

World Bank - Grant Reporting and Monitoring (GRM) Report

FOR OFFICIAL USE ONLY

Ref. TF098994
Printed On: 09/29/2014

Reporting Period: 03/14/2011 to 06/30/2014
Report Type: Completion
Report Status: Approved

Assignment: TF098994

Guinea-Bissau - Biodiversity Conservation Trust Fund

GEFIA - GEF-IBRD AS IMPLEMENTING AGENCY

Task Team Leader: 00000019796 - Liba C. Strengerowski-Feldblyum
Approving Manager: 00000086169 - Benoit Bosquet

Summary Information	
TF Status	ACTV
Recipient Country	Guinea-Bissau
Executed By	Recipient
Managing Unit	8840 - AFTN3 - HIS
Grant Start Date / End Date	03/14/2011 to 08/31/2014
Program Manager	Karin Shepardson
Original Grant Amount	950,000.00
Grant Amount	950,000.00
Outstanding Commitments	0.00
Cumulative Disbursements	923,466.73 as of 06/30/2014
Disbursed 03/14/2011 to 06/30/2014	923,466.73
Donor	TF602001 - MULTIPLE DONORS

This GRM report includes the following sections: Overview, Outcome, Components/Outputs, Execution, Program(GEFIA), Completion, Processing, Attached Documents, Disbursements, Internal Comments.

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OVERVIEW

Overall Assessments and Ratings

Grant Objectives:

The development objective of the Grant is to: (a) strengthen the ongoing management and conservation of the Recipient's selected National Parks; and (b) pilot the establishment of a sustainable financing mechanism for such parks.

Overall progress from 03/14/2011 to 06/30/2014 with regard to Achieving Grant Objectives:

Rating: Moderately Satisfactory(Previously Rated Moderately Satisfactory on 06/30/2013)

Comment:

Despite the political uncertainty associated with post-coup transition government, the project team continued to keep the project largely on track towards achieving its intended results. Implementation of park management activities were on track (Component 1) and positive progress was being made towards the operationalization of the FBG (Component 2), and Project Management has managed the project with a view to improving coordination and efficiency (Component 3). Most of the end of project (EOP) targets were met and most project activities were satisfactorily implemented. This was accomplished despite the delays in project implementation caused by a coup in April 2012 which led to the World Bank and other donors suspending project activities for around eight months. The management and conservation of the targeted national system of protected areas (PA) has been strengthened through the continued capacity building of national institutions, and despite the challenges of working in a difficult environment, a pilot sustainable financing mechanism, the BioGuinea Foundation (FBG), was legally established and operationalized. Efforts to secure long-term funding are ongoing, with potential financing sources identified. Fund raising proved to be a challenge and progressed more slowly than anticipated at design despite the sustained efforts of all institutions involved in the wake of the coup, but nevertheless, efforts to advance the dialogue progressed. Project management and monitoring and evaluation has been efficient and reports were generated in a timely manner

Overall progress from 03/14/2011 to 06/30/2014 with regard to Implementation of Grant Financed Activities:

Rating: Moderately Satisfactory(Previously Rated Moderately Satisfactory on 06/30/2013)

Comment:

Multi-annual Implementation of park management activities were on track; Calculation of METT scores for November 2013 were completed and exceed the targets; park management plans are available for each of the five national parks; key park management activities have been undertaken as planned; business plans for all five parks were finalized; database for species was updated and entered into the system, and the data analysis is ongoing. Good progress was made towards the operationalization of the FBG: the Board is operational, and as per the MOU signed in September 2013, has assumed direct responsibility for implementing the FBG work program and budget in the absence of an Executive Secretary; the 3rd Board meeting took place on February 2014; The FBG is in compliance with UK reporting requirements: the Annual Trustees Report and Financial Statements were filed at Companies House in November 2013, and the Annual Returns filed with the Charity Commission in January 2014. Recruitment of the Executive Secretary proved to be challenging. A qualified candidate was identified in the second competition but withdrew his candidacy at the end due to personal issues. The Board decided that after two failed recruiting attempts, a consultant should be recruited through direct contracting to act as an Executive Secretary #par interim#. M&E reports have been prepared on a quarterly basis.

