel en la gestión del

AMP, ya que se consideran actores clave en la aplicación del Plan de Manejo Integral. Las secciones II y III del PMI se actualizaron pero el Plan no ha sido aprobado formalmente por el Consejo de CORALINA. El sistema de licencias de funcionamiento para los usuarios de algunas zonas marinas no fue viable y por lo tanto no se desarrolló. Por último, el Plan de Gestión de Desastres y el Plan de Acción para la formación, la educación, la investigación, la divulgación y las actividades de comunicación se aplicaron satisfactoriamente.

El componente III inició las actividades en el año 2014, cuando CORALINA consiguió los fondos del Sistema General de Regalías. Debido a este retraso, no hay todavía suficiente información para evaluar la eficacia del componente ni algunos de los productos diseñados. Sin embargo, algunos estudios se han desarrollado y los proyectos piloto de vida y programas de compatibilidad se encuentran en ejecución con algunos desafíos para alcanzar los resultados planificados. Más de 1.600 miembros de la comunidad han recibido capacitación empresarial. Los proyectos piloto alternativos (frutipán, cangrejo negro, ecoturismo y pesca recreativa) están en ejecución con diferentes resultados iniciales. La falta de financiamiento para la inversión inicial y la necesidad de apoyo a los emprendedores durante períodos más largos de tiempo afectan la sostenibilidad de estos proyectos. Sin embargo, los proyectos se encuentran en las primeras etapas y hay espacio para la mejora y para que tenga un impacto positivo.

El componente IV de seguimiento y análisis del AMP ha sido el componente de mayor éxito durante toda la ejecución del proyecto, debido a la experiencia previa de CORALINA en estos temas. Los protocolos y programas de monitoreo para el monitoreo ecológico y socioeconómico fueron revisados y un sistema de gestión integrada de datos para alojar los datos recogidos se ha desarrollado, aunque todavía no está completamente implementado para ser utilizado como herramienta para la toma de decisiones hasta que el resto de instituciones locales participen activamente en el proyecto. Los programas de vigilancia comunitarios se fortalecieron y ampliaron, así como el desarrollo de programas y metodologías para evaluar la eficacia de las actividades específicas dentro del AMP.

Las actividades relacionadas con los mecanismos financieros clave para la sostenibilidad financiera del AMP (componente II) no se lograron. Sólo los estudios sobre disposición a pagar, sobre el sistema de cobro de tarifas a la entrada del AMP, el sistema de licencia de funcionamiento, el PSA, los esquemas de donaciones privadas y fondos fiduciarios fueron desarrollados, pero razones legales, financieras y/o institucionales limitaron su implementación efectiva. Sólo una mejora en el monto y control en la entrada al Parque Regional Johnny Cay se ha desarrollado y está previsto el cobro de una entrada al Parque Regional Old Mangrove para 2015.

La principal limitación para evaluar los resultados y el impacto del proyecto es la definición inadecuada de los indicadores y la falta de lógica entre productos y resultados. Si la evaluación se limitara a los indicadores de resultados establecidos en el documento de aprobación del proyecto, la clasificación sería insatisfactoria. Sin embargo, el análisis de las actividades realizadas indica un logro moderadamente satisfactorio del programa. La limitación es, como anteriormente se ha mencionado, que los resultados no reflejan los avances del proyecto. La demarcación se ha logrado a pesar de que no es eficiente todavía y actividades alternativas (como la elaboración de mapas) deben ser desarrolladas en las zonas más alejadas de la costa. Los mecanismos financieros clave no se han desarrollado y esto limita la gestión sostenible del AMP. El sistema de recolección de datos de seguimiento del AMP se ha desarrollado adecuadamente.

La ejecución financiera del proyecto ha sido, en general, muy satisfactoria. En octubre 2014 el BID aprobó una prórroga de 6 meses para el desembolso del programa -hasta junio de 2015- aunque la totalidad del saldo se ha visto comprometida durante 2014.

La sostenibilidad del proyecto se enfrenta a varios desafíos. La sostenibilidad financiera del proyecto es la limitación más importante y significativa para mantener los beneficios del proyecto y la viabilidad del AMP en el futuro, ya que no se ha desarrollado ninguno de los principales nuevos mecanismos financieros. Aunque la capacidad institucional y administrativa de CORALINA es adecuada, la sostenibilidad institucional del proyecto está determinada por la participación efectiva de las otras instituciones, especialmente el gobierno local, en la gestión administrativa y financiera del AMP. Algunos temas a nivel político e internacional han afectado la implementación del programa y podrían afectar a medio término la gestión sostenible del AMP, temas que CORALINA ha de tomar en cuenta para la gestión del área. Todas las actividades relacionadas con el AMP han tenido una importante participación de la comunidad, especialmente de la comunidad raizal. Aunque la comunicación entre CORALINA y la comunidad puede mejorar, la apropiación del proyecto es clara.

Mirando hacia el futuro, hay tres mensajes clave resultantes de la evaluación final del programa:

En cuanto a la gestión financiera del AMP: CORALINA debe mantener el diálogo con el gobierno local y nacional para encontrar mecanismos financieros sostenibles para gestionar con éxito el AMP. Por otra parte, el rol de CORALINA no debe excluir el rol de otras instituciones en la sostenibilidad financiera de la AMP. Es necesario desarrollar mecanismos financieros sostenibles a largo plazo entre las instituciones públicas con competencia en el Archipiélago y con la comunidad, incluido el sector privado.

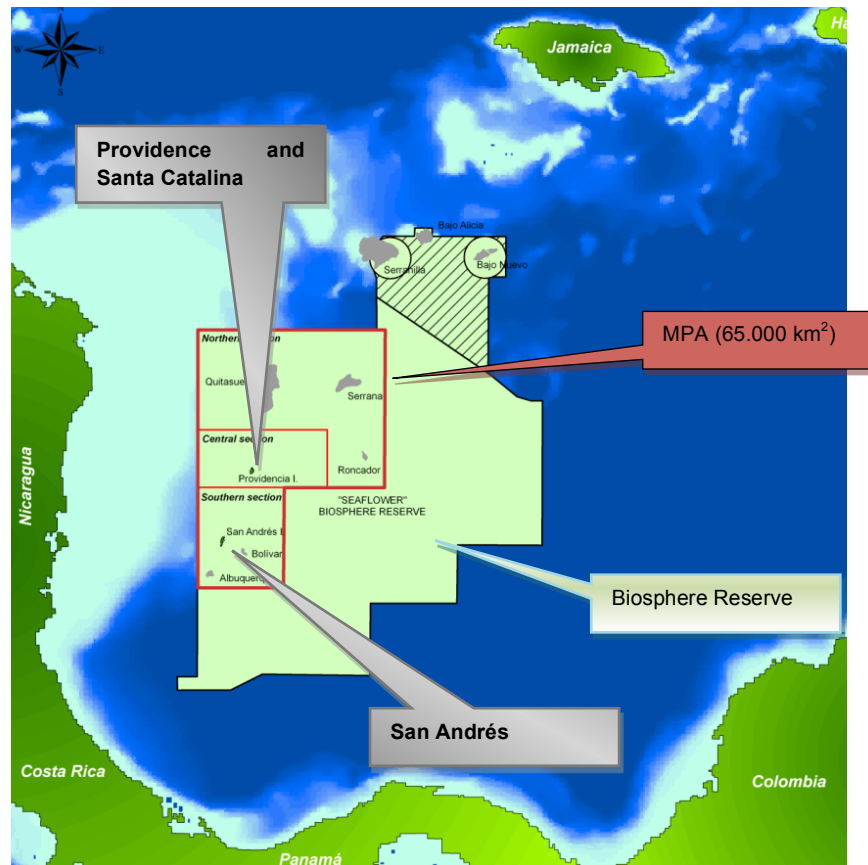
En cuanto a los arreglos institucionales: como se indica en el primer punto, la armonización y la coordinación efectiva entre las instituciones es esencial para gestionar con eficacia el AMP. Esto incluye, por ejemplo, el desarrollo de protocolos de operación eficaces para las actividades de vigilancia y cumplimiento de normativas. Además, la definición clara de los roles y responsabilidades de cada institución, así como el seguimiento y la evaluación continua de los acuerdos y programas entre éstas, ayudaría a la mejora de la gestión del AMP y a la aplicación del PMI.

En cuanto al papel de la comunidad: la participación de la comunidad en la gestión del AMP debe ir más allá de la presencia en las reuniones y actividades organizadas por CORALINA. La participación del sector privado y los beneficiarios de las actividades y programas debería ser más significativa, con más responsabilidades e influencia en la toma de decisiones, sobre todo en algunas acciones que afectan directamente a sus medios de vida.

## I. Introduction

The Colombian Archipelago of San Andres, Old Providence and Santa Catalina (hereafter “the Archipelago” or “SAIOPSC”) is located in the southwestern Caribbean Sea and includes three small inhabited islands (San Andres, Old Providence and Santa Catalina) and a number of uninhabited cays and atolls (see location in Figure 1).

**Figure 1. Location of San Andres, Old Providence and Santa Catalina Archipelago and MPA**



Source: Green, 2013

In 2000 the United Nations Educational, Scientific and Cultural Organization (UNESCO) declared the Archipelago as a Biosphere Reserve (300,000 km<sup>2</sup>). In 2004 BirdLife International designated the archipelago as an Important Bird Area, and it has also been identified as a coral reef biodiversity hotspot by Conservation International, among other international recognitions. In 2005 the Government of Colombia established the Marine Protected Area (MPA) Seaflower with an area of 65,018 km<sup>2</sup>, located within the Biosphere Reserve. The establishment of the MPA –the first MPA declared in Colombia– was supported by a project funded by the Global Environmental Facility (GEF) with the World Bank as the implementing agency. Within the MPA Seaflower area there are two regional parks in San Andres Island (SAI) –Johnny Cay and Old Point Mangrove–, one regional park in Old Providence and Santa Catalina (OPSC) –The Peak– and one National Natural Park in OPSC –Old Providence McBean Lagoon–. CORALINA (Corporation for the Sustainable Development of the Archipelago of San Andres, Old

Providencia and Santa Catalina) is the environmental authority responsible of the autonomous management of the MPA and represents the National System of Protected Areas (SINAP) in the region. The MPA has legally defined zones designated for: i) Artisanal fishing (traditional methods and users only); ii) No entry (research and monitoring only); iii) No take (non-extractive activities only); iv) Special use (as required to assure achievement of MPA objectives; e.g., ports, shipping lanes, cruise-ship anchorage, etc.); and v) General use (GEF, 2009). The definition of these specific areas of management has been a key aspect for the efficient regulation of the MPA.

In order to manage the MPA, in 2005 an Integrated Management Plan (IMP) was developed in a highly participatory process led by CORALINA. The plan consists in three sections, including a baseline of the legal, physical, biological, socioeconomic and cultural conditions of the MPA (as of 2003); a list of management actions and planning instruments; and finally a day-to-day operational guidelines.

In 2010 the Ministry of Environment and Sustainable Development (MADS, Spanish acronym) through the SINAP started a process of homologation and categorization of the natural areas of the country in order to “*regulate the National System of Protected Areas, the management categories and the general procedures related with this categories*” (Decree 2372, July 1<sup>st</sup> 2010). Within the categories of protected areas defined by the SINAP the MPA was not included. Finally in June 2014 the SINAP declared the former MPA Seaflower as “District of Integrated Management – Marine Protected Area (MPA) Seaflower” (Resolution 977 of June 2014), although specific regulations for the area are still being developed according to MADS’s representatives. For example, the new categorization does not allow having different levels of protection for an area. Thus, the regional parks are not comprised within the District of Integrated Management – MPA Seaflower. This and other issues –as the role of CORALINA as the manager institution– will be discuss and resolve in the next months.

The archipelago is a unique ecosystem; the site of the largest, and most productive open-ocean coral reefs in the Caribbean (GEF, 2009). It keeps some of the highest marine biodiversity and endemism in the Caribbean (Frieldlander et al, 2003). Some of the major threats for the sustainable development of the archipelago are related with a high population density, high unemployment and high poverty rates that to the over-exploitation of the natural resources and the degradation of the ecosystem. This pressure to the natural ecosystem is worsened considering the high increase on sun, sea and sand tourists in SAI annually, the negative effects of climate change, the over-fishing, the poorly planned development, among others (Bent, 2012). The limited financial and technical resources of the institutions responsible for the management of the MPA (CORALINA, local government and other institutions in the archipelago) also limit the effective implementation of the IMP and the sustainable development of the MPA. The ruling of the International Court of Justice (ICJ) in November 2012 has had a significant negative impact on the natural and economic resources available to Colombians, on the community participation and will also influence the MPA management. If the Colombian government finally complies with the ruling, the fragmentation of the natural habitat will also impact the biodiversity and fragile ecosystems of the MPA. In any case, international agreements, especially between the Nicaraguan and Colombian governments will be imperative to better manage the ecosystems in the MPA area and improve population’s welfare.

This report covers the final evaluation of the GEF full-sized project “Protecting Biodiversity in the Southwestern Caribbean Sea” (hereafter “the project”), approved in 2009. The general objective of the evaluation is to assess the results of the project providing a complete and systematic analysis of the

project design, implementation process, and the achievement of products, results and possible impacts of the project.<sup>1</sup>

This project is a second phase of a GEF project that supported the AMP declaration, implemented by the World Bank and executed by CORALINA. The project, approved in 2000 and completed in 2005, had the objective of “*to conserve biodiversity and ensure sustainable use of the Archipelago's coastal and marine resources while enhancing environmental equity by implementing a regional system of marine protected areas zoned for multiple-use and managed to reduce human threats and to protect globally important sites of biodiversity in cooperation with the local community*” (GEF, 2000). Furthermore, the design of the project under evaluation was prepared through two previous operations: a project preparation grant from the GEF<sup>2</sup> and a technical cooperation funded by the Spanish General Framework Fund.<sup>3</sup> Both programs include activities related with the design of the GEF Project CO-X1004, the consultation with affected parties, and the coordination with associated organizations (IDB, 2008a; IDB, 2008b).

Quantitative and qualitative methods were used to gather enough quality information to inform the final evaluation.<sup>4</sup> After the revision of project documents,<sup>5</sup> the consultant visited Bogota, San Andres Island and Old Providence and Santa Catalina (April 7 to 19, 2015) to interview stakeholders and beneficiaries of the project. In total, 66 people were interviewed.<sup>6</sup> The consultant also designed and led 3 focus groups with beneficiaries and CORALINA staff.<sup>7</sup> During the fieldwork in SAIOPSC additional information about the project was gathered. On May 7, 2015 the consultant presented the main results of this report at the Project Closing Workshop in SAI. The comments and observations from beneficiaries and stakeholders are included in this final version. Comments from CORALINA and the IDB were also taken into account, without losing the independent character of the report.

The report is organized in seven chapters. After this introduction, the report presents the basic characteristics of the project. This chapter includes the analysis of the design and the relevance of the project. The experiences in the implementation of the project, including the output analysis by component and the conclusions from the interviews and focus groups with main stakeholders are discussed in chapter three. This chapter also includes the main external key issues that affected the implementation of the project, the execution model and the impact of the midterm evaluation. Chapter four presents the effectiveness of the project and results achieved, including the outcome analysis, the update of the Tracking Tool designed by the GEF, and the potential midterm impacts of the project. Chapter five describes the financial analysis of the project, including costs and disbursements by component. Chapter six assesses the sustainability of the project in terms of financial, institutional, social and environmental sustainability. Finally, chapter seven concludes with the key messages drawn from the evaluation, lessons learned and main conclusions.

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<sup>1</sup> See Terms of Reference of the consultancy in Annex A.

<sup>2</sup> CO-X1006 Preparation of Full-Sized GEF Project CO-X1004. Approved in 2008; US\$150,000.

<sup>3</sup> CO-T1144 Preparation of Full-Sized GEF Project CO-X1004. Approved in 2008; US\$140,000.

<sup>4</sup> See Methodology approach in Annex B.

<sup>5</sup> See List of main documents reviewed in Annex C.

<sup>6</sup> See List of interviewees in Annex D.

<sup>7</sup> See Analysis of focus groups activities in Annex E.

## II. The project

### A. General description

The full-sized GEF project “Protecting Biodiversity in the Southwestern Caribbean Sea” was approved in 2009 with a total cost of US\$9,253,000. The goal of this project was the protection, conservation, and sustainable use of important marine and coastal ecosystems and biodiversity in the Caribbean Sea, through the effective implementation of the Integrated Management Plan of the Seaflower Marine Protected Area (San Andres Archipelago). The specific objectives were defined as:

- 1) to implement effective adaptive management in collaboration with stakeholders and in accordance with the IMP;
- 2) to design and implement sustainable financial mechanisms for the long-term funding of MPA management;
- 3) to render key economic activities in the archipelago compatible with the objectives, guidelines, and regulations set out in the IMP and associated plans; and
- 4) to implement a management-oriented monitoring and analysis system that supports adaptive management and informed decision-making.

The project presented four components: 1) adaptive management; 2) financial sustainability; 3) alternative livelihoods; and 4) MPA monitoring and analysis. A summary of the expected results by component is shown in Table 1.

**Table 1. Summary of project’s key outputs and results by component**

Component	Expected result
1. Effective adaptive management in collaboration with stakeholders	Improved MPA Management effectiveness
2. Financial sustainability mechanisms	MPA management activities are self-financed
3. Alternative livelihoods compatible with MPA	Local community switches from unsustainable activities to compatible ones
4. MPA Monitoring and analysis	Relevant, up-to-date, practice-oriented data and analyses of MPA ecosystems

Source: GEF, 2007. *Project Identification Form*

The summary of the key products for each of the components is presented in Figure 2.

**Figure 2. Summary of the key products (outputs) by component**

Component I Adaptive management	Component II Financial Sustainability	Component III Alternative livelihoods	Component IV MPA Monitoring and Analysis
Demarcation Plan updated	Willingness-to-pay study developed	Entrepreneurial training for local community	Monitoring protocols and programs revised or expanded and regularly applied
Enforcement system, regulations and procedures	Entrance fee collection system designed and implemented	Comprehensive feasibility studies for alternative livelihood pilot projects	Integrated data management system to house collected data implemented
Inter-institutional enforcement agreements	Operational license system designed and implemented	Alternative livelihood pilot projects in execution	Program to monitor MPA management effectiveness implemented
CORALINA staff trained	Marine PES feasibility study completed	Compatibility programs in execution	Existing community-based monitoring programs strengthened and amplified
Community programs fully implemented	“Friends of Seaflower” operational	Evaluation of private sector partner’s effectiveness	Methodology for evaluating effectiveness of education and outreach activities developed and applied
MPA co-management and Advisory committees active	Trust Fund established	Analysis of pilot projects and compatibility programs	Analyses and evaluations of monitoring data giving useful insights
IMP part II reviewed	Feasibility studies for complementary financial mechanisms completed		Implementation of a climate change station <sup>8</sup>
IMP Part III reviewed			
Operational licensing system developed and implemented			
Conflict Resolution Action Plan and Training Program Implemented			
Disaster Management Plan developed			
Action Plan for training, education, research, outreach and communication implemented			

Source: Green, 2013. Updated by the author.

<sup>8</sup> This output was not considered in the original approval document. It was added in 2014 and financed mainly through remain budget from Component II (activities closed) and Component III (pilot projects financed through the National Royalty System).

The total cost of the project (US\$9,253,000) was financed with a US\$3 million GEF grant and the remaining funding to be raised through co-financing. The main co-financing institutions have been CORALINA, National Parks, Local Government, INVEMAR, and the Navy.

The original budget distribution by component is shown in the next table:

**Table 2. Financing summary of the project by component and original source of funding (US\$)**

Component	IDB (GEF)	IDB (MIF)	Local	Total	% of total
I. Adaptive management	1,416,000	0	3,104,000	4,520,000	16
II. Financial sustainability	359,000	0	111,000	470,000	5
III. Alternative livelihoods	348,000	1,020,000	348,000	1,716,000	19
IV. MPA monitoring and analysis	616,000	0	1,270,000	1,886,000	20
Administration	245,000	0	400,000	645,000	7
Audits	16,000	0	0	16,000	1
<b>Total</b>	<b>3,000,000</b>	<b>1,020,000</b>	<b>5,233,000</b>	<b>9,253,000</b>	<b>100</b>

The MIF funds were not guaranteed. They were linked with the Project CO-M1065, in preparation when the full-sized GEF Project was approved. Finally these funds were not approved and CORALINA financed the component III through budget from the national program National Royalty System (*Sistema General de Regalías*, in Spanish) (more discussion about this issue in sections below).

## B. Design

This section assesses the design of the project, including the analysis of the information included in the grant document (IDB, 2009), the appropriateness of the indicators, the risk analysis and the monitoring and evaluation plan.

### Key information

The design lacks of key information needed to develop a vertical logic of the project. Some of the information missing is linked to the origin of the complexity of the reef area “*due to its location and exposure*” (ξ1.2) or causes for the lack of demarcation and enforcement (“*To date, however, most zones are not physically demarcated or enforced*”; ξ1.5). The design does not present specific information about the beneficiaries of the project, although there’s a document about the main stakeholders during the preparation of the GEF project that is not referred in the approval document. This last point had significant impact in the achievement of some of the outputs of the project, as the report will assess in sections below.

The grant proposal does not present any information about the results of the previous GEF operation (GEF, 2000) nor the project preparation grant (IDB, 2008a) nor the technical cooperation (IDB, 2008b) approved to better design the project under evaluation. It doesn’t present neither the results of other projects executed by other institutions –national and international– in the MPA, with the corresponding lessons learned. Only few notes in the specific documents that detail activities for each component are available but not referred in the approval document.

Some other information, although is presented in the design document, needs more details as for example the impacts of climate change in the MPA (only briefly mentioned in §1.5). The financial mechanisms to manage the MPA were also nearly omitted in the document and it was a key aspect to achieve one of the planned results of the project.

The horizontal logic of the program is also weak, as some of the activities are not directly linked with the expected results for each component. The goal of the project is the protection, conservation, and sustainable use of important marine and coastal ecosystems and biodiversity in the Caribbean Sea, through the effective implementation of the Integrated Management Plan of the Seaflower Marine Protected Area (San Andres Archipelago). Each of the components presents activities that in general are not aligned with the specific result for each component. For example, the result for component III Alternative livelihoods compatible with MPA is *Local community switches from unsustainable activities to compatible ones*. The achievement of the outputs and activities linked with this component does not imply the achievement of the result. Furthermore, there's no indicator to measure the "unsustainability" of the projects, as there's no baseline or data related.

### *Output and Outcome Indicators*

One of the main problems of the design is the definition of indicators. The indicators used in result frameworks for development projects are frequently defined as SMART indicators: specific, measurable, attainable, relevant, and time-bound. When the project was designed (2008-2009) the IDB was still developing its monitoring tools and defining the results framework for new projects, incorporating the international standards in the definition of SMART indicators. However, the indicator design could have been more adequate. Next paragraphs describe some examples to illustrate the lack of appropriateness of some of the indicators in the project results matrix.

First, the majority of the outcome indicators are, in fact, output indicators. This is the case for example of the indicator *Number of community members, including women and youth, receiving economic benefits from participation in alternative sustainable livelihood projects and compatibility programs*. The outcome indicator is an output indicator. A measure of the economic benefits (i.e. income) would have been a suitable indicator to be able to measure the impact of the alternative livelihood projects and compatibility programs.

Another recurrent problem is the lack of quality assessment of the activities. As an example, the indicator *Enforcement system, regulations and procedures (including penalty structure, cooperative compliance agreements and infractions database) developed and implemented* (output two, component one) contains two different indicators (develop an enforcement system and implement it). Furthermore, the quality of the implementation is not defined, so it's difficult to measure "how good" has been the system defined and/or implemented.

Some other indicators are not realistic, as there was not appropriate information during the design of the project to define the goals. This is the case of the outcome indicator *Number of community members, including women and youth, receiving economic benefits from participation in alternative sustainable livelihood projects and compatibility programs*. The goal was a number of 1,200 local community members receiving economic benefits. This number was significantly overestimated, as there was not an analysis of beneficiaries of the program (in this case, to develop the component III) in the project design.

Finally, some of the definition of the indicators, as *MPA co-management and Advisory committees active*, were not linked with the current context. In this example, the MPA is not co-managed with the community according to the international practices. Although some of the community members participate in meetings and activities, they are not “co-managing” the MPA.

### C. Risk analysis

Regarding the risk analysis, the design of the project identified three main risks: i) climate change factors (that could “hinder effective implementation of the IMP during and post- Project”); ii) lack of strong and equitable enforcement (that could “*likely reduce support for or community confidence in the IMP*”); and iii) inadequate financial sustainability mechanisms (that could “*not reliably generate estimated MPA annual operating costs*”).

Although the design planned to “*develop and strengthen existing alliances and agreements on enforcement with other institutions*” to mitigate the risk linked with enforcement measures, there was not a sufficient analysis regarding institutional risks. The design established “*CORALINA’s capacity to satisfactorily perform the functions of an executing agency*”. However, it didn’t analyze the role of other institutions, key to achieve project results. For example, some of the outputs planned, especially in Component II, should have required a previous agreement and compromise among responsible institutions. In other cases, as in some activities in Component I and III, pre-agreements with national institutions would have improved and accelerated the implementation of the activities. A better legal and normative analysis would have noticed constraints to develop some of the activities planned in the design.

The mid-term evaluation assessed the results matrix and accurately added other risks to the matrix: i) internal coordination challenges at CORALINA hinder the effective implementation of the IMP during and post-project; ii) significant staff movement prevents retention of capacity built and diminishes efficiency in the management of the MPA; iii) relations with the community intensify, hence the project does not receive the needed community support for MPA management, compromising the sustainability of conservation objectives; and iv) the ICJ ruling considerably reduces the size of the MPA and adds a level of challenges to the project, necessitating a revision of the IMP and the re-thinking of some key project target/outputs and ongoing adaptive management. Some of these risks were revealed by CORALINA during the implementation of the project and the annual reports. The last PMR available (March 2015, draft) includes all the risks presented in the mid-term evaluation, categorized as high or very high risk. However, as the mid-term evaluation highlighted, more mitigation measures/action plans and explanations on how these risks could potentially impact on the project should have been developed during the implementation of the project.

No risk was classified as high at the beginning of the project. The PMRs in years 2011 and 2012 have no information in the section “Risks” (*No information related to this operation*). In PMRs for the following years (2013 and 2014) the risk matrix is the same, and includes 6 risks regarding: i) lack of financial mechanisms (high); ii) delays due to the ICJ ruling (high); iii) lack of internal coordination (medium); iv) lack of institutional capacity for high personal rotations; v) low implementation of the alternative livelihoods; and vi) low community support. The majority of this list matches the risks presented in the mid-term evaluation. There has been no change in the risk matrix in the last two years of the project, even if some mitigation plans were developed, especially after the mid-term evaluation. For example, some efforts were done to integrate the project within the CORALINA structure and the internal coordination

risk diminished substantially. Also the rotation of CORALINA staff decreased from 2013 and the risk classification should have been lower. The risk associated with the lack of implementation of the activities linked with alternative sustainable livelihoods also diminished as the activities started in 2013 with funds from the National Royalty System.

The historic categorization for each of the risks detected during the project –design and implementation– is presented in Annex F. Next table shows the final assessment of the risk matrix, including only the risks classified as high (*There is a probability of greater than 75% that assumptions may fail to hold or materialize, and/or the project may face high risks*) or substantial (*There is a probability of between 51% and 75% that assumptions may fail to hold and/or the project may face substantial risks*). At the end of the project only two projects were classified as high risk: i) implementation of and support for MPA management measure is hindered by ineffective enforcement mechanisms; and ii) Financial sustainability mechanisms, identified and implemented to ensure MPA sustainability, do not reliably generate estimated MPA annual operating costs. According to the interviews and documents reviewed, the first risk increased its score in the last years of the implementation (from substantial to high) as there are few human resources to control some of the areas of the MPA, and CORALINA has detected an increase of illicit activities in the area. Regarding the financial risk, the situation has not changed since the mid-term evaluation as the project has not been able to develop the main financial sustainability mechanisms. The rest of the risks are categorized as modest or low.

**Table 3. Risks at the end of the project**

Type	Description	Ratings				
		2010	2011	2012	2013 (mid-term evaluation)	2015 (final evaluation)
<b>Institutional</b>	Implementation of and support for MPA management measure is hindered by ineffective enforcement mechanisms.	N/A	M	N/A	S	H
<b>Financial</b>	Financial sustainability mechanisms, identified and implemented to ensure MPA sustainability, do not reliably generate estimated MPA annual operating costs of approximately 750,000\$US.	N/A	M	S	H	H

#### **D. Monitoring and Evaluation Plan Design**

Regarding the design of the evaluation and monitoring plan, the document was well designed, with a budget associated and a proposal of scheduled activities. The main limitation of the monitoring plan was the low quality of the results framework and indicators. Some of the interviewees agreed that it would have been interesting to differentiate results achieved in SAI and in OPSC, as they highlighted that OPSC was in some activities relegated in terms of funds and CORALINA staff assigned. In this sense, some of the interviewees underlined that the main training activities were focused in SAI and that CORALINA did not distribute enough resources for activities in OPSC or that resources were not available on time. CORALINA executed a significant number of activities with other institutions (through agreements and letters of understanding) or together with other activities that CORALINA was already implementing, as training in environmental education, or capacity building with the program *Mercados Verdes*. According

to the CORALINA staff interviewed, the achievement related specifically with the GEF project (causality) was difficult to measure in many cases as the design did not specify detailed indicators to differentiate the origin of the funds. Finally, some limitations in the results matrix –as the definition and scope of some indicators– also limited the monitoring and evaluation of the project (see section above).

## **E. Relevance**

The GEF project has been undoubtedly relevant for the conservation and management of the MPA. Although the ambitious design - regarding activities, goals and budget associated - the project integrates relevant components linked with the integrated management of the MPA: adaptive management, financial sustainability, alternative livelihoods and monitoring and analysis. Thus, the GEF not only focuses in conservation activities – as usually conservation projects do in protected areas – but also economic activities impacting the ecosystem and financial mechanisms for a sustainable management. According to the beneficiaries of the alternative livelihoods component, the activities linked with the component (training and capacity in business development) are very relevant, especially facing the deterioration of the natural resources and the urge for economic alternatives. Furthermore, the participation of the main stakeholders and the entire community has been taken into consideration during the design of the project and has been seen as an important asset of the project, although with some criticism (see sections below about implementation for more information).

The coordination with national and international organizations has also increase the relevance of the project. The establishment of an International Advisory Board, a Stakeholder Committee and an Interinstitutional Committee facilitated the dialogue among the direct and indirect beneficiaries of the project. Furthermore, a significant number of agreements were signed with national and international institutions (e.g. The Ocean Foundation and Forest Trends Marine Ecosystem Services program; Florida Keys National Marine Sanctuary; UNDP) to organize activities, as trainings and fieldtrips, and to discuss important topics related with the MPA management, as its financial sustainability. Limitations in the inter-institutional collaboration have been identified in the risk analysis and will be further assessed in sections below.

