Managing the Human-Biodiversity Interface (GIBH) in the Marine Protected Areas of Southern Haiti Project

Grosse Caye/Aquin and Olivier wetlands/Zanglais

Terminal Evaluation Report




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List of acronyms and abbreviations

RGA	Revenue-generating activity
APM	Assistant to the Project Manager
MPA	Marine Protected Area
ANAP	French acronym for National Agency for Protected Areas
NON	No-objection notice
PA	Protected Area
AP3B	French acronym for Three Baies Protected Area of Managed Natural Resources
IDB	Inter-American Development Bank
CASEC	French acronym for Community Section Administration Council
CBF	Caribbean Biodiversity Fund
CC	Climate change
CBD	Convention on Biological Diversity
NDC	Nationally Determined Contribution
PMC	Project management cost
CGPHC	French acronym for Historical and cultural heritage management framework
CNIGS	Centre National de l'Information Géo-Spatiale (National Centre for Geospatial Information)
CO_2	Carbon dioxide
SC	Steering Committee
COVID	Coronavirus disease
CP-SC	Steering Committee
DAMP	French acronym for Marine Protected Area Management
BD	Biological diversity
DCC	French acronym for Climate Change Directorate
DD	Departmental Directorate
DDA	French acronym for Departmental Agricultural Directorate
DDE	French acronym for Departmental Environment Directorate
DGIZCM	French acronym for Integrated Coastal and Marine Zone Management Directorate
DPAQ	French acronym for Fisheries and Aquaculture Directorate
GEF	Global Environment Facility
FHB	Fonds Haïtien pour la Biodiversité (Haitian fund for Biodiversity)
FoProBiM	Foundation for the Protection of Marine Biodiversity
GIBH	French acronym for Managing the Human-Biodiversity Interface in Marine Protected Areas of Southern Haiti project
U	Unsatisfactory
ID	Identifier
IE	Impossible to evaluate
IFI	International Financial Institution
IGN FI	Institut géographique national France International (National Geographic Institute)
MARNDR	French acronym for Ministry of Agriculture, Natural Resources and Rural Development
MDE	French acronym for Ministry of the Environment
DPM	Delegate Project Manager
MEF	Ministry of the Economy and Finance
PMM	Project Management Manual
MU	Moderately unsatisfactory/Unlikely
ML	Moderately likely
MS	Moderately satisfactory

MT	Ministry of Tourism
MTPTC	French acronym for Ministry of Public Works, Transport and Communications
NA	Not applicable
CBO	Community-based organization
ONFI	Office National des Forêts International (National Office for International Forests)
NGO	Non-Governmental Organization
L	Likely
PAE	French acronym for Environmental Action Plan
PANA	French acronym for National Adaptation Action Plan
PAN-LCD	National Action Program to Combat Desertification
PDC	French acronym for Community Development Plan
MEP	Multiannual Execution Plan
PNGRD	French acronym forNational Risk and Disaster Management Plan
PNNM	Macaya National Natural Park (Parc National Naturel Macaya)
UNDP	United Nations Development Program
UNEP	United Nations Environment Program
AOP	Annual Operating Plan
U	Unlikely
PP	Procurement Plan
RCET Group	Research, Consultation, Evaluation and Training Group
NR	National Road
SR	Semi-Annual Reports
S	Satisfactory
M&E	Monitoring and Evaluation
SEMANAH	French acronym for Maritime and Navigation Service of Haiti (Service Maritime et de Navigation d'Haïti)
SWOT	Strength, Weaknesses, Opportunities and Threats
SMART	Specific, Measurable, Attainable, Realistic, and Time-bound
SNAP	French acronym for National System of Protected Areas
SCT	Sustainable Coastal Tourism
TOR	Terms of Reference
Teq	Ton Equivalent
HU	Highly unsatisfactory
HS	Highly satisfactory
PMU	Project/Program Management Unit
IUCN	International Union for Conservation of Nature
US$	US Dollar
TEU	Technical Execution Unit
EGSCC-CCA	Ecologically sound city and coastline for climate change adaptation
KBA	Key Biodiversity Area

Cover page

Project title		Managing the Human-Biodiversity Interface (GIBH) in Marine Protected Areas of Southern Haiti
Project's ID	**GEF**	9803
	IDB	HA-G1036
Evaluation Schedule		November 8, 2022 – February 6, 2023
Region and country		Caribbean, Haiti
GEF Operating Program		Biodiversity and climate change
Implementation agency		Inter-American Development Bank (IDB)
Executing agency		Ministry of Environment/National Protected Areas Agency (ANAP)
Donors		The Global Environment Facility (GEF) and the Inter-American Development Bank (IDB)
Consultant		Arnold Africot

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Executive Summary

Key data from the Managing the Human-Biodiversity Interface (GIBH) in Marine Protected Areas of Southern Haiti project are summarized in the table below.

Table 1. Summary of the project

Project title	Managing the Human-Biodiversity Interface (GIBH) in Marine Protected Areas of Southern Haiti			
Project's GEF ID	9803	Financing	*Upon approval (in millions of US$)*	*Upon completion (in millions of US$)*
Project's IDB ID	HA-G1036	GEF financing	US$1,826,484[1]	US$1,727,927.16 (94.6%)
Country	Haiti	IDB financing	US$10,500,000	US$1,032,728.23[2] (9.7%)
Region	Caribbean	National counterpart	US$100,000 (in kind)	US$72,079.84[3] (72%)
Thematic areas	Biodiversity and Climate Change	Total financing	US$12,526,484	US$2,832,735.23
Implementing Agency	Inter-American Development Bank (IDB)	Signature of project document (project start date)		January 18, 2018
Executing Agency	Ministry of Environment/National Agency for Protected Areas (ANAP)	Project eligibility at first disbursement		April 9, 2019
Other partners involved	[4]DPAQ/MARNDR, SEMANAH, CNIGS, MT, NGOs, Local Authorities, Universities, CBOs and local population, Private Sector	Closing Date	Initial: July 11, 2021	Effective: November 25, 2022

Brief description of the project

The Marine Protected Areas (MPAs) of Grosse Caye/Aquin Wetland and Olivier/Zanglais are two (2) of the seven (7) MPAs declared in the South of Haiti through the presidential decree of August 26, 2012 aimed at legally expanding the national system of protected areas of the country (SNAP). These 2 MPAs have received special attention from the Haitian state since they are part of the Key Biodiversity Areas (KBAs) in Haiti because of the presence of habitats (mangroves and reefs) and ecosystems threatened with endemic, endangered and

[1] The amount is US$1,826,485 in the document approved by the GEF: https://www.thegef.org/projects-operations/projects/9803

[2] The IDB's co-financing for the project was only US$750,000. The budget consumption of the USD 750,000 protocol was 170,427.38 at 30 September 2022, i.e. 22.7%. For the USD 10,600,000 of co-financing provided through the SCT program, the expenditure incurred before the closure of the GIBH project was estimated at US$1,032,728.23.

[3] The national counterpart only took into account the salaries of the coordinator, the procurement officer and the MDE focal point. Other aspects could also be considered, such as customs duty on vehicles.