Grant follow-up and structure

Description and context of Grant:

Expected follow up (if any): Follow up Bank project/loan/credit/grant

Comment on follow up:

The grant is now closed, but the IDA project is still active

End Date of Last Site Visit:

Restructuring of Grant:

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A level two restructuring took place and was approved in April 2013 to redefine the second PDO outcome indicator related to the capitalization of the BioGuinea Foundation which was: "At least 3 million initial Capital secured and managed by FBG" which was deemed overly ambitious. The revised indicator is "BioGuinea Foundation legally established and administrative structures in place".

There was also a refinement of selected intermediate indicators to strengthen them and increase specificity and to better define how they would be measured, hence to facilitate project monitoring and evaluation.

Activity Risk

Rating: Modest Risk (Original Risk Rating is Substantial Risk)

Comment:

Through the establishment of an off-shore Foundation, independent from the Government, which will not be directly affected by institutional and political changes; with revenues from the Foundation, it is hoped that IBAP and its Park management partners will strengthen monitoring efforts and will build monitoring strategies in response to climate change/disaster risk or land degradation.

Critical Issues and Pending Actions for Management Attention

Summary of key issue and pending actions for management attention are listed below.

Critical Issues:

A restructuring level 2 was approved in April 2013. The BioGuinea Foundation is at its final stages of recruiting staff and becoming operational. The financial manager and the board are already in place; the FBG is registered as a non profit organization in the UK. The recruitment of the Executive Director still needs to be finalized, as well as the preparation of a fund raising strategy.

Finalize the recruitment of the Executive Director of the FBG and prepare the Fund raising strategy

By Whom: IBAP
By When: January 2014
Status: Pending
Date Resolved:

OUTCOME

Comments on outcome achieved from 03/14/2011 to 06/30/2014

Grant Outcome Indicators

Grant outcome indicators are listed below.

KPI 1: Stable or increasing combined METT scores for the 5 existing parks

Baseline 451
Value:
Date: 12/15/2010
Progress to 467
Date:
Date: 12/16/2013
Target Value: 458
Date: 02/28/2014

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KPI 2 (revised): The BioGuinea Foundation (FBG) is legally established and an administrative structure is in place.

Baseline No

Value:

Date: 12/15/2010

Progress to yes - FBG has been registered. protocol signed in GUB giving tax exempt

Date:

Date: 12/16/2013

Target Value: FBG registered as non profit organization in the UK and Board and executive Secretariat established

Date: 02/28/2014

Intermediate indicator 1: Priority activities in each of the five national parks implemented in accordance with annual work programs

Baseline No

Value:

Date: 12/15/2010

Progress to yes

Date:

Date: 12/16/2013

Target Value: yes

Date: 02/28/2014

Intermediate indicator 2: All five participatory park management councils continue to meet at least by annually with required quorum of attendees (revised)

Baseline 5

Value:

Date: 12/15/2010

Progress to 4

Date:

Date: 12/16/2013

Target Value: 5

Date: 02/28/2014

Intermediate indicator 3: At least 50 protected area staff and community co-managers trained in key species and protected area field monitoring

Baseline 25

Value:

Date: 12/15/2010

Progress to 161

Date:

Date: 12/16/2013

Target Value: 50

Date: 02/28/2014

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Intermediate indicator 4: At least 3 action plans for key endangered and threatened species start or continue to be under implementation (turtles, chimpanzees, hippos.)

Baseline 2
Value:
Date: 12/15/2010
Progress to 3
Date:
Date: 12/16/2013
Target Value: 3
Date: 02/28/2014

Intermediate indicator 5 (revised): At least 3 key endangered and threatened species data management systems designed and in place (turtles, migratory birds, hippos).

Baseline 0
Value:
Date: 12/15/2010
Progress to 3
Date:
Date: 12/16/2013
Target Value: 3
Date: 02/28/2014

Intermediate indicator 6: UK charity status established and Protocol signed between FBG and Govt. of Guinea Bissau, giving FBG tax exemption status (percentage).

Baseline dropped
Value:
Date: 12/15/2010
Progress to dropped
Date:
Date: 12/16/2013
Target Value: dropped
Date: 02/28/2014

Intermediate indicator 7: FBG decision and execution structures (Board and Executive secretariat) established and meeting in accordance with TORs and timetable defined in the Statutes.

