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STRENGTHENING THE MANAGEMENT OF THE PROTECTED AREA SYSTEM TO BETTER CONSERVE ENDANGERED SPECIES AND THEIR HABITATS

Fortalecimiento del manejo del sistema de áreas protegidas para mejorar la conservación de especies en riesgo y sus hábitats

TERMINAL EVALUATION

FINAL REPORT

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TITLE OF UNDP-SUPPORTED GEF-FINANCED PROJECT

"STRENGTHENING THE MANAGEMENT OF THE PROTECTED AREA SYSTEM TO BETTER CONSERVE ENDANGERED SPECIES AND THEIR HABITATS"

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TABLE OF CONTENTS

LIST OF TABLES

ABBREVIATIONS AND ACRONYMS

ADVC	Áreas Destinadas Voluntariamente a la Conservación (Areas Voluntarily Dedicated to Conservation)
PA	Protected Area(s)
CC	Climate Change
CE	Comisión Especies - CT–FANP (FANP Technical Committee - Species Commission)
CBD	Convention on Biological Diversity
CO	UN Country Office
CIRVA	Comité Internacional para la Recuperación de la Vaquita Marina (International Committee for the Recovery of the Marine Porpoise)
CONABIO	Comisión Nacional para el Conocimiento y Uso de la Biodiversidad (National Commission for the Knowledge and Use of Biodiversity)
CONAFOR	Comisión Nacional Forestal (National Forestry Commission)
CONANP	Comisión Nacional de Áreas Naturales Protegidas (National Commission for Natural Protected Areas)
CONAPESCA	Comisión Nacional de Pesca y Acuicultura (National Commission for Fisheries and Aquaculture)
DEPC	Dirección de Especies Prioritarias para la Conservación (Department of Priority Species for Conservation within CONANP)
DES	Dirección de Evaluación y Seguimiento (Department of Evaluation and Monitoring)
DGDIP	Dirección General de Desarrollo Institucional y Promoción (General Department of Institutional Development and Promotion)
DGOR	Dirección General de Operación Regional (General Department of Regional Operations)
DGVS	Dirección General de Vida Silvestre (General Direction of Wildlife)
EIA	Environmental Impact Assessment
ENBM	Estrategia Nacional sobre Biodiversidad de México (Mexican National Biodiversity Strategy)
ENDESU	Espacios Naturales y Desarrollo Sustentable, A.C. (Natural Spaces and Sustainable Development)
FANP	Fondo para Áreas Naturales Protegidas del FMCN (Fund for Natural Protected Areas of the FMCN)
FONCER	Fondo para la Conservación de Especies en Riesgo (Fund for the Conservation of Endangered Species)
FMAM	Fondo para el Medio Ambiente Mundial (Global Environment Facility)
FMCN	Fondo Mexicano para la Conservación de la Naturaleza, A.C. (Mexican Fund for Nature Conservation)
GEF	Global Environment Facility
GIS	Geographic Information System
GoM	Government of Mexico
INAPESCA	Instituto Nacional de Pesca (National Fisheries Institute)
ICR	GEF Institutional Capacity Scorecard
INECC	Instituto Nacional de Ecología y Cambio Climático (National Institute for Ecology and Climate Change)
IUCN	International Union for the Conservation of Nature

LGEEPA	Ley General de Equilibrio Ecológico y Protección al Ambiente (General Law on Ecological Balance and Environmental Protection)
LGVS	Ley General de Vida Silvestre (General Law on Wildlife)
M&E	Monitoring and Evaluation
METT	GEF Management Effectiveness Tracking Tools
NGO	Non-Governmental Organization
NIM	National Implementation Modality
MTR	Mid-Term Review
NOM	Norma Oficial Mexicana (Official Mexican Regulations)
PACE	Programa de Acción de Conservación de Especies (Action Programs for the Conservation of Species)
PN	Parque Nacional (National Park)
PCU	Project Coordination Unit
PIF	Project Information Form
PIR	Project Implementation Report
PND	Plan Nacional de Desarrollo (National Development Plan)
PROCER	Programa de Conservación de Especies en Riesgo (Endangered Species Conservation Program)
PROCODES	Programa de Conservación para el Desarrollo Sustentable (Sustainable Development Conservation Program)
PROFEPA	Procuraduría Federal de Protección al Ambiente (Federal Court for Environmental Protection)
PSA	Pagos por Servicios Ambientales (Payment for Environmental Services)
RB	Reserva de la Biósfera (Biosphere Reserve)
ROAR	Results Oriented Annual Report
SADER	Secretaría de Agricultura y Desarrollo Rural (Ministry of Agriculture and Rural Development)
SAGARPA	Secretaría de Agricultura, Ganadería, Desarrollo Rural, Pesca y Alimentación (Ministry of Agriculture, Livestock, Rural Development, Fishery and Food)
SE	Secretaría de Economía (Ministry of Economy)
SEMARNAT	Secretaria de Medio Ambiente y Recursos Naturales (Ministry of the Environment and Natural Resources)
SHCP	Secretaría de Hacienda y Crédito Público (Ministry of Treasury and Public Credit)
SINAP	Sistema Nacional de Áreas Naturales Protegidas (Natural Protected Areas National System)
SRE	Secretaría de Relaciones Exteriores (Ministry of Foreign Affairs)
SRF	Strategic Results Framework
TE	Terminal Evaluation
TNC	The Nature Conservancy
ToR	Terms of Reference
UMA	Unidad de Conservación y Manejo de la Vida Silvestre (Wildlife Conservation and Management Unit)
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Program
WWF	World Wildlife Fund

1 EXECUTIVE SUMMARY

1.1 PROJECT INFORMATION TABLE

Table 1 – Project information table.

Project title: Strengthening the management of the protected area system to better conserve endangered species and their habitats.			
Project details		**Project milestones**	
UNDP Project ID (PIMS #):	4956	PIF approval date:	10/01/2013
GEF Project ID:	5089	CEO Endorsement date / approval date (MSP):	15/08/2012
UNDP Atlas Award ID:	0083944	PRODOC signature date:	06/01/2016
Country:	México	Date project manager hired:	13/06/2018 (last)
Region:	RBLAC	Inception workshop date:	13-14/07/2017
Focal area:	Biodiversity	Mid-Term Review completion date:	18/06/2019
GEF 5 Operational Program or Strategic Priorities / Objectives:	Obj. 1: Improve the sustainability of protected area systems	Terminal Evaluation Completion Date:	30/11/2020
Trust fund (GEF, LDCF, SCCF, NIPF):	GEF	Planned operational closure date:	January, 2021
Implementing Partner:	UNDP		
Executing Entity:	CONANP		
NGOs/CBOs involvement:	Fondo Mexicano para la Conservación de la Naturaleza (FMCN) - Mexican Fund for Nature Conservation Espacios Naturales y Desarrollo Sustentable, A.C. (ENDESU) - Natural Spaces and Sustainable Development		
Geospatial coordinates of project sites:	21 Protected Areas in Mexico		
Financial information			
PDF/PPG	**At approval (US$M)**	**At PDF/PPG Completion (US$M)**	
GEF PDF/PPG grants for project preparation:	99,929.00	98,825.40	
Co-financing for project preparation:	400,000.00	Not available	
Project:	**At CEO Endorsement (US$)**	**At TE (US$)**	
UNDP Contribution:	600,000.00	600,000.00	
Government: CONANP CONABIO	25,000,000.00 3,000,000.00	143,983,915.05 Not available	
NGOs:	ENDESU: 1,150,000.00 FMCN: 2,100,000.00 Kutzari: 0.00 FFCM: 0.00	ENDESU: 2,040,671.29 FMCN: 23,241,021.60 Kutzari: 117,882.00 FFCM: 227,458.00	
Total co-financing:	31,850,000	170,216,947.94	
Total GEF funding:	5,525,114.00	4,943,699.84	
Total project funding:	37,375,114.00	175,160,647.78	

1.2 PROJECT DESCRIPTION (BRIEF)

Mexico is a megadiverse country with a number of threatened and critically endangered species; some populations have been reduced to a few hundred or dozen individuals as a result of diverse pressure factors such as land use change, ecosystem and habitat fragmentation, invasive alien species, overexploitation of natural resources, and pollution. To solve this problem, the Ministry of Environment and Natural Resources (SEMARNAT) established the Conservation Program for Species at Risk (PROCER), managed by the National Commission for Natural Protected Areas (CONANP), which was embedded in the Restoration Program (PROREST) in 2019. The survival of species at risk depends on the existence of effectively managed protected areas in their native ranges. At the time this project was conceived, however, (a) the National Protected Area System did not cover all critical habitats for species at risk; (b) some protected areas were too small to sustain populations of some species at risk that move between protected areas and use areas that are not protected. This led to the need to establish biological corridors and protect more areas for seasonal migration. In addition, (c) strengthening threat management included the need to improve law enforcement.

The solution to this situation implied the need for a strategic expansion of the Protected Area System; the improved management of critical habitats at the landscape level as buffer zones established in Mexican legal framework; the participation of stakeholders in management activities, including the private sector and local communities; and developing incentives to promote the conservation of species at risk.

The project sought to establish instruments and capacity to ensure the effective and sustainable management of 21 protected areas for the conservation of 14 priority species at risk. The key aspects the project focused on to achieve effectiveness and sustainability are:

i) an approach at the ecosystem and landscape level for the design, planning, and management of protected areas;

ii) participation of local communities in the management of species at risk and their habitats;

iii) financial sustainability of protected areas with a focus on species at risk.

A collaboration agreement was signed between the Government of Mexico (GoM) and the Global Environment Facility (GEF) for a national implementation modality (NIM), full-size project. The project activities were conducted by the National Commission for Natural Protected Areas (Comisión Nacional de Áreas Naturales Protegidas, CONANP) and implemented by the United Nations Development Program (UNDP Mexico). The project started on 6 January, 2016, and planned to close on 31 January, 2021, with continued administrative activities until 30 April, 2021.

1.3 EVALUATION RATINGS TABLE

Table 2 – Terminal Evaluation ratings.

Criteria	Comments	Ratings
Monitoring and Evaluation: Highly satisfactory (HS), Satisfactory (S), Moderately satisfactory (MS), Moderately unsatisfactory (MU), Unsatisfactory (U), Highly unsatisfactory (HU), Unable to assess (U/A)		
M&E design at project start	The M&E plan was generic and based on a superficial risk analysis that did not adequately weigh the risks associated with the more ambitious targets of the project, which refer to changes in the legal framework and the establishment of an endowment fund (resources, especially monetary, at disposal of an organization of which the revenues and occasional new contributions are used for specific purposes while maintaining the base value of the endowment intact) to finance conservation work for species at risk. The Strategic Results Framework (SRF) used some indicators that were difficult to measure, and especially to corroborate the extension of areas managed at the landscape level, as well as indicators on populational increase of species at risk, which result from longer term conservation programs and cannot be attributed to the project alone. There were no issues concerning the M&E financial plan, which included the essential components such as two external evaluations (MTR and TE). The project did not develop a Theory of Change in the design phase.	**MS**
M&E execution	The risk analysis was updated as implementation progressed and reported in each PIR to complement initial perceptions in the design phase. The main weakness of M&E was the slow response in adaptive management, as the difficulties in achieving the targets established at the national level to change regulations and establish an endowment fund were acknowledged in early stages of implementation. It was only after the MTR, delayed one whole year, that some indicators in the MRE were adjusted, but the time for implementation was no longer enough to correct issues that were not managed since project start. The "management response" document to the MTR was carefully updated and the numerous MTR recommendations were nearly all completed. The Evaluation Team developed the Theory of Change during the TE with the PCU and the UNDP National M&E Official.	**MS**
Overall M&E quality	The MS rating is justified due to the fragile design of the M&E plan and slow adaptive management response, resulting in low project ownership by CONANP especially in the initial years of implementation, changes in PCU personnel with periods without coordination and/or without an M&E expert, as well as by the low level of involvement of CONANP and SEMARNAT higher rank personnel to support the targets at the national level during the first half of the project.	**MS**
Execution by Implementation Agency and Executing Agency: Highly satisfactory (HS), Satisfactory (S), Moderately satisfactory (MS), Moderately unsatisfactory (MU), Unsatisfactory (U), Highly unsatisfactory (HU), Unable to assess (U/A)		
Implementing Agency execution UNDP	The initial years of implementation were marked by changes in personnel at CONANP and the PCU, which created confusion about the roles of partner organizations and project objectives. The Project Board was initially formed only by CONANP and the UNDP, and focused mainly on financial acquisitions rather than the achievement of objectives. UNDP played a relevant role in updating the risk analysis and maintain the focus of the project on the expected results, practically taking over project management in the times of lack of personnel, which is registered in minutes of Project Board meetings and in the PIR. The UNDP sought support of BIOFIN to guide the development of ToR for an expert consultancy to develop a financial strategy for the endowment fund in the last year of implementation. There were no findings in financial audits throughout the project. Acknowledging the extent of time to process financial requests within the UNDP, the NGO ENDESU was assigned to manage funds for implementation of activities in protected areas. The role of UNDP in the execution of this project went beyond regular activities at this time, exceeding expectations and being highly valuable to keep the project on track. Unfortunately, these efforts were not enough to successfully achieve the targets at the national level, the development of the financial strategy is highly delayed and will only be ready at project closure, and the exit strategy is still in an early stage of development at the time of the TE.	**S**
Executing Agency implementation CONANP	Project implementation was delayed during the initial years due to changes in personnel at CONANP and the PCU, which resulted in low ownership by the Executing Agency. From mid-2018 the project developed a strong implementation pace in protected areas, practically achieving in 2-3 years what that been planned for five, limitations in scale considered. The component on national level targets, however, was not adequately developed for lack of adaptive management and project ownership once it became clear that changing the regulatory framework and	**MS**

Criteria	Comments	Ratings
	receiving funds from the GoM were out of reach. At the time of the TE, CONANP still had not clearly defined to which areas, species, and activities the resources generated by the endowment fund (FONCER) were to be applied. The profound political change from the design phase to implementation also created challenges for execution by CONANP.	
Overall quality of project implementation and execution	Considering the contrast between the initial difficulties in project implementation and fast execution in the second half, as well as the quality of oversight by the UNDP and gradual increase in ownership by CONANP, the TE Evaluation Team considered the overall quality of project implementation as Moderately Satisfactory. Conflict resolution and the recovery of project stability were well managed once the current Coordinator was hired in June, 2018, after which implementation became viable and the activities planned for the protected areas were developed at a fast pace. The national level targets were of high risk from the beginning and were not achieved, especially due to the lack of ownership by personnel at higher levels in CONANP and SEMARNAT, and for not developing a financial strategy at project start to include other funding sources for the endowment fund (FONCER).	**MS**
Analysis of results: Highly satisfactory (HS), Satisfactory (S), Moderately satisfactory (MS), Moderately unsatisfactory (MU), Unsatisfactory (U), Highly unsatisfactory (HU), Unable to assess (U/A)		
Relevance	The project is relevant despite the initial difficulties for implementation because it is well aligned with national and international policies and frameworks for the conservation of species at risk, generated important results for the conservation of priority species and other species in the same habitats, and contributed to strengthening species management in 21 protected areas and surroundings. Additionally, lessons from other projects were used in the design, exchange of experiences with other projects contributed to the replication of best practices and methods, and the project leaves relevant references for the implementation of the National Program for Protected Areas 2020-2024, which incorporated very similar objectives for species at risk, strengthened management in protected areas, and community engagement.	**S**
Effectiveness	The effectiveness of implementation needs to be assessed at two different moments, the first half of the project marked by conflict, confusion on partner roles and low ownership by CONANP and SEMARNAT leading to a very low implementation rate, and the second half managing to develop what had been planned for the protected areas, with respective limitations in scale due to shorter implementation time. The project generated the expected results except in the realm of national targets that were of high risk from project start and due to difficulties in generating evidence for an indicator on management area at the level of landscape. A number of additional results and benefits was generated. The project was effective in changing the view and perception of many protected area directors, improved cooperation for management at the landscape level, increased engagement with communities, NGOs, producers, and state governments, and provided specific experience for the management of species at risk and to improve planning and fundraising capacity based on information generated on biological monitoring linked to the National Information System on Species at Risk (SIIER), and assessments on financial gaps, potential connectivity sites, and needs for community participation, including women inclusion and empowerment policies. The assessments of institutional capacity (ICR) and management effectiveness (METT) based on GEF tools for 21 protected areas was not well used during implementation to support protected areas on their individual difficulties to achieve the set targets, but can be used in the future to improve the effectiveness of support by CONANP Headquarters to protected areas.	**MS**
Efficiency	As no issues were observed in the financial audits conducted throughout the project for the UNDP and ENDESU, project efficiency was undermined by the change in political scenario that led severe cuts in the CONANP budget and in the Species at Risk Conservation Program (PROCER) in 2017. This situation put pressure on the project for the use of financial resources for recurrent costs that were to be supplied by CONANP. Some expenses were authorized by the Project Board in the initial years of implementation for such expenses linked to project objectives, managed by ENDESU for the protected areas. This situation was controlled in the second half of the project, in great part due to the effort of the UNDP in ensuring that the GEF funds were incremental. The planned amount of co-financing was surpassed by CONANP with funds from subsidy programs (although the exact amount applied to the project was	**MS**

Criteria	Comments	Ratings
	not reported), as well as by ENDESU and FMCN (mostly in-kind for the dissemination of a film on species at risk).	
Overall quality of project results	Project implementation was complicated in the beginning and activities were delayed. Problems were overcome and a fast implementation pace was achieved during the second half especially in protected areas. Expected results were mostly achieved, although limited in scale due to shorter implementation time. At the national level, the main targets established were not achieved.	**MS**
Sustainability: Likely (L), Moderately likely (ML), Moderately unlikely (MU), Unlikely (U), Unable to assess (U/A)		
Institutional framework and governance	The inclusion of the project objectives for the conservation of species at risk, strengthening institutional capacity and community engagement in the National Protected Area Program 2020-2024 is a significant contribution to the sustainability of activities initiated during the project, as well as for their dissemination and replication. Complementarily, 21 protected areas have improved their management approach on species at risk, with improved planning based on information generated on financial gaps, community engagement and maps of communities where conservation actions are more welcome. Data generated by biological monitoring is being used to define priorities in terms of species and areas that require more attention, and integrated in the National Information System for Species at Risk (SIIER) to support decision-making.	**L**
Financial resources	The financial sustainability plan for species at risk conservation was based on an endowment fund (FONCER), established with GEF and GoM funds. Even if the GoM had contributed its share, the fund would not be sufficient to support activities at the national scale. Therefore, the protected areas are left with the basic option of using funds from CONANP subsidy programs, not yet defined for 2021. A few protected areas have consolidated alliances with NGOs and state governments, having access to external resources to continue working. Inclusion of the objective of conservation of species at risk in the National Program for Protected Areas 2020-2024 created a more positive scenario, for whatever resources are directed to the Program, they will support action for the conservation of species at risk.	**MU**
Socio-political	The sustainability of activities based on community engagement are rather dependent on the availability of resources, especially from CONANP subsidy programs. In some cases, community groups will continue working on a voluntary basis. In general, however, these income opportunities are important in many isolated areas where work opportunities are scarce. Landowners, on the other hand, have benefitted from learning best management practices that improve the quality of their products and productivity, increasing the chances of sustainability and potential replication. The NGOs involved in environmental conservation will continue their work regardless of project closure and of the restrictions currently imposed by the GoM, especially for having access to external resources.	**ML**
Environmental	The perspectives of environmental sustainability are reasonable due to the integration of management practices directed at species at risk in protected areas, which also benefit other species and habitats, as well as for the engagement of NGOs in conservation activities. Involvement in the project changed the view and perception of protected area managers, improving specific management approaches to species at risk and creating long-term commitment. Again, the inclusion of species at risk conservation objectives in the National Program for Protected Areas 2020-2024 should facilitate the continuity of activities developed through the project and their replication throughout the National Protected Area System (SINAP).	**L**
Overall likelihood for sustainability		**MU**

1.4 SUMMARY OF FINDINGS, CONCLUSIONS AND LESSONS LEARNED

The project generated satisfactory results in supporting the objective of conservation for species at risk in 21 protected areas in Mexico. The completion of high-risk targets was hindered by changes in CONANP and PCU personnel in the first half of project implementation, when the UNDP practically took on the coordination role to maintain the focus on the expected results. After June, 2018, the PCU became stable and the pace of implementation gained momentum in the protected areas. Activities in 21 protected areas were carried out at good pace, but the project still lacked adaptive management response and ownership to be able to achieve the national targets. Therefore, the project closes without changing the regulatory framework to strengthen the opinion of CONANP in environmental impact issues, trying to replace that activity in the very last months of implementation with capacity building for CONANP personnel to produce more powerful technical opinions. This situation is at least in part due to the superficial risk analysis conducted and to the lack of a detailed legal analysis in the design phase, at the same time setting an ambitious target that would only have been viable with strong support from high level personnel at CONANP and SEMARNAT. Although the project was designed in a different political scenario, the risks of such commitments should have been more adequately considered, especially as nearly every project implementation phase undergoes political changes due to national elections, political instability, and other factors.

The project closes without having established a solid financial mechanism to support conservation actions for species at risk. As an alternative, only a few months before closing, a specialized consultancy was contracted to develop a financial strategy for the endowment fund established through the project (FONCER[1]). The initiative received guidance from BIOFIN and FMCN is committed to support CONANP to implement the plan. This experience must be disseminated to other projects that involve endowment funds to solve conservation financing, especially to avoid beginning with an amount of funds that is insufficient to support the intended activities or to plan a fund with resources from a single source, in this case, the GoM, which did not fulfill its commitment. It is essential that such a fund includes the development of a financial strategy from project start, that it is open to diverse funding sources, including private capital and foundations, conservation incentives, funds redirected from fines for environmental impacts and other alternatives according to the local context, based on solid analyses that are coherent with political and financial realities, and that projects or actions to be conducted with such funds are clearly defined. In addition, to provide specific support to project partners in developing sustainability plans from project start can make a significant difference at the end.

Another limitation in project design was the sole focus on CONANP. By not considering the formal involvement of other government agencies, NGOs, universities, or the private sector, opportunities were missed in having stakeholders that could have increased the perspectives of sustainability of project activities, as well as contributed resources to the endowment fund. While the perspectives of financial and socio-political sustainability are highly dependent on funds from the CONANP subsidy programs, sustainability in terms of the environment,

[1] Resources, especially monetary, at disposal of an organization of which the revenues and occasional new contributions are used for specific purposes while maintaining the base value of the endowment intact.

institutional framework and governance are more promising especially due to the inclusion of the project priority objectives in the National Program for Protected Areas 2020-2024. In a similar fashion, the changes in points of view of protected area managers, and experience in directing specific actions to the conservation of species at risk, are lasting effects of the project. The strategies used to engage communities and landowners in conservation actions in buffer zones and surroundings of protected areas have led to a gradual increase on popular knowledge about species at risk, at the same time promoting the adoption of best management practices (especially for cattle ranching) and reducing aggressive behavior towards indigenous species. Successful models and practices must be replicated throughout the National System of Natural Protected Areas of CONANP, as well as to other stakeholders, institutions and people interested to maximize project benefits.

Execution by CONANP and the PCU were marked by changes in personnel and low project ownership until June, 2018, when the current Coordinator was hired. The Project Board was initially not well focused on strategic issues, but gained maturity over time and with the participation of SEMARNAT from 2017. Assigning the NGO ENDESU with the role of managing funds directed at activities in protected areas was mentioned frequently in interviews as one of the best decisions made in the project, as the slower pace of administrative procedures within the UNDP is well known. ENDESU ensured that funds were available when required in a timely manner. The project financial management was impeccable in terms of processes and records, without findings in audits both for the UNDP and ENDESU. The partial use of GEF funds for recurrent expenses during the first half of project implementation reduced efficiency, but ensured that the activities were completed as planned. The UNDP greatly insisted that the use of GEF funds had to be incremental during this period, when personnel changes affected the CONANP Commissioner, the Director of the Department of Priority Species for Conservation and the PCU. Still, GEF funds were critically important at the time because the CONANP budget had been severely reduced by the GoM and the Species at Risk Conservation Program did not receive any funds in 2017, enabling protected areas to maintain and even expand activities for the conservation of species at risk, most of all due to the work carried out by field officers. The policies implemented by the GoM hindered alliances with NGOs for prohibiting their access to government funds, including CONANP subsidies, therefore reducing technical and operational capacity to implement conservation actions in protected areas.

The resources invested in Results 1 and 2 were similar (48.6% x 46.7%), while less than 5% was invested in project management. At the time of the TE, at the end of November, 2020, 89.5% of the project funds had been executed. The deadline for use of funds was still uncertain, but CONANP expected to be able to operate until the end of April, 2021 to conclude contracts signed until 31 January, 2021. The financial strategy for the endowment fund, to be implemented by CONANP with guidance from BIOFIN and an alliance with the FMCN, is among the products that will not be concluded by the end of January, 2021.

A National Information System on Species at Risk (SIIER) developed through the project has been made available online, integrated with information systems managed by CONABIO. The system includes a GIS platform, a platform for managing biological monitoring data (SELIA) and a database on species at risk. Data on species is still being appended from PROCER reports (2011-

2018), and should be concluded in January, before project closure. Use of the SELIA platform has been included in the PROREST subsidy program guidelines as compulsory for storing biological monitoring data. This platform has been used by personnel in protected areas in the project with excellent results. Being recently posted, the SIIER has not been widely used in decision-making, but has good potential especially if CONANP continues providing updates and appending systematized data, as well as promoting the system to potential users.

More significant and successful efforts were dedicated to Outcome 2, with actions implemented in 21 protected areas for 13 species at risk. The marine porpoise was excluded from the project because the respective conservation program became a responsibility of SEMARNAT. The field officers hired through the project for the protected areas were mentioned by many as very successful strategy, essential for the project activities to be implemented, especially because most of them were experts on species at risk, which led to increased management capacity and changes of perception by directors and staff. The strongest limitation mentioned referred to the short time for implementation in protected areas, only 2-3 of the five years of the project. As a consequence, the models and practices developed in protected areas, buffer zones and surroundings were not widely replicated during implementation, limiting the outcomes to more local scales. Some of the protected areas were not included in the annual planning efforts in 2017, which limited effectiveness. Still, local and regional perceptions on species at risk were changed, local alliances were established, communities and cattle ranchers were engaged to adopt best production practices and accept the presence of predatory species at risk. Many people changed their perceptions on threatened and endangered species, got to know their habits and habitats, relevance and needs for survival and conservation.

Improved communication and alliances with populations in the surroundings of protected areas resulted in 246,917 hectares of private environmental protection in different categories (ADVC and UMA) accepted by the GoM. Some of these areas were reactivated, others were new. The total amount is more than double the amount planned, 100,000 ha. Managers understood the need to manage areas beyond protected area limits, improved their view of managing the landscape and of threats to species at risk at larger scales. The final area estimated to have received attention by the 21 protected areas was 1,691,852 ha, 84.6% of the initial target. An assessment of alternatives to generate benefits or incentives to communities and private landowners for establishing environmental protection zones might promote this vision further, and especially benefit the promotion of protection areas and biological corridors for species at risk.

The use of GEF tools to evaluate institutional capacities and management effectiveness (ICR and METT) provided a clear indication of which protected areas required more support on which issues. Unfortunately, no adaptive management responses were deployed by CONANP Headquarters to help them achieve the expected ratings by the end of the project. The criteria used in these assessments can be extremely useful for CONANP Headquarters in improving management effectiveness on specific difficulties or gaps not only in the protected areas in this project, but within the National Protected Area System (SINAP).

The CONANP gender equality policy requires equivalent participation by men and women in community groups to support activities in protected areas for vigilance, fire-fighting, environmental education, biological monitoring, control of invasive alien species, and other issues. By the end of the project, participation was estimated at 41% of women and 59% of men. This is because women still face limitations to be away from home or engage in heavier or more dangerous tasks, especially in some areas, or are not allowed to work by men. The project design did not include a gender equality plan, so no specific work was done on inequality causes. Still, in some areas, promising results were obtained by empowering groups of women who had the opportunity to work outside the home for the first time, and contribute to family income.

The communication materials produced through the project were useful to promote the image and knowledge of species at risk and promote the replication of some actions. For example, the documentary on Mexican Wolf received a prize at the Cinema Planeta festival, while the video on a group of women working on biological monitoring of the royal eagle in the mountains of Maderas del Carmen was used to inspire other female groups. These materials, as well as recorded workshops and presentations on the project available online, were also useful to the TE which, given the global corona virus pandemic, had to be conducted digitally, missing the opportunity of visiting any of the project intervention sites.

Among the additional results it is important to highlight the fact that other indigenous species in the same habitats were benefitted by the actions in place. Adaptation measures to climate change were implemented in areas of prolonged drought by providing water to animals in a state of dehydration, extra stretches of beach where marine turtle nests were protected, financial and social benefits were generated from work opportunities in communities and women empowerment, best practices were adopted in cattle ranching such as certification for organic meat production, and several others are mentioned in this report.

During the TE, very near the closing date, the project still did not have a consolidated exit strategy, a guidance document to ensure that project materials, products, experiences, references and lessons are not lost. The development of the strategy is overdue and has not been resolved by the UNDP or CONANP. The exit strategy is one of the most important documents to be handed to CONANP for the continuity and replication of activities initiated through the project. Other four relevant products were pending: (a) the financial strategy to support the endowment fund (FONCER), and formal agreements with FMCN and BIOFIN for future implementation; (b) the design and application of capacity building materials to CONANP personnel for improvement of technical opinions on environmental impact issues; (c) the recollection of lessons learned to improve the effectiveness of future actions, especially for the implementation of the National Program for Protected Areas 2020-2024, as well as for future conservation projects that may include actions to protect species at risk; and (d) a concise document with information generated for each protected area on financial gaps, potential connectivity sites, and needs of community groups for conservation actions, which must be systematized and returned to the protected area directors and staff for use in planning and fundraising.

1.5 RECOMMENDATIONS SUMMARY TABLE

Table 3 – Terminal Evaluation recommendations.

Rec #	Terminal Evaluation recommendations	Institution in charge	Deadline
A	**Category 1: Project closing and sustainability**		
A1	Consolidate the project exit strategy, including at least: (a) the financial strategy for development of the endowment fund (FONCER), defining resource mobilization mechanisms and including possibilities for funding by private capital; (b) an action plan with specific activities or projects to be funded by FONCER; (c) indication of the mechanisms through which the information and data produced through the project will be available to protected areas, project partners and stakeholders; (d) recollection of lessons learned; (e) recommendations for continued work by CONANP and partners, considering the National Program for Protected Areas 2020-2024.	UCP CONANP Headquarters UNDP BIOFIN FMCN	Apr 21
A2	Formalize agreements with FMCN and BIOFIN to support the development and implementation of the financial strategy to the endowment fund established through the project, clarifying roles, responsibilities and establishing a clear timeline.	PCU CONANP Headquarters UNDP BIOFIN FMCN	Apr 2021
A3	Consolidate the information gathered from protected areas on financial gaps, number of community committees required, and potential connectivity sites for species at risk, and return a systematized document to all protected area managers for use in planning and fundraising.	PCU	Apr 2021
A4	Establish protocols for community participation including gender equality strategies and ensure that committees that perform conservation actions understand the purpose of the work in process, work in safe conditions, are properly equipped, and paid according to arrangements.	PCU CONANP Headquarters and protected areas	Apr 2021
B	**Category 2: Replication and sustainability of conservation measures for species at risk**		
B1	Promote the replication of products, methods and best practice models developed through this project to the National Protected Area System (SINAP), NGOs and others interested, including dissemination through the UNDP network.	CONANP Headquarters and protected areas UNDP	Dec 2021
B2	Develop a line of work to consolidate alliances with other public, private and civil society institutions for the conservation of species at risk and their habitats, as well as for other themes of high relevance for the conservation of biodiversity and for the implementation of the National Program for Protected Areas 2020-2024.	CONANP Headquarters	Dec 2022
B3	Conduct an evaluation of alternatives for the provision of incentives (e.g. access to CONANP subsidy programs, payment for environmental services por, Green Certification, carbon credits, discount in land taxes and others) for the establishment of environmental protection categories (UMA, ADVC and others) by communities and private landowners.	CONANP Headquarters SEMARNAT	Continuous
B4	Ensure the continuity of data registry in the National Information System on Species at Risk (SIIER), especially to include systematized data from conservation projects and CONANP subsidy program reports (PROCER, PROREST, PROMOBI and others) in order to facilitate searches, and improve available data to better support decision-making and management, providing	CONANP Headquarters	Continuous

Rec #	Terminal Evaluation recommendations	Institution in charge	Deadline
	data at the level of protected area, not only Regional Directorates.		
B5	Make use of the GEF institutional capacity and management effectiveness results (METT and ICR) to provide more specific support to protected areas, overcoming difficulties and achieving the changes expected at the beginning of this project, and as management tools to assess and support other protected areas in the implementation of the National Program for Protected Areas 2020-2024.	CONANP Headquarters	Continuous
C	**Category 3: Future projects**		
C1	In future biodiversity conservation projects (e.g. sustainable use of wildlife, sustainable fisheries), include some of the measures developed successfully in this and other projects to expand the use of management measures for species at risk and their benefits to other indigenous species.	CONANP Headquarters UNDP	Continuous
C2	In the design of future projects, dedicate special attention to risk analysis and develop a Theory of Change to ensure that project targets are realistic and consider that changes in the legal framework are high risk targets in regions where political instability is high.	PNUD CONANP Headquarters	Continuous
C3	In the design of future projects, include a support mechanism for project partners to develop a sustainability plan for relevant activities initiated through the projects, an effort to be developed from project start to ensure there is time to consolidate cooperation agreements and increase financial sustainability.	UNDP CONANP Headquarters	Continuous
C4	In future projects, compose the PCU with balanced profiles, including political and communication abilities for negotiations with higher levels of command in government institutions and alliances with other organizations, proposition of changes or new policies to support conservation efforts, besides technical capacity, in order to improve sustainability perspectives.	UNDP CONANP Headquarters	Continuous

2 INTRODUCTION

2.1 PURPOSE AND OBJECTIVE OF THE TERMINAL EVALUATION

The main objective of the TE is to contribute to the overall evaluation of project outcomes in relation to GEF strategic objectives, global benefits for biological diversity and the achievement of project objectives in strengthening the effectiveness of protected areas in Mexico to improve the conservation status of species at risk. In the process, the implementation of activities and achievement of targets, outcomes and impacts are verified, as well as adaptive management responses, identification of factors that may have limited achievements, and perspectives of sustainability. Cross-cutting issues, especially gender equality and climate change, as well as linkages to national and international priorities, UNDP strategic objectives and Sustainable Development Goals, are also considered.

TE recommendations should be specific and directed to the stakeholders involved in the project for the continuity or replication of project actions, methods, models or protocols, as well as to ensure proper consolidation before closing, and contribute to sustainability.

The Evaluation Team had one international evaluator, Forest Engineer M.Sc. Dr. Sílvia R. Ziller, of the Horus Institute for Environmental Conservation and Development in Brazil, as Team Leader, and one national evaluator, Biologist Karina Santos del Prado Gasca, independent consultant.

2.2 SCOPE

The TE covered the full scope of project development, from the design phase in 2012 until the end of November, 2020. Activities and targets at the national level and implemented in 21 protected areas for 14 species at risk were evaluated.

The performance of institutions, especially the UNDP as Implementing Agency, CONANP as Executing Agency, Natural Protected Areas, the NGOs ENDESU and FMCN, SEMARNAT and CONABIO, consultants and collaborators, were evaluated.

All project components were analyzed, with special attention to the Strategic Results Framework (SRF), which summarizes the expected outcomes and provides indicators of impact for the biodiversity of global importance and for improved management in protected areas with a focus on species at risk, including the GEF M&E institutional capacities scorecard and management effectiveness tracking tools.

2.3 METHODOLOGY

The TE is based on the criteria of relevance, effectiveness, efficiency, sustainability, and impact, in accordance with the Guidance for conducting Terminal Evaluations of UNDP-supported, GEF-financed projects.

The documentation of findings was based on (a) analysis of project documents and products, including the PRODOC, PIR and ROAR, financial plans and reports (POA and CDR), the MTR report, consultancy products, other reports and communication materials, including online videos and presentations; and (b) semi-structured interviews with stakeholders, especially

extensive in the case of the 21 protected areas selected for practical implementation. Continuous contact with the PCU was essential to plan the interviews, verify information, request documents, clarify doubts and to ensure the TE requirements were fulfilled. The UNDP M&E officials contributed with information on the updated guidance for TE, on gender equality documents and for the Theory of Change, and provided feedback on partial reports and the audit trail.

