



**FOR OFFICIAL USE ONLY**

Report No: ICR00005636

**IMPLEMENTATION COMPLETION AND RESULTS REPORT**

**TF0A5428**

**ON A GRANT FROM**

**THE GLOBAL ENVIRONMENT FACILITY**

**IN THE AMOUNT OF USD 6.3 MILLION**

**TO THE**

**ORGANISATION OF EASTERN CARIBBEAN STATES**

**FOR A**

**CARIBBEAN REGIONAL OCEANSCAPE PROJECT**

**JUNE 21, 2022**

Environment, Natural Resources & The Blue Economy Global Practice  
Latin America And Caribbean Region

## CURRENCY EQUIVALENTS

(Exchange Rate Effective May 31, 2021)

Currency Unit = Eastern Caribbean Dollar (XCD)

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XCD 2.70 = US\$1

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US\$ 1.34970 = SDR 1

## FISCAL YEAR

OECS Commission: July 1 – June 30

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Country Director: Lilia Burunciuc

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## ABBREVIATIONS AND ACRONYMS

CB	Cost Benefit
CCI	Caribbean Challenge Initiative
CLME	Caribbean Large Marine Ecosystem
CLME+ SAP	Caribbean Large Marine Ecosystem Strategic Action Programme
CMSP	Coastal and Marine Spatial Plan
CROP	Caribbean Regional Oceanscape Project
ECROP	Eastern Caribbean Regional Ocean Policy
FY	Financial Year
GEF	Global Environment Facility
ICR	Implementation Completion and Results Report
IOC-UNESCO	Intergovernmental Oceanographic Commission of the United Nations Educational, Scientific and Cultural Organization
IPF	Investment Project Financing
ISR	Implementation Status and Results Report
IW	International Waters
M&E	Monitoring and Evaluation
MDTF	Multi-Donor Trust Fund
MSP	Marine Spatial Plans/Planning
MTR	Mid-term Review
NDCs	Nationally Determined Contributions
NOP	National Ocean Policy
OECS	Organisation of Eastern Caribbean States
PA	Programmatic Approach
PAD	Project Appraisal Document
PDO	Project Development Objective
RPS	Regional Partnership Strategy
SAP	Strategic Action Programme
SDR	Special Drawing Rights
TF	Trust Fund
TNC	The Nature Conservancy
UBEC	Unleashing the Blue Economy of the Caribbean
UN	United Nations
UNDP	United Nations Development Program
USD	United States Dollars
XCD	Eastern Caribbean Dollar

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## DATA SHEET

### BASIC INFORMATION

#### Product Information

Project ID	Project Name
P159653	Caribbean Regional Oceanscape Project
Country	Financing Instrument
OECS Countries	Investment Project Financing
Original EA Category	Revised EA Category
Partial Assessment (B)	

#### Organizations

Borrower	Implementing Agency
OECS	OECS Commission

#### Project Development Objective (PDO)

##### Original PDO

The Project Development Objective is to strengthen capacity for ocean governance and coastal and marine geospatial planning in the participating countries.



## FINANCING

	Original Amount (US\$)	Revised Amount (US\$)	Actual Disbursed (US\$)
<b>World Bank Financing</b>			
TF-A5428	6,300,000	5,946,089	5,946,089
<b>Total</b>	<b>6,300,000</b>	<b>5,946,089</b>	<b>5,946,089</b>
<b>Non-World Bank Financing</b>			
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Total Project Cost</b>	<b>6,300,000</b>	<b>5,946,089</b>	<b>5,946,089</b>

## KEY DATES

Approval	Effectiveness	MTR Review	Original Closing	Actual Closing
25-Sep-2017	18-Oct-2017	30-Jan-2020	31-Dec-2021	31-Dec-2021

## RESTRUCTURING AND/OR ADDITIONAL FINANCING

Date(s)	Amount Disbursed (US\$M)	Key Revisions
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## KEY RATINGS

Outcome	Bank Performance	M&E Quality
Satisfactory	Satisfactory	Modest

## RATINGS OF PROJECT PERFORMANCE IN ISRs

No.	Date ISR Archived	DO Rating	IP Rating	Actual Disbursements (US\$M)
01	17-Dec-2017	Satisfactory	Satisfactory	0
02	28-Jun-2018	Satisfactory	Satisfactory	.56
03	24-Oct-2018	Satisfactory	Satisfactory	1.18
04	26-Apr-2019	Satisfactory	Satisfactory	1.58



05	26-Sep-2019	Satisfactory	Satisfactory	2.32
06	17-Mar-2020	Satisfactory	Satisfactory	2.32
07	19-Oct-2020	Satisfactory	Satisfactory	3.19
08	02-Feb-2021	Satisfactory	Satisfactory	4.97
09	06-Aug-2021	Satisfactory	Satisfactory	5.53

## SECTORS AND THEMES

### Sectors

Major Sector/Sector (%)

**Public Administration 100**

Other Public Administration 100

### Themes

Major Theme/ Theme (Level 2)/ Theme (Level 3) (%)

**Social Development and Protection 18**

Social Inclusion 18

Participation and Civic Engagement 18

**Urban and Rural Development 100**

Disaster Risk Management 100

Disaster Risk Reduction 100

**Environment and Natural Resource Management 100**

Climate change 15

Adaptation 15

Renewable Natural Resources Asset Management 100

Oceans 50

Coastal Zone Management 87

## ADM STAFF

Role	At Approval	At ICR
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## I. PROJECT CONTEXT AND DEVELOPMENT OBJECTIVES

### A. CONTEXT AT APPRAISAL

1. **In 2017, at Appraisal, the need for integrated ocean planning and strengthened ocean governance<sup>1</sup> in the Eastern Caribbean was clear.** At the time, the small island countries of the Organization of Eastern Caribbean States (OECS)<sup>2</sup> region were faced with mounting challenges in establishing resilient foundations for sustainable and inclusive growth. Specifically, concerted action was needed to tackle disjointed planning and unsustainable coastal development practices, overexploitation of marine resources, pollution, and increasing vulnerability to natural disasters and other external shocks. The region's planning mechanisms for coastal and marine development lacked cohesion due to: i) incomplete information regarding the marine and coastal natural resources base; ii) weak capacity and skills; and iii) inadequate planning tools.<sup>3</sup> These challenges not only hindered recovery from the 2008 economic shock and destruction from Hurricanes Irma and Maria,<sup>4</sup> but exacerbated existing inequalities and vulnerabilities across the region.
2. **Addressing these ocean governance challenges required well-coordinated national and regional action.** The OECS countries sought to tackle these issues by applying a comprehensive blue economy approach<sup>5</sup> which would encompass all ocean-based sectors (fisheries, tourism, shipping) while recognizing the critical contribution of ecosystem services such as coastal protection and carbon sequestration. The joint commitment of these countries to grow sustainably as “large ocean states” was quite evident in 2017, as it was well recognized that improved management of the region's marine and coastal assets would safeguard an invaluable shared resource base critical to their individual and collective regional economic future.
3. **To support realization of this shared vision, the Caribbean Regional Oceanscape Project (CROP) was designed to strengthen capacity for ocean governance and coastal and marine geospatial planning across the OECS region.** The Project occurred at a time of significant regional momentum toward improved ocean governance. In 2013, the OECS Heads of Government approved the Eastern Caribbean Regional Ocean Policy (ECROP) and countries sought support from public, private and civil society organizations as well as the World Bank to help them transition to a blue economy. At a regional level, several initiatives were launched to conserve the Caribbean Sea's natural capital, including the Caribbean Challenge Initiative (CCI) Leaders Declaration, the Caribbean Large Marine Ecosystem Project (Global Environment Facility (GEF) implemented by the United Nations Development Program (UNDP)), and the

<sup>1</sup> Ocean governance is defined in the CROP Project Appraisal Document as the conduct of the policy, actions and affairs regarding ocean areas – essentially, the influence and actions by multiple stakeholders - public, private, and civil society (including with broad-based support by citizens) – to ensure appropriate stewardship over marine resources, both living and non-living.

<sup>2</sup> Established in 1981 by the Treaty of Basseterre, this intergovernmental organization promotes economic harmonization and integration, human and legal rights, and good governance. In 2011, the Revised Treaty of Basseterre Establishing the Organisation of Eastern Caribbean States Economic Union entered into force. The organization has seven founding and full members (Antigua and Barbuda, Dominica, Grenada, Montserrat, Saint Kitts and Nevis, Saint Lucia, and Saint Vincent and the Grenadines) and three associate members (Anguilla and the British Virgin Islands—British Overseas Territories; and, Martinique, an overseas territorial collectivity of France which joined in 2015).

<sup>3</sup> Patil, P.G., Virdin, J., Diez, S.M., Roberts, J., Singh, A. (2016). Toward A Blue Economy: A Promise for Sustainable Growth in the Caribbean; An Overview. The World Bank, Washington D.C, pp 63.

<sup>4</sup> It is estimated that hurricane Irma destroyed 90 percent of Dominica's infrastructure and the country suffered 40 percent loss as well in GDP as a result. Source: National Geographic - <https://www.nationalgeographic.com/science/article/dominica-on-track-to-be-worlds-first-climate-resilient-nation>

<sup>5</sup> Blue Economy definition: A sustainable ocean economy, where economic activity is in balance with the long-term capacity of ocean ecosystems to support this activity and remain resilient and healthy (Economist Intelligence Unit 2015 – from CROP PAD).



Climate Resilient Eastern Caribbean Marine Managed Areas Network Project funded by the German Government and implemented by The Nature Conservancy (TNC).

4. **Several national level sectoral reforms were also advancing across the region.** The Government of Grenada established the Grand Anse Protected Area to preserve its natural ocean capital through long-term sustainable practices, as well as taking concerted action to advance their Blue Growth Vision and 2016-2020 National Biodiversity Strategy and Action Plan. The Government also: i) passed an Integrated Coastal Zone Management Act into law creating a comprehensive framework to oversee the coastal and marine space of Grenada; ii) established a Blue Innovation Institute in 2017 designed as a think-tank on blue economy and to develop innovative blue financing instruments, including debt-for-nature swaps, blue bonds and blue insurance; and, iii) laid the groundwork for a ban (finalized in 2018) on polystyrene foam food containers and single use plastic bags. Similarly, Saint Vincent and the Grenadines (SVG) recognized the value its natural coastal and marine environment provided to the economy and to the community and promoted adoption of a partial ban of coastal sand mining along with a total ban on imports of polystyrene foam containers in addition to a phase out of single-use plastic bags.

#### ***Rationale for World Bank support***

5. **The World Bank has been a strong partner in the sustainable development of the Caribbean blue economy.** In the early 2000s, the World Bank hosted a Small Statues Forum with Ministers of Finance from across the Caribbean where the blue economy and blue growth were key topics discussed. World Bank-executed technical assistance to the region has helped advance improved understanding of sustainable blue economy approaches to coastal communities across the Caribbean. The World Bank's seminal report "Toward A Blue Economy: A Promise for Sustainable Growth in the Caribbean" (2016)<sup>6</sup> raised awareness of the need to improve governance to achieve sustainable blue growth and led the region's governments to request financing to strengthen regional and national ocean governance measures. In response, the CROP Project was developed. To support successful implementation of CROP, the World Bank brings global expertise with its US\$9 billion blue economy portfolio covering the Caribbean, Western and Central Pacific Islands, Southwest Indian Ocean, West Africa, Bangladesh, Indonesia and the Philippines as well as deep Caribbean experience through its regional tourism, competitiveness and resilience projects in addition to its longstanding partnership with the OECS Commission.

#### ***Theory of Change (Results Chain)***

6. The Project Appraisal Document (PAD) did not include an explicit theory of change, so the theory of change depicted in Figure 1 is derived from the PAD project description and results framework.

7. **The central development challenge the Project aimed to address was the need to improve ocean and coastal governance as reflected in the long-term outcome of the Theory of Change.** Improving ocean governance would unlock blue economy opportunities and secure a sustainable future for OECS member states. In order to achieve this, participating countries needed to first strengthen their capacity for ocean governance and coastal and marine planning. The capacity building and spatial planning activities financed lead to better informed decision making about ocean resource management supported by strengthened knowledge of, and capability in, accessing and applying

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<sup>6</sup> Patil, P.G., Virdin, J., Diez, S.M., Roberts, J., Singh, A. (2016). Sustainable Growth in the Caribbean; An Overview. The World Bank, Washington D.C.

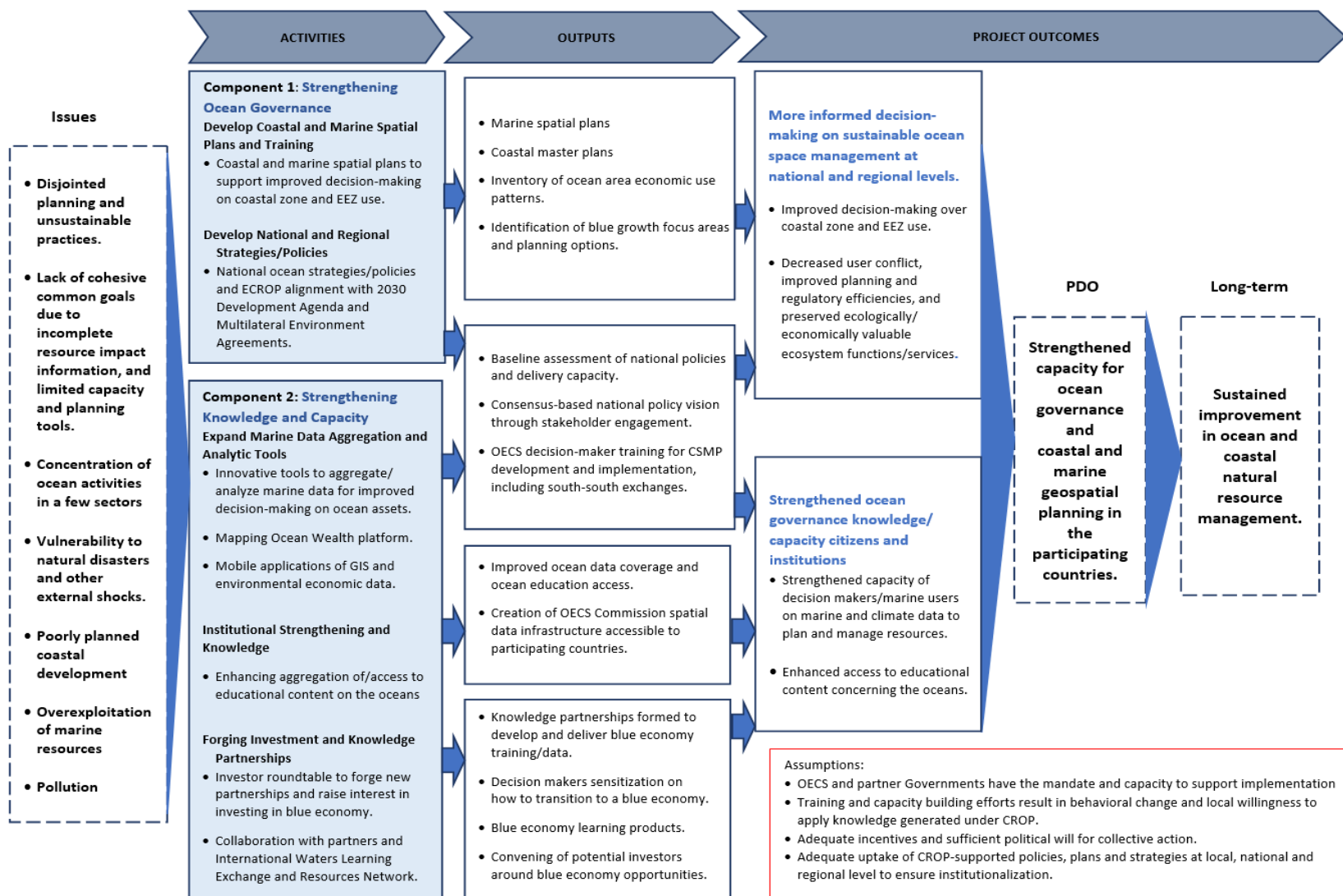


ocean data and governance tools; core elements of building a resilient and sustainable blue economy aligned with ECROP and country aspirations. National and intra-regional cooperation and coordination would play an important role in helping participating countries, and OECS as a whole, develop coordinated systems needed to manage a shared resource upon which all countries depend. CROP also served as an essential precursor for the much larger Unleashing the Blue Economy in the Caribbean (UBEC) Project, which builds on the engagement and investment platform established by CROP and secures the long-term sustainability of the early results of CROP in terms of robust ocean and coastal governance.

8. **The inferred theory of change supposes that: i) developing regional and national institutional capacity for ocean governance and ii) establishing coastal and marine spatial plans (CMSPs), national ocean policies (NOPs), and coordinating bodies for the blue economy will lead to sustained improvement in ocean and coastal natural resource management and governance in the long term.** These outcomes provided a solid foundation with regards to the institutional and policy framework and priority investments on the blue economy as well as informed future projects such as UBEC.



**Figure 1: Theory of Change**





## **B. PROJECT DEVELOPMENT OBJECTIVE (PDO)**

9. **The Project Development Objective as stated in the PAD was “to strengthen capacity for ocean governance and coastal and marine geospatial planning in the participating countries”.**
10. The PDO was not changed during project implementation.