Baseline dropped
Value:
Date: 12/15/2010
Progress to dropped
Date:
Date: 12/16/2013
Target Value: dropped
Date: 02/28/2014

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Intermediate indicator 8: Capitalization activities under implementation in accordance with annual work program and a capitalization strategy developed.

Baseline no

Value:

Date: 12/15/2010

Progress to Although ad hoc fundraising activities are ongoing, it is ambitious to expect a comprehensive strategy to be in place and under implementation before the FBG is fully operational.

Date:

Date: 12/16/2013

Target Value: Capitalization activities under implementation

Date: 02/28/2014

Intermediate indicator 9: Management and monitoring systems (including fiduciary systems) in place and operational, producing annual and quarterly reports in a timely fashion.

Baseline no

Value:

Date: 12/15/2010

Progress to yes

Date:

Date: 12/16/2013

Target Value: yes

Date: 02/28/2014

Intermediate indicator 10: Project work plan activities executed without significant delay.

Baseline no

Value:

Date: 12/15/2010

Progress to yes

Date:

Date: 12/16/2013

Target Value: yes

Date: 02/28/2014

Intermediate indicator 11: Project M&E system providing required reports and data in a timely manner.

Baseline no

Value:

Date: 12/15/2010

Progress to yes

Date:

Date: 12/16/2013

Target Value: yes

Date: 02/28/2014

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COMPONENTS/OUTPUTS

Output and Implementation by Component

Consolidation of and strengthening capacity for management of coastal and marine protected areas and biodiversity.

Implementation Rating: Satisfactory

Status: Completed

Planned Output: management plans, surveillance, training in key species, calculation of METT scores, action plan for 3 species, training, park management meetings

Actual Output: management plans, surveillance, training in key species, calculation of METT scores, action plan for 3 species, training, park management meetings

Operationalization and Capitalization of the Foundation for Biodiversity.

Implementation Rating: Moderately Satisfactory

Status: Completed

Planned Output: Structures are operational, UK charity status established, MoU signed, fund raising and capitalization strategy designed and under implementation, M&E and financial reports produced

Actual Output: FBG established in UK; capitalization strategy developed and under implementation; MoU signed, M&E and financial reports produced in a timely manner

Project Management

Implementation Rating: Moderately Satisfactory

Status: Completed

Planned Output: Project work plans executed without delay and M&E system providing required reports and data in a timely manner

Actual Output: Monitoring and Evaluation and Financial reports were submitted regularly and on time.

Comment on planned and actual Output

Comment on component implementation progress

Component 1: Priority activities, including stakeholder participation, surveillance activities, species monitoring in each park, communication and awareness raising, infrastructure and training for IBAP staff, have all been carried out according to annual work plans prepared for four of the five parks. Internal regulations were updated for four of the parks. Park management councils were functioning and meeting at least once a year for each park. Both training and calculation of METT scores (exceeded target). Action plans for three key endangered and threatened species (turtles, chimpanzees, and hippopotami) .Data base/data management systems for three key endangered and threatened species, were successfully completed for turtles, hippopotami and migratory birds.

Component 2: A capitalization strategy has been developed, the draft strategy presented at the last donor's coordination meeting, and finalized in 2014 prior to project closing. Capitalization activities were being actively pursued but funding was not yet secured by EOP and included direct presentations at donor coordination meetings and fund-raising events in country and overseas, which contributed to raising awareness of the project's objectives and the FBG. Additional achievements under component 2 were: the FBG operational manual has been developed; FBG's fiduciary system was established and incorporated into IBAP's reporting system and FBG progress reporting formed part of IBAP's integrated reporting system for overall project monitoring; FBG's annual reporting now conforms to the United Kingdom's legislative requirements; FBG's reporting structure

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was established and is being hosted by the existing reporting structure of IBAP. Component 3: Achievements are the following. The IBAP has in place an effective management structure providing strong leadership and maintaining consistent efforts at sustaining project achievements. Monitoring and Evaluation reports are submitted regularly and on time. Financial management has improved over the implementation period and was rated satisfactory. Procurement performance was weakened by delays, partly due to the 2012 coup and suspension of disbursements, and was rated #Moderately Satisfactory# at EOP by Bank specialists. Overall, IBAP has implemented its work plans effectively and made advancements on its plans to integrate its project activities into a programmatic approach. This included piloting multi-year work programming and budgeting (POMA) planning tools for a more effective management process across the national system of PAs (SNAP). An integrated information management system would also improve transparency for donors and government and enhance IBAP's ability to manage various funding sources and monitor different programs effectively.