[4] DPAQ: French acronym for Fisheries and Aquaculture Directorate; MARNDR: French acronym for Ministry of Agriculture, Natural Resources and Rural Development; SEMANAH: French acronym for Maritime and Navigation Service of Hait; CNIGS: French acronym for National Centre for Geospatial Information; MT: Ministry of Tourism; NGO: Non-Governmental Organization (Foundation for the Protection of Marine Biodiversity [FoProBiM] and Reefcheck); CBO: Community-Based Organisation (Fishermen's Associations, Women's Associations)

vulnerable species according to the red list of the International Union for Conservation of Nature (IUCN). From this viewpoint, concrete actions have been planned by the Haitian government to reduce poverty and strengthen the climate resilience of the coastal communities of Aquin and Saint-Louis du Sud. The GIBH project was therefore initiated by the Haitian government with financial support from the Global Environment Facility (GEF) and the Inter-American Development Bank (IDB), with the overall objective of contributing to the conservation and effective management of the Marine Protected Areas of Aquin and Saint-Louis du Sud. The specific objectives of the project are: (i) to improve fisheries management in MPAs; and (ii) to mitigate climate change through the restoration of critical ecosystems.

Evaluation rating

Table 2. Evaluation rating

1. Design and formulation of the project	**Rating**
Logical framework analysis/project outcomes framework	Moderately unsatisfactory (MU)
Definition of risks and mitigation measures	Satisfactory (S)
Lessons learned from other relevant projects incorporated into project design	Satisfactory (S)
Planned stakeholder involvement	Satisfactory (S)
Replicability approach	Highly satisfactory (HS)
IDB's comparative advantages	Highly satisfactory (HS)
Linkage between the project and other interventions in the sector	Highly satisfactory (HS)
Management arrangements	Satisfactory (S)
Coherence	Moderately satisfactory (MS)
2. Project implementation	**Rating**
Adaptive management	Moderately unsatisfactory (MU)
Partnership arrangements	Moderately unsatisfactory (MU)
Feedback from monitoring and evaluation activities used in adaptive management	Moderately satisfactory (MS)
Project founding	Moderately unsatisfactory (MU)
Monitoring and evaluation	Moderately unsatisfactory (MU)
Coordination at the execution level by the MDE/ANAP and implementation by IDB	Unsatisfactory (U)L
3. Implementing Agency/Executing Agency	**Rating**
Quality of IDB Implementation	Moderately unsatisfactory (MU)
Quality of Implementation by the MDE	Unsatisfactory (U)
Overall quality of implementation and execution	Unsatisfactory (U)
4. Evaluation of outcomes	**Rating**
Additionality of project performance	Moderately unsatisfactory (MU)
Relevance	Highly satisfactory (HS)
Effectiveness	Unsatisfactory (U)
Efficiency	Unsatisfactory (U)
Country ownership	Moderately unsatisfactory (MU)
Integration and alignment with GEF policies	Moderately satisfactory (MS)
Knowledge Management	Moderately satisfactory (MS)
Impacts	Moderately satisfactory (MS)
Overall rating of project implementation	Unsatisfactory (U)
5. Sustainability	
Financial Resources	Unlikely (U)
Sociopolitical	Unlikely (U)
Institutional Framework and Governance	Moderately likely (ML)
Environmental	Moderately likely (ML)
Overall likelihood of sustainability	Unlikely (U)

Source: Consultant Analysis

Coherence

The GIBH project has good internal coherence; the logical link between objectives, outcomes, and expected outputs was very well established in the project design and formulation. Seventy percent (70%) of the indicators in the project's outcomes framework meet the SMART (Specific, Measurable, Attainable, Realistic, and Time-bound) quality criteria.

However, it was difficult for the consultant to establish the coherence between the means made available and the outputs envisaged, as most of the latter were not achieved. The reasons put forward are not necessarily financial but are related to the administrative burden and the constraints of the implementation context. The consultant considers that the internal coherence of the project has been negatively affected by the lack of synergy between the GEF document and that of the IDB in terms of the amount of IDB co-financing through the Sustainable Coastal Tourism (SCT) program and the initial implementation period, which was considered too short in relation to the resources actually mobilized and to the administrative and implementation complexity of the project. Differences were noted between some indicators in the IDB outcomes matrix and the GEF approved outcomes framework. Overall, the consultant considered the level of consistency of the outcomes framework, as formulated in the project document, to be Moderately Satisfactory (MS).

Overall outcomes

Overall, the project was not able to achieve the expected outcomes despite multiple efforts by ANAP and the PMU to overcome implementation constraints, including internal bottlenecks within the MDE. Project outcomes were achieved at 12.5% and outputs were achieved at an average of 55.15%. The overall achievement of the project is rated unsatisfactory (I).

Additionality of project performance

Despite its low level of performance, the project provides significant additionality in mangrove management and carbon monitoring in Haiti. The establishment of a restoration plan, well tied to the characteristics of the ecosystems concerned, is a first in the management of MPAs in Haiti. The project has also broken the ice in terms of establishing a methodology for assessing carbon storage in the country's mangroves. Although specific to the mangroves of the Aquin and Saint-Louis du Sud MPAs, this methodology establishes a significant basis for: (i) the quantification of carbon stocks sequestered in soils and vegetation of forested areas in Haiti; (ii) the monitoring of carbon stock changes over time and space; and (iii) the assessment, using some basic indicators, of the functional state of ecosystems. Overall, the additionality of the project's performance was rated Moderately Unsatisfactory (MU).

Relevance

The GIBH project supports local and national development plans, as well as national and sectoral strategies and policies. The project supports, among others, six (6) national strategic documents (PANA, Haiti Biodiversity 2030, PNGRD, PNCD-LCD, NDC and PAE)[5] and two (2) of the five (5) priority development axes expressed by the local population in their development plan. Based on the outcomes of the evaluation, the relevance of the project was rated as Highly Satisfactory (HS).

[5] PANA (National Adaptation Action Plan); Haiti Biodiversity 2030 (Updated National Strategy and Action Plan for Biodiversity); PNGRD (National Risk and Disaster Management Plan); and PAN-LCD (National Action Program to Combat Desertification); NDC (Nationally Determined Contribution); PAE (Environmental Action Plan).

Effectiveness

The evaluation of the level of achievement of the project objectives could not be done as planned since many key activities could not be carried out. Out of 100 ha of mangroves to be regenerated, only 33 ha were restored by the end of the project in 2022 through a highly participatory community strategy. These late achievements could not properly inform the project's outcomes framework, as the effectiveness of mangrove restoration cannot be assessed in such a short time after transplanting. 15,000 mangrove seedlings are still in the nursery and DAMP is hopeful that it will be able to transplant them with the financial support of the SCT program through the co-financing protocol signed between the Ministry of the Environment (MDE) and the Ministry of Economy and Finance (MEF).

The restoration of marine ecosystems was abandoned because it had become practically impossible to carry out the complex experiments required in the fragile context of the country. Overall, the cancellation of certain key project activities and the low level of achievement of certain outputs and outcomes significantly undermined the intervention logic, the dynamics of the project and its effectiveness. The evaluator rated the project's implementation effectiveness as Unsatisfactory (U).