Regarding the country context, the MPA Seaflower was the first MPA established in the country (2005) and served as a model for the following MPA. The project is consistent with national priorities and national framework laws for environment and tourism, and supports key national policies, including the long-term National Development Program 2019, the medium-term National Development Plan 2006-2009, the National Biodiversity Policy and the Environmental Policy for Coastal Areas, Islands and Seas (GEF, 2009). As part of a broader and interconnected ecosystem in the Caribbean, the improvement in the MPA management will have positive impacts in the entire region, beyond the MPA Seaflower's boundaries. At the same time, international decisions –linked for example with the International Court of Justice ruling, or the Nicaraguan canal will affect the MPA ecosystem and management.

Finally, the project is coherent with the GEF's Biodiversity Focal Area Strategy, within the program Catalyzing Sustainability of Protected Area Systems. In particular this program includes the Strategic Program: Increasing Representation of Effectively Managed Marine Protected Areas in Protected Area Systems under which this project is developed.

### III. Implementation and output analysis

This chapter looks at the general implementation of the project. Several interviews and workshops were held in order to gather information directly from the executing agency and beneficiaries of some of the activities of the project to complement the desk review.<sup>9</sup> The first section presents the analysis of key external factors that affected the execution of the project. After the assessment of the execution model, including the value added of the IDB, the chapter presents an analysis of the mid-term evaluation and how it impacted the implementation of the project. The execution of the main activities by component and the achievement of the planned outputs are assessed in the next sections. Finally, the chapter presents a summary table with the planned and achieved outputs, as well as the GEF Implementation Progress Ratings.

#### A. External key issues

Several external issues have directly and indirectly affect the implementation of the project, being the more relevant: i) the planned Multilateral Investment Fund (MIF) funding; ii) the International Court of Justice (ICJ) ruling; and iii) the process of homologation. The changes in the CORALINA administration have also been a key issue and it will be analyzed in section B.

#### *Planned MIF funding*

The original approved amount of the project was US\$9,253,000, financed with a US\$3 million GEF grant and the remaining funding to be raised through co-financing. Within the co-financing a Multilateral Investment Fund (MIF) grant was included, as a potential source of financing (11% of the total project, corresponding to US\$1,020,000). The agreement signed on December 17, 2009 between the IDB and CORALINA (GRT-FM-11865-CO), clearly stated in the clause 1.01 that the total cost of the project was estimated in US\$9,253,000 and that this cost “could include” resources from a MIF operation up to US\$1,020,000.

#### Box 1. Clause 1.01. Agreement GRT-FM-11865-CO

**CLÁUSULA 1.01. Costo del Proyecto.** El costo total del Proyecto se estima en el equivalente a nueve millones doscientos cincuenta y tres mil dólares (US\$9.253.000). Salvo que en este Convenio se exprese lo contrario, en adelante el término “dólares” significa la moneda de curso legal en los Estados Unidos de América. Dicho costo podría incluir, además de los recursos al que se refiere la Cláusula 1.02 y 1.03 siguientes, recursos de una operación del Fondo Multilateral de Inversiones hasta por la suma del equivalente a un millón veinte mil dólares (US\$1.020.000), de conformidad con lo indicado en el Cuadro de Costos del Anexo Unico.

The Proposal for a non-reimbursable project CO-X1004 Protecting Biodiversity in the Southwestern Caribbean Sea (BID, 2009) also specified in the Summary of the project and in page 9 that the source of financing linked with the IDB – non-reimbursable technical cooperation. Multilateral Investment Fund was a “*potential project corresponding to a MIF project (CO-M1065) currently in preparation*”.

However, in other documents the “potential” funding from MIF is not clear. For example, the GEF document Request for CEO Endorsement/Approval presents the MIF project as a “*source of confirmed*

<sup>9</sup> See list of interviews in Annex D and a note about Focus Groups in Annex E.

*co-financing for the project*”, referring to the US\$1,020,000 grant from the Inter-American Development Bank (as a co-financed source).<sup>10</sup>

Additionally, some of the comments in official documents were not aligned with the consequences of not approving the MIF project. The document Proposal for a non-reimbursable project CO-X1004 Protecting Biodiversity in the Southwestern Caribbean Sea (BID, 2009) stated in the footnote 3 that *the MIF project, which its eligibility has already been determined, it's in the preparation stage. However, although the project is not approved, the project covered by this document would be still feasible, but with some modifications in the design and the financing of the 4 components*. However, as seen, the lack of approval has had significant impacts in the project.

The component III was originally planned to be financed mainly through a Multilateral Investment Fund (MIF) project (CO-M1065) in preparation when the GEF project was approved (CO-X1004 Project Approval Document, 2009). The total budget associated with this component was US\$1,716,000 funded by the MIF (US\$1,020,000), the GEF (US\$348,000) and local contributions (US\$348,000). The MIF team visited the Archipelago and after some meetings with stakeholders and CORALINA, the Fund decided not to participate in the project, as there was no real added value for MIF to invest through this kind of activities in the Archipelago. The main reasons were linked with the existence of similar projects with other international and national institutions (e.g. Seaflower Keepers financed by United Nations) and the lack of specific value added. All the things considered, in 2011 the MIF decided not to invest in the program. According to the PIR, *“an analysis mission took place only in January 2011, when the MIF determined that the important external investments that were taking place in the islands, with the same objectives and beneficiaries of the proposed operation, evidenced that there was no added value for the resources that CORALINA wanted to invest. The MIF, thus, withdrew its commitment.”* The operations approved to better design the full-size project under evaluation (a TC and a project preparation grant) as well as the design process should have better analyzed the activities implemented by other institutions in order to anticipated these limitations.

CORALINA tried to replace MIF funds building partnerships with other initiatives, as UNODC, local government, and Partners of the America but no agreement was established. Finally in 2013, after several attempts with the local government and other institutions, CORALINA received funds (almost US\$800,000) from the national government through the National Royalty System. This situation delayed the beginning of the activities linked with the component and impact the results achieved by the end of the project.

Some lessons can be learned from this situation, mainly related with better communication between IDB and the execution agency and the execution agency and the beneficiaries in order to control expectations and mitigate future misunderstandings that negatively affect the implementation of the project and its

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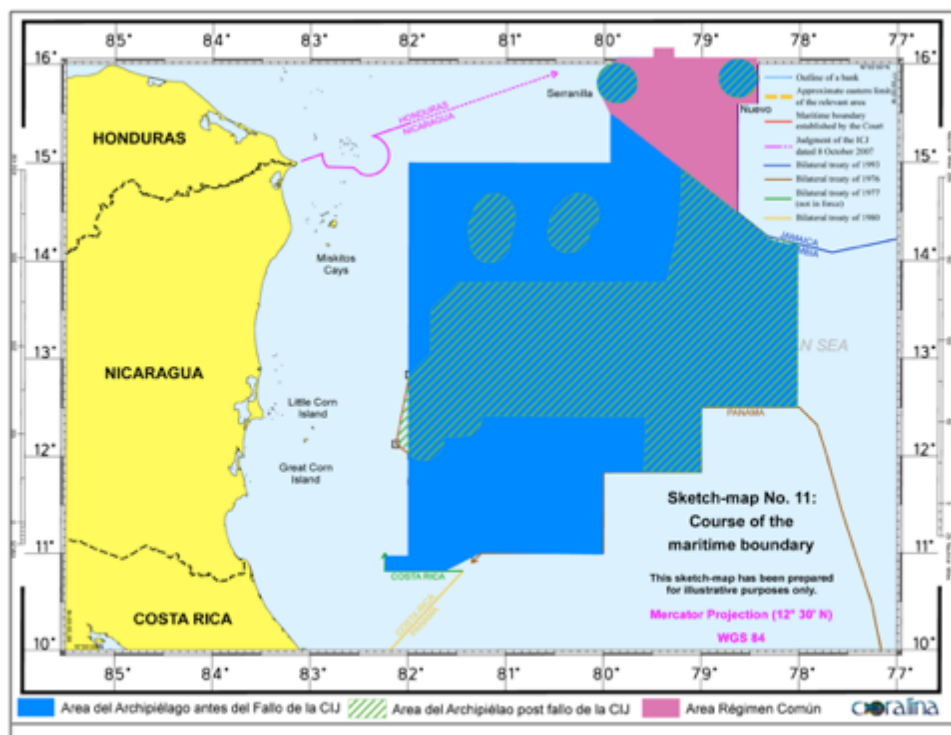
<sup>10</sup> *“The project (CO-M1065) that would provide parallel co-financing through the IADB’s Private Sector Department has been reviewed by the Policy and Operations Committee and included in the MIF’s pipeline”* (page 29). *“To support the GEF alternative through the development of new, sustainable economic activities, the IADB’s Multilateral Investment Fund (MIF) will finance activities to strengthen and develop small enterprises; a source of financing that will be made accessible through the parallel funding from the full-sized GEF Project”* (page 18). (GEF, 2009. Request for CEO Endorsement/Approval).

results. Furthermore, expectations in the community are very difficult to manage, especially when are linked to economic activities (as the alternatives livelihoods component).

### *The ICJ ruling*

In November 2012 the International Court of Justice issued a judgment regarding the sovereignty over the archipelago of SAIOPSC and the demarcation of the disputed waters between Colombia and Nicaragua. The ruling stated that Colombia had sovereignty over the islands but it drew a demarcation line in favor of Nicaragua. The resolution reduced the area of the Seaflower Biosphere Reserve from the original 180,000 km<sup>2</sup> to 89,232 km<sup>2</sup>. The area of the Seaflower MPA was also reduced from the original 65,000 km<sup>2</sup> to 30,655 km<sup>2</sup>, mainly affecting the northern area (see Figure 3). Up to now the Government of Colombia has not officially accepted the resolution and, consequently, the area of the MPA considered for the project has neither changed, keeping the original extension (65,018 km<sup>2</sup>). This *status quo* creates uncertainty not only for the inhabitants of the islands but even among the public servants and CORALINA's employees. The acceptance of the resolution would affect regulations regarding the management of the MPA, fishing agreements, local territorial planning, among others.

**Figure 3. Course of the Maritime Boundary before and after the ICJ ruling**



The resolution affected remarkably the implementation of the project, specifically regarding the perception of the beneficiaries about the institutions. The trust in public institutions – like CORALINA and others linked with the project, as SENA or INFOTEP – was negatively affected. Almost all the beneficiaries interviewed expressed that they felt “abandoned” by the government who – according to their opinion - didn’t involve the inhabitants in the resolution process neither “fight” for their rights to

win the water dispute. One of the impacts was a lower participation of the community in some activities of the project, especially in 2013, although the participation – according to some interviewees – has improved a little in the last months.

Some of the fishermen, especially the ones who used to work in the northern areas, highlighted that the ICJ ruling has limited their area of fishing (especially for lobster, in the north west area of the MPA). However, some other interviewees, including CORALINA staff, underlined that the ICF ruling has not affected the majority of the fishermen, as they are traditional fishermen and their boats do not normally go to the areas affected by the ICJ ruling. Nicaraguan boats are already fishing in the area and, according to the fishermen interviewed they do not respect the regulations in the MPA. It looks like the ICJ ruling had more impact in social perception than in fishermen productivity, but it definitely affected the relation among fishermen and CORALINA and the local government, especially in 2013.

Although the government tried to compensate the fishermen with Compensation Bonus (a monthly payment of US\$670 for 6 months), some conflicts were consequence of this program. Even if the compensation was developed for traditional fishermen, there was no official list and some problems were reported regarding the fishermen licenses. Thus, fishermen in SAI went from 1,500 to 3,000 and in OPSC from 300 to 600. On the other side, some institutions, including CORALINA, consider that the compensation payments are not a good practice to work with the fishermen – or any other stakeholder – as then they ask the institutions for cash, and not for the participation in programs (in-kind payments). The payments are neither an incentive for the conservation of the MPA, as they were not accompanied of educational programs.

Finally, some of the interviewees highlighted that a smaller area of the MPA should help CORALINA to better manage it, although agreements with the Nicaraguan government are a must to define an integrated plan to manage the ecosystem. However, the most common view regarding the ICJ is negative.

### *Standardization of the National Protected Areas Categorization System*

The regulation about marine protected areas in Colombia has changed significantly in the last decade, since the approval in 2000 of the National Environmental Policy for the Sustainable Development of Oceanic Areas and Coastal and Insular Zones in Colombia.

In 2010 the Ministry of Environment and Sustainable Development (MADS, Spanish acronym) started a process to classify all the protected areas in order to. The Decree 2372 (July 1<sup>st</sup>, 2010) regulated the SINAP, the management categories and the general procedures related with the new categories. Among the categories defined in the decree the MPA was not included. After several deliberations between CORALINA and the MADS, finally in June 2014 (Resolution 977 of 2014) the MPA Seaflower was declared “District of Integrated Management – Marine Protected Area Seaflower”, as the closest category in terms of regulations to the former MPA. However, the homologation does not allow overlapping of categories (e.g. regional parks within the MPA). According to the interviews in the MADS, the special regulation for the Archipelago is still in process.

In 2013 the MADS defined also the “Coastal Environmental Units” (UAC, Spanish acronym), including the UAC Insular Caribbean that include the area of the Archipelago SAIOPSC (the emerged and submerged territory) (Decree 1120, May 31<sup>st</sup> 2013). This decree defined some criteria to regulate and manage the UAC.

The current regulation of the MPA is complex, as the Archipelago has many (legal protection and international standards) instruments of management and conservation (Biosphere Reserve, National Parks, Regional Parks, RAMSAR, District of Integrated Management, UAC, local territorial planning, among other). The new regulations could affect the current management of the MPA, including the role and responsibilities of CORALINA. A close work among the planning institutions is needed to define a regulation framework for the future District of Integrated Management – MPA Seaflower.

According to some CORALINA staff, the process of homologation could cause a loss of governability for CORALINA, and the IMP could lose relevance too as the regulation framework will change. The fact that the CORALINA Board has not officially approved the IMP could also negatively affect the decision processes about the regulation of the MPA. Currently there's a perception of uncertainty regarding what it's going to happen.

## **B. Execution model**

CORALINA was the execution agency of the project. The agreement between the IDB and CORALINA was signed on December 2009 and the effective start date was July 2010. CORALINA staff confirmed that the activities started in SAI by July 2010 but in OPSC almost a year later (June 2011). The main causes explaining the initial delays are linked with the project management within CORALINA's administrative structure. These constraints limited the financial execution of the project during the first two years – according to the mid-term evaluation *Only 45% of the total planned budget was utilized while 60% of implementation time had passed*. However, taking into consideration that the delays at the beginning of the projects are common, the execution agency together with the supervision of the IDB achieved to finish the activities only with 6 months of delay and all the funding compromise during the original calendar of the project.

The execution model included the participation of 3 committees to help in the execution of the project and the effective implementation of the IMP in the MPA: the Stakeholder Advisory Committee (SAC), the Inter-Institutional Committee (IIC) and the International Advisory Committee (IAB). According to some interviewees, the committees had regular meetings at the beginning of the project but the regularity of the meetings decreased in the last years both for the lack of interest of the stakeholders – especially after the ICJ ruling – and the lack of organization from CORALINA. The SAC was the most active committee, also mostly during the firsts years of the project. Members interviewed from the SAC and the IIC highlighted the importance and relevance of the committees to manage the MPA. This model of management could allow a closer participation of the different stakeholders, academia and scientist to jointly participate in the MPA management, not only as a 'clients' but also as active participants in the decision-making processes. However many participants felt that the meetings were rather informal and they didn't have the formal space to contribute in the decision processes, as the meetings were mainly informative. Furthermore, the committees were more active in OPSC – where conflicts among stakeholders are less frequent – than in SAI. This execution model cannot be defined as “co-management” as it's stated in some parts of the design project (for example, the output I.6 MPA Co-management and Advisory committees are actively assuming their respective roles in Adaptive Management), because the participation of beneficiaries and other stakeholders is not binding and they are not directly participating in the management. Their participation is limited to being informed and give opinion on the management activities.

The internal structure of CORALINA and how the GEF project was included in that administrative structure was a major bottleneck for the initial implementation of the project. Originally the rest of the CORALINA staff not working in the project saw the GEF project as an “island” within the CORALINA structure, with special benefits. Initially there was no integration with other activities of the Corporation (e.g. Green Markets) and the relationship among the project staff (mainly all new in CORALINA) and the CORALINA staff in other departments was poor. However, this limitation was overcome since the second year of the project. Thus some activities within the project have been jointly implemented with other initiatives that CORALINA and other institutions with agreements with CORALINA were already implementing. The agreements of CORALINA with national and international institutions, as well as national and international experts who have participated in the training, has been an important contribution to the project. These agreements could help to follow up and sustain some of the activities promoted by the project. However, some of these agreements should have been defined during the design process in order to accelerate the implementation of some activities, as the demarcation of the MPA.

In 2013 the CORALINA’s management team changed. According to several interviewees from CORALINA (former and current staff) and external personnel linked with the project and CORALINA, this change could also have affected the implementation of the project as the priorities of the new CORALINA board changed. The participation of the committees linked with the project decreased and some external issues, as the ICJ ruling, impacted the relation with the community. Some interviewees underlined the more political vision of the new administration that could help in the relationship with other institutions in the archipelago but could decrease the technical role of the Corporation. These comments are based on personal interviews and revealed a different and opposite perception about the new administration of CORALINA that should be taken into account in future internal debates.

### C. Effectiveness and efficiency

The effectiveness and efficiency of the project –in terms of human, financial and time criteria– have been in general satisfactory. Some aspects regarding human resources management and activity planning could have improved during the project execution, potentially increasing the final impact of the project.

The human resource management was challenging during the entire project. Initially the project was delayed due to the slow process of recruitment of the general coordinator and the coordinators for each component. As stated in the mid-term evaluation and verified through interviews, the manpower in SAIOPSC is limited and attracting outsiders to work in the islands is difficult and costly (including the high volume of hiring processes related with the Office of Control and Circulation and Residence (OCCRE, Spanish acronym) that regulates the residency and work permits in the Archipelago). Another limitation during the hiring process was that any candidate needed the military card to get a work permit, and many fishermen did not have that document.

The turnover of key staff in CORALINA was also a limitation for the fluent implementation of the program. One of the most important consequences of this turnover was that the relationship of CORALINA staff with stakeholders and beneficiaries was not continuous and the involvement of the community, according to some interviewees, was different depending on the CORALINA staff/consultant who managed the activities. Some of the stakeholders interviewed also underlined that constant changes in the personnel of Coast Guards and the Navy draw out the implementation of the project and the IMP, as every time that someone new arrives, CORALINA has to train him/her about the IMP, the zoning, the

project, etc. The IDB also had some turnover in the project coordination and the team leaders but, according to the CORALINA staff interviewed, it didn't have a significant impact in the implementation of the project.

The efficiency of the program in terms of timing was impacted by differences in the requirements and procedures that the IDB and CORALINA have, and the lack of harmonization contributed in delays in the initial execution (e.g. some processes were processed twice to fulfill with norms in both institutions). The training of the CORALINA staff regarding the IDB's procedures was appropriate, according to some of the staff that participated in the trainings, although some other underlined the need of more detailed training, especially for local procurement processes. In addition, the signature of the agreements with the co-financing institutions experienced delays, mainly due to legal issues (e.g. limitations to sign memorandum of understanding between CORALINA and other institutions during elections) or lack of pre-agreements before starting the project.

The implementation of the project and its efficiency would have benefited from closest institutional arrangements and dialogue with the local government since the design of the project, especially at the definition of sustainable financial mechanisms to manage the MPA. Some of the restrictions in the implementation of the second component of the project are linked with limitations in institutional competitions (of CORALINA and the local government) that could have been defined beforehand. This could have allowed CORALINA to focus in realistic objectives regarding financial mechanisms. Furthermore, some of the activities regarding feasibility studies for specific mechanisms were planned for the second and third year of the program, which limited the possibility of changes and a proper implementation of those mechanisms. This concentration of activities at the last years of the program also occurred in other components from the design (e.g. Strengthen existing or create new micro-enterprises to ensure that the pilot projects are self-sustainable for third year of Component III) and restricted the capacity of reaction and changes. In this case, almost all activities in Component III were delayed 2 years for the lack of initial funding, limiting the opportunity to assess the planned achievement of the component.

The program has been flexible in moving activities from one year to another in order to comply with all the requirements to complete the activities. However, as in the cases explained before, this situation limited the implementation of some activities or the capacity to improve or change activities. For example, this has been the case of the zoning and demarcation activities (component I). Some documentation from the Navy was needed and delays in the process also delay the beginning of the demarcation activities. This, among other reasons explained in sections below, limited the impact of this component.

The IDB has proposed solutions to improve the implementation of the program, as doing group procurements in the administrative area. Furthermore, the IDB's value-added is high and interviewees emphasized the day-to-day follow-up of the activities, as well as the missions to review the activities, even taking into consideration the geographic limitations. However, some interviewees have underlined that CORALINA would have benefit from more training to shorten the learning curve that any project has in the first states of the execution, especially in the procurement processes. Moreover some interviewees expressed that IDB should have been more proactive helping CORALINA in the search of funding for Component III. CORALINA staff also emphasized the importance of the internationality of the project, with funding from the GEF. This international program gives CORALINA more relevance in front of the community and also encourages other institutions to be partners in the project.

Regarding the contractual terms, all the contractual clauses defined in the project design between the IDB and CORALINA were satisfactorily fulfilled. The final report prepared by CORALINA (2015) includes details about contractual clauses (contracts, consultancies, goods and services).

#### **D. Monitoring and evaluation plan**

As seen in the design section, the implementation of the monitoring and evaluation plan was limited because the restrictions in the results matrix and the definition of the indicators to be monitored and evaluated. This evaluation has also found limited information to deeply assess how the monitoring reports –that were appropriately reported during the entire program– were used and the impact of these reports in the implementation of the activities planned. According to some interviews and reports reviewed, the monitoring and evaluation reports showed accurately the evolution of the activities. It's important to highlight the detailed description of activities presented in the CORALINA annual reports, including annexes, photos and information needed to understand the evolution of the activities.

*The GEF Monitoring and Evaluation Policy* specifies the rate system to assess the M&E design and implementation as follows:

- **Highly satisfactory (HS).** There were no shortcomings in the project M&E system.
- **Satisfactory (S).** There were minor shortcomings in the project M&E system.
- **Moderately satisfactory (MS).** There were moderate shortcomings in the project M&E system.
- **Moderately unsatisfactory (MU).** There were significant shortcomings in the project M&E system.
- **Unsatisfactory (U).** There were major shortcomings in the project M&E system.
- **Highly unsatisfactory (HU).** The project had no M&E system.

After the evaluation of the design and implementation of the M&E plan, including the sufficient budget and planning, the overall rating of the M&E is Satisfactory.

#### **E. Mid-term evaluation**

In 2013 a mid-term evaluation was conducted, when the project reached half of its implementation period and when close to 40% of the GEF resources were spent (Green, 2013). The mid-term evaluation provided lessons learned drawn from the implementation and achievements of the project to that time. It also presented key recommendations on improving implementation (outputs), results (outcomes) and sustainability for the remainder of the project.

The mid-term evaluation, according to the personnel in CORALINA and the IDB specialists was an important tool to reinforce the execution of the project. During the first two years after the project was signed there were some delays in the execution of the project, mainly linked with the compliance of the

conditions for the first disbursement and with some procurement processes.<sup>11</sup> The initial delays are common in complex projects such as this one; however some measures were suggested in the mid-term evaluation to mitigate some limitations in the execution and speeding up the activities. The main commitments from CORALINA defined in the aide-mémoire on June 5<sup>th</sup> 2013 and CORALINA's compliance are shown in Annex H. Also the preliminary recommendations from the mid-term evaluation and the action taken to follow up them can be found in Annex I.

The midterm evaluation helped to confirm the processes that were already being in execution to improve the implementation of the project. These improvements were linked with more flexibility in the procurement and administrative processes between the IDB and CORALINA, taking into consideration the specificities of the Archipelago. Also the relationship between the CORALINA staff and the staff linked with the project improved. Some agreements with other institutions involved in the project were signed in 2012 and the greatest amount of training activities started then. Also the coordination with these institutions (e.g. DIMAR) improved. Furthermore in 2013 the funds for the component III from the national government (National Royalty System) were transferred to CORALINA and the activities related with this component started up again. The close oversight from the IDB during the entire project, according to some interviewees, was also a key to improve the implementation of the project.

## **F. Component I. Adaptive management**

According to the GEF (2009) this component focused on rendering the MPA's IMP operational and implementing it fully. The continued effective management, community "ownership" of the MPA and participation by local professionals in MPA management will be supported by promoting local technical capacity and understanding through extensive, in-depth training in essential functions such as adaptive management skills; enforcement, compliance, and research methods; and environmental education, conflict resolution, and outreach techniques.

### **I.1. Demarcation Plan updated to reflect ground-truthing and zoning adjustments and implemented (total area of conservation zones demarcated within the MPA)**

As described before, despite the ICJ resolution the Colombian government has not officially acknowledged the resolution and therefore the planned km<sup>2</sup> demarcated have not changed. If the government accepts the new demarcation, according to the ICJ, some sections of the Demarcation Plan should be reviewed. The homologation process could also change the zoning of the MPA (e.g. No Take, No Entry areas) and, as a consequence, the Demarcation Plan should be also reviewed.

The mid-term evaluation pointed out administrative and climatic factors as major features impeding the development of this output (only 13% achievement at that time). The procedures to define the agreements with the Navy were slow and only after 2013 were approved in order to be able to sail the areas to be demarcated. Some other procedures – as the ones needed to demarcate some northern areas – were just started after 2013 and some areas could not be demarcated –as *Roncador*– as the agreements needed with the Navy were not managed. Also, in 2013 CORALINA hired some professional divers and rented some

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<sup>11</sup> The last PMR available (March 2015, draft version) indicated a problem in the *Days elapsed Legal Effectiveness to Eligibility*, with 216 days of delay (maxim days to keep the situation under alert or satisfactory levels: 168.5 days).

special boats to demarcate the most distant areas, and these improvements allowed the project to make progress to reach the expected targets at the end of the project.

The Demarcation Plan was updated. Although the goals in relation with the total of km<sup>2</sup> demarcated were over-achieved (2,216.79 km<sup>2</sup> vs. 2,000 km<sup>2</sup> planned), the implementation of the demarcation was completed and functional in inshore areas of SAI, OPSC and the cays in the SW, linked with the main activities in the MPA (e.g. tourism, transport, traditional fishing). However, in offshore areas and more remote areas (linked with transport and industrial fishing activities) the demarcation was deficient, as the number of buoys was significantly less than planned. The lack of studies about the bathymetry of the new areas to be demarcated limited the definition of a real Demarcation Plan. Some of the planned buoys were not placed, as the conditions were not adequate (technically and financially not viable) leaving the areas with fewer buoys than planned and even with no buoys (as the south area of *Quitassueño* - No Take area - in the north of the MPA, or *Roncador*).

As for the demarcation, the maintenance plan for the buoys is mainly focused in the SAI and OPSC areas, in inshore areas. According to some stakeholders, some of the buoys have sunk or have disappear because the strong tides, especially in the South – South West and East-South East areas. Some incidents have been reported, as users cutting buoys, especially in areas of No take, but these incidents are not frequent.

In the current situation, the demarcation is only fully functional near the islands (inshore areas). The rest of the MPA would need more buoys to be effectively demarcated. CORALINA planned to prepare nautical charts to help stakeholders – especially fishermen – to know the Demarcation Plan. The Navy, arguing security issues, has disapproved the development of this type of charts. As an alternative, CORALINA is planning the preparation of thematic maps – without sensitive information – although this activity has no budget associated and it has not been started yet. CORALINA is also discussing the possibility to demarcate some of the areas in *Quitassueño* and *Serrana* with another anchoring system. However, this technique is expensive and technically very challenging. Furthermore, more educational programs are needed to explain the meaning of the buoys indications (No Take, No Entry) to stakeholders, including tourists.

In summary, this output has achieved the kilometers demarcated but there are not enough complementary mechanisms to make the demarcation an effective instrument.

Baseline	7.26 km <sup>2</sup> demarcated
Planned	2,000 km <sup>2</sup> demarcated
Achieved	2,216.79 km <sup>2</sup> demarcated

## I.2. Enforcement system, regulations and procedures (including penalty structure, cooperative compliance agreements and infractions database) developed and implemented

As in the case of the Demarcation Plan, the regulations and procedures linked with the enforcement system could change after the definition of the homologation process.

The enforcement system, regulations and procedures have been developed. However, the implementation still needs improvement. No common protocols among the different institutions – Secretary of Agriculture and Fisheries, Coastguards – have been developed and more coordination is needed. All the stakeholders interviewed have highlighted the number of agreements among institutions and the effort to

have common procedures but the operational part is still missing. CORALINA and the Coastguard have started to work in common protocols to define operational processes and roles but it's still in working process.

One of the challenges to fully implement this output is to put together the different objectives of the different institutions. Also, the huge area to be regulated is a limitation as it's very expensive covering the entire MPA.

Baseline	Integrated system and procedures do not exist
Planned	Systems and procedures developed and implemented
Achieved	Systems and procedures developed and implementation in process

### I.3. Number of inter-institutional enforcement agreements signed and implemented

In 2011 CORALINA signed three interinstitutional agreements with the Secretary of Agriculture and Fisheries, with the McBean Lagoon National Park and with the Navy. During the implementation of the project these agreements were developed and several meetings were held in order to define roles and specific enforcement activities for each of the institutions.

Last agreement with the MDN-DIMAR was signed in 2014 and was fully implemented during the first months of 2015 with the placement of the meteorological station (permit to install the buoy, installation, security staff, among other activities). The main activities are linked with the development of technical improvement, academic investigation and knowledge capacity, with a specific focus in climate change issues. There have been some preliminary meetings to define the lines of action and objectives of the agreement.

Baseline	0 inter-institutional enforcement agreements signed and implemented
Planned	4 inter-institutional enforcement agreements signed and fully implemented
Achieved	4 inter-institutional enforcement agreements signed and fully implemented

### I.4. Number of additional CORALINA staff (Outreach Rangers and 'Team Seaflower') trained in compliance-enhancing education (cumulative)

The additional CORALINA staff trained has reached 31 people (13 Outreach Rangers and 18 'Team Seaflower') exceeding the planned goal for this activity. Outreach Rangers have been trained in several topics linked with MPA conservation which include diving classes, mangrove conservation, beach monitoring, environmental legislation, marine turtles, among others. The 'Team Seaflower' is an additional support team to provide information and education to the community regarding the coastal and marine area. As to date, the 'Team Flower' has started the educational activities in San Andrés (main beaches) and they have visited touristic establishments to distribute information about the MPA. CORALINA has signed during the last year two agreements with educational institutions to keep training volunteers for the 'Team Seaflower'.

Some of the Outreach Rangers interviewed underlined that they cannot act with authority in front of some infractions so more coordination with other institutions with authority (e.g. to fine) is need to be effective.

