Terminal Evaluation

Atlas Project ID: 00011498; PIMS: 461

Coastal and Wetland Biodiversity Management at Cox's Bazar and Hakaluki Haor

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Front cover: Turtle hatchlings being released on Teknaf Peninsula; Village Conservation Group in Sonadia Eastpara (© M.J.B. Green)

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ACRONYMS AND ABBREVIATIONS

APR	Annual Progress Report
BCVD	Bangladesh Centre for Village Development (NGO)
BDPOUSH	Bangladesh Poribesh Unnaion Shongstha (NGO)
BEMP	Bangladesh Environment Management Project
BGDP	Bangladesh Green Development Programme (UNDP)
CBAECA	Community-based Adaptation to Ecologically Critical Areas
CBO	Community Based Organization
CFSD	Centre for Sustainable Development (NGO)
CIDA	Canadian International Development Agency
CNRS	Centre for Natural Resource Studies (NGO)
CO	Country Office
CWBMP	Coastal Wetland Biodiversity Management Project
DC	Deputy Commissioner
DG	Director General
DoE	Department of Environment
ECA	Ecologically Critical Area
ECAMU	Ecological Critical Area Management Unit
FAO	Food and Agricultural Organization of the United Nations
GEF	Global Environment Facility
GIS	Geographic Information System
GoB	Government of Bangladesh
ha	Hectare(s)
IMED	Implementation, Monitoring and Evaluation Division
IPM	Integrated Pest Management
IUCN	International Union for the Conservation of Nature and Natural Resources
LFM	Logical Framework Matrix
M&E	Monitoring and Evaluation
MCG	Micro-Capital Grant
METT	Management Effectiveness Tracking Tool for PAs (World Bank/WWF)
MoEF	Ministry of Environment and Forests
MoL	Ministry of Land
MTE	Mid-term Evaluation
NACOM	Nature Conservation Management (NGO)
NEX	Nationally Executed Project
NGO	Non-Governmental Organization
NPD	National Project Director
NPPP	National Project Professional Personnel
PA(s)	Protected Area(s)
PAPD	Participatory Action Plan Development
PDF-A/B	Project Development Facility – Block A/B
PMU	Project Management Unit
PRIF	Pre-investment Formulation
PSC	Project Steering Committee
RTA	Regional Technical Advisor (UNDP – Global Environment Facility)
ToR	Terms of Reference
TRAC	Target for Resource Assignments from the Core
UNCED	United Nations Conference Environment & Development
UNDP	United Nations Development Programme
UNOPS	United Nations Operations and Programme Services
UP	Union Parishad
US$	United States Dollar
VCG	Village Conservation Group

PROJECT DETAILS

UNDP/GEF Project Title:	**Coastal and Wetland Biodiversity Management at Cox's Bazar and Hakaluki Haor (BGD/99/G31)**
GEF Project ID No:	**668 (Atlas Project ID: 00011498)**
UNDP Project ID No:	**PIMS: 461**
Evaluation Time Frame:	**16 April – 30 June 2012**
Date of Evaluation Report:	**June 2012**
Region and Countries included in the Project:	**East Asia and the Pacific, Bangladesh**
GEF Focal Area:	**Biodiversity**
GEF Operational Program:	**8 Water Body based Operational Programme**
GEF Strategic Program:	**1 (Catalysing sustainability of protected area systems)** **2 (Mainstreaming Biodiversity Conservation in Production Landscapes/Seascapes and Sectors)**
Implementing Agency	**UNDP Bangladesh and UNOPS**
Executing Agency:	**Department of Environment, Ministry of Environment & Forests**
Project Partners:	**NGOs (**BCVD, BDPOUSH, CFSD, CNRS and NACOM**)** **UNOs, Upazilas** and **Districts** are co-ordinating bodies**)**
Evaluation Team Members:	**Michael J.B. Green & Sheikh Tawhidul Islam**

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The mission was hosted by UNDP Bangladesh Country Office, the Project Management Unit having been disbanded following the end of the Project in June 2011. Within UNDP, particular thanks are due to Mr Tariq-ul Islam (Assistant Country Director), Alamgir Hossain (Programme Analyst) and Md Mahbubur Rahman (former Manager of the Project) who efficiently dealt with logistical arrangements and met our information requirements.

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The opinions and recommendations in this report are those of the consultants and do not necessarily reflect the position GEF, UNDP or the Ministry of Environment & Forests and any of its agencies including the Department of Environment. The consultants are responsible for any errors or omissions.

EXECUTIVE SUMMARY

Project Summary Table				
Project Title: Coastal and Wetland Biodiversity Management at Cox's Bazar and Hakaluki Haor				
GEF Project ID:	Atlas: 00011498		***at endorsement (Million US$)***	***at completion (Million US$)***
UNDP Project ID:	PIMS: 461	**GEF financing:**	5.520	5.520
Country:	Bangladesh	**IA/EA own:**	6.552	0
Region:	East Asia & Pacific	**Government:**	3.546	0.317
Focal Area:	Biodiversity	**Other:**		
Operational Program:	8	**Total co-financing:**	10,098	0.317
Executing Agency:	UNDP, UNOPS	**Total Project Cost:**	15.618	5.837
Other Partners involved:	**NGOs (**BCVD, BDPOUSH, CFSD, CNRS and NACOM**)**[1]	**Prodoc Signature (date project began):**		
		(Operational) Closing Date:	Proposed: 31.03.2009[2]	Actual: 30.06.2011

Brief description of Project

A central pillar of Bangladesh's resource base is its coastal and freshwater wetland ecosystems, providing a livelihood through fishing and agriculture for the majority of its 120 million people. These ecosystems are particularly significant for bird, aquatic (e.g. fish, shellfish, crustaceans) and plant species, many of which are becoming increasingly threatened due to a wide variety of anthropogenic pressures including overexploitation, habitat destruction and pollution. Quite apart from their national importance for biodiversity, these wetland ecosystems are globally important in biogeographical terms and with respect to their strategic location at the crossroads of two international shorebird migration flyways. Coastal ecosystems are well represented in the Cox's Bazar-Teknaf area, where three sites (Sonadia Island, St. Martin's Island and Teknaf Peninsula) were selected for this Project and freshwater ecosystems at a fourth selected site, Hakaluki Haor, a large inland wetlands complex. All of these sites had been notified as Ecologically Critical Areas (ECAs) in April 1999, at the time of the formulation of this UNDP/GEF full-size project entitled *Coastal and Wetland Biodiversity Management at Cox's Bazar and Hakaluki Haor* (BGD/99/G31).

The Project was designed to develop and demonstrate appropriate protocols and mechanisms for the governance, planning and management of ECAs, under the provisions of the Bangladesh Environment Conservation Act, 1995. It officially commenced on 18 May 2002, when the Project Document was signed, and ended on 30 June 2011 after several extensions to accommodate delays in implementation, including a five-month suspension.

The (development) **objective** of the Project, as defined in the Project Document, is:

[1] UNOs, Upazilas and Districts are co-ordinating bodies.

[2] Project Document states 30 June 2007 as the estimated end date, based on start date of 1 July 2000. APR/PIR 2009 specifies 31 March 2009 as the original closing date and 30 June 2010 as the revised closing date, the Project Document having been signed on 18 May 2002 with a planned duration of 84 months. (Note that the GEF Projects database indicates 31 December 2010 as the closing date, which is incorrect – see: http://www.thegef.org/gef/project_detail?projID=668.)

"… to establish an innovative system for management of Ecologically Critical Areas (ECAs) in Bangladesh that will have a significant and positive impact on the long-term viability of the country's important biodiversity resources."

In order to achieve this development objective, three immediate objectives were formulated of which two are similar, applying respectively to the three coastal sites and the one inland wetland. The third immediate objective focuses on institutionalising the ECA concept within the Department of Environment (DoE) and developing its capacity to coordinate ECA planning and management. Clearly, ECAs have the potential to deliver conservation and sustainable use of biodiversity at genetic, species and ecosystem levels and the Project provides the opportunity to demonstrate how this can be achieved.

A wide range of stakeholders has interests vested in the Project. They include the intended beneficiaries of the Project, as specified in the Project Document:

- Local community members, especially those involved in the Village Conservation Groups.
- The client, Ministry of Environment and Forests, and particularly its DoE, which has responsibility for coordinating the planning and management of ECAs.
- NGOs, local universities and technical professionals who have developed their capacities and expertise through consulting opportunities provide by the Project.

Other stakeholders include:

- Local administrative bodies – union parishads, upazilas and districts, who have directly supported DoE in development of ECA policy and management, largely through the VCGs.
- Tourists visiting ECAs who benefit from an increasing quality experience, as these critical habitats are restored and their values become better understood.
- Other villagers residing in the vicinity of ECAs who witness the Project's demonstrations and become sufficiently inspired to secure the know-how to improve their own situation.
- Civil society who benefits indirectly from sharing knowledge and best practice in managing natural resources sustainably to conserve biodiversity and support local livelihoods.

Evaluation purpose, approach and methods

Terminal Evaluation is an integral part of the UNDP GEF project cycle. Its purpose is to provide a comprehensive, systematic and evidence-based account of the performance of the completed Project by assessing its design, process of implementation, achievements (outputs, outcomes, impacts and their sustainability) against project objectives endorsed by the GEF (including any agreed changes to the objectives during project implementation) and any other results. It is intended to enhance organizational and development learning; enable informed decision-making; and create the basis of replication of successful project outcomes.

External international and national consultants carried out this MTE. The field mission comprised 7 days in-country (2-8 May 2012 inclusive) interviewing partners and other stakeholders in Dhaka and in the field at three of the Project sites (Sonadia Island and Teknaf Peninsula in the Cox's Bazar coastal area and inland at Hakaluki Haor). Initial findings were shared with the Executing Agency (Department of Environment) at a meeting chaired by the Secretary, Ministry of Environment & Forests, on 8 May 2012. Much time was subsequently spent reviewing a large amount of information, requesting further information and drafting a report, submitted in July.

The evaluation was undertaken in as participatory a manner as possible in order to build consensus on achievements, shortcomings and lessons learnt. Stakeholders were interviewed informally, with the help of interpretation as necessary. Interviews focused on the strengths and weaknesses of the Project and future opportunities afforded by the Government's follow-up project, Community-based Adaptation to Ecologically Critical Areas, funded from its Climate Change Trust Fund. Evidence was cross-checked (triangulation) between as many different sources as possible to confirm its veracity.

Evaluation Results

The Project is evaluated as Satisfactory/Moderately Satisfactory with respect to the achievement of its overall objective, which means that it has both minor and moderate short-comings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency. This result is an above 'average' accolade for those involved in the Project's formulation and implementation, being marginally above the third highest of six possible scores awarded to GEF projects. Furthermore, Objectives (Outcomes) 1 and 2 (conserve and sustainably use globally significant wetland biodiversity in ECAs) are evaluated as **Satisfactory**.

Table 3.4 Terminal Evaluation ratings of Project Outputs, based on evidence given in **Annex 6**

Objectives and Outputs		Rating*					
		HS	S	MS	MU	U	HU
Objective 1	Ensure conservation and sustainable use of globally significant wetland biodiversity at Cox's Bazar sites through their management as ECAs		✓				
Output 1.1	Utilizing existing legal mechanisms, legal protection is established for ecologically critical areas (ECAs)			✓			
Output 1.2	An effective field-level management system is operated and maintained		✓				
Output 1.3	Village Conservation Groups and a Local ECA Committee are established to ensure local participation and inter-sectoral coordination for conservation		✓				
Output 1.4	Ecological information concerning critical ecosystems at Cox's Bazar site is available to and used by managers				✓		
Output 1.5	A management plan covering conservation and sustainable use of Cox's Bazar ECA is developed and implemented		✓				
Output 1.6	Alternative sustainable livelihood and sustainable use strategies are developed and implemented		✓				
Output 1.7	An integrated pest management programme is implemented		✓				
Objective 2	Ensure conservation and sustainable use of globally significant wetland biodiversity at Hakaluki Haor through its management as ECA		✓				
Output 2.1	Utilizing existing legal mechanisms, legal protection is established for ecologically critical areas (ECAs)			✓			
Output 2.2	DoE operates and maintains an effective field-level management system			✓			
Output 2.3	Village Conservation Groups and a Local ECA Committee are established to ensure local participation and inter-sectoral coordination for conservation		✓				
Output 2.4	Ecological information concerning critical ecosystems at the Hakaluki Haor site is available to and used by regional and national managers				✓		
Output 2.5	A management plan covering conservation and sustainable use of Hakaluki Haor ECA is developed and implemented			✓			
Output 2.6	Alternative sustainable livelihood and sustainable use strategies are developed and implemented		✓				
Output 2.7	An integrated pest management programme is implemented		✓				
Objective 3	Support efforts by DoE to institutionalise the concept of ECA management using the experience gained through the above demonstration sites			✓			
Output 3.1	Ensuring that legal mechanisms at national level are able to support operationalization of ECA concept			✓			
Output 3.2	Policy formulation and analysis concerning ECAs is based on an appropriate integration of economic and social factors				✓		
Output 3.3	Strengthening capacity for management of ECAs			✓			
Output 3.4	Development of awareness materials			✓			
Output 3.5	Implementation of Project start-up, operations, and development			✓			

*** HS** = **H**ighly **S**atisfactory; **S** = **S**atisfactory; **MS** = **M**oderately **S**atisfactory;
MU = **M**oderately **U**nsatisfactory; **U** = **U**nsatisfactory; **HU** = **H**ighly **U**nsatisfactory

The result is based on assessment of Project outputs (**Annex 6**, summarised in **Table 3.4**), Project performance (summarised in **Table 3.5**) and Project performance indicators (**Annex 7**).

Table 3.5 Project performance ratings

Criteria	Rating	Comments
Monitoring and Evaluation (using 6-point satisfaction scale)		
Overall Quality of Monitoring & Evaluation	**MU**	
M&E design at project start up	**MU**	M&E framework broadly outlined in Project Document but no comprehensive LFM designed during Project formulation or inception, which jeopardised Project implementation from the outset.
M&E Plan Implementation	**MU**	Routine reporting (Quarterly Progress Reports, APRs) and meetings (Tripartite Reviews, Steering Committee) undertaken. Regular oversight of activities sub-contracted to NGOs at site level. However, no serious attempt to develop detailed M&E framework, with Village Information Management Systems linked to National Electronic Database, as described in the Project Document. LFM never developed. This undoubtedly contributed to lack of focus on outputs and their delivery. Further details in **Section 3.2.5**.
IA & EA Execution (using 6-point satisfaction scale)		
Overall Quality of Project Implementation/Execution	**MS**	
Implementing Agency Execution	**MS**	IA took commendable steps to suspend Project when irregularities in allocation of resources persisted. However, adopted a hands-off approach rather than catalysing and facilitating delivery of outputs in an appropriate and timely manner.
Executing Agency Execution	**MS**	Execution was initially poor and very delayed; by time of MTE it had improved significantly and much was achieved, notably with respect to establishment and mobilisation of VCGs (by partner NGOs) and ECA Coordinating Committees at Union, Upazila and District levels (by DoE). However, despite several further extensions beyond March 2009, it did not deliver in a consistent and coherent manner, with the result that Rules await promulgation and management and zoning plans have not been finalised and approved.
Outcomes (using 6-point satisfaction scale)		
Overall Quality of Project Outcomes	**S**	Based on separate assessment of Project objectives (outcomes) and outputs (see **Table 3.4**).
Relevance	**R**	In principle, the overall (development) objective of the Project and its three immediate objectives remain as relevant today, in respect of conserving and sustainably using globally significant biodiversity, as when the Project was conceived over a decade ago. There is some uncertainty, however, concerning one of the 3 ECAs targeted under Objective 1 and that is Sonadia Island, which is earmarked for the establishment of a deep-sea port. If this goes ahead, as presently planned based on government's existing approval of the scheme, then some of this globally important biodiversity will be directly impacted and the interventions of the Project in this area will have been largely negated. (Refer to **Section 3.3.2**)
Effectiveness	**MS**	Extent of achievement of objectives, or likelihood of being achieved – Objectives 1 and 2 achieved to a reasonable extent but not all Outputs delivered satisfactorily as indicated in **Annex 6**.
Efficiency	**MS**	Cost effectiveness of delivery of results impaired by delays in Project and incomplete status of a number of outputs, such as Rules not promulgated, unpublished documents reports, unfinished management and zoning plans and non-delivery of database and information management system, despite procuring a consultant for this work.

Sustainability (using 4-point likelihood scale)		
Overall Likelihood of ~~risks to~~ Sustainability[3]	**ML**	
Financial resources	**ML**	Endowment Fund, albeit released only towards the end of the Project in October-November 2010, provides basis for sustaining a degree of biodiversity protection and MCGs, albeit insufficient, for initiating income-generating activities. DoE continues to expand, from 165 at the time of the Project's inception to over 700 staff in 2012. Thus, it has the staffing capacity to coordinate the management of increasing numbers of ECAs. A key to future financial sustainability will be the development of an ecosystem services approach to managing ECA and, although intended in the Project Document and evaluated in Hakaluki Haor, it was not fully developed and piloted during the Project. This remains an outstanding priority.
Socio-economic	**ML**	The jury is still out with regard to demonstrating improved livelihoods at an economically substantive scale. VCG members have benefitted from Project interventions but this needs to be replicated throughout an ECA if the concept is to be sustained long term – and this takes time. While an ecosystem services approach is a cornerstone for long-term financial viability of ECAs, this will only be achieved if all the relevant stakeholders, especially government agencies, work together. So far, this has proved elusive at the National ECA Committee level.
Institutional framework and governance	**ML**	Project has demonstrated to a significant extent that ECAs can be established and managed by DoE working in partnership with VCG and other government agencies through ECA Coordinating Committees established at the respective local administrative levels (District, Upazila and Union). The effectiveness of National ECA Committee has yet to be demonstrated in respect fostering the support and coordinating the inputs of other agencies (e.g. Forest Department, Ministry of Land, Ministry of Fisheries); and establishing strong links with the District ECA Coordinating Committees. The outstanding priority necessary to underpin this governance is the promulgation of the ECA Rules.
Environmental	**ML (L)** **(U)**	Project has demonstrated significant gains for biodiversity of global importance, notably restoration of mangrove habitat and turtle conservation. The approval of the Deep-sea Port adjacent to Sonadia Island is a major threat to certain elements of global biodiversity currently conserved within this ECA.
Impact (using 3-point impact scale)		
Environmental status improvement	**S**	Examples: significant areas of mangrove regenerated or re-established; reduced mortality of turtles on nesting beaches and high success rate of turtles hatched and released to sea. Similarly, significant area of swamp forest re-established in Hakaluki Haor.
Environmental stress reduction	**S**	Examples: hunting waterfowl largely ceased at Hakaluki Haor; birds encouraged to nest in VCG villages on Sonadia Island; reduced disturbance to nesting turtles from visitors, fishermen and dogs.
Progress towards stress/status change	**M**	ECA Rules finalised in 2010 but await promulgation. National ECA Committee has yet to champion change among institutions and coordinate integrated development of ECAs.
Overall Project Results (using 6-point satisfaction scale)	**S/MS**	

Satisfaction scale: **H**ighly **S**atisfactory, **S**atisfactory, **M**oderately **S**atisfactory, **M**oderately **U**nsatisfactory, **U**nsatisfactory, **H**ighly **U**nsatisfactory

Sustainability scale: **L**ikely, **M**oderately **L**ikely, **M**oderately **U**nlikely, **U**nlikely

Impact scale: **S**ignificant, **M**inimal, **N**egligible

Relevance scale: **R**elevant; **N**ot **R**elevant

[3] The 2012 Guidance for conducting terminal evaluations of UNDP-supported, GEF-financed projects states in the Rating Project Performance table on page 30: Overall likelihood of risks to sustainability. This is misleading as it is the likelihood of sustainability which is supposed to be assessed, not the likelihood of the risk occurring.

Conclusions

The general conclusion is that this has been a very opportune and challenging Project: opportune with respect to applying the provisions of the 1995 Bangladesh Environment Conservation Act to establishing ECAs to conserve biodiversity while also addressing local livelihoods; and challenging with respect to enabling DoE, through capacity building, to grasp its mandate under the provisions of this Act and take responsibility for ECA management. Importantly, it has entailed setting up a governance system that permeated all strata of government, largely achieved by establishing ECA coordinating committees at Union, Upazila, District and national levels, which are fuelled by VCGs at grassroots level. Moreover, these VCGs have become not only the work force and principle beneficiaries of sustainable income-generating activities but also the eyes and ears of local government administrations and DoE in terms of safe-guarding the environment.

Much of what has been achieved with the local communities can be credited to the excellent capacity building by NGOs, working in very close partnership with the DoE Management Units. An outstanding strength that illuminates the achievements of this Project is the ownership, commitment and enthusiasm evident within DoE, local government administrations at all levels and the local communities, especially the VCGs. Importantly, with the close support of the Implementing Agency (UNDP), DoE has developed its capacity and asserted its mandate to oversee and coordinate ECA management, reflecting its resolve and strong ownership of the Project.

The main shortcomings in the Project's design and implementation include the following:

- Absence of a comprehensive Logical Framework Matrix to monitor the Project's implementation, coupled with insufficient and weak performance indicators.
- Long delays during initial implementation, exacerbated by the frequent gaps and changes in leadership (four NPDs between April 2002 and November 2006) and the two go-slow periods, culminating in the Project being suspended in June-August 2004 on account of certain inappropriate expenditures, all of which contributed to the Project having to be extended three times.
- There is a general sense that the Project would have benefitted from more hands-on oversight and support from the Implementing Agency, particularly during the initial years. Many outputs were developed but never completed, eroding what might otherwise have been a satisfactory rating for the Project, for example:
  - Poor performance of the National ECA Committee, arguably exemplified by the delay in promulgating the ECA Rules, finalised by the Project in 2010;
  - Management and zoning plans for the ECAs drafted in 2006-2010 that were never finalised, let alone formally approved;
  - Guidelines and technical reports prepared for publication but not completed and made available to interested parties, including members of the public.
  - Absence of a management information system, which has undermined the delivery of many Project outputs and them being accessible via the Project's website.
- Inherently weak and unsatisfactory monitoring and evaluation of Project implementation, despite the appointment of an M&E Specialist within PMU. There appears to have been no serious attempt to develop the M&E framework outlined in the Project Document and link various outputs to the Management Information System, also prescribed as a deliverable.

A minor point concerns the timing and duration of the Final Evaluation mission. While it was well hosted and efficiently organised, there was insufficient time to visit Hakaluki Haor (only a few stakeholders were met) and no time to visit St Martin's Island, which would have been difficult anyway because of early monsoon weather conditions. The Project's work in St Martin's Island has not been subject to any independent, external review, as it was not visited during the Mid-Term Evaluation, nor has the Regional Technical Advisor been there. Given that the Project ended one year ago, all of this could have been avoided.

Actions to follow up or reinforce initial benefits from the project

The Project has demonstrated to good effect, albeit in a preliminary manner, how ECAs can be managed sustainably, with biodiversity protected in core zones and other zones earmarked for various sustainable uses. An important consideration is the close similarity between the ECA concept and the Biosphere Reserve concept of the UNESCO Man and the Biosphere Programme.

Much needs to be done **to consolidate** and **replicate** the Project's achievements on parallel fronts as follows [lead agencies/organisations are indicated in square brackets]:

i. Promulgate ECA Rules, finalised in 2010, as a matter of urgency, particularly since the CBAECA project has followed immediately in the wake of CWBMP. [MoEF, DoE]
ii. National ECA Committee to champion ECAs and perform its mandate with respect to: fostering the support and coordinating the inputs of other agencies (e.g. Forest Department, Ministry of Land, Ministry of Fisheries); and establishing strong links with the District ECA Coordinating Committees. [MoEF, DoE]
iii. Disseminate knowledge, experience and best practice in conservation and sustainable development of ECAs, much of which has been documented in some 20 reports that await publication. [DoE]
iv. Finalise, approve, publish and disseminate ECA Management and Zoning Plans. [DoE]
v. Establish a comprehensive, integrated monitoring programme for each ECA, based on a common framework developed for all ECAs that is maintained in a centralised database system. [DoE]
vi. Establish a web-based Management Information System, supported by relevant database systems, that is accessible to a wide range of stakeholders.
vii. Institutionalise training in ECA management within MoE, possibly alongside other training in biodiversity conservation and protected areas management. [MoEF, DoE]
viii. Further promote sustainable and, in appropriate cases, alternative livelihoods to address over-exploitation of natural resources. [DoE, ECA Coordinating Committees, UNDP]
ix. Develop and implement a strategy for replicating the ECA management model to the other eight existing ECAs, based on a feasibility study of how replication is best undertaken in the light of recent experience and lessons learnt. Importantly, as part of the feasibility study, revise the conservation management planning process: to provide more emphasis on the empowerment of resource user communities, engagement of all other stakeholders and provisions for management of cultural, historical and religious sites in ECAs; and to be underpinned by more of an ecosystems services approach to management.

Proposals for future directions underlining main objectives

In addition, new ground needs to be broken on a number of fronts **to build** on the Project's achievements. Priorities for developing the application of the ECA concept within Bangladesh include the following:

x. **Link the ECA concept to UNESCO's Man and the Biosphere (MAB) Programme** by nominating one or more ECAs for inclusion within the World Network of Biosphere Reserves. [MoEF, DoE, National ECA Committee]
xi. **Develop guidelines for the selection and management of ECAs**, based on a technical review of existing legislation and policy for ECAs and other protected areas and experience in their application, in order to clarify the purpose of ECAs in comparison with other types of protected areas and their respective management regimes. Concomitantly, establish a high level **Task Force** of independent experts to address two key issues that have emerged during the implementation of this Project:
    - **Review the case for St Martin's Island as an ECA**, as originally recommended in the Mid-Term Evaluation. The issue is whether or not ECA criteria can be met at St Martin's

Island in the face of over-development of tourism facilities and damage to terrestrial habitat arising from uncertainties regarding the status of government land on the island. Clearly, a unique solution needs to be developed for the Island, based on some form of ecologically and socially sustainable tourism master plan, and this plan should be informed by the findings of the Task Force.

- **Review the case for Sonadia Island as an ECA** in the event of proposals going ahead to establish a deep-sea port in its south-west corner. The approval of this port would seem to be a major threat to certain elements of global biodiversity currently conserved within this ECA. A clear statement, therefore, needs to be provided to government as to whether or not ECA criteria will continue to be met if this development proceeds, so that final decisions are fully informed and, in the event of it proceeding, appropriate mitigation measures are identified, costed and implemented as part of the development.

xii. **Develop an ecosystem services approach to underpin future management planning of ECAs**, based on the premise that improved understanding of the relative values of functioning ecosystems will provide for more informed management decisions.

xiii. **Pilot community-based ecotourism,** a potential income-generating activity that has yet to be explored, within ECAs. Hakaluki Haor, Sonadia Island (depending on whether or not the proposed deep-sea port goes ahead) and Teknaf Peninsular offer excellent opportunities for the development of this type of tourism, which should be based on principles of responsibility and sustainability for the benefit of visitors, local communities and conservation (nature and culture).

xiv. **Explore potential opportunities for the conservation and sustainable use of agrobiodiversity on farms and in home gardens for income-generation purposes,** given that wild rice, *Porteresia* sp., identified and recovered at Sonadia Island and Hakaluki Haor, may harbour *Oryza* rice varieties that have evolved locally (potential land races).

Lessons

Lessons identified in the Mid-Term Evaluation and this Terminal Evaluation are as follows:

- **Technical support is an essential element of every project.** Difficulties faced by this Project would have been fewer, and more readily dealt with, had more effort been made to network and exchange information, ideas and skills with other organisations as specified in the Project Document. Technical support should be specifically identified as an *activity* in the design of new projects, rather than simply embedding the provision in general text.
- **Inter-agency engagement is usually difficult to achieve** and this is particularly true when it involves busy senior management representatives meeting together at one place at the same time because the time costs are often judged to be too great by at least some of the participants and so there is no meaningful inter-agency engagement. In the case of the National ECA Committee, for whom this was particularly true, it may be appropriate for Ministry of Environment & Forests to host an independently facilitated one-day workshop at which members of this Committee are provided the opportunity to determine and agree a Terms of Reference and associated conditions that would enable the Committee to fulfil its mandate effectively.
- Much more serious attention needs to be given to the **design of study tours and how to apply the lessons learnt** from being exposed to ideas and initiatives elsewhere in order to benefit not just the participants but also the project. Study tours should be followed up by an agreed action plan that is monitored in order to maximise benefits from the investment.
- **Project interventions should be subject to environmental screening of their potential impacts on biodiversity and those dependent on the natural resource base, especially local communities.**

- **International awareness and support for globally important migratory species needs to be coordinated by some form of clearing house mechanism for project interventions.** This requires hosting, facilitating and monitoring by an appropriate international body concerned with migratory species, whereby national efforts to conserve migratory species are communicated among the respective countries sharing the same populations and species so that such countries can coordinate their efforts bi- and multi-laterally to maximum effect.

Best practices

Best practices are considered to be as follows:

- The ECA governance/management model piloted by the Project and developed further during implementation has proved to be very effective and well supported at local level by VCGs and local government councils at Union, Upazila and District levels. It is founded on a close cooperative partnership between Village Conservation Groups and the respective DoE Management Unit, facilitated and nurtured by NGOs during the formative stage, while also relying on support from Union, Upazila and District administrations via the respective ECA Coordinating Committee. Benefits flow in all directions: Village Conservation Groups benefit from improved livelihoods and security because of their role in protecting, sustaining and restoring biodiversity; DoE benefits from being able to fulfil its mandate as government's custodian of ECAs through its joint management arrangements with Village Conservation Groups; and local administrations benefit from being able to fulfil their mandate of addressing social and environmental community needs more cost effectively. Fundamentally, Village Conservation Groups have become the eyes and ears of the Department of Environment and local administrations; and all parties benefit from this alliance. Once the outstanding weak link between what is happening at local level and the National ECA Committee has been addressed, this model will be ready for replication and export elsewhere.
- A vital element of this model is the empowerment of local communities. This has been achieved very successfully through the provision of training in combination with access to resources through micro-credit grants to apply such training and generate income.