2.4 DATA COLLECTION AND ANALYSIS

2.4.1 Review of project documents

The initial three weeks of the TE, between September 10 and October 04, 2020, were dedicated to the review of project documents, consolidation of the TE questions matrix, preparation of questions for the online interviews and development of the inception report. The list of persons to be interviewed was consolidated with the PCU during this time. The PCU made arrangements for interviews with stakeholders at the national level, while the Evaluation Team contacted protected area directors, field officials and other collaborators to schedule the interviews.

The initial TE meeting took place online on 18 September, 2020. It was highly relevant to the TE for the shared perceptions and recommendations by the UNDP Regional Technical Advisor, Marlon Flores, the project National Director and Director of the Priority Species for Conservation Department at CONANP, Eduardo Ponce, the UNDP National Program Officer for the Environment, Energy and Resilience, Edgar González, and the UNDP National M&E Officer Alicia López and UNDP M&E Expert, Luis Mejía, as well as the members of the Project Coordination Unit, Ismael Cruz, Coordinator, Josafat Contreras, M&E expert, Mariana Martínez, Assistant, and Rodrigo Guerrero, Financial Administrator.

2.4.2 Interviews

The TE interviews were conducted between October 5 and 15, 2020, in a period of 11 days, using the online meeting applications Zoom and Google Meet. All interviews were conducted digitally, with an average meeting time of one hour. At the beginning of every meeting, the TE Team informed the participants that the contents of the interviews were confidential. The question format was adapted to the particular context of interviewees for best results.

On October 16, 2020, the Evaluation Team presented the initial findings of the Terminal Evaluation to the UNDP, PCU and CONANP. The feedback received during this meeting was highly relevant to complement the information compiled and correct inaccurate perceptions, contributing to the TE report. As feedback from project stakeholders is very useful in the evaluation process, participation of a larger number of people involved in the project in the meeting on initial findings can further provide relevant contributions to evaluation reports.

On the same day the Evaluation Team handed in a preliminary version of the TE report including the introductory section, methodology, summary of initial findings and the Microsoft PowerPoint presentation used in the meeting.

2.4.3 Information analysis, conclusions, recommendations and lessons learned

The information gathered in the interviews was organized and systematized on a daily basis. As the number of interviews increased, the most relevant perceptions were repeated, providing a clear picture of achievements, limitations, lessons learned, best practices, and a few recommendations. Repeated content was useful as a means of verification of the information provided, especially on key issues of project implementation.

Once the interviews were concluded, the information obtained was used to produce the TE draft report between 19 October and 13 November, 2020. The GEF METT and ICR evaluations were analyzed, and evaluation criteria were ranked as indicated in the UNDP – GEF guide. The TE draft report was handed in on November 12, 2020.

2.4.4 Final report in Spanish and English

The TE Team received feedback on the draft report by 20 November, 2020. The TE Team received comments in the audit trail on 24 November, adjusted the report to reflect comments and complementation requests, registered the changes in the audit trail, and delivered the report in Spanish and English on November 30, 2020.

2.5 ETHICS

The highest ethical levels were applied during the evaluation process. Confidentiality and transparency were ensured in accordance with the principles described in the United Nations Evaluation Group “Ethical Guidance for Evaluation”. At the beginning of each interview, the information was declared confidential. The respective signed forms of agreement of the Evaluation Team are available in the annexes of this report.

2.6 LIMITATIONS TO THE EVALUATION

Given the context of the global corona virus pandemic, it was not possible to conduct meetings in person, nor to visit any of the project intervention sites. All interviews were conducted online. Visual materials produced through the project, digital presentations available online, species factsheets and protected area management programs were important complements for the Evaluation Team to better understand the context of each protected area and project implementation. Communication difficulties in the arrangement of interviews were promptly solved by the project Coordinator.

The online interviews worked well, except for limited connectivity issues with the Director of Lagunas de Chacahua National Park that were not serious enough to prevent understanding; and with the Turtle Sanctuary Playa Tierra Colorada, which was conducted by telephone for the lack of an internet connection. This interview was conducted by the National Evaluator only. The NGO Calidad Integral was unable to participate in the scheduled interview because he was held back doing field work, and did not have a connection. As the Team was not able to visit any of the sites, direct contact with communities and local project participants was not possible. This might have been the strongest limitation of the TE.

Presential contact with the PCU facilitates the evaluation process, as there is much more time for interaction during travel and daily work. On the other hand, it is unlikely that all 21 protected areas had been given the same level of attention as with the online interviews, as a similar amount of time was dedicated to each. Therefore, the compilation of lessons learned, writing up of findings, conclusions, and recommendations might have benefitted from the online evaluation.

Differences of interpretation on a few issues on part of interviewed participants, especially on the institutional roles and especially on the role of FMCN generated doubts for lack of clarity of former agreements. The TE Team then referred to the respective project documents. Some of these issues still persist, and limited achievements.

Not all project partners provided precise financial information or did not follow the format indicated, or did not specify if co-financing was in kind or cash. CONANP considered all funds in subsidy programs as co-financing, without filtering specific amounts invested in the project, while the amount of funding invested by CONABIO was not available.

2.7 STRUCTURE OF THE TE REPORT

The TE Final Report is structured to provide complete information on the project, from the design phase to the final ratings. An Executive Summary is presented at the beginning of the report, including the ratings and recommendations tables, as indicated in the Guidance for conducting Terminal Evaluations of UNDP-supported, GEF-financed projects.

The second section covers the project objectives, scope and methodology. The third section includes a brief description of the SRF indicators and the context in which the project was implemented.

The fourth section in on findings, organized by (a) project formulation and design, (b) project implementation, and (c) outcomes. The main findings, conclusions, recommendations, and lessons learned are presented in the fifth section. The sixth and last section includes the report annexes: TE ToR (6.1), list of persons interviewed (6.2), list of documents reviewed (6.3), TE question matrix (6.4), interview questions matrix and summary of results (6.5), TE ratings scale (6.6), UNEG codes of conduct and agreement forms of the TE Team (6.7), the theory of change developed for the project (6.8), and, separately, the results of the management effectiveness (METT) and institutional capacity (ICR) evaluations, and the evaluation audit trail.

3 PROJECT DESCRIPTION

3.1 PROJECT START AND DURATION, INCLUDING MILESTONES

The project started officially when the Project Document (PRODOC) was signed, on 06 January, 2016, but the inception workshop only took place on 13-14 July, 2017. The closing date planned is 31 January, 2021. The total implementation time was five years, with a total of (US$) 5,525,114 in GEF funds and co-financing of (US$) 31,850,000 from the Government of Mexico (CONANP and CONABIO), UNDP and the NGOs FMCN and ENDESU (PRODOC).

The initial years of implementation were marked by changes in personnel, both at CONANP and the PCU, which only became stable after June, 2018, when the current project coordinator was hired and managed to accelerate implementation. The project milestones are presented in Tables 4, 5 and 6.

Table 4 – Project milestones regarding approval of key documents.

Date	Milestone
Jul 2012	Final PIF version
Jan 2013	PIF approved
Jun 2013 – Dec 2014	Preparation phase
Oct 2015 – 06 Jan 2016	PRODOC is signed
Jan 2017	2017 POA presented for approval
Mar 2017	2017 POA approved
Jul 2017	Inception workshop
Aug 2017	First field officials are hired for protected areas
Sep 2017	Beginning of implementation of workplans in protected areas
Nov 2017	2018 POA presented for approval
Feb 2018	2018 POA reviewed
Apr 2018	2018 POA approved
Nov 2018	2019 POA presented for approval
Feb 2019	2019 POA approved
Jun 2019	Mid-Term Review
Jan 2020	2020 POA approved
Sep – Dec 2020	Terminal Evaluation
Jan 2021	Project closure - technical activities
Apr 2021	Project closure - administrative activities

3.2 DEVELOPMENT CONTEXT

The national context in Mexico underwent significant changes from the design phase in 2012, when the project agreement was signed between the UNDP and the GoM. The PIF was approved in January, 2013, followed by a long preparatory phase from June, 2013 to December, 2014. The PRODOC was finally approved in January, 2016, nearly four years after the start. At the beginning of implementation, many problems arose from changes in CONANP personnel, affecting three Commissioners and four managers of the Department of Priority Species for Conservation in charge of the project. Therefore, the persons who designed the project were not present to start implementation. As a consequence of changes in CONANP, the PCU staff also changed. Even the UNDP changed the representatives linked to the project in the position of National Officer for the Environment, Energy and Resilience, and Regional Technical Advisor.

Table 5 – Personnel changes at CONANP in the history of the project.

Position / name	2007	2012			2013	2014	2015			2016			2017	2018					2019			2020
		jan	jul	dec			jan	apr	dec	jan	mar	dec		jan	may	jun	nov	dec	jan	jun	dec	
CONANP Commissioner Luis Fueyo																						
CONANP Commissioner A. del Mazo																						
Director DEPC CONANP Oscar Ramírez																						
Director DEPC CONANP José Bernal																						
Substitute DIrector DEPC CONANP Valeria Towns																						
CONANP Commissioner Andrew Rhodes																						
Substitute Director DEPC CONANP Eduardo Ponce																						
CONANP Commissioner Roberto Aviña Carlín																						

Table 6 – Personnel changes in the Project Coordination Unit (PCU) in the history of the project.

UCP	2013	2014	2015	2016							2017					2018				2019				2020
	jun			jan	mar	may	jun	sep	oct	dec	jan	apr	aug	oct	dec	jan	mar	jun	dec	jan	jun	sep	dec	
Coordinator 1 A. Barragán																								
M&E 1 Martín Sanchez																								
Vacancy of Coordinator 1																								
Coordinator 2 Elvia de la Cruz																								
Vacancy of M&E 1																								
M&E 2 Rubén Flores																								
Vacancy of Coordinator 2																								
Coordinator 3 Ismael Cruz																								
Vacancy of M&E 2																								
M&E 3 Josafat Contreras																								

The Project Coordination Unit also went through several changes in personnel and periods without coordination or without M&E. The first coordinator, who was involved in the project design since 2013, left the position when the PIF was signed, in January, 2016. The second Coordinator was only hired in October, 2016, and stayed until October, 2017. Another period without coordination followed until June, 2018, when the current Coordinator was hired and managed to implement the project activities at a good pace. All these changes are mentioned because they caused confusion and conflicts between project partners, generating long delays and hindering the final outcomes.

The GEF funds committed to the endowment fund (FONCER) established through the project were invested in the first year of implementation, in 2016. The US$ 1,000,000 match committed by the Government of Mexico was never fulfilled. The Species at Risk Conservation Program (PROCER) did not receive any funding in 2017. The Austerity Law of 2019 aggravated the situation of reduced funding to governmental agencies such as CONANP, and further impacted the project by preventing the mobilization of government funds to NGOs, which are important collaborators in the management of protected areas. Protected areas therefore lost access to funding, technical and scientific expertise, and local associates to support the development of project activities.

In a similar manner, the funds mobilized to ENDESU for the protected areas were provided in 2016, but practical implementation only started in August, 2017, with better development after mid-2018.

3.3 PROBLEMS THAT THE PROJECT SOUGHT TO ADDRESS: THREATS AND BARRIERS TARGETED

The project sought to address the threats to 14 species at risk and management deficiencies in 21 protected areas in Mexico that partially cover the native range of these species. The main barriers identified were that (a) planning, operational and financial instruments were insufficient to properly implement conservation actions for species at risk especially in buffer zones and surrounding areas because activities are only carried out within the boundaries of protected areas, not protecting species once they are outside. The existing Endowment Fund for National Protected Areas (FANP) covers recurrent expenses, without flexibility for other needs related to species at risk; and (b) capacities and instruments for the efficient conservation of species at risk in protected areas and in Priority Regions for Conservation were inadequate because species use territories than go beyond protected area boundaries. Among the factors that influence species migration are climate change, and the availability of water and food. Finally, the implementation of Action Programs for the Conservation of Species (PACE) was restricted for lack of detailed analyses, guidance and planning.

The project contributes to Objective 1 of the GEF Focal Area of Biodiversity, which aims to improve the sustainability of protected area systems. It contributes to the United Nations Development Assistance Framework 2014-2018, an agreement between the GoM and the UN, particularly to Objective 6, Environmental sustainability and green economy; and to the UNDP Mexico Program 2014-2018, which acknowledged the need to generate strategies for

sustainable, low emission environmental development resistant to disasters and risks with a multicultural and gender approach to equality and poverty reduction.

The project is aligned with the Convention on Biological Diversity and contributes to Aichi Target C-12, which aims to prevent the extinction of species at risk and improve conditions for sustainable conservation; to target B-5, which aims to reduce the rate of loss of all natural habitats, including forests, at least by half and where feasible close to zero, and significantly reduce degradation and fragmentation; and to target C-11, which calls for at least 17 per cent of terrestrial and inland water, and 10 per cent of coastal and marine areas, especially areas of particular importance for biodiversity and ecosystem services, to be conserved through effectively and equitably managed, ecologically representative and well connected systems of protected areas and other effective area-based conservation measures, and integrated into the wider landscapes and seascapes.

The project also contributes to the Sustainable Development Goals 14 (Conserve and use oceans, seas, marine resources sustainably) and 15 (Protect, reestablish and promote the sustainable use of terrestrial ecosystems and stop biodiversity loss).

3.4 IMMEDIATE AND DEVELOPMENT OBJECTIVES OF THE PROJECT

The project goal was to protect biodiversity of global importance in Mexico by developing instruments and capacity to ensure the effective and sustainable management of protected areas for the conservation of priority species at risk.

The project objective was to increase the effectiveness of protected areas in Mexico to contribute to the conservation of species at risk by changing policies and institutional arrangements, improving the financial capacity of CONANP, and increasing the area under improved management for species at risk.

3.5 EXPECTED RESULTS

The goal of Outcome 1 was to consolidate the legal framework to support the conservation of species at risk by improving management capacity and financial resources. The targets included (a) developing a national monitoring system for species at risk to enable management at the landscape level; (b) adapting the legal framework to ensure that technical opinions issued by CONANP were obligatory in environmental impact assessments; (c) improving capacity in planning, implementation and monitoring of joint management strategies in specific territories for the conservation of species at risk in protected areas, verified through the GEF Institutional Capacity Scorecard; and (d) to make financial resources timely available to field work needs by establishing an endowment fund through the project.

Activities in Outcome 2 were intended to effectively manage protected areas and adjoining priority conservation areas for the conservation of species at risk by (a) implementing Priority Management Strategies to reduce threats to 14 species at risk selected for the project; (b) add at least 100,000 ha of protected community land to protected areas and ecological corridors to increase connectivity between natural areas; (c) improve management effectiveness in 21

protected areas, verified with the GEF Management Effectiveness Tracking Tools; and (d) develop guidance for community participation to monitor benefits to biodiversity.

3.6 MAIN STAKEHOLDERS: SUMMARY LIST

The number of institutions involved in the project is rather low, but CONANP is subdivided in 21 protected areas where conservation activities were implemented for 14 species at risk.

Table 7 – Project stakeholders.

Organization	**Activities developed within the scope of the project**
Implementing Agency	
United Nations Development Program (UNDP México)	Project Implementing Agency. Provide guidance, technical support, management tools, theoretical and practical knowledge for the Executing Agency and project partners. The IA is in charge of managing the project financial resources according to annual workplans.
Executing Agency	
Comisión Nacional de Áreas Naturales Protegidas (CONANP) – National Commission for Protected Areas **CONANP Headquarters** and 21 Natural Protected Areas: APFF Maderas del Carmen APFF Papigochic (APFF Campo Verde)* APFF Tutuaca (APFF Campo Verde)* APFF Valle de los Cirios PN Lagunas de Chacahua PN Sierra de San Pedro Mártir PN Tulum RB Calakmul RB El Vizcaíno RB Janos RB Marismas Nacionales RB Montes Azules RB Sian Ka'an RB Sierra del Abra Tanchipa SR Playa Barra de la Cruz ST Playa Cahuitán ST Playa Chenkán ST Playa de Escobilla ST Playa Rancho Nuevo ST Playa Tierra Colorada ST y SR El Verde Camacho	Implementation of conservation activities for 14 priority species at risk. * The APFF Campo Verde was not initially included in the list of protected areas selected for the project, but is the site where conservation measures were conducted for royal Eagle and Mexican wolf, rather than APFF Tutuaca and APFF Papigochic, because it is better positioned in the Mexican wolf biological corridor.
Government of Mexico - other	
CONABIO	Development of the National Biodiversity Monitoring System.
Partner NGOs	
ENDESU	Financial management of project contracts for 13 species.
FMCN	Management of the endowment fund established through the project.
Consultants	
Rodolfo Juárez Miryam Prado Francisco Macal Rodrigo Núñez	m31 Reeduca Calidad Integral Proyecto Jaguar AC

Organization	Activities developed within the scope of the project
Collaborators	
Lizardo Cruz Ramón Flores Arturo Juárez Guadalupe Quintero Mónica Guerra	WWF Conservation International Kutzari Flora, Fauna y Cultura Collective Theory
Academic institutions	
Universidad Autónoma de Querétaro	Mexican Wolf conservation project, including monitoring, camera trap records and release of animals from *ex-situ* breeding grounds.

3.7 THEORY OF CHANGE

As at the time of project design the Theory of Change was not a requirement, the Evaluation Team, the PCU and the UNDP M&E Officer held a meeting for the purpose of designing the project's theory of. After guidance from the UNDP officer and a brief discussion, a flowchart was designed and later completed by the Evaluation Team, then revised by the PCU. The resulting theory of change is available in Annex 6.8.

The development of a theory of change in the project design phase might have helped to point out the risks inherent to the more challenging targets and indicate alternative strategies and adaptive management responses. However, considering that the risks of not achieving the national level targets were not well identified in the project risk analysis, it is unlikely that a complementary theory of change would have produced better results. The project was conceived within a narrow approach without participation of other government agencies or external partners that could have provided complementary perceptions and a more solid base for project implementation and sustainability, or perhaps more realistic and achievable targets.

Therefore, it seems that the theory of change would only provide better insight if external players had been involved, creating opportunity for deeper analysis and to hypothesize changes in political and financial scenarios. Contributions from experts in the UNDP or personnel in higher ranks in CONANP or SEMARNAT might have been useful as well. Otherwise, it is unlikely that the theory of change could have increased the existing perceptions of risk and the need to establish management responses from project start to solve implementation difficulties.

4 FINDINGS

4.1 PROJECT DESIGN / FORMULATION

The project was aligned with national priorities and objectives as well as with international commitments of the GoM on the conservation of biodiversity, and especially with threats and needs identified for the effective management of species at risk. Still, two of the targets defined in the design phase nearly compromised the achievement of project outcomes for failing to give proper consideration to the risks involved. The outcomes were better consolidated at the local level, in the respective protected areas.

4.1.1 Analysis of Results Framework: project logic and strategy, indicators

The indicators in the Strategic Results Framework are subdivided in indicators of Objective, Outcome 1 (national level), and Outcome 2 (protected areas). The SRF structure is coherent in the sense that there is a reasonable number of targets and activities, and that the GEF Tracking Tools and Institutional Capacity Scorecard were used to monitor progress.

The frailty of design in Outcome 1 refers to commitments of high risk and apparent lack of proper analysis, specifically to change the national regulatory framework and to establish an endowment fund with resources from the GoM. No indicators of progress were included in the SRF for these targets, so the fund was either established or not, and gradual progress towards funding projects for 14 species was not considered.

When the SRF was presented in the inception workshop in July, 2017, some participants from protected areas noted that a few indicators required correction, especially regarding the Priority Management Strategies, as some of these did not apply well to sites or species. However, these changes were not performed at the time. Some indicators in Outcome 2 were altered by recommendation of the MTR much later, in 2019, because they were difficult to measure. The indicator on the implementation of Priority Management Strategies was changed in order to avoid the need to count nests or individuals and other parameters that were difficult to obtain and inefficient in indicating species recovery, but the strategies were not adjusted; the verification of increase or reduction in populations was eliminated because the results are a consequence of multiple factors, from the history of conservation actions for each species to environmental factors that cannot be controlled by the project; and the guidance for community participation was replaced by an evaluation of needs for community groups in each protected area for conservation actions aimed at species at risk, which should be consolidated in the form of community participation plans.

The objective indicator on the number of hectares of improved management for species at risk was not altered, but it was difficult to measure and accumulate the respective evidence. The production of documents was especially difficult when protected areas were collaborating and extending activities to biological corridors and areas of influence in order to cover the distribution of species at risk beyond the limits of protected areas, as this did not necessarily entail on-the-ground work for which specific areas could be quantified, with imprecise boundaries. The use of a Geographic Information System such as embedded in the SIIER to

identify and map these areas can help with planning as well as to provide better estimates of area in future projects, for example based on species observations recorded in biological monitoring, or vigilance activities performed by community groups.

The project did not include indicators for gender equality, increased income by families benefitted by the project or other cross-cutting issues such as climate change. Improvement in institutional capacity and management effectiveness in protected areas were measured with the GEF tracking tools (METT e ICR).

4.1.2 Assumptions and risks

Although the project risk analysis may have been developed in an apparent period of political stability, the risks were not adequately considered. Few risks were identified at the time and all were rated as moderate except one, rated as moderate/low. The project included ambitious targets of high complexity to promote changes in the national regulatory framework and count on GoM funds to establish an endowment fund for species at risk, issues that could hardly be considered of low or moderate risk, especially given that nearly all GEF projects go through elections and political changes during implementation. It is important to highlight two important points which contributed to hinder the achievements in Outcome 1. The first one refers to changing the legal framework, which initially alluded to the internal regulations of SEMARNAT to strengthen the technical opinion of CONANP in processes of environmental impact assessment. It did not take long to realize that this measure would not suffice, and that a change in a national law would be required to achieve the target, a proposition of high risk especially with national elections coming up half way through implementation. Looking back, it seems that the target was included without proper consideration or consultation with legal advisors. Complementarily, the target was highly dependent upon support from high hierarchy representatives of the Executing Agency and Ministry of Environment (SEMARNAT). Considering the country political volatility, the risk inherent to this target should have been considered high in the project design.

The second point refers to the endowment fund, which was necessary because other funds did not adequately cover the needs of conservation work for species at risk. This fund was conceived with an amount of US$ 2,000,000, half provided by the GEF and half by the GoM. Although the risk that the GoM would not provide the funds was not adequately considered, it is rather intriguing that such an amount of funds could have been considered sufficient to finance conservation actions for 14 species at the national level based on generated revenue, even if the GoM had honored its contribution. This is a relevant problem in project design, as the implementation of projects for 14 species at risk was not feasible from the start. Apparently, no feasibility study was properly conducted. The need for a capitalization strategy with additional funds was already acknowledged at the time, but the inherent risks were not well considered. Complementarily, the development of a financial strategy was not included in the project from the start, so, efforts to look for alternative sources of funding in the private sector, civil society organizations or foundations were not prioritized. FMCN was expected to develop a financial strategy for the fund including contributions from other sources, a commitment that was never fulfilled due to misunderstandings on the role of FMCN and lack of adaptive management.

Moreover, the project covered 14 species at risk in 21 protected areas distributed in Mexico. Generate evidence of improvement in the status of conservation of species is no easy task that can be accomplished in a few years of work. There are many variables to consider, while the origin of population changes is influenced by multiple factors and undergo natural fluctuations. For these reasons, as well as for operational and logistic fieldwork issues, the difficulty of measuring threat reduction should have been considered in the project risk analysis.

The effect of climate change on protected areas was also considered a moderate risk, although the project never planned to introduce any mitigation measures. Other risks considered moderate referred to social participation, evasion of tourism due to insecurity, low confidence in CONANP to make commitments for implementation, and difficulties to hand in reports in a timely manner. These risks do not adequately reflect the reality of the project objectives and expected outcomes, and are of lower relevance than other high risks that were not considered, especially changes of government and authorities, the feasibility of changing national regulations, and the viability of measuring concrete results in the field for species at risk.

The complexity of threats and problems associated with the conservation of the marine porpoise led to its exclusion from the project for management directly by SEMARNAT, which limited the reach of the project.

Once implementation began in 2016, the UNDP identified other risks associated with the project and responded with mitigation proposals and actions. Therefore, as time passed, the initial risk analysis was gradually complemented, being well registered in annual PIR (see section 4.2.6).

4.1.3 Lessons from other relevant projects

Lessons from other projects were used in the project design, especially from GEF projects implemented in protected areas in Mexico.

Four projects implemented through the International Bank for Reconstruction and Development which aimed to consolidate the National Protected Area System by developing tools for planning, management and financial sustainability were especially useful. The foundation established by these projects offered the framework into which the strategies of this project were inserted. This framework included considerations on the effects of climate change in protected areas and financial sustainability. References to the MesoAmerican Biological Corridor in Mexico, funded by the World Bank and implemented by the CONABIO Unit of Coordination for Biological Corridors and Resources, were also cited, and useful especially for the concept of biological corridors of some species at risk.

Lessons learned on practical aspects of protected area management were taken from site specific projects such as "El Triunfo Biosphere Reserve: Improving habitat in productive landscapes" and "Biodiversity Conservation in the Sierra Gorda Biosphere Reserve", where relevant threats to species, such as climate change, impact biodiversity in protected areas, affect communities, and require coordination of stakeholders.

Lessons from other projects under implementation at the time were also used, such as the GEF Resilience project (Strengthening Management Effectiveness and Resilience of Protected Areas to Safeguard Biodiversity Threatened by Climate Change), GEF Sustainable Fishing (Sustainable

Management of Bycatch in Latin America and Caribbean Trawl Fisheries (REBYC-II LAC), GEF Invasive Species (Enhancing National Capacities to Manage Invasive Alien Species (IAS) by Implementing the National Strategy on IAS), GEF Oaxaca - Chiapas Sustainable Landscapes (Conservation and Sustainable Use of Biological Diversity in Priority Landscapes of Oaxaca and Chiapas, México), GEF Tarahumara Sustainable (Integrating the Management of Protection and Production Areas for Biodiversity Conservation in the Sierra Tarahumara of Chihuahua, México) and the KfW, GIZ and UICN "Selva Maya Natural Resources Protection" project.

4.1.4 Planned stakeholder participation

The Mexican International Cooperation Agency for Development (AMEXCID) of the Secretary of Foreign Affairs (SRE) is mentioned in the PRODOC as the official partner for cooperation issues between the GoM and the UNDP.

The project stakeholders listed in the PRODOC are the UNDP as Implementing Agency, CONANP as Executing Agency, and two partners designated by CONANP: ENDESU, in charge of managing administrative processes for the implementation of activities in protected areas in accordance with POA approved, with funds from the GEF and FONCER, and the Mexican Fund for Nature Conservation (FMCN), in charge of receiving, maintaining and financially managing contributions made to FONCER, including GEF funds; and CONABIO, for its role of managing biodiversity information systems. To formalize collaboration between CONANP, ENDESU and FMCN, a ternary implementation agreement was signed in July, 2015. This agreement stated the role of both FMCN and CONANP in "collaborating in the process of procuring funds for activities and projects, as well as for complementary funding". Participation agreements are included in the PRODOC, which was signed in January, 2016. It is important to highlight that very few institutions were involved, basically CONANP, FMCN, ENDESU and CONABIO, as this proved to be a limitation of the project.

A Project Board was instituted in the design phase, presided by CONANP and the UNDP; the Director of the CONANP Priority Species for Conservation Department was named National Project Director; the Project Coordination Unit was established within CONANP Headquarters, dependent on both CONANP and the UNDP; and a Technical Committee (CT-FONCER) was established to make decisions on activities to be financed through FONCER, directed by CONANP, with ENDESU as Technical Secretary, and the FMCN and UNDP as participants.

4.1.5 Linkages between the project and other interventions within the sector

As institutions in other sectors were not considered in the project design, opportunities were lost to develop broader perspectives on the context of species conservation, as well as to increase the perspectives of sustainability by successfully seeking funds for FONCER, establishing collaboration agreements for practical actions, or find alternative funding options from environmental fines, incentives, the private sector, and civil society organizations.

The engagement of INAPESCA and CONAPESCA were essential to find a solution for the problems of fishing nets that consist a threat to the marine porpoise; of CONAFOR for the restoration of natural areas, conservation efforts, sustainable forest and fire management, and payment for environmental services, or even to subsidize the continuity of activities initiated through the

project; of PROFEPA to propose channeling funds from environmental fines or similar resources to the endowment fund; of SADER, which was only indirectly involved due to the rancher insurance policy for predation by wild animals, but which could have supported the development of best management practices by cattle breeders and later promoted the replication to much wider areas in Mexico than CONANP might accomplish in the future; and of other collaborating institutions to extend commitments for the conservation of species at risk.

In a similar fashion, stronger commitment on the part of SEMARNAT could have generated opportunities to improve the outlook on policy development in favor of species at risk, support the capitalization of the endowment fund and, perhaps, have intervened at higher positions within the government to achieve the target of changing the legal framework.

4.1.6 Gender equality

Gender perspectives are only briefly mentioned in the project design. More specific analyses were not considered to promote advances in gender equality and women empowerment, and the project did not include a workplan with targets, indicators, financial resources and specialized personnel for support. The UNDP is assigned the responsibility of providing support to the development and instrumentation of a gender strategy, but there is no evidence that CONANP sought expert support for this issue in the design phase. The CONANP gender policy of promoting equal participation between men and women in project activities was apparently considered sufficient.

Alignment with the UNDP Country Program for Mexico 2014-2018, which includes a goal on gender equality, is mentioned in the PRODOC without further considerations for implementation.

4.1.7 Social and environmental safeguards

Social and environmental safeguards were not included in the project design, which started in 2012, most likely because the UNDP Social and Environmental Standards policy was only instituted in 2015, when the project preparation phase had been completed, and the PRODOC was about to be signed to begin implementation. Therefore, no assessment of environmental or social risks was conducted.

Nevertheless, the PRODOC mentions that the UNDP must ensure that project activities are strictly conducted according to procedures that should include and comply with environmental and social standards.

4.2 PROJECT IMPLEMENTATION

4.2.1 Adaptive management

The project is characterized by two very distinct moments. While personnel changes slowed down implementation in the first half, the second half developed swiftly in the protected areas. Adaptive management, however, was slow throughout the project. Even though it did not take long to realize that the national targets of changing the regulatory framework and obtaining GoM funds for the endowment fund would be hard to achieve, changes in personnel (CONANP Commissioners and Directors of the Department of Priority Species for Conservation) and the

delay in stabilizing the PCU led to slow management responses, also hindering the scale of expected outcomes in protected areas. The national targets were not achieved. With the benefit of hindsight, it is now easy to see that these targets were very ambitious and that the risk analysis in the design phase was inadequate, therefore not very useful to adaptive management on these key implementation issues.

Adaptive management responses were also insufficient for strengthening management capacity in the 21 protected areas. Practical activities only began in 2018, so nearly two years of work were lost. To make matters worse, the corona virus pandemic interrupted activities in March, 2020. As a result, most of the work in protected areas was implemented over two years and a few months. Field officers were funded through December, 2020, in only a few areas, and fewer were hired with other funds in six areas to continue working. The short implementation period affected the expected improvement in management effectiveness and institutional capacity, and limited the scale of impacts and benefits.

At the same time, the speed of implementation of activities in Outcome 2 during this period is notorious. This was a result of stabilizing the Project Coordination Unit from June, 2018, with a Coordinator who had good abilities in conflict resolution, and the addition of an M&E expert in June, 2019. The PCU practically implemented the work planned for five years in a little more than two in the protected areas, with remarkable adaptive capacity to a situation of conflict and lack of trust among stakeholders, lack of clarity on institutional roles, and lost documents from the project early stages. More changes took place as both the CONANP Commissioner and the DEPC Director were replaced in December, 2018. Beside all these internal project issues, the change of national government also in 2018, the Federal Austerity Law and the negative policies for NGOs led to the loss of technical, scientific and operational support from NGOs that were important long-term partners in conservation for protected areas. In this case, the option of adaptive management to CONANP protected areas was to increase the liaison with communities, although the loss of technical and scientific skills could not be compensated.

Management effectiveness and institutional capacity evaluations were conducted for the 21 protected areas in June, 2019, for the MTR. Despite the resulting evidence of difficulties, the protected areas that were lagging behind did not receive specific support for improvement towards the set targets, a management response which might have changed the outcome at the end of the project. Even though the M&E plan was not detailed enough or adequate to make adaptive management easy, the evaluations lacked follow up and management response. As a consequence, it was the MTR, conducted one year past the project mid-term, in June, 2019, that provided adequate guidance for project management and consolidated management responses for problems that had been acknowledged much earlier, but were not adjusted in time to increase the perspectives of sustainability and effective achievements by project closure.

The changes recommended through the MTR were useful to improve the measurement of outcomes, as well as to highlight urgent issues that could be implemented before closing, especially alternatives to the targets perceived as out of reach. One of these recommendations was to hire an M&E expert for the PCU, which was completed immediately. All MTR recommendations were registered and considered in the “Management Response” document

prepared by the PCU with support from UNDP and CONANP, and approved by the Project Board, UNDP and GEF on 31 July, 2019. By June, 2020, 67% of the Management Response actions had been implemented. The Advisory Committee was not considered viable by the Project Board due to the short time of implementation that remained (recommendation 3). Seven of the recommendations were still in process during the TE, including the development of the project exit strategy and financial strategy, approval of the Conceptual Framework for species at risk by the Project Board, and the definition of priority actions or projects for species and areas by CONANP for application of FONCER funds. Only two or three months from project closure, the recommendation to improve institutional arrangements for project sustainability is no longer a possibility.

Nearly at project closure, alternatives to the unachievable targets on the regulatory framework and sufficient financial support from FONCER were defined. The responses to these early issues were only launched during the TE, when an expert consultancy was hired to develop a financial strategy for the endowment fund, and a call for proposals was open for a consultancy to develop capacity building materials for CONANP personnel to produce high quality technical opinions for Environmental Impact Assessments. Besides, contracts were about to be signed for the compilation of lessons learned from the project and to systematize information from protected areas on financial gaps, potential connectivity sites, and community participation. The delay in developing the exit strategy is noteworthy, as it is and essential document to avoid more losses of project references, documents, models, experiences and products, while the lack of it may jeopardize continuity perspectives of actions that were initiated and are worthy of replication or continuity.

4.2.2 Actual stakeholder participation and partnership arrangements

The planning process after completion of the project design was rather lengthy. The changes in personnel at CONANP, the UNDP and the PCU, aggravated by lack of clarity on institutional roles, created an atmosphere of lack of trust, weak governance, communication and coordination. This situation influenced decisions made by the Project Board, especially in the initial two years of implementation, and led to the delayed implementation of activities in protected areas.

The year 2017 was particularly difficult for project implementation. Budget cuts that affected CONANP, particularly the Species at Risk subsidies (PROCER), influenced changes in priorities within the project. This situation was identified as a risk, as project funds were disbursed to cover operational costs instead of incremental costs towards project outcomes. The unbalanced distribution of funds to protected areas was another risk identified in the same year. Although funding for protected areas was evenly assigned in the POA 2017, ENDESU requested CONANP to increase the funding for three protected areas and two species, the Baja California pronghorn and the California condor. Due to lack of clarity on institutional roles and weak leadership on the part of CONANP, the disbursement of funds was altered in the POA under the condition that a justification document on conservation gaps, threats and pressures in these protected areas in comparison with others was presented. This document was never produced. The PCU was then acting to solve daily issues rather than focusing on longer term planned outcomes. The 2017 POA was developed without consulting protected area directors, without objection from

the Project National Director at CONANP. Finally, slow decision-making by the PCU and CONANP hindered the advance of implementation throughout this year (PIR 2017). During this period, the intervention of the UNDP proved crucial to the project, as it made up for the lack of coordination, demanded that the Project Board focused on planned outcomes, and that the GEF funds were used incrementally.

However, after June, 2018, the PCU had a new Coordinator, CONANP had a new Commissioner and a new Director for Priority Species (DEPC). Communications significantly improved among the parties and project implementation gained momentum. In June, 2019, the PCU was completed with a new M&E expert.

In the second half of the project CONANP fulfilled the coordinating role with support from the PCU. Still, slow approval procedures especially of the subsidy programs partially affected the pace of implementation.