Baseline	0 additional CORALINA staff trained
Planned	18 additional CORALINA staff trained
Achieved	31 additional CORALINA staff trained

#### I.5. Number of community programs to foster compliance with MPA regulations fully implemented

This activity planned to fully implement three community programs: Fishery Observers, Volunteer Inspectors and Citizen Surveillance Networks. At the end of the project all programs – that were already in place – have been improved and are being implemented. Members of all programs have received training with CORALINA and the National Learning Service (SENA, Spanish acronym) and some meeting have been held in order to organize the teams and establish some protocols. However, there are some challenges in the implementation. Interviewees highlighted the importance of educational programs with the community – especially in schools – but they felt more efforts are needed to increase awareness and participation. On the other hand, protocols to operate Fishery Observers program and Volunteer Inspectors are not clear. Finally, some interviewees have stressed the limitation of some guards to undertake technical activities, and the need of more outreach expertise in order to achieve the program's goals. One of the main challenges is how to continue with these programs after the project, as some interviewees have underlined that after the training and some months working in the programs they have finished their relationship with CORALINA with high uncertainty about their future.

Baseline	5 volunteers inspectors
Planned	3 community programs implemented
Achieved	3 community programs implemented

#### I.6. MPA Co-management and Advisory committees (SAC, IIC and IAB) are actively assuming their respective roles in Adaptive Management

In 2011 CORALINA reactivated the administrative structure to implement the IMP based on a participatory approach with different stakeholders. The three committees reactivated to advise the CORALINA board were the Stakeholder Advisory Committee (SAC), the Inter-Institutional Committee (IIC) and the International Advisory Committee (IAB). The concept of “co-management”, as stated in the definition of the indicator, has never been a methodology implemented by CORALINA according to the international standards. The model used in the Archipelago is based in participatory mechanisms and community participation, far from the rules and structure of the concept of “co-management”.

According to interviewees, the SAC was the most active committed, mostly during the firsts years of the project. However, the regularity of meetings decreased in the last years both for the lack of interest of the stakeholders – especially after the ICJ ruling – and the lack of organization from CORALINA.

Both the members interviewed from the SAC and the IIC highlighted the importance and relevance of the committees to manage the MPA. However, many participants felt that the meetings were rather informal and they didn't have the formal space to participate in the decision processes, as the meetings were mainly informative. Furthermore, the committees were more active on OPSC – where conflicts among stakeholders are less frequent – than on SAI.

The IAB's first meeting was held in 2012, together with the SAC and other institutions (e.g. local government, National Park MacBean Lagoon). The main discussions were focused in monitoring and surveillance activities (enforcement) and alternative livelihood activities. The second meeting was held in 2014 and they reviewed the state of the project and its implementation. As in the case of the SAC and the IIC, some members of the IAB highlighted the relevance of this participatory approach but the implementation was weak. CORALINA has stressed the importance of the conclusions of these meetings and how they helped to improve the project.

In general, the idea of having different committees has been positively embrace for all the interviewees although a better effective development of the activities and roles of each committee is needed, especially the participation of the users of the MPA.

Baseline	Committees not currently active
Planned	Committees active and assuming their roles
Achieved	Committees active

#### I.7. IMP Part II reviewed with key stakeholders, updated as required and presented to CORALINA Board of Directors for approval

IMP Part II comprises the management issues and actions related to the MPA. The National University was the coordinator of the update, and more than 20 meetings were held with different stakeholders to develop this activity. The university (a multidisciplinary team composed by 6 people) effectively started the update in 2013, and finished the documents later than expected due to the delays at the beginning of the project activity and also to the amount of work (more than 10 years of information to update). The delays to start the activity were linked with the MADS homologation process (still in execution, that could bring some changes to the categorization and regulations of the MPA), and with the difficulties associated with the participation process, especially after the ICJ ruling (community was less willing to participate with public institutions).

The update was completed, although it still hasn't been presented to the CORALINA Board to be approved. Actually, CORALINA's Board never approved formally the original IMP in 2005 and its implementation has been *de facto*. According to the former director of CORALINA the IMP needed to be updated and the Board decided not to formally approve the plan until it was fully completed. This reason and some administrative restraints prevented the approval of the first document of the IMP. The updated IMP was delivered at the end of 2014. As far as the different interviewees have stated, as the original document is not approved CORALINA cannot approved the update through a simple process. Discussions needs to be held in order to take into account other administrative constraints, as well as the potential changes consequence of the MADS homologation process.

Some activities planned in the update process could not be effectively implemented – mainly because it was not enough time to complete the activities – as surveys with the tourist sector. This situation reflects a problem in the design of the project. Some interviewees also underlined the constant push from the IDB to activate this important activity. The IMP should have been updated in the early beginning of the project to be able to properly implement all the activities associated. Some of the stakeholders who participated in the process emphasized the need of socializing the results of the update within the community.

The updated IMP includes some of the resolutions linked with the POT (*Plan de Ordenamiento Territorial*) that have some common areas with the IMP. The local government is finishing the POT to be presented in 2015.

This analysis is common to the I.8 output: Proposal for revised IMP, Part III (Operational Manual) developed and presented to CORALINA Board of Directors for approval

Baseline	2005 version exists
Planned	MP part II updated and presented to CORALINA Board of Directors for approval
Achieved	MP part II updated and presented to CORALINA Board of Directors for approval

#### I.8. Proposal for revised IMP, Part III (Operational Manual) developed and presented to CORALINA Board of Directors for approval

IMP Part III covers the Operational Handbooks for the Southern, Central, and Northern Sections.

See I.7 for comments regarding this output.

Baseline	2005 version exists
Planned	MP part III updated and presented to CORALINA Board of Directors for approval
Achieved	MP part III updated and presented to CORALINA Board of Directors for approval

#### I.9. Operational licensing system for marine users developed and implemented

This activity included the identification of the stakeholders (private enterprises providing services within the MPA, mainly watersports operators) and the design and implementation of a mechanism to collect fees for operation (licenses). The studies conclude that CORALINA had not the legal competency to develop this type of licenses and this activity was closed. Furthermore, the local government and other public institutions involved in these licensing systems were not opened to start a discussion about this topic.

The stakeholders from the private sector interviewed agreed with the idea of having special fees for operating in some areas of the MPA but only if the process was participatory and all the users were part of the implementation of the activity. However, some other did not agree with the fee payment, as there is no regulation and no control –and no trust– on how these fees are going to be use.

During the design of the project a closer work with stakeholders and the signature of specific agreements could have avoided implementation problems during the project (legal, economic, institutional and social constraints).

Baseline	Does not exist
Planned	System in execution
Achieved	System not developed

#### I.10. Conflict Resolution Action Plan and Training Program implemented (cumulative # of trainings)

The Action Plan was developed in 2013 and the training program was implemented in 2013 and 2014. Before the project a Conflict Resolution Program existed but it was not operative. During the project a Conflict Resolution Guide was also developed. CORALINA staff and users of the MPA were trained. PhD. Theodore Johnson from Brandeis University taught 4 seminars in SAI and 4 seminars in OPSC with high participation. The courses were focused to train institutional actors to develop future trainings with the community, supporting the sustainability of the activity (trainers of trainers). There have been other activities linked with conflict resolution with other institutions, but out of the scope of this project.

Baseline	No program
Planned	8 trainings <sup>12</sup>
Achieved	8 trainings

#### I.11. Disaster Management Plan developed, consulted and presented to relevant entities for approval

This output was closely developed with the Local Committee for the Prevention and Attention of Emergencies and Disasters (CLOPAD, Spanish acronym) and the Regional Committee for the Prevention and Attention of Disasters (CREPAD, Spanish acronym). The product planned was completed before expected (year 3 of the project) as CORALINA has been working with these committees for a long time in educational programs and disaster management related plans in SAI and OPSC. CORALINA has collaborated with other international programs, as the UN project that aims strengthening the local capacities in order to improve the adaptability to climate change in the coast and islands of Colombia.

Baseline	Does not exist
Planned	DRM plan developed and presented to relevant entities for approval
Achieved	DRM plan developed and presented to relevant entities for approval

#### I.12. Action Plan for training, education, research, outreach and communication activities implemented

One of the main activities of CORALINA is the development of training, research and education activities with the community. All processes and projects have included a communication, education and training plan with different stakeholders and it has become one of the main activities of the Corporation. Several education materials have been also produced to help in the outreach and communication activities.

The evidence provided during the field work, as well as meetings with several CORALINA staff involved in educational activities, confirmed that, as highlighted in the mid-term evaluation, the major part of education materials already existed before the project started due to previous CORALINA efforts. CORALINA improved the relationship between training and education activities linked with the GEF project with other activities under the CORALINA Education Departments. This improvement helped to

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<sup>12</sup> In the original results framework the number of trainings planned was 10. In 2013 the number was reduced to 8 trainings agreed upon with the Bank, although the document does not include specific explanations regarding this change (PMR, 2013, second period).

develop a common effort, better coordinated, in order to get better results. The number of activities and trainings – as reported in CORALINA (2014) – is significant and the goals for this output are assessed as achieved.

Baseline	Isolated activities in progress
Planned	Activities implemented according to Action Plan
Achieved	Activities implemented according to Action Plan

## G. Component II. Financial sustainability

According to the GEF document (2009) this component had the objective to put in place the mechanisms and financial structures to generate revenue to finance MPA management and operating costs for the long-term, gradually implemented during the project’s executing period and fully operational by 2014. Mechanisms and processes would embody the principles of transparency and accountability, link income generation to the environmental services provided, and ensure that the funds generated were re-invested into the protection and conservation of the MPA.

The principal outcome of the component was the financial self-sustainability attained for the Seaflower MPA, with 100% of annual operating costs covered by income generated from applied financial mechanisms, by the conclusion of the project. It’s important to highlight the SELF-sustainability concept, as CORALINA was expected to receive enough income to self-manage the MPA.

The majority of the outputs under this component have developed studies and meetings with stakeholders, but legal and institutional constraints limited the effective implementation of the mechanisms studied. The lack of previous analysis about normative and willingness to collaborate of specific stakeholders (e.g. the local government) in the design has limited the potential impacts of these planned activities.

### II.1. Comprehensive Willingness-to-Pay study (including sensitivity analysis) developed and accepted by CORALINA

The study was developed (three years later than planned) and accepted by CORALINA. However some of the technical staff from CORALINA and IDB has discussed some limitations of the study. First, the methodology of the study –especially regarding the surveys to tourists– was not properly justified (only 2,500 surveys in low and high season). Also the IDB, in its PIR 2011 –as highlighted in the mid-term evaluation and ratified by IDB specialists- criticized the methodology used and noted that “*the exercise has no real value for the definition of an entrance fee of payment for services.*” Finally, the tourist sector was not actively involved in the methodology and results of the project.

The study concluded that there’s a positive willingness to pay from tourists – up to US\$11 more than the current entrance fee (60% more of the current US\$18). However, CORALINA has not been able to set an agreement with the local government to discuss these results to be able to implement a fee increase (see next output for more discussion about this topic).

Baseline	Does not exist
Planned	Willingness-to-Pay study completed and accepted by CORALINA
Achieved	Willingness-to-Pay study completed and accepted by CORALINA

## II.2. Entrance fee collection system designed and implemented

The discussions between CORALINA and the local government as well as other stakeholders in relation with the design of the entrance fee collection system has been a long and hard process without a final agreement. This was the main financial tool planned to ensure the sustainability of the MPA, expecting to generate more than 80% of the funds for the MPA. The tourist entrance fee paid at the airport (US\$18) is managed by the local government and allocated by law for preservation of natural resources (Law 47/93). These resources are used to develop projects for tourist infrastructure and to protect natural resources and the environment.

This output aimed to design an entrance fee collection system to increase the income designated for the MPA management, managed by CORALINA. The discussion focused in three alternatives:

- an increase in the current tourist entrance fee (currently collected and managed by the local government) and a transfer of the increased percentage to CORALINA for the MPA management;
- a new fee, separated from the current tourist entrance fee, just for the MPA and managed by CORALINA;
- keep the current tourist entrance fee, and transfer a percentage from the local government to CORALINA for the MPA management.

Stakeholders, especially linked with the tourist sector, rejected the first and second options as, according to some interviewees, these measures would be discouraging for the tourists and number of visitors would decrease. CORALINA would increase significantly its administrative cost if the second option was chosen, as CORALINA should manage the administration and collection of the new tax. The local government also disagreed with all the options. CORALINA has tried to push the first option (the most viable according to different interviewees from the local government and CORALINA) and a long process of conversations and discussion with the local government has been held. However, no agreement has been reached.

The ICJ ruling also decrease the willingness to participate in the discussion of the main stakeholders, the local government shift its priorities and the new management of CORALINA decided to close the discussion with the local government and try to implement other alternatives to increase tax collection.

In this regard, CORALINA has improved the entrance fee collection in Johnny Cay and has increased the fee (from US\$1.5 to US\$2.2 and in the future up to US\$3.1). Before the implementation of the project some problems of mismanagement with the fee collection were noticed and CORALINA has reinforced the surveillance and monitoring with two staff added to the fee collection team. On the other hand, CORALINA will implement an entrance fee system in Old Point to visit the ecotourist trails (entrance fee: US\$3). These fees support the MPA management but they represent a small portion of the needs to self-manage the MPA, as the objective of the component states. According to the CORALINA report

(2014), the income related with the entrance fee to Johnny Cay and Old Point Mangrove Regional Parks stands for the 20% of the total management cost of the MPA.

Baseline	Does not exist
Planned	System fully implemented
Achieved	System partially implemented

### II.3. Operational license system designed and implemented

As explained in the previous section (output I.9) the operational license system was not legally viable and CORALINA had no competence in this issue and could not develop nor implement it. Some studies were developed at the beginning of the project and even some meetings with tourist operators and hotels were held to discuss about the operational license system but finally no agreements due to legal limitations were set.

Baseline	Does not exist
Planned	System fully implemented
Achieved	System not implemented

### II.4. Marine PES feasibility study completed, demonstration project underway, and replicability determined

Under this activity more than 60 people from CORALINA and the private sector organizations – mainly from the hotel industry – were trained about the main characteristics of PES (Payment for Ecosystem Services) and the alternatives to implement these types of services in the Archipelago. The NGO Forest Trends signed an agreement with CORALINA to collaborate with the studies, training and implementation of the PES. Together with CORALINA and the NGO Forest Trends, some representatives from the local government, the hotel industry and other stakeholders visited Barbados to know their experience in PES and learn about some specific activities, as beach management. Although an important hotel chain in the island (Decameron) was interested in the PES, finally the feasibility study concluded that some legal aspects restricted the implementation of the PES in the Archipelago (as a public organization, CORALINA cannot received private financial resources), and the PES demonstration project was not developed.

Baseline	Does not exist
Planned	PES demonstration project underway and replicability determined
Achieved	PES demonstration project not developed

### II.5. “Friends of Seaflower” (private donations scheme) operational

In 2010 CORALINA signed an agreement with The Ocean Foundation to operate the “Friends of Seaflower” initiative, based on private international donations. These donations would help to build up the Trust Fund (see output II.6) and improve MPA management. In 2014 the initiative was cancelled, as

the amount of donations in 2014 was very low. Several stakeholders recognized major problems with the dissemination and marketing campaigns that restricted the scheme operation.

Baseline	Does not exist
Planned	Scheme operational
Achieved	Scheme cancelled

## II.6. Trust Fund and corresponding management arrangements formally established

The Trust Fund was planned to manage the revenues collected from different financial schemes: entrance fee, operational licenses, PES projects and “Friends of Seaflower”, among others. The constraints to develop these financial schemes negatively impacted the establishment of the Trust Fund. Furthermore, the global economic crisis and the current financial market conditions also discouraged the establishment of the Trust Fund. CORALINA and the IDB concluded that the Trust Fund was not a viable option and the output was cancelled. CORALINA established in 2013 the Island Environmental Fund as a financial tool to run the future funds collected to the MPA management. This Fund –a bank account to efficiently manage financial resources from entrance fees, donations, etc.– will be managed by CORALINA and executed by the *Subdirección de Mares y Costas*.

Baseline	Does not exist
Planned	Trust Fund established
Achieved	Trust Fund cancelled

## II.7. Feasibility studies for complementary financial mechanisms (special dive site fees, additional PES schemes, tourist tax, etc.) completed

This activity planned to look into complementary financial mechanisms, conducting feasibility studies to assess the viability and effectiveness for income generation. Some alternatives were financially, technically, politically or legally unfeasible, as collecting fees in special diving zones, developing a special tourist tax for the MPA or PES fees. Other studies are still under analysis, as the submerged heritage sites or the bio-prospection activities. The studies have been completed, although only one of the alternatives is plan to be developed in the short-mid term. In 2015 a new entrance fee will be establish to visit Old Point Mangrove Regional Park. This new fee was established after a joint alliance with the project GEF SAMP that also works in sustainable financial mechanisms to manage the Subsystem of Protected Marine Areas (SAMP, Spanish acronym). The NGO Natural Heritage has signed an agreement with CORALINA to participate in the management of this area.

Baseline	0 studies
Planned	3 studies
Achieved	5 studies

## H. Component III. Alternative livelihoods

The GEF (2009) defined the objectives of this component as promoting practices compatible with MPA objectives that enhance conservation and provide local economic benefit, including the development of replicable alternative livelihood pilot projects to diversify the economy, alleviate poverty, and reduce pressure on marine biodiversity and ecosystems.

In 2010 the component started with some training activities with local groups to design and discuss alternative livelihood activities. The community involved in this initial phase built expectations linked with the livelihood projects to be developed. The activities kept on hold during almost 2 years until CORALINA effectively was able to use the funds from the National Royalty System (as explained in section above). Some of the participants interviewed exposed frustration regarding the expectations created. After 2013 the component restarted.

### III.1. Number of local community members having received entrepreneurial training through project (cumulative)

The number of local community members participating in entrepreneurial training has overachieved the planned goals. In 2010 and 2011 251 participants were trained; 220 participants in 2012; 1,029 participants in 2013; and 161 in 2014. In total, 1,661 participants have received entrepreneurial training. The IDB and CORALINA decided to hold the training activities until the component had a financial source guaranteed, if not the number of participants receiving training would have been higher. Although the restrictions to implement the activity during the first years of the project, CORALINA did a great effort to take advantage of the agreements with other institutions and other CORALINA programs to implement the trainings planned. When CORALINA received the funds from the National Royalty System this training activity was reinforced to more than double the planned objective of this output.

As explained previously, the training activities held by CORALINA under this GEF project normally are also linked with other projects and initiatives within CORALINA and with other institutions. In this case, the trainings were developed through collaboration with CORALINA's project *Mercados Verdes* and with other national and international partners as INFOTEP, SENA, Mangrove Action Plan, the Secretary of Agriculture and Fisheries of the local government, *Fundación OMACHA*, UNEP, NOAA, among others.

Some of the beneficiaries of these training programs interviewed highlighted the relevance of the trainings and the need to have more support from the local government and public institutions, especially to attend the entrepreneurs for longer periods and to help them get financing for their projects. One of the main problems stressed by the interviewees is the lack of seed capital and guarantees to start their business and invest in some basic inputs.

Baseline	0 community members
Planned	600 community members
Achieved	1,661 community members

### III.2. Comprehensive feasibility studies for all proposed alternative livelihood pilot projects completed

Six feasibility studies for the proposed alternative livelihood pilot projects were completed: 1) iguana farming; 2) breadfruit; 3) black crab; 4) touristic guidance; 5) recreational fishing in SAI and 6) in OPSC.

Due to the lack of funding at the beginning of the project, the feasibility study for the breadfruit pilot project – the first one developed in 2011 – was financed through a donation (CORALINA, 2014). In 2011 the studies for the iguana farming was also completed. In 2012 and 2014 the rest of the feasibility studies were developed.

The study for the Breadfruit project states “*Breadfruit (Artocarpus altilis) is a staple in San Andres Archipelago and is found regularly in traditional meals of the Raizal community. There is one dominant species of breadfruit found in San Andres Island which yields two crops per year, one during January to March, and a second during August to October. Breadfruit does not grow in Old Providence or Santa Catalina, the other inhabited islands of the archipelago, where only the less palatable jackfruit (A. heterophyllus) is found.*” Therefore, the Breadfruit project is only developed in SAI. Regarding the iguana project, the correspondent feasibility study states “*the business concept proposes developing iguana farms in San Andres Island and OPSC. The field information for this business plan was gathered exclusively in San Andres and the plan was developed for that location*”. Therefore, even if you could use some recommendations for both islands, there is only one feasibility study.

According to some interviewees, some of the studies have some deficiencies, as they did not have taken into account the specific conditions of the islands (culturally, economically, environmentally) –as the iguana farming project that was based in experiences out of the Archipelago– or were incomplete –as the ecotourism project in OPSC–. Furthermore the studies were more pre-feasibility studies or diagnostic analysis with some ideas about processes than actual feasibility studies with more specific guidance.<sup>13</sup> Therefore, the quality of some of these projects (especially the ones located in Old Providence and Santa Catalina) is low. Some business plans are going to be reviewed in 2015 to reinforce and complete the studies, as the breadfruit and the iguana pilot projects.

Some stakeholders stated that they had not participated in the studies of alternatives (as some were developed 2 years before the activities with the stakeholders started) although currently they are participating. In general, they highlighted the relevance of these studies but also the difficulties to develop long-term activities.

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<sup>13</sup> For example, the study about black crab and recreational fishing states “*It’s important to clarify that this document is not a business plan or a project, but its content and the relations done by the consultant helped to develop in the short term interinstitutional initiatives that will partially solve the expectations linked with the productive processes in the Islands, strengthening the productive chains and protecting the sustainability of the resources*” (Taylor, B., 2013. *Contrato de Prestación de Servicio N°207 de 2012. Informe final.*)

Baseline	Not initiated
Planned	8 feasibility studies <sup>14</sup>
Achieved	6 feasibility studies

### III.3. Number of alternative livelihood pilot projects in execution (cumulative)

By June 2015 4 alternative livelihood pilot projects are in execution: black crab projects (6 groups), two recreational fishing (one in SAI, one in OPSC), one breadfruit project and one ecotourism guidance project.<sup>15</sup> All these projects were implemented with co-financing funds (including the National Royalty System, SENA, INFOTEP and others) and are at different development stages. The rest of the projects are waiting for funding or better analysis to define its feasibility. According to the studies developed by CORALINA, in total 161 people are receiving direct benefits and 440 receiving indirect benefits from these pilot projects. It considers

#### Black crab projects

- Total budget amount: US\$130,000
- Contributors: CORALINA, Rotatory Fund, Fundacion ACUA
- Duration of the agreement: from August 2013 to January 2015
- Main activities:
  - Diagnostic to analyze the main stakeholders and the current activities linked with the black crab products
  - Interchange training among different families who work with black crab
  - Call for potential beneficiaries
  - Workshop for the analysis and discussion with the main stakeholders about the options for a positioning of the black crab as a local product
  - Strengthening of 6 family-business

<sup>14</sup> The number of planned feasibility studies has changed in the last PMRs approved. PMRs for 2011 (second period), 2012 (first and second period) and 2013 (first period) present as a planned output 7 studies. In 2013 (second period) and 2014 (first period) the number of studies planned is 6. Finally, in 2014 (second period) and 2015 (last PMR available) the number increases to 8 studies. This evaluation has taken the last approved PMR available as the planned number (8 studies).

<sup>15</sup> This independent evaluation analyzed the definition of the outputs and indicators and concludes that the number of groups working in the black crab project cannot be assessed as 6 different projects, but as one. The GEF document *Request for CEO endorsement/approval* approved in September 2009 defines as expected outputs for component three “7 alternative livelihood pilot projects with comprehensive feasibility study and in execution”. This statement reinforces the idea of considering the 7 feasibility studies for alternative projects as the 7 projects expected to be in execution at the end of the program. The feasibility study for the crab project was one, and as one project (with number of groups participating) is considered in this output.

- One fair in Providencia and 1 fair in San Andres with educational, commercial and participatory activities
- 1 fair in continental Colombia to exhibit the local product
- Building infrastructure for the 6 families for the crab handling processes, including tools and specific basic equipment
- Study to analyze the migration of the black crab and the impact in the production and development of the project

In this project, 6 groups of families living in OPSC are participating. All of them were already working with black crab (*Gecarcinus ruricola*) but some deficiencies – mainly in the process of manipulation and product transformation and infrastructure – were identified. The Fundación ACUA has been working with these and other families in OPSC with training and food processing capacity. There is also an agreement with the Revolving Fund of the Colombian Ministry of External Relations (2013). CORALINA has also helped in building infrastructure to process the crab in better hygienic conditions for the 6 families of the pilot project. As part of the project the representatives of the families have participated in business trips to Colombia to trade fairs and exhibitions. They also had specific workshops with a chef to learn how to cook the crabs.

One of the main problems that interviewees have highlighted is that since 2010 the black crab migration has changed and each year there are fewer crabs – and more families working on capture and transformation of the animal.

#### Recreational fishing projects

- Total budget amount: boat purchase approx. US\$187,000
- Contributors: CORALINA
- Main activities:
  - Meeting with the beneficiaries to decide the main characteristics of the boats to be purchased
  - Purchase of two boats
  - Technical training in recreational fishing, including a trip to Panama (4 fishermen) and some workshops with international specialists.
  - Legal agreements in order to deliver the boats to the cooperatives

CORALINA is working with Fishing and Farming Old Province Enterprise, Blue Dream Ltda and ASOPACFA. UNEP is also funding these projects. Some training in recreational fishing has been done, including a visit to learn about the Panamanian experience. However, according to one of the participant of the fieldtrip, the techniques that Panamanians use are not related with the type of recreational fishing that they have been doing in the islands and, furthermore, that the training was very theoretical and without enough practices. An expert from USA, Dr. Edward Chesney participated in one of the trainings but it was just for two days and, again, participants would have liked to have more practical classes. As part of the project two boats for recreational fishing were bought (one for SAI and one for OPSC). Some of the interviewees were not aware about of the details of how the boats are going to be transfer to the

cooperatives. Currently when there is some recreational fishing activity they rent a boat to some of the inhabitants who have proper boats for this activity.

#### Breadfruit in SAI

- Total Budget Amount: US\$66,750
- Contributors: CORALINA, INFOTEP
- Duration of the agreement: from March 2014 to January 2015
- Main activities:
  - Selection of direct beneficiaries in SAI
  - Proposal of new products based on the breadfruit (flour, *paraфинado* and frozen breadfruit)
  - Training and counseling for the beneficiaries of the project (*Raizal* community)
  - Purchase of new tools and equipment for the breadfruit transformation
  - Census of the breadfruit trees in SAI, including the status of the three (diseases)
  - Pilot project to seed new breadfruit trees with specific techniques
  - Develop a recipe book based on the breadfruit products to distribute within the islands
  - Communication campaign to inform about the new products
  - Define a business plan to commercialize the new products

The project started with consultations and training with almost 45 women Raizales in order to promote breadfruit farming and the production of related products. INFOTEP was the main partner in these activities. As the mid-term evaluation stated, some problems at the beginning of this activity (permit denied by authorities to import breadfruit trees donated by the Trees that Feed Foundation) created some discouragement among stakeholders. However some other alternatives to import trees were identified – e.g. with the National University of Colombia and the UNODC program– and two community groups are participating.

According to the participants interviewed, one of the main challenges is working as associations, as normally businesses in the Archipelago and especially among Raizales are family-oriented. There is also a lack of leadership and some training should be developed to improve the coordination and leadership of the groups. They also highlighted the need of a second phase of the project to be able to sell their products (e.g. chips, flour) in the market and to support their business abilities. They are working in the rehabilitation of the building (part of these works will be financed by UN) and they still lack some basic infrastructure (e.g. freezer). They have a business plan but they haven't decided yet the action plan.

#### Touristic guidance in SAI

- Total budget amount: training course: US\$27,250; Forum<sup>16</sup>: US\$43,200.

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<sup>16</sup> There is not available information about the FONTUR Budget; only included the CORALINA Budget linked with the Forum.

- Contributors: CORALINA, INFOTEP, FONTUR
- Duration of the agreement: from March 2014 to October 2014
- Main activities:
  - Training course (from August to October 2014) with 17 participants on tourist guidance
  - First International Forum in Sustainable Tourism in Small Islands celebrated in SAI between October 21-23, 2014.

The main partner in this activity was INFOTEP, although other institutions have also offered training about ecotourism in the Archipelago. This activity started in 2014 and, after some training, the participants highlighted they need more information and legal accompaniment to create a formal organization. The participants are going to work in the trails in Old Point Regional Park, but they are not still ready to start any activity, according to themselves. They ask for more information about licenses and how to become a formal enterprise. An enterprise working with kayaks in the mangrove in SAI also participated in the trainings, although they have been developing their business for the last 3 years. According to the participants, the training has been too short and only the participants who had previous experience in tourism or had taken other trainings were able to fulfill their expectations. However, the participants have highlighted the importance of this kind of activities and how important is to learn from other successful experiences. There have been some difficulties to find beneficiaries for this activity. Originally the idea was working with one association but it didn't work and several individuals and groups participated separately in the project. CORALINA coordinated some investments in infrastructure in touristic sides that have been financed by the local government, especially in Old Point Regional Park.

The feasibility studies regarding the iguana farming have been completed but the project is not yet in execution. There are some methodological and business aspects that are not clear and limit the development of this alternative livelihood project. There is also a lack of trained personnel to develop the activity. According with the information gathered during the fieldwork, his activity will need a special license authorized by the National Authority for Environmental Licenses (ANLA, Spanish acronym), as any activity in relation with the environment. At the end of 2014 CORALINA signed an agreement with an individual in OPSC to start the design of the farm (infrastructure).

Apart from these pilot projects, CORALINA also developed a certification program in innovation and entrepreneurship. With the collaboration of the SENA, more than 45 students have graduated and now they are developing specific business models in several topics. As said before, the two main bottlenecks to execute these business models is the lack of financing (financial institutions do not have specific credit lines for this kind of pilot projects and governmental programs for small businesses are limited) and the need of more support –the participants ask for at least two years– to accompany them during the first stages of the business plan.

A second international forum about sustainable tourism in small islands will be held in SAI in October 2015, in partnership with the Ministry of Tourism and FONTUR, and the local government. This will be an opportunity to show the first results of the pilot projects and the alternative livelihood programs for the Archipelago.

Baseline	0 livelihood pilot projects in execution
Planned	7 livelihood pilot projects in execution
Achieved	4 livelihood pilot projects in execution

#### III.4. Number of compatibility programs (focused on artisanal fisheries, small-scale agriculture and MPA management) in execution (cumulative)

Three compatibility programs have been developed and are in execution: 1) MPA Guards Program; 2) reef units conservation; and 3) mariculture with fishermen. The objective of working with these programs was to render traditional actions and methods more compatible with MPA management objectives, to strengthen conservation and to enhance sustainability.

MPA Guards program: this program started in 2011 with several meetings with fishermen. During 3 years CORALINA has worked closely with some of the most important stakeholder of this project and in the MPA. The main efforts have been focused in the participation of young fishermen to be part of the MPA Guards program and to improve the relationship between CORALINA and the fishermen cooperatives (especially after the ICJ ruling). In 2014 only 2 fishermen were part of the Program. During the field visit, only one fishermen was working as a MPA Guard and, after the end of the project, he said he will resume with his activities as a fishermen, as there is no financial support to keep with this activity. However, CORALINA has exposed that the institution wants to keep the guard program and the number of staff participating (not necessary with the people who participated in the project).

Reef units conservation program: this program was developed with the cooperative Cove Sea Side in the SSW Cay. The main objective is that fishermen work in reef conservation and recovery. Some activities were prepared with the Pan-American Foundation for Development in 2012 and 2013, and the cooperative is monitoring some pilot projects to preserve key species in the reefs. Among these activities, 36 conservation units for fishes living in reefs were built and installed. There were two technical workshops about monitoring artificial reefs and other topics linked with reef conservation. Furthermore some fishermen from SAI and OPSC participated in national scientific forums at the national level (SENALMAR and BIOCARIIBE).