Immediate Opportunities

It is to the credit of the Government of Bangladesh, and somewhat unusual in the case of GEF projects, that the Government has allocated Tk 1,500 lakh (US$ 1.9 million) for a second, follow-on project (*Community Based Adaptation in the Ecologically Critical Areas through Biodiversity Conservation and Social Protection*) that began in July 2011, immediately following the end of this Project. UNDP is contributing a further US$ 184,800 from its Bangladesh Green Development Programme for technical assistance over a one-year. Thus, there is every opportunity to follow-up on the initial benefits of this GEF Project with respect to the above nine recommendations (i-ix) emerging from this Terminal Evaluation.

UNDP's forthcoming Bangladesh Green Development Programme is focused on low emissions and environmental governance, including biodiversity aspects. It is anticipated that this Terminal Evaluation will contribute to the formulation and design of the Programme, providing a further opportunity to take forward some of the above 14 recommendations (i-xiv). An appropriate two-fold strategy for UNDP is outlined in this report.

1. INTRODUCTION

1.1 PURPOSE OF THE EVALUATION

The GEF Monitoring and Evaluation Policy[4] has two overarching objectives at the project level, namely: to promote accountability for the achievement of GEF objectives through the assessment of results, effectiveness, processes and performance of the partners involved in GEF activities; and to improve performance by the promotion of learning, feedback and knowledge sharing on results and lessons learned among the GEF and its partners, as a basis for decision-making on policies, strategies, programme management, projects and programmes.

Terminal evaluation is an integral part of the UNDP/GEF project cycle. Its purpose is to provide a comprehensive and systematic account of the performance of the completed project by assessing its design, process of implementation, achievements (outputs, outcomes, impacts and their sustainability) against project objectives endorsed by the GEF (including any agreed changes in the objectives during project implementation) and any other results.

Terminal evaluations have four complementary purposes:

i. To promote accountability and transparency, and to assess and disclose levels of project accomplishments.
ii. To capture and synthesize lessons that may help improve the selection, design and implementation of future GEF activities, as well as to suggest recommendations of replication of project successes.
iii. To provide feedback on issues that are recurrent across the portfolio and need attention, and on improvements regarding previously identified issues.
iv. To contribute to the GEF Evaluation Office databases for aggregation, analysis and reporting on effectiveness of GEF operations in achieving global environmental benefits and on the quality of monitoring and evaluation across the GEF system.

To this end, the terminal evaluation is intended to:

i. enhance organizational and development learning;
ii. enable informed decision-making; and
iii. create the basis for replication of successful project outcomes.

1.1.1 Project specific aspects of this evaluation

The Terms of Reference (ToR) for this Terminal Evaluation of the Coastal and Wetland Biodiversity Management Project (CWBMP) at Cox's Bazar and Hakaluki Haor (**Annex 1**) include a number of specific provisions, notably:

- to identify a comprehensive road map for incorporating the next phase of the Project within UNDP's upcoming Bangladesh Green Development Programme (BGDP), which is focused on low emissions and environmental governance, including biodiversity aspects;
- to assess the next phase of the Project funded from the government's Climate Change Trust Fund (CCTF); and
- to identify how this next phase can also be integrated with UNDP's BGDP.

These are addressed in **Section 4.X**.

Finally, the Mid-Term Evaluation (MTE) concluded that:

> "*Success could bring real gains for global biodiversity and result in a workable model for community based, DOE-guided biodiversity management that could do much to ease poverty in Bangladesh.*

[4] *The GEF Monitoring and Evaluation Policy 2010*, Evaluation Document November 2010, No. 4. 32 pp.

At its mid-term point this project shares with others of its type a similar mix of real gains in some areas, while key weaknesses frustrate further progress. There is keen ownership of the project by the DOE, success through sub-contracted NGOs engaged at community level, and a reasonable level of inter-agency cooperation and support at local government levels. A great deal of socioeconomic and biodiversity data relevant to ECA management has been acquired and promising gains for biodiversity of local, national and global significance have been made through interventions at all project sites, even before management plans are in place.

A successful and sustainable overall project outcome remains uncertain. Further progress is dependent on overcoming uncertainty in project management and weaknesses in the key areas of national level inter-agency cooperation, management planning for biodiversity conservation, data management, and monitoring and evaluation. If this can be achieved an extension of this important project is warranted."

Thus, particular attention has been given to the Project's response to the 17 recommendations of the MTE and the way in which management has been adapted and developed to address the weaknesses identified mid-term.

1.2 SCOPE AND METHODOLOGY OF THE EVALUATION

This Terminal Evaluation follows the aforementioned GEF monitoring and evaluation policy and the new *Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-Financed Projects* (UNDP Evaluation Office, 2012). More specifically, details of the scope and deliverables of this Terminal Evaluation are given in the ToR (**Annex 1**) and, as mentioned in **Section 1.1.1**, the Project's response to the recommendations of the MTE are taken into particular account (**Annex 2**).

The evaluation process is independent of GEF, UNDP, Ministry of Environment & Forests (MoEF) and Project partners. The opinions and recommendations in this Terminal Evaluation are those of the Evaluation Team, comprising one international and one national consultant, and do not necessarily reflect the position of GEF, UNDP, MoEF or any other Project stakeholders. Once accepted, the Terminal Evaluation becomes a recognised and publicly accessible component of the Project's documentation.

The Terminal Evaluation has been undertaken in line with GEF principles concerning independence, credibility, utility, impartiality, transparency, disclosure, ethical, participation, competencies and capacities[3]. The consultants have signed the Evaluation Consultant Code of Conduct Agreement Form (**Annex 3**), thereby agreeing to abide by the UNEG Code of Conduct in the UN System (2008).

Terminal evaluation is an evidence-based assessment of the Project concept and design, its implementation and its outputs, outcomes and impacts as documented in the Annual Progress Reviews (APRs), Project Implementation Reports (PIRs) and Logical Framework Matrix (LFM), which provides indicators and targets for measuring success in implementation. In the case of this Project, there is no LFM for reasons given in **Section 3.1.1** and so the Evaluators have had to rely rather more on the APRs/PIRs and the extensive feedback on outputs helpfully provided by the former Project Manager (**Annex 6)**.

The Evaluation was carried out in May - July 2012. The field mission comprised: 7 days in-country (2-8 May inclusive) meeting and interviewing partners and other stakeholders in Dhaka and in the field at three of the Project sites (Sonadia Island and Teknaf Peninsula in the Cox's Bazar coastal area and inland at Hakaluki Haor). Details of the in-country itinerary, including field visits, and stakeholders met are provided in **Annex 4**.

The approach was based on the Terms of Reference in **Annex 1**. It included:

- desk review of project documents and relevant related literature (**Annex 5**);

- interviews with major stakeholders, including Project donors, implementing partners, government agencies and administrations, and non-governmental organisations; and
- field visits to three of the four project sites to interview key stakeholders (village communities and Union, Upazila and District administrations). There was no opportunity to visit St Martin's Island, off the southern extremity of the Teknaf Peninsula, due to time and seasonal (weather) constraints.

The evaluation was undertaken in as participatory a manner as possible in order to build consensus on achievements, short-comings and lessons learnt. Interviews with stakeholders were conducted informally, with the help of interpretation as necessary. Interviews focused on the strengths and weaknesses of the Project and future opportunities afforded by the Government's follow-up project, Community-based Adaptation to Ecologically Critical Areas (CBAECA), funded from its Climate Change Trust Fund. Evidence was cross-checked (triangulation) between as many different sources as possible to confirm its veracity.

Opportunities were taken to acknowledge, challenge and encourage Project partners in an open, objective manner on the basis of preliminary findings from Project reports and interviews, before committing these to paper. Initial findings were shared with the Executing Agency (DoE) at a meeting chaired by the Secretary, Ministry of Environment & Forests, on 8 May 2012.

Table 1.1 Ratings and their scales for different evaluation criteria[5]

Outcomes, Effectiveness, Efficiency, M&E, I&E Execution	Sustainability	Relevance
6. Highly Satisfactory (HS): no shortcomings **5. Satisfactory (S):** minor shortcomings **4 Moderately Satisfactory (MS):** moderate shortcomings **3. Moderately Unsatisfactory (MU):** significant shortcomings **2. Unsatisfactory (U):** major shortcomings **1. Highly Unsatisfactory (HU**): severe shortcomings	**4. Likely (L)**: negligible risks to sustainability **3. Moderately Likely (ML)**: moderate risks **2. Moderately Unlikely (MU)**: significant risks **1. Unlikely (U):** severe risks	**2. Relevant (R)** **1. Not relevant (NR)**
	Additional ratings if relevant	**Impact**
	Not Applicable (N/A) **Unable to Assess (U/A)**	**3. Significant (S)** **2. Minimal (M)** **1. Negligible (N)**

In addition to a descriptive assessment, Project achievements (outputs and outcomes), sustainability of outcomes, monitoring and evaluation system (design and application), were rated with respect to **either** the level of satisfaction achieved **or** the likelihood of various dimensions of the outcomes being sustainable at Project termination. Also, three criteria (relevance, effectiveness and efficiency) were used, as appropriate, to evaluate the levels of achievement attained with respect to the Project objective and outcomes in accordance with GEF requirements. The different scales for rating various criteria are shown in **Table 1.1**, and further defined in **Table 1.2** (level of satisfaction scale) and **Table 1.3** (likelihood of sustainability scale).

The Project objective and outcomes were rated according to their respective outputs (**Table 3.4**), based on evidence provided by the former project manager and assessed by the evaluators (**Annex 6**), and by means of performance indicators (**Annex 7**) using the 6-point satisfaction scale (**Table 1.2**). The assessment and rating of outputs help to overcome the limited scope of the performance indicators, given the absence of a comprehensive LFM for evaluation purposes. Other aspects of performance were assessed using the full set of ratings shown in **Table 1.1**.

[5] *Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-Financed Projects,* UNDP Evaluation Office, 2012

Table 1.2 Definitions of ratings of levels of satisfaction (*Guidelines for GEF Agencies in Conducting Terminal Evaluations,* 2008)

Rating	Definition
Highly Satisfactory (HS)	The project had **no shortcomings** in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.
Satisfactory (S)	The project had **minor shortcomings** in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.
Moderately Satisfactory (MS)	The project had **moderate shortcomings** in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.
Moderately Unsatisfactory (MU)	The project had **significant shortcomings** in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.
Unsatisfactory (U)	The project had **major shortcomings** in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.
Highly Unsatisfactory (U)	The project had **severe shortcomings** in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.

Table 1.3 Definitions of levels of risk to sustainability of Project outcomes (*UNDP Evaluation Guidance for GEF-Financed Projects*, 2012)

Rating	Definition
Likely (L)	**Negligible risks** to sustainability, with key outcomes expected to continue into the foreseeable future.
Moderately Likely (ML)	**Moderate risks**, but expectations that at least some outcomes will be sustained.
Moderately Unlikely (MU)	**Substantial risk** that key outcomes will not carry on after project closure, although some outputs and activities should carry on.
Unlikely (U)	**Severe risk** that project outcomes as well as key outputs will not be sustained.

UNDP CO was provided with a draft report in July 2012 to share with the Executing Agency and comments were received by the Evaluators in August, contributing to significant improvements in this final version of this report. The report was finalised in October in the absence of some outstanding financial details being clarified, as these were not forthcoming in August – September and further delay was not warranted.

1.3 STRUCTURE OF THE EVALUATION REPORT

The structure of this Terminal Evaluation report follows the latest UNDP guidance for terminal evaluation of GEF-Financed Projects[4] and follows Annex F of the UNDP template for *Terminal Evaluation Terms of Reference*. This first introductory chapter describes the purpose of evaluation and methods used. Chapter 2 describes the Project and its objectives, within the development context of Bangladesh. Findings from the evaluation are presented in Chapter 3, focusing in turn on the formulation, implementation and results (outputs, outcomes and impacts) of the Project. Aspects of each of these three components of the project cycle were assessed using the rating systems outlined above in Table 1.1. Conclusions are drawn in Chapter 4, highlighting the strengths, weaknesses and outcomes of the Project. Lessons learned from the experience are identified, along with practical, feasible recommendations that build on the Project's interventions. These are linked to follow-on opportunities arising from government's Community-based Adaptation to Ecologically Critical Areas (CBAECA) Project and UNDP's Bangladesh Green Development Programme (BGDP).

2. PROJECT DESCRIPTION AND DEVELOPMENT CONTEXT

2.1 PROJECT START AND DURATION

Implementation of this UNDP/GEF full-size project entitled *Coastal and Wetland Biodiversity Management at Cox's Bazar and Hakaluki Haor* (BGD/99/G31) officially commenced on 18 May 2002, when the Project Document was signed. The original duration of the Project was 7 years, the planned closing date originally being 31 March 2009, then in July 2009 it was revised to 30 June 2010 and, following the recommendations of the MTE in 2008, subsequently extended to 30 June 2011.

Actual implementation of the Project on the ground began in October 2002. An Inception Workshop was held on 21 June 2003 to review the draft Inception Report, the final version of which was approved at the first meeting of the Project Steering Committee (PSC) on 19 January 2004. As recorded in the MTE Report, the Inception Report was not released until December 2004, following the First Tripartite Review meeting on 15 September 2004 at which issues[6] resulting in a five month suspension of the Project were addressed.

2.2 PROBLEMS THAT THE PROJECT SOUGHT TO ADDRESS

A central pillar of Bangladesh's resource base is its coastal and freshwater wetland ecosystems, providing a livelihood through fishing and agriculture for the majority of its 120 million people. These ecosystems are particularly significant for bird, aquatic (e.g. fish, shellfish, crustaceans) and plant species, many of which are becoming increasingly threatened due to a wide variety of anthropogenic pressures including overexploitation, habitat destruction and pollution. Quite apart from their national importance for biodiversity, these wetland ecosystems are globally important in biogeographical terms[7] and with respect to their strategic location at the crossroads of two international shorebird migration flyways[8].

A pre-investment formulation project (PRIF) selected two target areas (Cox's Bazar and Hakaluki Haor) of global significance for biodiversity within these wetland ecosystems, based on the following criteria:

- national priority areas for biodiversity conservation as defined, for example, by the UNCED national report, National Conservation Strategy, etc;
- globally significant biodiversity, including endemic, threatened and endangered species, representative habitats and/or significant intra-species genetic diversity;
- opportunities for development of sustainable use programmes;
- threats and root causes realistically addressable through a GEF intervention;
- full support of local communities;
- representativeness of distinct wetland ecosystems (i.e. inshore marine and coastal ecosystems and shallow freshwater haors or lakes); and
- representativeness of the range of challenges facing management of the different sites, providing important opportunities for replication.

Coastal ecosystems are represented in the Cox's Bazar area, where three sites were selected (Sonadia Island, St. Martin's Island and Teknaf Peninsula) and freshwater ecosystems at a fourth site, Hakaluki Haor, a large inland wetlands complex. Their locations are shown in **Figure 2.1**.

[6] Two Project vehicles had been assigned to officials within MoEF for over one year, jeopardising field activities.
[7] Bangladesh lies at the interface between the Indian and Malayan sub-region of the Indomalayan Realm.
[8] The western edge of the East Asian-Australian flyway and the eastern edge of the Central Asian – Indian flyway.

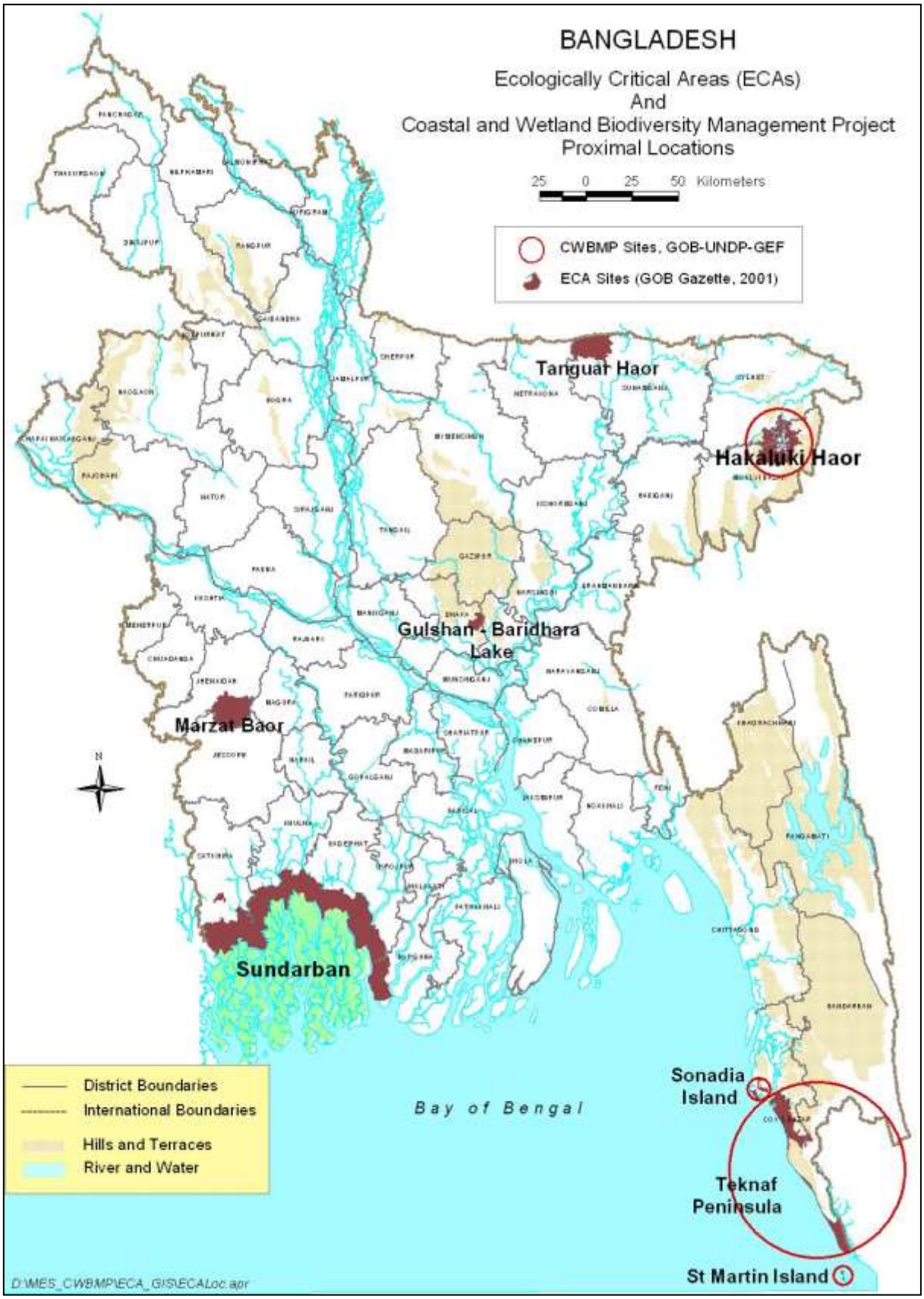

Figure 2.1 Location of the seven ECAs notified on 19 April 1999 and an eighth (Gulshan Baridhara Lake) notified in 2001, with the four Project sites circled.

Concomitantly, during the formulation of the Project, all four sites were proposed as Ecologically Critical Areas (ECAs)[9] and by 1999 they had been officially notified as such, along with three other sites (**Figure 2.1**). The Project provided an important and timely opportunity to apply the 1995 Bangladesh Environment Conservation Act to the establishment of a selection of the first of these notified ECAs by developing and demonstrating appropriate protocols and mechanisms for their governance, planning and management.

2.3 IMMEDIATE AND DEVELOPMENT OBJECTIVES OF THE PROJECT

The overall (development) objective of the Project, as defined in the Project Document, is:

> *"… to establish an innovative system for management of Ecologically Critical Areas (ECAs) in Bangladesh that will have a significant and positive impact on the long-term viability of the country's important biodiversity resources."*

In order to achieve this development objective, three immediate objectives were formulated of which two are similar, applying respectively to the three coastal sites and the one inland wetland. The third immediate objective focuses on institutionalising the ECA concept within the DoE and developing the Department's capacity to coordinate ECA planning and management. Clearly, ECAs have the potential to deliver conservation and sustainable use of biodiversity at genetic, species and ecosystem levels and the Project provides the opportunity to demonstrate how this can be achieved.

A set of inter-related and mutually supportive outputs and activities are specified in the Project Document to deliver these immediate objectives, all of which were subsequently reviewed during the Inception phase of the Project, resulting in a number of changes that are documented in Section 7 of the Inception Report[10] and shown in **Table 2.1**. Most of these changes are cosmetic, intended to ensure that outputs and activities are consistent between Objectives 1 and 2, which focus respectively on coastal and freshwater wetlands. A new Output 3.5 was added to cover Project implementation, including the establishment of offices at DoE and in the target ECAs.

Table 2.1 Project objectives and their respective outputs and activities, as specified in the Project Document and subsequently modified in the Inception Report (*changes shown in italics and highlighted*)[11]

OBJECTIVE 1: To ensure the conservation and sustainable use of globally significant *coastal* biodiversity at the Cox's Bazar sites through their management as ECAs.	**OBJECTIVE 2:** To ensure the conservation and sustainable use of globally significant wetland biodiversity at Hakaluki Haor through its management as ECAs.
OUTPUT 1.1 Utilizing existing legal mechanisms, legal protection is established for *Cox's Bazar ECAs* ~~ecologically critical areas (ECAs)~~	**OUTPUT 2.1** Utilizing existing legal mechanisms, legal protection is established for *Hakaluki Haor ECA* ~~ecologically critical areas (ECAs)~~
Activity 1.1.1 Declaration of ECA for Cox's Bazar site under 1995 Environmental Conservation Act (BECA '95), including draft rules specifying restricted activities	**Activity 2.1.1** Declaration of ECA for Hakaluki Haor site under 1995 Environmental Conservation Act (BECA '95), including draft rules specifying restricted activities
Activity 1.1.2 Following review and development of management plan, new detailed rules are promulgated	**Activity 2.1.2** Following review and development of management plan, new detailed rules are promulgated (CIDA)
Activity 1.1.3 Performance monitoring of	**Activity 2.1.3** Performance monitoring of

[9] Under the provisions of this Act, any ecosystem that has reached a critical state due to degradation of its environment, may be notified as an 'ecologically critical area' and restrictions on economic activities imposed. The Act articulates and expands upon the environmental management and sustainable development goals of the 1992 Environmental Policy. In particular, it defines DoE's mandate with respect to the environmental regulatory regime.

[10] Coastal Wetland Biodiversity Management at Cox's Bazar and Hakaluki Haor Project (CWBMP) - BGD/99/G31: Inception Report. Project Management Unit, Department of Environment, December 2003.

[11] These changes were not adopted uniformly in all subsequent Project documents, which is unfortunate, as noted in Section 3.1.1.

implementation of detailed rules	implementation of detailed rules (CIDA)
Activity 1.1.4 Government enforces ECA regulations, where necessary through legal system.	***Activity 2.1.4*** *Government enforces ECA regulations, where necessary through legal system.*
OUTPUT 1.2 *DoE operates and maintains* an effective field-level management system ~~is operated and maintained~~ *for Cox's Bazaar ECAs*	**OUTPUT 2.2** DoE operates and maintains an effective field-level management system *for Hakaluki Haor ECA*
OUTPUT 1.2.1 Establishment of an ECA Management Unit (ECAMU) in Cox's Bazar.	**OUTPUT 2.2.1** Establishment of an ECA Management Unit (ECAMU) at Moulvi Bazar.
Activity 1.2.*2*~~3~~ ECAMU officials are provided with relevant technical support and training	**Activity 2.2.2** ECAMU staff receive relevant technical training and awareness raising
OUTPUT 1.2.*3*~~2~~ ECAMU begins implementation of indicative management plan ~~as specified in GEF project document~~	**OUTPUT 2.2.3** ECAMU begins implementation of indicative management plan as specified in GEF project document
OUTPUT 1.3 Village Conservation Groups and a Local ECA Committee are established to ensure local participation and inter-sectoral coordination for conservation *in Cox's Bazar ECAs*	**OUTPUT 2.3** Village Conservation Groups ~~(VCGs)~~ and a Local ECA Committee are established to ensure local participation and inter-sectoral coordination for conservation *in Hakaluki Haor ECA*
Activity 1.3.1 With assistance from local NGOs/CBOs/Civil society, establish VCGs at each project component site, i.e., Teknaf Peninsula, Sonadia Island and St. Martin's Island	**Activity 2.3.1** With assistance from local NGOs/CBOs/Civil society, establish 5-7 VCGs at strategic locations around the Haor
Activity 1.3.2 *Establish a Local ECA Committee composed of representatives of the VCGs, as well as local government officials (ECAMU, Fisheries, Agriculture, Agriculture Extension, Forest, Livestock, Water Development, Ministry of Land/ADC (Revenue)*	**Activity 2.3.2** Establish a~~n~~ *Local* ECA ~~Coordinating~~ Committee composed of representatives of the VCGs as well as local government officials (ECAMU, Fisheries, Agriculture, Agriculture Extension, Forest, Livestock, Water Development, Ministry of Land/ADC (Revenue)
Activity 1.3.*3*~~2~~ Awareness is raised among VCG and other community members concerning, e.g., impacts of shrimp fry collection, oily waste discharges, etc.	**Activity 2.3.3** Awareness is raised among VCGs, Coordinating Committee members and other community members concerning conservation and sustainable use issues
Activity 1.3.4 *Training is provided to the above stakeholders*	**Activity 2.3.4** Training is provided to the above stakeholders
Activity 1.3.*5*~~3~~ VCGs initiate urgent conservation activities, i.e., sand dune stabilization, mangrove regeneration, turtle conservation	**Activity 2.3.5** Freshwater swamp and reedland forest regeneration
Activity 1.3.6 *Community-based enforcement of wildlife and fisheries Protection acts*	**Activity 2.3.6** Community-based enforcement of wildlife and fisheries protection acts
Activity 1.3.*7*~~4~~ VCGs initiate activities to ensure availability of alternative fuelwood and fodder	**Activity 2.3.7** Alternative fuelwood and fodder production
Activity 1.3.8 *Establish Union ECA Committee*	**Activity 2.3.8** Improvements to fish migration channels
	Activity 2.3.9 *Establish Union ECA Committee*
OUTPUT 1.4 Ecological information concerning critical ecosystems at Cox's Bazar *ECAs* ~~site~~ is available to and used by *regional and national-level* managers	**OUTPUT 2.4** Ecological information concerning critical ecosystems at the Hakaluki Haor *ECA* ~~site~~ is available to and used by regional and national-*level* managers
Activity 1.4.1 Establishment of a database, using existing and new ecological information	**Activity 2.4.1** Establishment of a database, using existing and new ecological information
Activity 1.4.2 Development of an ecological monitoring programme	**Activity 2.4.2** Development of an ecological monitoring programme
Activity 1.4.3 Develop system for collection, processing and dissemination of above information (management information system)	**Activity 2.4.3** Develop system for collection, processing and dissemination of above information (management information system)
Activity 1.4.4 *Awareness campaign*	**Activity 2.4.4** Awareness campaign
Activity 1.4.*5*~~4~~ Develop tele-communication and electronic media for information dissemination and data base management for reporting and regular monitoring and evaluation of critical ecosystems.	**Activity 2.4.5** Develop tele-communication and electronic media for information dissemination and data base management for reporting and regular monitoring and evaluation of critical ecosystems.

OUTPUT 1.5 A management plan covering conservation and sustainable use of Cox's Bazar ECAs is developed and implemented	**OUTPUT 2.5** A management plan covering conservation and sustainable use of Hakaluki Haor ECA is developed and implemented
Activity 1.5.1 Determine zonation for Cox's Bazar site, including core protection zones, buffer zones and multiple use zones	**Activity 2.5.1** Based on ecological information, identify critical bird habitat and fish sanctuaries and develop guidelines for management, including area zonation[12]
Activity 1.5.2 Formulate detailed site management plan, with emphasis on core protection and buffer areas	**Activity 2.5.2** Formulate detailed site management plan, with emphasis on key areas identified in 2.5.1
Activity 1.5.3 Implement additional conservation activities as specified by management plan	**Activity 2.5.3** Implement additional conservation activities as specified by management plan
OUTPUT 1.6 Alternative sustainable livelihood and sustainable use strategies are developed and implemented *in Cox's Bazar ECAs*	**OUTPUT 2.6** Alternative sustainable livelihood and sustainable use strategies are developed and implemented *in Hakaluki Haor ECA*
Activity co-financed by UNDP/GoB Project: 'Empowerment of Coastal Fishing Communities for Livelihood Security'	**Activity** co-financed
OUTPUT 1.7 An integrated pest management programme is implemented *in Cox's Bazar ECAs*	**OUTPUT 2.7** An integrated pest management programme is implemented *in Hakaluki Haor ECA*
Activity 1.7.1 Integrated pest management techniques introduced through establishment of Farmer Training Groups	**Activity 2.7.1** Integrated pest management techniques introduced through establishment of Farmer Training Groups
OBJECTIVE 3: To support efforts by DoE to institutionalise the concept of ECA management using the experience gained through the above demonstration sites.	
OUTPUT 3.1 Ensuring that legal mechanisms at national level are able to support operationalization of ECA concept	
Activity 3.1.1 Support for formulation and assessment of detailed ECA rules and monitoring	
Activity 3.1.2 Legal dissemination of rules to relevant parties	
Activity 3.1.3 Relevant training to DOE personnel	
Activity 3.1.4 Assessment of the role of possible new environmental court	
OUTPUT 3.2 Policy formulation and analysis concerning ECAs is based on an appropriate integration of economic and social factors	
Activity 3.2.1 Policy analyses prepared, including generation of management options	
Activity 3.2.2 National-level inter-sectoral ECA Committee assesses and makes decisions based on findings of policy analyses	
OUTPUT 3.3 Strengthening capacity for management of ECAs	
Activity 3.3.1 Workshops on ECA management	
Activity 3.3.2 Study tours showing examples of multiple use protected areas	
OUTPUT 3.4 Development of awareness materials	
Activity 3.4.1 Development of awareness materials	
Activity 3.4.2 Awareness activities targeting government and private sector	
Activity 3.4.3 Electronic media will be used for awareness activities through establishing Homepage and Website on project for wide dissemination.	
OUTPUT 3.5 *Implementation of Project start-up, operations, and development*	
No activities specified in Inception Report.	

2.4 BASELINE INDICATORS ESTABLISHED

In the absence of a LFM, as explained in Section 1.2, only a very limited set of baseline indicators were identified and targets established. These were monitored as part of the APR (Development Objective tab of the spreadsheet) and they are shown in **Annex 7**.