Efficiency

Conceptually, the choice of the two (2) MPAs of Grosse Caye/Aquin Wetland and Olivier/Zanglais as project intervention sites can be described as very efficient. However, even though the Project Management Unit (PMU) was decentralized in the South, the project remained very dependent on the MDE central office in Port-au-Prince, particularly for administrative processes. The lack of land communication between Port-au-Prince and the southern peninsula at the level of Martissant during the implementation of the project greatly affected the internal dynamics of project management due to the lack of communication, understanding and synergy. In short, the financial and material resources were not always mobilized within the deadlines because of the administrative heaviness within the MDE and the Technical Execution Unit (TEU) of the GEF for the realization of the project activities. Therefore, the level of efficiency of the GIBH project with respect to the initial outcomes framework was considered Unsatisfactory (U).

Country ownership

The implementation context weakened the country's ownership of the project. There was considerable reluctance to sign contracts and approve activities; the MDE even questioned the project's activities, even though they had been formulated using a highly participatory, integrated and transparent approach that was consistent with the Ministry's strategic orientations. Outputs targeted through other programs, such as the SCT and the development of artisanal fisheries, were not achieved. The small quick-win projects were implemented in the last weeks before the closure of the project. The consultant rated the country's ownership of the project as Moderately Unsatisfactory (MU).

Integration and alignment with GEF policies

The project is fully aligned with GEF policies and supports gender equality, environmental sustainability and stakeholder engagement. Women have played a prominent role in the implementation of the small quick win projects. For example, they participated in almost 40% of the mangrove seedling transplantation activities. Nevertheless, some shortcomings in social safeguards were noted, such as the creation of false expectations among some potential contractors, delays in handling complaints, and the lack of some personal protective equipment when carrying out certain works. The integration and alignment of project implementation with GEF policies was rated Moderately Satisfactory (MS).

Sustainability

The sustainability of the project is seriously compromised by the lack of achievement of the targeted outcomes and the weak effective and efficient mobilization of some institutional partners. Community ownership of the few products obtained remains fragile because they were not delivered on time. The lack of funding for the continued implementation of the mangrove restoration plan also hampers its sustainability. Thanks to the experience of the Ministry of Agriculture, Natural Resources and Rural Development's (MARNDR) Artisanal Fisheries Development Program in the distribution of seafood preservation equipment, the sustainability of the equipment is more or less guaranteed. However, DAMP should focus on training associations in basic maintenance of energy equipment, such as battery maintenance and the like. The overall sustainability of the project was rated as unlikely (U).

Knowledge management

The project has trained fifteen (15) community members in the techniques of selection, removal, bagging and maintenance of mangrove seedlings. These trained community technicians can greatly assist in the restoration of mangrove ecosystems in the southern MPAs. Fifty-one (51) members of fishermen's associations were trained in beekeeping techniques and practices. The application of the acquired knowledge was automatic after the training, thanks to the beekeeping equipment and hives provided by the project. The trained people will become the reference in their respective communities for the management of wild hives. Four (4) cadres from the GIBH project, two (2) cadres from the MDE and two (2) cadres from the CNIGS were trained on the methodology for assessing carbon storage in mangroves. Unfortunately, other managers from the MDE's Climate Change Directorate (DCC) and non-governmental organizations (international and local) were not involved to ensure that this new knowledge was extended to other forested areas in the country. In addition, not all phases of the training, including the implementation of the methodology, were completed. Finally, twenty (20) MDE managers were trained in MPA management. The evaluator rated the knowledge management of project implementation as Moderately Satisfactory (MS).

Impact

The project is beginning to have an impact on reducing post-harvest seafood losses through the installation of preservation kits. These are eco-friendly kits powered by solar energy that, in addition to being environmentally friendly, are not impacted by fuel scarcity. These facilities allow fishermen and traders to preserve the quality of their fish products over several days as well as their market value.

Mangrove remediation and restoration activities have had a significant impact on the health of mangrove ecosystems and riparian communities. Degraded mangrove sites had literally become dumping grounds. Thanks to their rehabilitation, followed by the transplantation of seedlings and wild seedlings, the health of these sites has improved significantly.

Thanks to the new knowledge and skills acquired in beekeeping, the beneficiaries have become real reference points in the communities for the recovery of the wild hives that used to roam around the houses and plots.

The awareness-raising campaigns have played an important role in the management of the human-diversity interface promoted by the project. The project has initiated the foundations of eco-citizenship within the communities. The impact of the project's achievements was rated as Moderately Satisfactory (MS).

Summary of main conclusions, lessons learned, and recommendations.

Conclusions

In general, the project's performance is not satisfactory. However, despite the deterioration of the overall implementation context, the project remains relevant to local and national development plans and national and sectoral strategies and policies. The project supports, among others, six (6) national strategic documents (the PANA, Haiti Biodiversity 2020, the PNGRD, the PNCD-LCD, the NDC and the PAE) and two (2) of the five (5) priority axes to meet the local development needs. The project presents a good internal coherence with a clear logical link between the objectives, outcomes and expected outputs. 70% of the indicators in the outcomes framework meet the SMART quality criteria. The seven (7) small quick-win projects conducted by the PMU with local communities, coupled with extensive awareness campaigns, have been greatly appreciated by stakeholders. Consolidation of the outcomes of these small projects can be envisaged through co-financing of the SCT program.

Lessons learned

- The issue of sustainable natural resource management is transdisciplinary and multisectoral. It requires a convergence of efforts from various stakeholders and a harmonization of their positions within a coordinated management framework.

- A scoping meeting is necessary at the start of any contract with all stakeholders. This is recommended to ensure that all stakeholders understand their mandate and implementation issues and that a good synergy of actions is established between the various international and local members of the group or consortium, if applicable.

- The establishment of a good internal communication channel between the central MDE, the ANAP and the DAMP makes it possible to identify bottlenecks in a timely manner and to take appropriate action in a timely manner. The appointment of an institutional focal point for the project has facilitated this communication, decision-making and effective implementation of activities.

- Adequate awareness and engagement of local stakeholders and strategic partners help achieve outcomes.

- No mangrove restoration project can succeed if the riverside communities are not stakeholders in the activities and are not involved in mangrove propagation techniques, nursery maintenance, transplanting and others.

- Building confidence in local communities through the sustainable development of revenue-generating activities can better reduce anthropogenic pressure on MPA resources and restore degraded mangrove ecosystems.

- Procurement processes need to be thoroughly pre-configured with the IDB, the PMU, and the MDE to reduce delays in these processes and facilitate the delivery of outputs.

Recommendations

The following recommendations are made by IDB, MDE, ANAP and DAMP and will be implemented and complemented by the consultant's recommendations.

Monitoring and evaluation

- Support the DAMP in the framework of future projects to implement simple and effective monitoring-evaluation mechanisms through the production of a monitoring-evaluation manual and the establishment of a database in order to contribute to better steering and monitoring and better capitalization of project products and outcomes (IDB, MDE).

- Ensure that project indicators are SMART (IDB, MDE).

- Ensure the preparation of a code book for measuring and monitoring project indicators (IDB).

- Train the project management team on the outcomes framework, including the establishment of SMART indicators, the development of the indicator codebook (IDB, MDE).

Sustainability of actions

- Ensure that sub-projects allocate sufficient funds for community mobilization in mangrove restoration activities (IDB, MDE).