## **C. KEY EXPECTED OUTCOMES AND OUTCOME INDICATORS**

11. **The project’s expected outcomes were to i) strengthen ocean governance and ii) strengthen knowledge and capacity.** Achievement of the expected outcomes was assessed through the following indicators:
- a) Marine spatial plans developed in a participatory manner and endorsed at ministerial level by participating member states and by the OECS Commission (number);
  - b) Coastal master plans developed in a participatory manner and endorsed at ministerial level by participating member states (number); and,
  - c) Improved OECS ocean data coverage and access to ocean education on existing platforms (Yes/No).

## **D. COMPONENTS**

### **Component 1: Strengthening Ocean Governance (Appraisal: Total US\$4m; Actual: US\$3.94m GEF)**

12. The objective of Component 1 was to strengthen ocean governance through the development of i) coastal and marine spatial plans, and ii) national ocean strategies/policies for participating countries, and enhanced alignment of ECROP with the 2030 Development Agenda and Multilateral Environment Agreements (MEAs) to support sustainable management and ocean governance. Improved ocean governance and management would be achieved by extensive consultation and participation, grounded in accurate geospatial data and mapping, ensuring well-informed, equitable and considered decision-making. Central to this aim was the expansive citizen engagement targeted at traditionally under-represented groups. Coastal and marine spatial plans and national ocean strategies/policies were intended to reduce conflict between resource users, improve planning, and support preservation of ecosystem functions and services.

### **Component 2: Strengthening Knowledge and Capacity (Appraisal: Total US\$1.99m; Actual: US\$1.71m GEF)**

13. The objective of Component 2 was to strengthen knowledge and capacity of citizens and institutions for improved ocean governance through provision of reliable and accessible data and analytics to support decision-making over ocean asset management, improving awareness of the importance of oceans and access to cost-effective ocean education, and fostering sustainable investment. This was to be achieved through i) expanding development and use of innovative tools that aggregate and analyze marine data; ii) enhancing aggregation of and access to educational content; iii) investor roundtables to forge new partnerships and raise interest in investing in countries’ transition to a blue economy; and iv) strengthening collaboration with the United Nations (UN) to help support more effective implementation of the GEF-supported Caribbean Large Marine Ecosystem and its Strategic Action Program (CLME+ SAP) across the region and support for International Waters Learn program (IW-Learn).



**Component 3: Project Management, Monitoring and Assessment (Appraisal: Total US\$0.31m; Actual: US\$0.30m GEF)**

14. The objective of Component 3 was to support effective implementation of the project to ensure that it was carried out in accordance with OECS and World Bank guidelines. The OECS Commission was responsible for overall coordination of the project. This component financed project coordination and management, including technical, administrative and fiduciary support, and compliance with environmental and social safeguards; monitoring and evaluation (M&E), data collection, and stakeholder involvement and coordination as well as project audits.

15. **Project coverage:** The five participating countries were Dominica, Grenada, Saint Kitts and Nevis, Saint Lucia, and Saint Vincent and the Grenadines.

**E. SIGNIFICANT CHANGES DURING IMPLEMENTATION**

**Revised PDOs and Outcome Targets**

16. There were no revisions to the PDO and outcome targets.

**Revised PDO Indicators**

17. There were no revisions to the PDO indicators.

**Revised Components**

18. There were no revisions to the components.

**Other Changes**

19. There were no other changes.

**Rationale for Changes and Their Implication on the Original Theory of Change**

20. There were no changes.



## II. OUTCOME

### A. RELEVANCE OF PDOs

Rating: High

#### *Assessment of Relevance of PDOs and Rating*

21. **The central development challenge that the Project aimed to address was the need to improve ocean and coastal governance.** The PDO remains relevant as mapping of ocean resources, improved spatial planning of coastal and marine resources, broad stakeholder engagement and strengthening capacity in ocean governance are central to informed decision making on the blue economy and to building resilience, which are aligned with existing regional and country aspirations.

22. **The PDO was and remains relevant to the OECS's ECROP and associated Strategic Plan,** which provides the framework for enhanced coordination and management of ocean resources in the Eastern Caribbean, where OECS Commission played a central role in coordinating and consolidating regional ocean governance throughout implementation.

23. **The PDO and body of analytical work that informed the project design were relevant at Appraisal and remained well-aligned** with Regional Partnership Strategy (RPS) FY15-19 (Report No. 85156-LAC), particularly its aim to foster sustainable inclusive growth through competitiveness; Outcomes 1 and 2 of the competitiveness pillar aiming to foster improved investment climate and tourism benefits; and Outcome 9 of the resilience pillar, aiming to increase capacity to manage natural hazards. The RPS called for effective management of natural assets and reduction of marine pollution, to boost industry and growth. The Project's objectives remain aligned with the OECS Regional Partnership Framework (Report No. 160349-LAC), particularly Objective 1 aiming to enhance environmental protection and climate change response. The CROP also served to advance the World Bank's twin goals of eradicating extreme poverty and promoting shared prosperity, by helping to develop a sustainable blue economy and increasing resilience to climate change for the population of the OECS region who depend on the stability and integrity of living coastal and marine resources.

24. **Through development of spatial plans and capacity building, the Project also responded to Global Environment Facility (GEF) 6 International Waters (IW)** objectives to i) catalyze sustainable management of transboundary water systems by supporting multi-state cooperation through foundational capacity building, targeted research and portfolio learning; ii) mainstream sustainable use into production seascapes and sectors; and iii) promote collective management for transboundary water systems and subsequent policy reforms for the sustainable use and maintenance of ecosystem services.

25. **The Project objectives remain relevant today as reflected in most recent analytical work completed such as the Systematic Regional Diagnostic for the OECS** completed in FY19. This work confirms priorities for inclusive and sustainable growth, such as: (1) build cross-cutting resilience to external shocks; (2) embed growth in the blue economy; (3) strengthen and harness human capital; (4) embrace new technologies; and, (5) strengthen regional



integration. The improved marine spatial planning, policies, improved OECS ocean data coverage and access to ocean education delivered by the Project contribute to these outcomes.<sup>7</sup>

### Justification of Overall Relevance Rating

26. Given the aforementioned contribution to the national and regional development agenda, alignment of CROP's development objectives with the World Bank Group country engagement strategies in the Caribbean, and the relevance to OECS's development agenda as reflected in the ECROP and the associated Strategic Plan, CROP's objectives are considered highly relevant at the time of inception as well as today. This relevance is also demonstrated by OECS and OECS member states commitment to the recently approved UBEC Project, which builds on the achievements of CROP. Based on the factors outlined herein, the PDO relevance is rated **High**.

## B. ACHIEVEMENT OF PDOs (EFFICACY)

**Rating: Substantial**

### *Assessment of Achievement of Each Objective/Outcome*

27. **The project fully achieved its PDO according to the agreed indicators.** The Project's achievements are described herein reflective of the two main PDO outcomes, as follows: i) strengthen ocean governance and ii) strengthen knowledge and capacity.

#### *i) Strengthen ocean governance*

28. **Strengthened ocean governance is measured by the first and second PDO indicator.** Specifically, by the number of marine spatial plans and coastal master plans developed and endorsed.

29. **PDO #1: Marine spatial plans: (a) developed in a participatory manner, and (b) endorsed at ministerial level by participating member states and by the OECS Commission. (Baseline: 0. Target: 6. Target achieved).** Five national marine spatial plans, for Dominica, Grenada, St. Lucia, St. Kitts and Nevis and St. Vincent and the Grenadines, and one regional plan known as the Regional MSP Framework, were developed in a participatory manner and endorsed at the ministerial level. Five National Ocean Governance Committees (NOGCs) were established by each participating country along with development of five National Ocean Policies. Country approval of the national ocean policies was secured<sup>8</sup> and the policies received endorsement of ECROP within the broader OECS governance architecture. The national plans were validated at meetings with stakeholders from each participating country and the Regional MSP Framework was validated and endorsed by the OECS via its Ocean Governance Team.

30. **PDO #2: Coastal master plans: (a) developed in a participatory manner; and, (b) endorsed at ministerial level by participating member states. (Baseline: 0. Target: 5. Target achieved).** Five National Coastal Master Plans were developed in participatory manner (Dominica; Grenada; St. Lucia; St. Kitts and Nevis; and St. Vincent and the Grenadines) and Ministerial letters of endorsement were received by all participating countries. A regional validation

<sup>7</sup> World Bank Group Organisation of Eastern Caribbean States Systematic Regional Diagnostic, June 27, 2018, Report Number: 127046-LAC, Para 244.

<sup>8</sup> St. Lucia approved their NOP on July 20, 2020. NOPs were submitted to country cabinet for their approval.



meeting with stakeholders from the countries was held on in February 2021. All plans include an annexed list of persons and agencies engaged during the planning process. To support sustainability of these outcomes beyond project closure, Component 1 also delivered: i) a strategic action plan for positioning the OECS as a model region for the Blue Economy; ii) pre-feasibility assessments of priority projects laid out in the CMSPs to aid in preparing 'bankable' investments; iii) promotional and marketing strategy and plan for the coastal master plans; iv) assessment of sustainable financing options to support government implementation of these plans; and v) marine pollution and fisheries management model legislation.

31. **Outcomes: Development of these plans and policies has demonstrated what can be achieved when regional stakeholders work together to shape their collective ocean governance future.** Successful delivery of these plans and policies provided proof of concept and set the stage for the FY22 approved US\$60 million IDA and PROBLUE MDTF-financed UBEC Project designed to advance and deepen the Blue Economy Investment Platform in the region, informed development policy operations (Barbados, Dominica, Grenada, St. Lucia), and informed other GEF-financed projects including the SVG: Coastal and Marine Ecosystems Management Strengthening Project (P172980).

32. **It has also served as a statement of intent to global blue economy stakeholders, demonstrating the Caribbean's commitment to firmly establish a strong, well-managed blue economy.** The national ocean policies established the blue economy conceptual framework upon which the CSMPs were founded, and the CSMPs in turn catalyzed interest from investors. Although no private investment was mobilized that can be directly attributed to the project, public investment was mobilized with Norway and Ireland through the Norway-financed Building Resilience in the Eastern Caribbean through Reduction of Marine Litter (ReMLit) Project. The project promoted awareness of the blue economy and ocean governance, and provided data to inform decision-making. It brought the blue economy efforts of the OECS into the global spotlight as a model to emulate. It also assisted non-participating OECS member states to develop their own national Blue Economy plans through development and delivery of an enhanced ECROP, National Ocean Policies and model fisheries legislation.

33. **The central role of participatory processes in effecting improved ocean governance was a central to the success of CROP.** Critically, these transformational ocean policy and marine spatial planning mechanisms were produced in a fully participatory manner engaging 1,776 stakeholders. The project was grounded in participation as a core tenet demonstrated by the emphasis in the results framework on capturing the number of participants consulted, and showcasing broad representation of various groups at every engagement. This approach helped to ensure the mechanisms produced were grounded in the realities faced by all ocean resource users.

34. **Training was provided to government officials in each of the participating Member States and staff of the OECS Commission to raise awareness of the revised ECROP, NOPs and SAPs and improve capacity for marine spatial planning.** This training was impactful as government officials reported that they were applying this knowledge in decision-making processes during interviews conducted to inform this Implementation Completion and Results Report (ICR). The training provider conducted a survey after the training that found 100 percent of the respondents reported that their knowledge of MSP principles and approaches had improved after the training, 96 percent had improved awareness of practical MSP and ocean governance related solutions, and 96 percent either agreed or strongly agreed that they felt better informed on the role of MSP in helping their country to deliver NOP and SAP.

## *ii) Strengthen knowledge and capacity*

35. **Strengthening of knowledge and capacity is measured by PDO #3: Improved OECS ocean data coverage and access to ocean education on existing platforms (Baseline: No. Target: Yes. Target achieved).** CROP delivered a broad



range of educational products on the Caribbean Sea and the blue economy, including: e-books, e-learning course, educational games and videos, among others. Virtual reality education tools were also developed, and form part of the innovative regional literacy platform introduced by CROP and now hosted by the OECS. Interactive maps on the value of natural assets such as coral reefs for tourism were produced for the CROP countries as well as spatial planning tools and applications. A series of webinars and in-person training were also delivered. For instance, TNC conducted a workshop under the Mapping Ocean Wealth (MOW) initiative on May 20-22, 2019, in Rodney Bay, St. Lucia. This workshop focused on helping participants build capacity integrating Ecosystem Services (ES) into policy, coastal master planning and marine spatial planning and utilizing MOW tools and ES assessments. After the workshop, TNC conducted a survey for participants. According to their report,<sup>9</sup> respondents either agreed or strongly agreed that they had gained better a understanding of ES and the benefits of integrating ES information into coastal master planning and marine spatial planning. Also, most of the respondents found the workshop to be useful in helping them understand their role in meeting the objectives of CROP.

36. **Outcomes: The extensive data collated and mapping conducted was groundbreaking for the Caribbean region.** MOW<sup>10</sup> produced multi-layered geospatial resources that allow users to drill down into data on intensity, distribution, and value of blue economy sectors, such as wildlife tourism, nature-dependent beach recreation and tourism, recreational fishing, and coral reef fisheries at a level of detail that is not yet available in other regions. These geospatial tools have democratized access to data and information, and help decision-makers to make better informed resource management choices. These tools also help participating countries to meet their international commitments by having a stronger evidence base upon which to report their findings and projections.

37. **Component 2 also fostered stronger partnerships** which is an essential ingredient for generating successful results and promoting awareness of the blue economy across the Eastern Caribbean. CROP developed key partnerships with OECS member states, the OECS Commission, Food and Agriculture Organization, Virtual Educa, government agencies, local consulting firms, civil society, the Kalinago community in Dominica, private entities and academia. Strong collaboration with these partners throughout implementation enabled delivery of all project activities, catalyzing a vibrant Blue Economy across the region. CROP also fostered private sector interest with well-attended Blue Economy Investor Roundtable events held in 2020 and 2021.

38. **CROP successfully delivered an array of education platforms and products on the blue economy, tailored to audiences ranging from school age children to government officials and private sector operators (Table 1).** 950 educational packs of tools targeted at school age children, including apps and board games, were delivered to schools. These packs are fun, engaging and will serve to plant the seed for future ocean stewards. Products for the general public included virtual reality apps, open access courses, an improved OECS website with ready access to a wealth of data and interactive maps, along with curated videos and tailored posters highlighting ocean governance and blue economy issues in an engaging manner. Policy makers and public service officials have access to all of these products, as well as technical briefs, e-books, webinars and databases. These education and knowledge products have served to sensitize communities and decision makers on the importance of the blue economy.

**Table 1: CROP-supported Blue Economy Capacity Building and Educational Products**

**CROP-supported Blue Economy Capacity Building and Educational Products**

1. Board game: *Ocean Explorer*
2. Edu-tech [app] game: *Ocean Explorer*

<sup>9</sup> Workshop 1 Report for CROP Component 2; Subcomponent 2.1. Expanding Marine Data Aggregation and Analytic Tools, June 21, 2019.

<sup>10</sup> <https://maps.oceanwealth.org/oecs/>



3. Webinar 1 – *Delivering Good Ocean Governance in the OECS*
4. Webinar 2 – *Looking After Our Oceans in the OECS*
5. Webinar 3 – *A Blue Economy for the OECS*
6. E-book 1: *The Marine Environment*
7. E-book 2: *Ocean Threats*
8. E-book 3: *A Blue Economy*
9. E-book 4: *Integrated Ocean Governance*
10. E-book 5: *Integrated Ocean Management and Marine Spatial Planning*
11. Video: Towards a Blue Economy (Targeted at high level policy makers)
12. 1 Blue Economy Course (10 modules)
13. CROP jingle
14. Communication Strategy and Implementation plan for the Blue Economy Programme [FAO facilitated product]
15. Blue Economy poster [FAO facilitated product]
16. Marine Spatial Planning poster [FAO facilitated product]
17. Technical Brief 1: Good Ocean Governance [FAO facilitated product]
18. Technical Brief 2: Marine Spatial Planning [FAO facilitated product]
19. Technical Brief 3: Coastal master Plans: Case of Grenada [FAO facilitated product]
20. Technical Brief 4: Ocean Governance - Case of the OECS [FAO facilitated product]
21. OECS CROP re-designed web page
22. CROP 1.1 Video 1: *the Caribbean Blue Economy*
23. CROP 1.1 Video 2: *OECS CROP*
24. CROP 1.1 Video 3: *OECS IRPF*
25. Publication (case study): *'We Are Large Ocean States': Blue economy and ocean governance in the Eastern Caribbean'*
26. Grievance Redress Mechanism video
27. Four Virtual Reality apps on ocean matters (target audiences: children, public service officers, policy makers, general audience)
28. CROP Promotional Video

39. **In terms of the robustness of the project indicators, it was noted that the outcome indicators did not fully capture the strengthening capacity for ocean governance and for coastal and marine geospatial planning aspects of the PDO.** As such to supplement this analysis, an additional survey of participants attending Blue Economy Roundtables in 2020 and 2021 was prepared to introduce a proxy measure of strengthened capacity resulting from activities delivered by CROP. The results of this survey are presented at Annex 5. However, measuring improvements in capacity is challenging and this additional analysis only measures one aspect of improved capacity, i.e., participants' perception of improved capacity. During interviews with the OECS Commission and government officials, interviewees were asked about capacity improvements they perceived in staff. A summary of the interview findings are also included in Annex 5.

### **Justification of Overall Efficacy Rating**

40. Since CROP achieved all of its PDO indicator targets and intermediate indicator targets, the overall efficacy could be rated as 'High'. However, with due consideration to the aforementioned challenges with formulation of the PDO indicators and their indirect measurement of achievement of the PDO, it is proposed that efficacy is rated as '**Substantial**'.



### C. EFFICIENCY

41. In assessing how efficiently resources and inputs were converted into results, an economic analysis and design and implementation efficiency analysis were carried out.