Mariculture: mariculture is a specialized branch of aquaculture involving the cultivation of marine organisms for food and other products in the open ocean. This project is still in execution and a second phase is being developed. During the first phase 14 species of marine organisms were identified as potential species to work with, and the correspondent feasibility studies were conducted. In the second phase the program is working with 4 species of fish and 1 specie of alga. CORALINA has an agreement with the University Jorge Tadeo Lozano and the Cooperative Fishing and Farming in OPSC. The cooperative has been working in alternative activities linked with mariculture for years, with CORALINA and other institutions (as the local government). One of the main activities, partially funded with the GEF project, is the alga farming. The collaboration with CORALINA started in January 2014. They have done market studies to sell the products made with algae (juices, soaps) in Bogota but they want to focus in the Archipelago at the beginning. CORALINA financed a trip to Belize to learn from other experiences. The interviewees highlighted the visit as a very positive input for their project. They are working on prototypes of soaps and the licenses needed to sell these products in the formal market. They have

developed some studies to work with other species (e.g. fishes, mollusks) but more technical assessments are needed.

Baseline	0
Planned	3 compatibility programs in execution
Achieved	3 compatibility programs in execution

### III.5. Annual participatory evaluation of private sector partner's effectiveness in fostering productive activities compatible with MPA (by beneficiaries)

This activity was pushed to the last year of the project and was completed in May 2015. The evaluation was summited in May 2015 and is attached to the final report. The information is focused in the first stages of the productive activities, in order to give advise for next stages to improve the results.

Baseline	Not initiated
Planned	Evaluation submitted
Achieved	Evaluation submitted

### III.6. Analysis of pilot project and compatibility programs to determine lessons learned for replication/scaling up of initiatives

The productive activities began their implementation in 2013/2014. In order to evaluate the private sector partner's effectiveness, this activity was pushed to the last year of the project and was completed in May 2015. The evaluation was mainly focused in lessons learned linked with the first stages of the projects and giving recommendation to follow the implementation of them. The analysis report is weak in terms of conclusions and definition of recommendations. It also presents some wrong data about the pilot projects.

Baseline	Not initiated
Planned	Analysis submitted
Achieved	Analysis submitted

## I. Component IV. MPA Monitoring and analysis

This component focused, according to the GEF (2009), to enable that MPA management measures and effectiveness be informed by relevant, up-to-date monitoring programs and analyses, performed by trained personnel, and developed within an adaptive, question-based context.

According to the mid-term evaluation, this component was the only component with a satisfactory progress, as almost all the activities planned were executed. CORALINA has been working in MPA monitoring to better manage the MPA for the last decade. Several protocols and programs have been put in place and agreements with various institutions were signed to improve the monitoring and to train personnel to do this task. Currently only one person is in charge of the monitoring activities in

CORALINA, who highlighted the significance and urge to hire more staff to manage a key activity for the Corporation.

#### IV.1. Existing monitoring protocols and programs for ecological and socio-economic monitoring revised or expanded as necessary and regularly applied

According to the mid-term evaluation, this output was already achieved by then. Data collected showed that the Seaflower MPA has 12 biophysical monitoring programs, 11 socioeconomic monitoring programs and 9 governance monitoring programs, each with its respective protocols and indicators. CORALINA has signed agreements with several institutions to do ecological and socio-economic monitoring. Although the coordination among institutions has improved, there're still some challenges. Each institution has its own methodology to gather data and, although there are some common criteria, sometimes is difficult to have a repository with comparable and homogeneous data. In 2014 the different stakeholders and institutions working in monitoring met in OPSC to discuss about this issue and they concluded with some actions to homologate protocols and the willingness to keep working on this topic. The lack of comparable data limits its use for decision-making. One of the bottlenecks is the lack of financing to work on common methodologies. Finally, as expressed in the mid-term evaluation and in several interviews, some of the problems are that there are too many programs and protocols and not many resources and specialists to work in the program.

Baseline	Several protocols and programs exist
Planned	Application
Achieved	Application

#### IV.2. Integrated data management system to house collected data in coherent manner implemented

An integrated data management system has been developed and implemented. Almost 80% of the information that CORALINA had in their systems for the last 10 years has been introduced in the new integrated data system. The information available is not only environmental but also socioeconomic. The platform is not online and CORALINA is the only institution that currently is using the system. Although the objective of this output was to build the system for CORALINA, the ultimate goal is to share the platform online so other institutions with data in monitoring can use it and introduce their own information to have a common database. This database would be the baseline to make evidence-based decisions in conservation programs. Common protocols should be designed so other institutions can introduce data in order to be homogeneous and compatible with the platform. These protocols should be shared with the institutions working in monitoring and the stakeholders who participate in these activities, providing training. Some staff interviewed emphasized the difficulties to work with the new system and limitations to access to it, especially fishermen and tourist agencies. In order to keep the system and the monitoring activities more financing is needed. Finally, it's key to involve the local government so they know how to use the data, the information available and the procedures to work with it. Some examples, as the indicators about water quality, show that data is useful to take political decisions and manage the MPA.

Baseline	No system in place
Planned	System implemented
Achieved	System implemented

#### IV.3. Program to monitor MPA management effectiveness (including assessments of inter-institutional collaboration, partnerships and stakeholder participation) implemented

In 2009 the first GEF BD-SP2 Tracking Tool was filled as a baseline for assessing MPA IMP implementation effectiveness. The score was unsatisfactory (37.4%). In 2013, during the mid-term evaluation of the GEF project, the Tracking Tool was filled again and the score increase to 64%. As part of this final report, the Tracking Tool has been filled with a final score of 61.1%. Annex I presents the Tracking Tool for 2015 with cumulative data from 2009 and 2013. The outcome chapter also comments in the results and proposes improvements to the tool.

Baseline	Does not exist
Planned	Program implemented
Achieved	Program implemented

#### IV.4. Number of existing community-based monitoring programs strengthened and amplified

Several trainings and workshops have been developed to strengthen the community-based monitoring programs. The relation between CORALINA and participants in these programs has been affected after the ICJ ruling, although CORALINA's efforts to strength the agreements and amplify these programs have achieved positive results. The programs strengthened and amplified were: 1) the Reef and Reef Check community-based monitoring; 2) the Coral Nurseries monitoring; 3) the marine mammals monitoring; and the 4) Rays and Sharks community-based monitoring. Participants in the workshops were interviewed and shared a positive vision of this activity, with periodic meetings and a stronger presence of educational activities with the community. However, some protocols are needed to define how to share the data collected by the community with CORALINA staff – that also needs to be reinforce. Currently CORALINA is working with the DIMAR to train staff in technical methods to specific monitoring. Finally, one interesting point highlighted is that the community cannot denounce the noncompliance of a rule (e.g. zoning) by an inhabitant of the island, as some social conflicts have happened between people who live even in the same neighborhood. This situation needs to be taken into account when organizing community-based programs.

Baseline	3 programs exist
Planned	3 programs strengthened and amplified
Achieved	4 programs strengthened and amplified

#### IV.5. Rigorous methodology for evaluating the effectiveness of education and outreach activities developed and regularly applied

At the beginning of 2014 some meetings were organized within CORALINA to start this activity. At the end of the year an external consultant was hired to develop a feasible methodology for monitoring and evaluating the effectiveness of MPA education and outreach activities. According to some CORALINA staff interviewed they will apply the tool again at the end of 2015 and regularly in next years. There is no information available about the quality of the methodology developed and first results.

Baseline	Does not exist
Planned	Evaluation applied
Achieved	Evaluation applied

#### IV.6. Analyses and evaluations of monitoring data give useful insights into impact of MPA implementation on ecosystem health, social-economic and cultural conditions, management effectiveness, and public knowledge/awareness of MPA

CORALINA has been gathering monitoring data from different studies and programs for the last two decade. During the last years a big effort has been done to organize the data, standardized it and create a platform to transfer the data. The studies about evaluations and monitoring data have been delivered. However, according to several interviewees from CORALINA, the local government and other institutions participating in monitoring activities, the information is not yet available to impact MPA management (with few exceptions, as water quality indicators) and to become a useful tool for decision makers.

Baseline	Isolated analyses and evaluations
Planned	Analyses and evaluations give useful insights
Achieved	Analyses and evaluations delivered

#### IV.7. Implementation of a climate change station in section south of the AMP

Some activities planned in the Component I were not completed (e.g. navigation charts). After some meetings between CORALINA and the IDB they decide to include a new output in component IV to be financed with the remaining funds (US\$350,000 approximately). CORALINA bought in 2015 a hydro meteorological station. This station will provide data for the MPA management and is connected with other stations in the area to build an integrated data system with meteorological data to complete the environmental monitoring plan. The climate change station was installed in May 2015 and it's functioning.

Baseline	Does not exist
Planned	Climate change hydro meteorological station implemented
Achieved	Climate change hydro meteorological station implemented

## J. Summary output indicators

This section presents a brief overarching conclusion on efficiency and corresponding rating for each project component. The GEF rating scale (Implementation Progress Ratings from the Annex of GEF PIR) used in this section presents the following classification:

- **Highly Satisfactory (HS):** Implementation of all components is in substantial compliance with the original/formally revised implementation plan for the project. The project can be presented as “good practice”.
- **Satisfactory (S):** Implementation of most components is in substantial compliance with the original/formally revised plan except for only a few that are subject to remedial action.
- **Marginally Satisfactory (MS):** Implementation of some components is in substantial compliance with the original/formally revised plan with some components requiring remedial action.
- **Marginally Unsatisfactory (MU):** Implementation of some components is not in substantial compliance with the original/formally revised plan with most components requiring remedial action.
- **Unsatisfactory (U):** Implementation of most components is not in substantial compliance with the original/formally revised plan.
- **Highly Unsatisfactory (HU):** Implementation of none of the components is in substantial compliance with the original/formally revised plan.

These ratings are supported by qualitative and quantitative justification deriving from the analysis of all data collected.

### *Component I. Adaptive management*

#### **Classification: Satisfactory**

The demarcation has been completed although only is fully effective in inshore areas. Operational protocols need to be developed to effectively manage the MPA. Satisfactory training activities and IMP update, together with Disaster Management and Educational Plans.

**Table 4. Summary. Component I. Adaptive management**

Indicator	Baseline	Goal	Achieved
I.1. Demarcation Plan updated to reflect ground-truthing and zoning adjustments and implemented (total area of conservation zones demarcated within the MPA)	7.26 km <sup>2</sup> demarcated	2,000 km <sup>2</sup> demarcated	2,216.79 km <sup>2</sup> demarcated
I.2. Enforcement system, regulations and procedures (including penalty structure, cooperative compliance agreements and infractions database) developed and implemented	Integrated system and procedures do not exist	Systems and procedures developed and implemented	Systems and procedures developed and implementation in process
I.3. # of inter-institutional enforcement agreements signed and implemented	0	4	4

Indicator	Baseline	Goal	Achieved
I.4. # of additional CORALINA staff (Outreach Rangers and ‘Team Seaflower’) trained in compliance-enhancing education (cumulative)	0	18	31
I.5. # of community programs to foster compliance with MPA regulations fully implemented	5 volunteer inspectors	3	3
I.6. MPA Co-management and Advisory committees (SAC, IIC and IAB) are actively assuming their respective roles in Adaptive Management	Committees not currently active	Committees active and assuming their roles	Committees active
I.7. IMP Part II reviewed with key stakeholders, updated as required and presented to CORALINA Board of Directors for approval	2005 version exists	MP part II updated and presented to CORALINA Board of Directors for approval	MP part II updated and presented to CORALINA Board of Directors for approval
I.8. Proposal for revised IMP, Part III (Operational Manual) developed and presented to CORALINA Board of Directors for approval	2005 version exists	MP part III updated and presented to CORALINA Board of Directors for approval	MP part III updated and presented to CORALINA Board of Directors for approval
I.9. Operational licensing system for marine users developed and implemented	Does not exist	System in execution	System not developed
I.10. Conflict Resolution Action Plan and Training Program implemented (cumulative # of trainings)	No program	8	8
I.11. Disaster Management Plan developed, consulted and presented to relevant entities for approval	Does not exist	DRM plan developed and presented to relevant entities for approval	DRM plan developed and presented to relevant entities for approval
I.12. Action Plan for training, education, research, outreach and communication activities implemented	Isolated activities in progress	Activities implemented according to Action Plan	Activities implemented according to Action Plan

## *Component II. Financial sustainability*

### **Classification: Unsatisfactory**

None of the main financial mechanisms has been developed. Only development of studies.

**Table 5. Summary. Component II. Financial sustainability**

Indicator	Baseline	Goal	Achieved
II.1. Comprehensive Willingness-to-Pay study (including sensitivity analysis) developed and accepted by CORALINA	Does not exist	Willingness-to-Pay study completed and accepted by CORALINA	Willingness-to-Pay study completed and accepted by CORALINA
II.2. Entrance fee collection system designed and implemented	Does not exist	System fully implemented	System partially implemented
II.3. Operational license system designed and implemented	Does not exist	System fully implemented	System not implemented
II.4. Marine PES feasibility study completed, demonstration project underway, and replicability determined	Does not exist	PES demonstration project underway and replicability determined	PES demonstration project not developed
II.5. “Friends of Seaflower” (private donations scheme) operational	Does not exist	Scheme operational	Scheme cancelled
II.6. Trust Fund and corresponding management arrangements formally established	Does not exist	Trust Fund established	Trust Fund not established
II.7. Feasibility studies for complementary financial mechanisms (special dive site fees, additional PES schemes, tourist tax etc) completed	0 studies	3 studies	5 studies

*Component III. Alternative livelihoods***Classification: Moderately Satisfactory**

Due to delays in the implementation of the component, the information linked with evaluation reports is based on the first phases of the program.

Indicator	Baseline	Goal	Achieved
III.1. Number of local community members having received entrepreneurial training through project (cumulative)	0 community members	600 community members	1,661 community members
III.2. Comprehensive feasibility studies for all proposed alternative livelihood pilot projects (7 sites) completed	Not initiated	8 feasibility studies	6 feasibility studies
III.3. Number of alternative livelihood pilot projects in execution (cumulative)	0 livelihood pilot projects in execution	7 livelihood pilot projects in execution	4 livelihood pilot projects in execution

Indicator	Baseline	Goal	Achieved
III.4. Number of compatibility programs (focused on artisanal fisheries, small-scale agriculture and MPA management) in execution (cumulative)	0	3 compatibility programs in execution	3 compatibility programs in execution
III.5. Annual participatory evaluation of private sector partner's effectiveness in fostering productive activities compatible with MPA (by beneficiaries)	Not initiated	Evaluation submitted	Evaluation submitted
III.6. Analysis of pilot project and compatibility programs to determine lessons learned for replication/scaling up of initiatives	Not initiated	Analysis submitted	Analysis submitted

#### *Component IV. MPA Monitoring and analysis*

##### **Classification: Satisfactory**

Many studies and activities are still in implementation. The MPA monitoring and analysis has improved but there's still room for improvement especially in institution collaboration and use of data for decision-making.

Indicator	Baseline	Goal	Achieved
IV.1. Existing monitoring protocols and programs for ecological and socio-economic monitoring revised or expanded as necessary and regularly applied	Several protocols and programs exist	Application	Application
IV.2. Integrated data management system to house collected data in coherent manner implemented	No system in place	System implemented	System implemented
IV.3. Program to monitor MPA management effectiveness (including assessments of inter-institutional collaboration, partnerships and stakeholder participation) implemented	Does not exist	Program implemented	Program implemented
IV.4. Number of existing community-based monitoring programs strengthened and amplified	3 programs exist	3 programs strengthened and amplified	4 programs strengthened and amplified
IV.5. Rigorous methodology for evaluating the effectiveness of education and outreach activities developed and regularly applied	Does not exist	Evaluation applied	Evaluation applied
IV.6. Analyses and evaluations of monitoring data give useful insights into impact of MPA implementation on ecosystem health, social-economic and cultural conditions, management effectiveness, and public knowledge/awareness of MPA	Isolated analyses and evaluations	Analyses and evaluations give useful insights	Analyses and evaluations delivered

Indicator	Baseline	Goal	Achieved
IV.7. Implementation of a climate change station in section south of the AMP	Does not exist	Climate change hydro meteorological station implemented	Climate change hydro meteorological station implemented

## IV. Results

This chapter looks at the achievement of the project outcomes. It includes the analysis of the GEF Tracking Tool for BD-SP2 (marine version), as one of the outcomes of the project (outcome 2). Last section presents a summary of the results and the likelihood of achieving project global environmental objectives using the GEF rating scale.

Although the 100% of the GEF funds have been already compromised, there are still some activities to be completed during the first 6 months of 2015. The analysis of the outcome achievement will be done taking into account these few additional activities, in order to see the entire project implemented.

As pointed out in the design chapter, the definition of outcome indicators limits the possibility to effectively assess the impact of the project, as they are mainly defined as output indicator or are not consistent with the outputs and activities linked. This condition also affects the analysis of long-term impacts of the project. However, some conclusions arise from the evaluation.

### A. Outcome analysis

#### Out.1. Extent (ha) of marine protected area

The MPA Seaflower is currently under several protection instruments and international recognitions at international level (UNESCO, Biosphere Reserve), national level (District of Integrated Management – MPA) and regional (Johnny Cay Regional Park, Old Point Mangrove Regional Park, The Peak Regional Park). The McBean Lagoon National Park is also within the limits of the MPA but it's managed by National Parks, although there's close collaboration between National Parks and CORALINA. After the ICJ ruling the extent of the MPA has been modified, although the Colombian government has not officially accepted the resolution. As explained in previous sections, the resolution reduces the area of the Seaflower MPA from the original 65,000 km<sup>2</sup> to 30,655 km<sup>2</sup>, mainly affecting the northern area. The resolution of this conflict will affect the impact of this outcome.

Furthermore in 2010 the Ministry of Environment started a national process to categorize and homologate all the natural areas in the country (*Decreto 2372*). The MPA is not included within the new categories of management and after several years of discussion between the Ministry and CORALINA finally the area has been declared as “District of Integrated Management – *MPA Seaflower*”. According to some interviewees in the Ministry, the definition of ruling in the area is still in execution and the final resolution could affect the current zoning and regulations of the Archipelago.

There is some uncertainty about how the ICJ ruling will be solved and how the homologation will affect the MPA management. Regarding the outcome “6,500,000 ha of declared MPA effectively protected” the

evaluation concludes that the protection has significantly improved during the project but the implementation of the normative and regulations it's not yet fully effective, especially in the offshore areas as detailed in the output analysis of component I.

<b>Baseline</b>	6,500,000 ha declared and partially protected by isolated initiatives
<b>Planned</b>	6,500,000 ha of declared MPA effectively protected
<b>Achieved</b>	6,500,000 ha of declared MPA protected

## Out.2. Improved MPA management effectiveness (as measured by GEF Tracking Tool for BD-SP2 [marine version])

The GEF Tracking Tool for BD-SP2 is presented in Annex I. The update of the Tracking Tool (last version was complete in 2013) was made through an extensive fieldwork with stakeholders (focus groups, individual interviews) and several meetings with CORALINA's staff. The goal for this outcome (75%) was determined according to the GEF analysis and the definition of the base line (37%) through the Tracking Tool and how it would improve if all the outputs and outcomes of the projects were achieved.

The results of the Tracking Tool show a slight decrease of the MPA management effectiveness (from 64.0% to 61.9%), although there has been a significant improvement since the beginning of the project, when the management effectiveness was estimated 37.4%. The main decrease is linked with the Output achievement of the MPA. The goal for this output (75%) was not achieved.

The summary of the final score is presented in the next table.

**Table 6. Summary. GEF Tracking Tool for BD-SP2**

	Maximum score	2015		2013		2009	
		Your score	%	Your score	%	Your score	%
Final score for <b>Context (A)</b>	26	19	73.1	20	76.9	16	61.5
Final score for <b>Planning (B)</b>	14	12	78.6	12	85.7	9	64.3
Final score for <b>Inputs (C)</b>	14	6	42.9	5	35.7	1	7.1
Final score for <b>Process (D)</b>	25	17	68.0	17	68.0	10	40.0
Final score for <b>Outputs (E)</b>	33	19	57.6	22	66.7	8	24.2
Final score for <b>Outcomes (F)</b>	27	13	48.1	13	48.1	8	29.6
<b>Total (= A+B+C+D+E+F)</b>	<b>139</b>	<b>86</b>	<b>61.9</b>	<b>89</b>	<b>64.0</b>	<b>52</b>	<b>37.4</b>

Regarding the Context (A) the score in the final evaluation is slightly lower than in the mid-term evaluation as the information available is not enough for the decision making processes, as it was revalidated by the CORALINA staff.

Regarding the Planning (B) the score is the same as in the mid-term evaluation, as the IMP has not been approved yet and the monitoring data is not routinely incorporated into planning.

The section Inputs (C) has improved since the mid-term evaluation as the integrated data system has been put in place and there is a comprehensive program of research work that is relevant to management needs.

The section Process (D) has also kept the score since the mid-term evaluation. In this case, the question about the monitoring and evaluation was scored lower than in 2013 as the monitoring and evaluation system results are not systematically used for management (it was not the situation in the mid-term evaluation, as it was adequately described, although the score was higher); but higher regarding the staff training and skills.

Regarding section Outputs (E), even if the legal status improved, as well as the regulations, there's still room to improve the resource inventory, the effectiveness of the zoning and the stakeholders concern and mechanism to allow their participation. This evaluation considers that there has not been a decrease in these aspects since the mid-term evaluation. However, according to this final evaluation, the scores in the mid-term evaluation were not precise and did not take into account some of the limitations than the program faced. It's important to highlight the improvement in comparison with the base line.

Finally, section Outcomes (F) does not vary in its score. There has not been any substantial change since the mid-term evaluation (2013) but, as in sections before, the improvements since the beginning of the project are significant. The stakeholders still consider that they are not adequately represented in the MPA decision-making processes and only are invited for information meetings. Furthermore, although there's awareness and it has improved somewhat in the last years among the community about MPA regulations and threats, the compliance is still low.

Some questions should be reviewed in order to be clarified and not mislead the results<sup>17</sup>.

Baseline	Total Final Management Effectiveness Score: 37%
Planned	Total Final Management Effectiveness Score: 75%
Achieved	Total Final Management Effectiveness Score: 61.9%

<sup>17</sup> In particular, this report suggests reviewing the following questions: Question #4. *Marine protected area boundary demarcation – Are the boundaries known and demarcated?*: need to differentiate between demarcated and known (two different goals); Question #7. *Stakeholder awareness and concern – Are stakeholders aware and concerned about marine resource conditions and threats?*: Two different goals: awareness and concern; Question #10. *Research – Is there a program of management-oriented survey and research work?*: The options are too broad. Need intermediate options (especially between rates 2 and 3); Question #13. *Education and awareness program – Is there a planned education program?*: The options are too broad. Need intermediate options (especially between rates 2 and 3); Question #21.c. *Education materials – education materials are available, or new one have been developed*: are the educational materials enough; Question #27. *Staff Training*: same question as Question #17. *Staff training – Is there enough training for staff?*; Question #32 *Environmental awareness – Has community environmental awareness improved?* and Question #33 *Compliance – Are users complying with MPA regulations?*, ask the same issue as Question #7. *Stakeholder awareness and concern – Are stakeholders aware and concerned about marine resource conditions and threats?*

### Out.3. Percentage of estimated annual operating costs directly related to the integrated management of the Seaflower MPA covered by income from sustainable financial mechanisms

One of the most challenging components of the project was the development of financial mechanisms to self-sustain the operating costs of the MPA. Unfortunately, as seen in the previous chapter, none of the main mechanism was viable due to technical, institutional and/or legal reasons. According to the financial information shared by CORALINA and data from the latest PMRs, the percentage of estimated annual operating costs directly related to the management of the MPA does not reach the 50% of the needs.

Currently the recurrent income only comes from the entrance fee to Johnny Cay. At the end of 2015 a new entrance fee to Old Point Mangrove Regional Park will be set. Other financial mechanisms to occasionally cover operational costs are the Environmental Compensation Fund (US\$943,000 received in 2013 – Resolution No.1100, August 30, 2013), financing for specific project through local government calls; agreements with other institutions (national and international) – mainly in-kind services – and the National Royalty System, as the main important ones. All these mechanisms are variable and they don't guarantee the self-sustainability of the MPA. Furthermore, most of this variable financing is linked to specific projects and activities and the conditions are not flexible to distribute the financing according to specific needs or priorities.

Baseline	0%
Planned	100%
Achieved	40%

### Out.4. Number of local community members, including women and youth, receiving economic benefits from participation in alternative sustainable livelihood projects and compatibility programs

According to the last PMR (March 2015, draft), the number of local community members receiving economic benefits from participation in alternative sustainable livelihood projects and compatibility programs is 161 (plus 440 indirect beneficiaries). This number includes participants in the breadfruit project, black crab, ecotourism and guards. Some of the families participating in the programs (e.g. black crab project, ecotourism) have been receiving economic benefits from this activity before the project started. However, the baseline defined was zero, as if the participants were not receiving income related with the alternative sustainable livelihood projects and compatibility programs. There is no mechanism to monitor the economic and social benefits (e.g. % of income increase in families participating) or the improvement of the economic benefits linked with the activities of the project. As described in sections above, this indicator was inadequately defined as there was not enough information to define a planned objective and the number of community members was overestimated. Furthermore, the activities have not been fully implemented as they had some delays and started in 2013.

Baseline	0
Planned	1,200 local community members
Achieved	161 direct beneficiaries

Out.5. MPA management measures and effectiveness informed by relevant, up-to-date monitoring programs and analyses, performed by trained personnel, and developed within an adaptive, question-based context

CORALINA has done a massive effort to strength and develop an integrated monitoring and data management system, in agreement with other institutions. As seen in the implementation of Component IV, many training and capacity building workshops have been held in order to performed a better monitoring of the MPA. The integration of the monitoring and data management with other organizations is still in execution. Although the objective of the output was to design a systems to use internally by CORALINA, in order to have a *MPA management measures and effectiveness informed by relevant, up-to-date monitoring programs and analyses*, the participation of other organizations is key to deliver an effective system to be used as a decision tool. Protocols and operation manuals are being discussed in order to improve the coordination and implementation of an integrated system, where all the institutions can introduce data and have access to the information.

Baseline	Integrated monitoring and data management system does not exist
Planned	Integrated monitoring and data management system in operation
Achieved	Integrated monitoring and data management system in operation

#### B. Summary outcome indicators

This section presents a brief overarching conclusion on results achievement. The Likelihood of Achieving Project Global Environmental Objectives will be rated using the GEF rating scale that classifies the achievement as:

- **Highly Satisfactory (HS):** Project is expected to achieve or exceed **all** its major global environmental objectives and yield substantial global environmental benefits, without major shortcomings. The project can be presented as “good practice”.
- **Satisfactory (S):** Project is expected to achieve **most** of its major global environmental objectives, and yield satisfactory global environmental benefits, with only minor shortcomings.
- **Moderately Satisfactory (MS):** Project is expected to achieve **most** of its major relevant objectives but with either significant shortcomings or modest overall relevance. Project is expected not to achieve **some** of its major global environmental objectives or yield some of the expected global environment benefits.
- **Moderately Unsatisfactory (MU):** Project is expected to achieve **some** of its major global environmental objectives with major shortcomings or is expected to achieve only **some** of its major global environmental objectives.
- **Unsatisfactory (U):** Project is expected **not** to achieve **most** of its major global environment objectives or to yield any satisfactory global environmental benefits.
- **Highly Unsatisfactory (HU):** The project has failed to achieve, and is not expected to achieve **any** of its major global environment objectives with no worthwhile benefits.

**Classification: Moderately satisfactory**

The main limitation to assess the outcomes of the project is the inadequate definition of the indicators and the lack of logic between outputs and outcomes. If the evaluation only looked to the outcome indicators stated in the document of approval, the classification would be unsatisfactory. However, the analysis of the outputs indicates a marginally satisfactory achievement of the program. As stated, the issue is that the outcomes do not reflect the results of the project.

The demarcation has been achieved although is not effective in offshore areas and alternative measures (maps) need to be developed. Key financial mechanisms have not been developed. Members receiving economic benefits are not achieved and there are important issues to measure this indicator. MPA monitoring data is in place although coordination with other institutions (operational protocols) and use of data for decision-making needs more progress to achieve the final goal of the outcome.

**Table 7. Summary. Outcome indicators**

Indicator	Baseline	Goal	Achieved
Out.1. Extent (ha) of marine protected area	6,500,000 ha declared and partially protected by isolated initiatives	6,500,000 ha of declared MPA effectively protected	More than 6,500,000 ha of declared MPA protected
Out.2. Improved MPA management effectiveness (as measured by GEF Tracking Tool for BD-SP2 [marine version])	Total Final Management Effectiveness Score: 37%	Total Final Management Effectiveness Score: 75%	Total Final Management Effectiveness Score: 61.1%
Out.3. Percentage of estimated annual operating costs directly related to the integrated management of the Seaflower MPA covered by income from sustainable financial mechanisms	0%	100%	40%
Out.4. Number of local community members, including women and youth, receiving economic benefits from participation in alternative sustainable livelihood projects and compatibility programs	0	1,200 local community members	141 direct beneficiaries and 440 indirect beneficiaries
Out.5. MPA management measures and effectiveness informed by relevant, up-to-date monitoring programs and analyses, performed by trained personnel, and developed within an adaptive, question-based context	Integrated monitoring and data management system does not exist	Integrated monitoring and data management system in operation	Integrated monitoring and data management system in operation

Some indirect results have been achieved during the implementation of the project, although they are not reflected in the planned outcomes (because they were not part of the results of the activities or because they were but the indicators have not properly presented them). For example, the financial management of the Johnny Cay Regional Park improved significantly, with a better control of the entrance and increasing

the entrance fee collection. Some agreements with national and international institutions arose during the project thanks to the great effort of CORALINA to join with other programs and experiences. Regarding the creation of an integrated monitoring and data management system to house collected data the results were beyond planned, and CORALINA is doing an important effort to involve other institutions, as the academy and the local government, to be users and responsible of the data management system, so they can introduce other data related to the social, economic and ecological context of the MPA and, finally, use it as a baseline for decision-making processes.

Long-term impacts are difficult to assess. However, some of the activities achieved at the end of the project could have impact on global environmental benefits and local population in the MPA and its area of influence. For example, the better demarcation of the MPA with delimited areas for different uses could help to manage the ecosystems and improve its quality (e.g. control of fishing of banned species and decrease in illegal activities that negatively affect coral). The ecosystems in the MPAs are not static but dynamic, and the interrelation with other MPA and territories in the region are key to preserve the biodiversity and the natural characteristics of the MPA and have global environmental benefits.

Furthermore, the improve monitoring system could help also in the MPA management, but only when other institutions –public and private– also participates in the monitoring and control and results could be use in the decision-making progress. Results on alternative livelihoods are still in early stages. However, in order to have long-term impacts and create sustainable local business, accompany of the public and private institutions with the beneficiaries has to go further than the project to be able to consolidate business plans and results. Finally, the lack of major financial mechanisms to effectively and sustainably manage the MPA is a key issue that will affect the maintenance of the activities developed by CORALINA and other stakeholders in the island and, consequently, will impact the long-term effects of the project.