In the design phase, CONANP had agreed on a more participatory role for ENDESU, including joint work and coordination of the POA. It took time for ENDESU to conform to having only an administrative role assigned by CONANP and the UNDP in the financial management for protected areas in Outcome 2. The performance of ENDESU was mentioned as excellent and contributed to the achievements in Outcome 2 due to the effectiveness in fund transfer for field operations in 21 protected areas and to cordial communication and support in the process.

FMCN received and invested the funds from the GEF for the endowment fund in 2016, but its role in the project was not well understood. The ternary agreement between CONANP, FMCN and ENDESU is not very specific, stating that both FMCN and CONANP should “collaborate in the process of procuring funds for activities and projects, as well as complementary funding”. Although expected to actively work on the capitalization of the fund, FMCN only invested the resources. Assistance from other institutions with financial experience, such as BIOFIN, would therefore have been relevant from project start. As a result, and for lack of adaptive management, there were no capitalization efforts during the life of the project. Additionally, no specific projects or demands had been defined to direct the search for funds, a situation that persists during the TE, and has been noted as a pending demand in the minutes of a recent meeting on the fund. FONCER received US$ 1,000,000 of the GEF project funds in 2016, without counting on the GoM match. For this reason, FMCN did not consider the fund as consolidated. The lack of definition resulted in the establishment of a technical committee (CT-FONCER) in November, 2017, when an inaugural meeting was held. The CT-FONCER only met again to be dissolved in May, 2020, replaced by the Species Commission established within the Technical Committee of the Natural Protected Area Fund (CT-FANP), also managed by FMCN. For this reason, and for the lack of definition of priority projects by CONANP for the use of funds, the revenue generated from financial applications has not been used to date.

The UNDP, in the role of Implementing Agency, supervised implementation mostly in terms of substantial administrative decisions and guidance. The confusion on institutional roles formerly mentioned included misunderstandings on the role of the UNDP. Some of the participants mentioned that the approval of processes or documents, such as ToR, on the part of the UNDP was slow, so that it took longer than expected to sign consultancy contracts and carry out

activities. Despite the efforts of the UNDP, the national level targets or the alternative proposals did not progress well in the last year of project implementation, and the financial strategy will not be completed in time for its effectiveness to be verified in the life of the project.

In the beginning the Project Board did not meet frequently enough and decision-making was slow. It was also more focused on acquisitions than on strategic issues during the first half of the project. This approach was corrected in the second half, when the Board was more empowered to make strategic and administrative decisions and approve annual workplans early to improve project effectiveness. The MTR advised for the need of increased ownership of the project by personnel in higher ranks at CONANP and SEMARNAT, but the CONANP Commissioner never participated in Project Board meetings. These efforts were also attempted too late to change the possibilities of achieving the target on the national regulatory framework.

Although other institutions were not contemplated in the project design and no agreements were signed during implementation, collaboration efforts were established with a few organizations that contributed with funds, equipment, personnel or technical experience, increasing effectiveness and contributing to sustainability. WWF will continue monitoring jaguar and tapir, supporting the adoption of best cattle production practices that include habitat conservation and reduced aggressive behavior towards species at risk in RB Calakmul, with replication to RB Sian Ka'an and RB Petenes, as well as to state reserves and biological corridors between these areas. Other NGOs that contributed to the project are Kutzari, A.C., and Flora, Fauna y Cultura, A.C., which provided support with personnel and funding for vigilance and monitoring in marine Turtle Sanctuaries. CONANP and the PCU coordinated these activities with the NGOs to maximize results and optimize the use of resources. The project collaborated with PRONATURA and the Whale Museum (Museo de la Ballena) to promote the substitution of harmful fishing equipment in RB Alto Golfo de California y Delta del Río Colorado to favor the conservation of the marine porpoise and strengthened the California condor conservation project by establishing an alliance with USFWS and the San Diego Zoo, which provide funding and the exchange of animals for ex-situ conservation. The project also coordinated activities with UAQ (Universidad Autónoma de Querétaro) for the conservation of the Mexican wolf. Although the university did not participate directly in the project, it maintains a long-term conservation program for the species.

4.2.3 Project finance and co-finance

Project expenditure had reached 89.5% at the end of November, 2020, during the TE; of the total US$ 5,525,114, about US$ 120,000 had not been committed. It was during the TE that the PCU decided to hire consultancies for relevant products that were pending: the financial strategy, capacity building for CONANP in EIA, compilation of lessons learned, and consolidation of information gathered from the 21 protected areas on financial gaps, potential connectivity areas, and community participation. The PCU was still expecting to be granted approval from the UNDP to manage the project funds until April, 2021, which would allow these products to be completed and delivered.

The UNDP disbursed funds to ENDESU in May, 2016, but no expenses were processed that year (Microevaluación ENDESU 2017) for the various reasons already explained in this report.

ENDESU underwent a microevaluation in April, 2017, which verified the level of risk of operations, administrative capacity, and systems and procedures in place to register financial operations. In 2020, a *spotcheck* was conducted, but the results were not yet available during the TE. The assessment of ENDESU by project participants was very positive, as funds were timely disbursed, processes were swift, and the people were helpful.

The endowment fund was established at the end of 2016 with US$ 1 million of GEF funds, without the GoM match. The 2017 POA was approved in April by the Project Board. The second year of implementation was marred by confusion, lack of trust among stakeholders, periods without Coordinator and without an M&E expert in the PCU, changes in CONANP personnel and misunderstandings about the role of the UNDP. The slow implementation pace is reflected in the low level of expenses. In 2018 the funds were much better disbursed although the PCU only started to work well after June. In 2019 the annual workplan was ambitious in trying to make up for delays, resulting in low expenditure equivalent to 65.5% of the POA, which amounted to nearly US$ 2 million. At the beginning of 2020, US$ 1,178,321.62 were left. This amount was not the same as initially included in the POA because the exact figures were not available when the POA was developed, in 2019 (US$ 1,149,095.12). It was later adjusted in 2020. At the end of November, 2020, only 48% of the expenses planned for 2020 had been made, at least in part due to the impossibility of presential work in protected areas brought forth by the global corona virus pandemic.

The annual expenditure of GEF funds throughout the project is shown in Table 8. The average annual expenditure considering the year 2020 until November is 61.0%.

Table 8 – Annual financial execution until 25 November, 2020. The unused budget values result from the subtraction between annual and executed budgets.

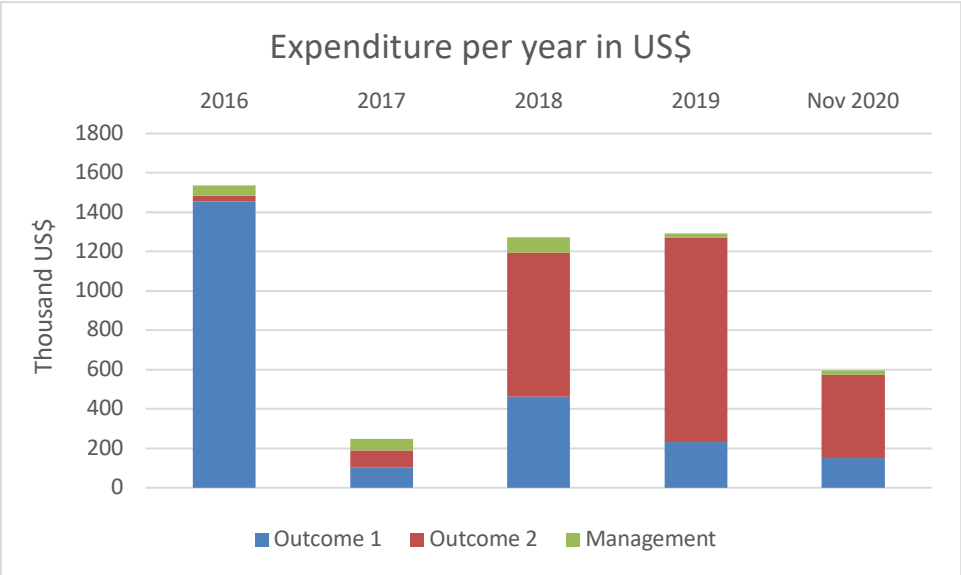
Year	Annual budget (POA) US$	Executed budget (CDR) US$	Unused budget US$	Annual execution %
2016	2,036,614.08	1,536,510.50	500,103.58	75.44
2017	984,856.20	247,878.65	736,977.55	25.17
2018	1,394,049.57	1,271,857.59	122,191.08	91.23
2019	1,969,801.50	1,290,545.64	679,255.86	65.52
2020	1,149,095.12	596,907.46	552,187.66	48.05
Total		**4,943,699.84**		

The financial controls established by the UNDP were efficient to ensure that the expenses were made according to annual workplans (POA). Due to budget cuts to public institutions like CONANP, and especially because the Species at Risk subsidy program only provided funding for conservation work on the marine porpoise in 2017, the Project Board approved the use of GEF funds for recurrent expenses that should have been covered by CONANP, but were also part of project activities executed by ENDESU for Outcome 2. This is clearly registered in minutes of Project Board meetings. The Project Board gained maturity over time, changing the approach from approving acquisitions to focusing on expenditures that contributed to the achievement of project targets and objectives. From June, 2018, expenditure control was improved and the UNDP ascertained the use of funds for incremental activities. With these exceptions, the GEF funds were used for the original purposes, such as payment of field officers, consultancy

contracts, service providers, travel expenses including tickets and daily allowances, production of communication materials, recovery of construction of infrastructure in protected areas, capacity building, payment of daily rates to people working in community groups in protected areas, financial audits, and administrative costs, among others.

Figure 1 shows the distribution of funds between project components. Given to the contribution of US$ 1,000,000 to the endowment fund in Outcome 1, the level of expenditure is nearly the same in Outcomes 1 and 2 (48.5% x 46.7%), while expenses with project management are just below 4.7% of the total.

Figure 1 – Financial execution per outcome and project management in thousands of US dollars, January 2016 – Nov 2020.



Financial audits were conducted in 2016, 2018 and 2019 in accordance with International Audit Standards. No findings were produced, which demonstrates that financial management was adequate, expenditure reports were correct and coherent, disbursements followed the PRODOC and was made according to annual workplans (POA), as well as to UNDP rules and procedures; that the operations were documented, contracts were executed with transparency and competitivity, and accounting records were appropriate. Additionally, assets and equipment were certified as being in reasonable condition, with adequate registry, and the cash flow precisely reflected the balance in the bank account. No audit was conducted in 2017 because the level of expenditure was low, not exceeding the minimum threshold.

Co-financing commitments were achieved by the UNDP, and surpassed by CONANP, ENDESU, and FMCN. Additional co-financing was provided by Kutzari A.C. and Flora, Fauna y Cultura, A.C.. The information provided by these NGOs did not specify the type of funding (cash or in kind), but added to US$ 345,340. Of the total extra funds contributed to the project, US$ 115,983,915.05 were provided by CONANP in the form of subsidy programs (PROCODES, PET, PROCER, PROMANP and PROREST) and disbursed by 30 June, 2020. However, CONANP did not inform the precise amount of co-financing invested in the project, only the total amount of

subsidy programs from 2016-2020, included in this report as official information (Table 9). However, the PCU was able to separate the funds that were actually applied to protected areas and species in the project, coming up with the figure of USD 93,931,288.00 as more realistic, although still much higher than the original commitment in the PRODOC, especially due to the high investment in marine porpoise conservation actions in 2016, 2017 and 2018. These subsidies were highly relevant for the implementation of project activities in protected areas, especially for increasing the level of community participation and creating work opportunities that included women who were not used to working outside the home. Protected area staff value these subsidies very highly and acknowledge that much of the work would not be done without them.

Table 9 – Official values informed by CONANP as co-financing (in US dollars) through subsidy programs.

Program	2016	2017	2018	2019	2020	Total
PROCODES	**14,263,560.51**	**12,604,666.42**	**12,665,767.63**	**2,437,218.54**	**162,842.23**	**42,134,055.32**
PET	**4,742,726.67**	**1,493,136.72**	**43,425.28**	**0.00**	**0.00**	**6,279,288.67**
PROCER	**33,246,445.42**	**27,024,303.92**	**26,541,981.44**	**0.00**	**0.00**	**86,812,730.77**
Species at risk	6,103,462.65	0.00	2,668,490.10	0.00	0.00	8,771,952.75
Marine porpoise	27,142,982.77	27,024,303.92	23,873,491.33	0.00	0.00	78,040,778.03
PROMANP	**1,689,590.68**	**2,030,353.59**	**2,257,561.97**	**0.00**	**0.00**	**5,977,506.25**
Strengthening PA	128,100.00	199,468.79	294,769.23	0.00	0.00	622,338.02
Biological monitoring	171,524.81	452,421.05	393,770.39	0.00	0.00	1,017,716.26
Community vigilance	1,389,965.87	1,378,463.75	1,569,022.35	0.00	0.00	4,337,451.97
PROREST	**0.00**	**0.00**	**0.00**	**1,413,116.92**	**1,367,217.12**	**2,780,334.04**
Community vigilance and monitoring	0.00	0.00	0.00	635,767.33	0.00	635,767.33
Ecosystem restoration	0.00	0.00	0.00	777,349.59	0.00	777,349.59
Community conservation	0.00	0.00	0.00	0,00	1,367,217.12	1,367,217.12
TOTAL USD	**53,942,323.28**	**43,152,460.66**	**41,508,736.31**	**3,850,335.46**	**1,530,059.34**	**143,983.915.05**

ENDESU surpassed the funding originally committed in conservation projects for the Baja California pronghorn California condor, royal eagle, and mule deer on Isla Cedros. The report includes in-kind funds for a motor boat used for conservation activities of the marina porpoise in 2015, but as the project officially started in January, 2016, these funds were not considered as official co-financing.

Part of the FMCN funds were used in communication campaigns on national television about the royal eagle, in 2016, and in cinemas of the Cinépolis chain between 2016 and 2017, reaching more than 12 million viewers. These in-kind funds represent 92.4% of the FMCN co-financing and surpass the original commitment nearly 12 times.

CONABIO was the only other government agency included in the project to develop information platforms with CONANP, with co-financing estimated at US$ 3,000,000. CONABIO staff developed the National Information System for Species at Risk (SIIER) which includes a platform (SELIA) for uploading camara trap and video recorder data, helping with species identification and data analysis; a database on species at risk; and a Geographic Information System (GIS). Due to the internal restructuring of CONABIO at the time of the TE, cost estimates for these activities

were not available. Nevertheless, the total project co-financing surpassed the amount originally expected due to the extra funds contributed by CONANP, FMCN, ENDESU, and collaborators.

Considering the official values of extra contributions, the total project co-financing was US$ 170,216,947.94, a much larger sum than the initially planned US$ 31,850,000.

Table 10 – Project **co-financing table** (in millions of US dollars). The NGOs that had not committed funds in the PRODOC are not included in this table because the information provided did not differentiate between cash and in-kind contributions. N/A = Information not available. Plan. = planned.

Co-financing	UNDP (Million US$)		Government (Million US$)		FMCN (Million US$)		ENDESU (Million US$)		Total (Million US$)	
(Type/source)	Plan.	Real	Plan.	Real	Plan.	Real	Plan.	Real	Plan.	Real
Cash	0.59	0.59	25	143.98	2.1	1.76	0.9	2.04	28.59	148.37
In kind	0.01	0.01	3	ND	0	21.48	0.25	0	3.26	21.49
Total	0.6	0.6	28	143.98	2.1	23.24	0.34	2.04	31.85	169.86

Table 11 – Co-financing values provided by partner institutions by 30 June, 2020, in US dollars (US$). N/A = Information not available. Investment type: IM – Mobilized investment; RC – Recurrent expenses.

Co-financing source	Co-financer name	Co-financing type	Investment type	Resources committed PRODOC	Value (US$) 31 Oct. 2020
UNDP	UNDP	Cash	IM	590,000	590,000
UNDP	UNDP	In kind	IM	10,000	10,000
Receiving country government	CONANP	Cash	RC	25,000,000	143,983,915.05
Receiving country government	CONABIO	In kind	RC	3,000,000	N/A
OSC	ENDESU	Cash	IM	900,000	2,040,671.29
OSC	ENDESU	In kind	---	250,000	0.00
OSC	FMCN	Cash	IM	2,100,000	1,761,676.60
NGO	FMCN	In kind	IM	0.00	21,479,345.00
NGO	Kutzari A.C.	N/A	N/A	0.00	117,882.00
NGO	Flora, Fauna y Cultura A.C.	N/A	N/A	0.00	227,458.00
Total				**31,850,000**	**170,216,947.94**

4.2.4 Monitoring and Evaluation: design at entry*, implementation* and overall assessment*

*Design at entry**

Moderately Satisfactory

The documents listed as part of the M&E plan in the PRODOC include an inception report, follow up on project implementation, financial and technical reports, an MTR and a TE, use of SRF indicators and GEF Tracking Tools and ICR as means of verification of progress towards project

* According to the guidance to conduct terminal evaluations of UNDP-supported, GEF- financed projects, the IA and EA implementation/execution must be evaluated based on a six-point rating scale: Highly Satisfactory, Satisfactory, Moderately Satisfactory, Moderately Unsatisfactory, Unsatisfactory and Highly Unsatisfactory.

targets and outcomes. The Results Framework includes a baseline, targets, indicators, risks and hypotheses. Not all indicators were SMART, either because they were difficult to measure, the outcomes could not be solely attributed to the project. Therefore, although the M&E followed general guidelines, the project had high risk targets that required closer monitoring to support adaptive management, which could have been achieved if the risk analysis had been more realistic. The M&E budget, on the other hand, was adequately developed.

Implementation

Moderately Satisfactory

The PRODOC mentions that the M&E plan would be presented and finalized at the inception workshop, which was held 18 months after project start. For this reason, M&E were most likely not properly conducted during this initial period. The M&E plan was presented at the inception workshop, and the participants were invited to perform an exercise on monitoring processes. Some suggestions to adjust indicators for targets in Outcome 2 were made in the meeting and included in workshop report. These referred to priority management strategies that did not adequately represent all species or protected areas, but no changes were made to the SRF. The PCU did not have an M&E expert between June and December, 2016, after which the M&E expert took up coordination roles for the lack of a Coordinator, again limiting M&E. The position of Coordinator was vacant between January and September, 2016, and between October, 2017, and June, 2018. The M&E position was again empty between January and April, 2019, but the remaining members were well established by then. As a result, some of the project documentation was lost, and only in the final years of implementation did the project have real stability for proper follow up by the PCU.

As mentioned before, the context was aggravated by changes in high level personnel at CONANP, resulting in low project ownership, implementation delays, and differences of opinion on project objectives and institutional roles. The most complex targets at the national level required support from high level personnel, which was not available then. Therefore, adaptive management failed to deliver alternatives for the capitalization of the endowment fund and for the proposed regulatory changes. CONANP was rather absent in these initial years, which forced the UNDP to nearly assume the coordinating role. The Project Board improved over time, initially focusing on acquisitions and workplans that were not well directed at project outcomes, then increasing effectiveness especially after integrating SEMARNAT in 2017. Still, especially during the first half of the project, it did not operate strategically or provide timely adaptive management responses.

Despite all these difficulties, the majority of project reports was produced systematically in a timely manner. All annual reports were presented in January or February of the following year by the PCU. The quarterly reports were produced on time since the second semester in 2016; there are four quarterly reports for 2017; in 2018 and 2019 there are three quarterly reports (the fourth quarter was not produced); and in 2020 the first quarterly report was on time, the second was not produced, and the third was completed in October, during the TE. The PIR and ROAR were developed for each year and provide adequate documentation on problems and

progress. The financial workplans and reports (POA, CDR) were adequate, although some of the CDR were produced per semester and not quarterly. There were no findings in financial audits.

Overall assessment*

Moderately Satisfactory

The difficulties in M&E are evidenced by the history of changes of personnel and vacant positions in the PCU, aggravated by a generic M&E plan and superficial risk analysis in project design, and somewhat inadequate indicators in the SRF. These issues are well documented in the annual PIR, as other risks were gradually identified (see section 4.2.6). The lack of ownership by high level personnel at CONANP and low effectiveness of the Project Board in the beginning did not favor adaptive management responses. Only after the third PCU was established did implementation flow well, and M&E receive the required attention, although focused on Outcome 2, especially from 2019, when an M&E expert was again incorporated in the PCU. Inclusion of a SEMARNAT representative in the Project Board contributed to increase implementation effectiveness. Still, as the definition of some mitigation measures was delayed throughout the project, it will not be possible to test their effectiveness before project closure. Because the MTR was also delayed until mid-2019, the opportunity of support from an external view generated only limited possibilities to adjust the project. Considering the turbulent history of the project, it is just as relevant to acknowledge the advances in implementation after the PCU was stabilized in 2018, and of M&E especially from 2019, when the current expert was hired.

4.2.5 UNDP implementation/oversight* and Implementing Partner execution*, overall project implementation/execution*, and operational issues[2]

4.2.5.1 UNDP implementation/oversight – Implementing Agency

SATISFACTORY

Project participants, and especially CONANP and the PCU, acknowledged that the UNDP was the best choice of Implementing Agency for the project due to the structure of UNDP in Mexico as well as due to international experience and reference in conducting and guiding GEF and other large projects. This project required considerable capacity and structure which is hardly available in other organizations. Besides, the project benefits of the UNDP networks and influence to disseminate results, outcomes and lessons learned to current and future projects.

The UNDP commitment as Implementing Agency was especially relevant during the first half of implementation due to the problems faced by the project, between changes in personnel and upon reduction of the CONANP budget. This situation required the UNDP to take on the leading role to ensure that the focus on project targets and outcomes was not lost, and that expenses were focused on outcomes rather than on day-to-day operational issues. These efforts are well documented in the PIR and in minutes of Project Board meetings. However, the UNDP was

[2] According to the guidance to conduct terminal evaluations of UNDP-supported, GEF- financed projects, the IA and EA implementation/execution must be evaluated based on a six-point rating scale: Highly Satisfactory, Satisfactory, Moderately Satisfactory, Moderately Unsatisfactory, Unsatisfactory and Highly Unsatisfactory.

unable to resolve certain misunderstandings at the time, especially with ENDESU, a situation that was aggravated by the constant changes in the PCU and in CONANP. It was only after the PCU was stabilized, by mid-2018, that these conflicts were mitigated, and the project developed well until closure.

Participants in the project report that UNDP approval procedures are very slow. Acknowledging this fact, the NGO ENDESU was given the responsibility of managing the share of project funds to support activities in the 21 protected areas. This arrangement not only worked very well, but was mentioned by most as one of the best decisions made for the project, as ENDESU was agile in disbursing funds as requested and according to annual workplans.

Also registered in the PIR is the gradual addition of risks to the project identified by the UNDP (see section 4.2.6), and its persistence that the CONANP DEPC maintained the focus on expected outcomes and on the incremental use of GEF funds. Management responses by the Technical Regional Advisor were included in the PIR. In the last year of the project, the UNDP sought support from BIOFIN for the development of Terms of Reference for the financial strategy for the endowment fund, also granting support for its implementation as well as cooperation with FMCN for the same purpose. However, slow progress has been made towards a financial strategy, whose effectiveness will not be tested in the life of the project, while the exit strategy and other relevant products that need to be completed before closure were highly delayed.

4.2.5.2 CONANP implementation – Executing Agency

MODERATELY SATISFACTORY

The performance of CONANP Headquarters as Executing Agency is characterized by distinct periods of management, political influence, and budget cuts. The project was practically paralyzed in 2017 due to conflicts that were not resolved by the CONANP Commissioner or the Director of Priority Species for Conservation, as mentioned before. Adaptive management responses and implementation were slow, also due to the fact that even minor decisions had to be approved by the Project Board, which did not meet often enough, or consensus among members was not easily reached. Over time, the PCU was allowed to make decisions on activities and resources already approved in annual workplans. The PIR included records of low project ownership by CONANP, an essential element for the achievement of national targets and to consolidate partnerships and agreements for the sustainability of project activities and the development of policies in support of the conservation of species at risk.

The engagement of CONANP in the Project Board was not satisfactory at first, but improved over time and with the addition of a representative from SEMARNAT in 2017. The Board gained effectiveness and strategic insight, and more attention from the DEPC. The interest and involvement of protected area directors also increased over time, as the project was better explained and better understood, and as they were invited to develop the annual workplans (POA). Institutional commitment to the project gradually increased and was more strongly consolidated in 2019. For all these reasons, CONANP was unable to respond well with adaptive management and risk management, a role taken up by the UNDP.

4.2.5.3 Overall project implementation

MODERATELY SATISFACTORY

For the reasons explained above, this project was virtually divided in two implementation periods. An initial phase of about two years with many delays and conflicts; and a second phase of swift implementation of Outcome 2, in protected areas. The difficulty in achieving the targets in Outcome 1 are in part due to project design, but mostly to the lack of management response and commitment at higher institutional levels. The delay in implementation in protected areas limited the outcomes both in terms of increased capacities, management effectiveness and the scale of practical actions. Little effort was made to bring other institutions on board, which hindered the perspectives of sustainability as well as the opportunities to capitalize the endowment fund established through the project for species at risk.

4.2.5.4 Operational issues

MODERATELY SATISFACTORY

Operational issues were affected by the same problems mentioned above, and some GEF funds were used to cover for CONANP budgetary cuts in early years of implementation. The change in operational capacity from June, 2018, has to be highlighted, as actions were deployed simultaneously in 21 protected areas, achieving the targets established and developing models for replication throughout the National Protected Area System (SINAP) and other future species conservation efforts. The strongest constraints were therefore not in the implementation of activities, but in their scale, due to the short time allowed for practical work in protected areas rather than the entire five years of the project.

The targets in Outcome 1 did not progress satisfactorily, and half of them were not fully achieved. The need to develop a financial strategy was acknowledged at least since 2018; the decision to strengthen the capacity of CONANP personnel to improve the quality of technical opinions in EIA had been made in 2019 and was included in the POA 2020 to start early in the year; the definition of priority species at risk, areas and projects to receive funding from the endowment fund have not been defined. The area planned for integrated management was difficult to document, and there was no adaptive management response to the institutional capacity evaluations carried out on protected areas using the GEF M&E tools.

4.2.6 Risk management, including social and environmental safeguards

UNDP managed risks throughout project implementation, and especially in the early years, recommending responses and demanding compliance by partners. The initially superficial risk analysis was gradually updated, and the UNDP ensured that project implementation remained focused on the objectives and project outcomes, using GEF funds incrementally instead of covering for recurrent expenses. Risk management responses are well documented in the PIR, exposing a low level of ownership by CONANP, uneven disbursement of funds to protected areas due to the influence of ENDESU on CONANP, and the use of GEF funds for recurrent expenditure, all in early years of implementation. From 2018 the level of risk decreased and risks became more easily manageable.

In 2017 the risk that the GoM would not contribute the match to the endowment fund was already identified, as well as risks of change in priorities due to the lack of funding through the Species at Risk subsidy program of CONANP (cut from 120 to 12 million Mexican pesos); expenditures that were not focused on project outcomes, but to cover immediate needs in the protected areas because of budget cuts; uneven disbursement of funds to protected areas, and slow adaptive management response. These issues were discussed at length in Project Board meetings. In 2018, an uneven share of GEF funds was directed to APFF Valle de los Cirios and PN Sierra de San Pedro Mártir for conservation activities of the California condor and Baja California pronghorn, and processes and approvals within the PCU were very slow, causing further implementation delays. In 2019 the risks included the need for a financial strategy with advice from BIOFIN to capitalize the endowment fund, low project ownership by some of the protected area directors, and delays in operational issues, as well as the challenges of solving these problems. In 2020, risks due to insecurity in certain regions were noted as well as the consequences of the corona virus pandemic, which limited implementation activities in the field, especially when involving communities in or near protected areas, at the same time that the need to increase participation by community groups for conservation efforts was estimated at 50%.

The responses to risk management and application of environmental and social safeguards included efforts to increase social participation considering gender equality and women empowerment; benefits to communities from conservation activities for species at risk; the increased efforts in environmental education targeting threats to species at risk; litter clean-up campaigns in protected areas because of the risk to marine turtles and the California condor; mitigation measures to climate change such as habitat restoration to increase carbon sink; adoption of emergency protocols for provision of artificial water sources for wild animals at risk such as tapir, in regions stricken by drought as in RB Calakmul and RB Janos, in synergy with the GEF Resilience project. The POA developed by 21 protected areas in the project included conservation activities for species at risk and their habitats while mitigating threats related to climate change, and generated data for management and decision-making. The UNDP ensured that the project remained in line with national policies established for protected areas and species at risk.

4.3 PROJECT RESULTS AND IMPACTS

4.3.1 Progress towards objective and expected results *

MODERATELY SATISFACTORY[3]

The project was implemented successfully because important advances were made towards the main objective of generating effective conservation actions for species at risk in protected areas in Mexico. Relevant outcomes were achieved in several areas. As changing the legal framework for CONANP proved unviable, capacity building will be provided for CONANP technical staff to

[3] According to the guidance to conduct terminal evaluations of UNDP-supported, GEF- financed projects, the general project outcomes must be evaluated based on a six-point rating scale: Highly Satisfactory, Satisfactory, Moderately Satisfactory, Moderately Unsatisfactory, Unsatisfactory and Highly Unsatisfactory.

improve the quality of technical opinions for EIA. Although not yet functional, an endowment fund for species at risk was established. A National Information System on Species at Risk was developed and is functional. The area under integrated management at the landscape level was greatly increased, yet it was difficult to document work in more than 1,600,000 hectares. Management capacity increased in 21 protected areas, measured through the GEF Tracking Tools. Of the 21 protected areas, 7 surpassed the expected ratings and two achieved it (43%). Therefore, the expected outcomes at the national level were only partially achieved.

The limitations in project outcomes were not only caused by operational delays, but also to an unbalanced focus between project outcomes. The project focused more on implementing activities in protected areas than on systemic changes to increase funding for species at risk, building alliances with stakeholders, adjusting the legal framework and engaging other sectors to implement conservation measures for species at risk.

4.3.1.1 Outcome 1

Achievements were more limited at the national level in Outcome 1, which was affected a superficial risk analysis and low project ownership. It was easier for the PCU to implement activities in Outcome 2, as these were not dependent on high level personnel or political and institutional complexities.

The most relevant achievement in Outcome 1 was the development of an Integrated Information System for Species at Risk (SIIER) in collaboration with CONABIO and nested within CONANP. This system contains a platform for the management of biological monitoring data (SELIA), a Geographic Information System (GIS), and a database on species at risk. This database is being uploaded with 759 reports of the CONANP Species at Risk subsidies program PROCER between 2011 and 2018. Upload should be completed by December, 2020, or January, 2021, before project closure. Having been recently launched, the SIIER has scarcely been used in decision-making at the time of the TE, but is expected to provide support to technical opinions issued by CONANP in the future. An example is the case of EIA on the Maya Train in the Yucatán Peninsula, when recommendations were provided based on data from biological monitoring of jaguar populations. Another example is that at the time of the TE, the Chamber of Deputies had requested information to prepare celebrations for February 13, official day of the royal eagle. Protected area staff and project field officers used the SELIA and GIS platforms to process and manage material from camera traps. The system is too recent for any consistent analysis of usefulness or interest by potential users, which will depend on dissemination by CONANP as well as continued data entry. Adding systematized data from the PROCER program and other reports will encourage the use of the SIIER, but CONANP has to secure the continuity of the work as well as updates, until it can be consolidated as a widely used management tool. For the moment, the target of developing the SIIER was 100% fulfilled, capacity building events were provided for CONANP personnel, and three members of staff have been assigned to operate the system.

The target to change in the regulatory framework initially considered adjusting internal SEMARNAT regulations. As the project developed, the proposed changes were included in the General Biodiversity Law, which was not approved by National Congress. The risks of not achieving this target were not adequately considered in the design phase, as it was a high-risk

target from the beginning due to high dependency on high level personnel at CONANP and SEMARNAT. During the initial years of implementation, project ownership was low within CONANP due to frequent changes in personnel, while SEMARNAT had not been appropriately considered as a relevant stakeholder in the design phase. As the GoM changed after elections in 2018 and budget cuts became severe, CONANP lost personnel and would no longer have been able to sustain the demand of producing technical opinions for every impact assessment in the country. Hence, this target was altered to improve technical capacity in CONANP for high quality technical opinions for EIA, a pending activity in the project that is to be completed before closing. This indicator included a consultancy to develop a legal analysis in order to clarify which regulations would have to be changed for CONANP to produce legally binding technical opinions in EIA. Once the target was altered, the consultancy was no longer needed.

Institutional capacities in protected areas were measured with the GEF M&E Institutional Capacity Scorecard. Directors in general report that their abilities for managing species at risk improved through the project especially because the field officers were experts on species and conducted specific conservation activities for the project. Some protected areas, however, especially the marine Turtle Sanctuaries, are managed by very few persons, sometimes only a Director, and rely on work done by volunteers and communities, which implies fragility and easy loss of technical capacity, especially if the Director is transferred somewhere else.

Directors of protected areas that host species which roam over wide territories were consulted about cooperation with other protected areas. They reported improvement in the approach of integrated management of biological corridors and protection of areas beyond the limits of protected areas by engaging communities and private property owners to apply categories of protection (UMA and ADVC) to private and community land. The evaluation of potential connectivity sites conducted by the project was important in the opinion of several directors because it was part of a change of perspective towards broader management strategies. Some areas had long term cooperation established, especially when part of protected area mosaics (Calakmul, Sian Ka'an, Turtle Sanctuaries). The Evaluation Team was taken by surprise to find that APFF Valle de los Cirios and RB El Vizcaíno do not work together, as these areas are contiguous and integrate the Baja California pronghorn biological corridor. There are better cooperation arrangements between Valle de los Cirios and organizations in the United States than with the neighboring RB El Vizcaíno, which does not benefit of the pronghorn breeding and reintroduction program run by Valle de los Cirios. The lack of coordination of conservation actions for the pronghorn might be reducing the effectiveness of management and conservation outcomes for the species, wasting benefits from exchanges in experience, replication of best conservation practices and optimization of resources. This situation should have been addressed by CONANP Headquarters in favor of the pronghorn as well as to optimize project expenditure.

The Institutional Capacity evaluations defined a baseline score of 27 points, progress to 32 at the MTR, and to 33 at the TE. The target was a score of 35. The achievement is equivalent to 94% of the target considering all protected areas. Of the 21 areas, 9 surpassed 35 points: ST Playa Barra de la Cruz, RB Calakmul, RB Janos, RB Montes Azules, RB Sian Ka'an, RB Sierra del Abra Tanchipa, ST Playa Tierra Colorada, APFF Valle de los Cirios and ST - SR El Verde Camacho. The areas that did not reach the expected score were, from lower to higher scores: APFF

Papigochic, PN Lagunas de Chacahua, RB El Vizcaíno, ST - SR Playa Cahuitán, APFF Tutuaca, ST - SR Playa Chenkán, PN Tulum, APFF Maderas del Carmen, PN Sierra de San Pedro Mártir, RB Marismas Nacionales de Nayarit, ST Playa de Escobilla and ST Playa Rancho Nuevo.

As for the three indicators included in the SRF:

CR1, Indicator 2: 9 protected areas report having integrated management mechanisms at the maximum level, 5 at medium level (2 points), 2 at low level and 5 were unable to establish cooperation: ST - SR Playa Cahuitán, ST Playa de Escobilla, RB Marismas Nacionales de Nayarit, APFF Papigochic and APFF Tutuaca.

CR3, Indicator 9: the level of capacity is more homogeneous for this criterion. Five protected areas report effectively implementing updated management instruments and priorities for the conservation of species: RB El Vizcaíno, RB Janos, RB Sierra del Abra Tanchipa, APFF Valle de los Cirios, and ST - SR El Verde Camacho. The other 16 protected areas are at the intermediate level, with 2 points.

CR4, Indicator 13: 7 protected areas reached the maximum score for having technological and capacity needs (personnel and materials, as well as technical capacity to manage priorities for the conservation of species at risk). 11 protected areas reached level 2, and 3 protected areas are at the more basic level: ST - ST Playa Chenkán, RB Marismas Nacionales de Nayarit, and APFF Papigochic.

These analyses clearly show that a few protected areas have more operational difficulties: Turtle Sanctuaries, due to a combination of scarce personnel for long stretches of beach, constant predation threats to turtles and eggs by people living in the vicinity, isolation and difficult access; RB Marismas Nacionales, for particular environmental conditions and land use over vast areas; and APFF Tutuaca and APFF Papigochic, located farther away from the biological corridor for the Mexican wolf than RB Calakmul and APFF Campo Verde, which actually benefitted from conservation activities implemented through the project. These analyses should be of high interest for CONANP Headquarters, as they clearly indicate which protected areas require support on which management issues, as well as support to establish technical cooperation and, wherever possible, operational cooperation for protecting species at risk that occur in the respective territories.