[12] The CWBMP Inception Report (2003) is somewhat ambiguous on p. 27 where it is stated for Activity 2.5.1: "Add text, similar to 1.5.1: 'Based on ecological information, identify critical bird habitat and fish sanctuaries and develop guidelines for management, including area zonation'". The Evaluators' interpretation may/not be correct.

2.5 MAIN STAKEHOLDERS

There is a wide range of stakeholders having interests vested in the Project. They include the intended beneficiaries of the Project, specified in the Project Document as follows:

- Local community members, especially those involved in the Village Conservation Groups (VCGs), for whom the Project has provided opportunities to develop their skills and access to micro-credit, thereby enabling them to develop more sustainable livelihoods;
- The client, MoEF, and particularly its DoE whose capacity in coordinating the planning and management of ECAs has been strengthened and developed; and
- NGOs, local universities and technical professionals who have developed their capacities and expertise through consulting opportunities provide by the Project.

Other stakeholders include the following:

- Local administrative bodies – union parishads, upazilas and districts, who have been directly involved in supporting DoE in coordinating the development of ECA policy and management, largely through the VCGs;
- Tourists visiting ECAs who benefit from an increasing quality experience, as these critical habitats are restored and their values become better understood and interpreted for residents and visitors alike.
- Other villagers residing in the vicinity of ECAs who witness the Project's demonstrations and become sufficiently inspired to secure the training, access resources and apply the know-how to improve their own situation.
- Civil society and the public at large who benefit indirectly from sharing knowledge and best practice in managing natural resources sustainably in ways that conserve biodiversity and support local livelihoods.

2.6 EXPECTED RESULTS

According to the Project Document, the following results are expected by the end of the Project:

- An innovative system of effectively conserving and managing ecologically important areas over the long-term in Bangladesh will have been demonstrated and institutionalised.
- The importance of people's participation to the success of such a system will have been demonstrated.
- A number of additional sites will have been carefully selected and notified as ECAs.
- At the national level, sufficient management capacity will have been created within DoE to enable a growing network of ECAs to be effectively co-ordinated and managed.
- Mechanisms will have been established to facilitate inter-sectoral dialogue and support for the conservation and sustainable use of ecologically sensitive areas in Bangladesh.
- DoE will have initiated legal actions aimed at enforcing ECA regulations.
- Awareness will have been raised concerning the ECA concept and the importance of biodiversity conservation in general.
- At the District level, a network of ECA management units will have been effective in their inter-sectoral coordination of management planning and implementation, demonstrating potential for expansion to other parts of the country where ECAs may have been declared.
- At the project ECA sites, good progress will have made towards effective long-term biodiversity conservation. VCGs and Centres (VCCs) will have demonstrated principles of effective conservation and sustainable use to local people who, in turn, will have helped to implement immediate conservation measures as well as additional measures to be specified in respective ECA management plans.
- As a result of all these measures, it is expected that much globally and nationally important biodiversity will have been conserved at these ECA sites.

3. FINDINGS[13]

3.1 PROJECT FORMULATION

3.1.1 Analysis of Logical Framework

In recent years, Bangladesh has demonstrated increasing determination and commitment to address the challenges of ensuring sustainable use and conservation of its natural resources, including its biodiversity. A major challenge has been to ensure the effective implementation of the 1995 Bangladesh Environmental Conservation Act, which provides the Department of Environment (DoE) with broad powers to conserve of sites that it determines to be Ecologically Critical Areas (ECAs). In the context of the Pre-Investment Formulation (PRIF) for this Project, DoE took the crucial step of nominating seven ECAs[14], all within the country's highly significant coastal, marine and freshwater wetland ecosystems.

The overall objective of this Project was to establish and demonstrate an innovative system for managing ECAs in Bangladesh that will have a significant and positive impact on the long-term viability of the country's important biodiversity resources. Thus, the Project was designed to support DoE efforts to operationalize the ECA concept in two main areas: one, which includes three ECAs, within the country's long and biodiversity-rich coastal zone and the second at one of the largest and most important of the country's many inland freshwater wetlands. The intention, using a combination of GEF incremental cost financing and baseline and co-financing, was to demonstrate conservation and sustainable use of these four ECA sites, thereby creating important opportunities for replication in coastal, freshwater wetland and other ecosystems throughout the country, including sites recently nominated as ECAs.

The Project has had a very long gestation, dating back to 12 August 1993 when a concept was approved by the GEF. A PRIF was subsequently undertaken and then a national team was put in place, supported by a short-term international technical consultant. This culminated in the production of a Project Document on 23 March 2000. The Project was approved on 1 December 1999, endorsed a year later by the CEO on 9 January 2001 and approved by the GEF Agency (i.e. UNDP) on 3 May 2002[15]. A large part of the delay in the signing of the Project Document was a result of delicate discussions between the DoE and Forest Department as to who are the custodians of ECAs and, therefore, should be responsible for executing the Project.

Project formulation, which took over one year, was based on a participatory Logical Framework approach involving local communities in a series of workshops to develop village-level conservation and development plans[16]. Community representatives were also engaged in the preliminary identification of ECA boundaries. The idea of establishing Village Conservation Groups was also born out of these workshops, together with Local ECA Committees at Union Parishad and Upazila levels to facilitate local participation and inter-sectoral coordination of plans and activities. Identifying and securing co-financing was also a challenge, resulting in major efforts in parallel to design and/or align other projects alongside (see **Section 3.1.3**).

The overall design of the Project is simple and straightforward, addressing the threats to critically important, threatened coastal and wetland ecosystems through three inter-related objectives. Two focus on demonstrating sustainable management of ECAs for the benefit of conservation and local livelihoods in coastal areas and inland wetland, respectively, while the third cross-cutting

[13] In addition to a descriptive assessment, all criteria marked with an asterisk are rated, as specified in the 2012 *Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects*. The relevant subsections are marked by an asterisk and the rating and its justification are provided immediately at the beginning of the subsection, followed by the evidence.

[14] Gulshan Baridhara Lake, the first ECA, was designated in 2001 (**Figure 2.1**).

[15] Source: GEF projects database (http://www.thegef.org/gef/project_list).

[16] These Participatory Action Plan Development documents are accessible from the project website at: http://www.doe-bd.org/cwbmp/.

objective is to develop the capacity of DoE fulfil its mandate under the 1995 Bangladesh Environmental Conservation Act.

The Evaluators concur with the MTE observation that, in general, the Project design provides clear guidance for implementation. Shortcomings identified in the MTE include the following:

- limited attention to plant genetic diversity, which is a significant feature of Bangladesh biodiversity;
- little attention to the types of products expected from the ECA management planning process; and
- changes to Project outputs and activities identified during the Project Inception phase and endorsed at the first meeting of the Project Steering Committee (PSC) have not been consistently adopted in subsequent Project documentation – the wording used in the Project Document has remained in use.

A major short-coming is the absence of a Logical Framework Matrix (LFM) to provide the basis for monitoring and evaluating the Project's performance in implementation. This is all the more surprising given the Logical Framework approach adopted during the Project's formulation[17]. The Evaluators were advised by the RTA that the DO (Development Objective) tab in the 2011 APR/PIR has provided the basis for monitoring progress towards meeting the Development Objective (**Annex 7**). This monitoring framework is very rudimentary and the selected indicators are neither comprehensive with respect the range of outputs deliverable under each objective (outcome) nor are they very SMART[18]. For example:

- The number of VCGs formed is a very basic measure of community participation in ECA co-management, whereas the number registered would give a clearer indication of their level of commitment and ability to perform effectively[19].
- Measures of several indicators of violations of ECA regulations (netting shrimp fry, poaching turtle eggs or waterfowl) are somewhat unreliable, based on estimates from field reports and local people. They lack scientific rigour in survey design, such as the repeatability, randomness and independence of sampling.
- Indicators such as 'formation of ECA Management Cell at DoE' indicate very little. Numbers of staff allocated to coordinating ECA management would be much more informative, as would the number of meetings held by the National ECA Committee, given that the ECA Management Unit functions as a secretariat to that Committee.

3.1.2 Assumptions and risks

The Project was considered to be a bold venture, charting unknown waters with respect to DoE's inexperience in environmental management. The crux of the challenge concerns the Department's ability to assert its mandate and fulfil its responsibilities as defined under the 1995 Bangladesh Environment Conservation Act. The overriding assumption, as indicated in the Project Document, is that this mandate is appropriate for a Government agency whose responsibilities, in addition to safeguarding biodiversity, are to coordinate the interventions of other Ministries in the environmental protection sector. The Project provided a major opportunity for DoE to demonstrate its credibility with respect to ECA protection and management and, thereby, raise its profile.

[17] The Evaluators were unable to track down the LFM that apparently accompanied the Project Document. The CWBMP Inception Report (December 2003) makes specific reference to: "The initial Logical Framework Matrix (Logframe, or LFM) established during CWBMP formulation and presented in the Prodoc is attached as Annex A." The annexes were missing from the electronic copies of both the Project Document and Inception Report provided to the Evaluators; no one was able to lay their hands on these, despite persistent requests.

[18] **S**pecific, **M**easurable, **A**chievable, **R**elevant and **T**ime-bound (UNDP-GEF 2012, *Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-Financed Projects*)

[19] In practice, all but a very few VCGs have been registered, which is a more positive indicator of achievement.

A small number of risks and other associated assumptions concerning Project interventions were identified in the Project Document[20] and considered to have been addressed in the ways described below.

- The potential risk of inter-ministerial conflicts resulting from DoE's responsibilities towards ECAs has been and will continue to be minimised in two ways:
  i. relevant ministries were informed and involved throughout the Project formulation process; and
  ii. establishment of Local and National ECA Committees will provide forums for inter-ministerial coordination.
- The potential risk of lack of financial sustainability beyond the life of the Project, particularly with respect to the establishment of field-level ECA Management Units (ECAMUs), is considered to be minimal on account of the following:
  i. The degree of commitment on the part of DoE was assessed to be very strong, as shown by its ability to declare seven ECAs within a matter of days in response to the findings of the PRIF study.
  ii. It was agreed within the context of the incremental cost analysis that Government will institutionalise the provision of manpower from the beginning of the Project to staff the ECAMUs (i.e. permanent posts will be created). This will ensure that the benefits of the Project's capacity building inputs are maximised, with permanently staffed ECAMUs outliving the Project.
- The VCGs established by the Project will not have long-term annual recurrent costs to meet. Instead, they will become self-sustaining through awareness raising, empowerment and capacity building.
- The long-term financing required to manage the ECAs was intended to be addressed by Output 3.2 of the Project, based on studies of potential economic instruments, including user fees and penalties.

These assumptions and risks were not specifically reviewed in either the MTE or the Inception Report. A major risk has since arisen and that is the proposed deep-sea port on Sonadia Island in the heart (Restrict Access Zone) of the ECA. This is considered further in **Section 3.3.2**.

3.1.3 Lessons from other relevant projects incorporated into project design

The Ministry of Environment and Forests (MoEF) has gained valuable experience on environment and forest resource management over the years through various donor-assisted efforts including: Asian Development Bank support for a Sundarbans biodiversity project, preparation of a Forestry Master Plan and strengthening of DoE through training and infrastructural development; and UNDP support for an Integrated Resource Management Plan for the Sundarbans, formulation of a National Environment Management Action Plan and a Sustainable Environment Management Programme. MoEF now plays key role in planning, reviewing and monitoring environmental initiatives and in ensuring that environmental concerns are properly integrated into the national development process. CWBMP is notable in being the first project in Bangladesh to have received support from GEF for the Biodiversity Focal Area, the only other GEF projects to date being the *Bangladesh Biodiversity Strategic Action Plan* (approved in February 2000) and the *BS Implementation of the National Biosafety Framework* (approved in January 2010).

CWBP was designed with a number of other projects very much in mind, drawing on their potential opportunities for synergy and also co-financing, as follows:

- UNDP's Sustainable Environment Management Programme, budgeted at over US $26 million for the five-year period, 1998-2002. Relevant components included participatory ecosystem management, awareness, education and advocacy,

[20] Refer to Section F of the Project Document (pp. 34-35).

- The Bangladesh Environmental Management Project (BEMP), a five-year project funded by the Canadian International Development Agency (CIDA), was designed to help DoE to fully and demonstrably implement its mandate, focusing on developing its capacity to manage strategic change, to think and operate in a policy context, to stretch its planning horizons beyond current time-frames and to continuously develop its organisational mandate and programme frameworks.
- The Social Investment Program Project (SIPP), which began in early 1999 with support from World Bank, is aimed at alleviating poverty among the 'hard-core poor' throughout the country. It was identified as a potential source of baseline finance at the Project site, particularly with respect to addressing the need for alternative sustainable livelihoods.
- There had been no prior donor support to the environment sector in the Cox's Bazar area, other than a regional UNDP/FAO project under the Bay of Bengal programme to improve management of fisheries through awareness building and institutional strengthening. Also of potential importance was an Integrated Coastal Zone Management project then under a preparation and supported by World Bank, Netherlands and World Food Programme.
- In the Hakaluki Haor area a number of relevant initiatives were in preparation or underway:
  - The Northeast Regional Environment Management, Research and Education Project (NEMREP), a pre-feasibility study funded by CIDA, had proposed a number of initiatives related to management of internationally significant wetland sites in the region, including Hakaluki Haor. This work contributed important background information to the present GEF Project.
  - Part of BEMP (see above), comprising the preparation of a River/Wetland Integrated Environmental Management Project, included dredging and stabilisation works along the Kalni-Kushiyara River, which feeds directly into Hakaluki Haor.
- The Fourth Fisheries Project, supported by the World Bank and valued at US $41.67 million, includes among its objectives increased fish production and the establishment of fish sanctuaries. Potential benefits to Hakaluki Haor include ecological restoration of migratory birds habitat, and aquatic flora and fauna.

3.1.4 Planned stakeholder participation

The main stakeholders are identified in **Section 2.5**. They were involved throughout the design and development of the Project, using a participatory Logical Framework approach that directly involved local communities, as mentioned above (**Section 3.1.1**).

The preparatory phase of CWBMP followed the spirit and methods of the process developed by Government to prepare its National Environment Management Action Plan (NEMAP) in 1995, placing special emphasis on the participatory approach to planning and involving non-governmental organizations (NGOs) to facilitate the process. The Association of Development Agencies in Bangladesh and Coalition of Environmental NGOs, the NGO associations responsible for NEMAP, were likewise brought in to organise and facilitate the participatory workshops for CWBMP. The Project development process followed a phased, bottom-up approach that comprised three main phases[21]:

i. Stakeholder Consultation Phase I - grassroots and regional-level workshops (November - December 1998).
ii. Project Development Phase - site visits, experts' meetings and project team deliberations (January – May 1999).
iii. Stakeholder Consultation Phase II - grassroots presentations, national workshop, Project Steering Committee meeting (completed in Cox's Bazar and Hakaluki Haor in May 1999).

[21] Full details of each phase, including the threats analysis, can be found in Annex 4 (pp. 16-44) of the Project Document.

Phase I workshops were intended to asses local knowledge of biodiversity resources in the respective Project sites; identify threats and root cause of their depletion; develop solutions to eliminate such threats; and agree on actions at community, local government and national levels. Women were able to participate in the workshops as a separate group.

Phase II covered the entire Project development period and enabled Phase I workshop outputs to be processed by a team of experts with an understanding of GEF project formulation methods and requirements. A key step in formulating the Project was to conduct a threats analysis, from which remedial measures (i.e., outputs and associated activities) emerged. This was done, drawing on analyses and recommendations derived from the stakeholder meetings.

Phase III involved a second round of workshops at which participants were consulted on the GEF Project brief and proposed Project activities. Finally, the draft Project brief was presented for approval at the national level by the Project Steering Committee (PSC).

3.1.5 Replication approach

The Project has been designed with replication of the ECA concept and its application very much in mind. As described in **Section 3.1.1**, the Project provides a first opportunity for DoE to fulfil its legal mandate with respect to coordinating the protection and management of ECAs. In particular, **Output 3.2** focuses on the development of policies for selecting and resourcing ECAs in order to pave the way for their replication. Thus, there is considerable opportunity and expectation for replication beyond the life of the Project, even though delays and short-comings (e.g. outstanding promulgation of ECA Rules and application of Zoning Plans) precluded any replication during its implementation.

During the life of the Project, four more ECAs were established making a total of 12. Lessons learned from the present Project will be extremely valuable in informing the planning and management of recently established ECAs more and others yet to be declared.

3.1.6 UNDP comparative advantage

The comparative advantage of UNDP is not justified in the Project Document but the reasons for its assistance are founded on a request for assistance from the Government of Bangladesh to devise strategies to conserve and sustainably use the country's wetland resources. This is in line with priorities established under the National Environmental Management Action Plan.

UNDP was also successful in securing co-financing for the Project that, additionally, supported many of the organisation's human sustainable development concerns, including environment, women and sustainable livelihoods. However, not all of this co-financing materialised by the time the Project was implemented (see **Section 3.2.4**).

3.1.7 Linkages between project and other interventions within the sector

As already explained in **Section 3.1.1**, the Project was very closely aligned with the 1995 Bangladesh Environment Conservation Act and its provisions for the declaration of ECAs and the coordination of their management by DoE. The Project was also aligned with various other environmental policy on coastal and wetland biodiversity, which made significant strides during the 1990s. Relevant interventions include the following:

- Bangladesh signed and ratified the Biodiversity Convention in 1991.
- Bangladesh's UNCED Country Report (1991) emphasises the enormous importance of its wetlands, "… both as havens of biodiversity and as major sources of the nation's livelihood" (MoEF 1991). It also notes the need for immediate action to conserve the country's approximately 10,000 varieties of rice, as well as the many local varieties of fruits, legumes and other vegetables. The report calls for the development and implementation of pilot wetland protection projects with effective community participation, and it names Hakaluki Haor as one of six priority sites for such projects.

- The National Conservation Strategy (1991) provides specific strategies for sustainable development in 18 sectors of the economy. Among its recommendations is that St. Martin's Island (also known as Narikel Jinjira) be declared a protected area. The National Conservation Strategy Implementation Project 1 (1997) includes provisions to prepare a detailed study of the Island, together with a draft management plan.
- The 1992 Environment Policy gives due importance to the conservation and restoration of wetlands, particularly in respect of migratory birds, fish and threats from pollution.
- National Environment Management Action Plan (1995), which was prepared by MoEF using on a comprehensive participatory planning process, identifies a set of environmental issues, including wetland, coastal and marine resources management, that can only be addressed through a series of integrated, inter-sectoral interventions.
- In December 1999 the Government announced its intention to develop an Integrated Coastal Zone Management policy to rationalise and more effectively co-ordinate environment and development initiatives taking place within the coastal zone. The development of this policy would be support by a number of donors, including the World Bank and the Government of the Netherlands over a seven-year period.

The Project was designed to link with several other projects within the environment and poverty alleviation sectors, a number of which provided co-financing opportunities. These are mentioned in **Section 3.1.3**.

3.1.8 Management arrangements

The Project was implemented by UNDP Bangladesh Country Office and nationally executed (NEX)[22] by DoE under MoEF, with support provided by the UN Offices for Project Services (UNOPS) for recruiting consultants as required. It was designed to be operational at three distinct levels (national, district/site and village/community) using, where possible, existing institutional structures and mechanisms for its delivery as shown in **Figure 3.1** and described below:

- **National level**
  - A *National ECA Committee* to provide an inter-sectoral coordination mechanism between MoEF and other Government ministries. This Committee to meet annually and on an *ad hoc* basis as required. Membership details are given in **Table 3.1**.
  - A *Project Steering Committee* (PSC), chaired by the Secretary to the MoEF, to be responsible, together with the Executing Agency, for overseeing the Project. Membership includes all members of the National ECA Committee. Further details are provided in **Table 3.1**.
  - A *Project Management Unit* (PMU) set up within DoE, having direct responsibility for managing the Project, monitoring its progress and acting as Secretariat to the PSC.
- **District/site level** – each site is located within a single district, of which the Governor is effectively the Deputy Commissioner.
  - *District ECA Committee*, chaired by the Deputy Commissioner, to coordinate activities among district-level departments and facilitate, as necessary, dialogue among state agencies on matters of common interest relating to ECA management.
  - *ECA Management Units* (ECAMUs) within each district to provide on the part of DoE a local enforcement and technical support presence with respect to ECAs. Such Units to be resourced by one full-time professional and two support staff as part of DoE's co-financing contribution to the Project. ECAMUs also to be resourced by National Experts, effectively members of PMU.

[22] The Project followed the ERD/UNDP NEX Manual which covers operational and management procedures, including financial and accounting arrangements (see page 17 of Project Document).

- **Village/community level**
  - *Village Conservation Groups* (VCGs) to facilitate sustainable conservation management of biodiversity within ECAs through participatory, stakeholder and community-based approaches. Such VCGs to include those groups established under UNDP's Coastal Fishing Communities Project.

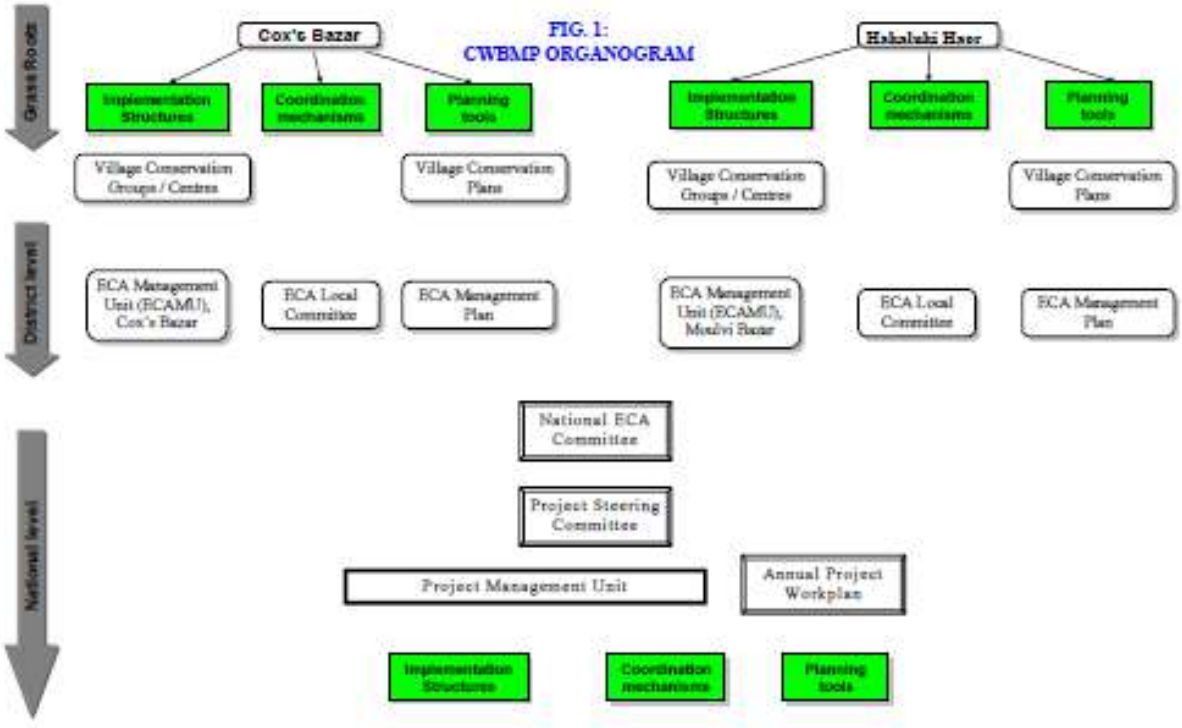

Figure 3.1 Structural organisation of CWBMP at local district and national levels (Source: Project Document)

The National Project Director (NPD) has the ultimate responsibility for delivering the Project, guided by the rules and other provisions of the *ERD-UNDP NEX Manual* and supported by the PMU and Biodiversity Management Expert. The NPD is a member of the National ECA Committee and Member Secretary of the PSC.

The Department of Environment established the PMU in October 2002. PMU was headed by the NPD and permanently staffed with one Project Manager, one Monitoring and Evaluation Specialist, one Project Accountant, one Administrative Assistant, two Project Assistants-cum-Secretaries and some other support staff.

Table 3.1 Membership of National ECA Committee (notified on 10 September 2003) and Project Steering Committee (notified on 2 September 2003)

National ECA Committee[1]	Project Steering Group[2]
1 Secretary, Ministry of Environment and Forests, *Chairman*	1 Secretary, Ministry of Environment and Forests, *Chairman*
2 Director General, Department of Environment	2 Director General, Department of Environment
3 Chief Conservator of Forest, Forest Department	3 Chief Conservator of Forest, Forest Department
4 Director General, Ministry of Fisheries	4 Director General, Department of Fisheries
5 Director General, Agriculture Extension Department	5 Director General, Department of Agriculture Extension
6 Director General, Department of Social Welfare	6 Director General, Department of Social Welfare
7 Chairman, Tourism Corporation	7 Chairman, Bangladesh Tourism Corporation

8 Representative, Land Ministry	8 Representative, Land Ministry
9 Representative, Ministry of Water Resources	9 Representative, Ministry of Water Resources
10 Representative, Local Government Division	10 Representative, Local Government Division
11 Local Government Representative	11 Local Government Representative
12 Representative of Civil Society	12 Representative of Civil Society
13 Representative, NGO	13 Representative, NGO
14 Biodiversity Management Expert, CWBMP	14 Biodiversity Management Expert, CWBMP
15 Representative, UNDP/GEF	15 Representative, UNDP/GEF
16 National Project Director, CWBMP, *Member Secretary*	16 National Project Director, CWBMP, *Member Secretary*
	17 Deputy Commissioner, Cox's Bazar District
	18 Deputy Commissioner, Moulvibazar District
	19 Deputy Commissioner, Sylhet
	20 Additional Deputy Commissioner (revenue), Sylhet
	21 Additional Deputy Commissioner (Revenue), Moulvibazar
	22 Additional Deputy Commissioner (revenue), Cox's Bazar
	23 Program Coordinator, Sustainable Environment Management Program
	24 Project Director, UNDP/FAO Community Fisheries Project
	25 Project Director, St. Martin's Project, MoEF
	26 Representative Ministry of Disaster Management and Relief
	27 Representative, Ministry of Industries
	28 Representative Rural Development and Social Welfare Division
	29 Representative Ministry of Fisheries and Livestock

[1]Source: Inception Report (PMU, 2003) p. 11
[2]Source: Notification issued by DoE on 2 September 2002.

3.2 PROJECT IMPLEMENTATION

3.2.1 Adaptive management (changes to project design and project outputs during implementation)

There is limited evidence of adaptive management, which may partly reflect the undeveloped status of monitoring and evaluation (discussed in **Section 3.2.5**), including the absence of an LFM, all of which would have helped to track and highlight adaptive management responses to implementation issues and related challenges.

There were few significant changes to the Project design and outputs, as originally elaborated in the Project Document, either during the Inception phase or subsequently during implementation. Notable design changes were as follows:

- The institutional structures and mechanisms for delivering conservation and sustainable, coordinated management of ECAs were streamlined further, with additional ECA committees established at Upazila and Union Parishad levels to provide better integration with the local administrative bodies, and an ECA management sub-unit was established in the Teknaf Peninsula given its 100 km distance from Cox's Bazar (**Figure 3.2**). The creation of ECA Coordination Committees at all levels of biodiversity management in both Project sites was achieved through a ministerial gazette notification, dated 22 March 2007, under the provisions of Bangladesh Environment Conservation Act 1995.
- The target of 44 VCGs to be established by the end of the Project was considered insufficient with respect to its geographical area of coverage and the number of

interventions recommended in the Project Document, so it was gradually increased to 72 over the Project period (65 of which were registered) [23].

- The Project was extended three times: the first occasion on a no cost basis from March 2009 to June 2010 due to delays in the creation of VCGs and ECA Coordination Committees; the second time for a further six months to December 2010 during which NGO partners were withdrawn as part of the Project's exit strategy; and on the third and last occasion for a final 6 months in order to map ECAs, prepare and publish Project experience and follow up on the utilisation of the micro-capital grants by VCGs and Endowment Fund by Upazila ECA Coordination Committees.

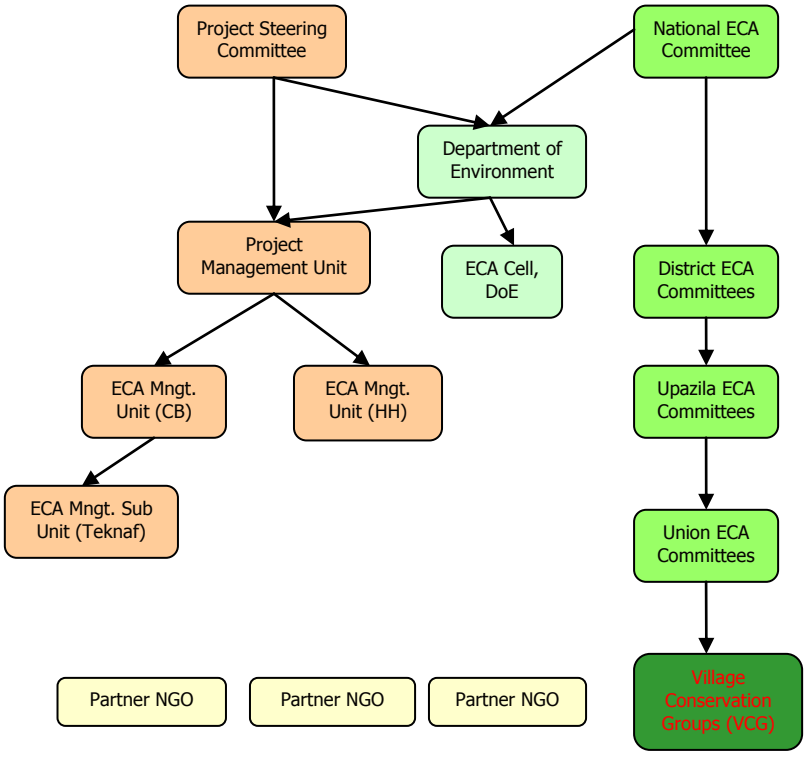

Figure 3.2 Evolved institutional structure for management of ECAs during CWBMP implementation (Source: Project Completion Report, IMED 04/2003 (Revised)

Various changes were made to Project outputs and activities as explained in **Section 2.3** and documented in **Table 2.1** but most of these addressed inconsistencies of expression to make monitoring of Objectives 1 and 2 easier and comparable. In the event, these changes and the new Output 3.5 concerning Project implementation do not seem to have had any adaptive value as they were not applied consistently in subsequent reporting and monitoring. More significant changes or developments concerning Project outputs include the following:

- Mangrove is a key critical habitat targeted by this Project. Originally, under Output 1.3, it had been planned to protect such habitat and allow mangrove to regenerate naturally, albeit with some assistance where appropriate. In most conditions, mangrove regenerates easily and rapidly but not so in former mangrove areas that have been converted to salt pans and shrimp ponds. In these situations it was found necessary to re-introduce mangroves by planting saplings[24].