42. **Economic Analysis.** A classic economic and financial analysis (e.g., cost-benefit or cost-effectiveness) was not conducted at appraisal and remained inappropriate at closing, given the project context and absence of quantitative indicators to better value the benefits generated by the project.

43. Without the project scenario, countries involved would have experienced further loss of opportunities for sustainable coastal and ocean resources management and degradation of high-value, unique ocean biodiversity and fisheries, in addition to loss of reef habitat due to unsustainable pressure from tourism activities. Eastern Caribbean countries depend on fishing activities for economic, social, and cultural purposes. Increased fishing pressure has resulted in widespread over-exploitation and declining catches. Since many marine species are migratory, regional cooperation is necessary to conserve populations from over-exploitation. Project activities contributed to raising awareness and initiating actions to inform development of an ocean governance regional plan. A well-defined governance framework will also function to attract investment opportunities for conservation purposes.

44. The most significant national and regional benefits generated by CROP include policy coordination and regional capacity improvements. CROP provided a well-defined framework and firm foundation upon which to catalyze ocean conservation initiatives across the region, creating a platform for deeper engagement going forward with the UBEC Project.

45. Today, because of the impact and influence of CROP, OECS decision-makers are likely to make better decisions with respect to coastal and marine resources management. Table 2 presents a comprehensive account of CROP benefits generated by each component. Some activities include development of coastal and marine spatial plans and national ocean policies; new investments and knowledge partnerships; expansion of marine data aggregation and analytic tools; and improved access to educational content concerning the ocean. Overall, CROP has served as a key contributor of future investments in tourism, conservation, fisheries and aquaculture, and marine pollution management. The ocean policies implemented by CROP have set the foundation for establishment of other project investments and innovative partnerships generating additional benefits on improved ocean governance and resource conservation. Additionally, improved marine spatial mapping has contributed to conservation of coastal and marine ecosystems. Finally, through the education activities, the project promoted sensitization of future decision makers about issues and concerns related to marine and ocean conservation. Current leaders are already making better decisions as part of the broad range of education products on blue economy and the Caribbean Sea that they received.



**Table 2: Project Characteristics, Identified Benefits and Achievements**

Project Components	Objective	Main Activities	Identified Direct/Indirect Benefits	Achievements by CROP
<u>Component 1:</u> Strengthening Ocean Governance (US\$4 M).	Strengthen ocean governance through development of an ocean governance framework leading to improved decision making.	Development of coastal and marine spatial plans (CMSP) and associated training	Support more informed decision-making over sustainable management of ocean spaces at both national and regional levels	<p><b><i>Strengthening regional policy coordination, harmonization and capacity has improved decision-making process over ocean spaces, especially over the use of participating countries' coastal zones and ocean waters.</i></b> The project has promoted awareness on marine areas to government stakeholders, with all OECS countries adopting the Eastern Caribbean Regional Ocean Policy (ECROP) and strategic plan to guide the future use of the region's marine waters. Through CROP efforts, countries are aligned with the 2030 Agenda for Sustainable Development, National Ocean Policies and Strategies, and National and Regional Coastal and Marine Spatial Plans. It is the first integrated marine plan in the Caribbean region which includes not only the marine space, but also the coast and inland spaces.</p> <p><b><i>The development of a coastal and marine framework throughout the region, under clear regulations and set of rules has increased the reliability of the region and leveraged finance investments opportunities from other countries such as Norway<sup>11</sup> and Ireland.</i></b> To complement the finance initiatives the project has provided information about sustainable financing options to complement and incentivize more sustainable financing options in the future. Some of these options include blended finance, blue bonds, debt swaps, development impact bonds, impact investments and private sector resources.</p> <p><b><i>While the project focused on the five participating countries, it was similarly relevant to the needs and expectations of the other anglophone OECS Member States.</i></b> When interviewed for this evaluation, stakeholders in OECS countries that were not part of the CROP expressed how relevant the project was in assisting them move forward their approaches for enhanced ocean governance. Non-participating country stakeholders interviewed also noted that they had used the revised ECROP and draft NOPs produced under CROP to define their own national plans. Further, others have expressed the usefulness of the methodologies for undertaking marine spatial planning which are available as annexes in the CMSPs." (Source: Client ICR p.29)</p> <p><b><i>The OECS have positioned as a model Blue Economy region worthy of support, investment and emulation.</i></b> It is globally recognized as an authority in terms of sustainable blue economy, participating as an expert in several conferences (Virtua Educa 19th International Forum on Education and Technology in Salvador Bahia, Brazil, in 2018; World Ocean Day 2020 and 2021) to talk about its engagement and leadership. They have also produced several blogs and documents related to topics such as international waters. The documents and instruments produced under the CROP are all</p>

<sup>11</sup> Though the Norway-financed Building Resilience in the Eastern Caribbean through Reduction of Marine Litter (ReMLit) Project.



				generally relevant to advancing ocean governance, marine spatial planning and blue economy in the region.
		Development of national ocean policies	Effective contribution to sustainable development climate resilient initiatives	<b><i>The project has served as a key contributor and cornerstone of future investment initiatives in tourism, conservation, fisheries and aquaculture, and marine pollution management.</i></b> Bank support via CROP could be regarded as a keystone, enabling project support from other donors. The ocean policies implemented by CROP has enforced the foundations for the establishment of other project investments and innovation partnerships. Large scale projects such as Unleashing the Blue Economy in the Caribbean (UBEC) and Grenada and Saint Vincent and the Grenadines DPFs focused on marine protected areas, were built upon the activities and achievements of CROP, seeking to complement and further consolidate these. For instance, UBEC represents a significant step up in deepening of the engagement with OECS and three member countries, St Lucia, St Vincent and the Grenadines and Grenada which would not have been possible with the groundwork and relationships built under CROP.
<b><u>Component 2:</u></b> Strengthening Knowledge and Capacity (US\$ 1.985 M)	Promote greater consideration of the ecosystem functions and services, which the ocean provides for OECS member states.	Expansion of Marine Data Aggregation and Analytic tools	Direct provision of spatially explicit information on countries' ecosystem service values, particularly relating to fisheries and nature-based tourism	<b><i>Bank support via CROP through marine data and geographic information system (GIS) mapping tools contributed to inform initiatives to manage ocean resources and improve ocean governance.</i></b> OECS countries hosts fish stocks and marine ecosystems of global significance, particularly those in the coastal and marine areas. The Caribbean Sea marine ecosystem has the highest number of regionally endemic species in the world (deep-sea lobster, Bahamas shawshark, Caribbean shawshark, Caribbean roughshark, marine turtles, regional fisheries, among others). Bank support through CROP provide more accessible and clear information about the delimitation of Exclusive Economic Zones (EEZ). This knowledge is currently aiding different initiatives to progressively increase the effectiveness of the management of coastal and marine spaces, especially those where endangered and threatened species live.  <b><i>Bank support via CROP have granted the foundations for establishing activities to reduce illegal, reported, and unregulated catches in the region.</i></b> The countries of the Caribbean depend on fishing activities for economic, social, and cultural reasons. Increasing fishing pressure has resulted in widespread over-exploitation and declining catches. Additionally, offshore resources tend to be highly migratory and difficult to monitor. Since many marine species are migratory, international cooperation is necessary to conserve populations from over-exploitation. The project, through the provision of spatial and analytic data, contribute to better monitor the catches in the region, and at the same time provide the international cooperation framework necessary to enforce it.
			Strengthened the conservation of marine and coastal ecosystems	<b><i>Bank support via CROP contributed to preserving and enhancing conservation of coastal and marine ecosystems through the incorporation of protected areas such as mangroves into spatial designs.</i></b> Spatial and GIS mapping help to better monitoring and regulate the use of protected areas to preserve the coastal ecosystems and species that live inside, such as mangroves. Nearly 880,200 hectares of the Caribbean' land mass is covered in mangroves and approximately 20% percent of the Caribbean



				population lives in low-lying coastal areas <sup>12</sup> which is highly vulnerable to storm surges and rising sea levels. In the context of climate change, for which OECS countries ranks 130 on the 2019 Global Climate Risk Index (CRI), mangroves have great relevance due to their capacity to protect against storms and sea level rise, making them indispensable for coastal communities in their fight against climate change.
			Effective development and fostering of economic activities in line with ocean conservation measures	<b><i>OECS's natural capital is substantial with solid comparative advantages. Adequate spatial mapping has contributed to trigger benefits in natural-capital dependent economic sectors.</i></b> For instance, OECS comparative advantage in tourism rests with its biodiversity and ocean assets. An estimation of the modeling exercises promoted by CROP suggests that across the combined CROP countries, coral reefs are generating an estimated US\$118 million annually through snorkelling and diving activities. This can also be expressed in terms of visitor numbers, with 83,000 overnight visitors and 60,000 cruise visitors choosing these islands for their on-reef activities. Similarly, natural values of the beaches in the CROP countries are estimated to be generating some combined total of US\$318 million of tourism expenditure annually with 143,000 overnight visitors and 565,000 cruise visitors who are attracted specifically to the pristine, natural aspects of the region's beaches. Awareness of this contribution of OECS's natural assets to the local economy helps decision-makers to effectively manage and maintain OECS countries' ocean natural values and foster economic activities, such as tourism.
		Access to educational content concerning the oceans, primarily via virtual approaches	Sensitize future and current decision-makers on marine and ocean conservation	<b><i>The project has promoted the sensibilization of future and current decision makers on marine and ocean conservation. These leaders are already making better decisions as part of the sensibilization process.</i></b> CROP delivered a broad range of education products on the blue economy and the Caribbean Sea including e-books, e-learning course, educational games, educational videos, among others. Virtual reality education tools were also developed, and form part of the regional literacy platform hosted by the OECS.  <b><i>Project initiatives were also targeted to schools to fill up the gap on knowledge and literacy about ocean resources in the Caribbean's Ocean industry.</i></b> Ocean industry in the Caribbean is among the fastest growing ocean industries globally, but there is a lack of ocean knowledge and awareness across the industry. CROP provided since early stages at school a close contact to information about the importance of the ocean and its resources. Education maps, virtual maps and other virtual education tools were developed and distributed to schools, from which 950 of them were delivered to reaching all primary schools in each participating country. Some of these students will take leadership roles in their countries and will be less likely to underestimate the value of the oceans and its resources in the future.
		Forge of investment and knowledge	Forge new partnerships to raise interest in	<b><i>Through the contribution of CROP Project, OECS has established key knowledge partnerships that should serve it into the future.</i></b> These include the Virtual Educa Global Alliance, United Kingdom's National Oceanographic Centre (NOC – European Space Agency's initiative), Norwegian Ministry of Foreign Affairs; and with the Food and Agricultural Organization of the United Nations (FAO) which

<sup>12</sup> IDB, 2017. Why Coastal Cities Need a Blue Urban Agenda [Blogpost]. Retrieved at: <https://blogs.iadb.org/caribbean-dev-trends/en/why-coastal-cities-need-a-blue-urban-agenda/#:~:text=Currently%20%25%20of%20the%20population,ten%20meters%20above%20sea%20level.>



		partnerships	investing in countries' transition to a blue economy	<p>worked closely with OECS in developing knowledge and awareness products on the blue economy. These alliances generate solid collaboration <i>liaisons</i> under well-defined regulations that ultimately contribute to finance mobilization, by attracting future investments and help a faster transition to a blue economy. At the same time, partnerships also provide benefits beyond finance such as the access to data and information that countries will not otherwise have on their own. Consequently, an increased capacity and knowledge of OECS countries will strengthen its capacity for ocean governance.</p> <p><b><i>The project was cornerstone in raising awareness among different stakeholders about the blue economy investment opportunities the region presents.</i></b> As an example, an Ocean Investment Roundtable took place as part of the Sustainable Development Movement (SDM 2020) event hosted by the OECS Commission, in September 2020 and a second roundtable was held in 2021. The SDM brought together decision-makers from across the OECS countries to engage on discussions on sustainable finance mechanisms for the blue economy and key challenges facing the sector. Two large scale ocean investment events were held through CROP initiatives with over 600 people participating.<sup>13</sup> Through these efforts, the project had facilitated the future mobilization of different sources of financing.</p>
			Aligning with international priorities to help countries' meet their international obligations and enhance participation in global environmental initiatives	<p><b><i>The CROP was in alignment with all relevant international and regional policies, conventions and other agreements which help countries meet their international commitments and enhance its participation into global initiatives.</i></b> This included in particular the United Nations Convention on the Law of the Sea, the United Nations Framework Convention on Climate Change, the International Maritime Organization (IMO) and the Convention on Biological Diversity. More significantly, the project was also policy aligned with the Convention for the Marine Protection and Development of the Marine Environment of the Wider Caribbean Region (known as the Cartagena Convention). The data tools and information provided by CROP prevents countries becoming mere signatories of the conventions and enhance their active participation, keeping better track of the status of their commitments and being able to comply.</p>

<sup>13</sup> Approximately 400 people attended the OECS Blue Economy Roundtable held as part of the OECS Sustainable Development Movement 2020 and 246 persons attended OECS Blue Economy Roundtable held as part of the OECS Sustainable Development Movement 2021.



46. **Design and Implementation Efficiency** was satisfactory as the research inputs at the design stage were thoroughly incorporated in project design and the project completed all tasks and achieved all targets. Implementation delays, particularly due to the COVID-19 pandemic, outside of OECS or the World Bank's control slowed implementation in the first year, reducing efficiency. However, given the project's effectiveness in providing high quality, well-consulted deliverables in a shorter timeframe than would likely have been achieved by the individual government administrations and OECS alone, the institutional level benefits, and substantial achievement of PDO, this cost is considered to represent good value for money. The project met and/or exceeded all indicators, and achieved them cost-efficiently, either at or below all estimated Component costs (see Project Financing, Annex 3). With regard to procurement or other activities that can sometimes contribute to inefficiencies in implementation, although there were some procurement delays, all activities were completed before the closing date and within the overall budget. The World Bank task team itself remained stable throughout the project. The Task Team Leader changed in the final year of the project, but the Project Management Unit (PMU) benefitted from continued strong relationships with other task team members and the handover between task team leaders was done with no disruption to project activities.

47. Compared to similar operations in Small Island Developing States, such as the Pacific region, design and implementation efficiency was strong. The project benefitted from the convening power of a well-resourced and respected regional body in the OECS Commission and common goals were clearly articulated in the project design. Project implementation was more cost-effective than, for example, the Pacific Regional Oceanscape Program (PROP), which due to limited capacity of the regional body, spent a considerable proportion of project financing (upwards of 20% of the overall budget) on national project management costs, in particular establishing Project Management Units for each country.

48. At the same time, there were factors throughout implementation that raised transaction costs resulting in some inefficiencies during certain periods of implementation, particularly the delay in recruiting the PMU. The small size of the PMU led to pressure on OECS colleagues and members of the Ocean Governance Team (OGT) to review high volumes of deliverables. The OGT members interviewed for this ICR noted that the sequencing of project activities could have been better phased to avoid this challenge. Delays in finalization of some deliverables may also have resulted in some missed opportunities for CROP to advance uptake across the region.

#### Overall Assessment of Efficiency and Rating

49. Efficiency has been rated '**Substantial**'. The administrative efficiency of the project was satisfactory as it completed all tasks and achieved all targets within budget. Implementation delays, such as the COVID-19 pandemic, outside of Government's and Bank's control, were readily addressed by the team. Given the OECS Commission's efficiency in delivering quality outputs and outcomes under budget, and achievement of the PDO, this cost is considered to represent good 'value for money'.

#### D. JUSTIFICATION OF OVERALL OUTCOME RATING

50. Based on the aforementioned assessment and ratings — relevance of the PDO rated as 'High', the efficacy of the PDO achievement rated as 'Substantial', and efficiency of the project rated as 'Substantial' — the overall outcome rating of the Project is rated as '**Satisfactory**'.



## E. OTHER OUTCOMES AND IMPACTS (IF ANY)

### Gender

51. **The project was not gender tagged but was intended to identify Project-relevant gaps between women and men, especially in light of country gaps identified through SRD and RPS (Gender tag objective 1 – PAD Datasheet).** Although specific gender targets were not established for CROP, some results indicators were gender disaggregated, including intermediate indicators 1.1 “Share of stakeholder groups participating in consultations” and 2.1 “Decision makers sensitized on how to transition to the Blue Economy”.

52. **The participatory approach to stakeholder engagement and focus on gender considerations, along with stakeholder empowerment were at the heart of the project design.** This strong focus on adopting a participatory approach was to ensure all voices were heard, including those of women, and that measures to protect citizen interests were reflected in the marine spatial designs. The principles of gender equality and inclusivity laid out in the ECROP were applied in the national ocean policies and marine spatial plans prepared by CROP. Special efforts were made by the OECS Commission to engage stakeholders in the manner most appropriate to each group. For example, Kalinago indigenous peoples were consulted separately through the Chief and Council, as it was established that the Kalinago prefer to be consulted in this manner.

53. The CROP mid-term review (MTR) recommended that the OECS Commission ensure it considers the different needs and challenges faced by women and men, and identifies the specific measures required to secure and enhance the livelihoods of women and ensure that women and men will be the drivers of implementation, particularly in relation to sub-component 1.1: preparation of marine spatial plans. Stakeholders interviewed observed significant efforts made by the OECS Commission to ensure gender issues were addressed in all CROP-supported plans and reports and that gender parity was achieved at nearly all stakeholder sessions, with the exception of some private sector or industry sessions. The composition of the OGT, the intergovernmental project leadership and steering body, was overwhelmingly male due to fewer women being senior officials at relevant Government Ministries and the OECS Commission. To help address this imbalance, the UBEC Project is designed to specifically invest in supporting expansion of women-owned and managed businesses in the blue economy through roll out of a regional Micro, Small and Medium Enterprise (MSME) matching grants program.