The target of establishing an endowment fund for species at risk (FONCER) was achieved due to the contribution of US$ 1 million for the GEF, and financial management by FMCN. The project was designed in a different political scenario in which the CONANP Commissioner supported the target of creating the fund and intended to contribute resources not used by CONANP at the end of the fiscal year in 2016 and 2017. This plan was in part based on the fact that in 2014 CONANP had the highest budget of many years, and the funds not spent were enough to commit a match to the endowment fund. When the PRODOC was signed, in January, 2016, the Commissioner who had supported this commitment, Luis Fueyo, as well as the DEPC Director, Oscar Ramírez, had recently been replaced (in April and December, 2015, respectively). As a consequence, the agreement was never honored. The situation was aggravated by other changes in the DEPC (in May and December, 2018) and in the position of Commissioner (December 2018), and even more due to national policy changes after the 2018 elections, when

budget cuts became even more severe. Regardless of the CONANP contribution to the fund, the amount of funding generated by investment revenues with one or two million dollars would not be enough to effectively support the conservation of species at risk throughout Mexico. The total revenue generated by FONCER from the initial investment in 2016 until October, 2020, was USD 182,798.92. Therefore, it would have been far more relevant for the project to develop a financial capitalization strategy from the beginning, turning elsewhere for funding, than wait for the GoM to fulfill its contribution.

The lack of clarity on the institutional role of FMCN was also harmful to the endowment fund. While project ownership by high level personnel at CONANP and SEMARNAT was at fault, adaptive management failed to produce a reasonable solution for this stalemate. Only near the closure date did the PCU sign a consultancy contract for a capitalization strategy which should be open to other public institutions, NGOs and the private sector. Additionally, FMCN and BIOFIN have agreed to support CONANP in the implementation of this strategy once the project is terminated (agreements that need to be formalized). The strategy should include financial mechanisms for the disbursement of funds to protected areas, while CONANP must define priorities for the use of these funds aiming to produce consistent results for the conservation of species at risk and facilitate capitalization by creating attractive opportunities for funders. The second activity in the same indicator (implement 14 activities or projects supported by the endowment fund) will not be developed before project closure.

The GEF funds contributed to FONCER in November, 2016, were invested by FMCN to generate annual revenues. The first meeting of the FONCER Technical Committee was held one year later. The second meeting took place in April, 2020, to dissolve the FONCER Technical Committee and replace it by a Species Commission within the Technical Committee of the Fund for Natural Protected Areas (CT-FANP), also managed by FMCN. The Species Commission was approved in May, 2020, with representation of CONANP in the role of Technical Director, FMCN as Secretary, and four representatives of NGOs, academia, or wildlife experts. The fiduciary resources will be invested separately from the FANP and the objectives established in the GEF Species at Risk PRODOC will be honored. The first Species Commission meeting was held on 12 October, 2020, when the history of the fund was explained, and participants agreed on the need to draft regulations for the Commission to clearly define its guidelines and the responsibilities of participating institutions.

4.3.1.2 Outcome 2

The targets set in Outcome 2 produced more significant results than Outcome 1.

The expected improvement in management effectiveness for the conservation of species at risk was achieved through the development of broader management perspectives at the landscape level, engaging other protected areas, communities, private landowners, and NGOs. This was a relevant change because many of the protected areas targeted by the project did not operate under this perspective. The project provided funds for the maintenance and purchase of equipment and infrastructure for operational activities, and one field officer for each of the 21 protected areas.

Some benefits to the conservation of global biological diversity were measured during implementation, especially the increase, or at least maintenance, of populations of the species at risk targeted by the project. Although the activities implemented through the project cannot be considered the only causes of such improvement, as other conservation programs have been in place for a long time, the project made relevant contributions. Some benefits are long lasting: protected area directors realized that species at risk require specific conservation approaches, new data was generated through biological monitoring and integrated into the SIIER, people from many communities were engaged, trained, and equipped to contribute to conservation work while income generation opportunities were offered and women who had not had the chance to work outside the home were empowered. Information on protected areas finance, connectivity and estimates of community support were generated to improve planning and decision-making, communities and private landowners formalized more than twice the expected number of hectares as protected land, a countless number of marine turtles were protected from egg predation, climate change mitigation measures were developed and applied by providing water and care to wild animals in areas of drought, model ranches were established for best cattle breeding practices, and cattle breeders and farmers changed their point of view about the role and relevance of species at risk such as the Mexican wolf, the jaguar, and the royal eagle.

The implementation of Priority Management Strategies (EGP) to reduce threats to the 14 priority species at risk did not progress well in the first two years of the project, but significant progress was made from 2018. The indicator on EGPs was modified by recommendation of the MTR, averting the difficulty of counting eagle nests, individuals or hectares of integrated management, as well as the need to consider externalities. Instead, the percentage of implementation of EGP for each species at risk was estimated. All 21 protected areas implemented EGP, three of which never produced the expected documentation: RB Janos, APFF Tutuaca, and APFF Papigochic for royal eagle. However, RB Janos implemented royal eagle monitoring, best management practices for cattle farming in order to reduce eagle predation, and removed accumulated fuel to prevent wild fires. Some protected areas implemented different EGP than indicated in the target because they were not considered adequate to local conditions. The strategies implemented for tapir were substituted in RB Calakmul, RB Sian Ka'an and RB Montes Azules, while PN Tulum (X'Cacel and X'Cacelito beaches) did not implement the EGP to determine refuge areas because the marine refuge zone in the municipality was already defined. Using the EGP as planning instrument allowed some protected areas to include species that were not contemplated in former workplans, develop specific activities to address threats and geographically expand their work beyond protected area limits. The PCU had been warned of the need for these adjustments in EGP in the inception workshop, in 2017.

Among the MTR recommendations was the requirement to evaluate financial gaps, potential connectivity sites, and community participation needs of the 21 protected areas, information considered essential to effectively develop species conservation efforts. Financial gaps were defined, and factsheets with maps of potential connectivity areas were consolidated for 20 of the protected areas, the exception being RB de Sierra del Abra Tanchipa. An extra map was

developed for RB Alto Golfo de California y Delta del Río Colorado, although the respective data analysis was missing.

The final exercise generated information on the types and number of community groups for vigilance, fire-fighting, biological monitoring, environmental education, invasive species control, and other activities, required in each protected area to continue implementing EGP. Community participation plans replaced the former indicator R2I5 by recommendation of the MTR. The PCU developed a guide for protected area staff to systematize information on groups that already exist, and on which are missing. While working with community groups has been an effective strategy of CONANP in protected areas, the project contributed to create work opportunities, and increase the number of groups in some areas. Project funds were used to provide equipment, training, and payment of daily work rates, with the advantage that people were able to work all year round, including the time of year when CONANP subsidies are not available due to approval processes of the fiscal year. Although the number of community groups increased with support of the project, the evaluation showed that only 66.7% of the ideal community participation was achieved. This estimate does not include Playa de Escobilla because the respective data was not available to the TE Team.

The contribution of data for the analyses of protected areas came very close to 100% cooperation. Twenty protected areas identified their requirements of community participation; three of them left out some of the species at risk: royal eagle at PN Sierra de San Pedro Mártir, mule deer of isla Cedros at RB El Vizcaíno, and tapir at PN Lagunas de Chacahua. The information from ST Playa de Escobilla only became available when the TE was nearly concluded. The results of these analyses show that community groups are more highly needed for marine turtles, especially for vigilance and monitoring, followed by jaguar and tapir, and royal eagle.

The same indicator R2I5 also refers to community participation plans, which should include needs, methods, costs and expected impacts in a five-year timeframe. Although these plans were a recommendation of the MTR, they had not been consolidated at the time of the TE. The results of these evaluations had not been systematized by the time of the TE, therefore had not been returned to protected area directors. At the end of the TE, a contract was about to be signed with a consultant who would complete the task before project closure. Most protected area directors, when interviewed, reported finding the exercise very useful, and were expecting to receive consolidated reports for use in planning and to raise funds for specific gaps in financing.

The target of adding 100,000 hectares to protected areas and biological corridors under integrated management for better connectivity and more habitat for species at risk was surpassed, as a 246,917 ha were designated as Environmental Management Units (UMA) and Areas Voluntarily Dedicated to Conservation (ADVC) by communities and landowners. A total of 60,548.7 ADVC hectares and 23,186.01 UMA hectares were added, while 62,999.3 ADVC hectares and 99,949.99 UMA hectares were reactivated and are being monitored. for example, RB Marismas Nacionales continues collaborating with two communities (ejidos) to establish a biological corridor and increase connectivity of jaguar habitat; one ADVC is about to add 21,507 ha to this corridor. A corridor for the Mexican wolf is being established between RB Janos and

APFF Campo Verde, Tutuaca and Papigochic, where monitoring is underway as well as the promotion of friendly productive practices with landowners who used to be aggressive towards the Mexican wolf. Royal eagle monitoring was implemented for nesting sites and connectivity areas between RB El Vizcaíno, RB Valle de los Cirios and PN Sierra de San Pedro Mártir in order to identify the best areas for an ecological corridor. An aerial monitoring survey planned for April, 2021, in Baja California and Baja California Sur, should contribute to the definition of connectivity sites.

The GEF Tracking Tools were used to measure management effectiveness in protected areas. Considering the PRODOC and SRF, 7 PA achieved or surpassed the target score, while 14 did not achieve it. The areas with best progress were APFF Valle de los Cirios (17 extra points), PN Sierra de San Pedro Mártir and RB Janos. The most relevant deficits, on the other hand, refer to APFF Papigochic, RB El Vizcaíno, SR Playa Chenkán and PN Lagunas de Chacahua.

The 7 protected areas with progress of 11 points or more were APFF Valle de los Cirios (27-point increase), RB Janos (17), PN Sierra de San Pedro Mártir (17), RB Marismas Nacionales de Nayarit (16) and ST Playa Tierra Colorada (13), Playa Barra de la Cruz (13) and RB Sierra del Abra Tanchipa (11), all of which surpassed the expected score.

Threats to species at risk were also evaluated in March, 2019, for the MTR, then again in 2020. Threats were reduced in 8 protected areas compared with the project baseline, especially at APFF Valle de los Cirios (-13 points, RB Sierra del Abra Tanchipa (-13), RB Janos (-8) and RB El Vizcaíno (-4), with no significant changes in the other four areas (1- or -2 points). On the other hand, the threats strongly increased especially at PN Lagunas de Chacahua (+19 points), APFF Papigochic (+17), APFF Tutuaca (+12), PN Tulum (+10), and less than 10 points in the other 9 areas.

These results are coherent with the institutional capacity evaluations, clearly indicating the protected areas that require less or more support for more effective conservation of species at risk. These indicators can be very useful for planning by CONANP Headquarters, as well as to support protected areas in overcoming specific issues and optimizing funding. These indicators can also be used to help define the disbursement of FONCER revenues once it starts operating, as it clearly shows that some areas have external funding, while others can make significant progress with well-directed support.

The evaluations performed with the GEF M&E tools were not used beyond generating information, another failure of the project in adaptive management. The final scores could have been improved if CONANP had taken action to support protected areas in overcoming specific issues that limited project outcomes. However, the factor that more importantly influenced the performance of protected areas was the restricted time for implementation due to initial delays, reduced to two years and a few months instead of five.

4.3.1.3 Additional results

Numerous extra results were produced through the project during implementation, generating benefits to the people involved and to other species which share the habitat of the species at risk, and increasing the project impact.

Extra results observed in Outcome 1 refer to the Information System on Species at Risk (SIIER), which has been included in the CONANP Effectiveness System, increasing traceability and articulation between priority species management and conservation programs. Data on invasive alien and feral species was included in the GIS, and data on other species at risk was also appended to the species database.

In addition, the capacity building to be provided for CONANP staff to improve technical opinions in EIA will be a relevant benefit. Still, there was a risk that this activity would not be completed, as the call for proposals was open for the third time at the end of the TE.

As **Outcome 2** covered a vast portion of the territory and engaged large numbers of people and other organizations, many extra results were produced:

- benefits were generated to other species in areas managed through the project due to increased vigilance, protection, habitat restoration, implementation of climate change mitigation measures of water provision for animals and direct rescue and treatment of dehydrated animals in areas of prolonged drought. Among the species that benefitted mentioned by CONANP personnel are the black bear, wild cat, deer, wild pig, nutria, foxes, peregrine falcon, eagles and other birds of prey, rabbits and other rodents, and the reintroduction of bison; only in RB Calakmul, 76 species benefitted indirectly from the project.
- A total of 146,917 hectares were registered as conservation areas in private and communal land beyond the target of 100,000 hectares of improved connectivity and habitat for species at risk.
- People in communities and landowners increased their awareness and knowledge on the relevance of species at risk and their conservation, which resulted in changes of attitude and increased harmony between productive activities and predatory species like the Mexican wolf, the jaguar, and the royal eagle.
- The Turtle Sanctuaries ensured protection to turtle nests on longer stretches of beach than originally planned. This resulted in the survival of thousands of turtles in each reproductive season. For example, ST Playa Rancho Nuevo was able to work in additional turtle camps in Laguna Madre del Río Bravo because of the support provided by the project field officer and in Playa Mezquital due to support from SEMAR.
- In ST Rancho Nuevo, the field officer, who was a Veterinarian, trained community agents in all the beaches in Tamaulipas to conduct necropsies on turtles found along the beaches, increasing the identification of the cause of death. The same Turtle Sanctuary developed conservation activities for the green turtle in addition to Kemp's Ridley turtle.
- The RB Calakmul and RB Janos field officers were certified as experts by the National Cattle Farming Association to conduct analyses of dead cattle, identify the cause of death, and facilitate payments of the cattle insurance that covers the loss of animals due to predation by species at risk.
- RB Calakmul developed a project with WWF worth US$ 5,000,000 over five years to continue the jaguar conservation actions initiated through the project. The field officer was hired to continue working in the protected area.

- Six of the field officers in the project were hired in the areas where they worked with external funds after their contracts were terminated.
- Institutional collaboration was strengthened in support of species at risk. PN Tulum and the state government of Quintana Roo are developing joint work with support from SEMAR to protect marine turtles in ST Rancho Nuevo.
- The NGO Reeduca prepared an environmental education guide on turtle conservation based on interviews with members of local communities. The effectiveness of education efforts will be maximized because communication will be focused on contents of interest that were reported as not well understood by the public.
- Due to the dissemination of a video on a biological monitoring group of royal eagle formed by women in APFF Maderas del Carmen, the state of Jalisco requested access to the video to encourage the participation of more women in community groups.
- The video on the Mexican wolf produced by M31 Medios received a prize for best documentary at the Cinema Planeta movie festival.
- Social benefits were generated through the payment of daily rates to people in communities who engaged in conservation activities, as well as by opportunities of organic meat certification and best management practices for cattle farmers, as well as the inclusion of the royal eagle in the cattle insurance for animals lost to species at risk.
- The PCU was working on a new cooperation agreement with the state government of Oaxaca to restructure the Mexican Turtle Center (Centro Mexicano de la Tortuga), which implies a significant contribution to the financial sustainability of ST Playa de Escobilla and ST – SR Barra de la Cruz.

4.3.1.4 Analysis of Strategic Results Framework[4]

The analysis presented below is based in the updated 2019 version of the SRF, adjusted by recommendation of the MTR. The TE Team included ratings for each of the indicators, with a detailed analysis of protected areas, to facilitate the understanding of the project and provide a more complete view of the analyses conducted for the protected areas based on the GEF M&E tools.

Table 12 – Analysis of achievements in the Strategic Results Framework (achievements in comparison with end of project targets). The achievement color scale is: green – completed, the indicator shows successful progress; yellow – the target should be achieved by project closure; red – the target will not be achieved before project closure.

Outcome 1	Indicator	Baseline	End of project target	Achieve-ment	TE Rating [3]	Comments on achievements and ranking	Evidence
Outcome 1. System level frameworks for operational and financial planning and management consolidated to support the conservation of endangered species.	**Out1I1** % Development of a National monitoring system for endangered species.	0% of the monitoring system developed. A monitoring system does not exist, rather there are individual databases on populations and geo-references.	100% of the national system for monitoring the populations and conservation status of the 14 target endangered species developed and operational to reflect current or potential threats, and PA management effectiveness in relation to threat reduction.		**HS**	The Integrated Information System on Species at Risk (SIIER) was 100% completed. It has scarcely been used because it is very recent, and reports from the CONANP Species at Risk subsidy program are still being uploaded (to be concluded by project closure). Most of the staff in protected areas has not yet used the SIIER except for managing biological monitoring data on the SELIA platform. PA Directors mentioned the SIIER seems better suited for national level issues rather than local. This may be because the data on species is stored by CONANP Regional Directions and per project, which limits the possibilities of usage for planning and operations at the PA level. It is therefore highly desirable that systematized data is made available from the reports that have been uploaded in order to encourage usage and expand the usefulness of SIIER to a wider public. Capacity building provided through the project shall also contribute to increase the use of SIIER over time.	SIIER; capacity building video for CONANP staff on SIIER; María Franco product delivery report.

[4] The GEF rating scale has 6 points: HS – Highly Satisfactory; S - Satisfactory; MS - Moderately Satisfactory; MU - Moderately Unsatisfactory; U - Unsatisfactory, and HU – Highly Unsatisfactory. Achievements over 90% of the targets were considered Satisfactory.

Outcome 1	Indicator	Baseline	End of project target	Achieve-ment	TE Rating [3]	Comments on achievements and ranking	Evidence
		0% GIS system updated and including traditional knowledge regarding the 14 target endangered species.	100% GIS system updated and including traditional knowledge regarding the 14 target endangered species.		**HS**	The GIS has been updated 100% with data from the CONANP PROCER subsidy projects. Traditional knowledge on the 14 priority species at risk, as well as other indigenous species, has been used to develop monitoring protocols and to define areas for camera traps. This database is linked to the SELIA platform and the National Biodiversity Monitoring System at CONABIO. The GIS also included data on invasive alien and feral species.	SIIER; capacity building video for CONANP staff on SIIER; María Franco product delivery report.
		0 endangered species' information updated regarding conservation priorities, targets, corridors and dispersal areas.	14 endangered species' information updated regarding conservation priorities, targets, corridors and dispersal areas.		**HS**	Data on the 14 priority species at risk from the CONANP PROCER subsidy program (759 reports) and other projects is being uploaded and should be concluded by project closure. Extra data on other species at risk was also appended.	SIIER; capacity building video for CONANP staff on SIIER; María Franco product delivery report.
	Out1I2. Regulatory framework adapted to ensure that CONANP's opinions are binding.	Possible modifications to current legislation on environmental impact are unknown.	Diagnosis that identifies the possible legislative modification so that the opinion of CONANP is binding.		**HU**	This document was never produced because CONANP realized that it would not be possible to produce technical opinions and recommendations for impact assessment processes for the entire country after the government cuts on personnel and funding.	PIR 2020.

Outcome 1	Indicator	Baseline	End of project target	Achieve-ment	TE Rating [3]	Comments on achievements and ranking	Evidence
		Environmental Impact Assessments (EIA) are not required to be resolved according to the opinions of the CONANP.	Proposed to ensure the opinions of the CONANP are binding in EIA resolutions.		**HU**	Once the project started, CONANP realized that it would not suffice to change internal SEMARNAT regulations. There was no adaptive management response once it was clear that the target was at risk. The proposal was then inserted in the General Biodiversity Law, which was being discussed. It was then presented to the Senate and approved on 4 December, 2017, but the National Congress did not grant approval. There are no perspectives of approval in the short term. After the change in national government in 2018, CONANP suffered severe budget and personnel cuts, no longer being able to respond to the demand at the national level. The alternative found was to increase staff capacity to write higher quality technical opinions that should receive more attention in processes of environmental impact assessment. A call for proposals was open at the time of the TE, as the training is expected to be completed before project closure.	PIR 2020.
	Out1I3. Capacity for planning, implementation, and monitoring of site-specific co-managed strategies for conservation of endangered species in PAs.	Average scores for Capacity Development Scorecard:	Average scores for Capacity Development Scorecard:		**MS**	Institutional capacity evaluations were completed for the 21 protected areas, reaching a score of 33 (the target was set at 35). This analysis shows that the protected areas with more operational difficulties and lack of collaboration with local stakeholders are, in general, the marine Turtle Sanctuaries, due to a combination of factors such as scarce personnel for long stretches of beach, constant threats of predation of turtles and eggs by populations along the coast, isolation, and difficult access; RB Marismas Nacionales de Nayarit, for environmental conditions of difficult access and for covering a very large area where land use impacts biodiversity; and APFF Tutuaca and APFF Papigochic, which are not very close to the Mexican wolf biological corridor, and did not benefit from the project. These analyses should be very useful for CONANP Headquarters, as they clearly show which protected areas require support on which management issues, as well as for establishing technical cooperation and operational support to protect species at risk.	GEF M&E tools - Institutional Capacity Scorecard.

Outcome 1	Indicator	Baseline	End of project target	Achieve-ment	TE Rating [3]	Comments on achievements and ranking	Evidence
		CR1: 6	CR1: 8		**MS**	CR1: 7 points - Mechanisms for integrated management. The protected areas with more difficulties in establishing management agreements with public or private institutions are SR Playa de Cahuitán, ST Playa de Escobilla, RB Marismas Nacionales de Nayarit, APFF Papigochic and APFF Tutuaca, which have no agreements in place; possibly due to geographic isolation, there is better cooperation with NGOs and communities (Indicator 3 of CR1), except for APFF Papigochic and APFF Tutuaca.	GEF M&E tools - Institutional Capacity Scorecard.
		CR2: 9	CR2: 10		S	CR2: 10 points: Capacity to generate, access and use information and knowledge. The protected areas with 2 o 3 points are RB Calakmul, RB Janos, APFF Maderas del Carmen, RB Sierra del Abra Tanchipa, RB Montes Azules, APFF Valle de los Cirios, and ST - SR El Verde Camacho. All other PA have less than 1 point or 0 for at least one of the five indicators in this criterion.	GEF M&E tools - Institutional Capacity Scorecard.
		CR3: 6	CR3: 7		S	CR3: 7 points: Capacity for developing strategies, policies and legislation. All protected areas reached at least level 2 for these indicators, except RB Janos, APFF Papigochic and APFF Valle de los Cirios. The PA with best scores are RB Sierra de Abra Tanchipa and RB Montes Azules.	GEF M&E tools - Institutional Capacity Scorecard.
		CR4: 3	CR4: 5		**MS**	CR4: 4 points: Capacity for management and implementation. The protected area with maximum development is ST - SR El Verde Camacho, while the less developed PA are Playa Chenkán, RB El Vizcaíno, RB Marismas Nacionales, and APFF Papigochic.	GEF M&E tools - Institutional Capacity Scorecard.
		CR5: 3	CR5: 5		S	CR5: 5 points: Capacity to monitor and evaluate: 8 of the 21 protected areas reached the maximum score for both indicators in this criterion: SR Playa Barra de la Cruz, RB Calakmul, ST Playa Rancho Nuevo, RB Sian Ka'an, RB Sierra del Abra Tanchipa, ST Playa Tierra Colorada, APFF Valle de los Cirios and ST - SR El Verde Camacho. It is important to highlight that the performance of Turtle Sanctuaries is better for this criterion than most of the others.	GEF M&E tools - Institutional Capacity Scorecard.

Outcome 1	Indicator	Baseline	End of project target	Achieve-ment	TE Rating [3]	Comments on achievements and ranking	Evidence
		Total: 27	Total: 35		**MS Total: 33**	The target score at the end of the project was 35 points. The baseline evaluation reached the score of 27 points, then progressed to 32 points before the MTR and to 33 before the TE (94% of the target). Among the 21 protected areas, 9 surpassed the target score of 35 points: ST Playa Barra de la Cruz, RB Calakmul, RB Janos, RB Montes Azules, RB Sian Ka'an, RB Sierra del Abra Tanchipa, ST Playa Tierra Colorada, APFF Valle de los Cirios and ST - SR El Verde Camacho. The protected areas that did not achieve the target were, from lower to higher scores: APFF Papigochic, PN Lagunas de Chacahua, RB El Vizcaíno, ST - SR Playa Cahuitán, APFF Tutuaca, ST - SR Playa Chenkán, PN Tulum, APFF Maderas del Carmen, PN Sierra de San Pedro Mártir, RB Marismas Nacionales de Nayarit, ST Playa de Escobilla and ST Playa Rancho Nuevo.	GEF M&E tools - Institutional Capacity Scorecard.
		Areas to be improved:	Specific Improvements:	-			
		CR1 Indicator 2: Some PAs have established formal co-management mechanisms.	CR1 Indicator 2: Co-management mechanisms are formally established in selected PAs.		**MS**	9 ANP reported having integrated management mechanisms at the maximum level, 5 at intermediate level (2 points), 2 at low level and 5 were not able to establish cooperation: ST - SR Playa Cahuitán, ST Playa de Escobilla, la RB Marismas Nacionales de Nayarit, APFF Papigochic and APFF Tutuaca.	GEF M&E tools - Institutional Capacity Scorecard.

Outcome 1	Indicator	Baseline	End of project target	Achieve-ment	TE Rating [3]	Comments on achievements and ranking	Evidence
		CR3 Indicator 9 – Most PAs have adequate Management Programs but are implemented partially or not at all due to financial constraints and outdated data.	CR3 Indicator 9 - Management instruments are updated with endangered species conservation priorities and implemented effectively in selected PAs.		**MS**	5 protected areas reported updating their management instruments to establish conservation priorities for species at risk, and that these instruments are being implemented: RB El Vizcaíno, RB Janos, RB Sierra del Abra Tanchipa, APFF Valle de los Cirios y ST y SR El Verde Camacho. The other 16 PA are at intermediate level (2 points).	GEF M&E tools - Institutional Capacity Scorecard.
		CR4 Indicator 13 – Capacity and technological needs are identified.	CR4 Indicator 13 - Capacity and technological needs are satisfied in selected PAs (personnel and materials as well as the technical capacity to adequately manage conservation priorities of 14 endangered species).		**MS**	7 protected areas achieved the maximum score, having fulfilled technological needs and capacity (personnel and materials, as well as technical capacity to manage conservation priorities for species at risk). 11 protected areas reached the intermediate level (score 2), and 3 are at the basic level: ST - SR Playa Chenkán, RB Marismas Nacionales de Nayarit, and APFF Papigochic.	GEF M&E tools - Institutional Capacity Scorecard.

Outcome 1	Indicator	Baseline	End of project target	Achieve-ment	TE Rating [3]	Comments on achievements and ranking	Evidence
	Out1I4. Availability of funding in a timely manner per biological characteristics and field operation's needs.	50% funding is available in a timely manner per biological characteristics and field operation's needs.	70% funds for conservation actions are received in a timely manner.		**HU**	The project has not been able to change the reality of funding for species at risk to date. The endowment fund has not started to operate, and is insufficient to provide funds at the national level even for 14 species at risk. This indicator does not measure progress or provide a baseline financial reference. It would be more practical if desirable values for revenues over the years or at project closure had been projected.	PIR 2020, interviews, PCU and UNDP.
		0 financial instrument exclusive to endangered species	1 Revolving fund (Fund for the Conservation of Endangered Species, FONCER) established:		**MS**	The endowment fund (FONCER) is established with half the amount of funding initially committed through the project. The indicator is not adequate to measure the level of increased funding for the conservation of species at risk.	Minutes of Project Board meetings, PIR 2020, interviews.
			a) CT FONCER comprises Govt and Civil Society representatives with operational structure to ensure efficient operation with technical criteria for disbursement of funds.		S	The CT-FONCER was dissolved in May, 2020, and replaced by a Species Commission within the CT-FANP in order to benefit from financial experience and reduce administrative costs. As the first meeting of the Species Commission was held on 12 October, 2020, there is no time left in the project to evaluate the effectiveness of this arrangement. The Commission has requested CONANP to define priority species, areas, and activities to start disbursing FONCER funds. The representatives of the Species Commission agreed to develop a document with regulations and institutional roles at the first meeting on 12 October, 2020. The fund will therefore not be ready to operate before the beginning of 2021.	Minutes of CT-FONCER, CT-FANP and Project Board meetings, PCU, UNDP.

Outcome 1	Indicator	Baseline	End of project target	Achieve-ment	TE Rating [3]	Comments on achievements and ranking	Evidence
			b) Revenue streams from alternative resources feed the fund through an open mechanism that allows the increase in capital from public or private, national or international funds.		**HU**	While the development of a financial strategy for the capitalization of the endowment fund (FONCER) is essential to create future opportunities to grow the fund, support from FMCN and BIOFIN will be key for the strategy to be implemented. As it will be consolidated shortly before project closure, there is no time left to evaluate its effectiveness in the life of the project. The need to capitalize the fund was acknowledged early in the project risk analysis, but considered a moderate risk, and no management response to advance the strategy was defined throughout the project. The consultancy contract to develop the strategy was signed during the TE, starting in November, 2020.	Interviews, UNDP, PCU, CONANP, BIOFIN.
Output 1.1 National level adaptive-management framework to guide cost-effective implementation of endangered species conservation, with a consolidated ecosystemic vision.							
Output 1.2 Financial framework established to provide sustainable and opportune availability of funds for actions for the conservation of endangered species, through the launch of a revolving fund (the Fund for the Conservation of Endangered Species, FONCER).							

Outcome 2	Indicator	Baseline	End of project target	Achieve-ment	TE Rating [3]	Comments on achievements and ranking	Evidence
Outcome 2. PAs and adjoining priority conservation areas are managed effectively at field level for the conservation of endangered species.	**Out2I1.** % implementation of Priority Management Strategies32 for the reduction of threats to each of the 14 target endangered species.	0% implementation of Priority Management Strategies for the reduction of threats to each of the 14 target endangered species.	100% implementation of Priority Management Strategies for the reduction of threats to each of the 14 target endangered species.		**MS 95% (marine porpoise not included)**	Priority management strategies (EGP) were implemented to reduce threats to species at risk in 21 protected areas (RB Alto Golfo de California y Delta del Río Colorado did not implement any), but the respective documentation on the royal eagle was missing for RB Janos, APFF Tutuaca and APFF Papigochic. Although RB Janos did not produce the documentation, biological monitoring of the royal eagle was implemented, and cattle farming best practices were conducted to reduce predation by eagles. Not all protected areas implement all Priority Management Strategies identified in the target because in a few cases they were not considered adequate to local conditions (RB Calakmul, RB Sian Ka'an and RB Montes Azules for tapir; PN Tulum did not implement EGP L). However, other more adequate EGP for tapir were implemented, even if not listed in the indicator. PN Tulum did not implement EGP L because the municipality had already defined protection areas. These cases are well justified and the target was considered achieved. The inadequacies in EGP were identified early in the inception workshop and are registered in the respective minutes.	Priority Management Strategies (EGP), PCU, interviews with protected area directors and staff; minutes of inception workshop.
		Golden eagle EGP: B - J – N.	Implementation of EGP: B - J – N.		**MS**	5 of 6 protected areas implemented three EGP: APFF Maderas del Carmen, RB El Vizcaíno, PN Sierra de San Pedro Mártir, APFF Valle de los Cirios, and RB Janos (which did not produce the respective documentation). The same strategies were not implemented in APFF Tutuaca **(83%)**. Biological monitoring and connectivity efforts were implemented in RB Janos. An aerial survey is planned to cover Baja California and Baja California Sur in April, 2021 (originally planned for April, 2020, and not carried out due to the corona virus pandemic).	

Outcome 2	Indicator	Baseline	End of project target	Achieve-ment	TE Rating [3]	Comments on achievements and ranking	Evidence
		Baja California pronghorn EGP: A - E - F - J - M - N.	Implementation of EGP: A - E - F - J - M - N.		**MS**	1 of 2 protected areas implemented 4 of 6 EGP. However, by determination of CONANP, only 1 PA, APFF Valle de los Cirios, implemented the EGP for Baja California pronghorn, which should cover the populations in RB El Vizcaíno **(67%)**. In RB El Vizcaíno biological monitoring was conducted for wild pronghorn populations, but there is no collaboration with APFF Valle de los Cirios. This cooperation gap is relevant as both protected areas form the biological corridor for the species, and because passage to California in the United States has been cut off by the US – Mexico border wall, separating the Mexican from the US populations and limiting distribution to Baja California and Baja California Sur.	
		California condor EGP: E.	Implementation of EGP: E.		S	1 of 1 protected area implemented the EGP: PN Sierra de San Pedro Mártir **(100%)**.	
		Jaguar and tapir EGP: C - K - M - N.	Implementation of EGP: C - K - M - N.		**MS**	4 of 4 EGP were implemented for jaguar (C, K, M y N) in 6 of 6 protected areas (RB Marismas Nacionales, RB Sierra del Abra Tanchipa, PN Lagunas de Chacahua, RB Montes Azules, RB Calakmul, and RB Sian Ka'an) **(100%)**. 4 of 4 EGP were implemented for tapir, but not the ones listed in the target: B, J, K, M **(50%)** in 3 of 4 protected areas (RB Calakmul, RB Sian Ka'an, and RB Montes Azules). PN Lagunas de Chacahua) did not implement the strategies **(75%)**. Total percentage: **92%**.	
		Mexican wolf EGP: C - K - M - N.	Implementation of EGP: C - K - M - N.		S	4 of 4 EGP were implemented in 3 of 3 protected areas **(100%)**: RB Janos, APFF Tutuaca, and APFF Papigochic. The release of Mexican wolf was actually carried out in APFF Campo Verde, not in APFF Tutuaca or in APFF Papigochic, as these are farther away from the biological corridor for the species.	
		Mule deer EGP: A - D – J.	Implementation of EGP: A - D - J.		S	3 of 3 EGP were implemented in 1 of 1 protected area **(100%)**: APFF Valle de los Cirios (Isla Cedros).	

Outcome 2	Indicator	Baseline	End of project target	Achieve-ment	TE Rating [3]	Comments on achievements and ranking	Evidence
		Marine porpoise EGP: H - I - K - L – M.	Implementation of EGP: H - I - K - L – M.			Conservation responsibilities for the marine porpoise were passed from CONANP to SEMARNAT, which explains why the species was only considered in the beginning of the project. No EGP were implemented **(0%)**. This target was not considered for rating, neither the performance of RB Alto Golfo de California y Delta del Río Colorado.	
		Loggerhead marine turtle EGP: G - H - I - K – L.	Implementation of EGP: G - H - I - K – L.		**S**	4 of 5 EGP were implemented (L was not implemented because the municipality already had protection areas defined) in 1 of 1 protected area **(100%)**. EGP L does not apply to the local context: PN Tulum.	
		Hawksbill marine turtle EGP: G - H - I - K – L.	Implementation of EGP: G - H - I - K – L.		**S**	4 of 5 EGP were implemented (L was not implemented due to a review process, but was under consideration) in 1 of 1 protected area **(100%)**: ST Playa Chenkán.	
		Olive Ridley marine turtle EGP: G - H - I - K – L.	Implementation of EGP: G - H - I - K – L.		**S**	5 of 5 EGP were implemented in 6 of 6 protected areas **(100%)**: SR Playa Cahuitán, SR Playa Barra de la Cruz, ST Playa de Tierra Colorada, ST Playa de Escobilla, PN y ST Lagunas de Chacahua, and ST - SR El Verde Camacho.	
		Leatherback marine turtle EGP: G - H - I - K – L.	Implementation of EGP: G - H - I - K – L.		**S**	5 of 5 EG were implemented in 4 of 4 protected areas **(100%)**: SR Playa Cahuitán, SR Playa Barra de la Cruz, ST Playa de Tierra Colorada, PN and ST Playa Chacahua.	
		Kemp's Ridley marine turtle EGP: G - H - I - K – L.	Implementation of EGP: G - H - I - K – L.		**HS**	5 de 5 EGP were implemented in 1 of 1 protected area **(100%):** ST Playa Rancho Nuevo; 6 additional beaches were covered, 2 in cooperation with the state government and support from SEMAR, totaling 120km.	
		Green marine turtle EGP: G - H - I - K – L.	Implementation of EGP: G - H - I - K – L.		**S**	5 of 5 EG were implemented in 3 of 3 protected areas **(100%)**: ST Playa Rancho Nuevo, PN Tulum, and SR Playa Chenkán.	