[23] Project Completion Report (Implementation, Monitoring and Evaluation Division, Ministry of Planning, 04/2003 (Revised)

[24] This practice drew unwarranted criticism from a minority of stakeholders having other vested commercial

- It became increasingly clear during the implementation of the Project that St Martin's Island ECA was problematic due to uncontrolled shipping, mass tourism and unplanned development activities. The MTE advocated that a thorough assessment be undertaken to determine whether or not the site could meet ECA criteria and, if not, to withdraw from any further interventions in order to preserve the reputation of the ECA concept and model (see *Recommendation 3*, **Annex 2** and **Section 4.3**).
- Fish biodiversity management was not elaborated to any great extent in the Project Document due to the inherent nature of GEF biodiversity projects to focus on globally significant species. Nonetheless, fish and fishery conservation issues play a central role in the ecosystem approach to ECA-site management plans, particularly in Hakaluki Haor and the coastal sites. The MTE strongly supported the establishment and maintenance of fish sanctuaries as refuges for rehabilitating ecosystems, fish diversity and their gene-pools, as advocated in the terminal report of the Biodiversity Management Expert.

3.2.2 Partnerships arrangements (with relevant stakeholders in the country/region)

In general, the Project established some strong and productive partnerships, with evidence of congenial and close collaboration with state and local government agencies, NGOs and local communities.

Initially, however, as reported in the MTE, the Project got off to a slow start[25] and staff morale was below par. This can be attributed partly to the frequent gaps and changes in leadership and also to two go-slow periods, culminating in the Project being suspended in June – August 2004, on account of UNDP's concern over certain inappropriate expenditures. There were four National Project Directors (NPDs) in as many years (April 2002 - November 2006) whereas, thereafter, one NPD was in position for the remaining 4.5 years (June 2011). Such frequent changes in leadership inevitably would have undermined relationships with other government partners during the early years, particularly at national level.

Beginning In January 2007, five experienced partner NGOs (BCVD, BD POUSH, CFSD, CNRS and NACOM,) were contracted to mobilise local communities and facilitate the implementation of the conservation management plans under the guidance of Project. This marked a turning point for the Project as tangible benefits for biodiversity and VCG members began to be realised on the ground, following several years of necessary planning and institutional development. Their work was concluded at the end of the Project in June 2010.

3.2.3 Feedback from M&E activities used for adaptive management

The Project undoubtedly faced some major challenges during its implementation, as evident from the various delays and resulting extensions to ensure delivery of its objectives. Its over-riding challenge was the application of a new concept (ECAs) by an agency that previously had no remit or experience in protecting and sustainably managing natural resources to benefit biodiversity and local livelihoods. Its adaptive response to issues arising from this mega task has been mixed, partly because its M&E framework has been weak and related monitoring activities (other than routine reporting) have not been rigorously adopted to inform management. Some examples of this mixed response include the following:

- It took several years for the Project to find its feet and undoubtedly some of this can be attributed to weak or unprofessional leadership at NPD and higher levels. The Implementing Agency's decisive action to suspend the Project in 2003 resulted in appropriate changes by the Executing Agency but at the cost of valuable time and energy.

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interests, including a deep-sea port, in maintaining such areas devoid of mangroves.

[25] For example, local professional staff were not appointed until December 2004, leaving inadequate time for knowledge and skills to be transferred to them by the Biodiversity Management Expert and IUNV conservation management planners. NGOs were subcontracted much later, January 2007.

- Only about half of the 17 MTE recommendations are considered by the Evaluators to have been addressed adequately, others were either not directly addressed or addressed inadequately (**Annex 2**). The status of the Management Response to these recommendations was not documented beyond 2009, although they continued to be followed up. This illustrates the weak performance monitoring embedded within the Project.
- The organisational structure of the Project and governance model for ECAs developed during the course of implementation in response to local circumstances. This is evident from a comparison of before (**Figure 3.1**) and after (**Figure 3.2**). Also, not shown in **Figure 3.2** is the creation of a Technical Advisory Group under the Project Steering Group in response to MTE Recommendation 15 (**Annex 2**).
- The creation of VCGs and resourcing of their alternative income-generating initiatives from newly established revolving funds (MCGs) was hugely successful (enabling), resulting in additional Project funds being allocated for MCGs[26].

3.2.4 Project finance

The total budget in the Project Document is US$ 15.618 million, of which US$ 5.52 million (35%) is grant-aided by GEF, US$ 3.34 million (21%) is parallel financing by Government and the rest (44%) is associated financing, comprising US$ 6.552 million (42%) from UNDP and US$ 206,000 (1%) from Government.

This budget was reduced drastically with respect to the co-financing component for reasons that are not entirely clear to the Evaluators, despite their request for further details. According to the GEF Projects online database (accessed 12 July 2012), the total budget was $12,835,000, of which $7,080,000 represented co-financing. However, the accounts provided by UNDP CO indicate that the total budget became US$ 5.837 million, the GEF contribution remaining unchanged and the co-financing component reduced to US$ 317,000.

The annual budgets and disbursements are shown in **Tables 3.2** and **3.3**, respectively. According to these data provided by the Project's accountant, there has been very little leverage of funds through co-financing. It is also clear from these data that, in the case of the GEF contribution, annual disbursements match the annual budget to within US$ 1,000, except in the final year (2011) when there was US$ 100,000 underspend for some unknown reason (**Figure 3.1**). These matching figures seem somewhat artificial and, apparently, reflects the way in which UNDP undertakes its accounting rather than reality. Thus, they do not merit any further analysis!

Table 3.2 Annual budgets, including cash and in-kind co-financing

BGD/99/G31-CWBMP	Total 2003-2011	Annual Budgets (US $ x 100,000)								
Donor		**2003**	**2004**	**2005**	**2006**	**2007**	**2008**	**2009**	**2010**	**2011**
GEF Contribution	55.20	3.64	4.20	5.35	4.52	12.70	9.47	5.94	7.50	1.88
UNDP (TRAC)	0	0	0	0	0	0	0	0	0	0
Total	**55.20**	**3.64**	**4.20**	**5.35**	**4.52**	**12.70**	**9.47**	**5.94**	**7.50**	**1.88**
Cash Co-financing-partner managed										
Partner GOB	1.64	0.84	0.03	0.05	0.07	0.11	0.14	0.13	0.21	0.05
Total	**1.64**	**0.84**	**0.03**	**0.05**	**0.07**	**0.11**	**0.14**	**0.13**	**0.21**	**0.05**
In-kind Co-financing										
Partner GOB	1.53	0.00	0.73	0.04	0.05	0.10	0.15	0.10	0.16	0.20
Total	**1.53**	**0.00**	**0.73**	**0.04**	**0.05**	**0.10**	**0.15**	**0.10**	**0.16**	**0.20**

[26] Initially, 70 of the 72 VCGs received Tk 1 lakh; subsequently 26 VCGs, selected on the basis of their progress and including the 2 VCGs that had not received the initial amount, were provided with an additional MCG of Tk 1 lakh. The Project spent Tk 96 lakh in total on MCGs.

Table 3.3 Annual disbursements, including cash and in-kind co-financing

BGD/99/G31-CWBMP	Total 2003-2011	Annual Disbursements (US $ x 100,000)								
Donor		2003	2004	2005	2006	2007	2008	2009	2010	2011
GEF Contribution	54.18	3.64	4.20	5.35	4.52	12.70	9.47	5.94	7.50	0.86
UNDP (TRAC)	0	0	0	0	0	0	0	0	0	0
Total	54.18	3.64	4.20	5.35	4.52	12.70	9.47	5.94	7.50	0.86
Cash Co-financing-partner managed										
Partner GOB	1.49	0.80	0.04	0.05	0.07	0.11	0.10	0.13	0.14	0.05
Total	**1.49**	**0.80**	**0.04**	**0.05**	**0.07**	**0.11**	**0.10**	**0.13**	**0.14**	**0.05**
In-kind Co-financing										
Partner GOB	1.53	0.00	0.73	0.04	0.05	0.10	0.15	0.10	0.16	0.20
Total	**1.53**	**0.00**	**0.73**	**0.04**	**0.05**	**0.10**	**0.15**	**0.10**	**0.16**	**0.20**

Reference to the bottom distribution curve in **Figure 3.1** shows the pattern of expenditure over the life of the Project. No more than 10% of the budget was spent in any of the first four years of the Project, indicating very clearly the very prolonged, slow start to Project implementation. The big increase in expenditure in 2007 reflects the procurement of NGOs to begin their work with the local communities and establish VCGs. Interestingly, 40% of the budget was spent in 2007 and 2008, twice the rate of expenditure over the previous four years. Much of the history of the Project's implementation is reflected in these trends.

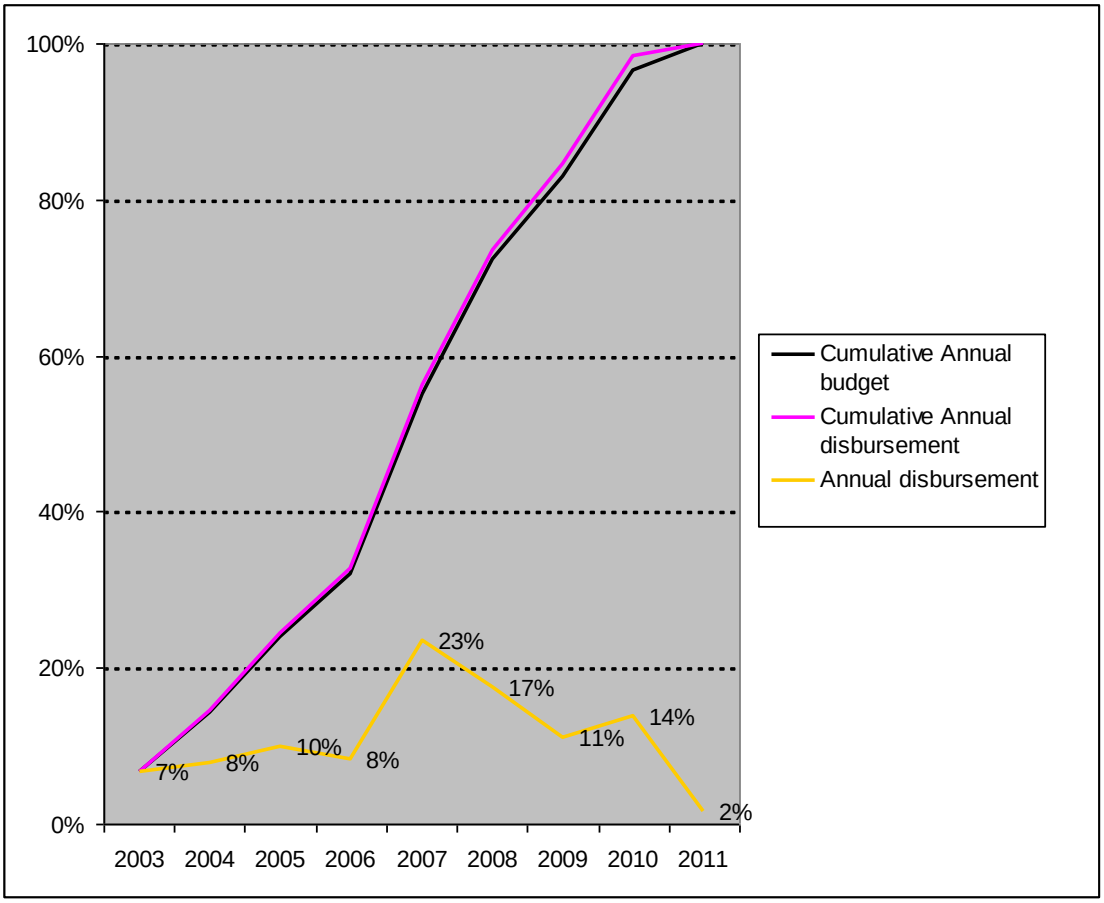

Figure 3.1 Cumulative annual budget expressed as a percentage of the total Project budget (US$ 5.52 million); annual disbursements and cumulative annual disbursements both expressed as a percentage of total Project expenditure (US$ 5.418 million).

*3.2.5 Monitoring and evaluation: design at entry and implementation**

Monitoring and evaluation is rated overall as Moderately Unsatisfactory with respect to both its design at entry and during Project implementation. This is based on the significant short-comings identified in the MTE, the poor management response to address these and MTE Recommendations 12-13, and the lack of any significant changes in performance monitoring by the end of the Project. Also, see **Table 3.5**.

The main weaknesses, identified in the MTE and subsequently either not at all or inadequately addressed include: (i) lack of a comprehensive LFM with robust performance indicators; (ii) non-delivery of a Village Information System that would feed into a national electronic database established by the Project, enabling benefits to participating communities to be monitored; (iii) non-delivery of a participatory mechanism and methodology for performance monitoring, supported by a database, despite the services of an M&E Specialist from February 2004; (iv) weaknesses remaining unchallenged by PSG; and (v) inefficient use of resources to address the M&E component of the Project.

The Project Document stipulates that overall policy guidance for the Project is the responsibility of the Project Steering Committee (PSC) to which the PMU acts as the Secretariat. Provisions were made for an M&E Specialist to develop a plan for participatory monitoring of the Project's activities, based on a Logical Framework approach that would form the basis of a village level Conservation Planning Matrix. Field data would be entered into a Village Information Management System that in-turn would feed a National Electronic Database developed by the Project. In practice, none of this was achieved despite the "absence of a proper monitoring system" having been highlighted in the MTE.

An M&E Specialist was appointed in February 2004 and there exists an 88-page document entitled *Implementation Monitoring and Evaluation*, which was reviewed in the MTE and considered to be inadequate with respect to the development of performance indicators. It has not been possible to get hold of a copy of this document. Nor has it been possible to see a copy of the log frame, which accompanied the Project Document and was subsequently appended to the Inception Report[17].

Routine evaluation of the Project included **Tripartite Review** (TPR) meetings at least once every twelve months, to which PMU submitted the Annual Project Report (APR). Quarterly progress reports were also provided during the initial two years of the Project to ensure that design and inception activities were closely monitored. An independent **Mid-Term Evaluation** (MTE) was planned for the end of the third year, the findings of which were intended to ". . . be instrumental for bringing improvement in the overall project design for the remaining period of the project's term."

Site level activities sub-contracted to NGOs were monitored closely and regularly by the National Project Professional Personnel (NPPP), who also provided technical backstopping, and from time to time by PMU. There were monthly progress review and planning meetings with NGOs at site level; and quarterly progress and planning review meetings at PMU level, at which progress in and findings/recommendations from the field were assessed prior to funds being released.

Other reporting requirements included an **Inception Report**, in which there is no reference to M&E, **Project Terminal Report** for consideration at the terminal tripartite meeting, **Technical Reports** produced by Consultants and other publications for information dissemination, including a "high-quality publication of results" which does not been produced. Also specified in the project document is a website hosted by the Project for wider dissemination of Project achievements.

The MTE, comprising one international and two national consultants, was undertaken during the period July-October 2008. The Project was judged as follows:

At its mid-term point this project shares with others of its type a similar mix of real gains in some areas, while key weaknesses frustrate further progress. There is keen ownership of the project by the DOE, success through sub-contracted NGOs engaged at community level, and a reasonable level of inter-agency cooperation and support at local government levels. A great deal of socioeconomic and biodiversity data relevant to ECA management has been acquired and promising gains for biodiversity of local, national and global significance have been made through interventions at all project sites, even before management plans are in place.

A successful and sustainable overall project outcome remains uncertain. Further progress is dependent on overcoming uncertainty in project management and weaknesses in the key areas of national level inter-agency cooperation, management planning for biodiversity conservation, data management, and monitoring and evaluation. If this can be achieved an extension of this important project is warranted.

3.2.6 UNDP and Implementing Partner implementation / execution, coordination and operational issues*

Implementation approach is rated as Moderately Satisfactory on the basis that Implementing and Executing agencies have worked well together, serviced by a competent PMU that has established effective working relations with key partners and more widely at local levels with communities, partner NGOs and government administrations.

Monitoring and Evaluation of Project performance has been a consistent short-coming throughout implementation, exposing weaknesses in management at PMU level and in supervision by UNDP as well as a lack of oversight by the Project Steering Committee. As a consequence of not having a sound M&E framework in place, the lack of delivery of some Project outputs seems to have gone unnoticed (see **Annex 6**).

The implementation approach was well designed in terms of its structure and organisation, described in **Section 3.1.8** and illustrated in **Figure 3.1**. The Nationally Executed (NEX) modality, was realised in a reasonably competent manner, with the appointment of staff to create a PMU that was independent of but answerable to the client (DoE), while being supported and overseen by the implementing agency (UNDP CO). There were problems within MoEF during the initial years, resulting in the Project being suspended for 5 months in 2004 as explained in **Section 2.1**.

By the time of the MTE in mid-2008, arrangements were working well, with a DoE Director General championing the Project and competent NPD and Project Manager. This situation prevailed during subsequent years, with no further changes in NPD or DoE DG.

The Project, albeit ended one year prior to the Terminal Evaluation, appeared to have enjoyed good working relationships in the field. An excellent rapport was evident between DoE, its partner NGOs, VCGs and the local administrations at Union, Upazila and District levels. The main weakness, reported by the local administrations, was the lack of communication and policy guidance emanating from the National ECA Committee to the District Coordinating Committees.

Monitoring and Evaluation has been a consistent significant weakness throughout Project implementation, first highlighted in the MTE and still very much in evidence at the end of the Project. This significant short-coming is a shared responsibility concerning: the NPD and Project Manager for their inadequate supervision of the M&E Specialist; UNDP CO for not picking up on it, especially once the matter had be raised in the MTE; and PSC for its lack of robust oversight of Project performance monitoring.

UNDP CO acknowledges that it should probably have taken a more hands-on approach to the implementation of this Project, a view with which the Evaluators would agree. That said, to its credit the CO acted decisively and suspended the Project for five months on learning that influential officials were using Project vehicles for non-project business.

3.3 PROJECT RESULTS

*3.3.1 Overall results (attainment of objectives)**

The Project is evaluated as Satisfactory/Moderately Satisfactory with respect to the achievement of its overall objective, based on assessment of Project outputs (**Annex 6,** summarised in **Table 3.4**), Project performance (summarised in **Table 3.5**) and Project performance indicators (**Annex 7**).

Some excellent results have been achieved on the ground at the four Project sites (ECAs), all of which have proved to be **satisfactory** towards attainment of the Project objective. They include:

- VCGs have been established with good support from DoE Management Units in partnership with NGOs and empowered through access to MCGs and Endowment Fund;
- governance systems have been set up at every level of local administration (Union, Upazila and District) to coordinate management inputs and contribute to the sustainable development of local livelihoods in cooperation with DoE; and
- sound management and zoning plans have been formulated for each ECA, informed by some extensive survey work, good science and participation of local communities.

DoE has shown a strong sense of ownership of the Project, committing considerable resources to its coordination of ECA management. It has also grown from some 165 to over 700 staff during the life of the Project, which has been its flagship initiative. Such ownership and influx of resources bode well for the future management of the Project target sites and, importantly, replication of the management model and governance mechanism to other existing and potential ECAs. Indeed, Government has already launched a follow-up initiative (Community-based Adaptation to Ecologically Critical Areas) to consolidate and advance the progress achieved by CWBMP, supported by its new Climate Change Trust Fund.

However, these achievements have been either undermined or not capitalised upon in various ways that in most cases should have been avoided, especially since the Project was granted three extensions of 15, 6 and 6 months. Moderate shortcomings in the achievement of the Project's objective, particularly in terms of effectiveness and efficiency, include:

- Management plans drafted in 2005 (Hakaluki Haor ECA) or 2006 (Sonadia, St Martin's Island and Teknaf Peninsula ECAs), followed by zoning plans in 2008 (Sonadia and St Martin's Island ECA) and 2010 (Teknaf Peninsula), have not been finalised and approved.
- Over 20 documents providing knowledge or guidance about biodiversity, conservation management, ECAs, alternative income generating opportunities etc remain unpublished and largely inaccessible to stakeholders.
- The development of a centralised database system to manage all the data and information collected and generated by the Project was never realised.
- ECA Rules finalised in 2010 have not yet been promulgated.
- The National ECA Committee is not fulfilling its mandate, having met officially only once during and subsequent to the Project.

Undoubtedly, some of the Project's shortcomings can be attributed to a grossly inadequate monitoring framework and procedure, of which the LFM is a key ingredient but was never fully developed (see **Annex 7**). Thus, in the absence of a comprehensive suite of well-designed and rigorously monitored indicators, shortcomings in and barriers to Project implementation were either inadvertently overlooked or allowed to continue unaddressed.

Hence, the Evaluators conclude that it is important not to lose sight of the **Satisfactory** level of achievement of the Project's objective on the ground. Conversely, it is also important to acknowledge the **moderate shortcomings** (indicative of a **Moderately Satisfactory** result) in completing a number of key Outputs so that lessons can be learnt and, in particular, applied to the Government's follow-up CBAECA project that is now underway.

The Project's overall (development) objective, *"… to establish an innovative system for management of Ecologically Critical Areas (ECAs) in Bangladesh that will have a significant and positive impact on the long-term viability of the country's important biodiversity resources"*, comprises three immediate objectives, of which two concern demonstrating how ECAs can be managed to conserve and sustainably use globally significant biodiversity in coastal and inland wetland areas, respectively, and a third focuses on institutionalising the ECA concept within the DoE and developing its capacity to coordinate ECA planning and management.

A qualitative assessment of the extent to which these immediate objectives (outcomes) have been addressed is provided in **Annex 5** for each Project output, taking into account what was originally planned (Project Document), the findings of the MTE and feedback on achievements from the former Project Manager. Outputs have also been rated on the basis of this qualitative assessment, the results of which are shown in **Table 3.4**. Key points to note are as follows:

- The majority of outputs under **Objectives (Outcomes) 1 and 2** are rated **Satisfactory**, based on the successful, participatory approaches and administrative mechanisms developed to plan and manage the three coastal ECAs and one freshwater ECA in ways that address conservation and sustainable livelihood interests. Enthusiasm and commitment were evident among VCGs and throughout all levels of local administrations (Union, Upazila and District).
- The continuing delay in promulgation of the ECA Rules (finalised in 2010), weakness in performance monitoring of their implementation and limited coordination between agencies in enforcement of ECA regulations contribute to the **Moderately Satisfactory** rating of **Outputs 1/2.1**.
- The lack of an integrated ecological monitoring programme and associated database systems and the non-delivery of an electronic management system to store and process data generated by the Project and disseminate information to stakeholders (**Outputs 1/2.4**), all of which would have enhanced the capacity of DoE, are rated **Moderately Unsatisfactory**.
- **Outputs 2.2** and **2.5** were rated **Moderately Satisfactory** rather than Satisfactory, as in the case of Outputs 1.2 and 1.5, because Hakaluki Haor ECA is less well supported by the DoE Management Unit and only a preliminary zoning plan has been developed for the site.
- Outputs under **Objective 3** are rated as **Moderately Satisfactory** or lower due mainly to: the absence of any approved ECA Rules to disseminate to third parties; lack of assessment of the role of district environmental courts; limited policy analysis concerning selection of ECAs, replication of ECA concept, means of sustainable financing and mechanisms for resolving conflicts over use of land and water; and the impotence of the National ECA Committee.

Table 3.4 Terminal Evaluation ratings of Project Outputs, based on evidence given in **Annex 6**

Objectives and Outputs		Rating*					
		HS	S	MS	MU	U	HU
Objective 1	Ensure conservation and sustainable use of globally significant wetland biodiversity at Cox's Bazar sites through their management as ECAs		✓				
Output 1.1	Utilizing existing legal mechanisms, legal protection is established for ecologically critical areas (ECAs)			✓			
Output 1.2	An effective field-level management system is operated and maintained		✓				
Output 1.3	Village Conservation Groups and a Local ECA Committee are established to ensure local participation and inter-sectoral coordination for conservation		✓				
Output 1.4	Ecological information concerning critical ecosystems at Cox's Bazar site is available to and used by managers				✓		
Output 1.5	A management plan covering conservation and sustainable use of Cox's		✓				

	Bazar ECA is developed and implemented						
Output 1.6	Alternative sustainable livelihood and sustainable use strategies are developed and implemented		✓				
Output 1.7	An integrated pest management programme is implemented		✓				
Objective 2	Ensure conservation and sustainable use of globally significant wetland biodiversity at Hakaluki Haor through its management as ECA		✓				
Output 2.1	Utilizing existing legal mechanisms, legal protection is established for ecologically critical areas (ECAs)			✓			
Output 2.2	DoE operates and maintains an effective field-level management system			✓			
Output 2.3	Village Conservation Groups and a Local ECA Committee are established to ensure local participation and inter-sectoral coordination for conservation		✓				
Output 2.4	Ecological information concerning critical ecosystems at the Hakaluki Haor site is available to and used by regional and national managers				✓		
Output 2.5	A management plan covering conservation and sustainable use of Hakaluki Haor ECA is developed and implemented			✓			
Output 2.6	Alternative sustainable livelihood and sustainable use strategies are developed and implemented		✓				
Output 2.7	An integrated pest management programme is implemented		✓				
Objective 3	Support efforts by DoE to institutionalise the concept of ECA management using the experience gained through the above demonstration sites			✓			
Output 3.1	Ensuring that legal mechanisms at national level are able to support operationalization of ECA concept			✓			
Output 3.2	Policy formulation and analysis concerning ECAs is based on an appropriate integration of economic and social factors				✓		
Output 3.3	Strengthening capacity for management of ECAs			✓			
Output 3.4	Development of awareness materials			✓			
Output 3.5	Implementation of Project start-up, operations, and development			✓			

***** **HS** = **H**ighly **S**atisfactory; **S** = **S**atisfactory; **MS** = **M**oderately **S**atisfactory;
MU = **M**oderately **U**nsatisfactory; **U** = **U**nsatisfactory; **HU** = **H**ighly **U**nsatisfactory

Performance indicators, used by the Project to monitor progress in its achievement of the Development Objective as part of its APR, were also assessed and rated (**Annex 7**). Ratings of these indicators are consistent with those for Project outputs, being **Satisfactory for Objectives 1 and 2** and **Moderately Satisfactory for Objective 3**. This framework, however, is considered to be very basic, with insufficiently numerous and SMART[27] indicators.

In line with GEF requirements (UNDP-GEF 2012), performance has also been rated in terms of project relevance, effectiveness, efficiency, sustainability and impacts, as well as the quality of M&E systems. These ratings are provided in **Table 3.5**, along with a brief justification based on evidence outlined earlier in this Terminal Evaluation report or in the sub-sections below.

Table 3.5 Project performance ratings

Criteria	Rating	Comments
Monitoring and Evaluation (using 6-point satisfaction scale)		
Overall Quality of Monitoring & Evaluation	**MU**	
M&E design at project start up	**MU**	M&E framework broadly outlined in Project Document but no comprehensive LFM designed during Project formulation or inception, which jeopardised Project implementation from the outset.

[27] **S**pecific, **M**easurable, **A**chievable, **R**elevant and **T**ime-bound (UNDP-GEF 2012, *Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-Financed Projects*)

M&E Plan Implementation	**MU**	Routine reporting (Quarterly Progress Reports, APRs) and meetings (Tripartite Reviews, Steering Committee) undertaken. Regular oversight of activities sub-contracted to NGOs at site level. However, no serious attempt to develop detailed M&E framework, with Village Information Management Systems linked to National Electronic Database, as described in the Project Document. LFM never developed. This undoubtedly contributed to lack of focus on outputs and their delivery. Further details in **Section 3.2.5**.
IA & EA Execution (using 6-point satisfaction scale)		
Overall Quality of Project Implementation/Execution	**MS**	
Implementing Agency Execution	**MS**	IA took commendable steps to suspend Project when irregularities in allocation of resources persisted. However, adopted a hands-off approach rather than catalysing and facilitating delivery of outputs in an appropriate and timely manner.
Executing Agency Execution	**MS**	Execution was initially poor and very delayed; by time of MTE it had improved significantly and much was achieved, notably with respect to establishment and mobilisation of VCGs (by partner NGOs) and ECA Coordinating Committees at Union, Upazila and District levels (by DoE). However, despite several further extensions beyond March 2009, it did not deliver in a consistent and coherent manner, with the result that Rules await promulgation and management and zoning plans have not been finalised and approved.
Outcomes (using 6-point satisfaction scale)		
Overall Quality of Project Outcomes	**S**	Based on separate assessment of Project objectives (outcomes) and outputs (see **Table 3.4)**.
Relevance	**R**	In principle, the overall (development) objective of the Project and its three immediate objectives remain as relevant today, in respect of conserving and sustainably using globally significant biodiversity, as when the Project was conceived over a decade ago. There is some uncertainty, however, concerning one of the 3 ECAs targeted under Objective 1 and that is Sonadia Island, which is earmarked for the establishment of a deep-sea port. If this goes ahead, as presently planned based on government's existing approval of the scheme, then some of this globally important biodiversity will be directly impacted and the interventions of the Project in this area will have been largely negated. (Refer to **Section 3.3.2**)
Effectiveness	**MS**	Extent of achievement of objectives, or likelihood of being achieved – Objectives 1 and 2 achieved to a reasonable extent but not all Outputs delivered satisfactorily as indicated in **Annex 6**.
Efficiency	**MS**	Cost effectiveness of delivery of results impaired by delays in Project and incomplete status of a number of outputs, such as Rules not promulgated, unpublished documents reports, unfinished management and zoning plans and non-delivery of database and information management system, despite procuring a consultant for this work.
Sustainability (using 4-point likelihood scale)		
Overall Likelihood of ~~risks to~~ Sustainability[28]	**ML**	
Financial resources	**ML**	Endowment Fund, albeit released only towards the end of the Project in October-November 2010, provides basis for sustaining a degree of biodiversity protection and MCGs, albeit insufficient, for initiating income-generating activities. DoE continues to expand, from 165 at the time of the Project's inception to over 700 staff in 2012. Thus, it has the staffing capacity to coordinate the management of increasing numbers of ECAs. A key to future financial sustainability will be the development of an ecosystem services approach to managing ECA and, although intended in the Project Document and evaluated in Hakaluki Haor, it was not fully developed and piloted during the Project. This remains an outstanding priority.