EXECUTION

Bank project related to the grant

Project ID / Name: P114756 - GW:GEF Biodiversity Conservation Trust F
Project Status: Lending
Global Focal Area: Biodiversity
Product Line: GM - GEF Medium Sized Program

Implementing agency and contact details

Agency: Instituto da Biodiversidade e Áreas protegidas (IBAP)
Contact: Alfredo Simão da Silva
Address: Bissau, Guinea Bissau
Phone: 245-664-1461 Email:
Website:

Implementation performance ratings from 03/14/2011 to 06/30/2014 with regard to:

Project Management: Moderately Satisfactory (Previously Rated Satisfactory on 06/30/2013)

Brief Comment:
None

Financial Management: Satisfactory (Previously Rated Satisfactory on 06/30/2013)

Brief Comment:
None

Counterpart Funding: Highly Satisfactory (Previously Rated Highly Satisfactory on 06/30/2013)

Brief Comment:
None

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Procurement: Moderately Satisfactory (Previously Rated Moderately Satisfactory on 06/30/2013)

Brief Comment:

None

Monitoring and Evaluation: Moderately Satisfactory (Previously Rated Moderately Satisfactory on 06/30/2013)

Brief Comment:

None

Additional Comments on Implementation Performance:

PROGRAM

Program Specific Ratings

1. Please rate public involvement - Moderately Satisfactory
2. Please rate government commitment - Moderately Satisfactory
3. Please rate safeguard performance - Moderately Satisfactory
4. Please rate arrangements for sustainability - Moderately Satisfactory

Program Specific Questions

1 .Please comment on additional resources leveraged

no additional resources were leveraged

COMPLETION

Overall Assessments and Lessons Learned

Main lessons learned:

The FBG:

#In the design of a new financing mechanism such as the FBG, sponsorship from multiple partners in the biodiversity conservation community (GEF, World Bank, IUCN, WWF, MAVA, FIBA, UNDP) using various means (funding, technical assistance, fostering of participatory processes and networks) played a significant role and in obtaining support for the Foundation's establishment nationally and internationally.

#Raising funds for conservation was challenging in this case because: there was insufficient time to build the confidence of the international community to invest in the country; there were inadequate prospects for building strategic partnerships with the private sector to leverage funds; and insufficient time to raise interest from the public and potential contributors (e.g., businesses, mining companies, etc.). In a fragile state such as Guinea Bissau, the building blocks would need to be assembled over a longer term and constructed slowly and incrementally towards the goal. This project is moving towards that longer-term goal, but would require long-term donor collaboration and support, and using a programmatic approach.

##Because of Guinea-Bissau's poverty and fragility, PAs need to be managed by many conservation partners and stakeholders. Innovative mechanisms such as the FBG provide a way to finance PA management so that it can eventually be mainstreamed into the national and local economies. The FBG, if successful, could provide a stable means of funding conservation activities, even in fragile states and in times of political instability.

Institutional Strengthening:

#Successful institutional strengthening to manage the PAs in a fragile state requires long-term support. A key success of the CBMP, which was continued under the BCTF and the BCP (IDA), is the strengthening of IBAP to become an effective PA management partner in the country. This is partly due to the long-term support (ten years of technical assistance) that IBAP received from various donors including the support provided by the Bank through its three operations.

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Implementation:

#The commitment and dedication of the project implementation unit was instrumental in maintaining the momentum of project activities under the BCTF, particularly during the suspension of disbursements and transition period between operations, which demonstrated to stakeholders and international donor community a strong ownership of the projects.
#A broad, multi-stakeholder, multi-donor, participatory process during project preparation and implementation was instrumental in ensuring a coherent approach to PA system management, efficient use of budgetary resources, and synergy between operations in a relatively small country.

Overall outcome (and its Sustainability): Rated Likely

Comment:

The BCTF was able to achieve important results on the ground, particularly in capacity building and institutional strengthening. Despite the challenges of a difficult operating environment and political instability, the key performance indicators for project and for the components were substantially met at EOP, and some were exceeded. The FBG gained tax exempt status and is recognized as a charitable organization in the UK, an important step in attracting sustainable sources of financing for conservation operations. However, the delays in recruiting an Executive Secretary for the FBG detracted from the achievements of the project as measured by its indicators. Although the administrative structure was established in difficult circumstances, it requires a manager. This implied that the target set was overly optimistic for the timeframe of the BCTF (2 years) and for establishing an environmental fund for the first time in a fragile state such as Guinea Bissau.