- Plan longer-term projects to allow for sustainable actions in coral and seagrass ecosystem regeneration (IDB, MDE).

- Strengthen the effective involvement of local communities and authorities in the management of MPAs (MDE).

- Contract with community-based organizations (CBOs), particularly fishermen's associations, to implement mangrove restoration activities. This is likely to empower these CBOs, making them more accountable for the success of restoration projects (MDE).

- Strengthen the operational structure of the DAMP so that it can fully fulfill its role. International Financial Institutions (IFI) projects and programs should be seen as support to DAMP and should not be its only pillar (MDE).

- Make support for revenue-generating activities (RGAs) a long-term policy of the Haitian State and not an activity that is left to the mercy of small, short-term projects (MDE).

Administrative, financial, and contracting management

- Ensure that planned co-financing is reflected in the project documents approved by each donor and that these amounts are reflected in the project management manual (IDB, MDE).

- Evaluate the relevance of recruiting a Delegated Project Manager (DPM) or an Assistant Project Manager (APM) to support the MDE and the ANAP in project implementation. Its level of acceptance and operationalization will have to be determined with the entities concerned within the MDE (IDB).

- Ensure that tools are in place from the start of the project to record, evaluate and report on the national contribution (IDB, MDE).

- Ensure that the Annual Operations Plan (AOP) and the project accounting system are harmonized at all times (IDB, MDE).

Risk management and monitoring

- Ensure that the outcomes framework, risks, and associated mitigation measures are identical in all project documents approved by each donor (IDB. MDE).

- Mobilize monitoring agents to ensure the conservation of existing mangrove forests at the two (2) MPAs (MDE).

Technical management

- Ensure that the project's restructuring needs are identified in time and that the appropriate measures are taken by the actors concerned (IDB, MDE, and SC).

- Ensure better integration of MDE management in the management of project activities (MDE)

- Understand the rationale for the SC and ensure that key functions are shared equally among the various stakeholders. The MDE can mobilize several participants of the SC but should have only one decision-making position as with all other entities. When the SC is composed of or led by the MDE exclusively, it becomes virtually illegitimate to fulfill its functions, which include: (i) providing overall project direction and ensuring that activities are implemented in accordance with government policies; (ii) approving annual work plans and budgets; (iii) ensuring adequate coordination with other development programs; and (iv) broadly overseeing project implementation (MDE).

Environmental, social, gender and communication safeguards

- Provide a management framework for the built assets of Fort Olivier and Fort Saint-Louis (MDE).

- Incorporate strong targeting strategies in projects to ensure proper involvement of women in decision-making, implementation and monitoring of activities (IDB, MDE).

- Continue awareness campaigns and diversify communication channels with local stakeholders. For example, activity booklets on MPAs can be developed and "Junior Ecological Aide" certificates can be awarded to children in local communities based on the level of implementation of activities illustrated in the booklets (MDE).

I. Introduction

1.1 Context and purpose of the evaluation

1. This evaluation is conducted as part of the closure of the Managing of the Human-Biodiversity Interface (GIBH) in the marine protected areas of southern Haiti project. This project, signed on January 18, 2018 and eligible for first disbursements on April 9, 2019, is implemented until November 25, 2022, following three (3) successive extensions of one (1) month, one (1) year and three (3) months, respectively. The GIBH project is co-financed by the Global Environment Facility (GEF) in the amount of US$1,826,484, the Inter-American Development Bank (IDB) through its Sustainable Coastal Tourism (SCT) Program in the amount of US$10,600,000 and the Government of Haiti in the amount of US$100,000, to be provided in kind.[6] However, the amount of co-financing of the SCT program signed between the MEF and the MDE was US$750,000. The implementation of the project is ensured by the IDB with the Ministry of the Environment (MDE) as the executing agency, through the Management Unit of the Aquin/Saint-Louis du Sud Marine Protected Area (DAMP), under the supervision of the National Protected Areas Agency (ANAP).

2. The GIBH project was designed to contribute to the conservation and effective management of the Grosse Caye/Aquin Wetland and Olivier/Zanglais marine protected areas. More specifically, it aims to improve fisheries management in the Marine Protected Areas (MPAs) and to mitigate climate change through the protection and restoration of critical ecosystems.

3. In accordance with the terms of reference, this evaluation was conducted according to the guidelines for conducting terminal evaluations of projects developed by the GEF for use by agencies. Complementary aspects of the two (2) guides of 2017[7] and 2022[8] were considered in this evaluation. The objective of this evaluation is to provide a comprehensive and systematic account of the project's performance by assessing its design, implementation and achievement of objectives. It aims to: (i) promote accountability and transparency; (ii) facilitate the synthesis of lessons learned; and (iii) provide relevant feedback to project stakeholders, including the GEF, the IDB, and the MDE in general and the ANAP in particular. More specifically, the evaluator performed the following tasks:

- Update of the work plan and methodology, in dialogue with DAMP and IDB;
- Document collection and review;
- Interviews and field visits: MDE, ANAP, local administrations and authorities, DAMP, IDB, service providers and project beneficiaries;
- Assessment of, among other things, the coherence, relevance, effectiveness, efficiency and sustainability of the project (standard evaluation criteria);
- Evaluation of the project according to the methodology defined by the GEF;
- Evaluation of the results achieved, and outputs produced, based on the vertical logic of the project;
- Review of the corresponding indicators, their baseline, their level of achievement, and possible proposal of additional indicators;
- Evaluation of the performance of the institutions involved in the execution of the Project;
- Evaluation of the implementation of environmental, social and gender safeguards;
- Systematization of lessons learned from the project;

[6] https://www.thegef.org/projects-operations/projects/9803
[7] Guidelines for GEF Agencies in Conducting Terminal Evaluation for Full-sized Projects, 2017
[8] https://www.gefieo.org/sites/default/files/documents/council-documents/c-62-e-inf-02.pdf, 2022

- Return of the outcomes of the evaluation.

1.2 Scope, methodology, difficulties encountered and limitations of the evaluation

1.2.1 Scope of application

4. Geographically, this final evaluation covers the intervention area of the GIBH project, namely the two (2) MPAs of Grosse Caye/Aquin Wetland and Olivier/Zanglais in the Southern Peninsula of Haiti. Chronologically, the evaluation covers the entire project implementation period, from its signature on January 18, 2018 to its final closing on November 25, 2022 following three (3) successive extensions.[9] Operationally, the evaluation covers all actions carried out by the project or with the support of the project, regardless of the funding agency.

5. The data sources are made up of all the beneficiaries and partners of the project at the institutional level (MDE, ANAP, DAMP, DPAQ,[10] City halls, CASEC/ASE,[11] TEU/MEF, ONG,[12] other partners), at the community level (fishermen's associations, women's organizations, CBO,[13] beekeepers and others) or at the household level. Figure 1 below shows the location of the project implementation sites.