[28] The 2012 Guidance for conducting terminal evaluations of UNDP-supported, GEF-financed projects states in the Rating Project Performance table on page 30: Overall likelihood of risks to sustainability. This is misleading as it is the likelihood of sustainability which is supposed to be assessed, not the likelihood of the risk occurring.

Socio-economic	**ML**	The jury is still out with regard to demonstrating improved livelihoods at an economically substantive scale. VCG members have benefitted from Project interventions but this needs to be replicated throughout an ECA if the concept is to be sustained long term – and this takes time. While an ecosystem services approach is a cornerstone for long-term financial viability of ECAs, this will only be achieved if all the relevant stakeholders, especially government agencies, work together. So far, this has proved elusive at the National ECA Committee level.
Institutional framework and governance	**ML**	Project has demonstrated to a significant extent that ECAs can be established and managed by DoE working in partnership with VCG and other government agencies through ECA Coordinating Committees established at the respective local administrative levels (District, Upazila and Union). The effectiveness of National ECA Committee has yet to be demonstrated in respect fostering the support and coordinating the inputs of other agencies (e.g. Forest Department, Ministry of Land, Ministry of Fisheries); and establishing strong links with the District ECA Coordinating Committees. The outstanding priority necessary to underpin this governance is the promulgation of the ECA Rules.
Environmental	**ML (L)** **(U)**	Project has demonstrated significant gains for biodiversity of global importance, notably restoration of mangrove habitat and turtle conservation. The approval of the Deep-sea Port adjacent to Sonadia Island is a major threat to certain elements of global biodiversity currently conserved within this ECA.
Impact (using 3-point impact scale)		
Environmental status improvement	**S**	Examples: significant areas of mangrove regenerated or re-established; reduced mortality of turtles on nesting beaches and high success rate of turtles hatched and released to sea. Similarly, significant area of swamp forest re-established in Hakaluki Haor.
Environmental stress reduction	**S**	Examples: hunting waterfowl largely ceased at Hakaluki Haor; birds encouraged to nest in VCG villages on Sonadia Island; reduced disturbance to nesting turtles from visitors, fishermen and dogs.
Progress towards stress/status change	**M**	ECA Rules finalised in 2010 but await promulgation. National ECA Committee has yet to champion change among institutions and coordinate integrated development of ECAs.
Overall Project Results (using 6-point satisfaction scale)	**S/MS**	

Satisfaction scale: **H**ighly **S**atisfactory, **S**atisfactory, **M**oderately **S**atisfactory, **M**oderately **U**nsatisfactory, **U**nsatisfactory, **H**ighly **U**nsatisfactory
Sustainability scale: **L**ikely, **M**oderately **L**ikely, **M**oderately **U**nlikely, **U**nlikely
Impact scale: **S**ignificant, **M**inimal, **N**egligible
Relevance scale: **R**elevant; **N**ot **R**elevant

*3.3.2 Relevance**

The overall (development) objective of the Project and its three immediate objectives remain as relevant today, in respect of conserving and sustainably using globally significant biodiversity, as when the Project was conceived over a decade ago.

There is uncertainty, however, concerning Sonadia Island, one of the 3 ECAs targeted under Objective 1, which is earmarked for the establishment of a deep-sea port. If this goes ahead, as presently planned based on government's existing approval of the scheme, then some of this globally important biodiversity will be directly impacted and potentially the interventions of the Project in this area will be largely negated. The juxtaposition of the location of the proposed deep-sea port of sites of importance for biodiversity is illustrated in **Figure 3.3**.

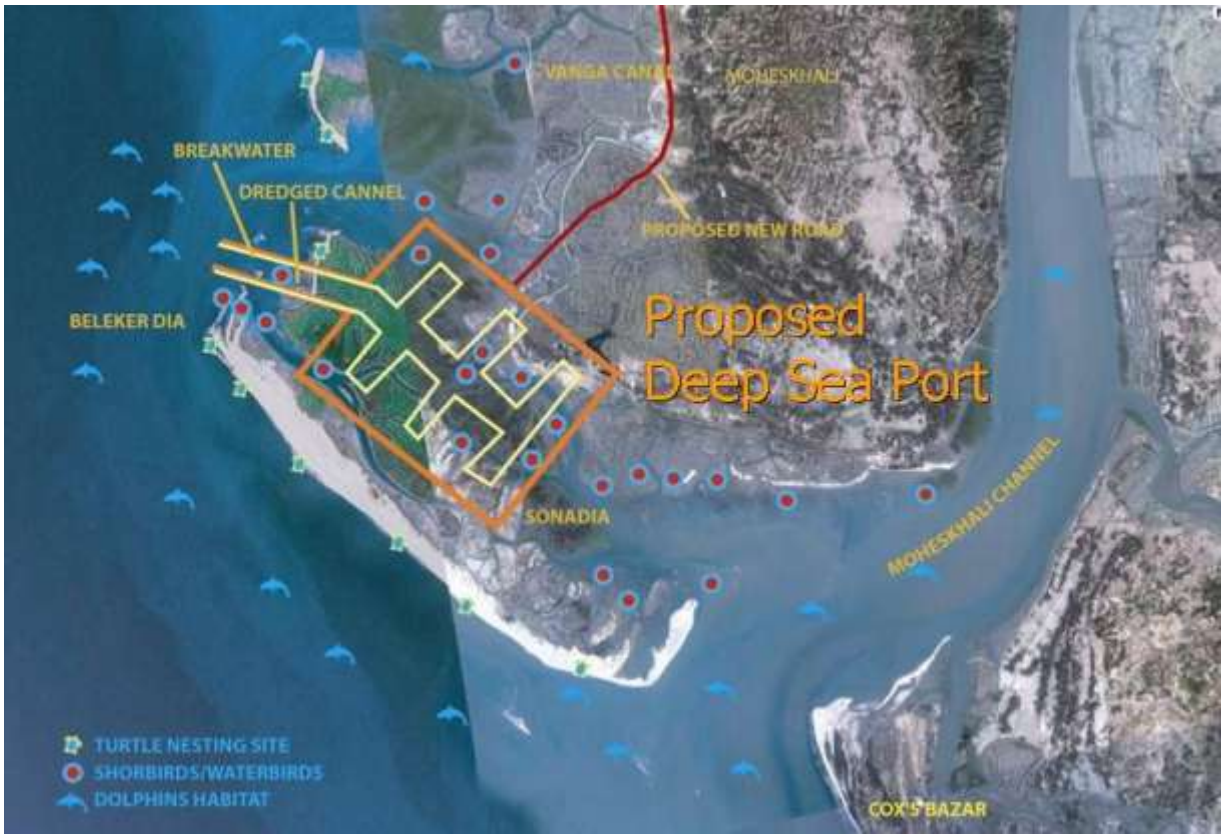

Figure 3.3 Proposed location of deep-sea port on Sonadia Island (ECA) in relation to areas of important biodiversity – mangroves (green), turtle nesting beaches (white), migratory bird sites and marine habitat used by cetaceans (dolphins and porpoise).

The proposed location of the deep-sea port is in the heart of the ECA, a Restricted Access Zone, as shown in **Figure 3.4.** This zone supports the ecologically critical features for which the ECA was designated. It features the most intact mangrove forest remaining in good, natural conditions in SE Bangladesh, along with undisturbed mudflats and beaches famous for its nesting turtles.

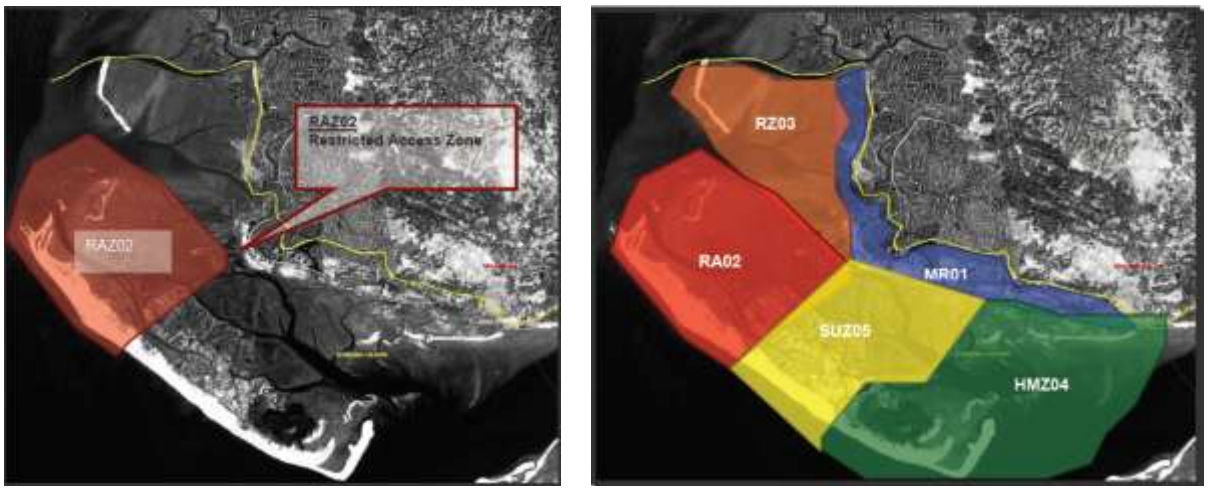

Figure 3.4 Zonation plan for Sonadia Island ECA: the core area for biodiversity is proposed as a Restricted Access Zone, abutted by a sustainable use zone (SUZ05) to its east and a Natural Restoration Zone (RZ03). HMZ04 is a Habitat Management Zone and MR01 is a Managed Resource Zone. (Source: *Developing a functional zoning system for Sonadia Island ECA*. Hebara and Hasan, 2008)

Some of the important biodiversity recorded from this area includes the following habitats and species:

Habitats:	Mangroves: 500 ha Mudflats: 1,175 ha
Invertebrates:	14 genera of bivalves, clams, mussels and oysters Horseshoe crab (*Carcinoscorpinus rotundicauda*) 19 species of peneaid, solenocerid, sergestid and careidean prawn species
Migratory birds:	Spoonbill Sandpiper (*Eurynorhynchus pygmeus*) Asian Dowitcher (*Limnodromus semipalmatus*) Nordmann's Greenshank (*Tringa guttifer*)
Cetaceans:	Finless porpoise (*Neophocaena phocaenoides*), Irrawaddy dolphin (*Orcaella brevirostris*), Bottlenose dolphin (*Tursiops aduncus*) Indo-Pacific humpback dolphin (*Sousa chinensis*)
Marine turtles:	Olive Ridley (*Lepidochelys olivacea*) Green turtle (*Chelonia mydas*)

*3.3.3 Effectiveness and efficiency**

The effectiveness and efficiency with which Project outcomes were delivered is **Moderately Satisfactory** in both cases, for reasons given in **Table 3.5**. Objectives 1 and 2 have been achieved to a reasonable extent but not all respective outputs have been satisfactorily completed. The extent of achievement of outputs for Objective 3 was lower.

There were moderate shortcomings in the efficiency or cost effectiveness with which results were delivered, including the non-delivery of a few outputs despite significant investments.

3.3.4 Country ownership

As noted in the MTE, there is strong sense of ownership of the Project by DoE. This was evident right from the outset during the Project's formulation when the selection of four demonstration sites resulted in them being notified as ECAs almost immediately (**Section 2.2**).

The Evaluators observed this sense of ownership to be very strong within the two Project areas at District, Upazila, Union and VCG levels where they found considerable support for the ECA concept among local government officials and VCG members almost without exception. Undoubtedly, this reflects the institutionalisation of the ECA concept and establishment of coordinating bodies (committees) throughout the different levels of local government, driven at the grassroots by the VCGs who have become the eyes and ears of the local DoE Management Units and local government authorities with respect to protecting and conserving biodiversity within their respective ECAs (see **Figure 3.1**). One local government official referred to the Project as being the torch bearer, illuminating the way forward for conservation and poverty alleviation by means of applying the 1995 Bangladesh Environmental Conservation Act, Providing local communities with access to knowledge, skills training and micro-credit empowers them to help and believe in themselves.

Other key evidence of the strength of ownership of the Project includes the following two aspects:

- DoE has committed considerable resources to fulfilling its legal mandate with respect to coordinating the management of ECAs both during and subsequent to the Project. ECA Management Units were established and staffed in the each of Project areas, including a further sub-Unit in the Teknaf Peninsula. More generally, the department has grown from some 165 staff at the outset of the Project to over 700 by mid-2012, all of which bodes well for the future management of the Project target sites and, importantly, replication of the management model to other ECAs.

- Government has already followed up on this Project with a second phase (Community-based Adaptation to Ecologically Critical Areas (CBAECA), supported by its new Climate Change Trust Fund to the tune of Taka 15 crore (see **Section 4.5**).

The main weakness is at the national level, with little or no leadership shown by the National ECA Committee in developing and promoting ECA policy, no accountability for inter-ministerial coordination and, in practice, no regular means of liaison between national and district-level ECA committees. Such concerns were expressed by a variety of stakeholders from the Project sites and upheld by the fact the National ECA Committee has met only once during the life of the Project in November 2010, despite 3-4 various other attempts when meetings were arranged but cancelled later. This weakness was recognised in the MTE but not specifically addressed in any of the recommendations.

It was pointed out that since all members of the National ECA Committee also sit on the PSC, much of its business has been covered by this mechanism. Such a state of affairs is considered to be very unsatisfactory as it confuses the roles of these respective committees, undermines the profile of the National ECA Committee within other parts of national and local government and leaves nothing in place with gravitas and the benefit of accumulated experience post-Project. Moreover, the PSC met only four times (19 January 2004, 31 March 2005, 29 August 2007, 24 November 2009) during the life of Project, which is less than specified in the Project Document.

*3.3.5 Sustainability**

The four dimensions of sustainability are rated in **Table 3.5**, with evidence provided alongside. There is already proof of the Project being sustainable in the immediate term, given the follow-on CBAECA initiative funded by Government. Key evidence that the Project is **Moderately Likely** to be sustained and even replicated in the future include: the strong ownership and institutionalisation of the ECA concept within DoE, local communities and local administrations; and opportunities providing for more sustainable livelihoods, in part sustained by the Endowment Funds and Micro-Capital revolving funds.

The proposed deep-sea port threatens the environmental and, arguably, socio-economic integrity of Sonadia ECA and its inhabitants. The fact that the proposal reached a relatively advanced stage without being effectively challenged is potentially alarming with respect to the effectiveness of the 1995 Bangladesh Environment Conservation Act and long-term security of ECAs.

3.3.6 Impact

Project impacts concern longer-term global environmental benefits, replication and other local effects.[29] They are rated in **Table 3.5**.

[29] Project impacts are defined in the *2012 UNDP Guidance for Terminal Evaluation of GEF-funded and UNDP-implemented Projects* as: Actual or anticipated, positive or negative changes in global environmental benefit, as verified by environmental stress and/or status change, and also taking into account sustainable development impacts, including changed livelihoods.

4. CONCLUSIONS, RECOMMENDATIONS AND LESSONS

4.1 CORRECTIVE ACTIONS FOR PROJECT DESIGN, IMPLEMENTATION, MONITORING AND EVALUATION

The Evaluators' general conclusion is that this has been a very opportune and challenging Project: opportune with respect to applying the provisions of the 1995 Bangladesh Environment Conservation Act to establishing ECAs to conserve biodiversity while also addressing local livelihoods; and challenging with respect to enabling DoE, through capacity building, to grasp its mandate under the provisions of this Act and take responsibility for ECA management. This has entailed setting up a governance system that permeates all strata of government. It has been achieved (largely) by establishing ECA coordinating committees at Union, Upazila, District and national levels, fuelled by VCGs at the grassroots level who have become not only the work force and principle beneficiaries from sustainable income-generating activities but also the eyes and ears of local government administrations and DoE in terms of safe-guarding the environment. Much of what has been achieved with the local communities can be credited to the excellent capacity building by NGOs, working in very close partnership with the DoE Management Units

This much represents a huge ground-breaking achievement in itself, applying the ECA concept through pilot demonstrations in four ECAs, even though there have been a more short-comings in implementation than might have been anticipated. An outstanding strength that illuminates the achievements of this Project is the ownership, commitment and enthusiasm evident among DoE, local government administrations at all levels and the local communities, especially the VCGs.

The Project has been simply and generally well designed, evident from the few changes made to the Project Document during the inception phase. The main short-coming is the absence of a LFM to provide the basis for monitoring and evaluating its performance, for reasons that are not fully understood (**Section 3.1.1**).

Implementation has benefited from the strong ownership and resolve of DoE to develop its capacity and assert it mandate to oversee and coordinate ECA management. This has met with opposition or reservation from some other government agencies, including the Forest Department who previously have had sole responsibility for managing protected areas. However, the Project established some strong and productive partnerships, particularly with local government agencies, NGOs and local communities. The Implementing and Executing Agencies have also collaborated well together, enjoying a strong and close working relationship, and there is evidence to suggest that the PMU, closed in June 2011, was capably led.

The main short-comings in the Project's design are considered to be as follows:

- Absence of a comprehensive LFM to monitor the Project's implementation and insufficient and weak performance indicators that do not meet SMART criteria (see **Section 3.1.1** for further details).
- Inconsistencies between outputs for Objectives 1 and 2. These were addressed in the Inception Report but never fully adopted, despite having been approved by the Steering Committee.
- As identified in the MTE, limited attention to plant genetic diversity, which is a significant feature of Bangladesh biodiversity, and little attention to the types of products expected from the ECA management planning process.

Other important short-comings, as related to the Project's implementation and its monitoring and evaluation, include the following:

- The Project had to be extended three times due, largely, to the long delays experienced during initial implementation, exacerbated by the frequent gaps and changes in leadership (four NPDs between April 2002 and November 2006) and the two go-slow periods, culminating in the Project being suspended in June-August 2004 on account of UNDP's concern about certain inappropriate expenditures.

- There is a general sense that the Project would have benefitted from more hands-on oversight and support from the Implementing Agency, particularly during the initial years. An overriding criticism is that many outputs were developed but never completed and this erodes from what could have otherwise been a satisfactory rating for the Project. Examples include:
  - the poor performance of the National ECA Committee, arguably exemplified by the delay in promulgating the ECA Rules, finalised by the Project in 2010;
  - management and zoning plans for the ECAs drafted in 2006-2010 that were never finalised, let alone formally approved;
  - guidelines and technical reports prepared for publication but not completed and made available to stakeholders and other interested parties, including members of the public; and
  - the absence of an information management system, which has undermined the delivery of so many outputs of the Project and them being accessible via the Project's website.
- Monitoring and evaluation of the Project's implementation has been inherently weak and unsatisfactory, despite there having been an M&E Specialist appointed within PMU. There appears to have been no serious attempt to develop the M&E framework broadly outlined in the Project Document and link various outputs to the Management Information System that was also prescribed as a deliverable: Such outputs/activities include:
  - Village Information Management Systems;
  - Performance monitoring of ECA Rules (**Activities 1/2.1.3**); and
  - Ecological monitoring programme (**Activities 1/2.4.2**);

  There was also insufficiently robust technical oversight and monitoring of the management response to the MTE by the Implementing Agency (UNDP CO).
- A final point concerns the timing and duration of the Final Evaluation mission. While it was well hosted and efficiently organised, there was insufficient time to visit Hakaluki Haor (only a few stakeholders were met) and no time to visit St Martin's Island, which would have been difficult anyway because of early monsoon weather conditions. The latter is particularly unfortunate because St Martin's Island was not visited during the MTE, nor has it been visited by the RTA so the Project's work there has not been included in any independent, external review. Given that the Project ended one year ago, all of this could have been avoided.

Thus, the Project is evaluated overall as **SATISFACTORY/MODERATELY SATISFACTORY**, which means that it has both minor and moderate short-comings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency. This is above an 'average' accolade for those involved in the Project's formulation and implementation, being marginally above the third highest of six possible scores awarded to GEF projects (see **Table 1.1**). Furthermore, Objectives (Outcomes) 1 and 2 (conserve and sustainably use globally significant wetland biodiversity in ECAs) are evaluated as **Satisfactory**.

It should be noted that ratings were not required at the time of the MTE, so direct comparisons of progress or otherwise cannot be made. However, it is clear that approximately half of the recommendations of the MTE were not implemented or inadequately addressed (**Annex 2**) and, therefore, the marginally less than satisfactory rating is appropriate.

4.2 ACTIONS TO FOLLOW UP OR REINFORCE INITIAL BENEFITS FROM THE PROJECT

The Project has broken new ground, demonstrating to good effect, albeit in a preliminary manner, how ECAs can be managed sustainably, with biodiversity protected in core zones and other zones earmarked for various sustainable uses. An important consideration is the close similarity

between the ECA concept and the Biosphere Reserve concept of the UNESCO Man and the Biosphere Programme[30].

Much needs to be done **to consolidate** and **replicate** the Project's achievements on parallel fronts. Opportunities to reinforce the benefits from the Project include the following [lead agencies/organisations are indicated in square brackets]:

i. **Legislative framework for ECA management.** The ECA Rules, finalised in 2010, should be promulgated as a matter of urgency, particularly given that the CBAECA project has followed on immediately in the wake of CWBMP. [MoEF, DoE]

ii. **National ECA Committee needs to start championing ECAs and perform its mandate** with respect to: fostering the support and coordinating the inputs of other agencies (e.g. Forest Department, Ministry of Land, Ministry of Fisheries); and establishing strong links with the District ECA Coordinating Committees. [MoEF, DoE]

iii. **Dissemination of knowledge, experience and best practice in conservation and sustainable development of ECAs.** Over 20 documents, including 13 technical reports, were drafted but never published. These should be finalised, published and disseminated via the Project's website and other media as matter of priority. Most, if not all, publications should be in Bangla and English, in most cases within a single document for convenience and to minimise costs. [DoE]

iv. **Finalisation, official endorsement or approval, publication and dissemination of ECA Management and Zoning Plans** is a high priority that should be expedited, particularly since these plans are already being implemented. Demarcation of boundaries is a high priority, particularly in relation to the zoning plans so that appropriate management regimes can be instituted. The draft Management Plans are currently accessible via the Project web site but not the draft Zoning Plans, which should also be readily accessible by the same means. [DoE]

   It would seem sensible to integrate the Management and Zoning Plans into a single document, from which three- or five-year action plans should then be developed to guide and drive forward implementation in a cohesive, coordinated manner. [DoE]

v. Establishment of a comprehensive, integrated monitoring programme remains outstanding from CWBMP. It needs to be developed for each ECA, based on a common framework developed for all ECAs that is maintained in a centralised database system held within DoE. This monitoring programme should extend beyond ecological monitoring (**Annex 2, Activity 1/2.4.2**) to include social and economic parameters. It should be incorporated within the Management Plan and provide the basis for monitoring its implementation.

vi. **Establishment of a Management Information System, supported by relevant database systems,** also remain outstanding from CWBMP (**Activities 1/2.4.1 and 1/2.4.3**). This system should be web-based to maximise access to information by as wide a range of stakeholders as possible[31]. Initial priorities will be to disseminate the backlog of information accumulated by the Project, referred to in **Sections 4.3.iii** and **4.3.iv**, bring together existing databases held by CWBMP (bird census data from Hakaluki Haor), and provide a platform for future monitoring of biodiversity and livelihoods as stated above (**Section 4.3.v**).

vii. **Training in ECA management** needs to be institutionalised within MoE, possibly alongside any training in biodiversity conservation and protected areas management. This would provide an important opportunity for collaboration between DoE (ECAs), Forest Department

[30] http://www.unesco.org/new/en/natural-sciences/environment/ecological-sciences/man-and-biosphere-programme/

[31] Not all stakeholders will be able to access everything. Access will be controlled and users will be assigned to relevant levels of access.

(National Parks, Wildlife Sanctuaries, Game Reserves and Reserve Forests) and Fisheries Department (Fish Sanctuaries, Marine Parks). [MoEF, DoE]

viii. **Alternative sustainable livelihoods and sustainable use strategies.** There is huge scope for further development of sustainable and, in some cases, alternative livelihoods, particularly since this only got underway half-way through the Project (from 2007 onwards). A key constraint, evident from the outset and picked up in the MTE, has been the small size of the Micro-Capital Grant made available to VCGs and the relatively small number of VCGs established. In Khurushkul Union Porishad, for example, only 6 of its 50 villages have been resourced by the Project to date. Now would be an appropriate time to review and assess the impact of MCGs on VCGs and identify minimum levels of resourcing and other criteria for them to be most effective. Such a study should also examine how MCGs might be used to leverage other funds from local administrations. [DoE, ECA Coordinating Committees, UNDP]

ix. **Replication** was not attempted during the life of the Project for perhaps obvious reasons. Now is an appropriate time to first undertake a feasibility study of how replication might be attempted, based on past experience and lessons learnt, then developing a strategy for replicating the model to the other eight existing ECAs and finally implementing the strategy over a period of about 5 years.

Importantly, as recommended in the MTE (**Annex 2**, Recommendation 6), the conservation management planning process would benefit from being revised in the light of experience gained from CWBMP and simplified, while also providing more emphasis on the empowerment of resource user communities, engagement of all other stakeholders and provisions for management of cultural, historical and religious sites in ECAs. Other stakeholders should include those having the biggest impact on the sustainable use of resources within ECAs, notably the private sector (e.g. shrimp farm owners/investors) and those with decision-making powers that affect the use of the site (e.g. local government agencies). Furthermore, the revised proforma for management plans, together with its associated Upazila, Union and community plans, should be subject to an independent assessment of its environmental and social impacts to confirm its credibility (**Annex 2**, Recommendation 8). In addition to combining management and zoning within a single Plan and incorporating the monitoring programme, as proposed above in **Sections 4.2.iv and 4.2.v**, respectively, consideration should also be given to adopting more of an ecosystems services approach to management planning, as proposed below (**Section 4.3.xii**).

4.3 PROPOSALS FOR FUTURE DIRECTIONS UNDERLINING MAIN OBJECTIVES

In addition, new ground needs to be broken on a number of fronts **to build** on the Project's achievements. Priorities for developing the application of the ECA concept within Bangladesh include the following:

x. **Link the ECA concept to UNESCO's Man and the Biosphere (MAB) Programme** by nominating one or more ECAs for inclusion within the World Network of Biosphere Reserves[32]. Bangladesh has a National MAB Committee[33], chaired by the Ministry of Environment and Forests and for which the Focal Point is the Ministry of Education, but currently does not have any Biosphere Reserves. Much experience can be gained from belonging to this global network, as well as benefiting from the international profile and prestige in the case of any ECA that is designated a Biosphere Reserve by the International Co-ordinating Council of the MAB Programme. [MoEF, DoE, National ECA Committee]

xi. **Develop guidelines for the selection and management of ECAs**, based on a technical review of existing legislation and policy for ECAs and other protected areas and experience

[32] Interestingly, although not articulated in any detail, this idea is among the identified 'lessons' that emerged from the study tour to Viet Nam, funded by the Project.

[33] Refer to: http://www.unesco.org/mabdb/mab-cont/country.asp?code=BGD.

in their application, in order to clarify the purpose of ECAs in comparison with other types of protected areas and their respective management regimes. Such guidelines may also be informed by reference to the Biosphere Reserve concept and experience gained in its application around the world. Concomitantly, alongside the development of these guidelines, a high level **Task Force** of independent experts should be established to address two key issues that have emerged during the implementation of this Project:

- **To review the case for St Martin's Island as an ECA**, as originally recommended in the MTE. The issue is whether or not ECA criteria can be met at St Martin's Island in the face of over-development of tourism facilities and damage to terrestrial habitat arising from uncertainties regarding the status of government land on the island. Clearly, a unique solution needs to be developed for the Island, based on some form of ecologically and socially sustainable tourism master plan, and this plan should be informed by the findings of the Task Force.
- **To review the case for Sonadia Island as an ECA** in the event of proposals going ahead to establish a deep-sea port in its south-west corner (**Figure 3.3, Section 3.3.2**). The approval of this port would seem to be a major threat to certain elements of global biodiversity currently conserved within this ECA. A clear statement, therefore, needs to provided to government as to whether or not ECA criteria will continue to be met if this development goes ahead, so that final decisions are fully informed and, in the event of it proceeding, appropriate mitigation measures are identified, costed and implemented as part of the development.

xii. **Develop an ecosystem services approach to underpin future management planning of ECAs**, based on the premise that improved understanding of the relative values of functioning ecosystems will provide for more informed management decisions. A further benefit of the ecosystems approach is that it is likely to provide the cornerstone for future financial viability of ECAs. This can only be achieved, however, if all the relevant stakeholders, especially government agencies and the private sector, work together, hence the importance of having a National ECA Committee in place that is prepared to champion the ECA concept and its development, as highlighted in **Section 4.2.ii**.

xiii. **Community-based ecotourism** is a potential income-generating activity that has yet to be explored and piloted within ECAs. Hakaluki Haor, Sonadia Island (depending on whether or not the proposed deep-sea port goes ahead) and Teknaf Peninsular offer excellent opportunities for the development of this type of tourism. Tourism development should be based on principles of responsibility and sustainability for the benefit of visitors, local communities and conservation (nature and culture).

Given that community-based ecotourism has yet to be developed in any holistic way within Bangladesh, two important pre-requisites are necessary to provide a solid foundation for any pilot community-based ecotourism initiative:

- Develop and promulgate a national ecotourism policy, which also includes provisions for community-based ecotourism.
- Ensure that any pilot initiative in one or more ECAs is embedded within the respective regional tourism strategy, rather than developed in isolation.

xiv. **Agrobiodiversity conservation and its sustainable use**. Wild rice, *Porteresia* sp., was identified and recovered at Sonadia Island ECA and Hakaluki Haor may harbour *Oryza* rice varieties that have evolved locally (potential land races[34]), according to the MTE. Clearly, ECAs may have a potentially important role in agrobiodiversity conservation, alongside which provides for niche markets using local varieties that are likely to have certain

[34] A landrace is ". . . a dynamic population(s) of a cultivated plant that has historical origin, distinct identity and lacks formal crop improvement, as well as often being genetically diverse, locally adapted and associated with traditional farming systems" (Villa et al., 2006: Defining and identifying crop landraces. *Plant Genetic Resources* 3(3); 373–384.

desirable treats, such as salt tolerance, disease resistance etc. This potential calls for an initial assessment of the importance of coastal and freshwater ECAs for wild crop relatives and landraces, and the feasibility of them being conserved and sustainably managed on farms and in home gardens for income-generation purposes.