The replicability of the project is directly linked with the possibility of achievement of financial mechanisms to effectively manage the protected area. The achievement of economic impact on beneficiaries participating in the alternative livelihood pilot projects could also have catalytic effects in other MPA and territories where the research of alternative economic activities is needed to decrease impacts in their natural resources. CORALINA has a unique role in the management of the protected area and many lessons can be learned from this project (discussed in the last chapter of the evaluation). The demonstrative effects of some activities (e.g. monitoring, enforcement, education programs) could be an example to be replicated for other institutions working in MPA and managing complex social, economic and natural environments.

## **V. Financial analysis**

The financial execution of the project has been, overall, highly satisfactory. The annual audit reports have been satisfactory and recommendations have been adequately implemented.

There have been two modifications in the distribution of the programmed budget, one in 2012 –to increase the budget for audits– and the other one in 2014 –in order to redistribute the balance to conclude the project–. Component III –planned to be financed with GEF and MIF financing– was finally financed almost entirely with funds from the National Royalty System. In the case of Component II some outputs were financially, legally and/or institutionally unviable, so they closed and the remained budget was

transferred to other activities. Specifically, a new output was included within Component IV, to buy a climate change station hydro meteorological station to improve environmental monitoring. Next tables show the budget distribution by component and by source.

**Table 8. Budget distribution by component, GEF funds**

<b>Components</b>	<b>2010</b>	<b>2012</b>	<b>2014</b>
1. Adaptive management	1,416,000	1,386,000	1,291,000
2. Financial sustainability	359,000	359,000	273,000
3. Alternative livelihoods	348,000	348,500	215,500
4. MPA Monitoring and analysis	616,000	616,000	929,500
5. Project administration	245,000	245,000	245,000
6. Audits	16,000	46,000	46,000
<b>Total</b>	<b>3,000,000</b>	<b>3,000,000</b>	<b>3,000,000</b>

**Table 9. Budget distribution by component and source**

<b>Components</b>	<b>Programed (2010)</b>				<b>Current (2015)</b>		
	<b>GEF</b>	<b>MIF</b>	<b>Local</b>	<b>Total</b>	<b>GEF</b>	<b>Local</b>	<b>Total</b>
1. Adaptive management	1,416,000	0	3.104.000	4,520,000	1,291,000	3,104,000	4,395,000
2. Financial sustainability	359,000	0	111.000	470,000	273,000	111,000	384,000
3. Alternative livelihoods	348,000	1,020,000	348.000	1,716,000	215,500	1,368,000	1,583,000
4. MPA Monitoring and analysis	616,000	0	1.270.000	1,886,000	929,500	1,270,000	2,199,500
5. Project administration	245,000	0	400.000	645,000	245,000	400,000	645,000
6. Audits	16,000	0	0	16,000	46,000	0	46,000
<b>Total</b>	<b>3,000,000</b>	<b>1,020,000</b>	<b>5,233,000</b>	<b>9,253,000</b>	<b>3,000,000</b>	<b>6,253,000</b>	<b>9,253,000</b>

Although the mid-term evaluation showed a low financial execution (only 45% of the total project planned budget was used while 60% of implementation time had passed), the implementation has improved significantly and the balance in June 2015 (Table 9). In October 2014 the IDB approved an extension of 6 months –closing on June 17– although the entire balance was compromised during 2014; in 2015 the Bank approved 3 additional months –closing on September 17-.

**Table 10. Executed budget analysis by component**

Components	Programed			Executed 2010-2015		
	GEF	Co-Fin	Total	GEF	Co-Fin	Total
1. Adaptive management	1.291.000	3.104.000	4.395.000	1.291.000	3.199.529,48	4.490.529,48
2. Financial sustainability	273.000	111.000	384.000	273.000	148.772,00	421.772,00
3. Alternative livelihoods	215.500	1.368.000	1.583.500	215.500	1.867.738,00	2.083.238,00
4. MPA Monitoring and analysis	929.500	1.270.000	2.199.500	959.500	1.543.012,00	2.472.512,00
5. Project administration	245.000	400.000	645.000	245.000	403.250,00	648.250,00
6. Audits	46.000	0	46.000	46.000	0,0	46.000,00
<b>Total</b>	<b>3.000.000</b>	<b>6.253.000</b>	<b>9.253.000</b>	<b>3.000.000</b>	<b>6.283.112</b>	<b>10.162.301,48</b>

## VI. Looking forward

This chapter analyzes firstly the financial, institutional and social sustainability of the project, understood as the probability of the continuation of the benefits after the completion of the project, and its assessment according to GEF score classification. It also presents the lessons learned in the design and the implementation of the project and, finally, some specific recommendations looking forward.

### A. Sustainability

#### Financial sustainability

The financial sustainability of the project is the major and significant limitation to maintain the benefits of the project and the viability of the MPA in the future. As seen in previous chapters, none of the main financial mechanisms has been developed. The only recurrent income directly collect by CORALINA – apart from the annual budget assigned by the national government– is the entrance fee at the Johnny Cay Regional Park. At the end of 2015 another entrance fee will be establish at the Old Point Regional Park. However, these inputs do not cover the need to sustain the management of the MPA. Currently CORALINA relies on international programs and local contributions that do not give financial stability to establish a long-term program in coordination with the local government and other institutions.

The expensive expenses needed to manage the MPA are mainly linked with the monitoring and surveillance activities, although CORALINA has a long list of responsibilities in the MPA. The challenge not only lies in the availability of funds, but how to effectively use these resources.

#### Institutional sustainability

CORALINA has a motivated and trained staff, aware of the main threats and needs of the island. The administrative and institutional capacity of CORALINA is adequate, although as seen in the project implementation the staff is not enough for the amount of responsibilities. The reputation among the community, although after the ICJ ruling has deteriorated, is considered good according to the

interviewees but a need to reinforce the monitoring, enforcement and educational programs was frequently highlighted. Also according to some interviewees –former and current employees of CORALINA– the technical capacity of CORALINA has decreased in the last years. Some of the best technicians left to other international institutions or to the local government to develop their professional careers. Almost all the interviewees emphasized the usefulness of the trainings to improve their knowledge and have access to better jobs. In some cases, the lack of financing for specific projects moved away some good professionals. This is one of the reasons why it's important to organize the mission of the institution through long-term programs, and not one-time projects.

The institutional sustainability is also linked with the regulations of the MPA. Currently the legal framework is not clear – and any of the interviewees could explain the situation – as several regulations coexist in the MPA (e.g. the new classification as a District of Integrated Management, the Coastal Environmental Units, the IMP –although it has not been formally approved–, or the local territorial planning –currently in preparation–). The need to clarify the regulatory framework also involves the clarification of roles for all the institutions and stakeholders participating in the MPA management.

The project added some installed capacity in CORALINA staff and also in the participants in the trainings and activities. It also provided important infrastructure for the MPA management (monitoring tools, boats).

### Social sustainability

One of the main objectives of the MPA is the participatory management of the protected area. Under this context, all the activities related with the MPA, including the GEF project, have had a significant participation of the community, with special involvement of the Raizal community.

The socioeconomic context in the islands, especially in SAI, causes conflicts between conservation and economic development. The development of alternative livelihoods to mitigate the pressure over the natural resources started more than a decade ago. The activities linked with the GEF project had important delays due to non-approval of the MIF funds, and the expectation created at the beginning of the project worsened the relation between CORALINA and the potential beneficiaries. Once the funding from the National Royalty System launched the project activities again, the participation increased. According to the interviewees who participated in the alternative livelihoods program, they have started this kind of activities several times in the past but they have never finished a business plan or a pilot project because the training and/or the financing finish and there's no accompaniment through all the process.

One of the major successes of this project, highlighted by the major of the interviewees, is the training and on-going education programs. More than a thousand people have participated in activities linked with the MPA management. The ownership of the project is positive although the beneficiaries of the project and the community in general interviewed asked for more visibility and transparency regarding the activities that CORALINA manages in the MPA (institutional strengthening, cooperation with other institutions, educational programs, control and surveillance, etc.).

### Sustainability assessment

The GEF Monitoring and Evaluation Policy specifies that the evaluation will assess the likelihood of sustainability of outcomes at project termination. The rating scale presents the following classification:

- **Likely (L).** There are no or negligible risks that affect this dimension of sustainability.
- **Moderately likely (ML).** There are moderate risks that affect this dimension of sustainability.
- **Moderately unlikely (MU).** There are significant risks that affect this dimension of sustainability.
- **Unlikely (U).** There are severe risks that affect this dimension of sustainability.

Each dimensions of risks to sustainability has been rated based on an overall assessment of the likelihood and magnitude of the potential effect of the risks considered. According to the GEF policy, *all the risk dimensions of sustainability are critical. Therefore, overall rating for sustainability will not be higher than the lowest rated dimension.* After the analysis described above, the financial sustainability is considered **moderately unlikely** and limits the overall classification of the project, although the rest of the dimensions have higher classifications.

## B. Lessons learned

The “Protecting Biodiversity in the Southwestern Caribbean Sea” is a complex and ambitious program implemented in a complex context. Several external and internal factors impacted the effective execution of the project, highly relevant at the local, national and international level. The analysis of the project design, implementation issues and sustainability dimensions reveals important lessons learned to take into account.

Regarding the design of the project the prioritization of the activities is the key to be realistic and to focus in the main priorities for the MPA. The close collaboration with other institutions with responsibilities in the MPA management is essential to implement a sustainable management in such a wide area. CORALINA alone will not be able to manage the MPA, neither financially nor administratively.

The project should have included an earlier participation of key stakeholders –as the local government– to devise financial strategies and define specific roles and competencies to develop them. This should have better outlined the available and feasible financial instruments to develop during the program. The limitations in the achievement of results related with the financial activities, constrains the short and medium term sustainability of the MPA. The role of CORALINA in the management of the MPA requires recurrent financing, especially for the monitoring and enforcement activities that allows a long-term programming. Furthermore, the role of CORALINA should not rule out the role of other institutions in the financial sustainability of the MPA.

The analysis and studies on different financial mechanisms to ensure the financial sustainability of the MPA have been an important exercise to know the alternatives and possibilities that CORALINA and other institutions have to manage the MPA. However, the project showed that these studies need to be prepared in the first stages of the project or, even, as a requirement in order to know the reality regarding the real options to develop other alternatives during the project.

Regarding the implementation of the project, the experience shows that effective harmonization and coordination among institutions is essential in order to effectively manage the MPA. This includes, for example, the participation in key activities to achieve the financial sustainability of the MPA. Furthermore, the constant tracking and evaluation of agreements and programs would help the improvement of the MPA management, the appropriation of the program and the implementation of the IMP.

Important activities with the community have been developed and strengthened in order to develop an integrated, participatory and effective management plan. The social appropriation of the project is key to be able to sustain the results and develop an effective IMP. In this project, although some obstacles external to the project (e.g. ICJ rule), the participation of the community has been high and the appropriation of the project in the main stakeholders, including CORALINA, is satisfactory. A better decision-making strategy needs to be put in place in order to make the stakeholders participation – including the private sector– stronger and binding in some important management decisions that can affect the community. The close work with other institutions has been also a key factor to implement some of the education and training activities. However, more efforts are needed to effectively implement the agreements and the definition of responsibilities.

The project has generated good data and has tried to compile it in an integrated data management system to house collected data in a coherent manner, together with older information from studies and projects. However, currently there's only one staff managing the database. Protocols have not been developed yet and, even if other institutions have received specific training, the system is not online and only CORALINA has access to it. The main goal is to use the system as a common and public repository for all the institutions in the MPA, and a tool for decision-making.

### **C. Recommendations**

Some other specific recommendations regarding specific products of the program are:

- Regarding the component I. Adaptive management
  - The Demarcation Plan needs to be complemented with specific maps, especially for the offshore areas in order to effectively manage the MPA in all the areas.
  - CORALINA's Board should officially approve the IMP and its update. This will help the definition of roles within CORALINA and with other local and national institutions.
  - CORALINA has good relations with other institutions and for decades has signed agreements and memorandum of understandings to collaborate in the MPA management. However, more efforts are needed to develop common operational protocols for the sustainable IMP.
  - The enforcement system, regulations and procedures should be clearly defined and better monitoring and assessment evaluation should be conducted to control the compliance of the agreements.
  - The participation of the stakeholders needs to go beyond the simple information sessions. Co-management and binding participation in the decision-making should be considered for some decisions impacting the community.
  - The community needs to be aware of the management of the MPA. More information and transparency is needed. One option could be to deliver a monthly magazine with information to distribute to the main stakeholders and public spaces. This information would include periodic evaluations of the MPA management activities.
  - Include in the school's curricula an educational program about the MPA to work with children about the characteristics, threats and alternatives for management.

- Regarding the component II. Financial Sustainability
  - Efforts to ensure the financial sustainability of the MPA needs to be developed. CORALINA should keep the dialogue with the local and national government and the private sector to find sustainable financial mechanisms to successfully manage the MPA. Long-term sustainable mechanisms develop among the public institutions with competition in the Archipelago and with the community, including the private sector.
  - Alternative strategies for the financial management of the MPA need to be explored taking into account the legal restrictions for each institution and with the effective participation of all the stakeholders.
  - CORALINA cannot effectively manage the MPA Seaflower alone. Develop a common program to framework all the management activities with the rest of institutions from an integrated perspective.
- Regarding the component III. Alternative livelihoods
  - The alternative livelihood program is relevant to decrease the pressure over the natural resources. However, the training and capacity sessions need to be accompanied over longer periods of time. CORALINA should attend the beneficiaries of the alternative livelihood programs for longer periods in order to consolidate the activities (including the marketing and commercial stages) and have more impact in their income and welfare.
  - The definition of accurate feasibility studies is very important in order to define the characteristics and limitations of the alternative livelihoods projects. In this program some limitations have been revealed in the quality of the studies, that have limited in some cases the success of their implementation.
  - CORALINA, the local government and other institutions need to help stakeholders and entrepreneurs to find financial resources to develop new business and activities (seed capital).
- Regarding the component IV. MPA Monitoring and analysis
  - A central office of control managed by all the institutions involved in control and surveillance would help to gather the information and control the procedures.
  - Build a common repository place to gather all the information of all the institutions in the island. A public space for consultation. The information needs to be used in decision-making by CORALINA and the local government.

## Annexes

### A. Terms of reference

#### Colombia

Consultoría: Evaluación Final del Proyecto GRT/FM-117865-CO: Proyecto Protección de la Biodiversidad en la región Suroccidental del Caribe

#### TÉRMINOS DE REFERENCIA

##### Antecedentes

El archipiélago colombiano de San Andrés, Providencia y Santa Catalina está ubicado en la región suroccidental del mar Caribe. Comprende tres islas pequeñas habitadas y varios cayos despoblados. El archipiélago en su conjunto fue designado en 2000 como Reserva de Biosfera por la Organización de las Naciones Unidas para la Educación, la Ciencia y la Cultura (UNESCO) y tiene una extensión aproximada de 300.000 km<sup>2</sup>. En 2005, el Gobierno de Colombia estableció formalmente la reserva de biosfera el Área Marina Protegida de *Seaflower* de una extensión de 65.018 km<sup>2</sup>, convirtiéndola en la primera área marina protegida oficial del país.

Reconociendo la clara necesidad de una pronta puesta en práctica del Plan de Manejo Integrado<sup>18</sup>, el Gobierno de Colombia solicitó la ayuda del Banco en la presentación de una propuesta de proyecto para dichos objetivos. En el 2008, el Fondo para el Medio Ambiente Mundial (FMAM o GEF por sus siglas en inglés) aprueba el Proyecto “Protección de la Biodiversidad en la Región Suroccidental del Caribe” por un monto de US\$ 9.253 millones que serán ejecutados en un plazo de 5 años por la Corporación para el Desarrollo de San Andrés, Providencia y Santa Catalina (CORALINA).

El objetivo del Proyecto es la protección, conservación y uso sostenible de importantes ecosistemas marinos y costeros y la biodiversidad de la región suroccidental del mar Caribe; para lo cual se establecieron los siguientes componentes: (i) Manejo Adaptativo, (ii) Sostenibilidad Financiera, (iii) Medios de Vida Alternativos, (iv) Seguimiento y Análisis, y (v) Administración del Proyecto.

La finalidad de los presentes términos de referencia es establecer el alcance general y específico de la consultoría para realizar la Evaluación Final del Proyecto, en seguimiento a los compromisos contractuales suscritos por el Organismo Ejecutor con el BID y el FMAM.

##### Objetivos de la Consultoría

##### 2.1 Objetivo General de la Consultoría

Realizar una evaluación de los resultados del Proyecto Protección de la Biodiversidad en la región Suroccidental del Caribe, proporcionando un análisis completo y sistemático desde el diseño del Proyecto, el proceso de implementación, y la obtención de los productos, resultados y posibles impactos del mismo.

##### 2.2 Objetivos Específicos de la Consultoría

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 FMAM<sup>19</sup>. Este análisis deberá enfocarse en determinar en los siguientes aspectos:

- Evaluar el diseño del Proyecto, el sistema de monitoreo y evaluación del mismo (diseño, implementación y presupuesto) y la aplicación o no de una gestión de planificación adaptativa a partir de los riesgos

<sup>18</sup> Financiado GEF y Banco Mundial en la primera fase de esta operación.

<sup>19</sup> GEF CEO Endorsement

identificados y los resultados de la evaluación de medio término tomando en consideración los diferentes tiempos, ritmos y visiones de los actores involucrados.

- Presentar un análisis de los actores involucrados en el proyecto durante la vida del mismo y su impacto en los resultados del mismo.
- 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).
- 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.
- Sistematizar las lecciones aprendidas que pueden mejorar la selección, diseño y ejecución de futuras actividades financiadas por el FMAM, particularmente en el apoyo a áreas marinas protegidas.
- Proporcionar retroalimentación acerca de los temas que son recurrentes en los proyectos del FMAM según los objetivos estratégicos establecido para el financiamiento de Proyectos de biodiversidad, como por ejemplo la sostenibilidad financiera de las áreas protegidas.
- Reportar acerca de la relevancia de los resultados del proyecto con respecto a los objetivos del FMAM y a las prioridades nacionales.
- 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 FMAM,
- Evaluar el uso y nivel de desembolso de recursos, tanto de la donación FMAM, como de la contrapartida identificada para este proyecto.

## **Principales Actividades**

### 3.1 Plan de Trabajo y Metodología

Para el desarrollo de la consultoría se deberá proponer una metodología y plan trabajo que permita asegurar el cumplimiento de los objetivos de estos Términos de Referencia y coordinar las diferentes acciones necesarias con Coralina, para estos fines se pueden proponer instrumentos y mecanismos de evaluación utilizados en programas de biodiversidad y gestión de áreas marinas protegidas, preferiblemente financiados por el FMAM. También se deben incluir los principales requerimientos detallados de las Guías para Agencias del FMAM para llevar a cabo Evaluaciones Finales (“*Guidelines for GEF Agencies conducting Terminal Evaluations*”, “*GEF Evaluation Office Ethical guidelines*”), así como tener en cuenta las políticas del BID al respecto.

El consultor deberá viajar a Bogotá, San Andrés, Providencia y Santa Catalina con el propósito de realizar las entrevistas con los actores descritos en el presente inciso, y visitar en campo los sitios de intervención del Proyecto. También al final se deberá presentar los resultados de la evaluación en un foro público.

### 3.2 Análisis de documentos

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

- El Convenio de Financiamiento No Reembolsable de Inversiones del Fondo del Medio Ambiente Mundial No GRT/FM-11865-CO.
- La política de seguimiento y evaluación del FMAM.
- Las guías para preparación de Evaluaciones Finales del FMAM
- Los reportes de implementación del Proyecto (PIR- por sus siglas en inglés) e informes semestrales de ejecución para el Banco.
- “Tracking Tools” del 2009 (aprobación) y 2013 (evaluación intermedia).
- Los documentos de preparación del Proyecto presentados al FMAM y aprobados por el CEO
- Documentos del Proyecto CO-X1004

- El Reglamento Operativo del Proyecto
- Herramientas de planificación del proyecto: PMR, POA y Plan de Adquisiciones, entre otras.
- El informe de la Evaluación Intermedia del Proyecto.
- Las actas de las reuniones de los comités: agentes sociales, comité interinstitucional y junta asesora internacional.
- Las ayudas memoria de las misiones y reuniones de seguimiento realizadas por parte del Banco.
- Los estados financieros del Proyecto.
- Los informes finales de las consultorías financiadas por el proyecto y otros documentos técnicos relevantes.
- Plan de Manejo Integrado del AMP para el 2010 y la actualización del 2014.

### 3.3 Visitas de campo para verificar los logros del Proyecto

El Consultor deberá realizar una gira de campo a la sede del Proyecto en la Isla de San Andrés, de igual forma deberá visitar las áreas de intervención del Proyecto en las otras islas o áreas de intervención en el archipiélago.

### 3.4 Diseño y aplicación de entrevistas y consultas

El Consultor deberá elaborar y llevar a cabo un programa de entrevistas<sup>20</sup> para obtener opiniones y percepciones de los siguientes actores sobre el desempeño del Proyecto:

- Personal del Banco Interamericano de Desarrollo responsable de la supervisión técnica del Proyecto en la Representación de Colombia,
- Personas relevantes vinculadas directa o indirectamente con el Proyecto en CORALINA.
- Autoridades nacionales, regionales vinculadas con el Proyecto, tales como Ministerio de Ambiente y Desarrollo Sostenible (Punto Focal Operacional del FMAM), Dirección de Parques Nacionales, etc.
- Los gobiernos locales – particularmente las Alcaldías de las San Andrés, Providencia y Santa Catalina.
- Actores de la sociedad civil y organizaciones no-gubernamentales vinculadas con el archipiélago (patronatos, asociaciones de pescadores, buceadores, etc.).
- Otros programas de cooperación relacionados a la gestión de áreas marinas protegidas en Colombia.

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

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

- El consultor debe evaluar el grado de cumplimiento de los objetivos globales ambientales, los objetivos y los indicadores 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 FMAM (ver anexo 1).

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<sup>20</sup> El listado descrito en el inciso 4.3 es solamente una identificación preliminar, no excluye que en el desarrollo de la consultoría sean propuestos más actores

- 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.
- Evaluación del enfoque o mecanismo de ejecución del Proyecto sus limitaciones y ventajas para la obtención de los productos y resultados esperados. Se deberá evaluar las ventajas y desventajas de la contratación de la empresa de asistencia técnica como una tercerización de la ejecución.
- Evaluación del sistema de monitoreo y evaluación del Proyecto en función de la política de monitoreo y seguimiento del FMAM, detallando si este reunía los requerimientos mínimos durante el diseño del Proyecto y, posteriormente, como 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 explicativas.
- 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. Se deberá revisar y cuantificar los fondos de cofinanciamiento comprometidos al momento de aprobación del Proyecto. 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.
- Se deberá actualizar la herramienta de monitoreo del FMAM (conocido como Tracking Tool en inglés) del área focal de biodiversidad respectiva, a través de consultas o reuniones con Coralina, usuario del AMP, actores vinculados y otros que puedan fortalecer el proceso de determinación de la efectividad de manejo del AMP *Seaflower*.
- Se deberá emplear el sistema de calificaciones del FMAM según lo especificado en las guías para preparación de Evaluaciones Finales del FMAM. Ver anexo 1.

### 3.6 Análisis y presentación de la información recopilada

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

- 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 resultados vigente.
- Estado de cumplimiento de las condiciones contractuales.
- Análisis de involucramiento y del rol desempeñado por la Coralina y el BID en la gestión del Proyecto.
- 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.
- Desarrollo de cadenas de impacto orientadas al objetivo de impacto del Proyecto.
- Análisis de cumplimiento de supuestos del Proyecto.

- Análisis de limitantes y aportes que resultaron de una ejecución del Proyecto a través de estructuras como los comités fortalecidos en el componente 1.
- Detección de las desviaciones respecto al diseño en el marco técnico, financiero, económico e institucional para la ejecución del Proyecto.
- Definición de las debilidades y fortalezas de los procesos asociados a la ejecución del Programa.
- Análisis de cumplimiento de roles de los actores institucionales involucrados en la ejecución del Proyecto.
- 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.
- Análisis de factores de riesgo que afectaron la ejecución del Proyecto como ser: el fallo de la CIJ de la Haya, cambios en personal del BID y Coralina, entre otros.

### 3.7 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 San Andrés, Colombia donde se exponga, se discuta y se reciba la retroalimentación requerida por parte del Organismo Ejecutor, actores vinculados y del Banco para elaborar el documento final de evaluación y Ayuda Memoria del Taller realizado. Coralina será responsable de la logística y organización del evento.

### **Productos e Informes**

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

4.1 Metodología y plan de trabajo con su cronograma de actividades a los 10 (diez) días después de suscrito el contrato.

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

- Información general acerca del Proyecto.
- Información general de la evaluación final.
- Evaluación del logro de los objetivos globales, objetivos del Proyecto y resultados del Proyecto. del enfoque y mecanismos de ejecución del Proyecto.
- Evaluación del grado de apropiación del Proyecto de parte de las instituciones nacionales y regionales.
- Evaluación del grado de participación de los actores, interesados y público en general en el Proyecto.
- Evaluación de la Sostenibilidad del Proyecto.
- Evaluación de la Replicabilidad del Proyecto.
- Evaluación de la Planificación Financiera del Proyecto.
- Análisis financiero del Proyecto.
- Evaluación del Sistema de Monitoreo y Evaluación del Proyecto.
- Lecciones aprendidas de la ejecución del Proyecto.
- 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

4.3 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 incluir:

- Informe Final, incorporando todas las observaciones y comentarios realizados.

- Anexos: Los documentos que soporten el informe final, además se deberá incluir 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.
- Borrador Final del último Informe de Implementación o *Project Implementation Report* (PIR) por sus siglas en inglés a ser presentado ante el FMAM, reflejando los resultados de la evaluación final del Proyecto. El PIR debe ser presentado en inglés únicamente.
- Tracking Tool (TT) actualizado del AMP Seaflower incorporando los productos y resultados finales del Proyecto a presentarse al FMAM. El TT debe ser presentado en inglés únicamente.
- 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 en inglés. El consultor a cargo de la evaluación final del Proyecto debe estar disponible para cualquier consulta o aclaración solicitada por la Oficina Independiente de Evaluación del FMAM (*GEF Independent Evaluation Office*).

## **B. Methodology**

### **Objectives**

The objective of the consultancy is to carry out the final evaluation of the “Protecting Biodiversity in the Southwestern Caribbean Sea” project, with a systematic assessment of the project design, implementation and final results and impacts. According to the terms of reference, in broad terms the specific objectives of the consultancy are:

- Evaluation of the project design, the monitoring and evaluation system (design, implementation and funding), the risks and adaptation management planning based on the midterm evaluation recommendations and stakeholders conclusions;
- Stakeholder analysis during the project implementation and their impact within the project results;
- Sustainability evaluation of the project as a whole and each of its components, regarding institutional, financial, environmental and sociopolitical factors. Include the role of different stakeholders and ownership of the project;
- Providing a transparent and accountable evaluation process including all the stakeholders and assessing all project results;
- Systematizing lessons learned to improve future selection, design, implementation and execution of future programs financed specially for the GEF;
- Providing feedback on issues that are recurrent across the GEF portfolio, according to the strategic objectives defined for the funding of biodiversity programs (e.g. financial sustainability of protected areas);
- Reporting about relevance of project results regarding the Marine Protected Area objectives and national priorities;
- Evaluation of performance for all institutions involved in the project, and IDB’s role as a technical assistance;
- Financial performance of the project (use of resources and level of disbursement) regarding GEF and counterpart funds.

### **Methodology**

This evaluation will follow the “Guidelines for GEF Agencies conducting Terminal Evaluations”, “GEF Evaluation Office Ethical guidelines” and BID policies regarding final evaluations. The final evaluation will use a combination of qualitative and quantitative data collection and analysis methods. The research will review existing secondary data about the project provided by the IDB specialists, the execution agency and other institutions collaborating within the project. The terms of reference of this evaluation presents an initial list of documents to review (see Annex A).

This research benefits also from the midterm evaluation of the project, conducted by Evan Green in 2013, as well as from other studies and evaluations of similar programs. The final evaluation will review the analysis and main conclusions from the mid-term evaluation. The final evaluation will assess how the

recommendations were taken into account and how the project improved – or not – its implementation and results.

Structured interviews will be conducted to key informants in Washington DC, Bogotá, San Andrés, Providencia and Santa Catalina, and via Skype if needed. Focus groups will be held in San Andres, Providencia and Santa Catalina with key stakeholders involved directly or indirectly in the design and implementation of the program (see Annex B. Draft agenda). These interviews and focus groups will be focused on project relevance, implementation challenges, impacts, and project/activities perception (e.g. design, benefits, execution, challenges, sustainability) (see Annex B for a brief explanation of the methodology that will be used in the focus groups). Different opinions, observations and points of view of different stakeholders will provide inputs to the final evaluation as well as the Tracking Tool design by GEF to assess progress in achieving management effectiveness goals for marine protected areas.

As part of the final evaluation the consultant will present the update of the Tracking Tool of the AMP Seaflower. It will include information of the final products and results of the projects reported in the final evaluation. The information will be gathered through interviews with the execution agency and from the focus groups and personal interviews with key stakeholders. The consultant identified key topics that will be discussed with stakeholders to complete the Tracking Tool with as much information from beneficiaries and stakeholders of the project as possible.

Time and budget constraints will limit the scope of the evaluation in terms of number of interviews and focus groups held. However, the evaluation is structured to meet as many beneficiaries and stakeholders as possible to gather information and to learn about the impact and results of the project. This evaluation is not a financial audit. Therefore the financial analysis will be limited to the analysis of information provided by the IDB specialists and the execution agency.