### Institutional Strengthening

54. **Project Portal and other institutional tools adopted by OECS.** The Project supported the development of an OECS Commission internal project portal to include project implementation data related to financial management, in-kind contribution, procurement, lessons learned, and grievances. This portal is available for other projects under the jurisdiction of the OECS Commission and puts the OECS Commission in a position of leadership for project implementation. Similarly, through CROP, the Commission has recognized the importance of having a Grievance Redress Mechanism for all grievances, not only those related to externally financed projects. It has built on the mechanism used for CROP and established a mechanism for all OECS-related grievances.<sup>14</sup> OECS has also indicated it may invest in expansion of the CROP-supported Learning Platform. This platform houses educational material developed under Component 2 and can be shared and used by stakeholders as a self-learning platform.

55. **Participatory approach.** The Project embedded a strong focus on, and procedures for, ensuring broad-based, inclusive participation in future projects. The processes for stakeholder engagement and participatory approach principles were described at a level of granularity rarely seen in other projects, and the approach of tracking broad-



based participation of under-represented groups through the results framework could serve as a model to other OECS and Caribbean national projects.

### Mobilizing Private Sector Financing

56. The project had a dedicated subcomponent to facilitate mobilization of additional sources of financing, particularly from the private sector, for the implementation of the CMSPs. Towards this goal, an Ocean Investment Roundtable took place as part Sustainable Development Movement (SDM 2020) event hosted by the OECS Commission, in September 2020, and a second roundtable was held in 2021. The SDM brought together decision makers from across the OECS region to discuss sustainable financing mechanisms for the blue economy. Although no private sector investments in the OECS region can be directly attributed to the Project, the roundtables and other events have raised awareness among the private sector of viable blue economy investment opportunities the region presents.

### Poverty Reduction and Shared Prosperity

57. Due to the COVID-19 pandemic, poverty rose during the latter half of the project,<sup>15</sup> but the groundwork laid by CROP has helped ensure that future ocean development expands economic output, creates jobs, reduces poverty, and builds local skills while conserving marine and coastal resources.

### Other Outcomes and Impacts

58. **The follow-on UBEC Project was approved by the World Bank Board of Executive Directors on May 2, 2022, and reflects the strong buy-in of OECS and its member countries to continue investing in expansion of the region's blue economy.** The US\$60 million IDA and PROBLUE-financed UBEC Project represents a significant step up in budget envelope, complexity and deepening of the engagement with the OECS member countries, and would not have been possible with the groundwork established and relationships built by CROP. UBEC reflects a clear commitment to significantly scale up blue economy investments in the region, beginning in Phase I (FY22) with Grenada, Saint Lucia, Saint Vincent and the Grenadines and the OECS Commission. UBEC is a direct result of the success of CROP to foment realization of the Blue Economy in the Eastern Caribbean.

59. **CROP benefitted OECS member states beyond those directly participating in the project,** as they applied the knowledge generated from the project's outputs to inform their own blue economy plans.

60. **CROP was also a catalytic force to leverage new partnerships and finance** including directly with the governments of Norway and FAO. A Grant Agreement with the Government of Norway to implement a project on marine litter includes implementation of a public awareness campaign to sensitize the OECS citizenry on the impacts of waste, including plastics and polystyrene foam on the health of marine environment and resources therein; and promotes the concept of a circular and blue economy. This is a parallel project and partnership to complement the work developed under CROP and other related initiatives. A partnership with FAO for development of communication products on the blue economy was also established in 2019 building on the success of CROP.

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<sup>14</sup> <https://oeecs.org/grievance-redress>

<sup>15</sup> Based on figures in UBEC PAD.



### III. KEY FACTORS THAT AFFECTED IMPLEMENTATION AND OUTCOME

#### A. KEY FACTORS DURING PREPARATION

61. **Depth of background analysis and appropriate selection of stakeholders.** The project design followed extensive research and consultation through Bank-executed technical assistance. Experts from different global practices across the World Bank (ENB, Water, and SURR) contributed to the different analytical products. The products delivered also benefited from the relationship with key partners including the OECS Commission, the Caribbean Community (CARICOM), GEF, Commonwealth Secretariat (CS), and TNC. Consequently, based on sound preparatory work and stakeholder consultations, the components were deemed appropriate. The longstanding relationship with OECS and its partners and extensive analysis provided sufficient depth of knowledge of context and familiarity with the operating environment to ensure appropriate selection of stakeholders and beneficiary groups to target.

62. **Consultation on design.** The task team conducted extensive stakeholder consultations and dialogue to communicate the proposed CROP objectives and approach to ensure all stakeholders could provide inputs to improved design. Consultations covered five countries and included the private sector, government officials, academia, fisheries organizations, indigenous communities, and civil society groups. Meetings were also conducted with the Commission's Ocean Governance focal points (later referred to in this document as the OGT) from the five countries, and with relevant staff in regional organizations such as Caribbean Regional Fisheries Mechanism (CRFM), CLME+ Project, Caribbean Network of Fisherfolk Organizations (CNFO), CBF, Sustainable Grenadines Inc., Caribbean Natural Resources Institute (CANARI), Waitt Institute, the University of the West Indies-Centre for Resource Management and Environmental Studies (UWI-CERMES), and TNC. These consultations were guided by questionnaires and surveys to help focus the discussions. The project design team also consulted the Intergovernmental Oceanographic Commission of the United Nations Educational, Scientific and Cultural Organization (IOC-UNESCO) MSP platform to incorporate best practice.

63. **Realistic objectives and simplicity of design.** The extensive consultations and research that informed the scope of the CROP led to a simple, clearly structured design with realistic objectives. Some interviewees suggested that the design would have benefitted from a longer timeframe or fewer activities. However, the project fully completed all deliverables by closure, suggesting that the level of ambition was well calibrated.

64. **Readiness for implementation and timeframe.** The project may have benefitted from a Project Preparation Advance to facilitate early implementation and upstream establishment of the PMU. This lesson has been applied to the subsequent UBEC project.

65. **The results framework included indicators that were aligned with operational objectives, had clear baseline and appropriate targets.** However, the chosen indicators, particularly at the PDO level, measured outputs rather than outcomes, and how meeting indicator targets contributed to achievement of the PDO was not always clearly articulated. Nonetheless, monitoring was comprehensive throughout project implementation. The chosen indicators were suitable to the operating context in that data was simple to collect, did not require specialist expertise and was manageable for the small PMU to keep current.

66. **Risks were appropriately identified at design and mitigation measures were appropriate.** The substantial risks identified at design were weak institutional capacity for implementation and sustainability, stakeholder engagement and fiduciary risk during transition to the recently introduced Procurement Policy and Regulations. Mitigation measures were appropriate and included providing Bank-executed technical assistance to the OECS Commission



through the Project itself along with support from the World Bank.

## B. KEY FACTORS DURING IMPLEMENTATION

### *(i) Factors subject to control of the government and/or implementing agencies*

67. **The project benefited from a strong commitment and leadership of OECS senior management and Caribbean stakeholders.** The OGT, comprised of senior officials from national Government marine/fisheries ministries, played a significant role in project governance and oversight of quality deliverables. The project also benefited from the continued tenure of senior OECS management and Caribbean national government officials who were present throughout the project's implementation and able to articulate and maintain the project's vision.

68. **Implementation arrangements.** The project was led by a small PMU supported by existing OECS staff, particularly fiduciary staff, taking on project roles in addition to their regular duties. Despite its small size, the Project benefitted from a strong Project Coordinator, who remained throughout the life of the project and was sufficiently experienced to manage relationships between project beneficiaries, national governments, the OECS Commission and consultants. However, some interviewees noted that more consideration of the small number of people playing multiple roles in small island developing states could have been taken into account in terms of project design, placing less of a burden on a small group of staff and officials.

69. **Sequencing of implementation.** The project fully achieved all results indicators and completed all deliverables but could have benefitted from clearer communication of the overall implementation strategy and project delivery timeline. Based on comments from interviews with OGT members, the number of distinct activities could have been reduced and how they built on each other and inter-related could have been more clearly communicated. A significant amount of time from OGT members was required for reviewing and participating in project activities, in addition to attending to their primary professional responsibilities, so better coordination of deliverables to avoid peak times or clashes with other activities could have been improved.

70. **Creative use of technology to ensure continued stakeholder engagement.** The project was designed on a foundation of strong, in-person stakeholder engagement and capacity building efforts. Component 1 required substantial consultation to ensure quality marine spatial plans and coastal master plans and Component 2 relied on outreach to assemble ocean governance data and deliver capacity building efforts. The COVID-19 pandemic had the potential to derail these efforts. However, the OECS Commission made use of creative means to ensure continued engagement beyond traditional video conferencing. Efforts were made to use innovative tools such as VFairs (an online virtual event platform), social media, apps, videos, games and online engagements to deliver key messages and continue to engage.

### *(ii) Factors subject to World Bank control*

71. **Adequacy of supervision.** The World Bank took proactive steps at several stages of the project, including providing advice and support to the PMU in adapting its stakeholder engagement strategy in response to the COVID-19 pandemic, addressing MTR findings and providing examples of good practice from other sectors and regions as required. Support was provided to the PMU to ensure adequate monitoring and to help determine alternative pathways to complete key deliverables to accommodate COVID's related travel restrictions and achieve the targeted outcomes. Implementation benefited from the support of capable and experienced task team. However, it may have benefitted from task team in-country presence given that the suspension of mission travel meant significantly less in-person support. Nonetheless, the task team provided timely support and taking proactive steps to address challenges



through the project's implementation. There was a change of Task Team Leader toward the end of the project, but the handover was smooth and rapport with the client was swiftly established.

72. **Adequacy of reporting.** Project reporting was timely, thorough and accurate. Implementation Status and Results reports (ISRs), progress reports and Aide Memories described the issues encountered in sufficient detail, and urgent issues were promptly brought to management's attention, such as delays in establishment of National Ocean Governance Committees (NOGCs) and COVID-19 impact on supply and delivery of goods.

*(iii) Factors outside the control of government and/or implementing agencies*

73. **The emergence of the COVID-19 pandemic presented an important factor outside of the OECS Commission's control.** Faced with the prospect of the spread of the disease, travel restrictions were put in place, adversely affecting implementation. COVID-19-related restrictions across the Caribbean, which began to be implemented in March of 2020, impeded in person outreach and communication of project outputs, although the World Bank and PMU made concerted efforts to find alternate channels, including a virtual "Lessons Learned" meeting in November 2021 with 131 stakeholders and through websites and virtual training tools. Tracking of PDO indicators was not reliant on in-person surveys so results monitoring was able to continue despite the pandemic.

#### IV. BANK PERFORMANCE, COMPLIANCE ISSUES, AND RISK TO DEVELOPMENT OUTCOME

##### A. QUALITY OF MONITORING AND EVALUATION (M&E)

###### M&E Design

74. **The monitoring and reporting systems, procedures and instruments used by the project allowed for effective tracking of project implementation, but the PDO indicators could have been articulated in a way that was less output-oriented and more directly demonstrated achievement of the PDO.** A theory of change analysis at design may have helped to make the connection more clearly between the PDO, outcomes and indicators. This was not articulated in the PAD as it was not mandatory at the time of design.

75. The chosen indicators were well-suited to the context in terms of clarity, adequate institutional set-up and capacity to support collection of the required data and a clear causal connection with the country, OECS and regional strategic context. However, without the connection to the outcomes in the PDO, it is difficult to directly measure achievement of the PDO. With regard to attribution, the policies, plans and knowledge products developed under CROP contributed to "strengthened ocean governance and coastal and marine spatial planning in the participating countries" and to the blue economy agenda overall.

###### M&E Implementation

76. Throughout implementation, the Commission provided the Bank with quarterly reports that gave a complete picture of implementation progress, including progress against indicators. In addition to ISR reporting on implementation status biannually, the World Bank was in regular contact and received frequent updates from the PMU on the status of implementation across each country. These reports were also provided to the OGT to inform higher-level coordination and decision making. A Lessons Learned workshop was convened toward the end of the project (November 2021) with 131 participants to discuss lessons from a diverse range of stakeholders (including OECS



and Government officials, PMU, civil society representatives, consultants who worked on all deliverables) and consider steps to ensure sustainability of outcomes.

### M&E Utilization

77. **The information from the M&E process has been utilized by the World Bank, project management, and decision-makers to monitor progress, identify issues regarding implementation progress.** The stakeholders participating in these consultations were disaggregated by gender, and groupings by community, academia, private sector, public sector, non-governmental organizations, and indigenous peoples helped ensure adequate representation. The M&E data collected regularly, as well as from the MTR, and lessons captured by the Bank-executed program of technical assistance informed design of the follow-on UBEC Project.

### Justification of Overall Rating of Quality of M&E

#### Rating: Modest

78. **The M&E system was satisfactorily implemented but the design could have had a stronger connection to the PDO.** The indicators were realistic, achievable and suited to the context of a setting with limited human resources to conduct M&E activities. However, the three PDO outcome indicators measured outputs and were insufficient to measure achievement of the PDO. The utilization of M&E data was effective for project monitoring, coordination, and reporting purposes, and informed the follow-on UBEC Project. The UBEC Project refined its own results framework and Theory of Change based on lessons learned from CROP. Significant effort was invested by the PMU, task team and OGT to track progress and adjust sequencing of activities to ensure targets were achieved. CROP either met or surpassed all targets established in the PDO and intermediate level results indicators.

## B. ENVIRONMENTAL, SOCIAL, AND FIDUCIARY COMPLIANCE

79. **Safeguards:** This is a Category B project that triggered OP/BP 4.01 Environmental Assessment, OP/BP 4.04 Natural Habitats, OP/BP 4.10 Indigenous Peoples, OP/BP 4.12 Involuntary Resettlement and OP/BP 4.36 Forests. The project's environmental and social (E&S) performance during implementation is rated as Satisfactory.

80. An Indigenous Peoples Planning Framework (IPPF) for the Kalinago territory in Dominica, a Resettlement Policy Framework (RPF), and a Process Framework (PF) were prepared for the project. While no impact on livelihoods during project implementation was anticipated, the RPF and the PF outlined the process and tools by which stakeholders, particularly those at risk of potential disruption to livelihoods, would be actively engaged during the coastal and marine planning process. A Strategic Environmental and Social Assessment (SESA) was carried out which informed the Marine Spatial Planning Process and had the buy-in of stakeholders from the participating countries and regional entities.

81. The project has no outstanding environmental and social issues. All instruments produced under the Project were consulted and disclosed. Environmental and social considerations including climate change aspects were considered during the development of guidelines and national regulations. The project has met the target with respect to categories of stakeholders consulted and exceeded the target with respect to engagement with decision makers. Key stakeholders were government officials, private sector, academia, fisher organizations, indigenous communities, and civil society groups. It also had success with consultation with the Kalinagos in Dominica. A Grievance Redress Mechanism was available during project implementation and was widely promoted. No grievance was received.

82. **Financial Management:** The OECS Commission is experienced in implementing World Bank-financed projects and maintained satisfactory financial management performance throughout project life. Except for slight delays during



the year 2020 due to the impact of COVID-19, Project Interim Financial Reports (IFR) were consistently submitted on time. The Project's last IFR for the period ended December 31, 2021, including payments during the grace period, was delivered by the due date of February 14, 2022. Project audit reports were submitted on time for the period ended June 30, 2021. The Project's final audit report was delivered by the April 30, 2022 deadline.

83. **Procurement:** Procurement had an overall satisfactory performance. Most of the activities in the procurement plan were completed. The OECS Commission dedicated a procurement officer to the project with satisfactory performance. Issues encountered with having the procurement plan in STEP and updating it regularly, were addressed by the procurement officer. As part of the fiduciary responsibility of the World Bank, the Bank conducted the review of contracts subject to post review for the period January 2019 to January 2020. The objective of the review was to verify the procurement and contracting procedures and processes followed by the project and identify noncompliance with the agreed provisions of the legal agreement and applicable regulation and to follow up on issues identified in previous mission, as well as to identify mitigation measures or remedies to correct procurement deficiencies and recommend them to the borrower and its executing agency. The contracts under the post-review were found in compliance with the procedures agreed with the Bank. All contracts were in the approved procurement plan; all the documents duly signed; adequate competition ensured for the applicable procurement/selection method; and there were no complaints under the contracts reviewed. No irregularities have been identified. Project Procurement Risk was Low and procurement performance was assessed as Satisfactory.

## C. BANK PERFORMANCE

### Quality at Entry

84. **The Project was designed based on a solid analytical base, backed by targeted background studies for the region, and lessons learned from similar operations in the Caribbean and other regions.** The World Bank team engaged in broad stakeholder consultations, and Bank-executed research and technical assistance in preparing the project, which ensured the project design's relevance and a strategic approach that was aligned with OECS and government priorities. In particular, findings and recommendations from the World Bank report "Toward a Blue Economy: A Promise for Sustainable Growth in the Caribbean" suggested that integrated policy packages are necessary for sustainable development of countries' ocean space and long-term growth from their ocean economies, and offered an approach for consideration by decision-makers to serve as a guide in enabling a transition toward a Caribbean blue economy. This was important to articulating the issues to be addressed, proposing a way forward that ensured the project relevance and approach was aligned with OECS, regional and national government priorities. For a small project, it benefitted from this opportunity for extensive research and consultations to inform the project design.