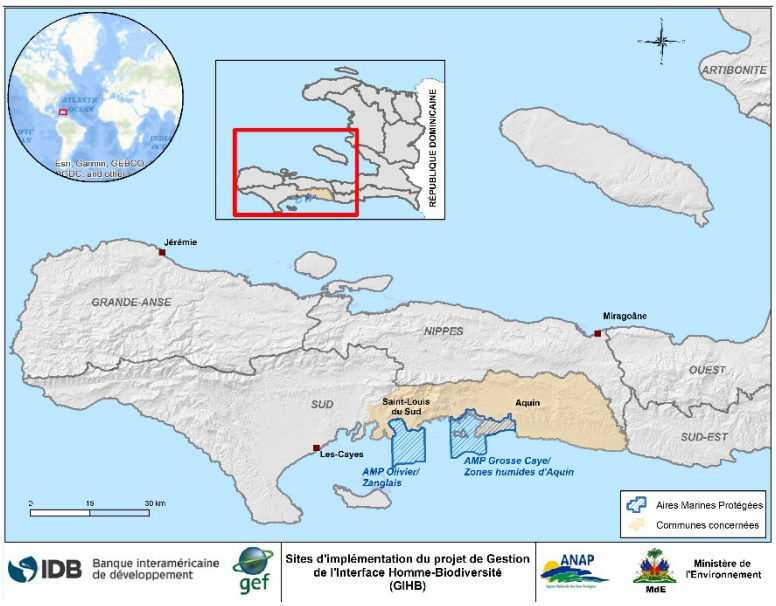

Figure 1. Implementation sites of the GIBH project

1.2.2 Evaluation Methodology

6. The evaluation methodology follows the guidelines developed by the GEF for the evaluation of final projects for use by agencies. It also considers the evaluation policies and

[9] By analyzing the design of the project, the evaluator will return to some extent to the formulation and validation phase.
[10] **DPAQ**: French acronym for Fisheries and Aquaculture Directorate
[11] **CASEC/ASEC**: French acronym for Community Section Administration Council / Assembly of the Community Section
[12] **NGO**: Non-governmental organization
[13] **CBO**: Community-based Organization

standards of the IDB. The work will be conducted with respect for human dignity and the confidentiality of the information collected. The expected outcomes of this evaluation will be achieved through concrete, integrated, holistic and participatory approach, involving administrative and traditional authorities, decentralised government technical services, the MPA Management Directorate, other support structures such as NGOs, and fishermen's and women's associations for exchange in the field. The assessment was conducted in eight (8) stages as described below.

Stage 1 – Preparatory phase

7. The preparatory phase of the evaluation consisted of the following activities carried out by videoconference, telephone calls and email exchanges.

- Security, administrative and logistical briefing;
- Review of the activity schedule and TOR with the Management Unit of the Aquin/St. Louis du Sud Marine Protected Area (DAMP);
- Review of the project documents with the DAMP;
- Identification and contact with project key informants, local authorities, and any other available project partners relevant to the evaluation.

8. The virtual method was used because the precarious security context and the scarcity of fuel did not allow for face-to-face meetings in Port-au-Prince, either at the IDB or MDE/ANAP offices; travel to the South was reserved solely for field visits, specific interviews with PMU executives, and consultation with local stakeholders. The first scoping meeting between the consultant, ANAP, DAMP and IDB was held on Friday, November 18, 2022.

Stage 2 – Documentary phase

9. An analysis of project documents and other strategic and planning documents at the national, regional, local, and institutional levels was collected to enable the consultant to better frame the evaluation work. More specifically, the documents analyzed in this phase included: project documents (approved by the IDB and the GEF), an audit report, the country's global or sectoral orientation documents (PANA, Haiti Biodiversity 2030, NGPD, NAP-LCD, NDC and PAE), IDB or MDE/ANAP reference documents.

10. Unfortunately, at this stage the consultant had not yet been able to receive other specific documents requested, namely: Quarterly/semi-annual and annual reports, reports of support missions, reports and training modules (CO_2 methodology and others), reports of the last audits, the project management manual (PMM), the restoration plan for the Aquin and Saint Louis du Sud mangroves, the updated project outcomes framework CO_2 storage assessment methodology for mangroves, CO_2 monitoring report and study reports or other inputs to be used in the preparation of the MPA management or co-management plan (those produced under the artisanal fisheries development program and/or SCT as well).

11. This literature review, however, was conducted prior to the organization of the stakeholder interviews and was a pivotal phase in the assessment work conducted by the Consultant, in the sense that it has allowed for:

1) Identify the planned framework for the project (problem, objectives, expected outcomes and main activities implemented);

2) Identify and analyze the intervention approaches used;

3) Analyze the activities conducted;

4) Draw up an assessment of the information available;

5) Adapt the methodological note and the activity schedule.

12. This exercise allowed the consultant to assess the theory of change of the GIBH project, including activities, outputs, outcomes, objectives, intermediate states, and long-term environmental impacts; causal pathways of long-term impacts; and implicit and explicit risks and assumptions.

13. This phase allowed the consultant to establish an initial basis for evaluating and reporting on the achievement of outputs and outcomes. The level of achievement of the objectives, as stated in the project formulation documents, was also assessed.

14. One of the relevant elements sought by the consultant in this phase was the level of impact of the health crisis related to COVID-19 (2020 and 2021), the socio-political upheavals (since early 2019), the overall security context (blocking of the NR2 at Martissant since 2020) the generalized scarcity of fuel (2021 and 2022), the earthquake of August 14, 2021, and possibly the resurgence of cholera (October 2022) on the implementation of project activities, including the strategies for achieving outcomes.

Stage 3 - Development of data collection materials and investigation plan

15. Based on the information gathered during the previous steps, the consultant developed a set of data collection materials and a detailed schedule of interviews with the main stakeholders selected for this purpose. The prepared forms were annexed to the methodological note. All of these were sent to the IDB, ANAP and DAMP for comments, suggestions and validation.

16. Following the validation of the methodological note and the chronogram of activities by IDB, ANAP and DAMP, the necessary appointments were made with IDB, ANAP, DAMP, the MDE focal point for the project and the focal points of the TEU/MEF SCT and MARNDR artisanal fisheries development programs to conduct the first interviews by videoconference and telephone exchanges

Stage 4 - Carrying out the interviews by videoconference and telephone exchanges

17. Interviews were initially conducted with the following entities:

- The IDB (to assess project implementation)
- The focal points of the artisanal fisheries development program (to evaluate the level of synergy and operationalization of the technical support provided to the GIBH project)
- The Directorate of the Aquin/South St. Louis Marine Protected Area (DAMP) (to assess project execution)

Stage 5 - Field visits and exchanges with PMU staff, MDE focal point and final beneficiaries

18. During this stage, the consultant first conducted interviews with: (i) the PMU Coordinator;[14] (ii) the Administrator; (iii) the three (3) Technical Assistants; and (iv) the MDE focal point for the project. Subsequently, the consultant visited some of the project's achievements together with the Technical Assistants and the MDE focal point. These visits were an opportunity for the consultant to have face-to-face discussions with some local leaders and authorities, as well as with grassroots community organizations, particularly fishermen and women's associations. Five (5) focus groups were conducted with the direct beneficiaries of the project.

[14] The Project Management Unit (PMU) consists of the Marine Protected Areas Directorate (DAMP); these terms are used interchangeably in this report to refer to the project implementation structure within the MDE.

19. The interviews with the above-mentioned actors made it possible to find out about the concrete actions of the project from which they benefited, the quality of these actions, their assessment of the impact of the project in terms of capacity building, their assessment of the strengths and weaknesses of the project, and others. These interviews were conducted on the basis of interview guides and questionnaires specific to the actors concerned. In addition to the interview guides, the consultant used the SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis tool.