## Evaluative Questions

This evaluation will seek to answer, when enough quality information will be available, at least the following primary evaluation questions:

Topic	Evaluation questions
Relevance	<ul style="list-style-type: none"> <li>• How relevant and appropriate have the objectives and design of project in relation to main challenges and needs faced by the national government and the archipelago?</li> <li>• Does the diagnosis describe (quantitatively and/or qualitatively) the challenges that the archipelago (environmental, social, political, economical) face?</li> <li>• Does the diagnosis provide empirical evidence (quantitative) to support its intervention</li> <li>• Does the diagnosis explain why the intervention is required in order to make progress in addressing</li> <li>• Does the diagnosis discuss alternatives to this specific intervention?</li> <li>• Was any criteria/rationality used to select the beneficiaries related to the magnitude of the challenges?</li> <li>• How does this project complement other projects in the area with development objectives? Has there been any collaboration (formal or informal) with other</li> </ul>

Topic	Evaluation questions
	institutions or initiatives?
Risk analysis and implementation measures	<ul style="list-style-type: none"> <li>Does the project design analyze the main risks of the project?</li> <li>Does the project design define adequate mitigation measures related with risks assessed?</li> <li>What is the quality of the risk assessment?</li> </ul>
Logic	<ul style="list-style-type: none"> <li>Does the project design present a vertical logic?</li> <li>Does the project design present a horizontal logic?</li> <li>In what extent the project logic affects its implementation?</li> </ul>
Monitoring and evaluation plan	<ul style="list-style-type: none"> <li>Is there a monitoring and evaluation plan?</li> <li>Is there a specific budget and planning linked with the monitoring and evaluation plan?</li> <li>How do the project stakeholders participate in the monitoring and evaluation plan? Does it affect to the ownership of some activities?</li> </ul>
Efficiency	<ul style="list-style-type: none"> <li>How effective has the project been in terms of achieving their proposed objectives and targets?</li> <li>Has the timeline been respected? If not, what are the main changes and why?</li> <li>Have the financial resources to implement the project been sufficient? Have there been changes in the counterpart of Cofinancing budget? Why and how has the project changed its objectives or targets in front of these changes?</li> <li>Have the financial resources been managed appropriately and cost-effectively?</li> <li>Have the human resources been sufficient to efficiently managed the project?</li> <li>How has the coordination within the execution agency and with other institutions been?</li> <li>How have changes in co-financing affected the expected results and implementation of the project?</li> </ul>
Implementation Model	<ul style="list-style-type: none"> <li>Regarding other similar projects, has the implementation model added value to the final results of the program?</li> <li>Did project management adapt to an evolving context adequately?</li> <li>Which has been the role of different stakeholders during the implementation of the program?</li> </ul>
Implementation Progress	<ul style="list-style-type: none"> <li>How well implemented has the project been?</li> <li>What have been the achieved results/milestones for each component?</li> <li>Have the execution agency had difficulties in the management and implementation of the program? What mitigation measures have been defined to get over these challenges?</li> </ul>
Effectiveness	<ul style="list-style-type: none"> <li>What have been the direct and indirect results of the operation to date?</li> <li>To the extent possible, what have been the results and impacts (direct and indirect) of the project to date?</li> <li>Where results have not been achieved, what challenges were experienced? Is there other mechanisms to achieved these results after the completion of the project?</li> <li>Are there any other results expected regarding the project?</li> </ul>
Bank's value	<ul style="list-style-type: none"> <li>Did the Bank bring any other added value during the design or implementation</li> </ul>

Topic	Evaluation questions
added	<p>of the project? Were there any alternative financial sources to finance the project?</p> <ul style="list-style-type: none"> <li>• Have there been implementation problems, what have they been, were they subsequently resolved, and what has been the role of the Bank in this regard?</li> <li>• Did the Bank bring key technical support related with climate change experience during the implementation of the project?</li> <li>• What are the mechanisms that the Bank has offered to the execution agency of other groups involved in the project to ensure sustainability</li> </ul>
Sustainability	<ul style="list-style-type: none"> <li>• What are the mechanism, if exist, to ensure the financial, social, environmental and institutional sustainability of the project?</li> <li>• How have these mechanisms evolved during the implementation of the project? Have they been defined in the design phase of the project? What mechanisms have been implemented to ensure sustainability?</li> <li>• What is the role of the main stakeholders in the project sustainability?</li> <li>• Which are the main risks for the sustainability of the project?</li> </ul>
Development Impact	<ul style="list-style-type: none"> <li>• Has been the IDB a financial catalyst for subsequent development investments/technical cooperations in the archipelago?</li> </ul>

Other criteria presented in the “Guidelines for GEF Agencies conducting Terminal Evaluations” will be taken into account in the final evaluation. Some examples include:

- Preparation and readiness. Were the project’s objectives and components clear, practicable, and feasible within its time frame? Were the capacities of the executing institution(s) and its counterparts properly considered when the project was designed? Were lessons from other relevant projects properly incorporated in the project design? Were the partnership arrangements properly identified and roles and responsibilities negotiated prior to project approval? Were counter- part resources (funding, staff, and facilities), enabling legislation, and adequate project management arrangements in place at project entry?
- Country ownership/drivenness. Was the project concept in line with the sectoral and development priorities and plans of the country—or of participating countries, in the case of multi-country projects? Are project outcomes contributing to national development priorities and plans? Were the relevant country representatives from government and civil society involved in the project? Did the recipient government maintain its financial commitment to the project? Has the government—or governments in the case of multi-country projects—approved policies or regulatory frameworks in line with the project’s objectives?
- GEF Agency supervision and backstopping. Did GEF Agency staff identify problems in a timely fashion and accurately estimate their seriousness? Did GEF Agency staff provide quality support and advice to the project, approve modifications in time, and restructure the project when needed? Did the GEF Agency provide the right staffing levels, continuity, skill mix, and frequency of field visits for the project?

The GEF guidelines also presented a suggested rating for some criteria (e.g. outcome relevance, effectiveness, and efficiency) that will be used in the final evaluation.

## Table of Contents

This section presents a draft version of the table of contents, with the main topics to be analyzed in each chapter. Due to time constraints, the evaluation will focus mainly in implementation, results and sustainability sections, although all other sections will be assessed as well at some extension. Specific evaluative questions have been described in the section above.

### *Table of contents (proposal)*

#### Summary

#### I. Introduction

- General context: the region and the project
- Objective of the evaluation
  - Annex: terms of reference
- Methodology
  - Annex: evaluative questions, documents reviewed, stakeholders interviewed
- Structure of the evaluation

#### II. The project

- General description of the project
- Objective of the project, components and main outcomes
- Management of the project (definition)
  - CORALINA
  - Other institutions
  - Stakeholders
- Midterm evaluation: main results and conclusions
  - During the report the implementation of the recommendations will be assessed, and how the project has evolved regarding the changes executed.

#### III. Design

- Relevance, regarding the socioeconomic, politic and environmental context (country – archipelago)
- Risk analysis
  - Midterm evaluation review and assessment
- Horizontal and vertical logic (causes - problem – objectives – outcomes – outputs – activities)
- Evaluation and monitoring plan (design)
- Cost-benefit analysis (design)

#### IV. Implementation

- Efficiency: timeline implementation / activities
  - How has project efficiency changes after implementation of the recommendation from the midterm evaluation
- Main implementation issues
  - By component
- Stakeholder analysis
  - Execution agency: role, limitations, good practices, other stakeholder's perception
  - Stakeholders: role and participation, ownership, main benefits, main challenges (focus groups – Annex: Focus Group report)

- Coordination with other programs and institutions working in the area
  - Main challenges during the implementation
    - Midterm evaluation impact on implementation
  - Good practices
- V. Results
- Effectiveness: result matrix (outputs and outcomes); planned/achieved
  - Impact analysis
- VI. Financial analysis
- Disbursements
  - Costs
  - Differences and analysis (sufficient financial resources, degree of compliance of the cooperation agreement)
- VII. Sustainability
- Financial, social, institutional and environmental sustainability
  - Factors/risks that impact project sustainability
- VIII. GEF Tracking Tool
- Update of the Tracking Tool with information from CORALINA and stakeholder's focus groups and interviews
- IX. Lessons learned
- X. Conclusions
- Annexes

## Timetable

The anticipated timetable and proposed evaluation process is as follows:

Activity	Due date
Document review	March 24-30
Interviews HQ	April 1
Workplan and methodology	
• Sent to IDB for comments	April 2
• Final version	April 7
Fieldwork Bogota	April 7-8
• Interviews with main stakeholders	
• Data collection	
Fieldwork San Andres, Providencia, Santa Catalina	April 9-18
• Interviews with main stakeholders	
• Focus groups with beneficiaries	
• Data collection	
Draft – Final report	April 30
• Sent to IDB for comments	
Draft – presentation of results	May 3
• Sent to IDB for comments	
Internal review Draft – Final Report	May 5

Activity	Due date
• With IDB specialists	
Internal review Draft – Presentation of results	May 5
• With IDB specialists	
Final report presentation – San Andres	May 7
• To local authorities/institutions	
Internal review Draft – Final report and presentation	May 8
• With IDB and CORALINA in San Andrés	
Final version – Final report	May 17

## Annexes

### Documents to review (initial list, Terms of Reference, Section 3.2)

- El Convenio de Financiamiento No Reembolsable de Inversiones del Fondo del Medio Ambiente Mundial No GRT/FM-11865-CO.
- La política de seguimiento y evaluación del FMAM.
- Las guías para preparación de Evaluaciones Finales del FMAM
- Los reportes de implementación del Proyecto (PIR- por sus siglas en inglés) e informes semestrales de ejecución para el Banco.
- “Tracking Tools” del 2009 (aprobación) y 2013 (evaluación intermedia).
- Los documentos de preparación del Proyecto presentados al FMAM y aprobados por el CEO
- Documentos del Proyecto CO-X1004
- El Reglamento Operativo del Proyecto
- Herramientas de planificación del proyecto: PMR, POA y Plan de Adquisiciones, entre otras.
- El informe de la Evaluación Intermedia del Proyecto.
- Las actas de las reuniones de los comités: agentes sociales, comité interinstitucional y junta asesora internacional.
- Las ayudas memoria de las misiones y reuniones de seguimiento realizadas por parte del Banco.
- Los estados financieros del Proyecto 2014
- Los informes finales de las consultorías financiadas por el proyecto y otros documentos técnicos relevantes.
- Plan de Manejo Integrado del AMP para el 2010 y la actualización del 2014.

### Draft Agenda

Table 1. Agenda in Bogota - draft

Institution	Time	Position	Name	Email	Comments
April 1					
IDB HQ Washington DC	2:30 p.m.	Former TL	Duval Llaguno	<a href="mailto:duvall@iadb.org">duvall@iadb.org</a>	
April 7					
IDB Colombia	9:00 a.m.	Project team leader	Fernando Balcazar	<a href="mailto:fernandoba@iadb.org">fernandoba@iadb.org</a>	Opening meeting
	10:00 a.m.	GEF appointee	Josue Avila	<a href="mailto:josuea@iadb.org">josuea@iadb.org</a>	

Institution	Time	Position	Name	Email	Comments
	3:00 a.m.	Fiduciary specialist	Miguel Orellana	<a href="mailto:miguelo@iadb.org">miguelo@iadb.org</a>	One meeting
		Operación Analyst	Jose Luis Alba	<a href="mailto:jlalba@iadb.org">jlalba@iadb.org</a>	
April 8					
Ministerio de Medio Ambiente y Desarrollo Sostenible	8:30 a.m.	Operational Focal Point MADS	Gaia Hernandez y  Luis Eduardo Quintero Gonzalez	<a href="mailto:ghernandez@minambiente.gov.co">ghernandez@minambiente.gov.co</a>  <a href="mailto:LQuintero@minambiente.gov.co">LQuintero@minambiente.gov.co</a>	Informative meeting
Fundación Omacha	10:00 a.m.	Executive Director	Dalila Caicedo		

Table 2. Agenda in San Andres, Providence and Santa Catalina - draft

Date	Participants
<b>SAN ANDRES</b>	
April 9 Thursday	AM- 8-10am Fanny Howard 10-12am MPA Team SAI [Martha Ines, Rixcie, Ernesto, Enriqueta, Sonia]  PM 2-4pm UNAL [Johannie James]? 4-6pm INFOTEP [Nareta Steele]?
April 10 Friday	AM 9:30am Calburn Pomare [Coralina Board]  3 PM Participants Pilot Projects: Ms. Adelma Mitchell, Lepard Stephenson, Granville Nelson Farmers and Fishermen [Cultural House -Upon the Hill]
April 11 Saturday	AM 9am Susan Saad [Tourism Sector]  PM 3:00 Harrington McNish [Harbor View]
April 12 Sunday	Summary Meeting
April 13 Monday	AM Fishermen Coop [Alex Barrios, Antonio Sjogreen, Valentino Duffis, Juan Carlos Perez] (email them)  PM Gloria Jay [Arts & Crafts Sector]
<b>OLD PROVIDENCE AND SANTA CATALINA</b>	
April 14 Tuesday	AM Marcela Cano 9-10 [confirmar el día anterior] 10:15- 11:00 am Rossana Torres- Cooperatives Mariculture Program [Ling, Elverth, Irving, etc] PM 2:30pm MPA team OPSC
April 15 Wednesday	AM Giovanna Peñaloza?  PM4:30 CSU OPSC [Jennifer Archbold, Felipe Cabeza, Enilda Chamorro, Bartolomé Taylor, Susana Huffington]
April 16 Thursday	AM PM Pilot projects Crab, Sport fishing,
April 17 Friday	Antolin Newball [Coralina Board]
April 18 Saturday	
April 19 Sunday	Summary Meeting

### Main Activities – Focus Groups

The main objective of the focus groups is gather information from the different stakeholders participating in the project. Specifically the main topics to be discussed in the focus groups will be the benefits of the projects and how to sustain them, and the main implementation issues and how to mitigate them for future projects. In both cases the responses will be prioritize. This information will provide inputs to the final evaluation and the Tracking Tool design by GEF.

Next the basic structure of the focus groups:

- Presentation of the consultant
- Presentation of the participants
- Activity 1: main benefits of the project
  - Each participant writes down the three most important benefits according his/her experience in the project
  - In groups of two, they share the three + three benefits and prioritize the three more important (from 6 to 3 benefits)
  - Now, two groups of two people share their three + three benefits and, again, prioritize the three more important.
  - At the end, we will have in order of prioritization the main benefits of the project for that group of stakeholders
  - Once we have the list, for the 3 main benefits we will open the discussion to analyze what the beneficiaries and the government (CORALINA) should do to keep the benefits in the midterm and longterm
- Activity 2: main challenges of the project
  - Same dynamic than Activity 1 but writing down the main challenges

Once we have the prioritized list, for the 3 main challenges we will open the discussion to analyze what the beneficiaries and the government (CORALINA) should do to mitigate the problems

### C. Main documents reviewed

In addition to the main documents reviewed listed below, several documents and annexes were consulted, including the PMRs of the project, *ayuda memoria* documents, Annual Operative Plans, educational support material from CORALINA, among others. Web pages (e.g. CORALINA, MADS, GEF) and local national news were also consulted.

AMÉZQUITA & CÍA S.A., 2012. *Informe final de auditoría externa al PROGRAMA PROTECCIÓN DE LA BIODIVERSIDAD EN LA REGIÓN SUROCCIDENTAL DEL CARIBE. Convenio de financiamiento no rembolsable de inversiones No. GRT/FM 11865-CO.* Audit Report.

AMÉZQUITA & CÍA S.A., 2015. *Informe final de auditoría externa al PROGRAMA PROTECCIÓN DE LA BIODIVERSIDAD EN LA REGIÓN SUROCCIDENTAL DEL CARIBE. Convenio de financiamiento no rembolsable de inversiones No. GRT/FM 11865-CO.* Audit Report.

BENT, L. 2012. *Seaflower Marine Protected Area. Archipelago of San Andres, Old Providence & Santa Catalina. Colombian Caribbean. Case study.* Master in Public Administration. Cornell University.

CORALINA, 2011. *Informe anual. Informe Año 1, 2010.*

CORALINA, 2012. *Informe anual. Informe Año 2, 2011.*

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CORALINA, 2014. *Informe anual. Informe Año 4, 2013.*

CORALINA, 2015. *Informe anual. Informe Año 5, 2014.*

Friedlander, A., Sladek Nowlis, J., Armando, J.A., Appeldoorn, R., Usseglio, P. and McCormick, C. 2003. *Designing Effective Marine Protected Areas in Seaflower Biosphere Reserve, Colombia, Based on Biological and Sociological Information.* University of Windsor, Windsor, Ontario, Canada. Conservation Biology. 12/2003

Garcia Escobar, M.I., 2009. *Monitoring and Analysis Report.*

GEF, 2000. *Caribbean Archipelago Biosphere Reserve: Regional Marine Protected Area System.* GEF Medium-Sized Project.

GEF, 2009. Request for CEO endorsement/approval: “*Designing and Implementing a National Sub-System of Marine Protected Areas (SMPA) in Colombia.*”

GEF, 2009b. *GEF Score Card to Assess Progress in Achieving Management Effectiveness Goals for Marine Protected Areas.*

GEF and IDB, 2011. *Project Implementation Report (PIR) FY2011.*

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Green, E., 2013. Mid-term Evaluation of the “Protecting Biodiversity in the Southwestern Caribbean Sea” Project. Final report. Prepared for the Inter-American Development Bank

Howard, M., 2006. *Evaluation Report Seaflower Biosphere Reserve Implementation: The First Five Years 2000 – 2005*.

Howard M., and Baine, M., 2009. *Alternative Livelihoods Report*. The Heller School for Social Policy and Management. Brandeis University. Waltham, Massachusetts, USA.

IDB, 2008a. *CO-X1006 Preparation of Full-Sized GEF Project CO-X1004*. Document of approval

IDB, 2010. *Protecting Biodiversity in the Southwestern Caribbean Sea, Co-X1004. Grant Proposal*.

IDB, 2009. *Preparation of Full-Sized GEF Project CO-X1004 “Protecting Biodiversity in the Southwestern Caribbean Sea” (CO-X1006/CO-T1144). Plan of Operations*.

IDB, 2008b. *CO-T1144 Preparation of Full-Sized GEF Project CO-X1004*. Document of approval.

IDB, 2010b. *Protecting Biodiversity in the Southwestern Caribbean Sea, Co-X1004, Monitoring and Evaluation Plan*.

IDB, 2015. *Términos de Referencia. Consultoría: Evaluación Final. GRT/FM-117865-CO: Proyecto Protección de la Biodiversidad en la región Suroccidental del Caribe*.

Villegas, A., 2015. *Evaluación de los resultados de la cooperación y análisis del desarrollo y alcance de los beneficios de los proyectos pilotos y de los programas de compatibilidad desarrollados en el Área Marina Protegida Seaflower*.

## D. Interviews

**Table 11. Interviewees**

Interviewee	Institution (Location)	Position
<b>IDB</b>		
Jose Luís Alba	IDB Colombia (Bogotá)	Operation analyst
Josue Avila	IDB Colombia (Bogotá)	GEF appointee
Fernando Balcázar	IDB Colombia (Bogotá)	Team leader
Duval Llaguno	IDB Headquarters (Washington DC)	Former team leader
Miguel Angel Orellana	IDB Colombia (Bogotá)	Financial specialist
<b>CORALINA</b>		
Rafael Acosta	CORALINA (SAI)	MPAGuard
Larry Henry Aguas	CORALINA (SAI)	Control interno contable
Ferney Archbold	CORALINA (OPSC)	Former Project Coordinator OPSC
Zully Archbold	CORALINA (OPSC)	Former Coordinator Component III
Carlos Ballesteros	CORALINA (SAI)	Biologist, Component III
Arne Britton	SENA CORALINA (SAI)	Technician Former Sub-director Mares y Costa Department
Erick Castro	CORALINA (SAI) Secretary of Planning – Local Government SAOPSC	Sub-director Mares y Costas Department Former Secretary of Planning
Claudia Marcela Delgado	CORALINA (SAI)	Coordinator Environmental Education Department
Joniel Brown	CORALINA (SAI)	Control y vigilancia Johnny Cay
Martha Inés García Escobar	CORALINA (SAI)	Former Coordinator component IV Coordinator monitoring and analysis unit
Ana María González	Ministry of Environment and Sustainable Development (Bogotá) CORALINA	Direction of Marine Activities ( Former coordinator Component I
Enriqueta Hawkins	CORALINA (SAI)	Former Coordinator Component III
Fanny Howard	CORALINA (SAI)	Project general coordinator
Nicasio Howard	CORALINA (OPSC)	Component I
Sonia Jay	CORALINA (SAI)	Administrative coordinator
Karen Livingston	PESPROISLAS CORALINA (OPSC)	Tourist Guide Former Environmental Education specialist
Rixcie Newball	Secretary of Planning (SAOPSC) CORALINA (SAI)	Secretary of Planning Former Coordinator Component II
Asturia Peña	CORALINA (SAI)	Coordinator AMP Strengthening Projects SGR
Giovanna Peñaloza	CORALINA (OPSC)	Coordinator OPSC Office
Clinton Pomar	CORALINA (SAI)	Former Coordinator Component I
Josaica Saams	CORALINA (SAI)	Ticketing Johnny Cay
Durcey Stephens	CORALINA (SAI)	General Director CORALINA

Interviewee	Institution (Location)	Position
Elizabeth Taylor	Independent consultant CORALINA	Independent consultant Former CORALINA Director
Jenny Webster	CORALINA (OPSC)	Former Technician Component I and III
<b>STAKEHOLDERS</b>		
Juan Carlos Barrios	Sport fishing – Sea Land Group (SAI)	Beneficiary Alternative Livelihood Project
Alex Barrios	Palace Wharf Association (SAI)	Traditional fisherman
Silvanus Henry Bent	INFOTEP (SAI)	Technician
Doris Bernard	ASOCRAB – Association of Black Crab Workers	Representative
Chroushman Borden	Sport Fishing	Beneficiary Alternative Livelihood Project
Dalila Caicedo	Fundación OMACHA (Bogotá)	Executive director
Tnte. Moisés Camacho	Cuerpo de Guardacostas de la Armada Nacional (OPSC)	Coastguards official
Marcela Cano	McBean Lagoon National Park (OPSC)	Director
Mildred Carroll	INFOTEP (SAI)	Asesora técnica
Enilda Chamorro	Posada Nativa (OPSC)	Beneficiary Alternative Livelihood Project
Marvin Eden	ECOFIWI (SAI)	Beneficiary Alternative Livelihood Project
Lancelot Forbes Williams	San Luis Fish and Farm (SAI)	Traditional fisherman
Fabian García	Blue Life Diving Shop (SAI)	Diver
Johannie James	National University of Colombia (SAI)	Component I, IMP update
Nubia Linares	Ecotourism (SAI)	Beneficiary Alternative Livelihood Project
Clemencia Livingston	Family business – black crab	Beneficiary Alternative Livelihood Project
Pedro Livingston	San Luis Fish and Farm (SAI)	Traditional fisherman
Elkin Matos	Defensa Civil (SAI)	Patrullero
Judy Meyer	Cooperative Breadfruit (SAI)	Beneficiary Alternative Livelihood Project
Adelma Mitchell	Cooperative Breadfruit (SAI)	Beneficiary Alternative Livelihood Project
Mal. Jonathan Orozco	Capitanía de Puerto (OPSC)	Coordinator Marina Mercante Area
Ana Elisabeth Patiño Hooker	Ecotourism (SAI)	Beneficiary Alternative Livelihood Project
Bruce Potter	Island Resources Foundation	President and CEO International Advisory Board
Luis Eduardo Quintero	Ministry of Environment and Sustainable Development (Bogotá)	GEF focal point
Cherie Recchia	The Walton Family Foundation	Deputy Director of the Evaluation Unit International Advisory Board
Anthony Rojas	Agriculture and Fisheries Secretary – Local government (SAI)	Coordinator Fish activities Department
Susan Saad	Receptour del Caribe – Tourism agency (SAI)	Director
Victor Sepúlveda	ECOFIWI (SAI)	Beneficiary Alternative Livelihood Project
Tammyth Sepúlveda	ECOFIWI (SAI)	Beneficiary Alternative Livelihood Project

Interviewee	Institution (Location)	Position
Antonio Sjogreen	ASOPACFA Asociación de Pescadores y agricultores artesanales (SAI)	President
Jesus Smith	Ecotourism (SAI)	Beneficiary Alternative Livelihood Project
Jiseth Smith Mitchell	Ecotourism (SAI)	Beneficiary Alternative Livelihood Project
Nareta Steele	INFOTEP (SAI)	Rectora
Lepard Lolo Stephenson	Ecotourism (SAI)	Beneficiary Alternative Livelihood Project
Rossana Torres	Cooperative Enterprise – Fish and Farm Coop. (OPSC)	Manager
Alciano Williams	Ecotourism (SAI)	Beneficiary Alternative Livelihood Project
Mauricio Williams	Restaurants Johnny Cay (SAI)	Independent worker

Note: SAI: San Andrés Island; OPSC: Old Providence and Santa Catalina

Locals and tourist were also informally interviewed both in San Andrés and Old Providence in order to compile their views about the MPA management, risks and challenges.

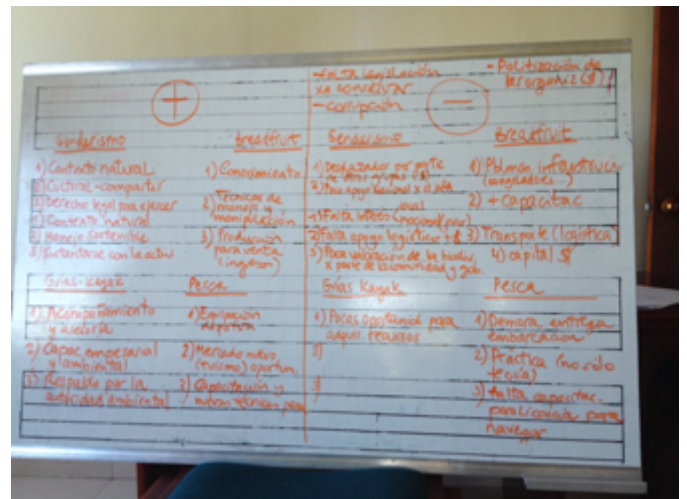
## E. Focus groups activities

Several focus groups were design and developed during the fieldtrip to SAIOPSC. In SAI two focus groups were performed: one with beneficiaries of the alternative livelihood pilot projects and another with fishermen. In OPSC a focus group with CORALINA staff was developed and another focus group with beneficiaries of the alternative livelihood pilot projects.

The main objective of the focus groups was to know the experiences of the different stakeholders in the implementation of the project (positive and negative), as well as their views and perceptions about the entire project, CORALINA and the MPA management. Special emphasis was made to discuss about sustainability of the projects and key issues to ensure it in the mid and long term.

Several methodologies were used to answer main questions about different evaluative criteria (e.g. relevance of the project, implementation process, effectiveness, sustainability). Furthermore, the focus groups offered a space to share personal experiences and concerns about the project and future activities.

Some pictures about the focus groups are shown below.



<p>19/3</p>		<p>MIA - Privación de recursos, otros no</p> <p>- División de población</p> <p>- No se les toma en cuenta en la decisión</p> <p>- No hay espacios a otros ni participación</p> <p>- No solo con CERALVA</p>
<p>- Educación población, + concientización</p> <p>- Coordinación entre entidades - Gobi. Nac. - Gobi. Local - CERALVA</p> <p>- Lejos entorno a la MIA -&gt; planes entorno las reareas</p> <p>- Falta control y vigilancia - Las denuncias no se ven</p> <p>- Más orientación en los procesos para conseguir beneficios, proyectos, recursos (los programas existen)</p> <p>- No hay posibilidad de conseguir financiación</p> <p>- Control y transparencia con las ayudas a los pescadores (costos de Kigali)</p> <p>- Se amplió listado, se aprovechaban</p>		
<p>Kigali - certificación</p> <p>- mejor imagen</p> <p>- más apoyo financ.</p> <p>- solo verde (para todos &amp; André)</p>	<p>Gender - consolidarse como empresa lin. equiv. del estado</p> <p>- dar poder, certificar</p> <p>- + organización y control</p>	<p>Resultat - 8 por ciento</p> <p>Pelica - empresa para todos</p> <p>más alternativas</p>

## F. Risk matrix

Type	Description	Ratings				
		2010	2011	2012	2013 (mid-term evaluation)	2015 (final evaluation)
<b>Climate Change</b>	Climate change factors such as increased storm frequency, hurricanes, sea level rise, ocean warming, coral bleaching and invasive species proliferation hinder the effective implementation of the IMP during and post- FSP.	L	L	L	L	L
<b>Institutional</b>	Implementation of and support for MPA management measure is hindered by ineffective enforcement mechanisms.	N/A	M	N/A	S	H
	Internal coordination challenges at CORALINA hinder the effective implementation of the IMP (e.g.: delayed procurement & staff approval) during and post-FSP (e.g.: lack of capacity and ownership).	N/A	N/A	N/A	M	M
	Significant staff movement prevents retention of capacity built and diminishes efficiency in the management of the MPA.	N/A	N/A	N/A	M	M
<b>Social</b>	Implementation of and support for MPA management measures is hindered by a failure to effectively address the development of alternative and sustainable livelihoods.	N/A	M	S	S	M
	Relations with the community intensify, hence the project does not receive the needed community support for MPA management, compromising the sustainability of conservation objectives	N/A	N/A	N/A	M	M
<b>Financial</b>	Financial sustainability mechanisms, identified and implemented to ensure MPA sustainability, do not reliably generate estimated MPA annual operating costs of approximately 750,000\$US.	N/A	M	S	H	H
<b>Juridical</b>	ICJ ruling considerably reduces the size of the MPA and adds a level of challenges to the project, necessitating a revision of the IMP and the re-thinking of some key project target/outputs and ongoing adaptive management.	N/A	N/A	N/A	S	M

Risk ratings (according to the mid-term evaluation):

- High Risk (H): There is a probability of greater than 75% that assumptions may fail to hold or materialize, and/or the project may face high risks.
- Substantial Risk (S): There is a probability of between 51% and 75% that assumptions may fail to hold and/or the project may face substantial risks.
- Modest Risk (M): There is a probability of between 26% and 50% that assumptions may fail to hold or materialize, and/ or the project may face only modest risks.
- Low Risk (L): There is a probability of up to 25% that assumptions may fail to hold or materialize, and/ or the project may face only modest risks.

## G. Recommendations from the mid-term evaluation

**Table 12. Preliminary recommendations from the mid-term evaluation**

Topic	Preliminary recommendation	Actions taken
Efficiency (for the project execution unit)	It is recommended that communication lines and capacity building and technical assistance activities of the project Execution Unit directly with CORALINA be strengthened	The communication lines were improved as the project activities were included in other programs already implemented by CORALINA. Furthermore, some activities for training have been developed with CORALINA staff.
	It is recommended that a thorough analysis and update of the project's risk management matrix be conducted to reflect the multiple internal and external changes that occurred in the MPA over the recent years, and to ensure that appropriate mitigation/management strategies are brought to bear on the rest of the project.	Although CORALINA included new risks linked with external and internal factors with negative impacts on the implementation of the project, the mitigation measures and action plan were not defined properly and some of the risk were not alleviated.
Efficiency (for the IDB)	It is recommended that all project funds, including co-financing and in-kind contributions be required to be tracked throughout project implementation to ensure that co-financing is reported on adequately and with a view to efficiency.	Co-financing and in-kind contribution has been adequately reported.
	It is recommended that the IDB look into a review of policies which affect/allow the withdrawal of committed funding for a project after implementation has already begun.	The IDB has not reviewed policies linked with committed funding for a project. However, it's worth noting that the MIF were not committed, but suggested.
	It is recommended that project design include the development of further qualitative indicators for performance measurement as well as to provide some guidance in implementation.	N/A
Component I Adaptive management	The evaluation recommends continued and increased activities in public education and outreach.	CORALINA has developed several education and outreach activities. However some interviewees highlight the need of more activities to show the results and impacts of the project.
	It is recommended to strengthen institutional arrangements regarding the SAC and IIC groups.	The arrangements regarding the SAC and IIC since the mid-term evaluation have not been strengthened.
	It is recommended to increase inter-agency collaboration and build more external	CORALINA has developed collaboration and signed agreements with several

Topic	Preliminary recommendation	Actions taken
	partnerships to accomplish the multiple tasks required for effective enforcement.	organizations. However, key commitments –e.g. for financial sustainability– have not been achieved with some institutions, as the local government.
	It is recommended the project look into and learn from the specific experience of the National Natural Park System of Colombia regarding enforcement and management.	The project has worked closely with the National Natural Park System of Colombia but enforcement and management activities need more support to have positive impacts in the MPA management.
Component II Financial sustainability	It is recommended to pursue more actively the entrance fee option with the local government to come to an agreement on what percentage of the existing fee will be earmarked for the MPA or what increase will go to the MPA; whichever decision is reached should be legally formalized.	No agreement was achieved with the local government to develop the entrance fee option.
	It is recommended that more innovative financing ideas and funding models be considered.	Some studies have been developed but implementation plans and feasibility studies are still needed.
	It is recommended to improve the entrance fee collection processes that CORALINA already administers itself.	CORALINA has improved the entrance fee collection in Johnny Cay (management and fee increase) and it's developing the entrance fee for Old Point Mangrove Regional Park.
	It is recommended to involve more fully the private sector in the development of financial mechanisms.	Although the private sector has been involved, not relevant results have been achieved. Some interviewees highlighted the need of more participation.
Component III Alternative livelihoods	It is recommended that steps be taken to ensure an alternative livelihood program is implemented in SAI and OPSC in a timely manner.	The implementation of the alternative livelihood programs fully started in 2014 both in SAI and OPSC. Results will not be achieved during the project period as the activities started later than planned.