Outcome 2	Indicator	Baseline	End of project target	Achieve-ment	TE Rating [3]	Comments on achievements and ranking	Evidence
	Out2I2 # of PA that spatially identify potential areas to develop conservation schemes for ecosystem connectivity.	It is unknown where possible conservation schemes (CONANP) are in the project coverage in relation to the potential distribution of species.	PAs have maps that determine potential areas to implement conservation schemes for ecosystem connectivity.		**S**	All protected areas developed maps of potential connectivity sites, except RB Sierra del Abra Tanchipa. The rating attributed was Satisfactory because one extra map was developed for RB Alto Golfo de California y Delta del Río Colorado. The end product includes 20 complete factsheets and one map. Return of the information to the protected areas is a pending task of the PCU, to be completed before project closure.	Potential connectivity sites factsheets, SIIER.
	Out2I3. # of hectares managed according to the connectivity and habitat needs of 14 endangered species.	0 hectares added to PAs based on endangered species range/habitat.	At least 100,000 hectares added to PAs and biological corridors in collaboration with local communities based on endangered species range/habitat.		**HS**	This target had been achieved by the time of the MTR. A consultant was hired to analyze potential areas to be added, considering: areas of relevance to conservation, climate change, community participation and feasibility (depending on social aspects and safety). The numbers of hectares added to the Protected Area System were 123,548 ha of ADVC (Areas Voluntarily Dedicated to Conservation) and 123,136 ha ha of UMA (Environmental Management Unit), plus another 233 ha of habitat restoration, totaling 246,917 ha.	Meeting with PCU, PIR 2020.
	Out2I4. Management effectiveness of 21 PAs with regards to the conservation of 14 target species.	METT scores:	METT scores:		**MS**	Only 7 of the 21 protected areas surpassed the management effectiveness target score. The short implementation time due to initial delays of the project limited achievements in protected areas, as well as the lack of management response to the GEF assessments (METT). One of the most frequent comments in the interviews with protected area staff was that although the project had been planned for five years, only two years were actually dedicated to implementation in the field due to initial delays and the corona virus pandemic beginning in March, 2020.	GEF Management Effectiveness Tracking Tools (METT)

Outcome 2	Indicator	Baseline	End of project target	Achieve-ment	TE Rating [3]	Comments on achievements and ranking	Evidence
		80 RB Alto Golfo de California y Delta del Río Colorado.	90 RB Alto Golfo de California y Delta del Río Colorado.			76 points; retrogression in relation to baseline, but no actions were implemented for the marine porpoise as the species was removed from the project.	
		62 PN Sierra de San Pedro Mártir.	72 PN Sierra de San Pedro Mártir.		**HS**	79 points.	
		53 APFF Valle de los Cirios.	63 APFF Valle de los Cirios.		**HS**	80 points.	
		75 RB El Vizcaíno.	85 RB El Vizcaíno.		**MS**	76 points.	
		67 APFF Maderas Del Carmen.	77 APFF Maderas Del Carmen.		**MS**	69 points.	
		52 RB Janos.	62 RB Janos.		**HS**	69 points.	
		51 APFF Tutuaca.	61 APFF Tutuaca.		**MS**	56 points.	
		51 APFF Papigochic.	61 APFF Papigochic.		**U**	50 points; retrogression in relation to baseline. Activities for the conservation of the Mexican wolf were in fact implemented in APFF Campo Verde, so that APFF Papigochic and APFF Tutuaca did not benefit from the project. This result is clearly seen in the indicators of Management Effectiveness and Institutional Capacities.	
		68 RB Calakmul.	78 RB Calakmul.		**MS**	75 points.	
		76 RB Sian Ka'an.	86 RB Sian Ka'an.		**MS**	82 points.	
		80 RB Montes Azules.	85 RB Montes Azules.		**MS**	81 points.	
		54 RB Marismas Nacionales de Nayarit.	64 RB Marismas Nacionales de Nayarit.		**HS**	70 points.	
		66 RB Sierra del Abra Tanchipa.	76 RB Sierra del Abra Tanchipa.		**HS**	77 points.	
		48 PN y SY Lagunas de Chacahua.	58 PN y ST Playa Chacahua.		**MS**	50 points.	
		59 ST Playa de Tierra Colorada.	69 ST Playa de Tierra Colorada.		**HS**	72 points.	

Outcome 2	Indicator	Baseline	End of project target	Achieve-ment	TE Rating [3]	Comments on achievements and ranking	Evidence
		54 SR Playa Cahuitán.	64 SR Playa Cahuitán.		**MS**	61 points.	
		56 ST Playa de Escobilla.	66 ST Playa de Escobilla.		**MS**	63 points.	
		56 SR Playa Barra de la Cruz.	66 SR Playa Barra de la Cruz.		**HS**	69 points.	
		69 ST Playa El Verde Camacho.	79 ST Playa El Verde Camacho.		**MS**	72 points.	
		60 ST Playa Chenkán.	70 ST Playa Chenkán.		**MS**	62 points.	
		60 PN Tulum.	70 PN Tulum.		**MS**	62 points.	
		60 ST Rancho Nuevo.	70 ST Rancho Nuevo.		**MS**	65 points.	
	Out2I5´. Types of community participation and # of committees required in each PA in the medium term.	There are no requirements for community participation and # of committees.	The requirements for participation by PA are identified (type and # of committees: surveillance, monitoring, fire management, restoration, etc.).		**S (95.2%)**	20 protected areas defined requirements for community participation. However, three PA did not cover all species: PN Sierra de San Pedro Mártir left out royal eagle, RB El Vizcaíno left out mule deer of isla Cedros, and PN Lagunas de Chacahua left out tapir. Data from ST Playa de Escobilla only became available at the end of the TE, not in time to be considered in the calculations. RB Alto Golfo de California y Delta del Río Colorado did not participate in this exercise because the marine porpoise was removed from the project to be managed by SEMARNAT.	Documents on types of community participation by protected area staff.
	Out2I5´´. Community participation plans with needs, methodologies, costs and impacts projected for 5 years.	0 community participation plans.	21 community participation plans.		**HU**	Community participation plans were not developed. At the end of the TE, the PCU was about to sign a contract with a consultant to consolidate the results of assessments conducted with protected areas on financial gaps, potential connectivity sites, and need for community participation in order to systematize the information and return it to the protected areas before project closure.	No documents available as this activity was not developed.

4.3.2 Relevance *

SATISFACTORY [5]

The project was designed in the framework of Objective 1 of the Focal Area of Biodiversity of GEF-5 (improve the sustainability of protected area systems) with the objective of improving management effectiveness in protected areas for the conservation of species at risk.

The achieved outcomes are relevant for the conservation of the species at risk prioritized for the project and contributed to strengthen management strategies in 21 protected areas. The project generated incremental results by changing the outlook of protected area Directors and staff on management measures for species at risk, and influencing people in communities and private landowners in areas of influence of protected areas. For the several reasons already mentioned in this report, the TE Team considered the project relevant. Support to protected areas through field officers, equipment, improved or recovered infrastructure and funding was especially important because the project was implemented when CONANP went through severe budget cuts. On the other hand, the lack of other institutions and sectors in the project design hindered the opportunities of increasing perspectives of sustainability.

The project is inserted in national development frameworks. It is aligned with Priority 6 of the **United Nations Development Assistance Framework (UNDAF)**, "Environmental sustainability and green economy: the three levels of government, the private sector, universities and civil society will have strengthened capacities to revert environmental degradation, use natural resources sustainably by incorporating environmental sustainability, developing low emissions and the green economy in legislative, programmatic, and decision-making processes".

The project is aligned with the **UNDP Mexico Country Program** (2014-2018), which was extended through 2019, as it refers to environmentally sustainable development, low emissions, resilience to disasters and risks, with a multicultural and gender focus for equality and poverty reduction. Compliance with the **Primary Outcome of the UNDP Strategic Plan for Sustainable Development and the Environment**: **"**Growth is inclusive and sustainable and includes productive capacities that generate subsistence means for the poor and marginalized"; and with the Secondary Outcome of the **UNDP Strategic Plan**: **"**Countries are able to reduce and manage the risks of conflicts and natural disasters, including those resulting from climate change" are mentioned in the PRODOC.

The project contributes to the achievement of the Aichi Targets of the Convention on Biological Diversity, especially Strategic Objective C of Target 12 ("By 2020 the extinction of known threatened species has been prevented and their conservation status, particularly of those most in decline, has been improved and sustained"); Strategic Objective B of Target 5 ("By 2020, the rate of loss of all natural habitats, including forests, is at least halved and where feasible brought close to zero, and degradation and fragmentation is significantly reduced"); and Strategic Objective C of Target 11 ("By 2020, at least 17 per cent of terrestrial and inland water, and 10

[5] According to the guidance to conduct terminal evaluations of UNDP-supported, GEF- financed projects, the IA and EA implementation/execution must be evaluated based on a six-point rating scale: Highly Satisfactory, Satisfactory, Moderately Satisfactory, Moderately Unsatisfactory, Unsatisfactory and Highly Unsatisfactory.

per cent of coastal and marine areas, especially areas of particular importance for biodiversity and ecosystem services, are conserved through effectively and equitably managed, ecologically representative and well connected systems of protected areas and other effective area-based conservation measures, and integrated into the wider landscapes and seascapes").

The project contributes to the Sustainable Development Goals (2030 Agenda) 14 – "Conserve and sustainably use the oceans, seas and marine resources for sustainable development", and 15 – "Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss".

The project is aligned with the Mexico National Biodiversity Strategy published in 2000, and more specifically with actions and objectives under the strategic line of work on biodiversity protection and conservation. The project is directly related with various of the main components of the strategy, including: *in situ* conservation; recovery of elements of biodiversity; control of invasive alien species; environmental services; update of institutional instruments related with biodiversity values; research, surveys, and studies; environmental education, dissemination and capacity building; biodiversity data management; and diversification of production alternatives.

The project is aligned with Strategy 4.3 of the **National Development Plan**, which aims to "provide priority attention to Mexican species at risk", and with the third priority of the National Policy on Tourism, "sustainable destinations", which proposes that tourism should maintain a harmonical relation between humans and the environment, respecting natural and cultural resources; and the fourth priority, "competitive companies", aimed at strengthening small and medium-size companies.

The project is aligned with Strategy 2 of the **Sectorial Program for the Environment and Natural Resources**, aimed at the recovery of species at risk, and with the Species at Risk Conservation Program and respective action plans related with species conservation.

Lessons from other projects were used in the design (see section 4.1.3).

4.3.3 Effectiveness*

MODERATELY SATISFACTORY [6]

To assess project effectiveness, two distinct periods of the project have to be considered. First, significant delays held implementation back for over two years after the official start date. Second, it became clear early on that at least two of the four targets in the Objective and Outcome 1 of the MRE would most likely not be achieved, as they were highly dependent on external factors, support from high level staff at CONANP and SEMARNAT, and political will at a time when support for the environment became adverse, a significant change from the design phase. The development of a financial strategy for the endowment fund should have been included in the project from the start to increase its chances of success. In a similar manner, the integration of other relevant actors would have given the project better sustainability

[6] According to the guidance to conduct terminal evaluations of UNDP-supported, GEF- financed projects, the IA and EA implementation/execution must be evaluated based on a six-point rating scale: Highly Satisfactory, Satisfactory, Moderately Satisfactory, Moderately Unsatisfactory, Unsatisfactory and Highly Unsatisfactory.

perspectives after closure. Practical actions in protected areas only started to be implemented nearly two years after project start. In this scenario, effectiveness was highly unsatisfactory, but over time, implementation gained speed and the project recovered, although no solutions were found for the proposal of changing regulations and for the endowment fund.

As part of Outcome 1, the Integrated Information System on Species at Risk (SIIER) was fully developed, making available a bulk of information produced through CONANP subsidy program for species at risk (PROCER) for use in planning and decision-making on environmental matters. Activities planned in Outcome 2 were practically implemented in half the original timeframe of five years. As a consequence, the results were more limited in scale, as the time was not enough to expand or replicate successful practices, and generate better evidence of effectiveness. Still, conservation actions were implemented across the 21 protected areas, populational increase was verified for many species as a result of conservation efforts from the project and from programs that have been in place for many years. As a result of the project, directors and staff in protected areas changed their perceptions on the management of species at risk, as the majority had not had the opportunity to conduct work so focused on species conservation. This change, reported in interviews, is one of the most promising indicators of relevance, effectiveness, and sustainability of the project, given its practical consequences and replication potential. In addition, information and collaborative work with cattle farmers and communities reduced aggressiveness towards predator species at risk, especially by demonstrating the feasibility of harmonious coexistence, another relevant change for replication to other areas.

The CONANP gender inclusion policy provided opportunities for the participation of women in project activities, although in certain areas it is still difficult to achieve equality. Although the project design did not include a plan for gender equality, as it was not requested at the time, records of participation by men and women were maintained throughout implementation, and efforts were made to include and empower women, breaking paradigms in communities where women would not, traditionally, be offered work opportunities outside the home.

Another relevant outcome is the insertion of the project objectives into the National Program for Protected Areas 2020-2024, especially at the present time of low support from the GoM to environmental and conservation matters. The Program objectives include improving management effectiveness, increasing the expanse of protected areas, promoting community participation in conservation activities, promoting ecosystem restoration, protection and monitoring actions for the conservation and recovery of priority species at risk and their habitats in protected areas and their areas of influence, and strengthening institutional capacities for conservation. This outcome is a direct result of the project, result of the participation of the PCU in the development of the Program, which was requested by the Project Board. At the moment of the TE, it improved the perspectives of sustainability of the work initiated through the project.

4.3.4 Efficiency *

MODERATELY SATISFACTORY [7]

There were no findings in the financial audits of the UNDP or ENDESU. As in the analysis of effectiveness, efficiency must be considered in two periods of project implementation. The project gained maturity as well as efficiency over time, both on the part of the PCU and the Project Board, which improved in strategic outlook and became more agile in approving annual workplans (POA) early in the year. The Board evolved from a focus on expenses to supply immediate needs to expenses that led to the achievement of project targets. The first two years of implementation were characterized by political changes that included severe cuts to the CONAN budget, which in turn put pressure on the project to finance recurrent expenses that should have been provided by the GoM. On the other hand, the investment made through the project to hire field officers for the 21 protected areas and the partnership with ENDESU to manage the funds assigned to activities in protected areas were highly efficient.

The majority of funds in Outcome 1 were disbursed to the endowment fund and on the design and development of the Integrated Information System for Species at Risk (SIIER). Contributions were made to the update Action Plans for Species Conservation (PACE). Although the financial strategy to capitalize the endowment fund was inserted into the annual workplan in 2018, the consultants only signed the contract in November, 2020, during the TE. The share of funds disbursed to Outcome 1 in the annual workplans (POA) was between 8 and 10.5% in 2018 and 2019, increasing to 21% in 2020. In the same years, Outcome 2 received a larger share of funds for activities in the protected areas, which were considered highly valuable to increase the level of protection of species at risk and their habitats, as well as to facilitate cooperation between protected areas and with local stakeholders, especially NGOs and people from communities in areas of influence.

Project results include social benefits to local communities, private landowners and cattle ranchers for creating work opportunities, and for engaging women in community groups for conservation activities. The benefits include women empowerment and increased family income from the payment of daily rates to people working on conservation activities.

The difficulties and delays in implementation were related to frequent changes in personnel of the PCU and CONANP, lack of clarity on institutional roles and misunderstandings derived from this context. Implementation efficiency was especially low in 2017, when very few resources were disbursed and the UNDP was exempted from the annual audit. The project recovered well in 2018. At the moment of the TE, only approximately US$ 120,000 had not been assigned for expenditure.

[7] According to the guidance to conduct terminal evaluations of UNDP-supported, GEF- financed projects, the IA and EA implementation/execution must be evaluated based on a six-point rating scale: Highly Satisfactory, Satisfactory, Moderately Satisfactory, Moderately Unsatisfactory, Unsatisfactory and Highly Unsatisfactory.

Overall result*

Relevance, Effectiveness, and Efficiency

MODERATELY SATISFACTORY [8]

4.3.5 Sustainability[9]

Financial *

Moderately unlikely

Financial sustainability was projected to come from the endowment fund (FONCER), but the revenues generated would be far from sufficient to finance activities or projects for 14 species at risk at the national level even if the GoM had contributed its match. Moreover, CONANP has not yet defined which species, activities and protected areas should benefit from FONCER revenues once it is ready to operate. FMCN is responsible for managing the fund. The financial aspect of sustainability was more often a concern of protected area directors and staff than the other three sustainability criteria, but most of them was not aware of the status of FONCER. Without this alternative, protected areas basically count on funds from the CONANP subsidy programs, which have been severely reduced. Besides, not all protected areas are entitled to apply to these programs, especially the Turtle Sanctuaries that have not been officially decreed as protected areas. Another factor of concern is that the amount of funding available through the subsidy programs changes from year to year and is only announced at the beginning of the year, which thwarts the possibility of early planning. Opportunities of receiving external funds through state or municipal governments, NGOs, universities or bilateral cooperation with the USA are more available to some areas, depending on geographic location, negotiation ability, and the appeal of the species at risk they host, as well as on the agenda of institutions and organizations.

CONANP will inherit a financial strategy for the endowment fund from the project, to be implemented with support from FMCN and advice from BIOFIN, pending the respective agreements. It should be a few years before CONANP finds out if the strategy will work or not, as this also depends on the national and global economic context, which is rather unstable at present. The perspectives of financial sustainability based on the financial mechanism planned for the project are therefore not optimistic, at least in the short term.

The fact that the project was focused solely on CONANP and 21 protected areas, with low ownership even by high level personnel at SEMARNAT, reduced sustainability, as opportunities for cooperation with other institutions to favor species at risk were not pursued. Among these missed opportunities is the prospection of management mechanisms to transfer funds from environmental fines to the endowment fund or directly to protected areas or from environmental compensation for impacts generated by development projects, incentives for

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[8] According to the guidance to conduct terminal evaluations of UNDP-supported, GEF- financed projects, the IA and EA implementation/execution must be evaluated based on a six-point rating scale: Highly Satisfactory, Satisfactory, Moderately Satisfactory, Moderately Unsatisfactory, Unsatisfactory and Highly Unsatisfactory.

[9] According to the guidance to conduct terminal evaluations of UNDP-supported, GEF- financed projects, Sustainability must be evaluated based on a four-point rating scale: Likely, Moderately Likely, Moderately Unlikely and Unlikely, or Unable to assess.

conservation or tax reduction for the establishment of private protected sites, or transfer from visiting fees in protected areas, among others. The project also failed to seek cooperation with the private sector for funding, perhaps based on species at risk virtual adoption programs or similar for marketing purposes. The lack of a financial strategy developed at project start leaves CONANP with a high level of uncertainty at closure without having achieved the objective of changing the financial capacity of CONANP to fund the conservation of species at risk.

On the positive side, the project objectives were successfully included in the National Program for Protected Areas 2020-2024 by influence of the PCU, which means that whatever funds are directed to implement the program will contribute to the work initiated through the project, not only in the same protected areas, but in others in the National System. Finally, although it was not viable to change the financial reality of resources available to species at risk as initially planned, many protected area directors now (a) feel better prepared to implement effective actions for the conservation of species at risk; (b) have a clear notion of their financial needs, which helps them look for funding elsewhere; and (c) are better equipped and have infrastructure to work due to support from the project. Therefore, with more or less funding, the work will be continued to some extent, probably not at the same pace in the protected areas that lost support of the field officer, but certainly better instrumented to work with communities, landowners, NGOs, and other local stakeholders.

Sociopolitical *

Moderately likely

As mentioned earlier, one hindrance of project design and implementation was not including other government agencies, NGOs, or the private sector. At this point, near project closure, CONANP is the only agency left to sustain the activities initiated through the project, with some support from SEMARNAT. Although CONANP has qualified personnel, the mandate and regulations for the conservation of species at risk, and is in charge of following up on the project, GoM cuts left CONANP with restricted personnel to perform all expected duties, which influences sociopolitical sustainability. However, CONANP acknowledges the relevance of continuing the work initiated through the project.

At present, Mexico is half way through the mandate of the federal administration, political stability is low due to frequent changes in personnel at decision-making levels, and many public policy changes are taking place. In 2021, 15 state governments will elect new representatives, as well as 500 legislators of the Deputies Chamber, which creates further political uncertainty.

Moreover, there are serious safety issues due to organized crime in many regions in Mexico, including some of the protected areas in the project, which have restricted the implementation of conservation activities. ST Ranch Nuevo sought collaboration with SEMAR to protect turtle nests, while in RB Janos community groups for vigilance and monitoring of royal eagle were composed by several people and properly identified to avoid problems.

Social sustainability in protected areas is dependent on participation by local communities, landowners, and civil society to reduce threats to species at risk. Payment of daily rates for the work is, in turn, dependent on financial resources for continued operation, especially CONANP

subsidy programs. However, the awareness raised and the efforts made to include women through the project and the support from CONANP subsidies have contributed to increased commitment with conservation. Capacities for the management of species at risk have increased through the project as well data for planning and fundraising. Collaboration with state and municipal governments have improved governance. Collaboration with NGOs working on threatened species also increase sustainability perspectives, in some cases providing external funding opportunities, through which some of the field officers will continue employed. WWF will fund five years of operations for jaguar conservation in RB Calakmul, RB Sian Ka'an, RB Los Petenes, two state reserves, and the biological corridors between them; Kutzari will support work on marine turtle conservation at ST Playa Cahuitán; SEMAR helps with vigilance for marine turtles at ST Rancho Nuevo; PN Tulum partnered with the state government and with Flora, Fauna y Cultura de México to protect marine turtles; RB Alto Golfo de California y Delta del Río Colorado is collaborating with PRONATURA and Museo de la Ballena on the impacts of fishing nets to the marine porpoise; and PN Sierra de San Pedro Mártir has agreements with USFWS and the San Diego Zoo for conservation activities of the California condor.

This project has produced many important lessons, best practices and outcomes for the conservation of species at risk and improved management in protected areas. If well used by CONANP, these experiences can contribute to improved collaboration and synergies to increase sociopolitical sustainability, as there is much opportunity for replication of the conservation practices developed throughout the National Protected Area System.

*Institutional framework and governance**

Likely

The conservation of species at risk is part of the responsibilities of CONANP as agency in charge of protected areas. The National Program for Protected Areas 2020-2024 incorporated the main objectives of the project and should provide a solid framework for continuity. This is a relevant outcome of the project especially in terms of sustainability, results at the national scale, and potential replication throughout the National Protected Area System (SINAP). The project objectives are also included in the National Development Plan 2019-2024, which contributes to institutional sustainability. Still, the high political volatility in Mexico does not make it easy to determine sustainability trends in the long term. In the short term, there is no expectation of improved support to environmental issues unless external politics have a strong influence in Mexico, and it is not viable to predict the result of the next national elections or the disposition of the next government.

The SIIER has been consolidated and provides information on species at risk for decision-making for CONANP at the national level and local levels, also contributing to a strengthened institutional framework.

Many products, such as biological monitoring, vigilance and climate emergency protocols may be replicated to other areas and will be used after project closure. Management capacities of the CONANP Directors and protected areas to protect species at risk have improved, as well as the knowledge base in communities and schools that participated in environmental education and other activities. The increased awareness will also have a long term effect on conservation.

The project leaves planning instruments for 21 protected areas based on the analysis of financial gaps, potential connectivity sites, and community participation.

Environmental *

Likely

The conservation of ecosystems, habitats and species is one of the fundamental roles of CONANP in Mexico. Therefore, the agency has systems, programs, legal frameworks and technical capacity for environmental management. A program to develop adaptation measures to climate change in protected areas has been instituted, strategies have been defined to combat the illegal trafficking of parts, products and individuals of species at risk, as well as ecosystem degradation due to agriculture and other productive activities. The engagement of communities in organized groups for vigilance and environmental education, and collaboration with other government agencies to support vigilance and fire-fighting in critical months also contribute to environmental sustainability.

Improved perceptions and capacities in protected areas will allow directors to implement more effective conservation programs and actions directed at species at risk. The National Program for Protected Areas 2020-2024 brings a relevant contribution to sustainability, even if funding is reduced in comparison with the project.

Overall sustainability*

Moderately likely

4.3.6 Country ownership

The project was designed in alignment with national frameworks and international agreements (see 4.3.2), especially with Strategy 4.3 of the **National Development Plan and** Strategy 2 of the **Sectorial Program for the Environment and Natural Resources**, which aim to recover and protect species at risk.

In the design phase, the project had a narrow focus on CONANP, not including other government agencies and sectors, therefore limiting potential collaboration for the conservation of species at risk. At the time, CONANP was assigned a relatively generous budget, part of which would be contributed to the endowment fund established through the project. This reality changed since the beginning of implementation due to the change of CONANP Commissioner that supported the project in the design phase, with further changes after 2018 elections. The budget cuts to CONANP and its subsidy programs reached 80% of former resources. Still, PROCER funds were used to implement project activities and pay daily wages to people in community groups working on conservation actions.

The change in the legal framework was not achieved for the reasons already explained in this report, in part due to lack of ownership by high level personnel at CONANP and SEMARNAT. Over time, this target went out of the reach of the project.

The sole focus of the project on CONANP reduced potential ownership at wider scales in other government agencies, the private sector, and civil society organizations. As the project closes,

CONANP is left with the task of continuing to engage other partners and developing additional mechanisms to improve the conservation of species at risk.

4.3.7 Gender equality and women's empowerment

A specific plan for gender equality and women's empowerment was not part of the project design, but the CONANP policy to ensure the equal participation of men and women in conservation activities was followed through.

The inclusion of women in activities in protected areas began in 2018, when the project started to operate effectively. The best examples refer to a group of women working on biological monitoring and environmental education who had never worked outside the home in RB Maderas del Carmen; and women engaged in biological monitoring in RB Sierra del Abra Tanchipa, who operate camera traps, select and print photographs of animals with the respective Latin names to sell as postcards to tourists. These photographs have created much enthusiasm among young people, who were not aware of the presence of so many wild animals in their surroundings. Women monitoring turtles in PN Lagunas de Chacahua were at first wary of driving quadricycles, but it did not take long before they felt comfortable to drive along the beaches. These apparently simple changes reflect not only the empowerment of women, but also a change it their realities and engagement in conservation.

Estimates of gender equality near the time of project closing were made to verify the effectiveness of men/women participation. Only one of the four members of the PCU is a woman, the member who stayed longer than all others in the project and never gave up her position. Among the 22 field officers hired through the project there were 10 women (45%), with equal decision-making roles, planning and implementation at the regional level. At the local level, over three thousand people participated in community groups, of which 41% were women with a direct role in the implementation of actions for the conservation of species at risk. Two tour operator agencies were established in the RB Sian Ka'an area, directed exclusively by women. These results are due to active requests for women participation, in some areas more difficult to achieve given the resistance of men in allowing women to work. Female field officers may have facilitated the engagement of women, as they led by example.

The type of activities to be performed and social conditions in each area also influenced women engagement. In some protected areas, such as RB El Vizcaíno, community groups are dominated by men due to the local social dynamics. In PN Lagunas de Chacahua, jaguar and tapir vigilance and biological monitoring required members to stay away from home for a few days, which made it harder for women to participate. In RB Marismas Nacionales there were 120 people in community groups, but only 20 women because the men do not allow them to work outside the home. In general, female participation is higher in environmental education, habitat restoration, fire brigades, biological monitoring and vigilance groups that do not require night work or are set in difficult environmental conditions such as in RB Marismas Nacionales. There is more equality in the engagement of women and men in alternative production initiatives, which highlights the relevance of developing sustainable income generation opportunities for communities near protected areas to increase the benefits of conservation.

Female participation in species conservation activities broke paradigms in some areas where women had never had work opportunities outside the home. In one area, where women were trained to carry out technical activities, the project reached the level of "Gender responsive". In general, however, it is characterized at the level of **"Gender targeted"**, as female participation was actively encouraged, but no work was conducted to try to solve inequality, supporting specific needs or equal rights, status, and benefits.

4.3.8 Cross-cutting issues

The project directly and indirectly approached cross-cutting issues. For gender equality, see section 4.3.7 above.

Work opportunities for people in communities contributed to increased family income, although temporary, as well as in increased abilities to perform several tasks including technical work. Continued support in the near future seems to be mostly dependent on CONANP subsidy programs such as PET and PROREST, and external funding sources.

Mitigation measures against climate change were implemented in areas of prolonged drought by providing drinking water to wild animals and rescuing dehydrated animals. Fire-fighting, habitat restoration and the increase in area of community and private land as Areas Voluntarily Dedicated to Conservation (ADVC) and Environmental Management Units (UMA) will also contribute to mitigate the effects of climate change.

Apart from strengthening the management capacity of CONANP specifically for the conservation of species at risk, by project closure CONANP personnel should also be better prepared to write high quality technical opinions for environmental impact assessments. Given the landscape approach promoted through the project for species conservation, many protected areas increased cooperation with other areas, state governments, NGOs, communities and private landowners in the areas of influence of protected areas. The areas near the border with other countries also benefit from international cooperation. RB Valle de los Cirios, PN Sierra de San Pedro Mártir and ST Rancho Nuevo collaborate with other protected areas and organizations in the United States, while RB Montes Azules with Guatemala.

The project has therefore directly contributed to increase gender equality, social inclusion, environmental sustainability and the green economy of the United Nations Development Assistance Framework for Mexico (2014-2019), as well as other international cooperation frameworks (see 4.3.2).

4.3.9 GEF additionality

Evidence of GEF additionality was identified in four of six areas: environmental, institutional and governance, financial, and socio-economic. An information platform was developed at the national level for species at risk, making data from the CONANP Species at Risk program (PROCER) available and integrating data from biological monitoring (SELIA) with a GIS and with the CONABIO National Biodiversity Monitoring System.

A financial strategy for the endowment fund established through the project will be completed by project closure for future implementation by CONANP Headquarters with FMCN and advice

from BIOFIN. This initiative is expected to increase the support to conservation actions for species at risk in the future, especially at times when government funds are not available due to long approval processes in the financial year that prevent funding at critical times for species, or other constraints.

The project invested in 21 protected areas by recovering or improving deteriorated infrastructure in turtle camps, providing equipment for biological monitoring, fire-fighting, environmental education, habitat restoration and other needs, as well as for the maintenance and purchase of vehicles. These are benefits that will last beyond project closure. Even more lasting are the effects of work carried out by specialized field officers, which led to strengthened management and operational capacity in protected areas. Turtle Sanctuaries which are understaffed, sometimes having only a Director in charge, were able to expand conservation actions and increase the rate of turtle survival with support from local communities engaged by field officers. Synergies were established with communities, cattle farmers, private landowners, and NGOs for joint management of territories used by species at risk beyond protected area boundaries. Changes of perception on how to manage species at risk were reported by several protected area directors, while private landowners changed behavior with regard to species at risk that were formerly only perceived as predators for lack of knowledge of their habits, needs and relevance in the ecosystem. Many hectares of areas were registered under private protection by communities and landowners (ADVC and UMA), adding to public protected areas.

Information was generated for each protected area on financial gaps, needs for community participation, and potential connectivity sites. These documents are a good base for planning conservation actions in the coming years. Clear definitions of financial needs will facilitate fundraising for specific issues for the conservation of species at risk.

Global benefits of the project result from the incremental contribution to species conservation programs in place for longer intervals of time in Mexico. Despite the positive estimates of species recovery measured in years of implementation, it is not possible to credit the project alone for these results. Population densities naturally fluctuate over time, thus have to be measured over long periods. Besides, to rescue species from the threat of extinction requires continued action that is gradually more qualified and specific; this is where GEF was able to provide incremental support. The Mexican wolf was moved from the category of “Extinct in the wild” to “Endangered” in 2019 (Annex 3 of NOM 059/2019) as a result of continued conservation efforts since 1970. Mexican wolf and Baja California pronghorn have reproduced in the wild. Although these are not successful outcomes of the project alone, they are certainly relevant.

The data generated from biological monitoring work provide a new map for protected area managers to establish more specific conservation measures in priority areas for vigilance, habitat restoration, animal rescue due to drought and other management actions, as well as coalitions with landowners, communities, and local organizations to support species at risk.

Although explained in more detail in section 4.3.5, it is important to highlight the influence of the project Coordinator in the development of the National Program for Protected Areas 2020-2024, which maintained the main objectives of this project: conservation of species at risk, strengthening protected areas and community participation.

4.3.10 Catalytic / replication effect

The potential of replication of best practices developed through the project to other protected areas in Mexico is especially high. However, due to initial delays, which restricted the time of implementation in protected areas to 2-3 years, the project closes at the **Demonstration** level. Had there been more time for practical work in protected areas, the models and practices developed would have covered more ground, engaged more people and community groups, consolidated best practices in more cattle farms, and extended the influence of the project to other areas.

A few situations reached the level of **Replication**, such as the use of royal eagle monitoring protocols developed in PN Sierra de San Pedro Mártir by APFF Valle de los Cirios and RB Vizcaíno, the adoption of best practices by cattle farmers through workshops for the exchange of experiences between protected areas sharing conservation actions for Mexican wolf and royal eagle. Exchanges of experiences were promoted between RB Janos, RB Mapimí, APFF Tutuaca, APFF Papigochic, APFF Maderas del Carmen, APFF Campo Verde and PN Sierra de San Pedro Mártir. Best cattle production practices to reduce predation of domestic animals by species at risk were developed at APFF Maderas de Carmen, then replicated to RB Janos, RB Mapimí, APRN Distrito de Riego 004 Don Martín, and APFF Cuatro Ciénagas. An extra benefit was the replication of organic meat certification based on RB Mapimí, which was supported by the GEF Invasive Species project. The exchange of experiences between cattle farmers and protected area staff focused on jaguar conservation potentialized the replication of best cattle management practices in RB Sian Ka'an, RB Calakmul, RB Marismas Nacionales, and RB Montes Azules. Rescue of dehydrated animals and water provision were measures to mitigate the effects of climate change replicated throughout protected areas subject to prolonged drought.

The project generated synergies among protected areas that share the same species at risk. PN Sierra de San Pedro Mártir, APFF Valle de los Cirios, and RB El Vizcaíno will carry out a regional aerial survey in Baja California and Baja California Sur now planned for April, 2021 (the survey had to be postponed due to the global corona virus pandemic in 2020). A standardized monitoring protocol for the leatherback turtle is used by all Turtle Sanctuaries with nesting sites of the species. ST Playa Cahuitán and ST Tierra Colorada coordinate operations for turtle conservation efforts. These protocols and models can be easily shared with other protected areas in the National System (SINAP).

The methodology used to develop the environmental education guide at ST Rancho Nuevo based on specific interviews with the local communities where the educational programs will be applied should be widely replicated. This method has significant potential to increase the effectiveness of environmental education for focusing on contents identified by the target population as relevant and increasing the likelihood of collaboration and public awareness on conservation issues.

4.3.11 Progress to impact

In general terms, **the project contributed to the objective** of improving the effectiveness of conservation of species at risk in protected areas in Mexico. Among the four SRF indicators, two

were only partially achieved, and two were not achieved. Continued action is necessary to increase the level of impact. Even so, progress achieved by the project was relevant to improve the perception and management of species at risk at CONANP Headquarters and protected areas, and there are many lessons learned and best practices to be used in future work.

The estimates of increase in populations of nearly all 14 priority species at risk in the final year of the project is a positive outcome. This is however derived from longer-term conservation programs of CONANP and many other government agencies, NGOs and communities working on the conservation of these at risk. To ascribe these results to 2-3 years of project work would not be fair, given the nature of the threats and the time required to rescue species from the risk of extinction, much longer than the implementation period allowed by the project. The positive social impacts of the project to people in the areas of influence of protected areas and biological corridors were temporary, but should continue indefinitely with funds from CONANP subsidy programs and external sources.

It is important to continue implementing long-term processes that gradually change local and regional realities through the adoption of best production practices and changes of perception, at the same time reducing aggressive behavior towards species at risk and their habitats, increasing community participation with gender equality in key conservation activities, and improving management capacity focused on species at risk and based on available data that must be continually added to the Integrated Information System on Species at Risk (SIIER).

The details on each of the objective indicators in the Strategic Results Framework are presented in Table 13.

Table 13 – Analysis of global impact in the Strategic Results Framework. The achievement color scale is: green – completed, the indicator shows successful progress; yellow – the target should be achieved by project closure; red – the target will not be achieved before project closure.