Stage 6 - Other interviews

20. The following interviews were conducted after the field visits.

- The SCT Program Coordinator (to assess the level of synergy and operationalization of the SCT program's co-financing of the GIBH project)
- The Technical Director of ANAP (to evaluate the relevance and sustainability of the project outcomes, lessons learned and recommendations)

Stage 7 - Processing and analysis of collected data

21. Upon return from the field, the consultant recorded the initial field findings which were presented during small debriefing meetings after each visit with representatives of the PMU and the MDE focal point.

22. After the debriefing, the consultant took the time to review all the interviews and surveys conducted in order to have complete data for a full draft evaluation report that is submitted to IDB, MDE, ANAP, and DAMP for comment.

Stage 8 – Returning conclusions and finalizing the report

23. Following the report feedback to IDB, MDE, ANAP, and DAMP on January 31, 2023, the consultant will produce the final report based on the comments received.[15] The Consultant also presented the main elements of the report to other key project stakeholders in a closing meeting on February 3, 2023

1.2.3 Difficulties encountered and limitations of the assessment

Difficulties encountered

24. The evaluation took place in a very particular context, characterized, among other things, by insecurity and fuel scarcity. The Consultant and the PMU had taken all the necessary measures to be able to conduct the mission with as few difficulties as possible; nevertheless, the mission faced the following constraints:

- Difficulty for the DAMP to share reports and other documents associated with the implementation and monitoring of the project with the Consultant due, in particular, to limited access to the Internet. This problem also delayed the organization of the first scoping meeting.
- Difficulties in meeting with the SCT program management team to discuss co-financing. The meeting took place after the site visits.

[15] The consultant invites the ANAP and the IDB to include the GEF operational focal point for Haiti in the preliminary report and to take part in the feedback session in order to express its point of view on the project and current prospects.

Limitations of the assessment

25. The consultant was not able to conduct a statistical sampling of the area of restored mangroves due to lack of time and resources. This report uses the data provided by the PMU. The success rate of coconut seedlings was estimated by the associations surveyed and not by a count based on sampling. The level of mastery of the acquired knowledge is based solely on the statements of the respondents and not on a formal test; therefore, these data may be biased. However, this assessment could not be continued, and the limitations described above illustrate the importance of the continuity of the MDE and ANAP actions in this region of the country.

26. As part of this mission, the consultant was not able to meet with the project support service providers, with the exception of the beekeeping consultant. It would be relevant to triangulate some of the data provided by the PMU with that of certain providers, such as the BRLi/FoProBiM Consortium, with whom a contract had been terminated for lack of performance and quality in the delivery of services.

27. The budget analysis in this report is limited to GEF funding, the national counterpart, and the US$750,000 protocol signed between the MEF and the MDE as co-financing from the SCT program.

1.3 Structure of the Evaluation Report

28. This evaluation report of the GIBH project is structured as follows:

- List of figures
- List of tables
- List of acronyms and abbreviations
- Cover page
- Executive Summary

1) Introduction
2) Description of the project and development context
3) Findings and analysis (project design/formulation, implementation and outcomes)
4) Conclusions, lessons learned and recommendations

- Appendices

II. Description of the project and the development context

2.1 Project start-up and duration

1. The GIBH project was approved on August 30, 2017 and signed on January 18, 2018 between the MEF and the IDB. The operation was eligible for first disbursements on April 9, 2019 with an initial closing date of July 11, 2021. A kick-off meeting was held in July 2019 to present the project and its objectives, followed by extensive outreach to other stakeholders and partners of MEF, ANAP, and IDB in the project area to facilitate implementation and promote synergy among actors. The first steering committee (SC)L) was not able to meet until December 2021, more than two (2) years after the launch of the project.

2. The project has benefited from three (3) successive endorsements over the duration, totaling sixteen (16) additional months of implementation. The first one (1) month extension was granted in July 2021. The project received its second one (1) year extension in August 2021. Finally, a third extension of three (3) months was granted, setting the end date of the project at 25 November 2022. These three (3) successive extensions were justified by the steadily deteriorating socio-political context of the country, coupled with the insecurity and impact of the devastating earthquake of 14 August 2021.

2.2 Problems that the project aims to address

3. Biodiversity. Local communities are heavily dependent on the exploitation of natural resources in the MPAs concerned. This exploitation is done to excess and to the detriment of ecosystems, biodiversity and the ecosystem services they support and consequently on the socio-economic conditions of the inhabitants in the short and longer term. Thus, the project aims to address the following problems: (i) Lack or inability of the ANAP at the local level (DAMP) to manage MPAs and integrate local communities; (ii) Lack of an integrated approach between the fisheries sector and the DAMP; and (iii) Difficulty in ensuring effective, efficient and sustainable engagement with local communities

4. Climate change. Haiti in general, and the Southern Peninsula in particular, are very vulnerable to climate change and natural disasters. The project aims to address the following issues: (i) Lack of systematic carbon monitoring and reporting at the national level in Haiti; (ii) Lack of a mangrove restoration strategy; and (iii) Lack of a sustainable initiative to regulate and combat the massive use of mangroves for charcoal production.

2.3 Immediate and development objectives of the GIBH project

5. The **development objective** of the GIBH project is to contribute to improving the conservation and effective management of the Grosse Caye/Aquin Wetland and Olivier/Zanglais MPAs.

6. The **immediate objectives** of the GIBH are:

(i) improve fisheries management in the MPAs; and
(ii) mitigate climate change through the restoration of critical ecosystems.

7. The project was implemented through two (2) components: C1) Integration of MPA management into the local fisheries sector; and C2) Increased CO_2 storage capacity in MPAs.

2.4 Baseline indicators implemented

8. The project has used a set of baseline indicators to measure its performance throughout its implementation. These indicators are set at the goal, outcome, and output levels. The following table summarizes the project's set of baseline indicators.

Table 3. Baseline indicators for the GIBH Project

Objectives, outcomes and outputs	Indicators and target values
Objectives[16]	
(i) Improve fisheries management in MPAs (ii) Mitigate climate change through restoration of critical ecosystems	- Fishermen who fish exclusively on shore as a proportion of the total number of fishermen (55% Aquin and 75% St. Louis) - Cumulative CO_2 stored (2.985 Teq)
Component 1: Integration of MPA management in the local fisheries sector	
Outcome 1.1: MPA administration strengthened by promoting biodiversity conservation in the fisheries sector	- Fisheries management access plan respected by fishermen's associations (5 Associations) - Five (5) fishermen associations have been strengthened and structured - *Surface area of the marine protected area covered by the fisheries management access plan (18,527 ha) (IDB)*[17]
Outcome 1.2: Sustainable alternative economic activities developed for communities dependent on MPA ecosystems	- Share of revenue generated by the exploitation of natural resources among the beneficiaries of pilot projects (from 26% to 20%)
Output 1: Individuals trained	1.1.1/Ten (10) of the MPA administration's technical staff have been trained in MPA management
Output 2: Best practice guidelines for developing fisheries regulation tools in MPAs	1.1.2/Development of best practice guidelines for applying a fisheries regulation tool in MPAs (1)
Output 3: Awareness campaigns designed/implemented	1.1.3/Twelve (12) awareness campaigns for local communities on the value of MPA ecosystems
Output 4: Management plan developed and implemented	1.1.4/Fisheries management access plan developed and implemented with five fishermen associations (1) 1.1.5/Five (5) experimental fisheries rebuilding areas equipped and monitored
Output 5: Diagnosis and assessments completed	1.2.1/One (1) study to characterize the value of MPA ecosystem services conducted
Output 6: Two (2) community-led alternative economic projects implemented	1.2.2/Two (2) pilot alternative economic projects led by local communities have been implemented
Component 2: Increased CO_2 storage capacity in marine protected areas	
Outcome 2.1: Capacity of national and local authorities to monitor CO_2 storage is strengthened	Annual monitoring report issued by the Ministry of Environment (4)
Outcome 2.2: CO_2 storage capacity of MPA ecosystems increased	Targeted mangroves effectively restored (80%)
Output 7: Mitigation study completed	2.1.1/Methodology developed and implemented to characterize the current and future potential