4.4 BEST/WORST PRACTICES IN ADDRESSING RELEVANCE, PERFORMANCE AND SUCCESS ISSUES

4.4.1 Lessons

Lessons identified previously in the MTE, and with which the present Evaluators are broadly in agreement, are as follows:

- **Technical support is an essential element of every project.** Experience shows that every project needs some external technical support. Difficulties faced by this Project would have been fewer, and more readily dealt with, had more effort been made to network and exchange information, ideas and skills with other organisations as specified in the Project Document. Technical support should be specifically identified as an *activity* in the design of new projects, rather than simply embedding the provision in general text.
- **Inter-agency engagement is usually difficult to achieve** and this is particularly true when it involves busy senior management representatives meeting together at one place at the same time because the time costs are often judged to be too great by at least some of the participants and so there is no meaningful inter-agency engagement. This was particularly true in the case of the National ECA Committee.

  More innovative means to promote interaction are needed, such as the use of modern telecommunications for electronic networking (both text and video) for regular dissemination of information and updates, conference calls for some business and the use of sub-groups, task forces/working groups to attend to certain business and report back to a full meeting. Approaches that foster inter-agency understanding through training sessions and study visits to project sites may also help to incentivise meetings, as well as provide for opportunity for participants to take ownership.

  Clear, objective ToRs are a pre-requisite for any group that meets regularly and these should be articulated in the Project Document, along with provisions for monitoring the performance of the group so that weaknesses and other constraints can be addressed during implementation.

  In the case of the National ECA Committee, and in the absence of any recent progress and developments in its performance, it may be appropriate for MoEF to host an independently facilitated one-day workshop at which members of this Committee are provided the opportunity to determine and agree a ToR and associated conditions that would enable the Committee to fulfil its mandate effectively.

Other lessons identified are as follows:

- **Study tours need to be followed up by an agreed action plan that is monitored in order to focus the minds of the participants and maximise benefits from the investment.** The report on the study tour to Viet Nam identifies 11 lessons of potential relevance to the Project that were shared with colleagues following the return of the participants but there is no evidence of any serious follow up (see **Activity 3.3.2, Annex 6**).

  Much more serious attention needs to be given to the design of study tours and how to apply the lessons learnt from being exposed to ideas and initiatives elsewhere in order to benefit not just the participants but also the project. Thus, for example, participants could be tasked with identifying potential lessons for applying 'back home' and developing these into a simple Action Plan with the support of PMU. The Action Plan is then agreed by the NPD or, if appropriate, Steering Committee and subsequently monitored within the APR framework.

- **Project interventions should be subject to environmental screening of their potential impacts on biodiversity and those dependent on the natural resource base, especially local communities.** This is particularly relevant for GEF projects, which should be exemplary in enhancing biodiversity and the sustainable use of natural resources for the benefit of livelihoods and well-being of people. All too often there are instances where inappropriate interventions have been made, often well-intended but without the understanding of potential harmful impacts. The Project's provision of *Acacia* tree species for homestead plantations is a typical example, where the Project should have taken sound technical advice that was then subject to scrutiny by an independent advisory body (see **Output 1/2.3.7, Annex 6**). Possibly, this role could be temporarily assumed by re-instating the Technical Advisory Group that was set up by the Project Steering Committee in response to MTE Recommendation 15 (**Annex 2**).
- **International awareness and support for globally important migratory species.** Recommendation 5 of the MTE (Annex 2) is somewhat ambitious in seeking cooperative support from the governments of Australia and Japan for their shared global conservation responsibility for migratory birds, while grounded in the reality that these two governments should be aware of CWBMP efforts to boost the populations and facilitate the movements of the very migratory birds that are protected under their bilateral Japan-Australia Migratory Birds Treaty. This calls for some form of clearing house mechanism, hosted, facilitated and monitored by an appropriate international body concerned with migratory species, whereby national efforts to conserve migratory species are communicated among the respective countries sharing the same populations and species so that such countries can coordinate their efforts bi- and multi-laterally to maximum effect.

4.4.2 Best practices

Best practices are considered to be as follows:

- The ECA governance/management model piloted by the Project and developed further during implementation has proved to be very effective and well supported at local level by VCGs and local government councils at Union, Upazila and District levels. It is founded on a close cooperative partnership between VCGs and the respective DoE Management Unit, facilitated and nurtured by NGOs during the formative stage, while also relying on support from Union, Upazila and District administrations via the respective ECA Coordinating Committee. Benefits flow in all directions: VCGs benefit from improved livelihoods and security because of their role in protecting, sustaining and restoring biodiversity; DoE benefits from being able to fulfil its mandate as government's custodian of ECAs through its joint management arrangements with VCGs; and local administrations benefit from being able to fulfil their mandate of addressing social and environmental community needs more cost effectively. Fundamentally, VCGs have become the eyes and ears of DoE and local administrations; and all parties benefit from this alliance. The outstanding weakness is the link between what is happening at local level and the National ECA Committees. Once this is properly addressed, then the model will be ready for replication and export elsewhere.
- A vital element of this model is the empowerment of local communities. This has been achieved very successfully through the provision of training in combination with access to resources (MCGs) to apply such training and generate income. While there have been constraints with respect to the MCG allocated to VCGs (either Tk 1 or 2 lakh) and the small size of grants available to VCG members, the model has been demonstrated to be effective in so far resources currently allow.

4.4.3 Worst practices

The main failures and weaknesses have already been covered in **Section 4.1**. Suffice to re-iterate that the lack of ownership and leadership by the National ECA Committee sets a bad precedent that has to be addressed as soon as possible in order to secure the confidence of the local ECA Coordinating Committees. Poor and unprofessional management also jeopardised Project during the first two years of implementation (**Section 2.1**). Non-delivery of certain items, such as database and management information systems, monitoring programmes are also not readily excused.

4.5 IMMEDIATE OPPORTUNITIES

4.5.1 CBAECA

It is to the credit of the Government of Bangladesh, and somewhat unusual in the case of GEF projects, that CWBMP has already been allocated funds by the Government for a second, follow-on phase that began immediately (July 2011) at the end of the first phase. The follow-on project, *Community Based Adaptation in the Ecologically Critical Areas through Biodiversity Conservation and Social Protection* (CBAECA)[35], is funded from the Government's Climate Change Trust Fund (Tk 1,500 lakh or approximately US$ 1.9 million[36]). UNDP has currently agreed to contribute a further US$ 184,800 of transitional support over a one-year period at the request of the Government of Bangladesh to extend technical assistance in operationalizing Phase II and adding value and ensuring quality of results achieved. This support is funded from UNDP's Bangladesh Green Development Programme, described below in **Section 4.5.2**.

CBAECA is being implemented by MoEF, specifically DoE and the Forest Department (for assistance in mangrove plantation) over a three-year period, in partnership with NGOs and community-based organisations established under CWBMP. The new project has a specific focus on climate change adaptation in biodiversity and rural livelihoods. It is designed to enhance the resilience of communities and biodiversity resources against climate change in three of the four ECAs[37], using the institutional framework set up under CWBMP and its acquired knowledge and experience. CBAECA will:

- strengthen biodiversity conservation activities;
- strengthen alternative livelihoods generation activities;
- introduce climate change adaptation measures/activities;
- strengthen the established institutional mechanisms; and
- enhance DoE experience on the areas.

Thus, there is every opportunity to consolidate, reinforce and follow-up on the initial benefits of CWBMP along the 9 lines specified in **Section 4.2** (Recommendation i-ix); and to pursue some of the five new directions identified for ECAs in **Section 4.3**.

4.5.2 BGDP

UNDP's forthcoming Bangladesh Green Development Programme is focused on low emissions and environmental governance, including biodiversity aspects. It is being designed to achieve Outcome 2 of the UNDAF Pillar 5: "By 2016, vulnerable populations benefit from better natural resource management and access to low carbon energy." The programme will cover two areas: low emissions development; and environmental governance to promote adaptive ecosystem and natural resource management[38].

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[35] Project Proposal for Climate Change Trust Fund (PPCCTF): Community Based Adaptation in the Ecologically Critical Areas through Biodiversity Conservation and Social Protection (Government of Bangladesh, undated, 47 pp.)

[36] Based on current exchange rate of approximately Tk 80 = US$ 1.

[37] St. Martin's Island ECA is not included within CBAECA since a follow-on phase has already been approved for funding by government.

[38] Bangladesh Green Development Plan: Initiation Plan (UNDP Bangladesh, September 2011)

As mentioned above (**Section 4.5.1**), UNDP has already committed some transitional support from BGDP to CBAECA with a view to establishing an appropriate framework and linkages during this one year period and capturing programming opportunities, particularly with respect to biodiversity conservation in partnership with DoE and in consultation with key stakeholders at national at local levels. It is anticipated that this Terminal Evaluation of CWBMP will contribute to the formulation and design of BGDP.

Thus, there is a further opportunity to take forward some of the above 14 recommendations in **Sections 4.2** and **4.3** under the auspices of BGDP. An appropriate two-fold strategy for UNDP might be as follows:

1. Use the one year period of transitional support as an opportunity to ensue that priorities for filling the gaps in achievements and consolidating on the strengths of CWBMP (Recommendations i-ix in **Section 4.2**) are addressed. It will not be possible to complete all of the necessary tasks under each recommendation but it will be important to ensure that each is scheduled for completion by the end of CBAECA.
2. Of the new directions for the development of ECAs identified in **Section 4.3** (Recommendations x-xiv), select those most relevant for incorporating into BGDP. Arguably, all five recommendations are relevant to UNDP assistance for biodiversity conservation in partnership with DoE and the involvement of key stakeholders in the governance and management of natural resources within ECAs.

Annex 1: Terms of Reference for Terminal Evaluation

Post Title: International Consultant and Team Leader (Participatory Natural Resource Management and Biodiversity Conservation)

1. TERMS OF REFERENCE (TOR).

(a) **Objectives:**

The objective of the assignment is to conduct the terminal evaluation of Coastal and Wetland Biodiversity Management at Cox's Bazar and Hakaluki Haor Project (BGD/99/G31). This will follow the monitoring and evaluation (M&E) policy at the project level in UNDP/GEF. According to the UNDP/GEF M&E policies and procedures, all projects with long implementation periods (e.g. over 5 or 6 years) are strongly encouraged to conduct mid-term evaluations and at the end a terminal evaluation. In addition to providing an independent in-depth review of implementation progress, these types of evaluations are responsible to GEF Council decisions on transparency and better access to information.

The Coastal and Wetland Biodiversity Management at Cox's Bazar and Hakaluki Haor Project (BGD/99/G31) has been implemented by the Department of Environment, Bangladesh during April 2002 to June 2011. The project was funded by UNDP-GEF and Bangladesh Government. The goal of the project was to institutionalize the ECA management and demonstrate innovative approaches for conservation of globally and nationally significant biodiversity within the ECAs engaging local communities – that will be replicable to other areas/ECAs of the country and the learning are taken to other such projects.

Terminal evaluations are intended to identify potential project design problems, assess progress towards the achievement of objectives, impacts, identify and document lessons learned (including lessons that might improve design and implementation of other/future UNDP/GEF projects). It is expected to serve as a means of validation or filling the gaps in the initial assessment of relevance, effectiveness and efficiency obtained from monitoring. The terminal evaluation provides the opportunity to assess project success or failure and accumulates necessary learning for future projects.

(b) **Background:**

The past, present, and future of Bangladesh, and its people's livelihoods, are intimately connected to its relationship with water and wetlands. A majority of Bangladesh's 140 million people are critically dependent on the country's wetland system as vital natural resources to sustain them, primarily through agriculture and fishing. More than 80% of the country's total area consists of alluvial plains, crisscrossed by a complex network of rivers and their tributaries. These include three of the world's great river systems, that of the Ganges, Brahmaputra and Meghna Rivers.

Wetlands in Bangladesh are represented by both inland freshwater and tidal salt-water wetlands. These natural habitats are linked together by a complex web of direct and indirect interactions; disruption of any one has an effect on the others. These habitats are dynamic and are susceptible to change due to coastal processes. They lack resilience and have a low threshold to irreversible damage. The physical and ecological characteristics of these habitats make them especially vulnerable to degradation. Once degradation exceeds the limit set by the low threshold, rehabilitation becomes prohibitively expensive or impossible.

In recognition of these threats and the urgent need to protect the unique biology and biodiversity of wetlands, in 1999 the Government of Bangladesh, under the provisions of the Bangladesh Environment Conservation Act (BECA), declared nearly 40,000 ha of wetlands as an "Ecologically Critical Areas" (ECA), four of which became the focal sites for the project BGD/99/G31: Coastal and Wetland Biodiversity Management at Cox's Bazar and Hakaluki Haor.

The overall objective of the project is to establish and demonstrate an innovative system for management of ECAs in Bangladesh that will have a significant and positive impact on the long-term viability of the country's globally significant biodiversity resources. The project supports Government efforts to operationalize the ECA concept at two main sites: one site (which includes three ECAs) within the country's long and biodiversity-rich coastal zone and the second at one of the largest and most important inland freshwater wetlands. Through a combination of GEF incremental cost financing and baseline and co-financing, conservation and sustainable use of these sites should be demonstrated. This demonstration should create important opportunities for replication in coastal, freshwater wetland and other ecosystems throughout the country, including other sites recently nominated as ECAs.

The three specific objectives of the project are:

- Ensure the conservation and sustainable use of globally significant wetland biodiversity at the Cox's Bazar sites through their management as ECAs;
- Ensure the conservation and sustainable use of globally significant wetland biodiversity at Hakaluki Haor through its management as an ECA;
- Support efforts by Ministry of Environment and Forests (MOEF) Department of Environment (DOE) to institutionalize the concept of ECA management using the experience gained through the above demonstration sites.

It should be mentioned that for the period about three years the project has experienced lack of professional human resources and government support. The project also suffered due to delay in approval of project revisions. Number of rotations in the senior level management had lead to the decreasing of overall efficiency of the project implementation and had influenced negatively the achievement of the projects results.

(c) **Scope of work** and **expected outputs / deliverables**:

The main out put of the assignment will be a terminal evaluation report with recommendations presented. The evaluation must provide a comprehensive and systematic analysis of the performances of the project by assessing its design, process of implementation, achievements and impacts vis-à-vis project objectives.

The assessment of project results seeks to determine the extent to which the project objectives are achieved, specifically through:

- relevance of the project to national priorities and the objectives of the GEF Focal Area Strategy for Biodiversity generally, as well as to the priorities and needs for the development of management systems of ECAs;
- clarity and realism of the project's development and immediate objectives;
- making an in-depth review of the project design, execution/implementation modality as its efficiency, effectiveness, sustainability, and their adequacies;
- assessment of input requirements, availability, supply and utilization;
- assessing outputs in relation to inputs and objectives, outcomes generated so far and their sustainability;
- indicating progress and / or lack of thereof in the achievement of the project objectives;
- identifying constraints to efficient implementation including operational and financial aspects of project management;
- assessment of monitoring and evaluation system;
- assessing support services provided by the partners;
- assessing the next phase of the project funded from Climate Change Trust Fund (CCTF) of the government; and
- how this phase can be fit into the Bangladesh Green Development Program (BGDP).

The Mission will record successes and failures, best and worst practices, and future challenges and constraints. Any significant lessons that can be drawn from the implementation of the project should also be indicated to guide future development interventions targeting BGDP. Focus should be on relevance, effectiveness, and efficiency of the project results;

sustainability of project outcomes; adequacy of monitoring and evaluation system while recording measures or implementation strategies that are "good lessons", or "bad lessons'' so that the later is addressed in future initiatives. In such case, the Mission should also provide remedial measures/recommendations. They should provide a broader basis of generic steps if any.

Deliverables:

Three main deliverables are expected from the Evaluation Team for which the Team Leader will mainly be responsible. These are:

1. A presentation to key stakeholders on preliminary findings at the end of the stakeholders' consultations and field-based evaluation period;
2. A comprehensive Terminal Evaluation Report conclusions clearly substantiated by evidence; and
3. A comprehensive road map to include the next phase of CWBMP in the up coming BGDP that will cover the biodiversity conservation activities under the programme.

(d) Duration of Assignment and Duty Station:

Duration:
The International Expert and Team Leader (3 weeks, 2 weeks in Bangladesh)
One Week for perusal of project documents, reports and other relevant documents and planning. This part will be home based.
One Week for plan presentation, finalization, discussion with stakeholders and field visit;
One Week for report preparation and findings presentation.
During stay in Bangladesh the consultant will be stationed at UNDP CO, Dhaka besides field visits.

Duration of Assignment:
The duration of the assignment is 3 weeks (21 consecutive days) during March 2012.

(e) Supervision and Performance Evaluation.

The consultant will work closely with the UNDP, CO, Bangladesh, specifically with the Environment Cluster, GEF Regional Office and Department of Environment. The main contact person in the UNDP CO will be the ACD, Environment, Climate Change Mitigation and Energy. The ACD will review the progress and deliverables and undertake actions to ensure quality and timely implementation of the tasks.

(f) Timeframe and deadlines:

Activity	Time
a. Perusal of project documents, reports and other relevant documents and prepare a plan for evaluation;	7 days
b. Evaluation plan presentation, finalization, discussion with stakeholders and field visit;	7 days
c. Draft report preparation and findings presentation to the stakeholders	4 days
d. Report finalization along with recommendations and submission	3 days
Total	**21 days**

2. REQUIREMENTS FOR EXPERIENCE AND QUALIFICATIONS

I. Academic Qualifications:

The candidate should have higher degree (Masters/PhD) in Environmental Sciences / Ecological Sciences/ Natural Resource Management/ Environmental Economics or closely related fields.

II. Years of experience:

The incumbent should be sufficiently competent as an evaluator with at least 10 years prior experience in evaluating coastal and fresh water wetlands conservation and biodiversity management related projects. Preferably he/she has experience in assessing the ratings for overall project outputs, outcomes and development impacts. Experience in socioeconomic analysis of the various project components and of the project as a whole is essential. Experience in the South Asian context and familiarity with UNDP/GEF programmes would be an added advantage. Excellent proficiency in English is a must.

III. Competencies:

- Fluency in English
- Strong interpersonal skills with ability to work under pressure and to establish and maintain effective work relationships with people of different backgrounds;
- Ability to take initiative and to work independently, as well as part of a team;
- Proven capacity to organize and conduct terminal evaluation of similar projects;
- Excellent oral and written communication skills, reporting with ability to express ideas clearly, concisely and effectively, both orally and in writing;

4. DOCUMENTS TO BE INCLUDED WHEN SUBMITTING THE PROPOSALS

Interested individual consultants MUST submit the following documents/information to demonstrate their qualifications:

1. Proposal:
(a) Cover letter, explaining why he/she is the most suitable for the work (max – 1 page)
(b) Technical proposal. Provide a brief methodology and approach on how he/she will approach and conduct the work (max – 2 pages). It's recommended that the Proposal provides the information against the Technical evaluation criteria described below in the Clause 6.

2. Financial proposal:
i) Consultancy fee,
ii) Lump Sum of all other relevant expenses such as Travel cost, DSA, etc.
iii) Personal P-11 form including past experience in similar projects and at least 3 references

5. FINANCIAL PROPOSAL

Lump sum contracts

The financial proposal shall specify a total lump sum amount, and payment terms around specific and measurable (qualitative and quantitative) deliverables. Payments are based upon output, i.e. upon delivery of the services specified in the TOR. Under this arrangement,

10 percent of the total lump sum amount shall be defrayed after submitting the inception report. While 30 percent shall be defrayed after the draft policy outline is submitted and the remaining 60 percent will be discharged after the final policy outline is submitted. In order to assist the requesting unit in the comparison of financial proposals, the financial proposal will include a breakdown of this lump sum amount (including travel, per diems, and number of anticipated working days).

Travel:

All envisaged travel costs must be included in the financial proposal and would be provided within the lump sum amount. This includes all travel to join duty station/repatriation travel. In general, UNDP does not accept travel costs exceeding those of an economy class ticket. Should the IC wish to travel on a higher class he/she should do so using their own resources. In the case of unforeseeable travel, payment of travel costs including tickets, lodging and terminal expenses should be agreed upon, between the respective business unit and Individual Consultant, prior to travel and will be reimbursed.

6. EVALUATION

Individual consultants will be evaluated based on the weighted scoring method, the award of the contract will be made to the individual consultant whose offer has been evaluated and determined as:

a) responsive/compliant/acceptable, and
b) Having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation.

Only candidates obtaining a minimum of 70 points would be considered for the Financial Evaluation

Criteria	***Weight***	***Max. Point***
Technical	*70%*	*70*
• Prior experience in evaluating coastal and fresh water wetlands conservation and biodiversity management related projects. Preferably he/she has experience in assessing the ratings for overall project outputs, outcomes and development impacts. Experience in socioeconomic analysis of the various project components and of the project as a whole is essential. Experience in the South Asian context and familiarity with UNDP/GEF programmes would be an added advantage.	*30%*	*30*
• Overall understanding on participatory biodiversity conservation including policy and legal issues	*10%*	*10*
• Clear understanding of global and regional biodiversity issues; preferably with the understanding of social dynamics of dependency of local poor	*15%*	*15*
• Experience in success and weakness of project implementations in a multi-stakeholder situation	*15%*	*15*
Financial	*30%*	*30*

Annex 2: Management Response to Mid-Term Evaluation

Coastal and Wetland Biodiversity Management Project (CWBMP)
Implementation Status of the Recommendations of the Mid Term Evaluation of Project

Note that the management response and its tracking have been reviewed by the Evaluators and any comments of theirs are confined to the penultimate and last columns, preceded and highlighted by the word 'Evaluators', in the table below.

MTE Recommendations	Status (2009)	Responsible Party	End of Project status (June 2011)
Recommendation 1: A thorough review of progress, of approaches and methods is recommended. This should include a training needs assessment of project professional and support staff that was stipulated in the Prodoc. These and other actions are needed to bring some fresh thinking to old problems, to reorient project staff and so establish a smoother and surer path for future progress.	• Training Need Assessment is done; • Required workshop and trainings are being conducted	PMU, DOE and PNGOs	Trainings and workshops conducted as per requirement. Considering sustainability of the institutional mechanism established an Endowment Fund has been introduced as a new initiative at the Upazila (Sub-district) ECA Coordination Committees so that they can continue providing support to the VCGs so that they remain active after the project and vigilance for resource conservation after the project. **Evaluators:** Training needs assessment not reviewed/provided.
Recommendation 2: Consider promoting greater inter-agency cooperation by exploring administrative and legal means by which existing fisheries, agriculture and/or lands officers can be engaged more directly in ECA management – through legal authority to assist DOE officers in enforcing ECA rules under DOE oversight and/or through secondment arrangements	• Field level government officials are engaged with project activities through Ecologically Critical Area Coordination Committees (ECACCs) at Upazila and district levels. The activities will be enhanced and strengthened during remaining period.	Project, DOE, MOEF, TPR and PSC	Later Endowment Fund was introduced for the sub-district ECA Coordination Committees so that they can continue their activities and also provide support to the VCGs. From this fund they will be able to meet meeting expenses, expenses for legal enforcement operations and support to VCGs etc. The drafted ECA rules has set clear roles and responsibilities of the ECA Coordination Committees and members, after promulgation this will be a legal basis to ensure their cooperation. **Evaluators:** Key constraints continue to be delayed promulgation of ECA Rules and poor performance of National ECA Committee.

MTE Recommendations	Status (2009)	Responsible Party	End of Project status (June 2011)
Recommendation 3: Undertake a thorough assessment of whether ECA criteria can be met at St Martin's Island in the face of over-development of tourism facilities and of terrestrial habitat damage reported arising from uncertainties regarding the status of government land on the island. Use the results of this assessment as a basis for deciding whether continued engagement here has a realistic chance of success. If not, after establishing a good level of coral ecosystem protection at this site, withdrawal might be an appropriate action so as to protect the reputation of the ECA concept and model	• The unique ecosystem of St. Martin's Island should be restored which is very important especially due to the presence of important but endangered coral and sea turtles breeding ground. • At present the major threat is the tourist boom on the Island – the responsible parties are tourist department, tour operators and department of shipping. • It needs greater involvement of the project; DOE and the MOEF for reduction of tourism pressure and introduce responsible tourism in the island. • Project has organized a national level stakeholders workshop to identify the problems and solutions to protecting the island. The set of workshop recommendations have been forwarded to the MOEF to hold an inter-ministerial meeting to decide on coordinated actions.	Project, DOE, MOEF	Department of Environment has taken up a new project to protect St. Martin's Island and its biodiversity with funding from government's revenue budget. Workshop recommendations are under active consideration of the government. **Evaluators:** Does not appear to be under 'active' consideration by government: Zoning Plan completed for St Martin's Island in December 2008. Workshop held in 2009 and its recommendations for integrated management of the Island forwarded to the Ministry of Environment and Forests. (Recommendations included regulating visitors to 600-800 per day with no overnighters.) The Secretary recognising the special conservation interests, decided on 2nd meeting with Ministers in order to fix responsibilities of other government stakeholders to save the Island but this has not happened (see Implementation Monitoring and Evaluation Division, Ministry of Planning, CWBMP Evaluation Report 2012). St Martin's considered by some to require a unique solution via a Tourism Master Plan.
Recommendation 4: The genetic biodiversity of ECA sites be identified and their management needs addressed	• The scope of addressing genetic diversity within the project is limited • However the project is working towards conserving a wild variety of salt tolerant rice (Harkata – *Porteresia coarctata*) at Sonadia Island and a local onion at St. Martin's Island.	Project	A meeting was held with Bangladesh Rice Research Institute (BRII) regarding conservation of the wild rice variety. They informed that they have preserved the variety in their gene bank and appreciated project initiative for field level conservation of the variety. **Evaluators:** Positive initiative taken by Project, given this was not part of original design.
Recommendation 5: Make the governments of Australia and Japan aware of CWBMP project measures to boost the populations and to facilitate the movement of the very migratory birds that are protected through the bilateral Japan-Australia Migratory Birds Treaty and seek those countries' cooperative support in shared global conservation responsibility	• The matter has been discussed with and taken-up by UNDP.	UNDP, project	An attempt was taken to communicate with the governments, but no progress in this regard was communicated with the project. **Evaluators:** Arguably an ambitious recommendation as there is no mechanism within UNDP-GEF for addressing such issues at international levels. There is a potential lesson here (see **Section 4.4.1**).
Recommendation 6: Review and reconsider the	• Compilation and updating of the ICMP has been	Project	This was not possible to complete, but has been kept

MTE Recommendations	Status (2009)	Responsible Party	End of Project status (June 2011)
conservation management planning process and develop a revised and simplified approach that improves chances for the empowerment of resource user communities, the engagement of all other stakeholders and also includes provision for management of cultural, historical and religious sites in ECAs	started, once it is done will be simplified and translated in Bangla to share with all the user community and other stakeholders.		within the scope of the next phase "Community Based Adaptation in the Ecologically Critical Areas through Biodiversity Conservation and Social Protection Project" **Evaluators:** Positive development
Recommendation 7: Engage an appropriately qualified and experienced social scientist to undertake an independent assessment of the impact of the PAPD process, with regard to 1) its effectiveness as a basis for biodiversity conservation management planning and 2) how VCG understanding and commitment extends to other users of ECA biological resources who are not engaged as VCGs	• Included in the Annual Work Plan and TOR developed to conduct this study by engaging an appropriately qualified and experienced Social Scientist. The assessment will be conducted after the approval of the RTPP.	Project, UNDP	Due to the delay in approval of project revision and lengthy procurement process of services it was not possible to accomplish. Later Implementation, Monitoring and Evaluation Department (IMED) under the Ministry of Finance has evaluated the project and documents and given some suggestion those will be addressed in future relevant projects. **Evaluators:** Recommendation not addressed.
Recommendation 8: When in final draft form each ECA plan, with its related Upazila, Union and community plans, could benefit from an independent assessment of its social impact. This would also confirm its credibility	• Included in the Annual Work Plan and TOR developed to conduct this study by engaging an appropriately qualified and experienced person. The assessment will be conducted after the approval of the RTPP.	Project, UNDP	Due to the delay in approval of project revision and lengthy procurement process of services it was not possible to accomplish. Later Implementation, Monitoring and Evaluation Department (IMED) under the Ministry of Finance has evaluated the project and documents and given some suggestion those will be addressed in future relevant projects. **Evaluators:** Recommendation not addressed; relates to Recommendation 6.
Recommendation 9: The effectiveness of District and lower level ECA committees to be improved in two ways: 1) the head Ministries of the non-DOE professional staff engaged in these committees to provide, or renew, formal directives for their participation; and 2) DOE to ensure that its ECAMOs maintain close communication with members of those committees and ensure they are aware of all meetings, and are briefed as to their purpose	• The project management is visiting the key members and chair of the ECA coordination committees and discussions are going on to make the committees more effective. ECAMOs are also maintaining close relation with them. • MOEF may request the concerned ministries and departments to make their concerned district and upazila level officers more active even after the project tenure is over.	Project, DOE, MOEF	ECAMOs and staff of the project worked towards improving relationship; also from the project management and DOE senior officials several visits were made to the committees to enhance their effectiveness. Union and Upazila ECA committees are working fairly well. **Evaluators:** Good progress has been made in the functioning of ECA Coordinating Committees at all local administrative levels; the main weakness is with the National ECA Committee, which is not taking any initiative.
Recommendation 10: Uncertainties regarding project management lines of responsibility should be addressed as a	• Steps have been taken to remove the uncertainties.	TPR, DOE	It was addressed through meetings with senior officials in the ministry and department.