Project Strategy	**Objectively verifiable indicators**						
Objective	**Indicator**	**Baseline**	**Target**	**Achievement**	**TE Rating** [10]	**Comments on achievements and ranking**	**Information sources**
Objective 1. PAs in Mexico contribute effectively to the conservation of endangered species.	**ObI1.** Change in policy, institutional and regulatory conditions in support of conservation of endangered species.	0 PAs have adequate operational capacity to implement the PROCER.	21 PAs have adequate operational capacity to implement the PROCER.		**S**	All 21 protected areas reported relevant progress in capacity, purchase and/or maintenance of equipment and vehicles and infrastructure for the implementation of conservation activities for species at risk. Some areas have better perspectives of sustainability due to external funding (RB Calakmul, RB Sian Ka'an, APFF Valle de los Cirios), while others barely have basic resources to continue operations, as the majority of Turtle Sanctuaries.	Interviews with protected area directors and staff, consultancy reports.
		The opinion of CONANP is not binding for Environmental Impact Assessment (EIA) results.	Proposed amendment to the internal rules of the SEMARNAT such that the resolutions of the EIA reflect the opinion of CONANP.		**HU**	Although this target seemed achievable when the project was designed, in a different political context, it did not prove viable. The proposal was included in the draft of the General Biodiversity Law, which passed the Senate in 2017, but was not approved by National Congress. The alternative measure defined is to provide capacity building to CONANP staff for higher quality technical opinions on EIA, an activity still pending at the time of the TE, when the call for consultancy proposals was still open.	PCU, interviews with CONANP and the UNDP.

[10] The GEF rating scale has 6 points: HS – Highly Satisfactory; S - Satisfactory; MS - Moderately Satisfactory; MU - Moderately Unsatisfactory; U - Unsatisfactory, and HU – Highly Unsatisfactory.

Project Strategy	Objectively verifiable indicators						
Objective	**Indicator**	**Baseline**	**Target**	**Achievement**	**TE Rating** [10]	**Comments on achievements and ranking**	**Information sources**
	ObI2. Change in CONANP's financial capacity to address endangered species conservation.	0 Revolving fund. Financial resources governed by the norms and procedures of the Ministry of Finance; their availability does not relate to the timing of operational needs at the field level. Other resources are not predictable and/or available with the appropriate timing.	1 Revolving fund established (Fund for the Conservation of Endangered Species, FONCER) allowing timely access to resources.		**MS**	The endowment fund (FONCER) was established in 2016 with GEF funds from the project, without the GoM match. No funds have been disbursed to date. A consultancy contract for the development of a financial strategy to capitalize the fund was signed at the beginning of November, 2020. Verbal agreements to support implementation were arranged for advice from BIOFIN and execution by the FMCN. These agreements should be formalized between CONANP, FMCN and BIOFIN to make sure the institutional roles are clear. There will be no time left in the project to verify the effectiveness of the strategy.	Interviews with PCU, FMCN and BIOFIN.
			14 activities / projects supported by the fund.		**HU**	The endowment fund (FONCER) has not disbursed any funds, so no projects or actions have been supported to date. This situation will not change before project closure. The Species Commission in the CT-FANP requested CONANP to define priority species, areas and activities before any funds can be released.	Minutes of CT-FONCER and CT-FANP meetings.
	ObI3. # of hectares under improved management in favor of endangered species conservation.	0 ha (total PA 25,394,779 ha in 176 PAs).	2,000,000 ha in 21 PAs.		**MS Target achieved 84.6%**	The 21 protected areas in the project reported progress in area under improved management. Community and private areas were added under different activities and protection schemes such as Areas Voluntarily Dedicated to Conservation (ADVC) to some of the protected areas (especially in the native ranges of jaguar and Mexican wolf). In other protected areas, this target was difficult, as in most marine Turtle Sanctuaries, but conservation activities were extended to other beaches or resources were shared with nearby turtle camps. The total area estimated to be under improved management is 1,691,852 ha (PIR 2020). Conservation activities included habitat restoration, improved capacities, increase in community participation and development and application of monitoring protocols. In addition, most Directors improved their perception of planning to look beyond protected area boundaries and	PIR 2020

Project Strategy	Objectively verifiable indicators						
Objective	**Indicator**	**Baseline**	**Target**	**Achievement**	**TE Rating** [10]	**Comments on achievements and ranking**	**Information sources**
						cover biological corridors or integrate workplans with other PA that host the same species at risk.[11]	
	ObI4. Average METT score of the BD-1 Tracking Tool.	62%	72%		**U Target achieved 43% of PA**	Of the 21 protected areas, 7 surpassed the average target score of 72 points, 2 scored 72 points, 11 made progress and one retrogressed (APFF Papigochic, 51 to 50 points). This protected area was not directly involved in the project; although the Director of APFF Tutuaca and APFF Papigochic was in charge of project activities, they were implemented in APFF Campo Verde, which was not originally in the project. PN Lagunas de Chacahua did not make significant progress (48 to 50 points), which shows that it needed specific support that was not available from the project. The other protected areas, except APFF Tutuaca (56 points), scored between 60 and 70 points.	GEF Management Effectiveness Tracking Tools (METT)

[11] Initial assessments of potential areas for biological corridors and work with private landowners to reduce conflicts due to predation by species at risk started in 2017; however, no records of improved management over areas were made then. In 2018, 568,387 hectares under improved management were reported by 13 protected areas, including an increase in 57,785 hectares to the refuge of the marine porpoise in RB Alto Golfo de California y Delta del Río Colorado. In 2019, 540,009 more hectares were added, totaling 1,108,396 ha with habitat restoration, improved biological corridors, increase in community participation, and application of monitoring protocols. The project supported the development of a proposal for the marine porpoise protection program for the western area of the Alto Golfo de California, within the new refuge (increased at the end of 2018 by the GoM by 184,000 ha), and an update of the management plan. In 2020, several activities for the conservation of species at risk were implemented. The final estimate of area under improved management is 1,691,852 ha.

5 MAIN FINDINGS, CONCLUSIONS, RECOMMENDATIONS AND LESSONS

The main findings, conclusions, recommendations and lessons learned of the Terminal Evaluation are presented in this section. They reflect the opinion of many of the project participants and partners, as well as the interpretation of the TE Team.

5.1 MAIN FINDINGS

The project is relevant for its contribution to the objective of conservation of species at risk of global importance. A population increase was observed for nearly all priority species in the final year of the project, 21 protected areas improved their management capacity to focus on species at risk, and more than double the expected 100,000 hectares were registered as areas under protection. Although the increase in species populations cannot be ascribed solely to the project, the contribution of the project in terms of funding, capacity and expanded management were significant.

Management capacity for the conservation of species at risk was strengthened by providing improvement in infrastructure and equipment for fieldwork, developing an information system for data on species at risk and decision-making at the national level, and generating changes in perception of directors, staff, cattle farmers and communities about species at risk, their needs and relevance in natural ecosystems.

The project was designed with a narrow focus on CONANP without considering the benefits of integrating other institutions, especially to insert activities for the conservation of species at risk in other programs of work. The lack of institutional cooperation from project start reduced the sustainability potential of the outcomes.

Some frailties were observed in the project design, such as two overambitious targets, a superficial risk analysis, and a generic M&E plan. This scenario was aggravated by slow adaptive management response and decision-making. The target to change legal regulations in favor of CONANP was not viable without ownership of the project by high level personnel, which changed frequently in the initial years of implementation. Ownership was also key to increase the chances of capitalizing the endowment fund (FONCER), as well as a financial strategy that was not prioritized from project start.

During the initial 2-3 years of implementation, the project was not well managed due to changes in personnel at CONANP and the PCU, expenses made to cover for budget cuts to CONANP, and conflicts of interest among partners. It was necessary to realign the project objectives to ensure the outcomes were focused on the conservation of species at risk. The UNDP nearly took on the role due to difficulties or lack of project coordination until June, 2018. After this period, with the addition of an M&E expert in 2019, the PCU was stabilized and implemented the project at a fast pace, having less than three years to carry out activities that had been planned for five years. The current coordinator's abilities in management and conflict resolution, with support from the PCU team, greatly facilitated project implementation.

The endowment fund (FONCER) established through the project is not sufficient to finance activities or projects for species at risk at the national level. The development of a capitalization

strategy was delayed until the end of the project, leaving the future task of implementation to CONANP with support from BIOFIN and FMCN.

Differences of opinion on fieldwork needs and respective difficulties were noted between CONANP Headquarters and protected areas in the project. Good communication mechanisms are important to ensure that central management understands the local context, and that the local context understands project requirements. Virtual meetings to improve communication could have been arranged throughout the project to facilitate communication and consensus.

The management of funds for protected areas by an NGO (ENDESU) and the contracts with field officers with expert knowledge dedicated to project activities and to support management with a focus on species in the protected areas were widely acknowledged as two of the best decisions made for the effective implementation of the project.

The reduced time for implementation of practical activities in protected areas due to initial delays limited the scale of results, as there was not enough time for replication and upscaling. The global corona virus pandemic imposed more restrictions, as many activities were interrupted in March, 2020, especially direct interaction with communities and capacity building workshops. The total time of practical implementation in protected areas barely exceeded two of the five years of the project, being therefore viable for the development of models and practices, without replication to larger areas.

Generally speaking, this project did not seek to establish collaboration with other GEF projects, although lessons learned were used in the design and best practices were adopted during implementation. The exchanges of experiences promoted through the project among protected areas with similar issues, however, proved to be excellent replication strategies and may multiply the impact of some outcomes in the future.

Collaboration opportunities with NGOs were thwarted by the Federal Authority Law from 2019, which prohibited the disbursement of government funds to the third sector. In 2018, 80% of funds in the PROCER subsidy program were executed by NGOs, which provide highly relevant support to protected areas on species and ecosystem conservation activities and facilitate interaction between protected areas, communities and private landowners. This change affected the project due to the loss of technical and scientific capacity for conservation, which cannot be provided by communities.

According to results of the institutional capacity evaluation, the protected areas in the project with better structure and management capacity were APFF Valle de los Cirios, PN Sierra de San Pedro Mártir, and RB Janos. On the other hand, the protected areas identified as requiring more support from CONANP Headquarters to reach the project target were APFF Papigochic, RB El Vizcaíno, SR Playa Chenkán and PN Lagunas de Chacahua.

The most relevant frailties in institutional capacity to establish joint management mechanisms apply to ST - SR Playa Cahuitán, ST Playa de Escobilla, RB Marismas Nacionales de Nayarit, APFF Papigochic, and APFF Tutuaca, while three protected areas are at the most basic level of technological needs and capacity: SR Playa Chenkán, RB Marismas Nacionales de Nayarit, and APFF Papigochic.

The institutional capacity analysis (GEF tools) showed that the protected areas with more need of support were APFF Papigochic, with low scores in the three criteria selected to measure progress, SR Playa Chenkán, and RB Marismas Nacionales de Nayarit with low scores in two of the three criteria. A rapid management response from CONANP Headquarters and the PCU based on these evaluations could have led to better results by project closure.

The National Program for Protected Areas 2020-2024 included the main objectives of the project, specifically strengthening institutional capacities, actions for the conservation of species at risk, community participation, and increased cover in protected areas. The MTR included a recommendation to engage the project coordinator in the development of the document, which was granted through a request of the Project Board.

Relevant information was generated for the 21 protected areas in the protect on their financial gaps, needs of community groups to deliver conservation activities, and potential connectivity sites where land protection and cooperation with communities and private landowners stand better chances of expansion. The engagement of community groups is highly relevant to implement conservation activities in protected areas. In some cases, community groups were not paid or did not have appropriate equipment to work with, situations that require proper attention to avoid discouragement.

The dissemination of project activities and of information on species at risk helped change perceptions of protected area staff and people in the areas of influence. Excellent dissemination examples are the short film on Mexican wolf set in RB Janos, which received a prize for best documentary at the Cinema Planeta festival, and the video about a group of women who monitor the royal eagle in the mountains in APFF Maderas del Carmen.

The cross-cutting issue of gender equality and women's empowerment was not part of the project design. Efforts were maintained throughout the project to ensure equal participation of women in accordance with the CONANP gender policy of 50-50% participation. As no extra efforts to approach the root causes of gender inequality were made or planned, the project reached the level of "gender targeted".

The fluctuation in the execution of financial resources (75% in 2016, 25% in 2017, 91% in 2018, and 65% in 2019) was initially due to frequent personnel changes and conflicts among participants. In 2020, expenditure reached only 48% by the end of November, at least in part because activities had to be cancelled due to the corona virus pandemic. There were no findings in the financial audits of CONANP or ENDESU. The co-financing funds were not only honored, but surpassed, and included contributions from NGOs that had not been committed at project start. The total amount of co-financing according to official sources was US$ 170,216,947.94 against US$ 31,850,000 originally planned. There is no fragility of financial execution in procedures or records, but in the use of GEF funds to cover for gaps of government funding in the initial years of project implementation, when the Project Board approved the use of funds for recurrent expenditures to compensate for the severe reduction in the CONANP budget and lack of funds in the Species at Risk subsidy program (PROCER) in 2017.

5.2 CONCLUSIONS

Global benefits were generated through the project for the conservation of biodiversity of species at risk. The project was strategically relevant throughout implementation because it coincided with the time of severe reductions in the CONANP budget, significantly contributing to sustain and expand conservation activities and improve management with a focus on species at risk. The field officers with expert knowldege contracted for 21 protected areas contributed to strengthen management capacity and increase collaboration with local stakeholders and communities. Expenditures that should have been covered by CONANP in the initial years of implementation were identified as a risk to the project in 2017 and managed especially by the UNDP. It was not viable to estimate the amount of funds used in susbtitution of CONANP funding. Significant improvements were made in terms of infrastructure, equipment, operational capacity, and changes of perspective for the management of species at risk.

The national benefits expected were achieved by strengthening institutional capacities of CONANP for the conservation of species at risk. The development of an information platform for species at risk, with compulsory use of the biological monitoring (SELIA) platform by beneficiaries of the PROREST subsidy program, and increased awareness on the social and economic benefits resulting from the conservation of species at risk are lasting results that changed the perspectives of protected area directors and staff, community members, and private landowners.

The Information System on Species at Risk (SIIER) has made information available from years of work by CONANP and partners, and is linked to the National Biodiversity Monitoring System hosted by CONABIO. The SIIER provides a technical base for decision-making, the development of technical opinions, and establishment of priorities in terms of species and sites in protected areas to protect species at risk. The system has so far not been widely used because it is very recent, but if it is better known and more systematized data are appended, it has excellent potential to serve as a base for planning, management, and the development of conservation policies.

The main obstacle to the successful establishment of an endowment fund through the project was not the unfulfillment of the GoM commitment to contribute one million dollars, but the concept of initiating a fund with relatively few resources and not planning to develop a financial strategy to capitalize the fund from project start. The fund should not have been dependent on a single funding source, but consider other mechanisms such as mobilization from tourism in protected areas, environmental fines, compensation for environmental impacts from large operations such as in the electric sector, mining and petrol drilling, or contributions from development in the forestry, agribusiness, fishing and tourism sectors, as well as the private sector, foundations, and NGOs. Misunderstandings on the role of FMCN and the lack of adaptive management response of the Project Board towards developing the financial strategy also limited progress. The consultancy contract to develop the financial strategy was finally signed in early November, 2020, just before project closure.

The information obtained from the evaluation of protected areas using the GEF METT and ICR was not well used by the project (9 protected areas achieved or surpassed the target of

management effectiveness, 12 did not achieve it; the average score expected for institutional capacities was not achieved by all protected areas, although progress was made). Had there been effective response actions after the first round of evaluations, in 2019, at least some of the protected areas could have made more progress to achieve the target scores. Besides, some of the protected areas repeatedly did not achieve the target scores in several criteria, which clearly showed the need for support on specific management issues. The GEF tools can be very useful for CONANP Headquarters to provide support to protected areas on specific issues, improving management effectiveness throughout the National Protected Area System (SINAP).

The infrastructure repaired and equipment purchased through the project are benefits that will last many years. Protected area directors and staff improved their skills on landscape-level management, collaboration was expanded between protected areas, state governments, NGOs, communities, and private landowners. The information produced on the financial gap, needs for community participation, and potential connectivity sites is important for use in planning exercises and to identify specific fundraising needs in protected areas, therefore the return of systematized information to each protected area by the PCU is a relevant pending task.

The **effectiveness** of project implementation was compromised by long initial delays between 2016 and early 2018 due to changes of personnel, vacant coordination and M&E positions in the PCU, lack of clarity on partner roles, and slowness in adaptive management response. It is important to highlight that after June, 2018, the PCU managed to accelerate implementation and achieve the project targets especially in the protected areas, while the targets at the national level were compromised due to conceptual issues, lack of adaptive management and low ownership by high-level authorities at CONANP and SEMARNAT. The impacts of the project were therefore limited to the development of management tools, especially the Information System (SIIER), best practices and demonstration models in the field mostly at the local level, with limited replication.

In spite of the impeccable financial management by UNDP and ENDESU, which provided all necessary records of expenditure, processes, and reports, the project was rated as moderately efficient because the use of funds on recurrent expenses in protected areas in the initial years, covering financial gaps of CONANP due to severe budget cuts by the GoM. This situation was well controlled from 2018, as institutional roles were accepted. It became clear that the UNPD had more than an administrative role in the project and ensured that the project implementation was focused on objectives, with expenses made for that purpose. The UNDP practically took on the project coordination at the time, until the PCU was stabilized and gained control of the project.

The National Program for Protected Areas 2020-2024 contributes significantly to the sustainability of the activities initiated through the project for incorporating the objectives of strengthening institutional capacities, promoting the conservation of species at risk, encouraging community participation, and increasing the cover of protected areas. This program therefore creates much opportunity for the replication of project models, practices and protocols for the conservation of species at risk throughout the National Protected Area System (SINAP), from the implementation of Priority Management Strategies to measures of adaptation

to climate change, and the replication of best production practices. Moreover, the compilation of lessons learned and successful practices as well as methodologies is important to facilitate dissemination.

The project contributed to increase awareness on species at risk and changes of attitude towards these species and their habitats in communities and private areas. Capacity building, and environmental education were offered to the public, and model cattle ranches were established. These changes and models contribute to the sustainability of project objectives, especially in sociopolitical and environmental terms. On the other hand, the endowment fund has not been sufficient to ensure the financial sustainability of activities initiated through the project, a situation that will not change in the short term.

The landscape level replication of models developed through the project was not achieved due to the short implementation time in protected areas. CONANP is therefore left with the responsibility of disseminating and promoting the replication of practices, protocols, and models to protected areas in similar contexts to advance the conservation of species at risk at the national level. UNDP networks should help increase impacts, as well as future conservation projects that may include activities for the benefit of species at risk based on the experience accumulated through this project.

The data generated through biological monitoring on the occurrence of species at risk is highly relevant to define priority sites for vigilance, habitat restoration and animal rescue, as well as to define where collaboration with landowners and communities is more relevant and feasible. These documents are important guides for management in protected areas and their areas of influence.

The participation of communities in environmental conservation activities does not only benefit protected areas and increase the territory under management, but provides work opportunities in rural areas. It is very important that community groups have proper support in terms of equipment and safety, and that the workers are timely paid. The definition of protocols for each type of community group might facilitate the coordination of these tasks, as well as encourage and increase participation.

Although gender equality and women empowerment were not specifically included in project design and have no indicators in the SRF, throughout the project the PCU and protected areas sought equal participation of women and men. However, a specific strategy or action plan would have enabled the project to work on the root causes of inequality and produce more profound changes beyond ensuring equal participation of men and women, moving from the rating of gender-targeted to gender responsive.

5.3 RECOMMENDATIONS

Table 14 – Terminal Evaluation recommendations.

Rec #	Terminal Evaluation recommendations	Institution in charge	Deadline
A	**Category 1: Project closing and sustainability**		
A1	Consolidate the project exit strategy*, including at least: (a) the financial strategy for development of the endowment fund (FONCER), defining resource mobilization mechanisms and including possibilities for funding by private capital; (b) an action plan with specific activities or projects to be funded by FONCER; (c) indication of the mechanisms through which the information and data produced through the project will be available to protected areas, project partners and stakeholders; (d) recollection of lessons learned; (e) recommendations for continued work by CONANP and partners, considering the National Program for Protected Areas 2020-2024.	PCU CONANP Headquarters UNDP BIOFIN FMCN	Apr 21
A2	Formalize agreements with FMCN and BIOFIN to support the development and implementation of the financial strategy to the endowment fund established through the project, clarifying roles, responsibilities and establishing a clear timeline.	PCU CONANP Headquarters UNDP BIOFIN FMCN	Apr 2021
A3	Consolidate the information gathered from protected areas on financial gaps, number of community committees required, and potential connectivity sites for species at risk, and return a systematized document to all protected area managers for use in planning and fundraising.	PCU	Apr 2021
A4	Establish protocols for community participation including gender equality strategies and ensure that committees that perform conservation actions understand the purpose of the work in process, work in safe conditions, are properly equipped, and paid according to arrangements.	PCU CONANP Headquarters and protected areas	Apr 2021
B	**Category 2: Replication and sustainability of conservation measures for species at risk**		
B1	Promote the replication of products, methods and best practice models developed through this project to the National Protected Area System (SINAP), NGOs and others interested, including dissemination through the UNDP network.	CONANP Headquarters UNDP	Dec 2021
B2	Develop a line of work to consolidate alliances with other public, private and civil society institutions for the conservation of species at risk and their habitats, as well as for other themes of high relevance for the conservation of biodiversity and for the implementation of the National Program for Protected Areas 2020-2024.	CONANP Headquarters	Dec 2022
B3	Conduct an evaluation of alternatives for the provision of incentives (e.g. access to CONANP subsidy programs, payment for environmental services por, Green Certification, carbon credits, discount in land taxes and others) for the establishment of environmental protection categories (UMA, ADVC and others) by communities and private landowners.	CONANP Headquarters SEMARNAT	Continuous
B4	Ensure the continuity of data registry in the National Information System on Species at Risk (SIIER), especially to include systematized data from conservation projects and CONANP subsidy program reports (PROCER, PROREST, PROMOBI and others) in order to facilitate searches, and improve available data to better support decision-making and management, providing data at the level of protected area, not only Regional Directorates.	CONANP Headquarters	Continuous

Rec #	Terminal Evaluation recommendations	Institution in charge	Deadline
B5	Make use of the GEF institutional capacity and management effectiveness results (METT and ICR) to provide more specific support to protected areas, overcoming difficulties and achieving the changes expected at the beginning of this project, and as management tools to assess and support other protected areas in the implementation of the National Program for Protected Areas 2020-2024.	CONANP Headquarters	Continuous
C	**Category 3: Future projects**		
C1	In future biodiversity conservation projects (e.g. sustainable use of wildlife, sustainable fisheries), include some of the measures developed successfully in this and other projects to expand the use of management measures for species at risk and their benefits to other indigenous species.	CONANP Headquarters UNDP	Continuous
C2	In the design of future projects, dedicate special attention to risk analysis and develop a Theory of Change to ensure that project targets are realistic and consider that changes in the legal framework are high risk targets in regions where political instability is high.	PNUD CONANP Headquarters	Continuous
C3	In the design of future projects, include a support mechanism for project partners to develop a sustainability plan for relevant activities initiated through the projects, an effort to be developed from project start to ensure there is time to consolidate cooperation agreements and increase financial sustainability.	UNDP CONANP Headquarters	Continuous
C4	In future projects, compose the PCU with balanced profiles, including political and communication abilities for negotiations with higher levels of command in government institutions and alliances with other organizations, proposition of changes or new policies to support conservation efforts, besides technical capacity, in order to improve sustainability perspectives.	UNDP CONANP Headquarters	Continuous

* The exit strategy refers to activities that are relevant for project closure. It is essential for communicating what should happen once the project ends to the Implementing and Executing Agencies, project partners and beneficiaries, contributing to project transparency and accountability. The exit strategy should include technical and administrative activities, such as assigning institutions and respective responsabilities to continue working on project outcomes; define information that should be required or continued to be generated in the future; define mechanisms for continued legal / institucional support, environmental, social and financial sustainability, and to continue monitoring key indicators. The exit strategy should include the financial strategy and action plan for the endowment fund created through the project; the destination of goods and services; knowledge transfer to the Executing Agency; the complete transfer of project documentation; a recollection of lessons learned; authorization for the use of products generated through the project when necessary due to intellectual property rights; the TE report; the program and report on the project closing ceremony; the destination of final products (studies, consultancies and documents produced by field officers and protected area staff) and how they will be delivered to protected area managers, stakeholders and participants; a proposal for M&E of certain products or activities, and who should be in charge; transfer to higher levels of of any remaining task that was not completed during implementation for follow up and closure.

5.4 LESSONS LEARNED

Projects that involve key stakeholders to develop the intended objectives have better prospects of success, especially because the risk of compromising sustainability is high if collaboration is not consolidated during implementation. Support from high-level personnel in government agencies and the Implementing Agency should be requested to establish collaboration from project start in order to increase the perspectives of sustainability at project closure.

The project was designed with a narrow focus on CONANP, missing collaboration opportunities with other government agencies of high relevance for the conservation of species at risk such as the Ministry of Agriculture and Rural Development (SADER), National Forestry Commission (CONAFOR), National Fisheries Institute (INAPESCA), National Fisheries and Aquaculture Commission (CONAPESCA), Federal Court for Environmental Protection (PROFEPA), National Institute for Ecology and Climate Change (INECC), among others, as well as with the private sector and NGOs. Such collaboration not only contributes to inform a much wider audience, but improves the perspectives of sustainability of actions initiated through the project and of shared responsibilities for the conservation of species at risk. The ROAR 2018 contains a remark on frustrated interactions with SADER (then SAGARPA) and CONAFOR at the central level on their areas of influence to favor species at risk. Cooperation would have been more easily established if these agencies had been engaged since the design phase.

The lack of attention to risk analysis in the design phase of projects is detrimental to implementation, as it can generate delays in adaptive management and lost opportunities for better outcomes. In the same manner, a more robust and broader M&E plan than the indicators in the SRF, as well as a Theory of Change, can expedite adaptive management for effective responses to critical issues such as low viability targets or others that obstruct implementation. A brief guide on the indicators, including factsheets on formulas, methods used for data collection, and indications of how to measure progress would be especially useful in the event of personnel changes, saving time and avoiding confusion. The M&E plan should enable quantitative measuring and guide projects to achieve targets and expected results.

The proposition of making changes to national regulations is more often than not unachievable in projects implemented over 4-5 years. Such targets should only be included based on consistent legal and risk analyses, and in political scenarios of favorable support at least in the initial phase of implementation before elections or other externalities that may generate significant changes in the political and economic context.

Projects that propose the establishment of endowment funds must include an expert on the topic as part of the project team or an expert consultant from the start. The financial strategy of such projects must be developed from project start and should not be based on a single source of capital, but plan to use diverse capitalization mechanisms, resource mobilization, and the diversification of funding sources. These mechanisms may capture funds from environmental compensation, fines due to environmental crimes or impacts, conservation incentives and cooperation with private companies wishing to benefit from a positive image of environmental conservation, an approach especially viable with charismatic animals such as the jaguar, marine turtles, the royal eagle, California condor, and other species at risk.

Participation of high-level authorities in the Project Board creates important opportunities to increase project ownership, effectiveness, and sustainability.

Providing a brief capacity building session to the PCU team when first hired, based on lessons learned from similar projects, may expedite implementation and avoid common problems faced by those working on a GEF – UNDP project for the first time.

It is important that all project partners and persons involved have clear information at project start on the role of each institution involved, as well as a clear interpretation of project objectives, targets, and activities to avoid creating expectations that may not be fulfilled, confusion, and frustration that may negatively impact implementation. Signed cooperation agreements with partner institutions with clearly defined roles and responsibilities in the design phase can also help avoid misunderstandings, especially in the event of personnel changes.

The inclusion of guidance documents in Terms of Reference for the development of consultancy reports and products, clearly stating the type and format of information required may contribute to the verification of SRF indicators and adaptive management responses. It would also facilitate the addition of systematized data to national information systems such as the SIIER. The separation of consultancy reports and final consultancy products can likewise increase the usage of products, as they would be more objective and more attractive, facilitating dissemination and replication.

Conducting brief enquiries before deciding which protected areas or project partners require which type of support and funding can greatly facilitate decision-making and improve effectiveness. Use of the GEF METT and ICR tools may create opportunities for progress on specific areas of interest to project implementation and to produce better outcomes.

The Mid-Term Review (MTR) is a relevant instrument that provides an external outlook on the project, creating opportunities to redirect activities and the course of the project for better prospects of achievement. The one-year delay in the MTR made the project miss opportunities of adaptive management that might have generated better outcomes by project closure. The MTR should be presented to the PCU and project partners as an opportunity for improvement and support to the project, as well as the Terminal Evaluation.

The arrangement with the NGO ENDESU for the financial management of resources directed to implementation in protected areas should be used in other projects because it was worked very well, as funds were mobilized with agility and on time for conservation activities.

The field officers hired through the project for protected areas were key for the achievement of expected outcomes, as most protected areas would not have had staff that could dedicate so much time to the project. Besides, as many field officers were experts on species at risk, they contributed to strengthen management capacities in protected areas. Some field officers were overwhelmed at first and it took them a while to understand the project and their role, which could have been expedited by an initial session on the project and their responsibilities. The hierarchy above field officers hired through the project needs to be clearly defined, as some felt that once they were working under two authorities, they did not feel part of neither the PCU nor the protected area, and it was at times difficult to prioritize demands between the two.

The engagement of community groups and other persons in the areas of influence of protected areas must be conducted with safety and the necessary equipment to avoid discouraging

participation. The development of protocols per type of activity can be very helpful in making sure they are well cared for, including clarity on objectives, roles, responsibilities, equipment, daily rates, and the reasons why the activities to be conducted are relevant for conservation. These groups will then more easily share information on these activities with a positive outlook and see them as beneficial in terms of learning opportunities that generate social and environmental benefits.

For members of communities near or inside protected areas to develop a deeper sense of care for the environment, it is important that the information provided through environmental education or capacity building is not solely focused on the relevance of species at risk, but on the environment as a whole so they will value the conservation of entire ecosystems. The method applied in this project to carry out a survey with the community as an instrument to develop a specific environmental education approach that covers knowledge gaps has excellent replication potential throughout the National Protected Area System (SINAP) and can greatly increase the effectiveness of environmental education.

Project results as well as the findings, conclusions, recommendations, and lessons learned of project evaluations should be shared with stakeholders, especially with those who participated in interviews, to give feedback and provide a broader perspective of project outcomes and results and avoid frustration for having participated without getting to know the results.

Exchange of experience workshops are highly acknowledged as productive to provide learning opportunities and the replication of models and practices between protected areas and projects with similar conservation issues.

Efforts to increase collaboration with private landowners in areas of influence of protected areas have proved highly favorable for the conservation of species at risk, especially due to opportunities of adopting best management practices, capacity building, environmental education, certification processes, and payment for environmental services. These opportunities led to the change of attitude towards predator species at risk, and more understanding of the value and functions of species and natural ecosystems.

Identifying synergies between protected areas and state governments, NGOs, and universities is a positive practice that expands the reach of conservation actions and contributes to their sustainability.

If the project had included a specific strategy on gender equality and women empowerment with an expert guidance for field work, it would have contributed more strongly to changing paradigms and consolidating behavior and leadership changes in communities, making progress towards real transformation. Additional efforts with experts would have generated more significant results than equal participation in numbers, with potential progress in terms of women’s rights, status, distribution of benefits and resources, and levels of responsibility by gender, which should be inclusive of the underlying causes of inequality as well as other gender identifications.

6 ANNEXES

ANNEX 6.1 TE TOR (EXCLUDING ANNEXES)

TÉRMINOS DE REFERENCIA DE LA EVALUACIÓN FINAL

INTRODUCCIÓN

De acuerdo con las políticas y los procedimientos de SyE del PNUD y del FMAM, todos los proyectos de tamaño mediano y regular respaldados por el PNUD y financiados por el FMAM deben someterse a una evaluación final una vez finalizada la ejecución. Estos términos de referencia (TdR) establecen las expectativas de una Evaluación Final (EF) del proyecto fortalecimiento del manejo del sistema de áreas protegidas para mejorar la conservación de especies en riesgo y sus hábitats (No 4956 PIMS).

A continuación, se presentan los aspectos esenciales del proyecto que se deben evaluar:

CUADRO SINÓPTICO DEL PROYECTO:

Nombre del Proyecto:	Fortalecimiento del manejo del sistema de áreas protegidas para mejorar la conservación de especies en riesgo y sus hábitats			
Identificación del proyecto del FMAM:	00092169		*al momento de aprobación (millones de USD)*	*al momento de finalización (millones de USD)*
Identificación del proyecto del PNUD:	00083944	Financiación del FMAM:	5,525,114	5,525,114
País:	México	Agencia Implementadora (IA) y Agencia Ejecutora (EA) poseen:	PNUD 590,000 CONANP 25,000,000	CONANP 84,845,003
Región:	RBLAC	Gobierno:		
Área de interés:	Biodiversidad	Otro:	ENDESU 900,000 FMCN 2,100,000	ENDESU 1,306,834 FMCN
Programa operativo:	Ambiente, energía y resiliencia	Cofinanciación total:	28,590,000	87,384,755
Organismo de Ejecución:	Comisión Nacional de Áreas Naturales Protegidas (CONANP)	Gasto total del proyecto:	28,590,000	87,384,755
Otros socios involucrados:	Fondo Mexicano para la Conservación de la Naturaleza (FMCN) Espacios Naturales y Desarrollo Sustentable (ENDESU)	Firma del documento del proyecto (fecha de comienzo del proyecto):		6 de enero de 2016
		Fecha de cierre (Operativo):	Propuesto: Diciembre 2020	Real: Diciembre 2020

OBJETIVO Y ALCANCE

El proyecto se diseñó para: salvaguardar la biodiversidad de México que sea de importancia global mediante el establecimiento de instrumentos y capacidades que garanticen el funcionamiento eficaz y sustentable de áreas protegidas (APs) en relación con la conservación de especies en riesgo que sean prioritarias. Los aspectos clave para lograr esta eficacia y sustentabilidad son: i) un enfoque de todo el ecosistema que abarque todo el paisaje para el diseño, planeación y gestión de AP; ii) la participación de las comunidades locales en la gestión de especies en riesgo y su hábitat; y iii) sustentabilidad financiera. El ***objetivo* del proyecto** es que las APs en México contribuyan eficazmente a la conservación de especies en riesgo. Los dos resultados principales del proyecto son: 1. Marcos consolidados a nivel de sistema para apoyar la conservación de especies en riesgo.; 2. Las APs se manejan de forma eficaz para la conservación de especies en riesgo seleccionadas.

La EF se realizará según las pautas, normas y procedimientos establecidos por el PNUD y el FMAM, según se establece en la Guía de Evaluación del PNUD para Proyectos Financiados por el FMAM.

Los objetivos de la evaluación comprenden: analizar el logro de los resultados del proyecto y extraer lecciones que puedan mejorar la sostenibilidad de beneficios de este proyecto para ayudar a mejorar de manera general la programación del PNUD.

ENFOQUE Y MÉTODO DE EVALUACIÓN

Se ha desarrollado con el tiempo un enfoque y un método general[1] para realizar evaluaciones finales de proyectos respaldados por el PNUD y financiados por el FMAM. Se espera que el evaluador enmarque el trabajo de evaluación utilizando los criterios de **relevancia, efectividad, eficiencia, sostenibilidad e impacto**, según se define y explica en la Guía para realizar evaluaciones finales de los proyectos respaldados por el PNUD y financiados por el FMAM. Se redactó una serie de preguntas que cubre cada uno de estos criterios incluidos en estos TdR (Anexo C). Se espera que el evaluador modifique, complete y presente esta matriz como parte de un informe inicial de la evaluación, y la incluya como anexo en el informe final.