Source: Green, 2013

#### H. Commitments from the mid-term evaluation

All the commitments were satisfied, except the donation agreement with the hotel Decameron and the first disbursement, as the agreement was not viable.

Topic	Commitment
Period extension	Refer to the IDB the documentation with the achievement of targets of 2013 and justification of the extension
Counterpart	Proposal to reinforce the counterpart system
Risk matrix	Update of the risk management matrix of the project
UCP key personal recruitment	Refer the strategy for the contractual management of key personnel of the UCP
Tracking Tool	Refer completed tracking tool
Integral Management Plan	Agreement with Universidad del Caribe signed and individual consultancies hired.
Sustainability mechanisms	CORALINA's Board approves the fee increase in Johnny Cay
	Implementation of the fee increase
	Agreement signed with Decameron Hotels about donation
Alternative livelihood projects	First disbursement from Decameron Hotels done – donation
	First disbursement from National Royalty System
Document delivery	Project execution initiated
	Delivery to MADS of the following documents:
	- ToR IMP
	- Support documentation for the increase of the TEAMPS
	- Project to be financed by the National Royalty System

Source: BID, 2013. *Aide-mémoire June 2013*

## I. Tracking Tool GEF Score Card to Assess Progress in Achieving Management Effectiveness Goals for Marine Protected Areas

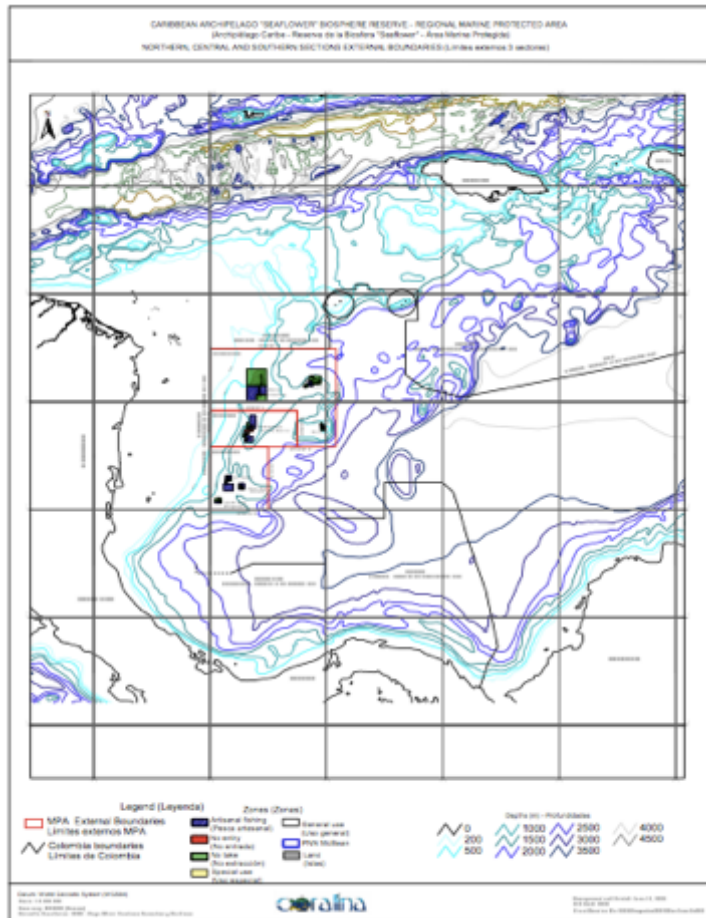
### 1. Data Sheet

*Name of marine protected area:*

Seaflower MPA

*Location of marine protected area (with map):*

Archipelago of San Andres, Old Providence, and Santa Catalina, Colombia



*Date MPA was established:*

January 27, 2005 (Resolution 107/05, Minister of Environment, Housing, and Territorial Development)

*Ownership details (i.e. owner, tenure rights etc):*

The territory is under the jurisdiction of the Colombian State, with the native community (known as *Raizales*) having tenure rights under the Constitution (Art. 310) and subsequent regulations.

*Management authority:*

The Corporation for the Sustainable Development of the Archipelago of San Andres, Old Providence and Santa Catalina-CORALINA

Contact information and web site:

Durcey Stephens General Director CORALINA

[direccion@coralina.gov.co](mailto:direccion@coralina.gov.co)

<http://www.coralina.gov.co/intranet/>

Size of marine protected area:<sup>21</sup>

65,000 km<sup>2</sup> divided into three management sections

-Southern: 14,800 km<sup>2</sup>

-Central: 12,700 km<sup>2</sup>

-Northern: 37,500 km<sup>2</sup>

Percent of MPA that is terrestrial (%):

0.01 %

Number of staff: Permanent:

9 (CORALINA's permanent staff: Sea & Coasts Sub-Director, Environmental Management Sub-Director, Planning Sub-Director, Old Providence and Santa Catalina Office Coordinator, Protected Areas Coordinator, Environmental Laboratory Coordinator, Education and Community Coordinator, Control and Vigilance Coordinator, Control and Vigilance Marine Ranger) All the rest are contractors within the project or by other Coralina projects (2 Planning, 10 Sea & Coast and Environmental Management)

Contract staff	Months in 2009	Months in 2010	Months in 2011	Months in 2012	Months in 2013	Months in 2014	Months in 2015 <sup>22</sup>
CORALINA Sea & Coast Subdirector	-		6	12	12	12	5
CORALINA Environmental Management Subdirector	6	6	6	6	6	6	3
CORALINA Planning Subdirector	6	6	6	6	6	6	3
CORALINA Old Providence and Santa Catalina Office Coordinator	6	6	6	6	6	6	3
CORALINA Protected Area Coordinator	6	6	-	-			
Environmental Laboratory Coordinator	6	6	6	6	6	6	3
CORALINA Education and Community Coordinator	6	6	6	6	6	6	3

<sup>21</sup> In November 2012 the International Court of Justice (ICJ) issued a judgment regarding the sovereignty over the archipelago of SAOPSC and the demarcation of the disputed waters between Colombia and Nicaragua. The judgment concluded that Colombia had sovereignty over the islands but it drew a demarcation line in favor of Nicaragua. The resolution reduced the area of the Seaflower Biosphere Reserve from the original 180,000 km<sup>2</sup> to 89,232 km<sup>2</sup>. The area of the Seaflower MPA was also reduced from the original 65,000 km<sup>2</sup> to 30,655 km<sup>2</sup>, mainly affecting the northern area. Up to now the Government of Colombia has not officially accepted the resolution and, consequently, the area of the MPA considered for the project has neither changed, keeping the original extension (65,000 km<sup>2</sup>).

<sup>22</sup> Until May, 2015

CORALINA Control and Vigilance Coordinator	6	6	6	6	6	6	3
CORALINA Control and Vigilance Marine Ranger			6	12	12	12	5
MPA Coordinator	-	7	12	12	12	12	4
MPA Administrative Coordinator		7	12	12	12	12	5
MPA Adaptive Management Leader	-	3	12	2	12	9	
MPA Financial Sustainability Leader		3	12	12	12	8	
MPA Alternative Livelihoods Leader	-	2	8	4			
MPA Monitoring & Analysis Leader		3	12	12	12	10	
MPA Section Coordinator(OPSC)			6	12	12	8	
MPA Economist		1	11	10	7	8	
MPA Database Manager			12		12	4	
MPA Alternative Livelihoods Field Professional SAI				4	5		
MPA Alternative Livelihoods Field Professional OPSC			12	6	1		
MPA Education & Participation Specialist (SAI)			12	12	9	11	
MPA Education & Participation Specialist (OPSC)			12	7	5		
MPA Marine biologist (b1, b2) <sup>23</sup>			7 (b1)	12 (b1) 4(b2)	10(b1) 3(b2)	10(b1) 8(b2)	
MPA Technician (T1, T2, T3) <sup>24</sup>			12(T1) 12(T2) 12(T3)	11(T1) 7(T3)	12(T1) 12(T3)	8(T1) 9(T3)	
MPA Outreach Ranger (R1, R2, R3, R4, R5, R6, R7, R8) <sup>25</sup>			8(R1), 7(R2), 7(R3), 7(R4), 7(R5), 7(R6), 7(R7), 5(R8)	11(R1), 12(R2), 12(R3), 12(R4), 12(R5), 11(R6), 12(R7), 12(R8)	11(R1), 12(R2), 12(R3), 12(R4), 12(R5), 11(R6), 12(R7), 12(R8)	10(R1),10(R2)10(R3),10(R4),10(R5),10(R6)10(R7),10(R8)	
MPA Alternative Livelihoods Field Assistant SAI		2	10	9	3		
MPA Alternative Livelihoods Field Assistant OPSC		1	11	12			
MPA Community Promoter (C1, C2, C3, ) <sup>26</sup>			12(C1), 12(C2) 12(C3),	11(C1), 12(C2) 12(C3),	12(C1), 12(C2) 12(C3),	10(C1),10(C2) 10(C3),	
MPA Launch Pilot (SAI)			9	12	12	11	
MPA Launch Pilot (OPSC)				4	12	11	
MPA Graphic Designer			5	7	3	5	
MPA Graphic Illustrator		1	11	11	1		
MPA Lawyer Specialist				8			
MPA Administration		6					

<sup>23</sup> Number MPA Marine Biologist OPSC(b1) and MPA Marine Biologist SAI (b2)

<sup>24</sup> Number MPA Technicians SAI (T1 & T2) MPA Technician OPSC (T3)

<sup>25</sup> Number MPA Outreach Rangers SAI (R1, R2, R3, R4) MPA Outreach Rangers OPCS (R5, R6, R7, R8)

<sup>26</sup> Number MPA Community Promoters SAI (C1, C2) MPA Community Promoter OPSC (C3)

Consultant							
MPA Financial and Business Specialist				10			
MPA Lawyer				4	7	7	
MPA Education Assessment Specialist						4,5	
MPA Professional Feasibility Studies SAI						7	
MPA Professional Feasibility Studies OPSC						7	
MPA Profesional Especialista Evaluación Proyectos Piloto & A.Programas Compatibilidad							3,5
Coralina Other Project GIS Analyst			6	6	3	3	
Coralina Other Project Engineer System			6	6	3	3	
Coralina Other Project Marine Biologist (b3, b4, b5, b6, b7) <sup>27</sup>	6(b3), 7(b4) 7(b5), 7(b6)8(b7),	2(b3), 6(b4) 6(b5), 6(b6)	6(b3), 8(b4) 9(b5), 6(b6)	4(b3), 1(b4), 3(b5)	(b3); (b4); (b5)	1(b3); 2(b4)	3(b3)10(b4)
Coralina Other Project Ecologist	6	4	2				
Coralina Other Project Biologist (b8, b9, b10, b11) <sup>28</sup>	2(b8),3(b9)	5(b8),4(b9) 5(b10) 5(b11)	6(b8), 4(b11)	2(b8), 3(b11)	6(b8); 7(b11)	5(b8); 8(b11)	5(b11)

*Annual budget: the first table shows the total of Coralina's budget including the project's budget; the second table is the project plus the partners.*

<sup>27</sup> Number Coralina Other Project Marine Biologists (b3, b4, b5, b6, b7)

<sup>28</sup> Number Coralina Other Project Biologists (b8, b9, b10, b11)

Programed	2010		2011		2012		2013		2014		Total	
	GEF	Co-Fin	GEF	Co-Fin	GEF	Co-Fin	GEF	Co-Fin	GEF	Co-Fin	GEF	Co-Fin
4.395.000	9.943	193.657	168.875	596.211	371.205	669.102	254.119	724.742	408.287	806.294	1.212.429	2.990.000
384.000	7.412	17.621	63.531	100.905	76.325	16.744	80.905	13.502	44.827	0	273.000	144.000
1.583.500	3.243	49.356	79.676	38.600	56.580	32.998	24.294	57.276	30.691	1.048.022	194.484	1.220.000
2.199.500	5.444	212.848	75.091	416.773	107.977	386.130	116.442	379.266	227.355	133.815	532.309	1.520.000
645.000	26.790	55.000	53.431	81.500	53.476	80.000	51.739	92.250	52.708	80.500	238.144	380.000
46.000	0	0	0	0	12.046	0	9.915	0	8.558	0	30.519	0
9.253.000	52.833	528.482	440.605	1.233.989	677.609	1.184.974	537.413	1.267.036	772.425	2.068.631	2.480.884	6.280.000

<b>Annual Budget Execution (Projects)</b>	<b>Year 2010</b>	<b>Year 2011</b>	<b>Year 2012</b>	<b>Year 2013</b>	<b>Year 2014</b>
Strengthening of the Environmental Information System	58.784				
Management, Risk Prevention and climate change Adaptation in the Land Use Process of the Archipelago of San Andrés, Providence y Santa Catalina	47.876	7.648	16.001	469.012	42.130
Maintenance of monitoring, control and evaluation system of environmental Quality in the BR Seaflower	227.878	196.344	49.012	70.347	
Protection and Management of the Water Resources in the Archipelago of San Andres, Providence y Santa Catalina	140.468	115.567	144.275	258.414	206.219
Protecting Biodiversity in the Southwestern Caribbean Sea	52.832	440.604	677.608	537.413	772.425
Protection and management of biodiversity and strategic ecosystems in the RB Seaflower	460.353	296.992	176.931	1.007.487	565.932
Improvement of Business Development in the Archipelago de San Andres, Providence and Santa Catalina	103.921	31.575	60.170	71.394	0
Improvement and Institutional Development of CORALINA	388.146	59.910	89.864	504.871	63.500
Sustainable Management of the soil and Drought Mitigation	42.109				
Mitigation of Environmental Risks in Old Providence Island		28.243			
Awareness Strategies, Training and Education of the Island's Community for Mitigation of Climate Change Impacts in the Seaflower BR.	134.753	62.331	78.670	53.026	38.185
Improvement of technical measurements of environmental parameters CORALINA Laboratory	52.738				
Construction of CORALINA's new site Phase II	373.109				
Design and implementation of Information Security Management System (ISMS) for CORALINA		19.831			
Institutional Strengthening for the Implementation of activities of Command and Control Regulations in the Seaflower Biosphere Reserve			100.098		
Implementation of a Program on Sustainable Production and Consumption in the Archipelago of San Andres, Providence & Santa Catalina			78.391	173.740	123.354
Reduction of Negative Impacts on the Natural Resources and the Environment caused by Human Activities in the RB Seaflower				191.644	32.225
Establishment of an Efficient Model to Apply new Technologies in the Environmental Management of the Administrator of the Biosphere Reserve				127.487	25.002
Implementation of Participation Tools to Strengthen the Environmental Management of the Administrator of the Biosphere Reserve				84.962	19.116
Artificial Recharge of the Aquifers in the Archipelago of San Andres, Providence & Santa Catalina				3.121	145.945
Taking Advantage of Opportunities for the Development of Sustainable Livelihoods in the Seaflower BR to use as a new Model for Sustainable Development of the Archipelago				0	149.766
Improvement of the Environmental Ordering of Seaflower Biosphere Reserve				0	15.057
Integral Management and Administration of the Beaches				0	153.901
Strengthening of the Coastal Environmental Unit for the Management of Seaflower Biosphere Reserve				0	534.045
<b>Sub Total</b>	<b>2.082.967</b>	<b>1.259.045</b>	<b>1.471.020</b>	<b>3.552.918</b>	<b>2.886.802</b>
Operational Management	1.096.855	1.206.395	1.419.052	1.687.810	1.350.587
<b>TOTAL BUDGET (Projects + Operational Management)</b>	<b>3.179.822</b>	<b>2.465.440</b>	<b>2.890.072</b>	<b>5.240.728</b>	<b>4.237.389</b>

CORALINA from June 2008 to June 2009 developed a proposal of the FSP GEF Project.

Recognizing the clear need for a prompt implementation of the Management Plan and its consistency with national priorities, the GOCO solicited the IDB's assistance in June 2007 to present a proposal for a Full-

Sized Project (FSP) to the Global Environmental Facility (GEF), who had previously provided US\$1 million for the design of the MPA. The proposed FSP will support the implementation of the Management Plan through four components: i) Stakeholder coordination for effective adaptive management; ii) Financial sustainability mechanisms; iii) Alternative livelihoods compatible with MPA; and iv) Monitoring & analysis.

The proposed FSP is expected to result in a well-managed and largely self-financed MPA whose management is based on up-to-date sound data and analyses of its ecosystems and the socio-economic activities within its boundaries. It is expected that the local communities within the MPA will not only be able to participate in Seaflower's management but also to derive economic and social benefits in a sustainable manner from the area's rich natural resources. The proposed FSP (GEF: US\$3 million; ME: US\$1 million<sup>29</sup>; local: US\$3 million; total: US\$7 million) has been included in the GEF's January 2008 Work Program, as approved by the GEF Council, and in the Bank's Business Plan with Colombia.

*Designations:*

- Important Bird Area, Birdlife International 2004
- Seaflower Biosphere Reserve, UNESCO 2005, national law 99/93
- World Heritage Site, tentative list 2008, nomination in process
- IUCN Award, 2010;
- SPAW Declaration, 2012
- Distrito de Manejo Integrado – Area Marina Protegida Seaflower, 2014

*Reasons for designation:*

Significance of coastal and marine ecosystems, biodiversity, and of native culture

*The MPA is part of a larger management zoning plan:*

Yes ☒ No ☐

*Brief details of GEF-funded project or projects in MPA:*

The Seaflower MPA was established by a GEF medium-sized project (CO-GM-P066646), implemented by the World Bank and executed by CORALINA from 2000-2005. CORALINA's technical partnership in Colombia's National Climate Change Adaptation Project (INAP) has also permitted activities that strengthen coastal and marine management, such as developing population policies for the coastal zone and action plans for the remote cays. In 2011 Seaflower was also a demonstration site for another GEF project through the Caribbean regional CLME project, which contributed to the improvement of the MPA governance, particularly in regard to inter-institutional collaborations within fisheries. Finally in 2009 CORALINA also received GEF for a full-sized project, which will go on to 2014 in order to strengthen implementation of the MPA's Integrated Management Plan (IMP), specifically to improve adaptive, participatory management; achieve long-term financial sustainability; introduce sustainable and alternative livelihood projects to alleviate poverty; and implement question-based monitoring to support management which is the on-going at the present time.

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<sup>29</sup> The funding from the Multilateral Investment Fund (US\$1 million) was not approved and the Component III Alternative Livelihoods was finally finance with resources from the National Royalty System (US\$740,000)

*Brief description of the primary habitats represented in the MPA:*

Examples of all representative regional coastal and marine ecosystems are included:

Habitat 1: Coral reefs including atolls, barrier and fringing reefs, banks, and patches

Habitat 2: Mangrove forests

Habitat 3: Seagrass and algae beds

Habitat 4: Soft bottoms

Habitat 5: Beaches

Habitat 6: open Ocean

*Marine protected area objectives:*

Seafloor MPA has 5 legally defined objectives of equal importance, which are:

Objective 1: Preservation, recovery, and long-term maintenance of species, biodiversity, ecosystems, and other natural values including special habitats.

Objective 2: Promotion of sound management practices to ensure long-term sustainable use of coastal and marine resources.

Objective 3: Equitable distribution of economic and social benefits to enhance local development.

Objective 4: Protection of rights pertaining to historical use.

Objective 5: Education to promote stewardship and community involvement in management.

*Two most important threats to the MPA (and reasons why):*

Threat 1: Ecosystem and habitat fragmentation derived from the ruling of the International Court of Justice on November 2012

Threat 2: High rates of emigration, population density, unemployment and poverty (more than 40% of families are estimated to live in poverty), contributing to over-exploitation of resources, land-based pollution, deforestation/sedimentation, ecosystem degradation and loss of species

Threat 3: Limited financial and technical resources, hindering effective MPA implementation

*Top two critical management activities:*

Activity 1: Enforcement - Putting in place strong enforcement and compliance structures that are collaborative (community-based), transparent, legitimate, fair, and rooted in accurate information

Activity 2: Economic development - Promoting income-generating activities (sustainable and alternative livelihoods) to alleviate poverty and achieving financial sustainability to support long-term MPA management and generation of local jobs in conservation

*Top 4 stakeholder groups:*

Stakeholder group 1: Fishers, primarily artisanal; also industrial and sport

Stakeholder group 2: Watersports and tourism including dive shops, tour boats, etc.

Stakeholder group 3: Institutions including government, education and research institutes

Stakeholder group 4: Native community in general, understanding that the identity and traditional livelihoods of all islander families are linked with the marine and coastal area

*Resource condition:*

Poor ☐ Average ☒ Good ☐

*Date assessment was carried out:*

May 1, 2015

*Names of assessors:*

Martha Ines Garcia Escobar

Role (position) Monitoring & Analysis Leader

Contact information: [amp.monitoreo@coralina.gov.co](mailto:amp.monitoreo@coralina.gov.co)

Fanny Howard Newball

Role (position) MPA Coordinator

Contact Information: [fanny.howard@coralina.gov.co](mailto:fanny.howard@coralina.gov.co)

*Date(s) of previous score card assessment(s):*

June 30, 2013

Notes: The construction of this document *GEF Score Card to Assess Progress in Achieving Management Effectiveness Goals for Marine Protected Areas* was conducted in a highly participatory manner with professional and technical CORALINA MPA staff and interviews with social and institutional stakeholders in both islands and their opinions and comments are reflected in this assessment.

## A. Context: Where are we now? Assessment of important threats and the policy environment

1. Legal status – Does the marine protected area have legal status?		Your Score 2015	Your Score 2013	Your Score 2009	Comments
The marine protected area is not gazetted	0	4	4	4	<p><b>3</b> - The MPA was declared in 2005 by the Minister of Environment, Housing, and Territorial Development (Resolution 107/05). The same year, three management sections and multiple-use zones (five zone types) were designated by CORALINA through Accords 021/05 and 025/05, respectively. Artisanal fishing zones were established by the San Andres Department fishing authority (<i>Junta Departamental de Pesca</i>) in Accord 004/05. Zoning agreements were signed with stakeholders prior to legal designation. In 2010 the Ministry of Environment started a national process to categorize and homologate all the natural areas in the country (<i>Decree 2372</i>). The MPA is not included within the new categories of management. In 2014, after several years of discussion between the Ministry and CORALINA, the area has been declared as “District of Integrated Management – MPA <i>Seaflower</i>”.</p> <p><b>+1</b> - a. Seaflower is part of a UNESCO Biosphere Reserve, has been proposed as a marine World Heritage Site (Property submitted on the Tentative List), is a Significant Bird Area and has been identified as a biodiversity hotspot. It has also been the subject of a number of publications and invited to take part in many international marine congresses, workshops, etc.</p>
The government has agreed that the marine protected area should be gazetted but the process has not yet begun	1				
The marine protected area is in the process of being gazetted but the process is still incomplete	2				
The marine protected area has been legally gazetted (or in the case of private reserves is owned by a trust or similar)	3				
<b>Additional Point</b> a. The MPA has received national and/or international recognition for its importance (in the comments column, describe the recognition in detail)	+1				
2. Marine protected area regulations – Are unsustainable human activities (e.g. poaching) controlled?		Your Score 2015	Your Score 2013	Your Score 2009	Comments
There are no mechanisms for controlling unsustainable human activities in the marine protected area	0	2	2	1	<p><b>2.</b> CORALINA has endorsed community-based zoning and regulations to control unsustainable human activities. Although the efforts and improvements in control and enforcement practices – over both land and sea – there are still some problems implementing mechanisms for controlling unsustainable human activities, especially in the isolated areas. CORALINA has signed several memorandum of agreement with other institutions (as the Secretary of Fisheries and the Navy) focus in enforcement, but protocols are still in development. Primary stakeholders also participate in surveillance although some social conflicts have risen between users.</p> <p>According to key stakeholder, the MPA is not effectively implemented. More information is needed not only for main stakeholders but the broader community (especially at schools) and the tourists. There are some conflicts with the zoning, especially in the No Take areas with artisan fishermen. The spear gun fishing activities are the most common illegal activities in the sea, but normally the offenders are minors and it's very difficult to act.</p>
Mechanisms for controlling unsustainable human activities in the marine protected area exist but there are major problems in implementing them effectively	1				
Mechanisms for controlling unsustainable human activities in the marine protected area exist but there are some problems ineffectively implementing them	2				
Mechanisms for controlling unsustainable human activities in the marine protected area exist and are being effectively implemented	3				

					The ICJ ruling introduced a negative perspective of public governance in the Archipelago and inhabitants have been more reluctant to participate actively in the MPA management. However, they ask for more presence and responsibilities in the decision making and the management of the MPA, especially fishermen and the tourist sector. Another challenge is the coordination among institutions with similar roles in surveillance and control.
<b>3. Law enforcement – Can staff sufficiently enforce marine protected area rules?</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments</b>
The staff have no effective capacity/resources to enforce marine protected area legislation and regulations	0	<b>3</b>	<b>3</b>	<b>2</b>	<b>2</b> - See above  <b>+1</b> – a. CORALINA has established agreements with other marine authorities such as the Coast Guard, the Navy, and the Secretary of Fisheries and McBean Lagoon National Park. Stakeholders such as fishers and watersports operators ask to be involved in collaborative enforcement activities, but protocols are still needed. The lack of financing for control and enforcement activities is one of the big limitations for the management of such a big area as the MPA Seaflower
There are major deficiencies in staff capacity/resources to enforce marine protected area legislation and regulations (e.g. lack of skills, no patrol budget)	1				
The staff have acceptable capacity/resources to enforce marine protected area legislation and regulations but some deficiencies remain	2				
The staff have excellent capacity/resources to enforce marine protected area legislation and regulations	3				
<b>Additional Points</b> a. There are additional sources of control (e.g., volunteers, national services, local communities)	+1				
b. Infractions are regularly prosecuted and fines levied	+1				
<b>4. Marine protected area boundary demarcation – Are the boundaries known and demarcated?</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments 2013</b>
The boundaries of the marine protected area are not known by the management authority or other stakeholders	0	<b>2</b>	<b>2</b>	<b>2</b>	<b>2</b> - External MPA boundaries legally declared and known by authorities and the majority of stakeholders. Although national and international navigation charts have been incorporated the boundaries, there are still some deficiencies in the demarcation. The number of buoys used in the demarcation was significantly less than planned, with some of the areas not demarcated. The lack of studies about the bathymetry of the new areas to be demarcated limited the definition of a real Demarcation Plan. Some of the planned buoys were not placed, as the conditions were not adequate (technically and financially not viable) leaving all the areas with fewer buoys than planned and even with no buoys (as the south area of <i>Quitásueños</i> - No Take area - in the north of the MPA, or <i>Roncador</i> ). CORALINA wants to prepare nautical charts to help stakeholders – especially fishermen – to know the
The boundary of the marine protected area is known by authority but is not known by other stakeholders	1				
The boundary of the marine protected area is known by both the management authority and other but is not appropriately demarcated	2				
The boundary of the marine protected area is known by the management authority and stakeholders and is appropriately demarcated	3				

					<p>Demarcation Plan. The Navy, arguing security issues, has disapproved the development of this type of charts. As an alternative, CORALINA is planning the preparation of thematic maps – without sensitive information – although this activity has no budget associated and not been started yet.</p> <p>Important efforts have been made on educational activities with main stakeholders to let them know about the MPA boundary demarcation. However, participants in the training and information sessions ask for more information, especially in schools and for tourists.</p>
<b>5. Integration of the MPA in a larger coastal management plan –Is the MPA part of a larger coastal management plan?</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments 2013</b>
There is no discussion about the integration of the MPA in a larger coastal management plan	0	<b>4</b>	<b>4</b>	<b>4</b>	<p><b>2</b> – There is an agreement with the Ministry of the Environment and Sustainable Development (MADS) to develop an integrated coastal management plan and discussion is underway between MADS and CORALINA since 2012, but the process has not been completed yet.</p> <p><b>+2</b> – a, b. The Seaflower MPA is a system of 3 sections that collectively sustain larger marine ecosystem functions and incorporates 7 distinct sites, all of which represent a range of bio-geographic variation in the marine eco-region. It was recognized as a regional Caribbean MPA network in the recent IUCN publication on global MPA systems (2009) and was also include in 2012 in the SPAW.</p>
There is some discussion about the integration of the MPA into coastal management plan but the process has not yet begun	1				
The marine protected area is in the process of being integrated into a larger coastal management plan but the process is still incomplete	2				
The marine protected area is part of a larger coastal management plan	3				
<b>Additional Points</b> a. The MPA is part of a network of MPAs which collectively sustain larger marine ecosystem functions	+1				
b. The MPA is part of a network of MPAs which collectively represent the range of bio-geographic variation in a marine eco-region	+1				
<b>6. Resource inventory – Is there enough information to manage the area?</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments 2013</b>
There is little or no information available on the biophysical, socio-cultural and economic conditions associated with the marine protected area	0	<b>2</b>	<b>3</b>	<b>1</b>	<p><b>2-</b> Information on the biophysical and socio-cultural and economic conditions associated with the marine protected area is sufficient for key areas of planning/decision making. An integrated data management system has been developed and implemented. This database will be the baseline to make evidence-based decisions in conservation programs. Common protocols should be designed so other institutions can introduce data in order to be homogeneous and compatible with the platform. Also more training is needed and more staff to keep the system effectively working.</p>
Information on the physical, socio-cultural and economic conditions associated with the marine protected area is not sufficient to support planning and decision making	1				