[16] Objective indicators are not part of the IDB's monitoring system for the GIBH project.
[17] Present only in the IDB monitoring plan. It will not be taken into account in this evaluation as the fisheries management access plan has not been produced.

Objectives, outcomes and outputs	Indicators and target values
	storage capacity of mangroves, seagrass and reef ecosystems
Output 8: Individuals trained	2.1.2/National and local authorities trained in the use of CO_2 storage monitoring tools (20 people)
Output 9: Management plan developed and implemented	2.2.1/Implementation of one (1) mangrove planting plan 2.2.2/ 100 hectares of mangroves planted/ regenerated (30% of current area)
Output 10: Two (2) pilot projects for the rehabilitation of coral reefs and seagrass beds implemented	2.2.4/Implementation of two (2) pilot projects for the restoration of the coral reef and seagrass beds

2.5 Project stakeholders

9. The main stakeholders involved in the project are presented below. Their roles in the design and implementation of the project are detailed in the next chapter.

- **Governmental institutions:** Ministry of the Environment (MDE): National Protected Areas Agency (ANAP); Ministry of Agriculture, Natural Resources and Rural Development (MARNDR): Fisheries and Aquaculture Directorate (DPAQ); Ministry of Economy and Finance (MEF) through its Technical Execution Unit (TEU); Maritime Navigation Service of Haiti (SEMANAH); National Center for Geospatial Information (CNIGS); and Ministry of Tourism (MT).

- **MPA stakeholders**: National Working Group on Protected Areas (universities, international donors, NGOs and others).

- **Local public authorities**: Departmental Directorates of the MDE and MARNDR in the South; Directorate of Marine Protected Areas (DAMP); and Municipalities.

- **NGOs and private sector**: NGOs, schools, churches, local associations, and the private sector (tourism and fishing) working in the targeted MPA; Reefcheck and FoProBiM are the only NGOs working in marine ecosystem management in Haiti.

- **Local community:** Fishermen's associations, women's associations, local consultation groups and the general population

2.6 Expected outcomes

10. The GIBH project has adopted a simple configuration, structured around two (2) components. However, it has four (4) outcomes and ten (10) outputs, most of which are demanding in terms of activities and procurement. These are presented in the table below.

Table 4. Components, outcomes, outputs and indicative budget at project start

Outcomes	Outputs		Budget
Component 1: Integration of MPA management in the local fisheries sector			
Outcome 1.1: MPA administration strengthened by promoting biodiversity conservation in the fisheries sector	**Output 1:**	Individuals trained	30,000
	Output 2:	Best practice guidelines for developing fisheries regulation tools in MPAs	30,000

Outcomes	Outputs		Budget
	Output 3:	Awareness campaigns designed/implemented	80,000
	Output 4:	Management plan developed and implemented	360,000
Outcome 1.2: Sustainable alternative economic activities developed for communities dependent on MPA ecosystems	**Output 5:**	Diagnosis and assessments completed[18]	50,000
	Output 6:	Two (2) community-led alternative economic projects implemented	200,000
Component 2: Increased CO_2 storage capacity in marine protected areas			
Outcome 2.1: Capacity of national and local authorities to monitor CO_2 storage is strengthened	**Output 7**:	Mitigation study completed	100,000
	Output 8:	Individuals trained	50,000
Outcome 2.2: CO_2 storage capacity of MPA ecosystems increased	**Output 9**:	Management plan developed and implemented	550,000
	Output 10:	Two (2) pilot projects for the rehabilitation of coral reefs and seagrass beds implemented	200,000

[18] Services provided by protected area ecosystems

III. Findings

3.1 Project design and formulation

3.1.1 Analysis of the project's logical framework/outcome framework

Consistency between goals and expected outcomes

1. The four (4) expected outcomes of the project had been carefully structured around the immediate objectives; these objectives were fully in line with the development objective.

2. The first two (2) outcomes, supported by the project's outputs 1 to 6 and which were sought within Component 1 on "integration of MPA management in the local fisheries sector", contributed to the first immediate objective aimed at "improving fisheries management in MPAs". The last two (2) outcomes, supported by outputs 7 to 10 and which were grouped within Component 2 on "Increasing CO_2 storage capacity in MPAs" contributed to the second immediate objective aiming at "Mitigating climate change through the restoration of critical ecosystems". The achievement of these two (2) objectives was expected to contribute substantially to the conservation and effective management of the Grosse Caye/Aquin Wetland and Olivier/Zanglais MPAs, which was the development objective of the GIBH project.

3. In short, the logical link between project objectives, outputs and outcomes was very well established in the design and formulation of the project.

Consistency between outputs and resources

4. The main constraints of the project are not necessarily related to the amount of money available, but preferably to the administrative burden within the MDE, the management of procurement processes, and the implementation capacity of the PMU and the MDE for the disbursement of GEF funding and the TEU/MEF for IDB co-financing through the SCT program.

5. With respect to human resources, the project document provided that the DAMP would be administered by a full-time project manager and supported by a full-time technical assistant and a full-time administrative and financial assistant. During implementation, the project team was strengthened with additional specialists in order to work on the targeted outputs. The diversity and complexity of the interventions, added to the difficult context of the project implementation, justified the choice of mobilizing additional staff during the implementation. This reinforcement was conducted, for the most part, with experienced managers from the Macaya PMU. However, the quantity and categories of products targeted exceeded the operational capacity of the Aquin/Saint-Louis du Sud PMU. These included activities to rebuild fishing grounds and restore the coral reef and seagrass beds, which had to be cancelled during implementation.

Project indicators

6. The project outcomes framework supports a total of twenty (20) performance indicators, including two (2) impact indicators, six (6) outcome indicators and twelve (12) output indicators. Fourteen (14) of these indicators, or about 70%, were correctly formulated according to the five (5) main quality criteria (SMART),[19] namely: (i) specific; (ii) measurable;

[19] **SMART: Specific** (the system captures the essence of the desired results by clearly and directly linking them to the achievement of a single objective); **Measurable** (the system and monitoring indicators are clearly specified so that all parties agree on what they cover and the practical means of measuring them);

(iii) appreciable; (iv) realistic; and (v) time-bound. The indicators were specific to the project's objectives, outcomes and outputs.