La evaluación debe proporcionar información basada en evidencia que sea creíble, confiable y útil. Se espera que el evaluador siga un enfoque participativo y consultivo que asegure participación estrecha con homólogos de gobierno, en particular el Centro de Coordinación de las Operaciones del FMAM, la Oficina en el País del PNUD, el equipo del proyecto, el Asesor Técnico Regional del FMAM/PNUD e interesados clave. Se espera que el evaluador realice una misión de campo en México, la lista de áreas a visitar será definida en la reunión de arranque, a continuación se enlistan las 21 áreas dentro del marco del proyecto:

#	Área Protegida		
1	Alto Golfo de California y Delta del Río Colorado	12	Sierra de Abra Tanchipa
2	Sierra de San Pedro Mártir	13	Chacahua
3	Valle de los Cirios	14	Playa de Tierra Colorada
4	El Vizcaíno	15	Playa Tortuguera Cahuitán
5	Maderas del Carmen	16	Playa de Escobilla
6	Janos	17	Playa Barra de la Cruz
7	Tutuaca y Papigochic	18	Playa tortuguera El Verde Camacho

[1] Para obtener más información sobre los métodos de evaluación, consulte el Manual de planificación, seguimiento y evaluación de los resultados de desarrollo, Capítulo 7, pág. 163

8	Calakmul	19	Playa tortuguera Chenkán
9	Sian Ka'an	20	Tulum (incluyendo las playas de Xcacel – Xcacelito)
10	Montes Azules	21	Rancho Nuevo
11	Marismas Nacionales		

Las entrevistas se llevarán a cabo con las siguientes organizaciones e individuos como mínimo:

Institución	Cargo
CONANP	Director General de Operación Regional
CONANP	Director General de Desarrollo Institucional y Promoción
CONANP	Director de especies para la Conservación
Medio Ambiente	Unidad GEF / PNUD
FMCN	Director
ENDESU	Directora del Programa de Conservación de ANP, Mares y Costas.
PNUD	Oficial Nacional de Programa para el Desarrollo Sustentable
PNUD	Unidad de M&E
Unidad de Coordinación del Proyecto (UCP)	Coordinador del proyecto

El evaluador revisará todas las fuentes de información relevantes, tales como el documento del proyecto, los informes del proyecto, incluidos el Informe Anual del Proyecto (IAP)/ Informe sobre la Ejecución del Proyecto (IEP) anual y otros informes, revisiones de presupuesto del proyecto, examen de mitad de período, informes de progreso, herramientas de seguimiento del área de interés del FMAM, archivos del proyecto, documentos nacionales estratégicos y legales, y cualquier otro material que el evaluador considere útil para esta evaluación con base empírica. En el Anexo B de los TdR se incluye una lista de documentos que el equipo del proyecto proporcionará al evaluador para el examen.

CRITERIOS Y CALIFICACIONES DE LA EVALUACIÓN

Se llevará a cabo una evaluación del rendimiento del proyecto, en comparación con las expectativas que se establecen en el Marco lógico del proyecto y el Marco de resultados (consulte el Anexo A), que proporciona indicadores de rendimiento e impacto para la ejecución del proyecto, junto con los medios de verificación correspondientes. La evaluación cubrirá mínimamente los criterios de: **relevancia, efectividad, eficiencia, sostenibilidad e impacto.** Las calificaciones deben proporcionarse de acuerdo con los siguientes criterios de rendimiento. Se debe incluir la tabla completa en el resumen ejecutivo de evaluación. Las escalas de calificación obligatorias se incluyen en el Anexo D de los TdR.

Calificación del rendimiento del proyecto			
1. Seguimiento y Evaluación	***calificación***	**2. Ejecución de los IA y EA:**	***calificación***
Diseño de entrada de SyE		Calidad de aplicación del PNUD	
Ejecución del plan de SyE		Calidad de ejecución: organismo de ejecución	
Calidad general de SyE		Calidad general de aplicación y ejecución	
3. Evaluación de los resultados	**calificación**	**4. Sostenibilidad**	**calificación**
Relevancia		Recursos financieros:	
Efectividad		Sociopolíticos:	
Eficiencia		Marco institucional y gobernanza:	

Calificación general de los resultados del proyecto		Ambiental:	
		Probabilidad general de sostenibilidad:	

FINANCIACIÓN/COFINANCIACIÓN DEL PROYECTO

La evaluación valorará los aspectos financieros clave del proyecto, incluido el alcance de cofinanciación planificada y realizada. Se requerirán los datos de los costos y la financiación del proyecto, incluidos los gastos anuales. Se deberán evaluar y explicar las diferencias entre los gastos planificados y reales. Deben considerarse los resultados de las auditorías financieras recientes, si están disponibles. Los evaluadores recibirán asistencia de la Oficina en el País (OP) y del Equipo del Proyecto para obtener datos financieros a fin de completar la siguiente tabla de cofinanciación, que se incluirá en el informe final de evaluación.

Cofinanciación (tipo/fuente)	Financiación propia del PNUD (millones de USD)		Gobierno (millones de USD)		Organismo asociado (millones de USD)		Total (millones de USD)	
	Planificado	Real	Planificado	Real	Planificado	Real	Real	Real
Subvenciones			1,000,000	0			1,000,000	0
Préstamos/concesiones								
• Ayuda en especie	10,000		3,000,000		250,000			
• Otro								
Totales	10,000		3,000,000		250,000		1,000,000	

INTEGRACIÓN

Los proyectos respaldados por el PNUD y financiados por el FMAM son componentes clave en la programación nacional del PNUD, así como también en los programas regionales y mundiales. La evaluación valorará el grado en que el proyecto se integró con otras prioridades del PNUD, entre ellos la reducción de la pobreza, mejor gobernanza, la prevención y recuperación de desastres naturales y la igualdad de género.

IMPACTO

Los evaluadores valorarán el grado en que el proyecto está logrando impactos o está progresando hacia el logro de impactos. Los resultados clave a los que se debería llegar en las evaluaciones incluyen si el proyecto demostró: a) mejoras verificables en el estado ecológico, b) reducciones verificables en la tensión de los sistemas ecológicos, y/o c) un progreso demostrado hacia el logro de estos impactos.[2]

CONCLUSIONES, RECOMENDACIONES Y LECCIONES

El informe de evaluación debe incluir un capítulo que proporcione un conjunto de **conclusiones, recomendaciones** y **lecciones**.

[2] Una medida útil para medir el impacto del avance realizado es el método del Manual para la Revisión de Efectos Directos a Impactos (RoTI, por sus siglas en inglés) elaborado por la Oficina de Evaluación del FMAM: ROTI Handbook 2009

ARREGLOS DE APLICACIÓN

La responsabilidad principal para gestionar esta evaluación radica en la OP del PNUD en México. La OP del PNUD contratará a los evaluadores y asegurará el suministro oportuno de viáticos y arreglos de viaje dentro del país para el equipo de evaluación. El Equipo del Proyecto será responsable de mantenerse en contacto con el equipo de Evaluadores para establecer entrevistas con los interesados, organizar visitas de campo, coordinar con el Gobierno, etc.

PLAZO DE LA EVALUACIÓN

La duración total de la evaluación será de 90 días de acuerdo con el siguiente plan:
(Las fechas son tentativas y serán ajustadas previo a la firma de contrato)

Actividad	Período	Fecha de finalización
Preparación	10 días	27/07/2020
Evaluación	40 días	06/08/2020
Borrador del informe de evaluación	25 días	15/09/2020
Informe final	15 días	25/10/2020

RESULTADOS FINALES DE LA EVALUACIÓN

Se espera que el equipo de evaluación logre lo siguiente:

Resultado final	Contenido	Período	Responsabilidades
Informe inicial	El evaluador proporciona aclaraciones sobre los períodos y métodos	No más de 2 semanas antes de la misión de evaluación	El evaluador lo presenta a la OP del PNUD
Presentación	Resultados iniciales	Fin de la misión de evaluación	A la gestión del proyecto, OP del PNUD
Borrador del informe final	Informe completo, (por plantilla anexada) con anexos	Dentro del plazo de 3 semanas desde la misión de evaluación	Enviado a la oficina de país (OP), revisado por el asesor técnico regional (ATR), la Unidad Coordinadora del Proyecto PCU, los Centro de Coordinación de Operaciones (CCO) del FMAM.
Informe final*	Informe revisado	Dentro del plazo de 1 semana después haber recibido los comentarios del PNUD sobre el borrador	Enviado a la OP para cargarlo al ERC del PNUD

*Cuando se presente el informe final de evaluación, también se requiere que el evaluador proporcione un 'itinerario de la auditoría', donde se detalle cómo se han abordado (o no) todos los comentarios recibidos en el informe final de evaluación.

COMPOSICIÓN DEL EQUIPO Y EVALUACIÓN DE PROPUESTAS

El equipo de evaluación estará compuesto por 1 evaluador internacional y 1 evaluador nacional. Los consultores deberán tener experiencia previa en evaluación de proyectos similares. Es una ventaja contar con experiencia en proyectos financiados por el FMAM. Una vez que los consultores han sido seleccionados, pueden coordinar el trabajo conjunto bajo la dirección del consultor internacional. Los evaluadores seleccionados no deben haber participado en la preparación o ejecución del proyecto ni deben tener ningún conflicto de intereses con las actividades relacionadas al proyecto.

La experiencia y conocimientos de los oferentes, así como sus propuestas técnicas serán evaluadas de acuerdo con los siguientes criterios:

Nota: Como filtro final, los oferentes técnicamente habilitados pasarán a un proceso de entrevistas con un panel de expertos para con ello contar con una decisión robusta.

ITEM	CRITERIOS DE EVALUACIÓN – CONSULTOR/A INTERNACIONAL	PUNTAJE
EXPERIENCIA		
1.1	Al menos cinco años de experiencia profesional relevante en evaluaciones de programas de medio ambiente. 50 puntos: Seis o más años de experiencia. 35 puntos: Cinco años de experiencia. 0 puntos: Menos de cinco años de experiencia.	50
1.2	Experiencia en al menos dos evaluaciones de proyectos GEF 50 puntos: Tres o más evaluaciones. 35 puntos: Dos evaluaciones. 0 puntos: Menos dos evaluaciones.	50
1.3	Experiencia de al menos tres años de trabajo sobre el PNUD y el GEF. 50 puntos: Cuatro o más años de experiencia. 35 puntos: Tres años de experiencia. 0 puntos: Menos de tres años de experiencia.	50
1.4	Experiencia de al menos cinco años con las metodologías de seguimiento y evaluación con base empírica. 50 puntos: Seis o más años de experiencia. 35 puntos: Cinco años de experiencia. 0 puntos: Menos de cinco años de experiencia	50
1.5	Experiencia de al menos tres años sobre conservación de biodiversidad, sistema de ANP y evaluación de resultados. 50 puntos: Cuatro o más años de experiencia.	50

	35 puntos: Tres años de experiencia 0 puntos: Menos de tres años de experiencia.	
1.6	Al menos un año de experiencia en conservación de especies en riesgo y su hábitat. 50 puntos: Dos o más años de experiencia. 35 puntos: Un año de experiencia 0 puntos: Menos de un año de experiencia.	50
PROPUESTA TÉCNICA		
2.1	El oferente incluye en su propuesta técnica los objetivos, los procedimientos a seguir para su cumplimiento, definición del alcance de los trabajos, metodología y cronograma de actividades en donde se refleje la entrega de los productos en el plazo requerido y las necesidades de recursos. 200 puntos: Incluye en su propuesta técnica los objetivos, los procedimientos a seguir para su cumplimiento, definición del alcance de los trabajos, metodología y cronograma de actividades en donde se refleje la entrega de los productos en el plazo requerido y las necesidades de recursos. Es clara la presentación y es lógica y realista la secuencia de actividades y la planificación y promete una implementación eficiente del proyecto. Incluye todos los anexos (dos formatos: uno de metodología - Anexo X - y uno de matriz de evaluación - Anexo VIII) que se están solicitando debidamente llenados con información de alta calidad y la propuesta inicial de visitas de campo. 140 puntos: Incluye en su propuesta técnica los objetivos, los procedimientos a seguir para su cumplimiento, definición del alcance de los trabajos, metodología y cronograma de actividades en donde se refleje la entrega de los productos en el plazo requerido y las necesidades de recursos. Incluye todos los anexos (2 formatos, uno de metodología - Anexo X - y uno de matriz de evaluación - Anexo VIII) que se están solicitando con información no verificable o de media calidad, y la propuesta requiere ajustes para la implementación eficiente de la evaluación. 0 puntos: La propuesta técnica no cumple con los requisitos mínimos.	200
DE LA ENTREVISTA		
3.1	Se realizará una entrevista virtual a los oferentes técnicamente habilitados con un panel de expertos con la finalidad de manifestar y validar la experiencia y conocimientos mencionados en la propuesta. 100 puntos: Acredita satisfactoriamente su conocimiento y experiencia, superando los requerimientos mínimos. 70 puntos: Acredita satisfactoriamente conocimientos y experiencia mínimos. 0 puntos: No acredita requisitos mínimos.	100
	Total Puntaje	600

El/la consultor/a internacional será evaluado/a con base en los siguientes criterios:

- ***Análisis acumulativo:*** Se adjudicará el contrato aquel consultor individual que obtenga la mejor combinación técnico-económica. Donde la oferta técnica equivale al 70% y la económica el 30% de la calificación total.

ITEM	CRITERIOS DE EVALUACIÓN – CONSULTOR/A NACIONAL	PUNTAJE
EXPERIENCIA		
1.1	Al menos tres años de experiencia profesional relevante en evaluaciones de programas de medio ambiente. 50 puntos: Cuatro o más años de experiencia. 35 puntos: Tres años de experiencia. 0 puntos: Menos de tres años de experiencia.	50
1.2	Experiencia en al menos una evaluación de proyectos GEF 50 puntos: Dos o más evaluaciones. 35 puntos: Una evaluación. 0 puntos: Sin experiencia.	50
1.3	Experiencia de al menos dos años de trabajo sobre el PNUD y el GEF. 50 puntos: Tres o más años de experiencia. 35 puntos: Dos años de experiencia. 0 puntos: Menos de dos años de experiencia.	50
1.4	Experiencia de al menos dos años con las metodologías de seguimiento y evaluación con base empírica. 50 puntos: Tres o más años de experiencia. 35 puntos: Dos años de experiencia. 0 puntos: Menos de dos años de experiencia	50
1.5	Experiencia de al menos un año sobre conservación de biodiversidad, sistema de ANP y evaluación de resultados. 50 puntos: Dos o más años de experiencia. 35 puntos: Un año de experiencia. 0 puntos: Menos de un año de experiencia.	50
1.6	Al menos un año de experiencia en conservación de especies en riesgo y su hábitat. 50 puntos: Dos o más años de experiencia. 35 puntos: Un año de experiencia. 0 puntos: Menos de un año de experiencia.	50
PROPUESTA TÉCNICA		
2.1	El oferente incluye en su propuesta técnica los objetivos, los procedimientos a seguir para su cumplimiento, definición del alcance de los trabajos, metodología y cronograma de actividades en donde se refleje la entrega de los productos en el plazo requerido y las necesidades de recursos. 200 puntos: Incluye en su propuesta técnica los objetivos, los procedimientos a seguir para su cumplimiento, definición del alcance de los trabajos, metodología y cronograma de actividades en donde se refleje la entrega de los productos en el plazo requerido y las necesidades de recursos. Es clara la presentación y es lógica y realista la secuencia de	200

	actividades y la planificación y promete una implementación eficiente del proyecto. Incluye todos los anexos (dos formatos: uno de metodología - Anexo X - y uno de matriz de evaluación - Anexo VIII) que se están solicitando debidamente llenados con información de alta calidad y la propuesta inicial de visitas de campo. 140 puntos: Incluye en su propuesta técnica los objetivos, los procedimientos a seguir para su cumplimiento, definición del alcance de los trabajos, metodología y cronograma de actividades en donde se refleje la entrega de los productos en el plazo requerido y las necesidades de recursos. Incluye todos los anexos (2 formatos, uno de metodología - Anexo X - y uno de matriz de evaluación - Anexo VIII) que se están solicitando con información no verificable o de media calidad, y la propuesta requiere ajustes para la implementación eficiente de la evaluación. 0 puntos: La propuesta técnica no cumple con los requisitos mínimos.	
DE LA ENTREVISTA		
3.1	Se realizará una entrevista virtual a los oferentes técnicamente habilitados con un panel de expertos con la finalidad de manifestar y validar la experiencia y conocimientos mencionados en la propuesta. 100 puntos: Acredita satisfactoriamente su conocimiento y experiencia, superando los requerimientos mínimos. 70 puntos: Acredita satisfactoriamente conocimientos y experiencia mínimos. 0 puntos: No acredita requisitos mínimos.	100
	Total Puntaje	600

El/la consultor/a nacional será evaluado/a con base en los siguientes criterios:

- ***Análisis acumulativo:*** Se adjudicará el contrato aquel consultor individual que obtenga la mejor combinación técnico-económica. Donde la oferta técnica equivale al 70% y la económica el 30% de la calificación total.

ÉTICA DEL EVALUADOR

Los consultores de la evaluación asumirán los más altos niveles éticos y deberán firmar un Código de conducta (Anexo E) al aceptar la asignación. Las evaluaciones del PNUD se realizan de conformidad con los principios que se describen en las 'Directrices éticas para evaluaciones' del Grupo de Evaluación de las Naciones Unidas (UNEG).

MODALIDADES Y ESPECIFICACIONES DE PAGO

#	ACTIVIDADES	PRODUCTOS DEFINITIVOS	PAGO
I	Etapa de preparación incluye: • Revisión de toda documentación relevante proporcionada; • Preparación para trabajo de campo • Análisis de documentación del proyecto incluyendo antecedentes y documentos de diseño del proyecto y otro material que tenga información del proyecto • Familiarización con la situación de desarrollo general del país. • Elaboración de borrador de propuesta de sitios a visitar en misiones de campo. • Integración Informe de arranque (*inception report*),	***Inception Report*** aprobado por CONANP, PNUD y UCP. Incluye: plan de trabajo, entrevistas previas a visitas de campo, metodología de evaluación, arreglos logísticos, lista de personas, instituciones y organizaciones a entrevistar y baterías de preguntas.	Mes 1 30%
II	Durante la etapa de visita de campo y entrevistas con las contrapartes y beneficiarios *in situ*, incluyendo el PNUD: • Llevar a cabo reunión de planeación con el equipo de evaluación, CONANP, PNUD y UCP. • Llevar a cabo reuniones con actores nacionales relevantes en coordinación con el/la consultor/a nacional. • Aclarar dudas finales sobre el material disponible del proyecto, con especial atención a resultados y productos. • Visitar sitios del proyecto acordados. • Observación y revisión de actividades finalizadas y en curso. • Hacer entrevistas con beneficiarios y actores clave acordados y con los instrumentos consensuados. Presentar hallazgos y observaciones preliminares a CONANP, PNUD y UCP para discusión de estos. Revisar globalmente cumplimiento de normas y procedimientos del sistema administrativo, financiero y reportes del proyecto, verificando que estén conformes a reglas financieras y regulaciones del PNUD y FMAM (informe de auditoría, reportes financieros y balance a medio término).	**Presentación ejecutiva de hallazgos ante actores relevantes del proyecto** • Revisión realizada e incluida en el informe. • Borrador preliminar de informe de evaluación con metodología aprobada.	Mes 2 30%
III	Borrador de informe para comentarios y retroalimentación: • Elaborar reporte borrador • Llevar a cabo entrevistas finales. • Elaborar borrador en el formato adecuado • Revisión telefónica de conclusiones. • Elaborar y entregar el informe final Durante la etapa de entrega del informe final de evaluación:	**Informe final aprobado** integrando retroalimentación recibida del primer borrador y posterior: • Primer borrador de informe en el formato editable y conforme a la estructura acordada.	Mes 3 40%

	Presentar reporte final de evaluación aprobado por CONANP, PNUD y UCP. • Finalizar el reporte final y entregarlo para comentarios. • Sistematizar evidencias recopiladas para el informe. • Elaborar un banco de datos de entrevistas, imágenes, análisis y otras evidencias relevantes del trabajo de campo.	• Compendio de Evidencias recopiladas para el informe. • Banco de datos: entrevistas, imágenes, análisis, evidencias de trabajo de campo.	

PROCESO DE SOLICITUD

Los oferentes deberán presentar su propuesta técnica-económica de acuerdo con los lineamientos establecidos en la convocatoria publicada a través del sitio: https://www.mx.undp.org/content/mexico/es/home/procurement.html,

La propuesta debe contener un currículo actual y completo en español, incluyendo documentación probatoria de experiencia, donde se indique un correo electrónico y un teléfono de contacto.

El PNUD utiliza un proceso de selección justo y transparente que considera las competencias/capacidades de los candidatos, así como sus propuestas financieras. Se alienta a las mujeres y a los miembros calificados de las minorías sociales para que presenten su solicitud.

ANNEX 6.2 LIST OF PERSONS INTERVIEWED

Organization / Name	Role	Reason
UNDP Marlon Flores	Asesor Técnico Regional Punto focal GEF	Verificar la visión sobre el proyecto, perspectivas de continuidad de las acciones iniciadas por el proyecto, lecciones aprendidas, limitaciones y expectativas de la EF.
UNDP Edgar González Alicia López Alejandra Cerna Huici Luis Mejía	**Agencia implementadora** Oficial Nacional de Ambiente, Energía y Resiliencia Oficial Nacional de M&E Asociada de Programas de Medio Ambiente, Energía y Resiliencia Especialista de M&E	Comprender su percepción del proyecto en cuanto a su relevancia para el GEF y para el país; ejecución desde el inicio, incluida la financiera, intervenciones del UNDP, acciones de manejo adaptativo, contexto político y financiero, principales logros y limitaciones, lecciones aprendidas y perspectivas de sostenibilidad y de replicación.
Coordinación del proyecto (UCP) Ismael Cruz Molina Rodrigo Guerrero Josafat Contreras Mariana Martínez del Río	**Unidad de Coordinación del Proyecto (UNDP-CONANP)** Coordinador Administrador M&E Asistente	Verificar el desempeño del UNDP y la CONANP (ANP), visión sobre logros y limitaciones, percepción sobre aspectos técnicos del proyecto, cambios logrados, lecciones aprendidas, recomendaciones y perspectivas de sostenibilidad y de replicación.
CONANP Oficinas Centrales Eduardo Ponce Fernando Camacho	**Agencia ejecutora** Director de Especies Prioritarias para la Conservación y Director Nacional del Proyecto Director General de Desarrollo Institucional y Promoción	Verificar el desempeño del UNDP, visión sobre logros y limitaciones, apropiación del proyecto, relevancia para el país, percepción sobre aspectos técnicos, cambios o mejoras por el desarrollo de capacidades; resultados y cambios más relevantes; lecciones aprendidas, recomendaciones y perspectivas de sostenibilidad y de replicación a otras ANP y paisajes; sostenibilidad del FONCER.
SEMARNAT Erika Casamadrid Gutiérrez Sergio Garzón	**Socio ejecutor del proyecto** Directora Adjunta de esquemas de financiamiento ambiental Especialista en Gestión Senior del Proyecto 00087891 Unidad GEF/UNDP	Comprender su percepción del proyecto en cuanto a su relevancia para el país; contexto político y financiero, principales logros y limitaciones, lecciones aprendidas y perspectivas de sostenibilidad, especialmente del FONCER y de las acciones de conservación de especies en las ANP y su replicación a otras AP.

Organization / Name	Role	Reason
ENDESU y FMCN	**Socios responsables del proyecto**	Comprender su percepción del proyecto en cuanto a su relevancia para el GEF y para el país; ejecución desde el inicio, incluida la financiera, intervenciones del UNDP, acciones de manejo adaptativo, contexto político y financiero, principales logros y limitaciones, lecciones aprendidas y perspectivas de sostenibilidad y de replicación para otras AP en México y en la región.
Josef Warman Greyj	Director, ENDESU	
Martha Caballero	Administradora, ENDESU	
Ana Laura Barillas	Directora del Programa de Conservación de ANP, FMCN	
Áreas Naturales Protegidas	**Sitios de intervención**	Comprender su percepción del proyecto, las actividades implementadas, dificultades y logros, mejorías de capacidad y resultados para la conservación de las especies en riesgo; lecciones aprendidas, perspectivas de sostenibilidad de las acciones iniciadas y de replicación para otras ANP.
Alejandro Durán Fernández	Director RB Sierra del Abra Tanchipa	
Sandra Montoya y Dulce Ramírez	Personal RB Sierra del Abra Tanchipa	
Víctor Hugo Vázquez	Director RB Marismas Nacionales	
José Adalberto Zúñiga Morales	Director RB Calakmul	
Fernando Contreras Moreno	Oficial de campo RB Calakmul	
Marisol Amador Medina	Directora ST y SR El Verde Camacho	
Julio Carrera	Director APFF Maderas del Carmen	
María Elena Rodarte García	Directora Regional Norte y Sierra Madre Occidental (RB Janos, APFF Tutuaca y APFF Papigochic)	
José Hernández Nava	Director ST Playa Chenkán	
Hugo Navarro Solano	Director PN Tulum	
Ana Talavera	Oficial de campo, PN Tulum	
José Juan Domínguez Calderón	Director RB Caribe Mexicano	
María Elena García Muñoz	Subdirectora RB Caribe Mexicano	
Felipe Ángel Omar Ortiz Moreno	Director RB Sian Ka'an	
Enrique Ocampo	Responsable de Playa ST Playa Tierra Colorada	
Mario Rodrigo Chávez Chávez	Director RB Janos	
Gonzalo de León Girón	Director PN Sierra de San Pedro Mártir	
María del Rosario Juárez Hernández	Responsable de Playa ST Playa Cahuitán	
Everardo Mariano	Director RB El Vizcaíno	
Edda González del Castillo	Directora PN Lagunas de Chacahua	
Martha López	Directora ST Playa Rancho Nuevo	
Alejandro Gómez Nisino	Director APFF Campo Verde	
César Hernández Cano	Oficial de Campo, APFF Campo Verde y Tutuaca y Papigochic	

Organization / Name	Role	Reason
Víctor Gelasio Sánchez Sotomayor Sergio Montes Quintero	Director APFF Valle de los Cirios Director RB Montes Azules	
CONANP SIIER Adrián Raúl Florencia	**Alimentación de Información en el SIIER** Encargado del apartado de información sobre subsidios, proyectos, protocolos y manuales del Sistema Integral de Información sobre Especies en Riesgo	Verificar el funcionamiento, secciones, tipo de información, tipo de búsquedas y vinculación con los sistemas de la CONABIO en el SIIER.
BIOFIN-UNDP Daniela Torres	**Colaborador para la Estrategia Financiera del proyecto** Coordinadora nacional del proyecto BIOFIN	Verificar la percepción, colaboración y recomendaciones sobre el FONCER y sobre la estrategia financiera para su capitalización.
Colaboradores Lizardo Cruz Romo Arturo Juárez	**Colaboradores del proyecto** Proyecto jaguar Península de Yucatán, WWF Kutzari, A.C.	Verificar la percepción sobre el proyecto, tipo de colaboración, conocimiento y difusión sobre especies prioritarias y amenazadas, beneficios y limitaciones del proyecto, cambios de visión, recomendaciones y perspectivas de sostenibilidad.
Consultores externos Miryam Prado Rodolfo Juárez	**Consultores del proyecto** REEDUCA - Playas Tierra Colorada, Cahuitán, Chacahua, Escobilla, Barra de la Cruz M31 Medios	Verificar la percepción sobre el proyecto, beneficios y limitaciones, gestión del proyecto en relación con las consultorías, recomendaciones y perspectivas de sostenibilidad, lecciones aprendidas y posibilidades de replicación.

ANNEX 6.3 LIST OF DOCUMENTS REVIEWED

- Project Identification Form (PIF)
- Documento del Proyecto (PRODOC)
- Marco de Resultados Estratégicos
- Guidance for conducting Terminal Evaluations of UNDP-supported, GEF-financed projects
- UNDAF México: Marco de Asistencia de las Naciones Unidas para el Desarrollo
- Prioridades estratégicas del GEF para el área focal de Biodiversidad
- Programa de País UNDP – CPD
- Informe Final de la Evaluación de Medio Término
- Informes: anual, trimestral y Reporte de Implementación del Proyecto (PIR 2017, 2018, 2019 y 2020)
- Informes Anuales Internos, ROAR (Anuales Orientado a Resultados)
- Reportes financieros CDR (2016, 2017, 2018 y 2019)
- Reportes de auditorías 2016, 2018, 2019
- Planes Operativos Anuales (POA) 2016-2020
- Revisiones presupuestarias aprobadas por el Gobierno y UNDP que reflejan los ajustes hechos al presupuesto
- Registros de cofinanciación
- Fichas METT: Management Effectiveness Tracking Tool (METT)
- GEF Monitoring Tool: Capacity Development Scorecard
- Minutas de reuniones de la Junta del Proyecto, del CT FONCER y de la CE del CT FANP
- Consultorías UNDP
- Contrapartidas de los socios del proyecto
- Reportes de subsidios
- Estrategia de comunicación y materiales de comunicación del proyecto
- Informe de la Evaluación de Medio Término y Management Response
- Informes internos de Monitoreo y Evaluación
- Estrategias de Gestión Prioritaria en ANP
- Brechas financieras en ANP
- Tipos de participación comunitaria en ANP
- Documentos sobre la Teoría de Cambio
- Programas de manejo de las Áreas Protegidas involucradas en el proyecto
- Programa Nacional de Áreas Naturales Protegidas 2020-2024
- Cartas de compromiso, convenios de colaboración - documentos de acuerdos entre instituciones
- Sistema Integral de Información sobre Especies en Riesgo (SIIER)
- Productos del proyecto
- Materiales de divulgación

ANNEX 6.4 EVALUATION QUESTION MATRIX

Preguntas	Indicadores	Fuentes	Metodología
Relevancia			
¿De qué maneras el proyecto o su seguimiento ha cambiado la realidad en la región de intervención?	Evidencias de cambios de visión y actividades incorporadas en la rutina de las instituciones involucradas Mejoría de la condición ecológica de especies en riesgo y sus hábitats	Entrevistas; informes, PIRs; METT Indicadores del Marco de Resultados Estratégicos	Entrevistas cerradas y revisión de documentos del proyecto
¿El proyecto fue alineado con las prioridades de gobiernos locales y comunidades?	Nivel de coherencia entre el objetivo del proyecto y las prioridades de actores clave locales	Actores clave locales Documentos del proyecto y políticas ambientales	Entrevistas Revisión de documentos
¿El proyecto está enmarcado en prioridades nacionales y de desarrollo a nivel nacional?	Nivel de coherencia entre el objetivo del proyecto y prioridades establecidas en políticas y estrategias nacionales	Documentos de políticas nacionales	Revisión de documentos Entrevistas a nivel nacional
¿El proyecto ha contribuido para el cumplimiento de metas del CDB y otros acuerdos internacionales, incluyendo GEF y UNDP?	Alineamiento de los objetivos y resultados con acuerdos internacionales Prioridades estratégicas del GEF Prioridades estratégicas de UNDP para México,	Documentos de integración nacional e internacional	Revisión de documentos
¿El gobierno ha promulgado leyes y / o desarrollado políticas y regulaciones en línea con los objetivos del proyecto?	Lista de políticas y regulaciones creadas o modificadas Reglamentos internos de la SEMARNAT modificados para evitar el conflicto de atribuciones (DGVS y DGOR)	Revisión documental	Entrevistas y revisión de documentos
Eficiencia			
¿Cuál fue el nivel de eficiencia y perspectiva de continuidad de los acuerdos de cooperación y colaboración?	Evidencia de que se mantendrán las asociaciones y los compromisos Tipos y calidad de los métodos de cooperación de asociaciones utilizados	Documentos y evaluaciones del proyecto; Socios del proyecto e interesados relevantes	Análisis de documentos Entrevistas cerradas

Preguntas	Indicadores	Fuentes	Metodología
¿Qué cambios se podrían haber realizado (si hubiera alguno) en el proyecto para mejorar su eficiencia?	Indicadores en el Marco Estratégico de Resultados del documento del proyecto y actividades planificadas	Datos recolectados en toda la Evaluación Final	Entrevistas cerradas
¿Se presupuestó y financió adecuadamente el Plan de M&E durante la ejecución del proyecto?	Evidencias de que el plan de M&E fue bien seguido y tuvo respuestas adecuadas, cambios de manejo adaptativo	Entrevistas; alcance de cofinanciamiento; informes de auditorías, tabla de cofinanciamiento	Evaluación de respuestas y cambios a hallazgos de M&E
¿Hubo diferencias significativas entre el cofinanciamiento esperado y el monto obtenido y de ser así, ¿cuáles fueron las razones de estas diferencias?	Datos de cofinanciamiento esperado y efectivo	Tabla de cofinanciamiento del proyecto; entrevistas para explicar diferencias	Comparación entre lo esperado y lo obtenido; análisis de la tabla de cofinanciamiento
¿Fueron integrados adecuadamente los componentes del proyecto financiados externamente con los componentes financiados por el GEF?	El financiamiento externo converge a los productos del proyecto	Entrevistas; QPR, PIR, auditorías financieras	Evaluación de fuentes financieras que conllevaron a productos y resultados
¿Hubo más contribuciones de recursos obtenidas durante la ejecución del proyecto (otras fuentes externas)?	Datos de cofinanciamiento adicional obtenido a lo largo del proyecto	Tabla de cofinanciamiento del proyecto; detalle de fondos adicionales, Entrevistas; QPR, PIR	Documentación de cofinanciamiento más allá del planificado o esperado, entrevistas
¿Los sistemas contables y financieros vigentes fueron adecuados para la gestión del proyecto y brindaron información financiera precisa y oportuna?	Calidad de los informes financieros y de progreso. Informes proporcionados de manera puntual y adecuada Nivel de discrepancia entre los gastos financieros planificados y utilizados Fondos planificados y reales aprovechados	Documentos y Evaluaciones del proyecto; Tabla de cofinanciamiento del proyecto; detalle de fondos adicionales, entrevistas, QPR, PIR, auditorías financieras	Análisis de documentos de cofinanciamiento, entrevistas cerradas

Preguntas	Indicadores	Fuentes	Metodología
Efectividad			
¿Ha sido efectivo el proyecto para alcanzar los resultados y objetivos previstos?	Indicadores en el Marco Estratégico de Resultados del proyecto Resultados alcanzados	Documentos del proyecto Equipo del proyecto e interesados relevantes Datos comunicados en los informes anuales y trimestrales	Análisis de documentos Entrevistas con el equipo del proyecto Entrevistas con los interesados relevantes Revisión de documentos del proyecto
¿El proyecto consultó y aprovechó las habilidades, la experiencia y el conocimiento de las entidades gubernamentales competentes, las organizaciones no gubernamentales, grupos comunitarios, entidades del sector privado, gobiernos locales e instituciones académicas en el diseño, implementación y evaluación de las actividades del proyecto, con vistas a generar impactos ambientales y sociales efectivos?	Información sobre el diseño del proyecto	PRODOC, PIR, informe de la EMT, participantes	Revisión de documentos, entrevistas cerradas
¿Con qué nivel de efectividad gestionó el UNDP el proyecto?	Evidencias de resolución de conflictos y problemas a lo largo del proyecto Seguimiento a procesos administrativos	Entrevistas con actores clave, documentación (contratos, minutas de junta de proyecto, informes)	Recolección de evidencias por entrevistas y documentación (incluidos los PIRs)
¿Con qué nivel de efectividad gestionó la Coordinación el proyecto?	Ejemplos de acciones de coordinación e integración con actores clave	Entrevistas con actores clave; PIRs; QPRs	Comparación de progreso en los productos del Marco Estratégico de Resultados; valoración por la escala de calificaciones GEF AI hasta AS
¿Qué tan efectivo fue la Junta del Proyecto en seguir los avances del proyecto y mantener el proyecto en marcha?	Evidencias de participación y actividad del CD	Entrevistas; documentos del proyecto	Recolección de evidencias de acción del CD