Information on the biophysical, socio-cultural and economic conditions associated with the marine protected area is sufficient for key areas of planning/decision making but the necessary survey work is not being maintained	2				
Information on the biophysical, socio-cultural and economic conditions associated with the MPA is sufficient for key areas of planning and decision-making	3				
<b>7. Stakeholder awareness and concern – Are stakeholders aware and concerned about marine resource conditions and threats?</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments</b> (list the stakeholders involved)
Less than 25% of stakeholders are aware or concerned about the marine resource conditions, and threats and management efforts	0	2	2	2	<p>2 - The majority of stakeholders are aware (over 75%) about the threats and marine resource conditions and limitations. However, some inhabitants are not concerned (25%-50% of stakeholders) about the situation as they only are worried about their current economic and social situation. This happens especially in San Andres, where the rates of poverty are higher than in Old Providence and Santa Catalina and the pressure over the resources is also higher. More work needs to be done with the general community, youth, and with tourists through education and outreach programs, especially new initiatives led by community promoters, MPA outreach rangers, and stakeholder volunteers in order to gain access to the wider community.</p> <p>The ICJ ruling has impacted negatively in the community and their concerned about threats and resource fragility has decreased. They think that they have been taking care of their Archipelago and now Nicaraguans will exploit some of their resources without any conservation objective.</p>
Approximately 25% - 50% of stakeholders are aware or concerned about the marine resource conditions and threats	1				
Approximately 50%-75% of stakeholders are aware or concerned about the marine resource conditions and threats	2				
Over 75% of stakeholders are aware or concerned about the marine resource	3				
<b>TOTAL for Context (A):</b>	<b>26</b>	<b>19</b>	<b>20</b>	<b>16</b>	

**Table B. Planning: Where do we want to be? Assessment of marine protected area design and planning**

<b>8. Marine protected area objectives – Have objectives been agreed?</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments</b>
No firm objectives have been agreed for the marine protected area	0	3	2	2	<p>2 - MPA objectives have been agreed upon with stakeholders. Zoning was designed to achieve the objectives, as was the community-based management plan.</p> <p>The homologation process started by the Ministry of Environment and Sustainable Development declared in 2014 the area as District of Integrated Management – MPA Seaflower.</p>
The marine protected area has agreed objectives	1				
The marine protected area has agreed objectives but these are only partially implemented	2				
The marine protected area has agreed objectives and is managed to meet these objectives	3				

9. Management plan – Is there a management plan and is it being implemented?		Your Score 2015	Your Score 2013	Your Score 2009	Comments
There is no management plan for the marine protected area	0	9	10	7	<p><b>2</b> - The MPA has an Integrated Management Plan in three volumes that cover background (IMP1), management actions (IMP2), and daily operations (IMP3). The plan was developed with a highly participatory process with stakeholders. The updated IMP has been developed in 2014, although the process has not been as participatory as the original process. Furthermore, the IMP has not been approved by the CORALINA board and it's being implemented de facto.</p> <p><b>+1</b> – a. IMP2 lays out a detailed long term management approach and specific actions.</p> <p><b>+1</b> –b. The entire process is participatory, with stakeholders having decision-making power in zoning, regulations, and all phases of management planning.</p> <p><b>+1c.</b> All CORALINA's work, including MPA planning is characterized by the inclusion of all the stakeholders and entire community in regard to all ethnic and religious groups, as well as women, youth, and the vulnerable, poor, and marginalized. Actually, Raizales have had a specific role in the activities lead by CORALINA.</p> <p><b>+1d.</b> The MPA has been designed to alleviate poverty and improve the local economy as well as to conserve biodiversity, so socio-economic factors are always considered in planning.</p> <p><b>+1e.</b> All of these factors have been important considerations since the inception of the MPA planning process. Indeed, two objectives address such concerns, as do regulations, zoning, and management programs.</p> <p><b>+1f.</b> In 2014 the IMP updated has been completed, lead by the National University of Colombia in agreement with CORALINA. There has been a participatory process to develop the update.</p> <p><b>+1h.</b> Enforcement and regulations are part of the IMP and significant efforts have been done to improve and strength the enforcement system together with other institutions.</p> <p>Stakeholders ask for more participation in the MPA management, not only to be informed about the actions but to do co-management and be part of the decision-making processes.</p>
A management plan is being prepared or has been prepared but is not being implemented	1				
An approved management plan exists but it is only being partially implemented	2				
An approved management plan exists and is being implemented	3				
<b>Additional Points for Planning</b>					
a. There is also a long term master plan (at least 5 years)	+1				
b. The planning process allows adequate opportunity for key stakeholders to influence the management plan	+1				
c. Stakeholder participation includes representation from the various ethnic, religious and user groups as well as representation from both genders	+1				
d. The socioeconomic impacts of decisions are considered in the planning process	+1				
e. The local culture, including traditional practices, social systems, cultural features, historic sites and monuments, is considered in the planning process	+1				
f. There is an established schedule and process for periodic review and updating of the management plan	+1				
g. The results of monitoring, research and evaluation are routinely incorporated into planning	+1				
h. Management plan is tied to the development and enforcement of regulations	+1				
<b>TOTAL for Context (B):</b>	<b>14</b>	<b>12</b>	<b>12</b>	<b>9</b>	

**Table C. Inputs: What do we need? Assessment of resources needed to carry out management**

<b>10. Research – Is there a program of management-oriented survey and research work?</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments</b>
There is no survey or research work taking place in the marine protected area	0	<b>3</b>	<b>2</b>	<b>1</b>	<p><b>2</b> – The MPA has a lot of quality information about the environmental, social and economic characteristics of the Archipelago. Several research studies have been done on an ad hoc basis with national and international expeditions (Ocean Sultan, Sea mammals, Expeditions with UNAL, Local Government, SENA, INVEMAR, AUNAP, among others). However, there's not an integrated and comprehensive program of survey and research work and it's more linked with on time projects.</p> <p><b>+1a.</b> Carrying capacity and limits of acceptable change studies have been conducted. In 2014 a socio-economic survey was developed in San Andres and Old Providence to more than 1,100 inhabitants.</p>
There is some ad hoc survey and research work	1				
There is considerable survey and research work but it is not directed towards the needs of marine protected area management	2				
There is a comprehensive, integrated program of survey and research work which is relevant to management needs	3				
<b>Additional Point</b> a. Carrying capacity studies have been conducted to determine sustainable use levels	+1				
<b>11. Staff numbers – Are there enough people employed to manage the protected area?</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments (provide details)</b>
There are no staff	0	<b>2</b>	<b>2</b>	<b>0</b>	<p><b>1-</b> The staff and consultants are not sufficient to implement the large amount of activities and responsibilities that CORALINA has, including the implementation of the IMP.</p> <p><b>+1a.</b> CORALINA has several agreements with other institutions in the Archipelago and international, as the Navy, Omacha, Local Government, Mc Bean Lagoon National Park , INVEMAR, First Baptist School, etc.</p> <p>According to interviewees (staff and consultants) working in CORALINA or former workers, the number of staff has been decreasing in the last years, especially technical staff. The staff numbers are inadequate and some activities, due to lack of financing and consequently lack of staff assigned, have lost quality and could be negatively impacted in this situation (e.g. management of the integrated data system). The activities linked with control and enforcement are very expensive (big area with high anthropological impact) and more financing and staff are needed (not only from CORALINA but in collaboration with other institutions)</p>
Staff numbers are inadequate for critical management activities	1				
Staff numbers are below optimum level for critical management activities	2				
Staff numbers are adequate for the management needs of the site	3				
<b>Additional Point</b> a. There is additional support from volunteer programs, local communities, etc a. There is also a long term master plan (at least 5 years)	+1				
<b>12. Current budget – Is the current budget sufficient?</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments (detail of the sources of funding)</b>
There is no budget for the marine protected area	0	<b>1</b>	<b>1</b>	<b>0</b>	<p><b>1-</b> The current budget for the management of the MPA is highly inadequate. The GEF project include as one of the components the development and implementation of</p>
The available budget is inadequate for	1				

basic management needs and presents a serious constraint to the capacity to manage					financial mechanisms to self-sustain the MPA management. However, none of the major mechanisms have been finally developed due to technical, legal and/or institutional constraints.
The available budget is acceptable, but could be further improved to fully achieve effective management	2				
The available budget is sufficient and meets the full management Needs of the protected area	3				
<b>Additional Points</b> a. There is a secure budget for the marine protected area and its management needs on a multi-year basis.	+2				
b. The budget is not entirely dependent on government funding; instead, funding also comes from NGO contributions, taxes	+1				
<b>TOTAL for Context (C):</b>	<b>14</b>	<b>6</b>	<b>5</b>	<b>1</b>	

**Table D. Process: How do we go about management? Assessment of the way in which management is conducted**

<b>13. Education and awareness program – Is there a planned education program?</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments (list your major communication actions)</b>
There is no education and awareness program	0	<b>2</b>	<b>2</b>	<b>1</b>	<b>2.</b> The Education, Communication and Participation Plan was established in 2011 and has been in implementation since then in agreement with CORALINA's General Education Plan. A new building has been built ( <i>Casa bioclimática</i> ) as a center of education for the community. Other activities with schools have been implemented, although stakeholders ask for more educational programs (especially in Old Providence and Santa Catalina).
There is a limited and ad hoc education and awareness program, but no overall planning for this component	1				
There is a planned education and awareness program but there are still serious gaps	2				
There is a planned and effective education and awareness program fully linked to the objectives and needs of the protected area	3				
<b>14. Communication between stakeholders and managers – Is there communication between stakeholders and managers?</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments</b>
There is little or no communication between managers and stakeholders involved in the MPA	0	<b>3</b>	<b>3</b>	<b>2</b>	<b>2.</b> Since 2011 there are three consultative committees functioning (Stakeholders, Governmental Partners and international experts) on both islands. At the beginning of the project, and especially before – during the World Bank and GEF project – the meeting were schedule regularly. However, according to the participants, in the last years they didn't have so much presence in the project, especially with the international experts. The stakeholders ask for co-management of some activities and more participation in the decision-making processes.
There is communication between managers and stakeholders but this is not a planned or scheduled program	1				
There is a planned communication program that is being used to build support for the MPA amongst relevant stakeholders but	2				

implementation is limited yet.					Also some empowerment is needed, especially with the Raizal community to participate more actively in the meetings and activities.  <b>+1</b> – There is some communication with other MPA managers including information exchange and some training, most notably with Florida Keys National Marine Sanctuary (FKNMS), MPAs from the Greater Caribbean and with National Marine Protected Areas System. Field visits to Panama, Belize and other countries have been organized with stakeholders to better know the activities and management of the MPAs in those countries.
There is a planned communication program that is being implemented to built support for the MPA amongst relevant stakeholders.	3				
<b>Additional Point</b> There is some communication with other MPA managers (and for example exchanges of good practices )	+1				
<b>15. Stakeholder involvement and participation – Do stakeholders have meaningful input to management decisions?</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments</b>
Stakeholders have no input into decisions relating to the management of the protected area	0	2	2	2	2. There is one committee with stakeholders that participates in meetings, fieldtrips and activities related with the MPA. However, some participants consulted ask for more active participation in taking decisions, not only being informed about what CORALINA and other institutions are doing. On the other hand, some inhabitants have highlighted that normally people involved in management decisions are always the same, normally fisherman and from the tourist sector, and they asked for more heterogeneous participation. It's also important to share with the entire community the decisions taken in the meetings and discussions, and let them have the opportunity in some cases to evaluate the decisions.
Stakeholders have some input into discussions relating to management but no direct involvement in the resulting decisions	1				
Stakeholders directly contribute to some management decisions	2				
Stakeholders directly participate in making decisions relating to management	3				
<b>Additional Point</b> a. There are clear financial contributions / agreements between MPA and tourism operators to recover MPA resources rents for local benefits	+1				
<b>16. Indigenous people – Do indigenous and traditional peoples resident or regularly using the MPA have input to management decisions?</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments</b>
Indigenous and traditional peoples have no input into decisions relating to the management of the protected area	0	2	2	2	2 - Traditional people have legal status as an ethnic minority (known by law as <i>Raizales</i> ). The <i>Raizal</i> community is regularly consulted as the rest of the community. Raizales have a strong sense of belonging to the islands and feel empowered to take decisions and demand some rights linked with the MPA. Some of the Raizal people interviewed felt that migration has had negative impact in the conservation of the resources, especially in San Andres. They ask for more educational programs, especially at schools. Also, as pointed before, a better communication strategy needs to be in place to share decisions related to the management of the MPA.
Indigenous and traditional peoples have some input into discussions relating to management but no direct involvement in the resulting decisions	1				
Indigenous and traditional peoples directly contribute to some decisions relating to management	2				
Indigenous and traditional peoples directly participate in making decisions relating to management	3				

<b>17. Staff training – Is there enough training for staff?</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments (list your major training needs)</b>
Staff are untrained.	0	3	2	0	<p>2- The training program for CORALINA's permanent staff and the contracted personnel is adequate. They participate in courses locally, nationally and internationally when funds are available. CORALINA has signed several agreements with institutions to develop specific training for its staff.</p> <ul style="list-style-type: none"> <li>– Coral Restoration and Nursery</li> <li>– Sea mammal identification</li> <li>– Payment for Environmental Services</li> <li>– Beach Restoration</li> <li>– Environmental Economic Valuation</li> <li>– Seabirds Conservation and Tracking Satellite Monitoring</li> <li>– Open Water Diving Course</li> </ul> <p>According to some interviewees, since 2013 the number of trainings has decreased and financing is limited to develop new activities.</p>
Staff training and skills are low relative to the needs of the marine protected area.	1				
Staff training and skills are adequate, but could be further improved to fully achieve the objectives of management.	2				
Staff training and skills are in tune with the management needs of the marine protected area, and with anticipated future needs.	3				
<b>18. Equipment – Is the site adequately equipped?</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments</b>
There is little or no equipment and facilities.	0	2	2	1	<p>2. There is an adequate number of equipment like PCs, Printers, binoculars, motorcycles, GPS and an acceptable internet service that are well maintained, but more equipment is needed especially for monitoring. Some extra equipment (buoys) has been added or will be add (hydro meteorological station) to improve the monitoring and surveillance activities.</p>
There is some equipment and facilities but these are wholly inadequate.	1				
Most of equipment and facilities are adequate and maintained.	2				
There is adequate equipment and facilities and it is well maintained.	3				
<b>19. Monitoring and evaluation – Are biophysical, socioeconomic and governance indicators monitored and evaluated?</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments</b>
There is no monitoring and evaluation the biophysical, socioeconomic and governance context of the MPA	0	3	4	2	<p>2 - Protocols (biophysical, socio-economic and governance) have been adjusted and applied in Central and South Section of the MPA. Northern areas still need to be better delimited and monitored, but lack of resources limits this activity. Although there is a big amount of data from CORALINA and other institutions, more coordination is needed to integrate all the information and in order to be used in adaptive management of the MPA (currently only water quality and few more indicators are effectively used for management).</p>
There is some ad hoc monitoring and evaluation, but no overall strategy and/or no regular collection of results	1				
There is an agreed and implemented monitoring and evaluation system but results are not systematically used for management	2				

A good monitoring and evaluation system exists, is well implemented and used in adaptive management	3				<b>+1a</b> - The MPA participates in CARICOMP, COSALC (regional beach monitoring), and the national SIMAC program REDCAM. SocMon training has been received, with monitoring carried out once and it's planned to be carried again in 2015. Community-based monitoring programs include REEF, and ReefCheck.
<b>Additional Points</b> a. The MPA participates as a site in national or international environmental monitoring programs such as CARICOMP, CPACC, GCRMN, AGGRA or similar. (Provide the name of the program(s))	+1				
b. There is an Emergency Response Capability in place to mitigate impacts from non threats	+1				
<b>TOTAL for process (D):</b>	<b>25</b>	<b>17</b>	<b>17</b>	<b>10</b>	

**Table E. Outputs: What were the results? Assessment of the implementation of management programs and actions; delivery of products and services**

N.B.: The outputs should be assessed based on progress since the last assessment. If this is the first time the Score Card is being used, respondents should assess outputs over the last 3 years. For newly established MPAs, respondents may have to skip this section.

<b>20. Context indicators – have context indicators been improved?</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments</b>
a. Legal status has improved (refers to question 1. Legal status)	+2	+2	0	0	+2 - After the homologation process the Ministry of Environment has declared the area “District of Integrated Management – MPA Seaflower”, as is part of the National System of Protected areas.
b. Regulations have improved (refers to question 2. MPA Regulations)	+2	+1	0	0	+1 - The IMP has been updated although needs to be approved by the CORALINA Board.
c. Law enforcement has improved (refers to question 3 Law enforcement)	+2	0	1	0	
d. Boundary demarcation has improved (refers to question 4. MPA Boundary demarcation)	+2	+1	+1	1	+1 - Some no entry, no take, and special use zones have been demarcated in the Southern and Central Sections with buoys. Educational materials have been produced illustrating the zoning areas but there's still need to have maps for the northern areas (offshore) and more information for tourists and other stakeholders.
e. The MPA has been integrated into ICM (refers to question 5. Integration of the MPA)	+2	0	1	0	
f. The resource inventory has improved (refers to question 6. Resource inventory)	+2	+1	+2	1	+1 - Research has been carried out on queen conch, sea and shorebirds, spawning aggregation fish, reef fish, <i>Cittarium pica</i> and Coral reefs. Some other studies have been developed with agreement with other institutions (Fundacion OMACHA, SENA, local government, National University, etc.). However, the inventory is not completed yet and more coordination is needed and

					protocols so all the institutions can use the inventory. It's important also that the community has access to the inventory for educational and transparency purposes.
g. Stakeholder awareness and concern has improved	+2	+1	+2	1	+1 – Although the stakeholder awareness has improved, according to the interviewees the concern has not, especially impacted for the ICJ ruling. It should be pointed out the CORALINA efforts to improve the educational programs.
<b>21. Products and services</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments</b>
a. – Signs- signs are now available, or new one have been installed	+1	0	+1	0	In the last years some of the buoys have been cut by fishermen and others have disappear due to strong tides. According to the stakeholders interviewed, more signs are need, especially near the coast and in the 2 languages. More information is needed too for tourists (what the signs mean). The signs have to be together with educational programs to the entire community, and especially schools.
b. Moorings – moorings are now available, or new one have been installed	+2	+1	+2	1	+1 - Mooring buoys are in place and divers associations have helped in the replacement of these buoys. However, some areas, as in the north, need more buoys to delimitate the MPA. The number of buoys used in the demarcation was significantly less than planned, with some of the areas not demarcated. Some of the planned buoys were not placed, as the conditions were not adequate (technically and financially not viable) leaving all the areas with fewer buoys than planned and even with no buoys (as the south area of <i>Quitasueños</i> - No Take area - in the north of the MPA, or <i>Roncador</i> ).
c. Education materials – education materials are available, or new one have been developed	+1	+1	+1	1	+1 - A variety of MPA education materials for adults and children have been produced and distributed. However, they are not enough to inform the entire community and stakeholders about the delimitations and meaning of each signal. As noted above, stakeholders ask for more educational programs to inform the community about the MPA management, in both islands, and especially with schools and tourists.
<b>22. Mechanisms for stakeholder participation in decision-making and/or management activities (e.g. advisory council) – are mechanisms available to ensure stakeholder participation?</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments</b>
There are no mechanisms for stakeholder participation in decision-making and/or management activities	0	1	2	1	1. There are not sufficient mechanisms in action. Although there is an administrative structure, committees, and activities with stakeholders, according to stakeholders and CORALINA staff interviewed the participation has decreased in the last years. The stakeholders ask for more participation in the decision-making. After the ICJ ruling the relation with some of the stakeholders has deteriorate.
There are some mechanisms for stakeholder participation in decision-making and/or management activities, but not sufficient	1				
There are sufficient mechanisms for stakeholder participation in decision-making and/or management activities	2				

<b>23. Environmental education activities for stakeholders (e.g. public outings at the MPA) – have education activities been developed for stakeholders?</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments</b>
There are no education activities available for stakeholders	0	2	2	1	2 - Education and outreach activities are on-going and sufficient available for the stakeholders. A new building ( <i>Casa Bioclimática</i> ) has been built to focus on environmental activities for the community. There's still room for more actions, especially with schools. According to some interviewees how are responsible for the educational programs and activities, more financing is needed and a long-term plan in schools.
There are some education activities available for stakeholders, but they are not sufficient	1				
There are sufficient education activities available for stakeholders	2				
<b>24. Management activities – have the two critical management activities (listed in the data sheet) been improved to address threats</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments</b>
Management activities have not been improved	0	1	1	1	1 – some of the management activities have been improved, as the monitoring and surveillance plans, but there are still critical management issues, being the financial sustainability one of the most important. Also the operational protocols and coordination with other institutions for an integrated management of the MPA.
Some measures have been taken to improve management activities	1				
Management activities have been sufficiently improved	2				
<b>25. Visitor facilities – does the MPA have sufficient visitor facilities?</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments</b>
There are no visitor facilities and services	0	2	2	0	2 - The MPA has visitor facilities although some improvements need to be done. In Johnny Cay new building have been developed to improve the tourist experience. The main bottleneck is the lack of financing for new or improved infrastructures, as the MPA has not developed financial mechanism to sustain the MPA. International funding is difficult to find and normally is not focused in infrastructure but educational and conservation activities. Old Point Regional Parks is working on new infrastructure and trails for ecotourism that will open in 2015.
Visitor facilities and services are inappropriate for current levels of visitation or are under construction	1				
There are some visitor facilities and services, but they could be improved	2				
Visitor facilities and services are sufficient for current levels of visitation	3				
<b>26. Fees – If fees (entry fees - tourism, fines) are applied, do they help marine protected area management?</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments</b>
Although a fee system exists, fees are not collected	0	2	2	0	2 - The entrance tourist tax resources are managed by the local government and they are not being invested to finance the activities of the management plan of the
The fees are collected, but they go	1				

straight to central government and are not returned to the marine protected area or its environs					<p>MPA directly. Some of the projects in the MPA are financed through specific projects with local government funds, but these are sporadically obtained (approximately 10% in one year to implement in the MPA).</p> <p>There is an entrance fee for the Johnny Cay Regional Park that is managed by CORALINA, which is part of the marine protected area. The management of the fee collection has improved and the fee has increased. Much of the funds are invested in the Park. In 2015 another entrance fee is developing in Old Point Regional Park.</p> <p>The lack of a recurrent financial mechanism to guarantee a sustainable management is one of the main threats for an effective management of the MPA.</p>
The fees are collected, but they are disbursed to the local authority rather than the marine protected area	2				
There are fees for visiting the marine protected area that help to support this and/or other marine protected areas	3				
<b>27. Staff Training</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments</b>
Staff was trained but could be further improved to fully achieve the objectives of management	2	<b>3</b>	<b>2</b>	<b>0</b>	<p>2 – As seen before (question 17) the training program for CORALINA's permanent staff and the contracted personnel is adequate. They participate in courses locally, nationally and internationally when funds are available.</p>
Staff was trained in tune with the management needs of the MPA, and with anticipated future needs	3				
<b>TOTAL for process (E):</b>	<b>33</b>	<b>19</b>	<b>22</b>	<b>8</b>	

**Table F. Outcomes – What did we achieve? Assessment of the outcomes and the extent to which they achieved objectives**

<b>28. Objectives – Have MPA objectives (listed in the data sheet page) been addressed?</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments</b>
Management objectives have not been addressed	0	<b>2</b>	<b>2</b>	<b>1</b>	<p>2 - With the implementation of the MPA Project mostly all the management objectives have been addressed, there is still room for improvement in the enforcement and surveillance area. The IMP updated will help in addressing better the objectives of the MPA.</p>
Management objectives have been addressed somewhat	1				
Management objectives have been sufficiently addressed	2				
Management objectives have been significantly addressed	3				
<b>29. Threats – Have threats (listed in the data sheet page) been reduced?</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments</b>
Threats have increased	0	<b>0</b>	<b>0</b>	<b>1</b>	<p>0 – The anthropological pressure of the islands together with the fragmentation of the ecosystem especially after the ICJ ruling have increased the threats in the MPA.</p>
Threats have stayed at approximately the same levels	1				
Threats have been reduced somewhat	2				
Threats have been largely reduced	3				

30. Resource conditions– Have resource conditions improved?		Your Score 2015	Your Score 2013	Your Score 2009	Comments
Resource conditions have declined	0	1	1	1	1 – Some of the resource conditions have improved (as the recuperation of the mangrove ecosystems, especially in Old Point Mangrove Regional Park, the recovery of some species such as the Queen conch or some coral nurseries) but other have decreased (as the size of the winkles due to stress conditions, or the sandy beaches conditions and the sea grass beds due to tourism activities). In general, most resources have remained the same. Some external factors, as de climate change, are being a massive threat to keep resource conditions in good conditions.
Resource conditions have stayed at approximately the same levels	1				
Resource conditions have improved somewhat	2				
Resource conditions have improved significantly	3				
31. Community welfare – Has community welfare improved?		Your Score 2015	Your Score 2013	Your Score 2009	Comments (provide some examples)
Livelihoods and standards of living in the community have declined	0	4	4	2	<p>1- The conditions of fisheries have been declining, especially after the ICJ ruling. Some areas in the north are not accessible for Colombian fishermen and there's an overexploitation of the resources.</p> <p>In regard to tourism the situation has improved, although the ethnic people still do not have an opportunity to be benefit from these new opportunities.</p> <p>According to some interviewees, especially the ones working in the tourist sector, most of the tourism that arrived to San Andres is “all included” and most the benefits of the activity are concentrated of the big hotel chains.</p> <p>Some new livelihood activities have been developed, as the breadfruit project, and other have improved, as the tourist guides in San Andres.</p> <p><b>+1a</b> CORALINA has worked to include traditional practices into the management of the MPA. Historic sites and monuments have been included in the MPA and they could be an important key to economic alternatives like cultural tourism</p> <p><b>+0b.</b> Although conflicts between some users have been reduced and communication between stakeholders that have been involved in the process from the beginning has improved, the introduction of new users and growing poverty and hunger have contributed to new conflicts over resources that effectively cancel out any improvement. The ICF ruling has increase the conflicts between CORALINA and public institutions and stakeholders, especially fishermen. The interviewees highlighted the lack of accompany from the government in the process (even some subsidies were distributed to fishermen, some organizational problems created more conflict among fishermen)</p>
Livelihoods and standards of living in the community have stayed approximately the same	1				
Livelihoods and standards of living in the community have improved somewhat	2				
Livelihoods and standards of living in the community have improved significantly	3				
<b>Additional points</b>					
a. MPA management is compatible with the local culture, including traditional practices, relationships, social systems, cultural features, historic sites and monuments linked to marine resources and uses	+1				
b. Resource use conflicts have been reduced	+1				
c. Benefits from the MPA are equitably distributed	+1				
d. The non-monetary benefits of the marine resources to society have been maintained or enhanced	+1				

					<p>+1-c. Certain progress has been made in improving benefit to marginalized users such as artisanal fishers; e.g., improved access to traditional fishing grounds, zones for their exclusive use, training on methods, and involvement in management and decision-making contributing to empowerment.</p> <p>According to some interviewees Raizales are more represented now in activities linked with the MPA management.</p> <p>+1-d. The non-monetary benefits of the marine resources to society have been maintained or enhanced.</p>
<b>32. Environmental awareness – Has community environmental awareness improved?</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments</b>
Environmental awareness of resource conditions, threats and management activities has declined	0	2	2	2	<p>2-. CORALINA has put a lot of effort in strengthen environmental educational programs in the last years. Some other institutions have signed agreements with CORALINA and in general the awareness has improved. The effective communication of the monitoring data and decisions linked with the MPA management would help to increase even more the awareness within the community. Some of the interviewees emphasized that sometimes they don't know what it's happening because there is not a regular program to inform the community about the MPA. Furthermore, the ICJ has generated a negative attitude toward conservation, especially from the fishermen.</p> <p>Enforcement activities need to be improved to control de violations, together with the awareness programs. These activities are responsibility not only of CORALINA but the other institutions – public and private – working in the MPA and the entire community (shared responsibility).</p>
Environmental awareness has stayed approximately the same	1				
Environmental awareness has improved somewhat	2				
Environmental awareness has improved significantly	3				
<b>33. Compliance – Are users complying with MPA regulations?</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments</b>
Less than 25% of users are complying with regulations	0	1	1	0	<p>1 – Although there's awareness among the community about MPA regulations and threats, the compliance is still low. According to some interviewees, there are conflicts in some zoning areas (especially the No take and No entry areas). The ICJ ruling has affected negatively the attitude of the fishermen towards MPA regulations. The main problems are linked with the use of spear gun (mainly by small children) and illegal activities in No entry areas. The lack of real alternatives of livelihood has also increase the pressure on the natural resources. The interviewees emphasized the lack of enforcement activities and coordination among institutions.</p>
25% to 50% of users are complying with regulations	1				
50% - 75% of users are complying with regulations	2				
Over 75% of users are complying with regulations	3				

<b>34. Stakeholder satisfaction – Are the stakeholders satisfied with the process and outputs of the MPA?</b>		<b>Your Score 2015</b>	<b>Your Score 2013</b>	<b>Your Score 2009</b>	<b>Comments</b>
Less than 25% of stakeholders are satisfied	0	<b>3</b>	<b>3</b>	<b>1</b>	<p><b>2</b> – Some external factors, as the ICJ ruling and the non approval of the MIF funding for the project and the livelihood program has declined the stakeholder satisfaction. Regarding the interviewees not linked directly with the project, the perception is that there is not enough financing to effectively develop the IMP for the MPA, especially the control and enforcement activities. One of the main frustrations for some of the people interviewed is that there are a lot of activities to start livelihood alternatives but there's never a follow up to accompany these people in the entire business process. A lack of coordination among institutions that offer the same training and activities is also highlighted. Although CORALINA and other institutions have done huge efforts to strengthen the MPA management, sometimes the community does not perceive these efforts. A better communication strategy needs to be in place.</p> <p><b>+1</b> a. The interviewees agree on the perception that they can participate in the meetings and activities for the MPA management but they are not actively part of the decision-making process.</p>
25 to 50% of stakeholders are satisfied with the process and outputs of the MPA	1				
50% to 75% of stakeholders are satisfied with the process and outputs of the MPA	2				
Over 75% of stakeholders are satisfied with the process and outputs of the MPA	3				
<b>Additional points</b> a. Stakeholders feel that they are able to effectively participate in management decisions	+1				
b. Stakeholders feel that they are adequately represented in the MPA decision-making processes	+1				
<b>TOTAL for process (F):</b>	<b>27</b>	<b>13</b>	<b>13</b>	<b>8</b>	

	<b>Maximum score</b>	<b>2015</b>		<b>2013</b>		<b>2009</b>	
		<b>Your score</b>	<b>%</b>	<b>Your score</b>	<b>%</b>	<b>Your score</b>	<b>%</b>
Final score for <b>Context (A)</b>	26	19	73.1	20	76.9	16	61.5
Final score for <b>Planning (B)</b>	14	12	78.6	12	85.7	9	64.3
Final score for <b>Inputs (C)</b>	14	6	42.9	5	35.7	1	7.1
Final score for <b>Process (D)</b>	25	17	68.0	17	68.0	10	40.0
Final score for <b>Outputs (E)</b>	33	19	57.6	22	66.7	8	24.2
Final score for <b>Outcomes (F)</b>	27	13	48.1	13	48.1	8	29.6
<b>Total (= A+B+C+D+E+F)</b>	<b>139</b>	<b>86</b>	<b>61.9</b>	<b>89</b>	<b>64.0</b>	<b>52</b>	<b>37.4</b>

**J. Execution Agency Feedback**

<b>ID</b>	<b>Reference</b>	<b>Description</b>	<b>Comment</b>
1			
2			
3			