MTE Recommendations	Status (2009)	Responsible Party	End of Project status (June 2011)
matter of priority			**Evaluators:** Evidence suggests this was addressed but difficult to assess at Project ended one year ago.
Recommendation 11: While there is nothing to suggest problems with the sub-contracting approach to community engagement, it is appropriate that experience to date be systematically assessed and this should include an examination of the extent to which DOE capacity is being developed in the areas in which NGOs are engaged	• For the purpose of learning and experience transfer and capacity building of DOE in ECA management the ECA Cell has been formed with DoE officials. DOE Officials participating in key project activities/events directly even in the field. Experience and learning will be documented for sharing.	Project, ECA Cell, DOE	The ECA Cell function continued; DoE officials participated in project activities. Project learning on different areas documented. In the next phase there is provision to print and publish the documents. **Evaluators:** Positive development; albeit this CWBMP should have published these documents as a priority. It is understood that by time the last 6-month extension had been approved there remained only 3 months to complete outstanding work, such as these publications.
Recommendation 12: Prompt action should be taken to establish a suitable project database. This might best be done by contracting a specialist from outside the project, with payment based on results achieved	• UNDP assistance will be sought for the matter.	Next phase	Attempt was taken in the project some protocols developed, but it was not possible to complete because no database management officer was there at that time. **Evaluators:** Such 'excuses' are unsatisfactory and the Project's other achievements have been significantly constrained by its failure to deliver on this front.
Recommendation 13: Seek further guidance to determine which of all the biodiversity factors are best to measure, how, and when, as a basis for establishing meaningful benchmarks against which change resulting from project interventions can be assessed	• The project M&E process is being revised that will specify the important biodiversity factors to establish a meaningful benchmark to measure the changes resulting from project interventions	Next phase	Some indicators established, like the number of purple swamp hen in Hakaluki Haor ECA enhanced with regeneration of swamp forest, protecting some areas within the ECA as bird protection areas, project initiative of stopping hunting and poaching. **Evaluators:** Inadequately addressed – M&E process was not revised according to the Management Response, nor has an integrated monitoring programme been developed for ECAs. This remains a serious weakness of Project.
Recommendation 14: Make more effort to elicit and document local knowledge of biodiversity and its management, arrange for local knowledge experts to assist communities which have lost such knowledge and make provision for all this in conservation management plans	• Project has taken an initiative to do this by ECAMU using Focus Group Discussion with community stakeholders. The knowledge will gradually be incorporated in the CMPs	Next phase	It is taken up by the 2nd phase of the project. Experts will lead in collection of local knowledge and scientific based information to incorporate in the CMPs. **Evaluators:** Positive development, although it should have been addressed to some extent during CWBMP.
Recommendation 15: A technical advisory grouping of individuals from universities and/or other research	• A Technical Advisory Group was formed by the Project Steering Committee.	Project, DOE	**Evaluators:** Achieved, albeit no indication of how effectively this body performed, nor of its

MTE Recommendations	Status (2009)	Responsible Party	End of Project status (June 2011)
organizations should be established so the project can gain access to advice, skills, ideas and knowledge that extend that available through its own staff. A networking approach where individuals so engaged are provided with research and teaching opportunities in return for their contributions should be considered			formalised/governance links to the Steering Committee.
Recommendation 16: Project staff should remain mindful of cross-cutting issues of poverty reduction, food security, governance, gender equity, mainstreaming and transparency and refer to them where recording and measuring progress	• The project is addressing poverty reduction of the user community through MCG. The RTPP also proposes to increase the fund for MCG. • The Project also took initiative to increase and ensure women participation in decision making on conservation issues. At present women participation in the VCGs are about 33%. • To address food security issue project is promoting improved and environment friendly agriculture and horticulture • Project has initiated to address the issue of governance and transparency in wetland and biodiversity management. It has proposed for beel leasing in favour of the VCGs at Hakaluki Haor to ensure better management and equitable distribution of resources.	Project, DOE	The activities mentioned continued during rest of the project period. Number of female participants increased, females were given priority in taking up alternative income generating activities. The new phase of the project has wider scope to address food security and poverty reduction issues and also environmental governance and access to natural resources by the poor is more emphasized. **Evaluators:** Much has been achieved in response to this recommendation.
Recommendation 17: Provided there is a meaningful response to this report's recommendation for a review and reorientation of the project a project extension is supported and, also, an increase in the MCG subject to a review of current arrangements for, and demand for, this facility.	• The project is addressing the MTE recommendations; The RTPP has also included agreed activities to response the MTE that has been submitted for approval with UNDP concurrence.	Project, UNDP, DOE, MOE	The project was extended observing the positive move towards addressing the recommendations. **Evaluators:** It would appear that once the Project had been extended, there was no further recording of the Management Response to the MTE Recommendations, as the status was not updated subsequent to 2009. The 'end of Project status' has been provided in response to a request from the Evaluators.

Annex 3: Evaluation Consultant Code of Conduct Agreement Form

Evaluators:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and: respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study limitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form[39]

Agreement to abide by the Code of Conduct for Evaluation in the UN System
Name of Consultant: Sheikh Tawhidul Islam
Name of Consultancy Organization (where relevant)**:**
I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.
Signed at Dhaka **on** 8 May 2012

Signature:

Evaluation Consultant Agreement Form

Agreement to abide by the Code of Conduct for Evaluation in the UN System
Name of Consultant: Michael J.B. Green
Name of Consultancy Organization (where relevant)**:**
I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.
Signed at Dhaka **on** 8 May 2012

Signature:

[39] www.unevaluation.org/unegcodeofconduct

Annex 4: Itinerary and Persons Interviewed

No.	Meeting			Name of the event	Date and time	Types of information gathered
	UNDP/ CWBMP	Govt. office/ NGO office	People/ Public representative			
1.				Meeting/orientation session with UNDP project officials, • Mr Tariq-ul Islam, Assistant Country Director, UNDP • Alamgir Hossain, Programme Analyst, UNDP • Md Mahbubur Rahman, CWBMP Project Manager	2nd May; morning	- Get oriented about the task and receive instructions/guidance and related information
2.				Meeting with UNDP high officials (e.g. Country Director, Deputy Country Director and Assistant Country Director) • Mr Stefan Prisner, Country Director, UNDP • Mr Robert Jhocamb, Deputy Country Director, UNDP • Mr Tariq-ul Islam, Assistant Country Director, UNDP • Alamgir Hossain, Programme Analyst, UNDP	2nd May; morning	- The meeting was useful to know about the expectations of UNDP from the Terminal Evaluation.
3.				Meeting with Director General, Department of Environment (DoE) • Dr Monowar Islam, DG, DoE	2nd May; afternoon	- The DG informed us the government position about CWBMP project
4.				Attending presentation/seminar at DoE • Dr Monowar Islam, DG, DoE • Mr Zafar Siddique, Ex National Project Director, CWBMP • Mr Moklesur Rahman, Executive Director, CNRS • Dr Abdur Rob Mollah, Executive Director, NACOM • Md Abdul Mannan, Project Manager, CWBMP (NACOM) • Mr Rafiqul Islam, Deputy Director, DoE • Mr Mahbubur Rahman, Project Manager, CWBMP	2nd May; afternoon	- Receive a detailed overview about the project components, time of implementation, areas covered.
5.				UP Chairman, Coxs Bazar • Mr Rahim Master, Kurushkul Union Parishad	3rd May; afternoon	- Informed us about the role of Local Government in implementing CWBMP project in the area.
6.				Upazila Nirbahi Officer (UNO), Coxs Bazar	3rd May;	- He informed the team how local administration

					afternoon	was attached to the project to make it successful.
7.				Meeting with BCG members at Sonadia.	4th May; morning	- Local project participants told us the processes of their participation, achievements earned and also about the challenges they faced.
8.				Visit NACOM local office, Moheshkhali	4th May; afternoon	- The visit helped the consultants about the preparedness/resources, skills/efficiency of local implementing NGO
9.				UNO, Moheshkhali Upazila	4th May; afternoon	- He informed the team how local administration was attached to the project. He also indicated about the inter agency tensions and dynamics at local levels.
10.				Meeting Dr Ansarul Karim at Moheshkhali	4th May; afternoon	- He is a politician; gave a political economical/ecological explanation of the project and expressed his position about CWBMP
11.				NACOM district office at Coxs Bazar	4th May; evening	- This visit was useful to assess how the district level office organize project operations.
12.				Meeting with people/VCG members at Patchar Dweep, Ramu upazila, Coxs Bazar • Abdur Rahman, Union Parishad, Chirman	5th May; morning	- Local project participants told us the processes of their participation, achievements earned and also about the challenges they faced.
13.				Meeting with different stakeholders (e.g. UNO, Union Parishad Chairman, Police Inspector, Tea Estate Manager, CNRS NGO representatives, local DoE officials, local journalists, government agriculture extension officer and VCG members) at UNO's office at Baralekha upazila, Maulvibazar district. • Mr. Shahidur Rahman, Inspector, Baralekha Police Station • Md. Abdul Aziz, VCG member, Halla village • Md. Nazrul Islam, VCG member • Md Akhtaruzzaman, Agricultural extension Officer, Baralejha upazila • Md Muzahidul Islam, Senior Chemist, DoE, Sylhet • Md Touhidul Islam, Field Manager, CNRS, Maulvibazar • Md Ashraful Alam, Field Officer, CNRS, Maulvibazar • Mr Mostafa Haider, CNRS, Maulvibazar • Dr MdAshraful Alam, ULO, Baralekha • Md Shahjahan, Manager, Local Tea Estate • Md Sumon Uddin, Chairman, Local Union Parishad • Md Nosib Ali, Chairman, Sujanagar Union Parishad	6th May; afternoon	- Local stakeholders expressed their opinions and their participation process in the project. They also gave valuable suggestions.

14.				Meeting with • Joinul Abedin, UP Chairman, Borni Union, Baralekha,.	6th May; afternoon	- Informed us about the role of Local Government in implementing CWBMP project in the area.
15.				Meeting with CNRS, Baralekha upazila, Maulvibazar district. • Md Touhidul Islam, Field Manager, CNRS, Maulvibazar • Md Ashraful Alam, Field Officer, CNRS, Maulvibazar • Mr Mostafa Haider, CNRS, Maulvibazar	6th May: afternoon	- This visit was useful to assess how the district level office organize project operations.
16.				Md Mostafizur Rahman, District Commissioner (DC), Moulvibazar district.	6th May; morning	- The DC informed us his position/evaluation about the project. He also mentioned about the wider framework of the environmental/ conservation efforts/activities in the area and placed CWBMP within the wider sphere.
17.				• Mr. Md. Mahbubur Rahman, Ex-Project Manager, CWBMP • Mr Rafiqul Islam, Deputy Director, DoE	7th May; afternoon	- As to response to our query/demand, CWBMP officials provided information and related documents
18.				Presentation of field results before the Secretary, Ministry of Environment and Forest (MoEF) • Mr. Mesbah ul Alam, Secretary, Ministry of Environment and Forests • Mr. Monowar Islam, Director General, Department of Environment • Mr. Md. Jafar Siddique, Director (Law), Department of Environment and Ex-NPD, CWBMP • Dr. Sultan Ahmed, Director (Natural Resource Management), Department of Environment • Mr. Md. Tarik ul Islam, Assistant Country Director, UNDP Bangladesh • Mr. Md. Mahbubur Rahman, Ex-Project Manager, CWBMP • Mr. Alamgir Hossain, Programme Analyst (Environment), UNDP Bangladesh • Dr. Md. Sohrab Ali, Deputy Director (Water and Bio.), Department of Environment • Mr. A K M Rafiqul Islam, Deputy Director (NRM) and DPD, CBAECA Project, Department of Environment	8th May; afternoon	- Presented initial field assessment results to the government high officials. The meeting was also useful to receive comments, suggestions from the Secretary of the MoEF.
Total	**03**	**09**	**07**			

Annex 5: List of Documents Reviewed

1. Documents produced by NACOM and CNRS for the project

1. Different training manuals like,
   - Disaster Risk Reduction
   - School Awareness Raising Manual
   - Drama Manuscript
   - Improved Cooking Stove Training Manual
   - Environmental Club Formation Manual
   - VCG Capacity Development Manual
2. Biodiversity (species) survey 2006, conducted by Bangladesh Poush
3. Teknaf peninsula ECA Conservation Management Plan (CMP) 2006
4. Micro Finance Management and Biodiversity Assessment Manual
5. VCG accounts and Financial Management Manual 2001
6. Saint Martin Island *Sustainable Tourism Management Guideline*
7. Regular monthly, quarterly and annual reports of the NGOs
8. Detailed maps produced by CNRS on Hakaluki ECA (called ECA resource maps).

2. Documents/draft accounts produced by CWBMP and partner NGOs (e.g. NACOM and CNRS)

1. IMED (Implementation Monitoring and Evaluation Division, Ministry of Planning) CWBMP Evaluation Report 2012.
2. Integrated Pest Management (IPM) Manual
3. Excerpts from Coxs Bazar Master Plan (developed by Urban Development Directorate, UDD) that indicates how ECA areas are included in the Master Plan.
4. Recommendations of a seminar held on 29th December 2009 on "Sustainable Management of Saint Martin Island".
5. Manual on ECA Multipurpose Cooperative Society Limited.
6. Guidelines on "Endowment Fund Management", 2009.
7. Guidelines on "MCG (Micro Capital Grants)/Revolving Fund", 2009.
8. Waterfowl Census Report (Sonadia, Coxs Bazar-Teknaf peninsula and Saint Martin Islands ECA) 2010.
9. Report on Waterfowl Census 2010 at Hakaluki Haor (Maulvibazar).
10. Report on Outputs and their respective activities progress towards their delivery and reason for any overachievements, shortfalls and constraints.
11. Compilation on yearly VCG level plan development workshop, 2007
12. Financial report of CWBMP project
13. PAPD reports in Bangla language.
14. Participants list of MoEF debriefing meeting held on 8th May 2012.
15. Training module on VCG Organization Management
16. Training Manual on Wetland Resource Management (in Bangla language)
17. Participatory management of ECAs
18. Awareness raising for biodiversity conservation
19. Mobilizing community towards Biodiversity Conservation in Coastal and Wetland Biodiversity Management Project areas
20. Ecologically Critical Area Rules, 2010. MoEF.
21. Technical report on biodiversity monitoring at Teknaf peninsula, Coxs Bazar
22. Household census report, Hakaluki Haor area.
23. Functional zoning for St. Martin's Island ECA
24. Critical habitat protection in ECAs
25. Threatened species conservation in ECAs
26. Environment friendly agriculture and horticulture activities for biodiversity conservation
27. Nursery development and plantation for biodiversity conservation
28. Conservation alternatives (improved stove) options

29. Proposal for implementing pilot ecotourism project in Teknaf peninsula and Sonadia island ECAs
30. Towards sustainable tourism for ecologically critical areas in Cox's Bazar
31. Natural resource economic evaluation of Hakaluki haor
32. National conservation strategy: management plan for coral resources of Saint Martin Islands
33. Waterfowl census (WFC) report of Coxs Bazar and Hakaluki Haor area.
34. *Koroch Oil*- a promising source of biodiesel (A research report on *koroch*)- draft report
35. Medicinal plants of Coxs Bazar and Hakaluki Haor (in Bangla language)
36. Vascular flora of Hakaluki haor
37. Recommendations for saving Saint Martin Islands.
38. Teknaf Peninsula ECA Conservation Management Plan
39. Saint Martin Island ECA Conservation Management Plan
40. Sonadia ECA Conservation Management Plan
41. Hakaluki Haor ECA Conservation Management Plan
42. Plant Biodiversity Management Plan
43. Fish Biodiversity Management Plan
44. Wildlife Biodiversity Management Plan
45. Stakeholder analysis report
46. Response to MTE recommendations
47. CWBMP annual reports 2007, 2008 and 2009.
48. Mangrove and sand dune vegetation plantation and regeneration (produced by NACOM).
49. Report on participatory turtle conservation
50. CWBMP Mid Term Evaluation Report
51. Community Based Adaptation in the Ecologically Critical Areas (ECA) through Biodiversity Conservation and Social Protection.

3. Others

52. Land Zoning Report of Cox's Bazar Sadar Upazila of Cox's Bazar District: Study of Detailed Coastal Land Zoning with Two Pilot Districts of Plain Land Project. Government of the People's Republic of Bangladesh, Ministry of Land. 2011. 126 pp.
53. Centre for Natural Resource Studies (CNRS), 2005. Hakaluki Haor: Resource inventory and mapping. (Series of Mouza-based resource maps and fact sheets). Department of Environment.

NB Other literature consulted is referenced in the footnotes.

Annex 6: Outputs and respective activities – progress achieved in their delivery as reported by PMU, with annotations by evaluators[40]

Outputs and activities	Achievements Reported by PMU	Terminal Evaluation Comments
Objectives 1 & 2: To ensure the conservation and sustainable use of globally significant coastal and wetland biodiversity at the Cox's Bazar and Hakaluki Haor sites through their management as ECAs		
Outputs 1.1 & 2.1: Utilizing existing legal mechanisms, legal protection is established for Cox's Bazar and Hakaluki Haor ECAs		
Activities 1/2.1.1: Declaration of ECA for Cox's Bazar and Hakaluki sites under 1995 Environmental Conservation Act (BECA '95), including draft rules specifying restricted activities	Up to now 12 ECAs have been declared by the Department of Environment under Bangladesh Environment Conservation Act 1995. Among these 12 ECAs, 4 constitutes from Cox's Bazar, Sylhet and Moulvibazar districts where the CWBMP project took place. These 4 ECA sites are: ▪ Cox's Bazar District: Cox's Bazar –Teknaf Peninsula, Saint Martin's Island, Sonadia Island ▪ Moulvibazar & Sylhet District: Hakaluki Haor	The 4 Project sites were among 7 ECAs notified in 1999 during Project formulation. ECA declaration includes draft rules prohibiting the following: ▪ *Cutting natural forest or vegetation* ▪ *Hunting or killing any type of wildlife* ▪ *Catching or collecting shell, coral, turtle or any other wildlife* ▪ *Any activity harmful for the habitat of plants and animals.* ▪ *Any activity that may change or degrade the quality of soil and water.* ▪ *Establishing any type of industry that may pollute air, water, land and sound* ▪ *Any activity harmful for fish or any other aquatic life forms.*
Activities 1/2.1.2: Following review and development of management plan, new detailed rules are promulgated	Based on project experience and consultation of stakeholders and experts new ECA Rules are drafted. It will take some time for final declaration/promulgation.	Refinements to Rules finalised in October 2010 but await promulgation and mainstreaming. Their late promulgation is overshadowing overall achievement of CWBMP and potentially limiting the implementation of the follow-on project, Community-based Adaptation to Ecologically Critical Areas, now underway.
Activities 1/2.1.3: Performance monitoring of implementation of detailed rules	Systematic performance monitoring of the rules has not been carried out. But some of the actions like ECA area demarcation, inventory activities of biodiversity, especially birds and turtles, habitat regeneration actions and dune protection in Sonadia Island, could be used as basis for assessing how the rules have been implemented.	Monitoring is a serious weakness inherent in the Project's implementation (see Section 3.2.5), including performance monitoring of rules. Exacerbated by delays to the start of the Project in late 2002, delayed endorsement of Inception Report in early 2004 and subsequent late procurement of national consultants in 2005 and of NGOs to work with local communities beginning in December 2006.
Activities 1/2.1.4: Government enforces ECA regulations, where necessary through legal system.	Conservation related regulations were enforced by the enforcing agencies facilitated by Project and community. These are Bangladesh Environment Conservation Act, Wildlife Conservation Act and Fish Act. Major actions were: ▪ 138 Conservation guards were deployed for vigilance ▪ A total of 144 cases of violating activities were stopped ▪ Seized illegally collected shell - nearly 250 m ton ▪ Prevented events of marine turtle egg collection - 12	There is a wealth of impressive quantitative evidence documenting provision of resources and enforcement actions taken, mostly by local community members. However, it does not provide any real indication of the effectiveness of the intervention measures as no baselines established for subsequent monitoring purposes. There are also other related weaknesses in enforcement that need to be addressed, for example: ▪ Lack of inter-departmental cooperation and coordination in enforcement activities (e.g. conflicts exist between DoE, Forest Department and Ministry of Land (MoL) in Cox's Bazar and in Moulvibazar they continue among DoE,

[40] Numbering and description of outputs and activities follows that agreed and approved in the Inception Report, as indicated in Table 2.1.

Outputs and activities	Achievements Reported by PMU	Terminal Evaluation Comments
	▪ Seized and burnt illegal fishing net – about 30 m ton ▪ Stopped illegal trade of fresh water turtle. More than 26 fresh water turtles rescued from poachers. ▪ Prevented event of illegal trade of marine turtle – 1 (2 marine turtles rescued) ▪ Stopped bird hunting in Hakaluki Haor and prevented 11 (filed 6 cases). ▪ Prevented events of illegal fishing practice in Hakaluki hoar (beel dewatering, illegal net etc.) – more than 100 ▪ Seized about illegally collected shrimp fry - 260,000 ▪ Seized illegally collected natural stone - 1500 sq. feet ▪ Prevented walkathon program on Cox's Bazar-Teknaf sea beach in Feb 2008 and Feb 2009. ▪ Evicted illegal salt pan/shrimp farm - nearly 650 ha ▪ Demolition of khati on Sonadia Island – more than 100 ▪ Prevented hill cutting in Cox's Bazar for develop housing facility Community normally inform about any violation and they also join enforcement operations. Many incidences of violation were resolved locally involving Union Parishad, VCGs, and Project officials.	MoL and Department of Fisheries). ▪ Vested interest groups and local politicians can pervert the course achieving equitable and sustainable solutions.
Outputs 1.2 & 2.2: An effective field-level management system is operated and maintained		
Activities 1/2.2.1: Establishment of an ECA Management Unit (ECAMU) in ECA Sites	Two ECAMU has been established, one for Cox's Bazar area with a sub-unit at Teknaf, the other ECAMU is located at Hakaluki Haor site with sufficient staffing.	ECAMUs well established, with additional provision of sub-Unit at Teknaf overcome logistics of this 80 km length of Peninsula. Major weakness observed at Hakaluki Haor where DoE officer is based several hours' distance at Kulaura in Syhlet District and not at Moulvi Bazar. Consequently, VCGs and local ECA committees much less well supported compared with situation observed in Cox's Bazaar.
Activities 1/2.2.2: ECAMU begins implementation of indicative management plan as specified in GEF project document	Conservation management plans for all the four ECAs have been prepared; those were implemented, technical backstopping and monitoring done by ECAMU jointly with Partner NGOs.	Draft conservation management plans, with clear objectives and associated action plans, including performance indicators for monitoring implementation, completed for 3 ECAs in Cox's Bazar District in August 2006. In addition, a plan for plant biodiversity management in Teknaf Peninsula ECA was drafted in December 2006. Zoning plans were produced later (see **Activities 1/2.5.1**). Likewise, a conservation management plan was drafted for Hakaluki Haor ECA in August 2005, although its lacks an action plan and performance indicators for M&E. Management plans were drafted for fish biodiversity (September 2006), plant biodiversity (October 2006) and wildlife biodiversity (October 2006) that,

Outputs and activities	Achievements Reported by PMU	Terminal Evaluation Comments
		supposedly, were intended to inform the ECA conservation management plan Resource maps were also prepared, providing details of land use at Mouza[41] level, in November 2005. None of these additional studies appear to have been subsequently integrated within a revision version of the 2005 conservation management plan for Hakaluki Haor. There is a preliminary zoning plan for Hakaluki Haor (see **Activities 1/2.5.1**). Conservation management plans for 4 ECAs are being implemented, as evidenced from Evaluators review of Teknaf Peninsula Annual Reports (2007-09), but all of these plans and associated zoning plans are still in draft form. These need to be finalised and officially endorsed or approved as a high priority.
Activities 1/2.2.3: ECAMU officials are provided with relevant technical support and training.	ECAMU officials were provided with trainings on relevant areas, participated in cross visits, study tours, learning sharing sessions both in country and abroad. They also learned from directly working with different national and international experts and specialists. Officials participated in national and international forums on biodiversity conservation and management. 5 experienced Partner NGOs (NACOM, CNRS, CFSD, BCVD and BD POUSH) were contracted for community mobilization for implementation of the conservation management plans under the guidance and monitoring of the Project.	ECAMU (i.e. DoE) staff were given training sessions on biodiversity and its importance, wetland resources of Bangladesh and ECA management etc. They also benefitted from exposure to national and international consultants working with the Project, as well as NGO partners. (See **Activity 3.3.2** re: study tours.) The limited amount of training that was designed and directed specifically to benefit ECAMU staff is questionable. A number of training manuals were produced but none appears to be focused on the interests of ECAMU staff. There is wealth of useful and potentially relevant information (technical reports as well as guidance) produced by the Project but this still awaits publication (some 21 reports[42]). Also, as noted in the MTE, it remains unclear as to how much ECAMU staff were able to benefit from the community-level experience gained by subcontracted NGOs so that they can assume these roles in the future. The fact that NACOM and CNRS continue to be involved in Government's follow-on project, *Community-based Adaptation to Ecologically Critical Areas*, suggests that they remain heavily dependent on NGO expertise and experience.
Outputs 1.3 & 2.3: Village Conservation Groups and a Local ECA Committee are established to ensure local participation and inter-sectoral coordination for conservation in Cox's Bazar and Hakaluki Haor ECAs		
Activities 1/2.3.1: With assistance from local	The major activities, in this regard are: ▪ 72 VCGs were established	The target of 72 VCGs was met, with 44 established in Cox's Bazar and 28 in Hakaluki ECAs. Good progress was reported in the MTE, with 34 established

[41] A mouza (or mauza) is an administrative area within which there may be one or more settlements. Before the 20th century, the term referred to a revenue collection unit in a *pargana* or revenue district. Nowadays it has become mostly synonymous with the village.

[42] These include one particularly comprehensive document on *Co-management of ECAs in Bangladesh* that documents the process of ECA establishment, including policy and legislative aspects, participatory management planning, conservation management, and alternative income generating activities practiced by the Project.

Outputs and activities	Achievements Reported by PMU	Terminal Evaluation Comments
NGOs/CBOs/Civil society, establish VCGs at each project component site, i.e., Teknaf Peninsula, Sonadia Island and St. Martin's Island / 5-6 VCGs at strategic locations around Hakaluki Haor	▪ 3267 memberships with 72 VCGs	along Teknaf Peninsula, 4 on Sonadia Island, 6 on St Martin's Island and 28 at Hakaluki Haor, while also recognising that some VCGs were built on the foundations laid by the UNDP/GoB Project: on *Empowerment of Coastal Fishing Communities for Livelihood Security*.
Activities 1/2.3.2: Establish a Local ECA Committee composed of representatives of the VCGs, as well as local government officials (ECAMU, Fisheries, Agriculture, Agriculture Extension, Forest, Livestock, Water Development, Ministry of Land/ADC (Revenue)	The major activities, in this regard are: ▪ 20 Union ECA Coordination Committees were formed. ▪ 10 Upazilla ECA Coordination Committees were formed ▪ 3 District ECA Coordination Committees formed	ECA Committees exceed the single Local ECA Committee within each district, as planned in the Project Document (compare **Figures 3.1 and 3.2**). They have been established at Union level (chaired by Union Parishad) to coordinate action by VCGs, Upazila level (chaired by Upazila Nirbahi Officer) to coordinate provision of technical expertise for ECA management and at District level (chaired by Deputy Commissioner) to coordinate between ministries and liaise with the National ECA Committee. This was achieved before the MTE, with key government ministries concerned with natural resource management (e.g. Fisheries and Forest departments and Ministry of Land) represented, as specified in the Project Document. This tiered structure, mirroring local government, has worked well and there is good evidence of some strong rapport between the VCGs and their respective ECA committees at Union and Upazila levels. The main weakness is the lack of any real liaison between District and National ECA committees, attributed to the poor performance of the National ECA Committee (see **Activity 3.2.2**).
Activities 1/2.3.3: Awareness is raised among VCG and other community members concerning, e.g., impacts of shrimp fry collection, oily waste discharges, etc. / conservation and sustainable use issues	Huge awareness activities implemented at different levels, mostly at the community levels. They include: ▪ Monthly VCG and wider community meetings ▪ Observance of internationally important days, such as - World Wetland Day - International Biodiversity Day - World Environment Day ▪ Folk drama ▪ Signboards and billboards posting ▪ Organized exhibitions, bird festivals, quiz competition, art competitions, visits to resource area, exchange visits to other areas etc.	Much has been achieved to raise awareness among VCG and community members of the importance and relevance of biodiversity conservation. Greater understanding and knowledge has resulted in a desire to engage in more sustainable approaches to livelihoods and protect biodiversity. For example: VCG members were keen to point out that birds now nest in more obvious places in their village on Sonadia Island because they are no longer harassed; and in Hakaluki Haor hunting of birds has largely stopped. Clearly, VCG members are incentivised by the Micro-Capital Grant to which other community members do not have access. However, wider awareness has led to other community members replicating some of the initiatives adopted by VCG members.
Activities 1/2.3.4: Training is provided to the above stakeholders	Activities not reported by PMU.	A considerable amount of training was provided, mostly subcontracted to the 5 NGOs engaged by Project to implement management plans for 4 target ECAs (BCVD – Sonadia, BDPOUSH – St Martin's Island, CNRS and CFSD - Hakaluki

Outputs and activities	Achievements Reported by PMU	Terminal Evaluation Comments
		Haor and NACOM - Teknaf Peninsular). Training focused on: conservation and sustainable use of natural resources, in relation to activities featured under **Activities 1/2.3.5** below, and knowledge transfer and skills development with respect to alternative forms of income generation. In Teknaf Peninsular, for example, alternatives adopted among the 34 VCGs included cattle fattening, goat rearing and poultry farming, agriculture, handicraft making, fish culture and trading, small businesses, nursery development and rickshaw pulling. Importantly, such training was linked directly to provision of access to Micro-Capital Grants to enable VCG members to empower themselves[43]. The long delay in hiring NGOs IN January 2007, over 5 years after the start of the Project, to deliver this training and capacity building to VCGs was a primary reason for its extension.
Activities 1/2.3.5: VCGs initiate urgent conservation activities, i.e., sand dune stabilization, mangrove regeneration, turtle conservation,	**Wildlife Conservation** ▪ Established hatchery for fresh water turtle – 3 ▪ No. of fresh water turtle in the hatcheries – 150 hatchlings. ▪ Established community conserved areas: - Bird conservation area – 23 - Wildlife conservation area – 1 - Fresh water turtle reserve – 1 - Protected turtle nesting beach - 1 - Conserved nests of Pallas's fish eagle – 2 ▪ Established Marine turtle hatcheries - 7 ▪ Released marine turtle hatchlings into the sea – Nearly 58,000 **Plant biodiversity conservation** ▪ Mangrove plantation – 700 ha. ▪ Swamp plantation – 2,00,000 saplings ▪ Sand dune plantation – 5,50,000 cuttings ▪ Keya plantation – 80,000 saplings ▪ Plantation of indigenous timber, medicinal, fruiting and fuel wood producing plants – 1,50,000 saplings ▪ Established Coconut demonstration nurseries in SMI – 2 (5000 saplings) ▪ Distributed saplings of different species – 75,000	Significant gains for biodiversity conservation were achieved from the interventions of VCG members, notably with respect to mangrove restoration, sand dune stabilisation, turtle nesting, fish conservation and anti-poaching measures. In Sonadia, for example, where in 2006 members of the then local ruling party had orchestrated the burning of mangroves to clear them for salt shrimp farms, mangroves have extended from 40 ha, when planting started in 2007-08, to 161 ha (present). Other activities have focused on reducing pressures on natural resources, such as distribution of 1,300 improved cooking stoves to 2,000 families in all ECAs, mainly during 2008-10. Such achievements are very encouraging but are small-scale with respect to conserving biodiversity throughout the 4 target ECAs. They have been constrained by: ▪ unscrupulous actions of vested interest groups seeking to maintain their *status quo* with respect to unsustainable use of natural resources; ▪ serious lack of coordination and, therefore, synergy between key government agencies; and ▪ limited funds available for Micro-Credit Grants.