85. **The project built on a solid relationship with OECS counterparts developed during preparation.** This was a key strength that led to OECS and national government support for the follow-on UBEC Project. The PMU was small and several functions such as procurement were taken on by existing OECS staff. Measures to mitigate the project's risks were incorporated into the design including non-lending technical assistance that was provided to the OECS Commission to address the "institutional capacity for implementation and sustainability" risk which was rated substantial. Extensive efforts were made to ensure transparent processes and a participatory approach to maximize citizen engagement in response to the substantial stakeholder risk.



## Quality of Supervision

86. **The World Bank team was proactive in addressing issues raised at mid-term review, issues arising in response to the COVID-19 pandemic and throughout the project.** Accurate and timely advice was provided by OECS to support satisfactory implementation of the project. Regular interactions have taken place with the OECS Commission to identify challenges and to address them as they arose, such as adapting implementation in response to COVID-19 on the ability to conduct face-to-face consultations and providing examples of good practice knowledge platforms to inform Component 2 activities. Advice and supervision focused on overcoming delays and obstacles to maintain the implementation schedule and achieve project objectives.

87. **Project ratings and details in the ISR reports were candid.** Progress toward achievement of the PDO was consistently rated 'Satisfactory' throughout implementation (in 8 out of 8 Implementation Status & Results Reports (ISRs)). The ISRs, progress reports and Aide Memories described the issues encountered in sufficient detail, and urgent issues were promptly brought to management's attention. The Bank provided ongoing implementation support on issues throughout implementation as well as training such as the intergovernmental project leadership/steering body Tracking of Exchanges in Procurement (STEP) training and troubleshooting. The project has also benefited from the consistent vision and commitment to the project's objective and underlying assumptions across the task team.

## Justification of Overall Rating of Bank Performance

### Rating: Satisfactory

88. Based on the quality of World Bank performance at entry and at supervision, the overall rating of World Bank performance is '**Satisfactory**'. The task team incorporated a large amount of evidence, from the earlier Bank-executed research as well as broad consultations with national government, OECS and community-level input into project design. This translated to the high relevance of objectives, appropriate strategic direction, and risk-mitigating measures. The team was also active in identifying problems and issues and in working with the PMU to try and resolve them. Implementation delays occurred primarily due to limited staffing in the PMU and slow recruitment of PMU staff. COVID-19 impacted face to face consultation and training. However, the PMU with the support of the task team found virtual methods to achieve planned training and meetings. The team has provided adequate support to the OECS in navigating these obstacles and bringing the project to successful completion.

## D. RISK TO DEVELOPMENT OUTCOME

89. **The principal risk to development outcome at closure is the sustainability beyond project closure of institutional uptake of the marine spatial plans, coastal master plans and national ocean policies produced under Component 1, and of citizen knowledge and capacity building efforts under Component 2, which is rated substantial.** For Component 1, there appears to be strong institutional uptake evidenced by interviewees referring to recent edits and updates to these documents (post-closure), which suggests the participating governments and OECS have taken ownership and will continue to do so going forward.

90. For Component 2, while there was a significant effort to promote uptake, it remains unclear the extent to which additional uptake of the Project generated knowledge resources will take place going forward. These trainings and workshops were generally well received by those who attended. For instance, when there was a training delivered by TNC in May 2019 to help participants understand ecosystem services and integrating them into CMP and MSP, the final report highlighted that the majority of the survey respondents could better understand the ecosystem services and methodologies around MOW models after the workshop. Similarly, the survey conducted for the Blue Economy



Investment Forum revealed that most of the participants found the event useful, and they were able to apply the discussions to their tasks. The OECS Commission continues to promote uptake activities through targeted engagement of different sectors and the knowledge sharing platforms set up under CROP. Currently, the OECS Commission is in charge of monitoring and operating online platforms including Ocean Explorer app, OECS Academy and Ocean Explorer Board Game.

91. **A contributing factor is the limited institutional capacity in small island states in which, as several interviewees indicated, civil servants play multiple roles and can be overstretched.** This was identified as a substantial risk at design, and this was a focus of implementation support missions. To help address this, Bank-executed Technical Assistance was also provided to the OECS Commission.

92. **The COVID-19 pandemic had an impact on outreach and the ability to consult in person,** but the project was well advanced by the time the pandemic occurred and the project team should be commended for the broad range of creative alternative means of communication used to ensure the project still met its stakeholder outreach and consultation objectives.

## **V. LESSONS AND RECOMMENDATIONS**

93. **Conducting stakeholder consultations early on during the project cycle and reflecting their inputs was vital to successful project implementation.** During interviews with the OGT in November 2021, many expressed their appreciation and usefulness of such meetings as they were engaged early on during the project cycle. Having these consultations from the early stages of the project helped the project team get full buy-in and endorsement on policies and secure ample time to address opportunities, challenges and concerns throughout the project life. Moreover, it is important to ensure that the stakeholder inputs are reflected in the final outputs of the project. One participating government found it necessary to conduct further consultations as not all stakeholders' views were adequately reflected in the first iteration of its Coastal Master Plan. As such, stakeholders should not only be involved from the beginning of the project design but should be encouraged to actively explore ways to improve and successfully implement the project and leaders should monitor and review progress to ensure stakeholders' inputs are incorporated during implementation.

94. **Ensuring well-balanced representation of stakeholders is key to strengthening ocean governance.** Approximately 1,800 stakeholders from communities, academia, private sector, public sector, NGO and indigenous peoples were engaged in consultations, webinars, meetings and events under CROP. Despite this effort of engaging various groups to ensure all stakeholders benefit from the project deliverables, private sector participation was relatively low with only 13 percent as at August 2021. The event timing may have negatively impacted their participation which took place during working hours. In addition, client evaluation reports indicated that representation of women in the blue economy industries and at the institutional level was also low compared to male representatives. Traditionally, marine and maritime management careers are mostly filled by men and has impacted the disparity in the gender representation of stakeholders. As ensuring a well-balanced representation of stakeholders is essential in bringing powerful voices and visibility to achieving integrated blue economy in the region, OGT and OECS Commission's proactive follow up and outreach could have played a strong role to secure well-balanced consultation groups throughout implementation. To address this issue, segregating the roles of project manager and technical support, and allocating more full-time persons should be considered in future projects.

95. **Communication strategy plays a pivotal role in promoting blue economy concept and helps shape a common**



**vision and goals of the project amongst all relevant target groups.** The MTR pointed out the importance of developing a comprehensive communication strategy. In response to this finding, the PMU developed a communication strategy and expanded its outreach significantly.<sup>16</sup> If this mechanism had been established early on, it might have helped promote wider awareness of blue economy and CROP's objectives to senior policy makers, private sector and the general public. Since the blue economy concept is relatively new to many stakeholders, having this communication strategy early on could lessen the risk of leading to diverging interpretations and shape a collective vision from the beginning of the project.

96. **Institutional buy-in is critical to ensure the sustainability of the coastal marine spatial plans and other initiatives on blue economy.** Ensuring wide buy-in and support from the institutions and broader stakeholder community is very important as it has a significant impact on the effectiveness and efficiency of project implementation. To obtain the right level of support, the institutions and decision makers must have a clear vision and expected outcomes of CROP deliverables. For this, concise summaries of Coastal Master Plan and the Marine Spatial Plans would have been helpful for decision makers to capture the key information, accompanied by in-depth analysis for technical staff. Achieving buy-in and endorsement of the coastal marine spatial plans and other initiatives of blue economy were critical factors in sustaining the project. With this effort, CROP was able to set foundations for the UBEC project to lead the next chapter of expanding blue growth in the region.

97. **Data management has a significant impact on the quality and overall implementation of the project.** Some members of the OGT emphasized the importance and need to establish a centralized data storing system for countries to have access to consistent data. They noted in the early stages of the Project, that data were not always updated and stored in one place, which led to occasional inconsistency in reporting. It is critical to establish a centralized data storage, which should be well maintained and regularly updated by designated official or personnel.

98. **PMU's adaptative management skills during emergency situations are vital in delivering projects with minimal disruption.** COVID-19 was an unforeseen shock during the project cycle. However, the PMU's prompt responsiveness helped to sustain delivery of project outputs. The client's innovative approach to keep the momentum of engaging with stakeholders and increasing awareness of CROP was commendable. They entered into a contract with a virtual conferencing tool Vfairs in 2021 to convert all meetings to virtual settings, utilized Facebook live streaming, radio talk shows, television interviews and other social media to ensure they remained connected with the community. It was an important lesson learned that the PMU's agile management during these unforeseen circumstances is critical for the success of the project, and an early discussion contingency planning should be held in the initial phases of projects.

99. **Local presence of engaged focal point is key to support and facilitate the implementation of the project.** OGT members highlighted the importance of hiring local consultants where possible as they experienced challenges with some international consultants less familiar with the local culture, process and procedures and they found this to be a critical factor impacting the delivery of the project. Likewise, having the local and consistent presence of the focal points helps carry out the project more efficiently because focal points have the most up to date country-specific information relevant to the project, but also can enable active sharing of knowledge and faster communication amongst constituencies.

100. **M&E design improvements.** The acknowledged shortcomings in the M&E design of CROP have been addressed

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<sup>16</sup> According to the client's final evaluation report, 100 posts were shared on social media such as Facebook, Twitter, LinkedIn, Instagram and You Tube during the period of June 2020 to August 2021. This was estimated to have reached over 100,000 individuals and recorded to trigger 2,658 interactions across all OECS social media platforms.



in the UBEC Project by strengthening the connection between the indicators and PDO in the Theory of Change and reframing the results framework to focus on outcomes, rather than outputs.

101. **Successful projects lead to new opportunities and leverage the outcomes achieved.** CROP built a foundation to scale up ocean governance and blue economy investments in the region. The forthcoming \$60 million IDA and PROBLUE-financed UBEC Project has applied the lessons learned from CROP and aims to undertake regional-level activities to address transboundary issues such as fisheries, marine litter, and climate resilience. Achievements of CROP have underpinned this next project to expand the momentum of blue growth and advance the creation of a vibrant blue economy in the Eastern Caribbean.



## ANNEX 1. RESULTS FRAMEWORK AND KEY OUTPUTS

### A. RESULTS INDICATORS

#### A.1 PDO Indicators

**Objective/Outcome:** Strengthen ocean governance

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Marine spatial plans (a) developed in a participatory manner.	Number	0.00 18-Oct-2017	6.00 31-Dec-2021		6.00 31-Dec-2021

**Comments (achievements against targets):**

**Target Met:**

Five National Marine Spatial Plans developed in a participatory manner (Dominica; Grenada; St. Lucia; St. Kitts and Nevis; and, St. Vincent and the Grenadines)

The Regional MSP Framework developed.

All plans include an annexed list of persons and agencies engaged during the MSP process.



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Marine spatial plans (b) endorsed at ministerial level by participating member states, and by the OECS Commission.	Number	0.00 18-Oct-2017	6.00 31-Dec-2021		6.00 31-Dec-2021
<p><b>Comments (achievements against targets):</b></p> <p><b>Target Met:</b></p> <p>Five National Marine Spatial Plans endorsed (Dominica; Grenada; St. Lucia; St. Kitts and Nevis; and, St. Vincent and the Grenadines).</p> <p>Each country provided a letter of endorsement, including stating that the CMSPs were prepared using a participatory manner.</p> <p>On September 20, 2021 the OECS Commission, through its Ocean Governance Unit accepted and endorsed the Regional MSP Framework.</p>					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Coastal master plans (a) developed in a participatory manner.	Number	1.00 18-Oct-2017	5.00 31-Dec-2021		5.00 31-Dec-2021
<p><b>Comments (achievements against targets):</b></p> <p><b>Target Met:</b></p>					



Five National Coastal Master Plans developed in participatory manner (Dominica; Grenada; St. Lucia; St. Kitts and Nevis; and, St. Vincent and the Grenadines).

A regional validation meeting with stakeholders from each of the participating countries was held on February 26, 2021.

All plans include an annexed list of persons and agencies engaged during the MSP process.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Coastal master plans (b) endorsed at ministerial level by participating member states.	Number	1.00 18-Oct-2017	5.00 31-Dec-2021		5.00 31-Dec-2021

**Comments (achievements against targets):**

**Target Met:**

Five National Coastal Master Plans endorsed (Dominica; Grenada; St. Lucia; St. Kitts and Nevis; and, St. Vincent and the Grenadines).

Letters of endorsement have been received from all the countries.

**Objective/Outcome:** Strengthen knowledge and capacity

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
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Improved OECS ocean data coverage and access to ocean education on existing platforms.	Yes/No	No 18-Oct-2017	Yes 31-Dec-2021		Yes 31-Dec-2021
<p><b>Comments (achievements against targets):</b></p> <p><b>Target Met:</b></p> <p>Under CROP 1.1, the following data was procured and included in marine spatial planning:</p> <ul style="list-style-type: none"> <li>• Hotel data (type, location)</li> <li>• Ship density data</li> <li>• Bathymetry</li> </ul> <p>Under component 2.1: Ocean Data Coverage – Interactive maps are available in the TNC’s Mapping Ocean Wealth Platform and crossed referenced within the World Bank’s spatial planning tools and applications.</p> <p>Ocean Education – several knowledge products have been prepared and disseminated, including:</p> <ul style="list-style-type: none"> <li>• Output 4: Enhanced map of coral reefs for recreation and tourism.</li> <li>• Output 5: Enhanced map of coral reef fisheries’ value.</li> <li>• Output 6: New model and map of the distribution and value of recreational fishing (local and tourist).</li> <li>• Output 7: New model and map for the region of the beaches and vistas dependent on natural marine assets.</li> </ul> <p>Under component 2.2: Ocean Education – several knowledge products have been prepared and disseminated. [see intermediate indicator 2.3]</p>					

**A.2 Intermediate Results Indicators****Component:** Strengthen ocean governance

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
1.1- Share of stakeholder groups participating in consultations	Percentage	0.00 18-Oct-2017	90.00 31-Dec-2021		100.00 31-Dec-2021

**Comments (achievements against targets):****Target Met****Community:** 110 (7.65%)**Academia:** 229 (20.81%)**Private Sector:** 181 (12.60%)**Public Sector:** 731 (50.87%)**NGO:** 76 (5.27%)**Indigenous people:** 40 (2.78%)**Male:** 791 (55.05%)**Female:** 646 (44.95%)

Notably, a greater number of persons have been reached via webinars, online seminars, social media messages, radio and television interviews, among other mass media approaches. Of note is that approximately **400** persons attended the OECS Blue Economy Roundtable held as part of the OECS Sustainable Development Movement 2020 and **246** persons attended OECS Blue Economy Roundtable held as part of the OECS Sustainable Development



Movement 2021. Moreover, **131** persons participated in the CROP Closeout seminar held November 11, 2021. Each country achieved 100% of stakeholder groups participating in consultations.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
1.2 - Coordinating bodies formed and actively oversee the development of the national and regional level marine and coastal spatial plans	Number	1.00 18-Oct-2017	6.00 31-Dec-2021		6.00 31-Dec-2021

**Comments (achievements against targets):**

**Target Met:**

On June 19, 2018 Saint Lucia informed that the Cabinet of Ministers has approved the expansion of the Coastal Zone Management Advisory Committee to include matters relating to ocean governance. As such, this committee has been renamed NOGC. In January 2019, the Cabinet of Ministers in St Vincent and the Grenadines approved the establishment of an NOGC.

The institutions on the Grenada committee were approved by Cabinet in a submission sent to Cabinet in 2020. Nominated persons from each institution were solicited and follow up has resulted in all but the Ministry of Finance representatives put forward. Follow up with this Ministry by the OECS ESD national focal point is ongoing to complete the compliment of the committee members submission to the Cabinet as a necessary step prior to the first meeting being scheduled. The draft submission of the names has been prepared and awaits the final input from Ministry of Finance.

Letter dated February 23, 2021 Dominica confirmed establishment of a CMSP Coordinating Body. By way of letter received February 25, 2021, St Kitts and Nevis confirmed establishment of its CMSP Coordinating Body.



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
1.3 National policies developed in support of ocean governance.	Number	3.00 18-Oct-2017	5.00 31-Dec-2021		5.00 31-Dec-2021
<p><b>Comments (achievements against targets):</b></p> <p><b>Target Met:</b></p> <p>National Ocean Policies and strategies were prepared for Dominica, Grenada, and Saint Lucia. The draft national policy and strategies for St Kitts and Nevis, St Vincent and the Grenadines Ocean Policy were revised. The Eastern Caribbean Region Ocean Policy and Strategic Action Plan was reviewed, updated and aligned with the SDG 2030 agenda.</p> <p>The CROP also developed OECS model legislation on blue economy areas (fisheries, and pollution).</p>					
<b>Component:</b> Strengthen knowledge and capacity					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
2.1 - Decision makers sensitized on how to transition to the Blue Economy.	Number	0.00 18-Oct-2017	75.00 31-Dec-2021		93.00 31-Dec-2021
<b>Comments (achievements against targets):</b>					



### Target Met:

Decision makers include officials from Offices of the Prime Minister; OECS Ambassadors; Head/Chiefs of Government Departments/Divisions; and Ministers and Permanent Secretaries of ministries with responsibility for fisheries, sustainable development, economic development, physical planning, security, climate change, natural resources, health, maritime affairs/administration, legal affairs, energy, finance, ports, customs and excise, tourism, waste management, education, social transformation.

During inception meetings held March-July 2018 meetings were held with some permanent secretaries, OECS ambassadors, Chiefs to inform on the CROP and Blue Economy matters. Some decision makers were also present at the national MSP seminars. Further,

issues related to CROP were on the agenda of the COMES and OECS Authority at their annual meetings in 2018 and again planned for 2019 meetings.