Preguntas	Indicadores	Fuentes	Metodología
¿En qué medida se ha gestionado adecuadamente los riesgos, suposiciones e impulsores de impacto? ¿Fueron suficientes?	Integridad de la identificación y suposiciones del riesgo durante la planificación y el diseño del proyecto Calidad de los sistemas de información existente vigente para identificar riesgos emergentes y otras cuestiones. Calidad de las estrategias de mitigación del riesgo que se desarrollaron y continuaron	Documentos del proyecto, Management Response - EMT Entrevistas a interesados relevantes	Análisis de documentos Entrevistas
¿Se tomaron acciones de seguimiento y / o gestión adaptativa en respuesta a los informes de seguimiento (PIRs) y EMT?	Indicaciones de necesidad de adaptación y recomendaciones	Entrevistas; respuestas y Management Response a la EMT; PIR	Evaluación de documentos que evidencian los cambios
Resultados e impactos			
¿Cuáles son los principales logros del proyecto?	Evidencias de cambios positivos de visión, actitud y resultados de Marco de Resultados Estratégicos (MRE)	Entrevistas, Documentos (Marco Estratégico de Resultados; EMT, informes) Material proveído por las AP	Comparación de indicaciones de entrevistas con resultados esperados del proyecto y lecciones recolectadas
¿Cuáles han sido las principales limitaciones del proyecto?	Dificultades encontradas y cómo afectan los resultados y la sostenibilidad del proyecto	Entrevistas, documentos (Marco Estratégico de Resultados, EMT, informes)	Comparación de indicaciones de entrevistas con resultados esperados del proyecto y lecciones recolectadas
¿Ha alcanzado el proyecto su objetivo general de "Salvaguardar la biodiversidad de México que sea de importancia global mediante el establecimiento de instrumentos y capacidades que garanticen el funcionamiento eficaz y sustentable de áreas protegidas (APs) en relación con la conservación de especies en riesgo que sean prioritarias?" ¿Fueron generados todos los productos comprometidos en la fase de diseño? ¿El proyecto alcanzó o contribuyó a alcanzar algún resultado imprevisto?	*Cambio en la capacidad: - Para aunar o movilizar recursos - Para desarrollar planificación estratégica al nivel de paisaje - Para aplicar estrategias y medidas de conservación que favorezcan las especies en riesgo *Cambio en la cantidad y la fortaleza de barreras como: - Instrumentos inadecuados a nivel sistémico para la gestión operativa;	Documentos del proyecto (METT, informes, PIRs, EMT), Interesados clave Datos de seguimiento, especialmente los indicadores del Marco de Resultados Estratégicos	Análisis de documentos Entrevistas con socios y beneficiarios del proyecto y otros interesados Recolección de evidencias de las AP

Preguntas	Indicadores	Fuentes	Metodología
	- Capacidades e instrumentos inadecuados para la conservación eficiente de especies amenazadas		
¿Existen evidencias comprobadas de mejoría del estado de conservación de las poblaciones de especies en riesgo a nivel local y de mejoría en el estado ecológico de las áreas intervenidas?	Evidencias de las mejoras del estado ecológico de los ecosistemas comparado con el inicio del proyecto Evidencia de mejoría en el estado de conservación de las especies en riesgo comparado con el inicio del proyecto Indicadores del MRE	Revisión documental (informes, EMT, PIRs, METT, productos) Entrevistas	Análisis de los indicadores del MRE e informes de progreso Entrevistas cerradas y a grupos focales
Sostenibilidad			
¿Qué evidencias existen de que los socios / áreas protegidas continuarán sus actividades más allá del cierre del proyecto? ¿Qué grado de implicación local existe para las iniciativas y los resultados?	El grado en el que los homólogos locales o las áreas protegidas y organizaciones locales han asumido las actividades y los resultados del proyecto Nivel de respaldo financiero que los participantes deben proporcionar a actividades y sectores relevantes después del cierre del proyecto	Documentos y Evaluaciones del proyecto; personal y socios del proyecto; Beneficiarios	Análisis de documentos Entrevistas
¿Existen riesgos sociales o políticos que puedan poner en peligro la sostenibilidad de los resultados del proyecto?	Evidencias de inestabilidad política o financiera	Entrevistas, documentos del proyecto PIR, QPR, EMT	Entrevistas cerradas y grupos focales Análisis de documentos
¿Existen aspectos financieros que puedan poner en riesgo la sostenibilidad de los resultados del proyecto? ¿Se ha instalado un mecanismo para asegurar la sostenibilidad financiera y económica una vez que termine la asistencia del GEF?	Evidencias de inestabilidad política o financiera o insuficiente apropiación del proyecto de parte del gobierno	Entrevistas, documentos del proyecto PIR, QPR, EMT, establecimiento del FONCER y gestión por el FMCN	Entrevistas cerradas, análisis de documentos

Preguntas	Indicadores	Fuentes	Metodología
¿Los marcos jurídicos, las políticas y las estructuras y procesos de gobernabilidad pueden poner en riesgo la sostenibilidad de los beneficios del proyecto?	Evidencias de inestabilidad política, socioeconómica o insuficiente apropiación del proyecto de parte del gobierno	Entrevistas, documentos del proyecto PIR, QPR, EMT	Entrevistas cerradas, análisis de documentos
¿Existen riesgos para los beneficios ambientales que fueron ocasionados o que se esperaba que ocurriesen? ¿Cuáles fueron?	Pruebas de las posibles amenazas Evaluación de las amenazas emergentes o no abordadas	Documentos y evaluaciones del proyecto Documentos del gobierno u otra información externa publicada, personal y de las Áreas Protegidas	Entrevistas a las ANP, solicitación de evidencias de resultados Análisis de la documentación
Equidad de género y empoderamiento de las mujeres			
¿De qué manera contribuyó el proyecto a la equidad de género y el empoderamiento de las mujeres?	Nivel de participación de las mujeres en las actividades	Documentos del proyecto, UCP y actores clave	Revisión de documentos, entrevistas
¿La participación de las mujeres tuvo el mismo rol que la participación de los hombres?	Porcentaje de mujeres con responsabilidades en el proyecto	Documentos del proyecto, actores clave, ANP	Revisión de documentos y entrevistas
Transversalización			
¿Existe evidencia de que los resultados del proyecto han contribuido a una mejor preparación para enfrentar los desastres naturales y a aumentar la resiliencia de los sistemas naturales en la región o sitios de intervención?	Evidencias de instalación del sistema de monitoreo de biodiversidad, incremento o recuperación de especies en peligro y sus hábitats en los sitios de intervención	Entrevistas, documentación de monitoreo y otros informes y productos	Revisión documental Entrevistas a los sitios de intervención
¿Existe evidencia de impactos positivos o negativos en poblaciones humanas locales en los sitios de intervención?	Evidencias de los efectos en las poblaciones locales.	Entrevistas, documentación de resultados	Revisión documental Entrevistas

Preguntas	Indicadores	Fuentes	Metodología
¿Las acciones, resultados o metodologías del proyecto han sido replicados por otras instituciones / proyectos?	Cantidad de las iniciativas repetidas	Otros documentos de la programación. Beneficiarios, personal y socios del proyecto	Análisis de documentos, entrevistas
Lecciones aprendidas y recomendaciones			
¿Cuáles son las lecciones aprendidas como resultado de este proyecto?	Entrevistados conocen el proyecto lo suficiente para indicar puntos relevantes	Entrevistas; informes sobre lecciones aprendidas, EMT	Recolección de lecciones y destaque de las más importantes / replicadas
¿Cuáles fueron las mejores prácticas empleadas?	Entrevistados conocen el proyecto lo suficiente para indicar puntos relevantes	Entrevistas; informes sobre mejores prácticas, EMT	Recolección de prácticas y destaque de las más importantes / replicadas
¿Qué debería ser diferente en un próximo proyecto?	Entrevistados conocen el proyecto lo suficiente para indicar puntos relevantes	Entrevistas	Registro de opiniones indicadoras de necesidades o demandas futuras y posibles debilidades del proyecto

ANNEX 6.5 QUESTIONNAIRE USED AND SUMMARY OF RESULTS

Las preguntas presentadas a continuación fueron utilizadas para uso en las entrevistas semiestructuradas y cerradas a actores clave o grupos focales que han participado en actividades del proyecto a fin de generar información para contestar las preguntas de la Evaluación Final.

Resumen de resultados

El proyecto aportó a los beneficios globales, sumando acciones a iniciativas de conservación de especies en riesgo en desarrollo en México desde hace mucho tiempo, por lo que el aumento en poblaciones de muchas de las 14 especies en riesgo no puede ser sólo atribuibles al proyecto. El proyecto fue considerado relevante, pues generó un cambio de realidad en los sitios de intervención y contribuyó a la conservación de especies en riesgo.

La efectividad se vio comprometida por el retraso en los dos primeros años y por metas no alcanzadas, aunque durante la segunda mitad la implementación fue buena, se llevaron a cabo actividades para la conservación de especies en riesgo en las 21 ANP, incluyó la participación de mujeres y hombres y se impulsó un cambio de visión en comunidades, ejidos y productores. La eficiencia también estuvo comprometida por los primeros años del proyecto por falta de madurez de la Junta de Proyecto y autorización para gastos recurrentes de la CONANP, pero a lo largo del tiempo se vio el cambio de visión del enfoque de adquisiciones hacia la consecución de resultados. La asociación con una OSC para bajar los recursos a las ANP y contratación de oficiales de campo son considerados grandes aciertos. El proyecto aportó una contribución altamente valorada en las ANP sobre los resultados globales de mejorar la protección de las especies en riesgo y sus hábitats, logró cambiar la visión de la gestión más allá de los polígonos de las ANP e integrar esfuerzos entre ellas, y se generaron beneficios sociales.

Aunque la sostenibilidad se ve comprometida por los pocos recursos y la falta de un plan de acción para la ejecución de los rendimientos del FONCER, se cuenta con subsidios de la CONANP, con participación comunitaria, sinergias y alianzas, así como capacidad instalada en la CONANP y las ANP que pueden dar continuidad a las acciones. En algunos casos, se considera que las informaciones generadas por el proyecto, así como el desarrollo de actividades por oficiales de campo con especialidad técnica y dedicación al tema facilitaron la captación de recursos adicionales y el establecimiento de alianzas. La equidad de género y el empoderamiento de las mujeres solamente fue considerado durante la implementación en cuanto a la política de la CONANP de inclusión de las mujeres y hombres por igual en los comités comunitarios. Aun así, en algunas áreas se logró quebrar paradigmas e involucrar mujeres en tareas que nunca habían desarrollado, generando procesos de empoderamiento e incremento de ingresos familiares.

Dado que el tiempo de implementación fue reducido, no se logró replicar los modelos y protocolos desarrollados en gran escala, como se esperaría, pero sí dejar modelos demostrativos**.** En términos generales, el proyecto aporta a su objetivo y los avances fueron importantes para mejorar la visión de la gestión de especies en riesgo de la CONANP en Oficinas Centrales y de las ANP, así como para poner en movimiento procesos de largo plazo que puedan cambiar gradualmente la realidad local y regional a través de la apropiación de mejores prácticas productivas y cambios de visión, más participación comunitaria con enfoque de género en actividades clave de conservación de especies, así como capacidad de gestión con enfoque en especies en riesgo con base en información de calidad que se hace disponible.

Actores clave	Preguntas / criterios	Indicadores
Relevancia		
UNDP (ONPDS), CONANP (ANP), UCP	¿De qué maneras el proyecto o su seguimiento ha cambiado la realidad en las regiones de intervención?	Evidencias de cambios de visión y actividades incorporadas en la rutina de las instituciones involucradas, cambios a favor de la conservación de especies en riesgo
UNDP (ONPDS), CONANP (DEPC), UCP	¿De qué manera el proyecto apoyó la aplicación del Convenio de Diversidad Biológica y otros acuerdos multilaterales sobre medio ambiente?	Evidencia de que el proyecto apoyó en la aplicación
UNDP (ONPDS), UCP, CONANP (DEPC)	¿Hay políticas y regulaciones sido promulgadas en línea con los objetivos del proyecto por su influencia?	Lista de políticas y regulaciones creadas o modificadas
UNDP (ONPDS, ATR), UCP, CONANP (DEPC)	¿Qué cambios ha producido el proyecto en la estructura política y legal del país para asegurar la conservación y mejoría de estado ecológico de las especies en riesgo en los diversos sectores y en la reducción de impactos al medio ambiente y la economía en el futuro?	Evidencias de modificaciones en la gestión para facilitar las actividades de conservación de especies en riesgo, mejoría de capacidad técnica y de monitoreo y manejo en las AP involucradas
Eficiencia		
UNDP (M&E), UCP, CONANP (DEPC), ENDESU, FMCN	¿El cofinanciamiento esperado fue aportado? ¿En caso negativo, cuáles son las razones?	Valores de cofinanciamiento esperado y efectivo
UNDP (M&E), UCP, CONANP (DEPC), ENDESU, FMCN	¿Los valores de cofinanciamiento fueron aplicados adecuadamente a los componentes del proyecto?	El financiamiento externo converge a los productos del proyecto
UNDP (M&E), UCP, CONANP (DEPC), ENDESU, FMCN	¿Hubo contribuciones más allá del esperado (otras fuentes externas)?	Datos de cofinanciamiento adicional obtenido a lo largo del proyecto
UNDP (M&E), UCP, CONANP (DEPC), ENDESU, FMCN	usó o necesitó gestión de adaptación para asegurar el uso eficiente de recursos? s sistemas contables y financieros vigentes fueron adecuados para la gestión del proyecto y brindaron información financiera precisa y oportuna?	onibilidad y calidad de los informes financieros y de progreso. rmes proporcionados de manera puntual y adecuada l de discrepancia entre los gastos financieros planificados y utilizados dos planificados y reales aprovechados

Actores clave	Preguntas / criterios	Indicadores
CONANP (DEPC, ANP), UCP, UNDP (ONPDS), FMCN, ENDESU	proyecto aprovechó recursos adicionales? ¿En qué medida?	Cantidad de recurso adicional aprovechado Evidencia de productos en los que se aprovechó el recurso adicional
Efectividad		
UNDP (ONPDS, M&E) (CONANP (DEPC), UCP, ENDESU, FMCN	¿De qué maneras se involucró a las partes interesadas y se promovió su participación en el diseño, implementación y M&E?	Las partes interesadas se declaran partícipes del proyecto desde el diseño y tienen roles en la implementación
UNDP (ONPDS, M&E, ATR, UCP, CONANP (DEPC, ANP), ENDESU, FMCN	é cambios se podrían haber realizado (si hubiera alguno) en el proyecto para mejorar su efectividad?	Indicadores en el Marco Estratégico de Resultados del documento del proyecto y actividades planificadas
UNDP (ONPDS), CONANP (DEPC, ANP), FMCN, ENDESU	¿De su punto de vista, el proyecto fue bien gestionado por la UCP?	Ejemplos de acciones de coordinación e integración con actores clave
UCP, CONANP (DEPC, ANP)	¿Cómo le parece el desempeño del UNDP como Agencia Implementadora?	Evidencias de resolución de conflictos y problemas a lo largo del proyecto. Seguimiento a procesos administrativos
UNDP (ONPDS, ATR), UCP, CONANP (DEP), ENDESU, FMCN	¿El análisis de riesgos del proyecto fue eficiente desde el inicio?	Comparación entre análisis de riesgos inicial y situaciones ocurridas a lo largo del proyecto
UCP, CONANP (ANP)	s instituciones responsables de ejecutar el proyecto colaboraron de manera efectiva? as ANP?	tidad/calidad de análisis realizado para evaluar el potencial de la capacidad local y la capacidad de absorción
Monitoreo y Evaluación		
UNDP (M&E), UCP, CONANP (DEPC)	¿Se presupuestó y financió adecuadamente el Plan de M&E?	Evidencias de que el plan de M&E fue bien seguido y tuvo respuestas adecuadas, cambios de manejo adaptativo
UNDP (ONPDS, M&E), UCP, CONANP (DEPC)	¿Las acciones de seguimiento y / o gestión adaptativa fueron adecuadas?	Medidas de adaptación implementadas

Actores clave	Preguntas / criterios	Indicadores
UNDP (M&E), UCP, CONANP (DEPC)	¿Fueron efectivos los indicadores de seguimiento del documento del proyecto para medir el progreso y el rendimiento?	Grado de efectividad de los indicadores
UNDP (ONPDS), UCP, CONANP (DEPC)	¿Qué tan efectivo fue la Junta del Proyecto en seguir los avances del proyecto y mantener el proyecto en marcha?	Evidencias de participación y actividad del CD
Resultados e impactos		
UNDP (ONPDS), UCP, CONANP (DEPC, ANP), ENDESU, FMCN, Consultores y Colaboradores	¿Cuáles son los principales logros del proyecto?	Evidencias de cambios positivos de visión, actitud y resultados en el Marco Estratégico de Resultados; evidencias de mejorías en el *status* de las especies en peligro o sus poblaciones
UNDP (ONPDS, M&E, ATR), UCP, CONANP (DEPC, ANP), ENDESU, FMCN, Consultores y Colaboradores	¿Cuáles han sido las principales limitaciones del proyecto?	Dificultades encontradas, cómo afectan los resultados y la sostenibilidad de las acciones iniciadas
UCP, CONANP (DEPC), ENDESU, CONABIO	¿Las barreras identificadas en la elaboración del proyecto fueron sobrepasadas? a) Instrumentos inadecuados a nivel sistémico para la planeación y gestión operativas b) Capacidades e instrumentos inadecuados para la conservación eficiente de especies	Conflictos de atribuciones entre divisiones solucionado DGVS - DGOR Sistema de información unificado para las Áreas Protegidas permite la gestión al nivel de paisaje
UNDP (ONPDS, ATR), UCP, CONANP (DEPC, ANP)	nsidera que el proyecto ha alcanzado su objetivo general de "Salvaguardar la biodiversidad de México que sea de importancia global mediante el establecimiento de instrumentos y capacidades que garanticen el funcionamiento eficaz y sustentable de áreas protegidas (APs) en relación con la conservación de especies en riesgo que sean prioritarias?" e relevante la contribución del proyecto para conservar las especies en riesgo en las áreas previstas? proyecto alcanzó o contribuyó a alcanzar algún resultado imprevisto?	Cambio en la capacidad: Para aunar o movilizar recursos Para desarrollar planificación estratégica al nivel de paisaje Para aplicar estrategias y medidas de conservación que favorezcan las especies en riesgo Cambio en la cantidad y la fortaleza de barreras como:

Actores clave	Preguntas / criterios	Indicadores
		nstrumentos inadecuados a nivel sistémico para la gestión operativa; Capacidades e instrumentos inadecuados para la conservación eficiente de especies amenazadas
UCP	r qué no se logró cambiar el reglamento interno de la SEMARNAT para asegurar que las opiniones de la CONANP fueran vinculantes?	- La Ley de Biodiversidad es aprobada por el Congreso Nacional
UCP, CONANP (ANP)	sten mejoras comprobables en el estado ecológico de los sitios de intervención del proyecto que se vea reflejado en mejoras a nivel nacional o mundial? sten resultados comprobados del mantenimiento o aumento de las poblaciones de especies en riesgo a nivel local? sten resultados comprobados de que las amenazas a las especies en riesgo disminuyeron como producto del proyecto?	encias de las mejoras del estado ecológico de los ecosistemas comparado con el inicio del proyecto, Evidencias del mantenimiento o aumento de poblaciones de especies en riesgo comparado con el inicio del proyecto, Evidencias de la disminución de amenazas comparado con el inicio del proyecto, Indicadores del Marco Estratégico de Resultados
CONANP (ANP), UPC	proyecto generó efectos positivos o negativos en poblaciones humanas locales? ¿Cuáles?	tos positivos o negativos identificados. Evidencia de dichos efectos.
Sostenibilidad		
CONANP (DEPC, ANP), UCP, ENDESU	¿Cómo es que los partícipes del proyecto van a continuar el manejo y la gestión de las especies en riesgo a largo plazo? ¿Los vínculos están bien establecidos?	Evidencias de apropiación y cambios de actitud o iniciativas en sitios de intervención e instituciones involucradas y acuerdos intra e interinstitucionales
UNDP (ONPDS), UCP, CONANP (DEPC), FMCN, ENDESU	é estrategias fueron implementadas para mitigar riesgos relacionados con la sostenibilidad a largo plazo del proyecto? eron efectivas?	gridad de la identificación y suposiciones del riesgo durante la planificación y el diseño del proyecto dad de los sistemas de información existentes para identificar riesgos emergentes y otras cuestiones dad de las estrategias de mitigación de riesgo desarrolladas

Actores clave	Preguntas / criterios	Indicadores
CONANP (ANP), ENDESU, UCP	¿Qué grado de implicación local existe para las iniciativas y los resultados?	Nivel de respaldo financiero y/o de iniciativas que los participantes deben proporcionar para mantener actividades relevantes después del cierre
UNDP (ONPDS), UCP, CONANP (DEPC, ANP)	entan los socios con la capacidad técnica necesaria para garantizar que se mantengan los beneficios del proyecto?	encias de la capacidad técnica de los socios, especialmente las AP
UNDP (ONPDS, ATR), UCP, CONANP (DEPC)	¿Existen riesgos sociales o políticos que puedan poner en peligro la sostenibilidad de los resultados?	Evidencias de inestabilidad social, política o financiera
CONANP (DEPC), ENDESU, FMCN, SEMARNAT	¿Existen aspectos financieros que puedan poner en riesgo la sostenibilidad de los resultados del proyecto? ¿Se ha instalado un mecanismo para asegurar la sostenibilidad financiera y económica una vez que termine la asistencia del GEF?	Evidencias de inestabilidad política o financiera o insuficiente apropiación del proyecto de parte del gobierno, especialmente de la CONANP
UNDP (ONPDS, ATR), CONANP (DEPC), SEMARNAT	¿Los marcos jurídicos, las políticas y las estructuras y procesos de gobernabilidad pueden poner en riesgo la sostenibilidad de los beneficios del proyecto? ¿Qué es esencial en la estrategia de salida?	Evidencias de instabilidad política, socioeconómica o insuficiente apropiación del proyecto de parte del gobierno. Evidencias de marcos jurídicos, políticas y estructuras consolidadas
UCP, CONANP (DEPC, ANP), UNDP (ONPDS, ATR), ENDESU	sten riesgos para los beneficios ambientales que fueron generados?	ebas de las posibles amenazas; Evaluación de las amenazas emergentes o no abordadas
Equidad de género y empoderamiento de mujeres		
UCP, CONANP (ANP), ENDESU, FMCN	¿Fueron incluidas consideraciones en relación al tema de género en la implementación del proyecto? ¿Cómo y de qué manera se ha medido?	Porcentaje de hombres y mujeres involucrados y beneficiados por el proyecto
Transversalización		
UCP, CONANP (DEPC, ANP)	¿El proyecto ha contribuido a una mejor preparación para enfrentar los desastres naturales y a aumentar la resiliencia de los sistemas naturales en la región o sitios de intervención?	Evidencias de instalación del sistema de monitoreo, incremento o recuperación de especies en riesgo y de sus hábitats en los sitios de intervención

Actores clave	Preguntas / criterios	Indicadores
UCP, UNDP (ONPDS, ATR, CONANP (DEPC)	han repetido o aplicado nacional, regional y/o localmente las actividades y los resultados del proyecto? repitieron o aplicaron las actividades y los resultados del proyecto en otros países? acciones o resultados del proyecto han sido replicados por otras instituciones / proyectos que implican fuentes externas de financiamiento?	ativas replicadas en México y/o en otros países sión de las iniciativas a través de la red del UNDP
UCP, UNDP (M&E), CONANP (DEPC, ANP)	proyecto desarrolló nuevas tecnologías y/o enfoques? ¿Estas se han replicado a nivel nacional, regional y/o local, o en otros países?	ativas replicadas en México y/o en otros países
Lecciones aprendidas y recomendaciones		
UNDP (ONPDS, M&E, ATR), UCP, CONANP (DEPC, ANP), CONABIO, ENDESU, FMCN, consultores, colaboradores	¿Cuáles son las lecciones aprendidas como resultado de este proyecto?	Entrevistados conocen el proyecto lo suficiente para indicar puntos relevantes
	¿Cuáles fueron las mejores prácticas empleadas?	Entrevistados conocen el proyecto lo suficiente para indicar puntos relevantes
	¿Qué debería ser diferente en un próximo proyecto?	Entrevistados conocen el proyecto lo suficiente para indicar puntos relevantes

ANNEX 6.6 TE RATING SCALES

Calificación	Descripción
MONITOREO Y EVALUACIÓN (M&E)	
Altamente satisfactorio (AS)	No hubo deficiencias, la calidad del M&E en el diseño/implementación superó lo esperado
Satisfactorio (S)	Hubo deficiencias menores, la calidad del M&E en el diseño/implementación cumplió con lo esperado
Moderately satisfactorio (MS)	Hubo deficiencias moderadas, la calidad del M&E en el diseño/implementación cumplió más o menos con lo esperado
Moderately insatisfactorio (MI)	Hubo deficiencias significativas, la calidad del M&E en el diseño/implementación fue, en algún sentido, menor a lo esperado
Insatisfactorio (I)	Hubo deficiencias mayores, la calidad del M&E en el diseño/implementación fue sustancialmente por debajo de lo esperado
Altamente insatisfactorio (AI)	Hubo deficiencias severas en el M&E en el diseño/implementación
No fue posible evaluar (NE)	La información disponible no permite una evaluación de la calidad del M&E en el diseño/implementación
EJECUCIÓN DE LA AGENCIA DE IMPLEMENTACIÓN Y EL ORGANISMO EJECUTOR	
Altamente satisfactorio (AS)	No hubo deficiencias, la calidad en la implementación/ejecución superó lo esperado
Satisfactorio (S)	No hubo o fueron mínimas las deficiencias, la calidad en la implementación/ejecución cumplió con lo esperado
Moderately satisfactorio (MS)	Hubo algunas deficiencias, la calidad en la implementación/ejecución cumplió más o menos con lo esperado
Moderately insatisfactorio (MI)	Hubo deficiencias significativas, la calidad en la implementación/ejecución fue menor a lo esperado
Insatisfactorio (I)	Hubo deficiencias mayores, la calidad en la implementación/ejecución fue sustancialmente menor a lo esperado
Altamente insatisfactorio (AI)	Hubo deficiencias severas en la calidad de la implementación/ejecución
No fue posible evaluar (NE)	La información disponible no permite una evaluación de la calidad en la implementación/ejecución
Análisis de Resultados: Relevancia, Efectividad, Eficiencia	
Altamente satisfactorio (AS)	El nivel de resultados logrado superó claramente lo esperado y/o no hubo deficiencias
Satisfactorio (S)	El nivel de resultados logrado cumplió con lo esperado y/o no hubo o hubo deficiencias menores
Moderately satisfactorio (MS)	El nivel de resultados logrado fue más o menos lo esperado y/o hubo deficiencias moderadas
Moderately insatisfactorio (MI)	El nivel de resultados logrado fue menor al esperado y/o hubo deficiencias significativas
Insatisfactorio (I)	El nivel de resultados logrado fue sustancialmente por debajo de lo esperado y/o hubo deficiencias mayores
Altamente insatisfactorio (AI)	Sólo se logró un nivel insignificante de resultados y/o hubo deficiencias graves
No fue posible evaluar (NE)	La información disponible no permite una evaluación de los resultados alcanzados
Sostenibilidad	
Probable (P)	Hay pocos o ningún riesgo para la sostenibilidad.
Moderately probable (MP)	Hay riesgos moderados a la sostenibilidad
Moderately improbable (MI)	Hay riesgos significativos a la sostenibilidad
Improbable (I)	Hay riesgos severos a la sostenibilidad
No fue posible evaluar (NE)	No se puede evaluar la incidencia esperada y la magnitud de los riesgos para la sostenibilidad.

ANNEX 6.7 SIGNED EVALULATION CONSULTANT AGREEMENT FORM AND UNEG CODE OF CONDUCT FORM

6.7.1 International consultant

La contratista:

1. Debe presentar información completa y justa en su evaluación de fortalezas y debilidades, para que las decisiones o medidas tomadas tengan un buen fundamento.
2. Debe divulgar todos los resultados de la evaluación junto con información sobre sus limitaciones, y permitir el acceso a esta información a todos los afectados por la evaluación que posean derechos legales expresos de recibir los resultados.
3. Debe proteger el anonimato y la confidencialidad de los informantes individuales. Debe proporcionar avisos máximos, minimizar las demandas de tiempo, y respetar el derecho de las personas de no participar. El/la contratista debe respetar el derecho de las personas a suministrar información de forma confidencial y deben garantizar que la información confidencial no pueda rastrearse hasta su fuente. No se prevé que evalúen a individuos y deben equilibrar una evaluación de funciones de gestión con este principio general.
4. En ocasiones, debe revelar la evidencia de transgresiones cuando realizan las evaluaciones. Estos casos deben ser informados discretamente al organismo de investigación correspondiente. El/la contratista debe consultar con otras entidades de supervisión relevantes cuando haya dudas sobre si ciertas cuestiones deberían ser denunciadas y cómo.
5. Debe ser sensible a las creencias, maneras y costumbres, y actuar con integridad y honestidad en las relaciones con todos los interesados. De acuerdo con la Declaración Universal de los Derechos Humanos de la ONU, el/la contratista debe ser sensibles a las cuestiones de discriminación e igualdad de género, y abordar tales cuestiones. Deben evitar ofender la dignidad y autoestima de aquellas personas con las que están en contacto en el transcurso de la evaluación. Gracias a que saben que la evaluación podría afectar negativamente los intereses de algunos interesados, el/la contratista debe realizar la evaluación y comunicar el propósito y los resultados de manera que respete claramente la dignidad y el valor propio de los interesados.
6. Es responsable de su rendimiento y sus productos. Es responsable de la presentación clara, precisa y justa, de manera oral o escrita, de limitaciones, los resultados y las recomendaciones del estudio.
7. Debe reflejar procedimientos descriptivos sólidos y ser prudentes en el uso de los recursos de la evaluación.

Formulario de acuerdo de la consultora de la evaluación[12]

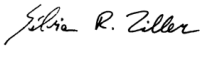
Acuerdo para acatar el Código de conducta para la evaluación en el Sistema de las Naciones Unidas

Nombre del/ la contratista: SÍLVIA RENATE ZILLER

Nombre de la organización consultiva (donde corresponda): UNDP MÉXICO

Confirmo que he recibido y entendido y que acataré el Código de Conducta para la Evaluación de las Naciones Unidas.

Firmado en Florianópolis - SC, Brasil, el 10 de septiembre de 2020.

Firma: 

12 www.unevaluation.org/unegcodeofconduct

6.7.2 National consultant

La contratista:

1. Debe presentar información completa y justa en su evaluación de fortalezas y debilidades, para que las decisiones o medidas tomadas tengan un buen fundamento.
2. Debe divulgar todos los resultados de la evaluación junto con información sobre sus limitaciones, y permitir el acceso a esta información a todos los afectados por la evaluación que posean derechos legales expresos de recibir los resultados.
3. Debe proteger el anonimato y la confidencialidad de los informantes individuales. Debe proporcionar avisos máximos, minimizar las demandas de tiempo, y respetar el derecho de las personas de no participar. El/la contratista debe respetar el derecho de las personas a suministrar información de forma confidencial y deben garantizar que la información confidencial no pueda rastrearse hasta su fuente. No se prevé que evalúen a individuos y deben equilibrar una evaluación de funciones de gestión con este principio general.
4. En ocasiones, debe revelar la evidencia de transgresiones cuando realizan las evaluaciones. Estos casos deben ser informados discretamente al organismo de investigación correspondiente. El/la contratista debe consultar con otras entidades de supervisión relevantes cuando haya dudas sobre si ciertas cuestiones deberían ser denunciadas y cómo.
5. Debe ser sensible a las creencias, maneras y costumbres, y actuar con integridad y honestidad en las relaciones con todos los interesados. De acuerdo con la Declaración Universal de los Derechos Humanos de la ONU, el/la contratista debe ser sensibles a las cuestiones de discriminación e igualdad de género, y abordar tales cuestiones. Deben evitar ofender la dignidad y autoestima de aquellas personas con las que están en contacto en el transcurso de la evaluación. Gracias a que saben que la evaluación podría afectar negativamente los intereses de algunos interesados, el/la contratista debe realizar la evaluación y comunicar el propósito y los resultados de manera que respete claramente la dignidad y el valor propio de los interesados.
6. Es responsable de su rendimiento y sus productos. Es responsable de la presentación clara, precisa y justa, de manera oral o escrita, de limitaciones, los resultados y las recomendaciones del estudio.
7. Debe reflejar procedimientos descriptivos sólidos y ser prudentes en el uso de los recursos de la evaluación.
8.

Formulario de acuerdo de la consultora de la evaluación13

Acuerdo para acatar el Código de conducta para la evaluación en el Sistema de las Naciones Unidas

Nombre del/ la contratista: KARINA SANTOS DEL PRADO GASCA

Nombre de la organización consultiva (donde corresponda): UNDP MÉXICO

Confirmo que he recibido y entendido y que acataré el Código de Conducta para la Evaluación de las Naciones Unidas.

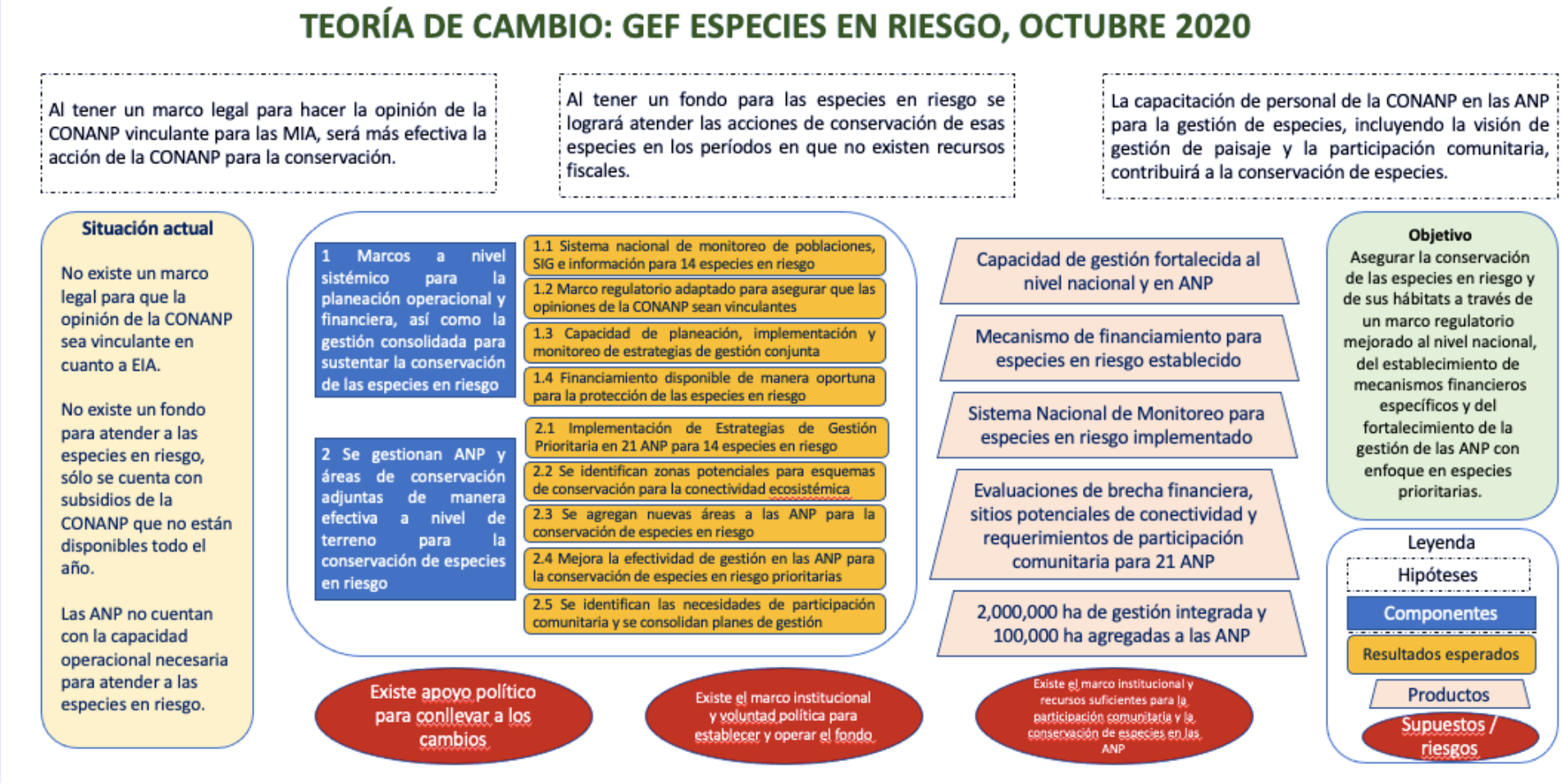
Firmado en la Ciudad de México, el 10 de septiembre de 2020.

Firma: 

13 www.unevaluation.org/unegcodeofconduct

ANNEX 6.8 THEORY OF CHANGE

Desarrollada por el Equipo Evaluador con la UCP bajo orientación de la Oficial de M&E del UNDP.



ANNEX 6.9 SIGNED TE REPORT CLEARANCE FORM

(Para ser completado por la OP y el Asesor Técnico regional del FMAM/UNDP e incluido en el documento final).

Informe de evaluación revisado y autorizado por

Oficina en el país del UNDP

Nombre: _____

Firma: _____ Fecha: _____

ATR del FMAM/UNDP

Nombre: _____

Firma: _____ Fecha: _____