Bank Performance: Rated Satisfactory

Comment:

The Bank carried out regular field implementation support missions (except for 2012 when the project was suspended), with an appropriate skills mix. At all times, including during the suspension of disbursements period, the task team maintained contact with the Government project team through conferencing/Skype to continue providing implementation support. This enabled the task team closely monitor progress while maintaining a constant dialogue with the Government, its representatives, and other donors and development partners. Close donor coordination and consultation meetings allowed better collaboration between donors, e.g., during suspension of disbursements, other donor funded temporarily the salaries of IBAP's staff. In terms of cost savings, missions were timed to coincide with donor coordination/consultation meetings, and Consultative Committee or Board meetings. This increased productivity and efficiency and avoided taxing the limited staff and budgetary resources of the client and the Bank, but also allowed for a broader interaction and dialogue between the different donors, partners, and stakeholders of the Project.

Additional Assessment

Development / strengthening of institutions: Rated Substantial

Comment:

In terms of institutional strengthening, IBAP, through long-term (10 years) support from the donor community has become a strengthened, autonomous, and internationally recognized PA management institution. The BCTF was able to achieve important results on the ground, particularly in capacity building and institutional strengthening. Biodiversity in each PA has been strengthened through improved data collection and sharing, information dissemination and communication, and effective management of a system of PA. This contributed to the increased regional and international knowledge on globally significant and endangered species.

Mobilization of other resources: Rated Modest

Comment:

Other sources of funding expressing an interest in funding the FBG included the EU's Global Climate Change Alliance (GCCA+) for about Euro 4.0 million, for which an initial proposal was prepared in 2013, with the final detailed proposal to be submitted to Brussels in late 2014. This project would ensure synergies and advance the Sistema Nacional de Areas Protegidas (SNAP) and FBG program objectives, particularly related to the VCS REDD project. (UEMOA) and Debt for Nature Swaps were being explored. The Bank supported efforts in securing sources of financing by providing technical assistance and consultancy from a Brazilian conservation trust fund (FUNBIO) to carry out a financial analysis of the SNAP and the FBG and identify a long-term

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fund-raising strategy. Under this component, the structure is in place to support the FBG and the objective under the ongoing BCP of securing sustainable long-term financing for conservation operations.

Knowledge exchange : Rated Substantial

Comment:

The BCTF enable knowledge exchange through training, stakeholder participation, community initiatives geared towards biodiversity conservation, surveillance activities, species monitoring in each park, communication and awareness raising.

Client's policy / program implementation : Rated Substantial

Comment:

The Government demonstrated its commitment to the BCTF through its contribution to the project's financing and supporting such legislation such as granting tax exempt status to the FBG, and continued support to the ongoing IDA-funded BCP which shares the same objectives as the BCTF. The implementing agency, IBAP, also demonstrated a high level of commitment to the project's objectives in its management of the SNAP, and through its timely monitoring and quality reporting. This commitment was particularly evident during the 2012 suspension of disbursements when IBAP personnel continued to implement project activities under funding shortages and budget constraints, and political instability, without receiving regular salaries.

Efficiency : Rated Moderately Satisfactory

Comment:

The BCTF's closing date was extended by one year and the trust fund was fully disbursed. Efficiency gains were in terms of incremental benefits that the BCTF acquired for Guinea-Bissau relative to trust fund costs. This was obtained through sources of co-financing (about \$2.52 million) provided by other donors, partners, stakeholders, and also through in-kind Government contribution. As a result, impact was multiplied and could not have been achieved with funding solely from the BCTF. With regards to rates of return calculations, the BCTF was a grant which did not have a cost recovery aspect. Funds were transferred directly to the implementing agency, IBAP. Project investments were for public benefit designed to protect natural resources and strengthen institutions and therefore rates of return analysis would be difficult to quantify. However, benefits would be of a global nature and benefits from PAs management and conservation have demonstrated positive results which contribute to sustainability of resources on which a large number of the population of Guinea Bissau depend.