A webinar on Blue Economy for the OECS was prepared under CROP 2.2 and aired at the 7th Meeting of the Council of Ministers of Environmental Sustainability

Blue Economy RoundTable – Chair and key Speakers (GND and SVG ministers)

High level meetings were held (February-March, 2021) to review draft CMSPs

COMES 2021, (May 20-21, 2021: 15 from CROP countries were present at Minister, PS and Head of Department level)

Model legislation discussion held on June 29, 2021 – PS from DOM.

Meeting of the OECS Authority (June 19, 2021): from CROP countries 11 were present (5 Prime Ministers, 5 OECS

Ambassadors, 1 Ambassador to OECS and CARICOM)

Engagements on model legislation: 1 PS GND, 3 Chief Fisheries officers – DOM, GND, SLU (June 29 and July 6, 2021)



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
2.2 - Knowledge partnerships formed to develop and/or deliver training and data on the blue economy.	Number	0.00 18-Oct-2017	4.00 31-Dec-2021		4.00 31-Dec-2021
<p><b>Comments (achievements against targets):</b></p> <p><b>Target Met:</b></p> <p>In 2018, an MOU was signed between OECS and Virtual Educa to facilitate knowledge sharing and capacity building on the blue economy.</p> <p>In addition, the following partnerships were established:</p> <p>In November 2019, an MOU was signed between the National Oceanography Centre (NOC) and OECS to support work under CROP 1.1 through the European Space Agency (ESA) initiative, Earth Observation for Sustainable Development (EO4SD).</p> <p>A Grant Agreement was signed on October 2, 2019 with the Norwegian Ministry of Foreign Affairs to implement a project on marine litter. This project includes the development and implementation of a public awareness campaign to sensitize the OECS citizenry on the impacts of waste, including plastics and polystyrene foam on the health of marine environment and resources therein; and promote the concept of a circular and blue economy.</p> <p>In 2019 a partnership with FAO (facilitated by the World Bank) provided support for communications on ocean matters, including good ocean governance, marine spatial planning and the blue economy concept.</p>					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
2.3 - Learning products	Number	0.00	4.00		30.00



developed on the blue economy		18-Oct-2017	31-Dec-2021		31-Dec-2021
<p><b>Comments (achievements against targets):</b></p> <p><b>Target Met:</b></p> <ul style="list-style-type: none"> <li>• Non edu tech game: <i>Ocean Explorer</i></li> <li>• Edu-tech [app] game: <i>Ocean Explorer</i></li> <li>• Webinar 1 – <i>Delivering Good Ocean Governance in the OECS</i></li> <li>• Webinar 2 – <i>Looking After Our Oceans in the OECS</i></li> <li>• Webinar 3 – <i>A Blue Economy for the OECS</i></li> <li>• E-book 1: <i>The Marine Environment</i></li> <li>• E-book 2: <i>Ocean Threats</i></li> <li>• E-book 3: <i>A Blue Economy</i></li> <li>• E-book 4: <i>Integrated Ocean Governance</i></li> <li>• E-book 5: <i>Integrated Ocean Management and Marine Spatial Planning</i></li> <li>• Video: Towards a Blue Economy (Targeted at high level policy makers)</li> <li>• 1 Blue Economy Course (10 modules)</li> <li>• CROP jingle</li> <li>• Communication Strategy and Implementation plan for the Blue Economy Programme [FAO facilitated product]</li> <li>• Blue Economy poster [FAO facilitated product]</li> <li>• Marine Spatial Planning poster [FAO facilitated product]</li> <li>• Technical Brief 1: Good Ocean Governance [FAO facilitated product]</li> <li>• Technical Brief 2: Marine Spatial Planning [FAO facilitated product]</li> <li>• Technical Brief 3: Coastal master Plans: Case of Grenada [FAO facilitated product]</li> <li>• Technical Brief 4: Ocean Governance - Case of the OECS [FAO facilitated product]</li> <li>• OECS CROP re-designed web page</li> <li>• CROP 1.1 Video 1: <i>the Caribbean Blue Economy</i></li> </ul>					



- CROP 1.1 Video 2: *OECS CROP*
- CROP 1.1 Video 3: *OECS IRPF*
- Publication (case study): *'We Are Large Ocean States': Blue economy and ocean governance in the Eastern Caribbean'*
- GRM video
- Four Virtual Reality apps on ocean matters (target audiences: children, public service officers, policy makers, general audience)
- CROP Promotional Video



## B. KEY OUTPUTS BY COMPONENT

Objective/Outcome 1 <b>Strengthen ocean governance</b>	
Outcome Indicators	<p>PDO #1: Marine spatial plans (a) developed in a participatory manner, and (b) endorsed at ministerial level by participating member states, and by the OECS Commission.</p> <p>PDO #2: Coastal master plans (a) developed in a participatory manner, and (b) endorsed at ministerial level by participating member states.</p>
Intermediate Results Indicators	<p>1.1 Share of stakeholder groups participating in consultations</p> <p>1.2 Coordinating bodies formed and actively oversee the development of the national and regional level marine and coastal spatial plans</p> <p>1.3 National policies developed in support of ocean governance</p>
Key Outputs by Component (linked to the achievement of the Objective/Outcome 1)	<p>1. Produced transformational ocean policy and marine spatial planning mechanisms in a participatory manner engaging 1,776 stakeholders- Five national Marine Spatial Plans developed in a participatory manner (Dominica, Grenada, St. Lucia, St. Kitts and Nevis, St. Vincent and the Grenadines) and Five National Marine Spatial Plans endorsed (Dominica, Grenada, St. Lucia, St. Kitts and Nevis, St. Vincent and the Grenadines)</p> <p>2. Regional MSP Framework developed</p> <p>3. Five National Ocean Governance Committees (NOGCs) or equivalent were developed within each participating country</p> <p>4. National Ocean Policies were developed or prepared for five participating countries.</p> <p>5. ECROP was revised that is aligned with both 2030 Development Agenda and the updated Multilateral Environment Agreements (MEA)</p>



	<p>6. Strategic Action Plan, a report on pre-feasibility assessment of priority projects laid out in the CMSPs, Blue Economy Promotional and Marketing Strategy/Plan, Assessment Report on Sustainable Financing Options and the marine pollution and fisheries management legislation were delivered.</p> <p>7. Data gap analysis report prepared and a system for data management and data infrastructure established</p> <p>8. GIS strategic Plan and Roadmap for the Commission, Integrated GIS for Commission developed</p> <p>9. Final Baseline Report, Developing National Ocean Policies and Strategies developed.</p> <p>10. South-South Cooperation Report submitted</p>
<b>Objective/Outcome 2 Strengthen knowledge and capacity</b>	
Outcome Indicators	<p>PDO #3: Improved OECS ocean data coverage and access to ocean education on existing platforms.</p>
Intermediate Results Indicators	<p>2.1 Decision makers sensitized on how to transition to the Blue Economy.</p> <p>2.2 Knowledge partnerships formed to develop and/or deliver training and data on the blue economy.</p> <p>2.3 Learning products developed on the blue economy</p>



Key Outputs by Component  
(linked to the achievement of the Objective/Outcome 2)

1. Mapping Ocean Wealth Webpage and mobile friendly version of MOW and World Bank's Spatial Agent developed
2. 20 Oculus virtual reality headsets (include 4 ocean management virtual reality applications developed under CROP) procured
3. In 2018, MOU signed between OESC Commission and Virtual Educa to facilitate knowledge sharing and capacity building on the blue economy.
4. In 2019, MOU was signed between national Oceanography and OECS to support work under CROP 1.1 through the European Space Agency (ESA) initiative, Earth Observation for Sustainable Development (EO4SD).
5. Grant agreement was signed in 2019 with Norwegian Ministry of Foreign Affairs to implement a project on marine litter.
6. In 2019, partnership with FAO (facilitated by the World Bank) provided support for communications on ocean matters
7. Full list of education/knowledge products developed:
  - Non-Edu tech game: Ocean Explorer
  - Edu-tech [app] game: Ocean Explorer
  - Webinar 1 – Delivering Good Ocean Governance in the OECS
  - Webinar 2 – Looking After Our Oceans in the OECS
  - Webinar 3 – A Blue Economy for the OECS
  - E-book 1: The Marine Environment
  - E-book 2: Ocean Threats
  - E-book 3: A Blue Economy
  - E-book 4: Integrated Ocean Governance
  - E-book 5: Integrated Ocean Management and Marine Spatial Planning
  - Video: Towards a Blue Economy (Targeted at high level policy makers)
  - 1 Blue Economy Course (10 modules)
  - CROP jingle



- Communication Strategy and Implementation plan for the Blue Economy Programme [FAO facilitated product]
- Blue Economy poster [FAO facilitated product]
- Marine Spatial Planning poster [FAO facilitated product]
- Technical Brief 1: Good Ocean Governance [FAO facilitated product]
- Technical Brief 2: Marine Spatial Planning [FAO facilitated product]
- Technical Brief 3: Coastal master Plans: Case of Grenada [FAO facilitated product]
- Technical Brief 4: Ocean Governance - Case of the OECS [FAO facilitated product]
- OECS CROP re-designed web page
- CROP 1.1 Video 1: the Caribbean Blue Economy
- CROP 1.1 Video 2: OECS CROP
- CROP 1.1 Video 3: OECS IRPF
- Publication (case study): 'We Are Large Ocean States': Blue economy and ocean governance in the Eastern Caribbean'
- GRM video
- Four Virtual Reality apps on ocean matters (target audiences: children, public service officers, policy makers, general audience)
- CROP Promotional Video



## ANNEX 2. BANK LENDING AND IMPLEMENTATION SUPPORT/SUPERVISION

### A. TASK TEAM MEMBERS

Name	Role
<b>Preparation</b>	
Sylvia Michele Diez, Pawan G. Patil	Task Team Leader(s)
Sonia Cristina Rodrigues Da Fonseca	Procurement Specialist(s)
Shonell Jodian Robinson	Financial Management Specialist
Shafick Hoosseini	Social Specialist
Shafick Hoosseini	Environmental Specialist
Anders Jensen	Team Member
Raha Shahidsaless	Team Member
Ceren Ozer	Team Member
David I	Team Member
M. Yaa Pokua Afriye Oppong	Social Specialist
Tatiana Cristina O. de Abreu Souza	Team Member
Christopher James Warner	Team Member
Isabella Micali Drossos	Team Member
Ramon E. Anria	Social Specialist
Lisa Lui	Team Member
<b>Supervision/ICR</b>	
Cary Anne Cadman	Task Team Leader(s)
Manjola Malo	Procurement Specialist(s)
Moad M. Alrubaidi	Financial Management Specialist
Lisa Lui	Team Member



Isabella Micali Drossos	Team Member
Payal Malik Madan	Procurement Team
Anders Jensen	Team Member
Aradhna Mathur	Environmental Specialist
Jorge Guillermo Barbosa	Team Member
Norman Russle Howard Taylor	Social Specialist

## B. STAFF TIME AND COST

Stage of Project Cycle	Staff Time and Cost	
	No. of staff weeks	US\$ (including travel and consultant costs)
<b>Preparation</b>		
FY16	.100	536.92
FY17	42.158	329,997.27
FY18	5.955	40,209.99
FY19	0	-1,240.09
<b>Total</b>	<b>48.21</b>	<b>369,504.09</b>
<b>Supervision/ICR</b>		
FY18	9.490	82,968.69
FY19	9.215	98,327.36
FY20	8.262	56,827.93
<b>Total</b>	<b>26.97</b>	<b>238,123.98</b>

**ANNEX 3. PROJECT COST BY COMPONENT**

Components	Amount at Approval (US\$M)	Actual at Project Closing (US\$M)	Percentage of Approval
Strengthening Ocean Governance	4.00	3.94	98%
Strengthening Knowledge and Capacity	1.99	1.71	86%
Project Management, Monitoring and Assessment	0.31	0.30	98%
<b>Total</b>	<b>6.30</b>	<b>5.95</b>	<b>94%</b>



#### **ANNEX 4. BORROWER, CO-FINANCIER AND OTHER PARTNER/STAKEHOLDER COMMENTS**

The Borrower produced a self-evaluation summarized at Annex 7 documenting the final outcomes of the project implementation. The Borrower's comments were used in preparing this ICR, and the Borrower had the opportunity to review the draft ICR. This annex is a summary of the recipient comments on the draft ICR.

The Borrower noted that the ICR should highlight the need for more preparation time to be allotted for the CSMPs, particularly to procure consultant services and undertake the work CMSPs require in-depth reviews and elaboration to facilitate effective implementation. In addition, the COVID-19 pandemic added further constraints to stakeholder participation at the grassroots level. Focusing on CMPs or the MSPs, but not both, would have allowed for more detailing and elaboration. Current CMSPs can be seen as more framework documents that require additional work in some areas. In general, MSPs that are led by other leading agencies, not covering the entire EEZs, usually take more than a decade of consultations and planning.

The Borrower also requested the ICR emphasize the need for a larger PMU with more full-time technical staff. These comments are reflected in this ICR document.



## ANNEX 5. SUPPORTING DOCUMENTS

### A. Capacity Building Survey Questions and Analysis

#### 1) Survey for OECS Oceans and Blue Economy Roundtable held in September 2021

##### Questions:

1. Did the session meet your expectations? You might like to consider materials and content, mix of presentation/activities, venue and/or time allocation. (1=Not at all, 3=Partially, 5=Highly met)
2. Was the discussion relevant to your work? (1=Not relevant, 3=Neutral, 5=Highly relevant)
3. Have you applied any learnings or new information from the roundtable to your work or shared with your colleagues?
4. If you have attended the Blue Economy Investor Forum held in September 2020, did you find any differences or changes to the design and contents of the program that took place in September 2021?
5. If answered 'Yes' to question 4, could you please specify your response in the comment box below?
6. Please add any comment about your experience attending the roundtable.
7. In case we would like to have a follow up question, may we contact you to discuss further?
8. [Optional] If you answered 'yes' in Q7, could you please provide name/organization/email address?

##### Analysis: Total response received: 10

60% of the respondents reported that the session met their expectations, and more than half the group found the session helpful and relevant to their work. Some reported that the session held in 2021 was an improvement on contents than the one held in 2020. The majority of the respondents highlighted the effectiveness and positive impact of the workshop, mentioning that it helped to “Increase knowledge on emerging 'Blue Economy'”, “Very informative and inspiring sessions. Especially for Ocean Sustainability and preservation”, and “The event was very informative. This Project is a great initiative which plays a pivotal role in provide Caribbean member states with guidelines on the introduction and improvement of Blue Economy Ecosystem Services. I have capture knowledge which is assisting me in the effective implementation of my current Project goals”. However, there was a comment indicating that there was a lack of progress update or follow up after the workshop.

#### 2) Survey for Workshop on Blue Economy for the OECS (June 2020)

##### Questions:

- 1) Did the session meet your expectations? You might like to consider materials and content, mix of presentation/activities, venue and/or time allocation. (1=Not at all, 3=Partially, 5=Highly met)
- 2) Was the discussion relevant to your work? (1=Not relevant, 3=Neutral, 5=Highly relevant)
- 3) Have you applied any learnings or new information from the session to your work or shared with your colleagues?
- 4) Please add any comment about your experience attending the workshop.
- 5) In case we would like to have a follow up question, may we contact you to discuss further?
- 6) [Optional] If you answered 'yes' in Q5, could you please provide name/organization/email address?



### **Analysis: Total responses received: 5**

More than half of the respondents indicated that the workshop met their expectations by a great extent and 60% of the respondents indicated that the contents discussed were highly relevant to their work. 100% of the respondents answered that they have either applied learnings from the session to their work or shared with their colleagues. They were impressed by the organization of the program and the topic discussed at the workshop and hoped to see continuing support of Blue Economy through CROP.

Several workshops were held from 2020 to 2021 including Blue Economy Workshop for OECS and Blue Economy Roundtables. According to surveys that were conducted on these two workshops to measure the effectiveness and overall quality of the contents, the majority of the respondents found these workshops useful, relevant to their work and helpful in delivering their tasks. From this feedback, it was evident that these sessions helped participants to implement their project goals more effectively and better understand the scope and vision of blue economy. However, some of them wished to have had more active follow up or progress update after the meeting for them to stay on track on the topic and to keep the momentum of promoting a sustainable blue economy in the region.

During interviews with the Ocean Governance Team in November 2021, meeting participants highlighted the effectiveness and productivity of the meetings when they were engaged from the initial stages of the project design. Some of them were pleased to see the development of their national ocean policies and regarded these to be one of the great successes of CROP. COVID-19, however, restricted the engagement of these stakeholders as all in-person meetings had to be converted to a virtual setting and this had a significant impact in delivering efficient consultations and maintaining a consistent quorum.

### **B. Supporting documents**

- **Project Appraisal Document**
- **Mid-Term Review**
- **Implementation Status Reports (2017-2021)**
- **Borrower's Self-Evaluation (Annex 7)**

### **Relevant literature**

- OECS. 2013. Eastern Caribbean Regional Ocean Policy and associated Strategic Action Plan (*and associated update prepared in 2019*).
- Government of Grenada. 2016. Blue Growth Coastal Master Plan. Government of Grenada with the support of the Kingdom of the Netherlands and in collaboration with World Bank Group, Grenada Industrial Development Corporation, The Blue Network and RM Strategies.
- Patil, Pawan G., John Virdin, Sylvia Michele Diez, Julian Roberts and Asha Singh. 2016. Toward a Blue Economy: A Promise for Sustainable Growth in the Caribbean. The World Bank, Washington D.C.
- Revised Treaty of Basseterre Establishing the Organisation of Eastern Caribbean States Economic Union. 2010.
- World Bank Group. 2015. Regional Partnership Strategy Framework FY15-19 (Report No. 85156-LAC)
- World Bank Group. 2018. Organisation of Eastern Caribbean States Systematic Regional Diagnostic (Report Number: 127046-LAC).