[43] NACOM (2010), Teknaf Peninsula Ecologically Critical Area (ECA): Alterante Income Generation Activities and MCG Performance, Technical Report.

Outputs and activities	Achievements Reported by PMU	Terminal Evaluation Comments
	▪ Establishment and demonstration of Nursery – 22 units ▪ Orchard establishment – 40 units ▪ Fuel saving improved stove distribution – 1300 units ▪ Mangrove sapling production – 2,50,000 saplings **Fisheries conservation** ▪ Established fish sanctuaries in Hakaluki Haor - 12 ▪ Released locally endangered fish species at Hakaluki Haor ECA – 40,180 fingerlings of 4 species (Kalibaush, Goinna, Pabda, Chital) **Biodiversity and Habitat Protection** Engaged 138 biodiversity conservation guards and protected: ▪ Mangrove - 3,000 ha. ▪ Sand dunes - 68 km. ▪ Mudflat - 27 ha. ▪ Rocky inter-tidal area - 25 km. ▪ Turtle nesting beach - 51 km. ▪ Swamp vegetation - 700 ha. ▪ More than 100 beels from illegal fishing practices	
Activities 1/2.3.6: Community-based enforcement of wildlife and fisheries protection acts	Activities reported above under **Activity 1/2.3.5**.	138 VCG members have been trained as conservation guards and they were deployed using nominal funds from the Project, with a view using Endowment Funds post-Project. Turtle mortality along the Teknaf Peninsular and on Sonadia Island has been reduced through a range of activities including: control of poaching, protection of eggs and killing of stray dogs (150 during 2007-2008). This is reflected in the decline in turtle corpses on the beach from 108 p.a. in to 40-50 p.a. Hunting birds is reported to have been largely stopped at Hakaluki Haor, where fingerlings of threatened species have been re-introduced. More recently, between October 2010 and June 2011, Government declared entire Hakaluki Haor as a fish sanctuary and 18 beels prioritised for establishment as no fishing areas. Resources have yet to be allocated for the conservation of these priority areas and alternative livelihood options developed for those affected by this declaration.
Activities 1/2.3.7: VCGs initiate activities to ensure availability of alternative fuelwood and fodder	The major activities performed are: ▪ Plantation of indigenous timber, medicinal, fruiting and fuel wood producing plants – 1,50,000 saplings ▪ Distributed saplings of different species – 75,000	See earlier comments for **Activities 1/2.3.5**. Additionally, there are some concerns or constraints relating to these activities as follows: ▪ The Project necessarily prioritised poor households but very few of these either own or have enough land to grow trees and meet their timber, fuel

Outputs and activities	Achievements Reported by PMU	Terminal Evaluation Comments
	▪ Establishment and demonstration of Nursery – 22 units	wood, fruit and medicinal needs. ▪ The Project provided *Acacia* tree species for homestead plantation. These are not indigenous species and can potentially result in adverse environmental impacts. Environmental screening should be a pre-requisite of Project interventions, particularly GEF projects which should be exemplary!
Activities 1/2.3.8: Improvements to fish migration channels (Hakaluki Haor ECA only)	Activities not reported by PMU.	Unable to confirm as not reported in any documents seen by Evaluators. Only a passing reference to "migratory channels" for fish in the *Hakaluki Haor ECA Fish Biodiversity Conservation Management Plan* (December 2006, 2nd draft).
Activities 1/2.3.9: Establish Union ECA Committee	Activities not reported by PMU.	Covered in evaluation of **Activities 1/2.3.2**.
Outputs 1.4 & 2.4: Ecological information concerning critical ecosystems at Cox's Bazar and Hakaluki Haor ECAs is available to and used by regional and national managers		
Activities 1/2.4.1: Establishment of a database, using existing and new ecological information	Data generated in the project.	A considerable amount of data ad information has been generated by the Project but not in any systematic fashion that lends itself to collation for monitoring, analysis, interpretation and other purposes. This was highlighted in the MTE and linked to the failure to establish a Monitoring & Evaluation System. The situation has not improved, rather it has worsened as more data and information are generated.
Activities 1/2.4.2: Development of an ecological monitoring programme	A Ecological monitoring protocol was developed for households. Ecological survey was conducted to collect data on ecosystems. Amphibian survey was conducted. Vulture survey was conducted Annual bird survey conducted every year.	Biodiversity surveys may have been undertaken but there is no integrated ecological monitoring programme as such. The only data seen by the Evaluators are annual waterfowl census data for Hakaluki Haor (2005-2010) and the 3 coastal ECAs (2007-2010). These are held in reports and are not maintained in a centralised (or decentralised, at ECA level) database system.
Activities 1/2.4.3: Develop system for collection, processing and dissemination of above information (management information system)	A website was developed for dissemination of basic information about the project within the Department of Environment server.	It is understood that a Database Manager was procured by the Project who developed some designs for managing data but nothing was delivered. The absence of an integrated information management system for ECAs is a serious handicap to the Project and, more importantly, to DoE who should have inherited a comprehensive, functioning system with the capacity to maintain it. Much of the data and information are held in the many reports that await finalising and publication and, therefore, are effectively inaccessible. These reports should at least be accessible via the Project's website[44]. The website holds some useful basic information but is very limited in its coverage of the Project's activities and outputs. The only documents accessible

[44] The Project's website is hosted by DoE at http://www.doe-bd.org/cwbmp/index.html.

Outputs and activities	Achievements Reported by PMU	Terminal Evaluation Comments
		via this web site are the 4 draft ECA conservation management plans, a series of PADB (Participatory Action Plan Development) reports for Unions and Upazilas, some presentations, and the Project Document and Inception Report.
Activities 1/2.4.4: Awareness campaign	Awareness activities at national levels were conducted through important day observance and workshops, exhibitions: ▪ World Environment Day ▪ Wetland Day ▪ Year of Coral 2008, workshop and exhibition Stakeholders workshop on specific issues, like St. Martin's Island etc.	The focus of this activity is somewhat ad hoc, with little evidence of any concerted awareness raising campaign targeting specific groups by the most appropriate means. Efficient and effective dissemination of ecological information gathered by the Project was also lacking.
Activities 1/2.4.5: Develop tele-communication and electronic media for information dissemination and data base management for reporting and regular monitoring and evaluation of critical ecosystems.	No such activities were performed.	Refer to comments above under **Activity 1/2.4.3**. The lack on activity on this front is indicative of poor M&E of Project implementation, inadequate oversight of those staff/consultants responsible or communication and database and possibly a lack of technological knowledge at management level as to what was required. It should also have been picked up by the Steering Committee, as well as by the Implementing Agency.
Outputs 1.5 & 2.5: Management plans covering conservation and sustainable use of Cox's Bazar and Hakaluki Haor ECAs are developed and implemented		
Activities 1/2.5.1: Determine zonation for Cox's Bazar site, including core protection zones, buffer zones and multiple use zones. **Activity 2.5.1:** Based on ecological information, identify critical bird habitat and fish sanctuaries and develop guidelines for management, including area zonation	Three zoning schemes for Teknaf Peninsula, Sonadia and Saint Martin's Island ECAs were developed, with clearly identified Core protection zone, buffer zone and different types of land use zones (one for each).	Zoning plans were produced for Sonadia (May 2008), St Martin's Island (December 2008) and Teknaf Peninsula (June 2010) ECAs, based on more detailed analysis and field surveys of the zones proposed in respective draft management plans (see **Activities 1/2.2.2**). A very preliminary zoning plan for Hakaluki Haor ECA was produced in 2005 but it needs to be revisited in the light of subsequent plant, fish, wildlife biodiversity management plans and resource inventory maps (see **Activities 1/2.2.2**). Zones have yet to demarcated on the ground/in the water, which is a major constraint for management as there is no visual mean of raising awareness, thereby undermining enforcement measures. There is also uncertainty about the status of the zoning plans and the management plans to which they are related – for example, the mechanism by which they need to be approved by MoEF in order to become legally binding.
Activities 1/2.5.2: Formulate detailed site management plan, with emphasis on core protection and buffer areas / with emphasis	Four Conservation Management Plans for all the 4 project ECAs e.g. Teknaf, Sonadia, Saint Martin's Island and Hakaluki Haor ECAs formulated.	See TE comments under **Activities 1/2.2.2.** While more detailed strategies and objectives have been identified for the different zones in the Zoning Plans, they need to be integrated with the management actions identified in the Conservation Management Plans and

Outputs and activities	Achievements Reported by PMU	Terminal Evaluation Comments
on key areas identified in **2.5.1**.		Action Plans generated.
Activities 1/2.5.3: Implement additional conservation activities as specified by management plan	These Conservation Management Plans and Zoning schemes were used by the project for conservation and protection of resources. At present those are being used by the Department of Environment for decision making and also being used by the CWBMP next phase project.	The status of the Conservation Management Plans and associated zoning plans remains unclear, the former still seem to be in draft or final draft stage. The two documents need to be finalised and, ideally, integrated, approved (if necessary), published and disseminated to all stakeholders. Action Plans (perhaps for a 5-year period) can then be generated to guide and drive forward implementation.
Outputs 1.6 & 2.6: Alternative sustainable livelihood and sustainable use strategies are developed and implemented in Cox's Bazar and Hakaluki Haor ECAs		
Activities co-financed	The activities in this regard are: ▪ 72 VCGs were given training on alternative income generating activities; they were also given with micro capital grant. The 72 VCGs have been given with Taka one lac each; later better performing 26 VCGs were given additional one lac Taka. This money is being utilized by the VCG for the poorer members to support their initiative for under taking alternative income generating activities to sustain their livelihoods while they restrain themselves from harvesting biodiversity resources for conservation purposes. With this grant they are running the following major IGAs: ▪ Cow fattening, goat rearing, poultry bird rearing, homestead gardening, fish selling, grocery, tailoring, fish drying, and improved horticulture and agriculture. ▪ 10 Upazilla ECA committees were given Endowment fund of Tk. 10 lakh each on an average to facilitate the biodiversity conservation activities undertaking by VCGs and law enforcement to protect biodiversity.	According to the MTE, Output 1.6 was co-financed by the UNDP/GoB Project on *Empowerment of Coastal Fishing Communities for Livelihood Security*, providing the CWBMP with a kick-start to developing alternative livelihood options. Subsequently, two funding sources were available from CWBMP: ▪ Micro-Capital Grants (MCG) generated from revolving funds of Taka 1 or 2 lakhs allocated by the Project to each VCG. ▪ Endowment Fund (Taka 100 lakh), allocated to the 10 Upazilla ECA Committees from which interest is used for conservation (54%), community meetings and related purposes (46%) and re-investment (10%). The principal constraint has been the relatively limited access to MCGs due to the small number of VCGs established, even though this total of 72 exceeded the Project's target, and small sizes of the revolving funds. This situation has been exacerbated because the Endowment Fund was released only a few months back, so it not benefitted the Project during its lifetime.
Outputs 1.7 & 2.7: An integrated pest management programme is implemented in Cox's Bazar and Hakaluki Haor ECAs		
Activities 1/2.7.1: Integrated pest management techniques introduced through establishment of Farmer Training Groups	Farmers Field Schools (FFS) were formed with the VCG and community farmers: ▪ A total of 40 IPM training events arranged. ▪ In total 660 participants received the training. ▪ They learnt various techniques of environmental-friendly agricultural and horticultural practices through IMP training.	These activities appear to have been successfully implemented. As commented in the MTE, the agricultural extension support given to VCGs is commendable. There is a report in English and Bangla that covers much of training: *Environment Friendly Agriculture and Horticulture Activities for Biodiversity Conservation*. However, there has not been any monitoring to ascertain the extent to which this the training and knowledge transfer has been applied.
Objective 3	**To support efforts by DOE to institutionalize the concept of ECA management using the experience gained through the above demonstration sites**	
Output 3.1:	Ensuring that legal mechanisms at national level are able to support operationalization of ECA concept	

Outputs and activities	Achievements Reported by PMU	Terminal Evaluation Comments
Activity 3.1.1: Support for formulation and assessment of detailed ECA rules and monitoring	The project started operationalization of the ECA concept based on existing legal mechanisms. Gradually through gaining experience on ECA management, the project has prepared several policy documents and drafted the ECA rules (in 2010). The draft ECA Rules is now awaiting government approval and eventual promulgation. Once promulgated the comprehensive ECA rules will be instrumental in replication of the ECA concept and establishing participatory management with defining each stakeholder's role in new ECAs, at the same time declaring new ECAs.	Significant progress has been made by the Project in finalising the formulation of detailed ECA Rules[45], completed in 2010, but these still await approval and promulgation by Government. Thus, the end-of-Project situation is little different with respect to the continuing delay in the operationalization of the ECA concept to that reported in the MTE. As emphasised in the Terminal Report of the Biodiversity Management Expert and endorsed in the MTE: "*Sound ECA management will require a wide range of administrative and technical activities involving several government agencies and other organizations in collaboration under the coordination of DoE ... this kind of inter-agency collaboration for natural resource management has been, and is, very difficult to implement in practice. Underlying these difficulties is that cross-sectoral collaboration in natural resource management, sooner or later involves several types of legislation, where queries of enforcement, of establishing lines of responsibilities and of equity in benefit sharing come up. Until these basic management issues are solved, plans for ECA/PA co-management might only remain as ideas on paper. A clear ECA legislation and authority is urgently needed*." The authority has been established and the legislation is in place but without the Rules promulgated DoE is impotent. The MTE comment that, "*… it will also be*

[45] These Rules include provisions for the establishment of the following:

- Inter-governmental National ECA Committee chaired by the MoE Secretary (18 members of whom 2 NGO and 2 university representatives are co-opted) with ultimate responsibility for delivery of development plans of ECAs and recommending potential ECAs to Government;
- District ECA Coordination Committee chaired by the Deputy Commissioner (14 members plus up to 7 co-opted non-political NGO, CGO members etc.), with responsibility of ensuring cooperation in implementing ECA management and development plans, making recommendations to the Eco Cell, finding alternative means of livelihood for those impacted by ECA restrictions and reviewing performance of Upazila/Union Committees and VCGs.
- Upazila ECA Coordination Committee chaired by Upazila Nirbahi Officer (with 17 members plus up to 5 co-opted non-political NGO, CGO members etc.) and having a similar but more local role to that of the District ECA Coordination Committee, to whom recommendations may be made.
- Union ECA Coordination Committee chaired by Union Parishad (with 8 members and up to 5 co-opted non-political NGO, CGO members etc.) and having a similar but more local role to that of the Upazila ECA Coordination Committee, to whom recommendations may be made.
- Village Conservation Group (VCG), which must be registered as a multilateral co-operative society under the provisions of the Co-operative Societies Act, 2001 and Co-operative Societies Rules, 2004.
- Eco Cell to provide a secretarial service to the National ECA Committee; to maintain collected data and information on ECAs; to collect and main data and information on ecosystems; prepare proposals for new ECAs; prepare separate management and development plan for each ECA within 120 days of their notification, obtain approval and oversee their implementation, monitoring and evaluation.
- Ecology Management Fund for preparation, processing, implementation, monitoring and evaluation of management and development plan of ECAs, including allocation of a lump sum Endowment Fund to the Upazila situated within the ECA.
- Other provisions such as declaration of an ECA, co-management of ECAs by NGOs, offences and penalties, and reporting.

Outputs and activities	Achievements Reported by PMU	Terminal Evaluation Comments
		difficult to convene the national level ECA Committee." has proven to be true.
Activity 3.1.2: Legal dissemination of rules to relevant parties		Rules have yet to be promulgated, hence there has been nothing to disseminate.
Activity 3.1.3: Relevant training to DoE personnel	Different initiatives were taken by the project to enhance individual capacity of DoE personnel, like: ▪ Through the ECA Cell formed with DoE and project staff ▪ Study tours home and abroad ▪ Visits to similar projects ▪ Through participating in project activities at the field levels ▪ Through participating in project workshops, meetings etc.	This is covered in the TE Comments for **Activities 1/2.2.3.**
Activity 3.1.4: Assessment of the role of possible new environmental court	Environmental Court Act 2010 promulgated, courts established at divisional levels so far by the Department of Environment.	There does not appear to have been any assessment of the role of this new court by the Project.
Output 3.2: Policy formulation and analysis concerning ECAs is based on an appropriate integration of economic and social factors		
Activity 3.2.1: Policy analyses prepared, including generation of management options	The project has conducted research and studies on different areas of ECA management. To this end the following policy documents with management options have been prepared: ▪ Conservation Management Plan for the ECAs ▪ Functional Zoning of the ECAs ▪ Village Conservation Group Bylaws ▪ Guidelines for Micro Capital Grant (MCG) ▪ Guidelines for Endowment Fund ▪ Natural Resource Economic Evaluation of Hakaluki Haor	According to the Project Document, the intended focus of this activity concerned development of criteria ad plans for selection of ECAs and replication of the ECA concept and ways of ensuring their sustainable financing. There has been little advance in the delivery of these outputs since the MTE, which reported limited progress in the development of criteria for selection of ECAs or assessment of economic instruments for conserving biodiversity within ECAs. Most progress in demonstrating the potential for an ecosystems services approach to conserving globally significant biodiversity while sustaining local livelihoods has been made at Hakaluki Haor[46]. There has been tangible progress in resourcing biodiversity conservation through an Endowment Fund and more sustainable forms of income generation by means of MCGs, for both of which guidelines have been prepared. Mechanisms to resolve land use conflicts between, for example, fisheries and agriculture and to address the impacts of land and water uses on productivity, as specified in the project document, have not been developed.
Activity 3.2.2: National-level inter-sectoral ECA	The ECA rules, once promulgated will give basis for decision making by the National ECA Committee. ECA Zoning plan, Conservation	National ECA Committee had not met prior to the MTE and only once subsequently, in November 2010. Its lack of championing and realising the ECA

[46] IUCN-Bangladesh in association with CNRS (2006). *Natural Resource Economic Evaluation of Hakaluki Haor*.

Outputs and activities	Achievements Reported by PMU	Terminal Evaluation Comments
Committee assesses and makes decisions based on findings of policy analyses	Management Plans, guidelines and other documents will be instrumental for ECA management at other sites too. Management and funding mechanism of ECAs has been included in the ECA rules. An ECA Cell has been formed within Department of Environment, this permanent body will continue monitoring of the ECAs, play a vital role in declaring new ECAs, and serve as the secretariat for the National ECA Committee.	concept has been a major weakness throughout the Project, potentially undermining and jeopardising all that has and continues to be achieved through the various ECA Committees established at local levels (see **Activities 1/2.3.2**).
Output 3.3: Strengthening capacity for management of ECAs		
Activity 3.3.1: Workshops on ECA management	Several learning sharing workshops were organized for different stakeholders and study tours were organized for DOE and MOEF Officials, they took part in project activities such as census-survey, studies, monitoring etc. After assessing training needs the following **Awareness and Capacity Building** training was provided to VCGs and communities: **Institutional development** ▪ Organizational development ▪ Leadership development ▪ Governance and gender ▪ Financial management and accounts keeping ▪ Action plan development ▪ Project proposal preparation ▪ Rights, advocacy and good governance **Resource conservation** ▪ Wetland natural resource management ▪ Fish sanctuary development and management ▪ Plant nursery development and management ▪ Turtle conservation ▪ Production of fuel efficient improved stove ▪ Plantation: mangrove, swamp, sand dune, roadside etc. ▪ By-catch reduction: dolphin, turtle, whale ▪ Mud flat protection ▪ Wildlife survey **Agriculture and horticulture** ▪ Crop diversification ▪ IPM	The training needs assessment was undertaken somewhat late in the Project's timeframe, in early 2008. A large number of training workshops were undertaken but it is difficult to assess the value and effectiveness of these in the absence of any performance monitoring by means of indicators, feedback forms etc. Training modules were produced for some topics, including wetland resource management, and VCG organisation and management. All of the training materials should be readily accessible via the Project's website, especially with replication in mind. .

Outputs and activities	Achievements Reported by PMU	Terminal Evaluation Comments
	▪ Multiple cropping - Kalikapur Model (HKI) ▪ Short duration crop production ▪ Quality seed production ▪ Composting techniques ▪ Cultivation of deep water aman rice ▪ Orchard development	
Activity 3.3.2: Study tours showing examples of multiple use protected areas		Study tours were undertaken to Viet Nam (6 DoE and 6 Project staff[47]) and Nepal (12 participants), as well as nationally. Two local visits were organized with Project funds; 3-4 visits to other project sites were supported by those projects. Seven sites (PAs) were visited in Viet Nam, providing good exposure to marine protected areas including one biosphere reserve (Can Gio). The report on the study tour, which was presented to colleagues, identifies 11 lessons of potential relevance to the Project and its ECAs. While this was a good initiative, there is little evidence to suggest that many of these have been seriously followed up[48].
Output 3.4: Development of awareness materials		
Activity 3.4..1: Development of awareness materials	Different types of awareness raising materials developed by the project, these are: books, booklets, leaflet, poster, brushier, view cards, sticker, panaflex, digital banner, video documentary, video clips, billboards etc. Huge awareness raising activities done from the project targeting all the stakeholders. There is a website of the project with DoE server. Following is a description of the awareness activities: **Awareness campaign** ▪ Workshops at national and local levels ▪ Day observance – Biodiversity Day, Environment Day, Wetland Day, Fish Fortnight, Coastal Clean-up day, Tree fair at national and local levels,	A large variety of materials were developed to raise awareness about ECAs. However, at least some of these appear to be unfocussed, which highlights the importance of first developing a communications strategy to identify what needs to be communicated to whom, by what means and when. Output 3.4 was designed with government and the private sector very much in mind, as indicated in the Project Document, but the achievements reported by PMU do not clearly reflect this intended focus. The lack of such a systematic approach is also reflected in the terminal report of the Biodiversity Management Expert and highlighted in the MTE: " *… that an 'awareness' component' of CWBMP is developed with articulated targets and contents … through a short-term assignment by a sub-contracted expert in the field of natural resources awareness.*"

[47] The Ministry of Planning IMED 2011 *Project Completion Report* states 20 participants, which is inconsistent with the Project's report and appears to be incorrect.

[48] Important lessons identified by study tour participants were; i) creation of biosphere reserve at the ECA; ii) establishment of mangrove/swamp research center; iii) establishment of interpretation center for the tourists; iv) imposition of tourist entrance fee for environment conservation; v) inclusion of glass bottom boat for the eco-tourists to see the under water eco-system; vi) *in-situ* lobstar farming as alternative income generating activity; vii) use of floating buoys to demarcate coral hotspots, especially anchoring; viii) introduce daylight stay of tourists at St. Martins Island; ix) develop and introduce community regulations and penalty system at the ECAs; x) reforestation efforts to be made by Youth Volunteer Forces; xi) discourage mono plantation at ECA sites (Source: Presentation on *International Study Tour: Vietnam (07 – 16 March 2007)*, 16 May 2007 AQMP Conference Room, Department of Environment)

Outputs and activities	Achievements Reported by PMU	Terminal Evaluation Comments
	▪ Formation of School Paribesh Club - 10 ▪ Folklore drama and songs, group formation and performance ▪ Awareness making and leaflet distribution on turtle, ipomoea, Fish and Wildlife Act, bird flu, bird hunting, ECA regulations ▪ Billboard installation ▪ Courtyard, market place, village level meetings ▪ Communication materials development: leaflet, poster, brushier, view cards, sticker, panaflex digital banner, ▪ Meeting with stakeholders: boat owner, shrimp fry collector, seaweed-coral-shell collector, hotel owner, rickshaw van puller, fisher, farmers, leaseholders, women, ethnic communities etc. ▪ Bird festival, art competition, essay writing competition for students **Media coverage** ▪ News and articles in national and local dailies ▪ TV spots on activities and success stories (by the TV channels) ▪ Press conference/discussion meeting with media ▪ Field visits for journalists	
Activity 3.4..2: Awareness activities targeting government and private sector	Activities not reported by PMU.	Much has been achieved in raising awareness about ECAs within government agencies and all levels of local government administration. Less clear are the Project's achievements with respect to the private sector.
Activity 3.4..3: Electronic media will be used for awareness activities through establishing homepage and website on project for wide dissemination.	Activities not reported by PMU.	The website hosts basic information about the Project (see **Activities 1/2.4.3**) but it has not been developed into a useful resource for institutional awareness raising activities within DoE and more widely throughout other government ministries and departments.
Output 3.5: Implementation of Project start-up, operations, and development		
No activities specified in Inception Report	Activities not reported by PMU.	This activity Is not in the Project Document but was added by the TPR following a recommendation made in the Inception Report. No activities appear to have been specified. At the time of the MTE, the PMU was staffed by a full-time National Project Director, Project Manager, Legal Expert and M&E Specialist, with support staff. Four UN Volunteers served as consultants: three internationals (marine ecologist, wetland ecologist and biodiversity knowledge management specialist) and one national (communication officer). The field offices at Cox's Bazar,

Outputs and activities	Achievements Reported by PMU	Terminal Evaluation Comments
		Teknaf Peninsular and Kulaura (Hakaluki Haor) included specialists in agriculture, horticulture, fisheries, community development, ecotourism and wildlife. NGOs were sub-contracted to mobilise communities in management of each of the 4 ECAs. This process extended to identifying natural resource management issues but was not specific about the next step, community-based management planning. Under the incremental cost analysis of the Project, it had been agreed that Government would contribute manpower from the beginning of the Project to staff the ECAMUs. This did not materialise until 2004 and there were further delays before permanent posts were create within the staffing table.

Annex 7: Evaluation of Performance Indicators and Status of Delivery of Project Objective and Outcomes

Description of Indicator	Baseline Level - 2007	Target Level at end of project	Level at 30 June 2009	Level at 30 June 2010	Level at 30 June 2011	Terminal Evaluation Comments	Rating
OBJECTIVE: **To establish an innovative system for management of Ecologically Critical Areas (ECAs) in Bangladesh that will have a significant and positive impact on the long-term viability of the country's important biodiversity resources**							**S**
OUTCOME 1: **To ensure the conservation and sustainable use of globally significant biodiversity at the Cox's Bazaar sites through their management as ECAs.**							**S**
1. Village Conservation Groups (VCG) formed	nil	44	44	44	44	Target of 44 VCGs achieved; XX VCGs have been registered as multilateral co-operative societies under the provisions of the Co-operative Societies Act, 2001 and Co-operative Societies Rules, 2004.	**S**
2. Shrimp-fry fishing in ECAs noted by Project field staff or by the VCGs to have decreased to 30% by yr 5 compared to yr 0 levels and to be absent yr 7.	1	0	0.4	0.25	0.25	Target of zero by year 7 has not been met. Estimates based on field reports and local people: potentially unreliable as not based on surveys or independently monitored.	**MS**
3. Reduce poaching of sea turtle eggs and involvement of community in both the ex-situ and in-situ sea turtle conservation	1	0	0.3	0.1	0.1	Considerable reduction in poaching of turtle eggs but zero end of Project target not met. Estimates based on field reports and local people: potentially unreliable as not based on surveys or independently monitored.	**S**
4. Incidences of violations of ECA regulations decrease by 30% by yr 5 compared with yr 0 levels, and by 75% by yr 7.	1	0.25	0.4	0.3	0.3	70% reduction by year 7, 75% target almost met. Estimates based on field reports and local people: potentially unreliable as not based on surveys or independently monitored.	**S**
OUTCOME 2: **To ensure the conservation and sustainable use of globally significant biodiversity at the Hakaluki Haor through its management as ECA**							**S**
1. Village Conservation Groups (VCG) formed	nil	28	28	28	28	Target of 28 VCGs achieved; by early 2012 all VCGs were registered as multilateral co-operative societies under the provisions of the Co-operative Societies Act, 2001 and Co-operative Societies Rules, 2004.	**S**
2. Establishment of fish sanctuaries and transferring management rights to VCGs	nil	10	10	12	12	Target exceeded. Entire Hakaluki Haor declared a fish sanctuary and 18 beels prioritised for establishment as no fishing areas. Transfer of management rights not yet completed.	**MS**

3. Reduction in use of illegal fishing nets to have decreased to 30% by year 5 compared to year 0 levels and to be absent year 7	1	0	0.3	0.15	0.1	Illegal fishing greatly reduced but target of zero by year 7 not met. Estimates based on field reports and local people: potentially unreliable as not based on surveys or independently monitored.	**MS**
4. Reduction in hunting of migratory waterfowl	1	0	0.2	0.15	0.1	Hunting of waterfowl reported to have almost ceased. Estimates based on field reports and local people: potentially unreliable as not based on surveys or independently monitored.	**S**
OUTCOME 3: **To support efforts by DOE to institutionalize the concept of ECA management using the experience gained through the above demonstration sites**							**MS**
1. Formation of ECA Management Cell at DoE	nil	1	1	1	1	ECA Management Cell established within DoE and performing well in many respects. Notable weakness is limited performance of National ECA Committee, to which this Management Cell acts as secretariat.	**MS**
2. Formation of ECA Management Units at DOE Divisional levels level	nil	2	2	2	2	ECA Management Units established at Cox's Bazar and Kulaura, a sub-district within Moulvibazar District, to coordinate Project's 4 ECAs. Unit at Kalaura has proved too distant to maintain an effective, proactive presence in Hakaluki Haor.	**MS**
3. Drafted ECA Rules	nil	1			1	ECA Rules finalised in 2010 but still await promulgation.	**MS**
4. Drafted 14 documents based on project experience in ECA management	nil				14	Some 21 or more documents drafted but none published or even accessible via Project's website, so sharing of ECA management experience constrained.	**n/a**