Replicability: Rated Likely

Comment:

The establishment of the FBG, despite the delays and challenges, played a part in promoting increased awareness and exposure for the cause of Guinea Bissau's biodiversity conservation and for the country as a whole. Under the BCTF, fund-raising efforts attracted the interest of the international community and improved prospects of securing sustainable funding. The experience of campaigning for financing, although being developed, has contributed to building capacity for IBAP and increasing its visibility in the sector. In addition, successfully establishing the Foundation as a private charity in the UK which operates in Guinea Bissau, allowed for the foundation to be free of political interferences and was an important step in obtaining the confidence of international donors and investors to consider investing in conservation funding in the country. As such, it demonstrated that it is possible to launch such efforts in fragile states and attract potential funding. If successful, this model could be an approach to follow in securing funding for PA management in fragile states, one which will provide comfort for investors and donors.

The BCTF also demonstrated that the establishment of such long term financing would require longer-term support from donors, managed/dispensed over a phased programmatic approach.

The establishment of an integrated monitoring system such as the one for the SNAP enables IBAP to have an overview of all projects and sources of financing and track their progress. This tool greatly enhanced IBAP's ability to manage its portfolio efficiently compared to a project-by-project approach.

Main recommendations to stakeholders:

To continue with the commitment and dedication in the management of the protected areas demonstrating to stakeholders and international donor community a strong ownership.

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The operating environment and political instability in Guinea Bissau is challenging and could diminish positive development results even though such mechanisms as the FBG may have some protection against future political disruptions in the country, and raising funds for the foundation also proved to be challenging

Date:09/29/2014 User ID:WB86169 Name:Mr Benoit Bosquet Operation performed:Approved by Manager

The continued delays in capitalizing the foundation represent an obvious challenge. Note is taken of the efforts deployed to achieve the goal, however.

[illegible]

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Email Request has been sent	Liba C. Strengerowski-Feldblyum	Draft	09/22/2014
Changed	Liba C. Strengerowski-Feldblyum	Draft	09/25/2014
Changed	Liba C. Strengerowski-Feldblyum	Draft	09/25/2014
Changed	Liba C. Strengerowski-Feldblyum	Draft	09/25/2014
Mail sent to Reviewer	Liba C. Strengerowski-Feldblyum	Draft	09/25/2014
Submitted for Approval	Liba C. Strengerowski-Feldblyum	Submitted	09/26/2014
Approved by Manager	Benoit Bosquet	Approved	09/29/2014

DOCUMENTS

List of documents attached to this GRM

- 1) ICM
- 2) Results framework at EOP

DISBURSEMENTS

Disbursements Summary in USD

Date From	Date To	Planned Cumulative	Planned Period	Actual Cumulative	Actual Period
01/01/2011	06/30/2011	0.00	0.00	163,750.92	163,750.92
07/01/2011	12/31/2011	0.00	0.00	489,664.37	325,913.45
01/01/2012	06/30/2012	0.00	0.00	590,537.96	100,873.59
07/01/2012	12/31/2012	0.00	0.00	590,537.96	0.00
01/01/2013	06/30/2013	0.00	0.00	791,894.60	201,356.64
07/01/2013	12/31/2013	0.00	0.00	799,738.94	7,844.34
01/01/2014	06/30/2014	0.00	0.00	923,466.73	123,727.79
07/01/2014	12/31/2014	0.00	0.00	0.00	0.00

INTERNAL COMMENTS

Date:09/29/2014 User ID:WB86169 Name:Mr Benoit Bosquet Operation performed:Approved by Manager

The continued delays in capitalizing the foundation represent an obvious challenge. Note is taken of the efforts deployed to achieve the goal, however.

Date:09/26/2014 User ID:WB19796 Name:Ms Liba C. Strengerowski-Feldblyum
Operation performed:Mail Sent to PM
Dear Benoit,

Please find attached for your approval the GRM for the Guinea Bissau Biodiversity Conservation Trust Fund. This GRM has been cleared by Dominique Kayser from the GEF.

Thanks & regards,

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Liba

Date:09/25/2014 User ID:WB19796 Name:Ms Liba C. Strengerowski-Feldblyum

Operation performed:

Dear Dominique, please find attached the GRM for the Guinea Bissau Biodiversity Trust Fund.

Best regards,

Liba