CROP reports and publications

- Constantine, Sherry, Myles Phillips, Robbie Bovino, Vera Agostini and Joanna Smith. 2017. The Caribbean Regional Oceanscape Project (CROP): Assessment of Marine Spatial Planning Feasibility Report. Prepared by The Nature Conservancy. Commissioned by The World Bank Group and the Secretariat of the Organisation of Eastern Caribbean States
- CROP Technical Briefs. 2019:
  - Good Ocean Governance, the Case of the OECS
  - Marine Spatial Planning (MSP), a Blue Print for the Blue Economy
  - Navigating the Blue Economy: a Technical Brief on Ocean Governance
  - Planning for Blue Growth, the Case of Grenada
- de Berdt Romilly, George. 2021. OECS Model Fisheries Legislation (Final), Volume 1. Consultancy to Develop Model Legislation for Blue Economy Sectors: Caribbean Regional Oceanscape Project
- de Berdt Romilly, George. 2021. OECS Marine Model Legislation (Final), Volume 2. Consultancy to Develop Model Legislation for Blue Economy Sectors: Caribbean Regional Oceanscape Project
- Dillon Consulting, Ecoisle Consulting, and Environmental Services Ltd. 2019. Data Gap Analysis Report. Coastal and Marine Spatial Plans and Training. OECS, GEF and World Bank Group.
- Dillon Consulting Limited. 2019. Process Framework Report, Coastal and Marine Spatial Plans and Training. OECS, GEF and World Bank Group.
- Dillon Consulting Limited. 2021. Pre-Feasibility Assessment of Priority Projects Laid Out in the CMSPs. OECS, GEF and World Bank Group
- Dillon Consulting, Ecoisle Consulting, Acacia Consulting and Research and Environmental Services Ltd. 2021. Regional Marine Spatial Planning Framework. OECS, GEF and World Bank Group
- Dillon Consulting and Ecoisle Consulting. 2021. OECS Blue Economy Strategy and Action Plan. OECS, GEF and World Bank Group
- Dillon Consulting, Ecoisle Consulting, Acacia Consulting and Research and Environmental Services Ltd. 2021. Blue Economy Promotional and Marketing Strategy. OECS GEF and World Bank Group OECS, GEF and World Bank Group
- Dillon Consulting, Ecoisle Consulting, Acacia Consulting and Research and Environmental Services Ltd. 2021. Assessment Report on Sustainable Financing Options (for the Blue Economy). OECS, GEF and World Bank Group
- Dillon Consulting, Ecoislet Consulting, Acacia Consulting and Research and Environmental Services Ltd. 2021. Dominica Coastal Master and Marine Spatial Plan
- Dillon Consulting, Ecoislet Consulting, Acacia Consulting and Research and Environmental Services Ltd. 2021. Grenada Enhanced Coastal Master and Marine Spatial Plan
- Dillon Consulting, Ecoislet Consulting, Acacia Consulting and Research and Environmental Services Ltd. 2021. Saint Lucia Coastal Master and Marine Spatial Plan
- Dillon Consulting, Ecoislet Consulting, Acacia Consulting and Research and Environmental Services Ltd. 2021. St. Kitts and Nevis Coastal Master and Marine Spatial Plan
- Dillon Consulting, Ecoislet Consulting, Acacia Consulting and Research and Environmental Services Ltd. 2021. Saint Lucia Coastal Master and Marine Spatial Plan
- Dillon Consulting, Ecoislet Consulting, Acacia Consulting and Research and Environmental Services Ltd. 2021 St Vincent and the Grenadines Coastal Master and Marine Spatial Plan
- Grant, Valerie. 2021 Geographic Information System Strategic Plan 2021 - 2026. OECS Commission.



- Grant, Valerie. 2021. Geographic Information System Implementation Plan (Roadmap) for the OECS Commission.
- Howell Marine Consulting and Sustainable Seas Ltd. 2019. Output 2 Final Baseline Report, CROP 1.2 Developing National Ocean Policies and Strategies
- Howell Marine Consulting and Sustainable Seas Ltd. 2019. Output 8 – South-South Cooperation Report, CROP 1.2 Developing National Ocean Policies and Strategies
- Howell Marine Consulting and Sustainable Seas Ltd. 2019. Output 06 – Revised ECROP and alignment with the 2030 Development Agenda and updated multilateral environment agreements (MEAs). CROP 1.2 Developing National Ocean Policies and Strategies
- Dominica National Ocean Policy
- Grenada National Ocean Policy
- St Kitts and Nevis National Ocean Policy
- Saint Lucia National Ocean Policy
- Howell Marine Consulting and Sustainable Seas Ltd. Recommendations to the National Ocean Coordinating Committee (NOCC), St Vincent and the Grenadines National Ocean Policy
- Jessamy, Valma. 2018a. Regional Strategic Environment & Social Assessment OECS CROP. JECO Caribbean Inc.
- Jessamy, Valma. 2018b. Indigenous Peoples Planning Framework, Kalinago Territory Dominica. Regional Strategic Environmental and Social Assessment (SESA), OECS Caribbean Regional Oceanscape Project (CROP). JECO Caribbean Inc.
- Organisation of Eastern Caribbean States. 2020. “We are Large Ocean States”: Blue economy and ocean governance in the Eastern Caribbean. OECS Commission, Morne Fortune, Castries, Saint Lucia.
- Renard, Yves. 2020. Evaluation of the Caribbean Regional Oceanscape Project (CROP) and Capture of Lessons Learned.

#### Other Project-related documents

- CROP M&E Reports (all)
- CROP Project Operations Manual
- Lewis, Vincent. 2021. CROP Communications Final Report. OECS Commission.
- Hosein, Sarah and Baksh, Rory. 2021 CMSP Geodatabase Familiarisation Training Memo Report, CROP 1.1, Dillon Consulting.
- Howell Marine Consulting and Sustainable Seas Ltd. 2019. Output 7 – Ocean Governance Training Report, CROP 1.2 Developing National Ocean Policies and Strategies
- OECS Commission. 2020. St. Georges Declaration 2040 An Environmental Agenda for the Eastern Caribbean
- The Workshop (Sheffield) Limited and Howell Marine Consulting. 2021 a. Completion Report. OECS CROP 2.2 Consultancy Services for Institutional Strengthening and Knowledge Services - Output 10c
- The Workshop (Sheffield) Limited and Howell Marine Consulting. 2021 b. Completion Report Addendum OECS CROP 2.2 Consultancy Services for Institutional Strengthening and Knowledge Services - Output 10d
- Shishido, Ron. 2020. Output 9A, Progress Report #1 CROP Component 1.1, Coastal and Marine Spatial Plans and Training, Dillon Consulting.
- Shishido, Ron. 2021. Output 9B, Progress Report #2 (24 month) CROP Component 1.1, Coastal and Marine Spatial Plans and Training, Dillon Consulting.



- Dillon Consulting, Ecoislet Consulting, Acacia Consulting and Research and Environmental Services Ltd. 2021. Output 9C, Completion Report (32 months) CROP Component 1.1 Coastal and Marine Spatial Plans and Training
- The Nature Conservancy, 2019. CROP Component 2; Subcomponent 2.1, Expanding Marine Data Aggregation and Analytic Tools. Workshop 1 Report
- The Nature Conservancy. 2021 .CROP Component 2; Subcomponent 2.1, Expanding Marine Data Aggregation and Analytic Tools. Workshop 2 Summary Report

CROP-related websites

- <https://www.oecs.org/en/crop-about>
- <https://www.oecs.org/en/topics/oceans-governance>
- [www.oecs.org/en/grievance-redress](http://www.oecs.org/en/grievance-redress)
- <https://academy.oecs.int/>
- <https://lrc.oecs.int/>
- <https://projects.worldbank.org/en/projects-operations/project-detail/P159653?lang=en>
- <https://marineplanning.org/projects/caribbean/oecs/>
- <https://oceanwealth.org/>
- <https://oceanwealth.org/project-areas/caribbean/crop/country-summaries/>
- <http://eo4sd.esa.int/>
- <https://virtualeduca.org/thinkblue/>
- [www.oceanhealthindex.org](http://www.oceanhealthindex.org)



## ANNEX 6. PROJECT MAP





## ANNEX 7. SUMMARY OF BORROWER SELF-EVALUATION

### Key Findings

As concluded by its mid-term review and as confirmed by this evaluation, *the Caribbean Regional Oceanscape Project (CROP) represents a major step in the important, innovative, long-term process aimed at developing a sustainable blue economy in the OECS region.* It is a process that began a decade ago, when the OECS Commission and its Member States committed themselves to setting up adequate ocean governance as a requirement for the development of a blue economy in the region, within the framework of the Eastern Caribbean Regional Ocean Policy (ECROP). The CROP was implemented thanks to funds from the GEF channeled through the World Bank. Over its four years of implementation, the project has produced an impressive amount of quality outputs and triggered a number of important processes that provide the foundation for a transition towards effective ocean governance and a vibrant blue economy in the region.

*As originally designed and structured, the project was highly ambitious, and there are a number of factors that could have impacted, negatively on the effectiveness and efficiency of project execution.* These factors include: a) the project's timeframe of four years, which is short considering what the project sought to achieve; b) the fact that the time for project execution was effectively reduced by a year, because of the time needed, at inception stage, for recruiting the Project Coordinator, for finalizing terms of reference and for contract negotiations; and, c) the fact that the Project Implementing Unit (PIU) consisted of only one person fully assigned to the project.

*In spite of the challenging conditions under which the project was executed, it was able to deliver all its expected outputs and to achieve important results.* This is due largely thanks to: a) the quality of project management at the PIU, with effective and efficient supervision of all activities and satisfactory compliance with all required procedures; b) the support provided by all relevant units within the OECS Commission and the quality of the collaboration established between these units and the Project Coordinator; and, c) the supportive role played by the World Bank.

*The project design and reduced timeframe for project execution resulted in the PIU focusing on successfully delivering project outputs, and to a lesser degree on the development objective and the requirements to achieve this objective.* Efforts to achieve full buy-in and endorsement of the project's outputs were hindered by the COVID-19 pandemic, which impacted on the means by which stakeholders were engaged. In addition, the limited focus on capacity development under the project also resulted in some doubt as to how these products would be adopted and successfully implemented. It is anticipated that the full buy-in and uptake of the actions outlined in the policies and plans defined under CROP may only be observed years after the project has ended, subject to continued support and new efforts aimed at capacity building and to national institutions performing their roles effectively.

*The project design and implementation arrangements, with several consultancies being implemented concurrently, also negatively impacted the adoption of the integrative and collaborative approach to ocean governance which the project was advocating.* As expressed by one expert stakeholder, after reviewing a number of products produced under the project, "I find it ironic that the consultancies for CROP that advocate for a style of management that rejects the consideration of single issues in isolation, but that rather recognizes and integrates the full array of human interactions with the natural environment on land and water (i.e., ecosystem-based management, integrated coastal zone management, marine spatial planning, blue economy), operate mostly in isolation to deliver their products. In my opinion, this does not set a good example for a project that is championing collaborative and integrated ocean



planning.”

*The National Ocean Governance Committees (NOGC) form the basis for effective ocean governance and blue economy implementation in the participating countries, but most of these Committees remain weak, and the sustainability of the interventions and processes initiated by the CROP will depend on their ability to perform their roles effectively.* While the OECS Commission and the regional Ocean Governance Team (OGT) can facilitate coordination and cross-sectoral approaches, it is really up to the NOGCs and to their member institutions to enable cooperation and integrated management at the national level. It was not the role of the project to substitute itself to national entities, but it is obvious that the sustainability of project interventions and processes now depends on the effectiveness of these entities.

*The CROP would have benefited from a comprehensive communication strategy aimed at all relevant target groups (including senior policy makers, civil society, the private sector, the media and the general public) rolled out from the very start of the project.* This deficiency was highlighted by the mid-term review, and project management immediately responded by increasing the PIU’s capacity with the recruitment of a communications consultant. Experience from within and outside this region shows that, indeed, policy and planning processes are more effective and successful when there is broad awareness and appreciation of these processes, which generate demand for their outcomes and willingness to participate in their formulation and implementation. Also, as noted in this report, both the National Ocean Policies (NOP) and the Coastal and Marine Spatial Plans (CMSP) need to converge towards the same, shared vision, and one of the objectives of a comprehensive communication strategy would have been to support the participatory shaping of that collective vision. In the absence of this, the project in effect promoted its own vision of a blue economy in the region, a vision largely and well defined in the document “Toward a Blue Economy: A Promise for Sustainable Growth in the Caribbean (Patil *et al.*, 2016). Yet, a shared vision developed in a participatory fashion should have been one of the foundations upon which all project activities rested. In order for communication to be fully integrated in the work of the PIU and in the implementation of all project activities, it would have been desirable, in the design of the project, to provide for full-time communication expertise within the PIU.

*The experience of the CROP, within the wider framework of the ECROP, provides valuable lessons and methodologies that should be disseminated for the benefit of other actors in the region, as well as other regions engaged in strengthening ocean governance in support of a blue economy.* Among these lessons, perhaps the most critical is that a project such as this should consider a different sequence of activities, as follows: (a) start with broad-based regional and national visioning exercises aimed at building a consensus on the concepts and the vision, at informing all stakeholders about the project, and at mobilizing them to participate; (b) invest early in capacity building and institutional design with the national governance bodies; (c) develop background materials; (d) develop the new and revised policies and strategies; and *then*, (e) conduct the coastal and marine spatial planning exercises. The experience of the CROP has also highlighted the need, in such a complex transformational project, for an integrated approach, with all actors -especially the consultants and other technical resources- acting in a coordinated fashion and demonstrating the linkages between the various interventions. With respect to the formulation of the CMSPs, the project developed and tested suitable methodologies and instruments, notably regarding the use of risk-based and ecosystem-based management approaches, as usefully described in the annexes to the five national CSMPs produced.

*The relevance, effectiveness, quality and credibility of policy and planning processes as complex as those facilitated by the CROP depend largely on the extent to which all stakeholders are effectively and equitably engaged.* The project had an interesting experience in this regard, as it was expected to deliver an enhanced Blue Growth Coastal Master Plan for Grenada, and as the Project Appraisal Document (PAD) stipulated that the project would produce Coastal Master Plans to support blue growth in each participating country [that] are modelled after Grenada’s Blue Growth Coastal



Master Plan. It quickly became clear, however, that the process to develop the original Master Plan had failed to engage key stakeholders, and that as a result the level of buy-in and support for it was very low. This and the other experiences of the CROP have demonstrated the importance of engaging stakeholders in the development of policies, strategies and plans, and that this engagement must take place from the very beginning to ensure buy-in and endorsement. This was an important lesson learnt by Grenada and the Project and, in moving forward, stakeholders were engaged early in the process, so much so that, due to the original Blue Growth Plan's low endorsement, a 'new' Coastal Master Plan reflective of stakeholders' input was developed instead of an enhanced plan.

*A number of factors, however, impacted negatively on the effectiveness and efficiency of project implementation. Over and above the time 'wasted' at inception stage (see above), the fact that several activities were running concurrently, the short timeframe allocated to developing the CMSPs and generating the required buy-in from countries, and the fact that consultants acted in silos instead of in a more integrated manner, all affected the implementation of activities negatively. Further, it would have been preferable if the project had focused on setting up the policy and institutional frameworks required for strengthened ocean governance first, before advancing with the development of marine spatial and coastal master plans.*

*There was a lack of oceanic data in participating countries to support the development of the coastal and marine spatial plans. As such, the oceanic components of the coastal and marine spatial plans are data poor. If the region is truly committed to moving forward with advancing the blue economy, there is a need to better understand the marine environment beyond the coastal zones, can only be achieved through the acquisition of data and information about this area. Only then can countries better define and plan for the type of activities expected to take place within this zone and monitor their impact.*

*Overall, governments are interested in moving forward with the adoption and implementation of the blue economy development agenda, but there is a need to ensure that a sustainable, fair and equitable regional approach is followed, so that all countries and sectors benefit from the blue economy's growth. The Commission therefore needs to step into the role of providing support to those of its Member States that are ready to move forward, and this support should take various forms, including the strengthening of national institutions, the facilitation of access to information and technical assistance, and acting as a gateway for potential investors.*

*The importance of champions (individuals or departments) at the national level is deemed critical to successfully driving the blue economy and marine spatial planning in the participating countries. The NOP action plans and the CMSPs often reference the NOGCs as being the driver/champion, but many note that the latter are not equipped to successfully lead this movement in their current configuration.*

*Thanks largely to the CROP, but also to other initiatives and to the commitments it has made over the years, the OECS Commission can now lead with confidence and legitimacy future regional processes to enhance ocean governance and promote the blue economy in the region. This could well be one of, if not the, most critical outcome of the CROP, as the Eastern Caribbean region can now benefit from the leadership role already played by the OECS Commission. In order to perform that role over the medium and long terms, the entire Commission will have to remain engaged in these processes, as ocean governance and the blue economy need to be high on the agendas of the units responsible for economic development and regional integration.*

## **Conclusions, Ratings, Lessons Learnt and Recommendations**

### **A. Summary of findings and ratings**



The evaluation provides individual ratings for the evaluation criteria used throughout this assessment, and listed in the table below. The criteria have been rated on a six-point scale as follows: Highly Satisfactory (HS); Satisfactory (S); Moderately Satisfactory (MS); Moderately Unsatisfactory (MU); Unsatisfactory (U); Highly Unsatisfactory (HU). Sustainability and Likelihood of Impact are rated from Highly Likely (HL) down to Highly Unlikely (HU). A Ratings Matrix was used to support a common interpretation of points on the scale for each evaluation criterion. These ratings were weighted to derive the Overall Project Performance Rating. The table below presents a brief justification for each rating, based on the findings presented in the main body of the report.

#### Summary of project findings and ratings.

Criterion	Summary assessment	Rating
<b>Strategic Relevance</b>		
1. Relevance to regional, sub-regional and national development and environmental priorities	The CROP, with its focus on ocean governance and blue economy, was highly relevant to the sustainable development needs, issues and opportunities in the region.	HS
2. Relevance to the mission and priorities of the OECS Commission (Treaty of Basseterre)	The CROP was, and all its outputs remain, instruments of implementation of the Revised Treaty of Basseterre that created the Economic Union, with the blue economy playing a central role in the Union. The project however did little to integrate non-participating francophone Member States and thus did not contribute significantly to regional integration, which is at the core of the mission and priorities of the OECS Commission	S
3. Relevance to GEF programming priorities	The project, which was financed by the GEF, was fully relevant to the priorities and objectives of the GEF's International Waters Focal area, which supports transboundary cooperation in shared marine ecosystems. It does so by setting effective policy goals, coupled with investments, working at all scales, with a range of stakeholders, in the public and private sectors. Its main objectives include: (a) strengthening national blue economy opportunities and (b) improving management in the areas beyond national jurisdiction.	HS
4. Complementarity with existing interventions at national and regional levels	The CROP was well aligned to all relevant international and regional policies, conventions and other agreements, and usefully complemented their work. At the national level, the project supported ongoing initiatives in marine spatial planning, coastal and marine resource management, and development in sectors of the blue economy.	HS



<b>Quality of Project Design</b>	The project, as designed, was too broad and too complex for implementation over a period of four years, especially since the first twelve months had to be dedicated primarily to putting in place the execution arrangements. The manner in which project activities were scheduled also presented a number of challenges, especially with the policy work carried out concurrently with the initial phases of the marine spatial planning, placing high demands on project beneficiaries. The project also suffered from not having a comprehensive communication strategy, and from its reliance largely on one person for project coordination and execution. The results framework and other monitoring instruments were insufficient to assess the extent to which the project delivered its PDO and its outcomes.	<b>MU</b>
<b>Effectiveness</b>	The project has been largely effective in delivering its outputs, and it has produced an impressive amount of work, documents and instruments.	<b>S</b>
1. Availability of outputs	Most of the expected outputs have been delivered.	HS
2. Achievement of project outcomes	It is difficult to measure the achievement of outcomes, as the those specified in the PAD actually constituted outputs, not outcomes. The project however satisfactorily delivered these outcomes.	S
<b>Impact and likelihood of impact</b>	The project has had a very significant impact on awareness of the importance of ocean governance and on the potential of the blue economy, but concrete impacts on policy implementation, management effectiveness, institutional capacities and investments have not yet been realized and will depend on the sustainability of interventions and on implementation by national institutions, as well as the actual involvement of the private sector.	MS
<b>Efficiency</b>	The project has been managed very efficiently, with competent coordination and facilitation, with good management systems and with most consultants and service providers performing well. There were, however, some issues related to the execution of the new and additional activities, including delays in the delivery of outputs and equipment.	<b>S</b>
1. Adherence to OECS' and World Bank's financial management and procurement policies and procedures	The project was managed in full compliance with the financial management and procurement procedures of both the OECS and the World Bank, notably with the World Bank providing training and troubleshooting in the use of the Systematic Tracking of Exchanges in	HS



	Procurement (STEP) system.	
2. Communication and collaboration between finance and project management staff	Evidence gathered by this evaluation indicates that communication between the project management staff and personnel involved in financial management and procurement at the OECS Commission and at the World Bank was excellent and beneficial to project execution.	HS
<b>Monitoring and Reporting</b>	The monitoring and reporting systems, procedures and instruments used by the project allowed for effective tracking of project execution, but were insufficient to assess impact or likelihood of impact.	<b>S</b>
1. Monitoring design and budgeting	The project has benefited from a robust report and monitoring system. As per normal practice and in accordance with the policies and procedures of the World Bank and the GEF, the project commissioned a mid-term review as well as this end-of-project review and evaluation.	S
2. Monitoring of project implementation and execution	The main instrument of reporting on project execution by the OECS has been the comprehensive progress reports prepared and submitted by the Project Coordinator on a quarterly basis. These reports provide the status of all outputs, per component and sub-component, the number of people engaged per country and stakeholder category, a brief on the status of project management, a summary financial report and an update tracking of the results framework. One weakness, however, was the fact that in the records of stakeholder engagement secondary-school students who participated in information or consultation sessions were listed as academia, whereas it would have been useful to keep track of the engagement of professors, scientists and researchers, who are key stakeholders in ocean governance and blue economy.	S
3. Reporting on project implementation	Throughout the period of project execution, the OECS Commission provided the World Bank with quarterly reports that gave a complete picture of progress in all aspects of project implementation.	HS
<b>Sustainability</b>		
1. Financial sustainability	The continuity and sustainability of the interventions and processes initiated by the CROP will require significant financial resources that may not be available to the OECS Commission or to the Member States, and	MS



	these will depend, at least in the short and medium terms, on the availability of project funding. In this regard, the UBEC project currently being designed will play a key role, but long-term financial sustainability will depend on the availability of resources, with a reduced dependency on project funding, and with tangible private sector investments.	
2. Institutional sustainability	At the regional level, sustainability will depend on the continued involvement, with a clear leadership and facilitation role, of the OECS Commission, and this will require the engagement of all relevant units and organs of the OECS. At the national level, sustainability will depend on the NOGCs, and some do not currently have the capacity to ensure sustainability and implementation of the processes initiated by the CROP.	MS
<b>Factors Affecting Performance</b>		
1. Preparation and readiness	During the first year of project execution, much effort went into project preparation, with the formulation of the POM, the confirmation of procurement procedures, the setting up of financial management systems, the drafting of terms of reference and calls for expressions of interest, and the negotiation of contracts with consultants. While this effort effectively reduced the time available for actual project execution, it certainly put the project on a suitable basis for efficient and effective execution.	HS
2. Quality of project management and supervision	The project was very well managed and supervised, consultants were effectively guided and supported, and quality relationships contributed to good performance.	HS
3. Stakeholders' participation, cooperation and equity	The level of stakeholder participation was reasonably high, thanks to the consultations that took place when formulating the NOPs and the CMSPs, but some sectors indicate that their participation was limited. Equity issues were considered in the preparation of the NOPs and CMSPs, there was parity in participation in consultations, but most of the people involved in the blue economy roundtables were men.	MS
5. Environmental, social and economic safeguards	Safeguards were developed in accordance with the World Bank's Operational Policies (OP). These instruments provide very useful guidelines for future application by the countries, but this will happen only if countries formally integrate these safeguards and related regulations in their management and legal systems. In particular, the Involuntary Resettlement	MU



		Policy Framework Resettlement was not applied, as the project did not lead to planning decisions that would have resulted in resettlement. It is also regrettable that World Bank Operational Policy (OP) 4.11 was not triggered in the PAD, that physical cultural resources were not considered in the SESA and that the terms of reference for the provision of services for CROP sub-component 1.1 did not mention physical cultural resources, as those located in the coastal area represent important cultural assets in the region that can easily be impacted negatively by coastal resource uses and developments.	
6.	Communication and public awareness	This has been identified as one of weaknesses in project design, as the CROP would have greatly benefited from a communications strategy rolled out from the very start, with adequate human and technical resources for implementation. This issue was raised at the time of the mid-term review, resulting in the recruitment of a short-term communication consultant, who greatly increased the number of communication outputs and supported some of the consultation activities.	MU
<b>Overall Rating</b>	<b>Project Performance</b>	<b>The overall performance of this project is rated as Satisfactory</b>	<b>S</b>

## B. Lessons Learnt and Recommendations Arising

There were a number of lessons learnt throughout CROP that relate to its design and implementation. Lessons relating to the development and implementation of new policies for the transboundary issue of ocean governance and management have also been drawn. The lessons shared below encompass lessons that were considered at midterm and are still relevant, as well as new ones defined during the end-of-project review. They are placed into three categories: design, implementation and policy.

### Design

(from Midterm Evaluation) *The manner in which the project was structured added to its complexity, with some important processes running in parallel when they would have been easier and more effective if they had been sequenced or scheduled differently.* It is also clear that a project such as this, working in domains that are new and where experience is limited would have been more effective if it had been planned for a period of five years at a minimum, instead of four.

*A project such as this should consider a particular sequence of activities, as follows: (a) start with broad-based regional and national visioning exercises aimed at building consensus on the concepts and the vision of the project, at informing all stakeholders about it, and at mobilizing them to participate; (b) invest early in capacity building and institutional design with the national governance bodies; (c) develop background materials; (d) develop the new and revised policies and strategies; and then, (e) conduct the coastal and marine spatial planning exercises.*



(from Midterm Evaluation) *Projects always require time for inception, yet project design typically ignores this reality and project implementation suffers as a result.* Medium and large-scale projects need to recruit personnel, and recruitment always takes time; in the case of the CROP, the OECS Commission and its partners were somewhat lucky to be able to recruit a highly competent Project Coordinator five months after the start of the project. Similarly, the procurement process to hire consultants – especially for larger contracts – also takes time, as was the case for the consultancy agreement for CROP sub-component 1.1, which required an additional step in order to seek and receive the World Bank’s no objection on the evaluation. As a result, a 4-year project such as the CROP effectively loses roughly a quarter of the time available for execution. Yet, it should be easy for the institutions that design and finance development projects to provide for an inception phase of at least six months to allow for all human resources and management systems to be put in place.

*The ability to address institutional and capacity needs is critical when defining projects that seek to address policy and governance shifts.* Many of the existing organizations are still very small units, with insufficient personnel and resources and acknowledge that resources are required if they are to successfully implement the project products. As such, greater importance should have been given to building the national capacity of government departments to allow for the successful implementation of many of the Plans defined under CROP.

### **Implementation**

(from Midterm Evaluation) *It is generally agreed that ocean governance and blue economy require moving away from the conventional sectoral approaches to integrated, multi-level, multi-stakeholder and participatory approaches, but the processes and activities supported by the CROP may not have given sufficient time and attention to the participatory dimension.* Granted, it is the role of the public sector to establish the policy, regulatory and institutional frameworks that are required for effective governance and a sustainable blue economy, but this cannot be done without the meaningful and durable engagement of stakeholders in the private sector and civil society. While some non-State actors have been involved in the various consultations, and the existing NOGCs or equivalent bodies include representatives from businesses and non-governmental organizations, much more would have been needed to ensure that the needs, expectations and contributions of these sectors were fully considered in policy formulation, spatial planning and implementation.

*The ability of the Environmental Sustainability Division of the OECS commission to listen to the needs, wants and priorities of countries must be applauded.* As one stakeholder noted, “OECS restructured itself in a way to meet the needs of the Member States admirably. What we are seeing now are the fruits of this new effort. With CROP they hit the bullseye. They did it, they executed big time. Worked to streamline themselves to support Member States and also themselves as an Organisation. Managing to balance the two, really hit the bullseye and they are ahead of the curve for the Blue Economy. A transformational way of thinking from victims of SIDS to large ocean states supportive of a sustainable blue economy.” Work on the follow-up Unleashing the Blue Economy in the Caribbean (UBEC) project, even before the end of CROP, and the recent initiation of the ReMLit project, have been praised by a number of Member States. Moving forward, it is critical that the OECS Commission continue to engage countries from the very beginning of a process, allow them to drive the process, ensure continuity of activities to allow for sustainability, and always see projects as distinct steps in the broader and longer journey, towards a clearly defined vision, driven by a clear strategy.

*It is important to ensure that stakeholders have access to project documents during and after project execution.* Many agencies, particularly regional organizations, expressed interest in accessing CROP products but were, and remain, unable to find them online on the project page. Some of these organizations were undertaking other initiatives/projects on the blue economy and ocean governance on behalf of the OECS Commission and OECS countries



and access to the CROP project products would have benefited them positively. The project's products could have also provided valuable best practices and lessons for a number of new regional initiatives that are in the process of development and which are expected to focus on the blue economy and marine spatial planning.

*Very long technical documents make it almost impossible for a policy- or decision-maker to review and adopt. Documents should be formatted and presented in ways that are suited to the intended audience.* The CMSPs developed under the project are between 850 and 900 pages long and the Indigenous People Planning Framework is also a long document that may not be easily accessible to primary stakeholders. Taking these issues into account, the project produced a high-level summary at the start of the CMSPs and developed an Indigenous People Planning Framework that was shared with the Kalinago Council in Dominica.

*The need to balance on-the-ground initiatives with more policy and governance frameworks is important to ensure continued buy-in of stakeholders, particularly coastal community stakeholders.* Small demonstration activities should be part of the design of projects such as this one.

*Whilst attempts at innovative consultation were sought to reach and engage stakeholders (i.e. radio and television programmes, WhatsApp, Twitter and Zoom), many of those targeted expressed stakeholder engagement fatigue and, in many instances, lost interest in the process, whilst others indicated they were not consulted sufficiently or even not at all.* Yet others indicated they were brought on at the end of the process to validate a document. Therefore, more innovative consultative mechanisms to engage and keep the interest of stakeholders and specific stakeholder groups for activities outlined in the CROP should have been considered.

## **Policy**

*The establishment, functioning and sustainability of the NOGCs fall within the responsibility of national governments.* These committees should be entrenched firmly into government policy, and governments need to put effective mechanisms in place to ensure that these committees are able to function effectively.

*Ocean governance and marine spatial planning demonstrate the value and benefits of regional cooperation, across linguistic barriers or differences in political status, especially in a region as complex and diverse as the Eastern Caribbean.* Yet the CROP did not seize that opportunity, especially with respect to cooperation with francophone OECS Member States Guadeloupe and Martinique.

*Effective ocean governance, with marine spatial planning, is required for the blue economy to flourish.* Countries are keen to develop their blue economy, but they must appreciate that this cannot happen without proper planning frameworks and clear institutional arrangements. The ultimate goal is a sustainable blue economy that contributes optimally to regional, national and community development. Ocean governance and marine spatial planning are the avenues that make this development possible.

## **C. Summary of recommendations**

Since this is a terminal evaluation, the recommendations offered here do not apply to the project *per se*, but more broadly to follow-up activities and to the institutions responsible for the implementation of the strategies, plans and programmes formulated under the project.

To the OECS Commission:



- Table the adoption of the revised ECROP and its associated Strategic Action Plan at a meeting of the Member States' Heads of State.
- Focus on providing support to the NOGCs and helping them function effectively, and do this as a priority, before advancing with the implementation of the NOPs, CMSPs and CMPs as the NOGCs play a critical role in their implementation due to these plans' intersectoral nature.
- Provide effective support to the operations of the OGT, with explicit work programmes endorsed by the OGT's membership.
- Consider the desirability and feasibility of formally establishing and legally registering the OGT as a permanent organ of the Commission, in accordance with the provisions of the Revised Treaty of Basseterre. Through a Memorandum of Understanding or an Agreement with participating States, the Commission could seek the legal recognition and empowerment of this organ in the domestic legislation of the States.
- Consider the inclusion of Guadeloupe and Martinique in the permanent membership of the OGT, and put in place the instruments and mechanisms required for their effective participation in its work, including the translation of key documents and proceedings.
- Since successful advancements and implementation of a regional MSP can only occur through interagency coordination, the Commission may wish to take advantage of its membership in the Caribbean Large Marine Ecosystem (CLME) SAP Interim Coordination Mechanism and the long-term Coordination Mechanism to strengthen partnerships with relevant intergovernmental organizations that have marine and coastal mandates.
- Promote capacity building, particularly of human resources in areas and fields that support the implementation of the blue economy and effective ocean governance. Work with regional universities, such as the University of the West Indies (UWI) and St George's University, to expand marine and maritime programmes to reflect the needs of the countries.
- Implement the OECS Blue Economy Strategy to promote and develop the OECS as a Blue Economy model, and draw investment to the region, by serving as a gateway for public and private investments in it.

**To the Member States:**

- Operationalize and strengthen the NOGCs, and ensure that they have adequate resources to perform their functions, and provide them with the required policy and legal mandates and instruments.
- Formally adopt the National Ocean Policies and the associated Action Plans and support the implementation of the actions outlined in the action plans.
- Continue the stakeholder engagement which commenced under CROP in an effort to achieve wide buy-in and endorsement of the CMSPs and the coastal master plans.
- Once formally endorsed, work towards identifying and attracting investors to support the investments identified in the CMPs.
- Identify a champion department and/or ministry responsible for coordinating efforts, advancing blue economy efforts, supporting the implementation of the CMSPs developed under CROP, and also responsible for coordinating with the NOGCs.
- Provide the mandate to the OECS Commission that allows it to play a major role in advancing the implementation of a sustainable blue economy on behalf of its Member States.
- Support the adoption of the revised ECROP and St. George Declaration at a Meeting of the OECS Heads of State.

**To development partners:**

- When supporting the development of the blue economy, including the identification and promotion of investments, complement this work with the provision of support to governance, including skills development, institutional arrangements and legal instruments.



- Include comprehensive communications activities and resources in future programmes and projects aimed at developing the blue economy and making ocean governance effective in the region.