7. The consultant identified one indicator at the objective level whose proposed changes are in the opposite direction to the expected outcomes. Indeed, according to the outcomes framework, the project wanted to "increase the proportion of fishermen who fish exclusively on the shore from 25% to 55% in Aquin and from 55% to 75% in Saint-Louis du Sud in relation to the total number of fishermen". This proposed variation directly implies an increase in anthropic pressure on coastal fishery resources; this is in contradiction with the vision of the project. Unfortunately, this inconsistency was not noted by the IDB, the MDE and the ANAP due to the lack of monitoring of objective indicators during project implementation.

8. Thirty percent (30%) of the indicators show some inconsistency with the SMART criteria:

- "Five (5) fishermen's associations have been strengthened and structured" (Outcome 1.1). This indicator is not measurable because it does not indicate the scale of the strengthening and structuring measures targeted for the associations.[20]

- "80% of targeted mangroves effectively restored" (Outcome 2.2). The qualifier "effectively restored" lacks specificity in the project framework. It is not clear when a mangrove would be effectively restored.

- "Twelve (12) awareness campaigns for local communities on the value of MPA ecosystems" (Output 3). The term "campaign" is too generic and lacks specificity. What makes up a campaign (in terms of number of people reached, composition of the target population, themes discussed, etc.)?

- "One (1) fisheries management access plan developed and implemented with five (5) fishermen's associations" (Output 4). The indicator helps measure the achievement of two (2) sequential actions, namely: (i) the development of an access plan; and (ii) the implementation of the plan. The plan may be completed without being implemented; it would be up to the evaluator to assign a value to each of these steps in order to propose a percentage of completion. In addition, if the plan was developed and implemented with fewer than five (5) associations, it would be up to the Consultant to assign a percentage of achievement to the indicator. Thus, the indicator suffers from a lack of specificity.

- "Five (5) experimental fisheries recovery zones have been equipped and monitored" (Output 5). As with the previous indicator, this indicator contributes to the measurement of two (2) sequential actions, namely the equipment of experimental recovery areas and their monitoring. It is not clear how to assess a site that is equipped but not monitored; this judgment is left to the discretion of the evaluator because of a lack of specificity in the indicator as formulated.

Attributable and realistic (the system identifies the changes that are expected to result from the intervention and indicates whether the results are realistic. Attribution requires that the changes to be made to the targeted development problem can be linked to the intervention); **Realistic and relevant** (the system sets levels of performance that are likely to be achieved in a practical way and that reflect stakeholder expectations); and **Timely, traceable and focused** (the system enables progress to be monitored in a cost-effective way, at the desired frequency over a given period, and clearly identifies the particular stakeholder group(s) that will be affected by the project or program).

[20] It is necessary to develop a "codebook" of indicators so that all those involved in the implementation, monitoring and evaluation of the project have the same interpretation in time and space of the parameters to be monitored and evaluated

- "Development and implementation of a methodology to characterize the current and future potential storage capacity of mangroves, seagrass and reef ecosystems (2.1.1)". This indicator measures both the preparation of a management plan and its implementation. As with the previous two (2), by covering two (2) sequential actions, the indicator provides the opportunity for evaluators to award differentiated points for plan production and implementation. Furthermore, in practice, the methodology developed considered only mangroves without seagrass and reef ecosystems.[21]

9. The outcome and output indicators were regularly monitored by the project team and reported to the IDB. However, some indicators were assessed incorrectly or with some shortcomings; these are described later in the report. Objective indicators were not included in the IDB and PMU monitoring system throughout the implementation period. This mission could not assess these either, as the key outputs and outcomes that should feed into the project objectives were not achieved.

10. The project includes a sufficient number of indicators to measure its performance at all levels (goals, outcomes and outputs); according to the consultant's analysis, 70% of these indicators meet the SMART criteria. However, 55% of these indicators remained at baseline or could not be assessed because several key project outputs were cancelled during implementation. Five percent (5%) of the indicators were partially achieved. Only thirty percent (30%) of the indicators were fully achieved.

Internal consistency of the project

11. The project was adequately structured. Logical linkages between the project's expected outcomes and outputs (logical framework) and its design in terms of components, choice of partners, implementation mechanism, scope and use of resources were carefully established.

12. However, the consultant considers that the internal coherence of the project was negatively affected by the weaknesses encountered in the budget and the short implementation period. With respect to the budget, the GEF document provided for co-financing through the SCT program, financed by the IDB and managed by the TEU/MEF, in the amount of US$10,600,000; this amount of co-financing was not found in the IDB document or in the Project Management Manual. In practice, the IDB co-financing, materialized through a memorandum of understanding duly signed between the MEF, manager of the SCT program, and the MDE, manager of the GIBH project, was US$750,000.

13. It is important to note that the interventions of the SCT program in the Aquin and Saint-Louis du Sud area were partly conducted on heritage sites integrated in the marine protected areas. The activities of the SCT program thus contribute to the enhancement of the MPAs and the development of ecotourism activities in the area.

14. As for the duration of the project, *ceteris paribus*, the 48 months of initial implementation, taking into account the risks that have been identified since its formulation, have not allowed the realization of all the activities, the achievement of the products and outcomes and the attainment of the objectives.

15. Overall, the consultant rated the level of consistency of the outcomes framework, as formulated in the project document, as Moderately Satisfactory (MS).

[21] As the seagrass and coral products were removed during implementation, the consultant decided to base 100% of the measurement of this indicator on mangroves.

3.1.2 Assumptions and risks

16. No assumptions were explicitly stated in the project document. However, for the specific purposes of this final evaluation exercise, the consultant has taken care to base its analysis on a few impartially selected assumptions. To be realistic, these assumptions are focused, as much as possible, on the main risks identified in the project document.

- **Assumption 1**. Viable contingency actions are developed by ANAP/DAMP to counteract the effects of socio-political instability.
- **Assumption 2**. National in-kind counterpart and co-financing funds are available in a timely manner.
- **Assumption 3.** The project's dependence on other management units, such as the Macaya PMU and the TEU/MEF, does not pose an administrative burden that hinders the execution of project activities in time and space.
- **Assumption 4**. Cooperation between the different projects and complementary programs in the southern peninsula, the entities of the MDE, the MARNDR and other strategic partners is effective and efficient.
- **Assumption 5**. The MDE is able to operationalize its national trust fund and mobilize sufficient funds for the sustainable financing of protected areas in Haiti.

17. The consultant has identified two (2) groups of risks and issues in the project documents. While the risks reported in the GEF-approved project document are for the most part similar to those presented in the IDB-approved project document, the mitigation measures present an important complementarity that deserves to be highlighted.

18. In the documents approved by the IDB and the GEF, five (5) risks and issues have been clearly identified with associated mitigation measures. In order to have a better appreciation of all the risks identified and to highlight the existing complementarities, the consultant proposes the conciliation of risks and mitigation measures between the GEF and IDB documents presented in the following table.

Table 5. Reconciliation of the risks and mitigation measures between the GEF and the IDB documents.

Risk		Level	Mitigation Strategy[22]
GEF	**IDB**		
Environmental risks due to both natural vulnerability and climate change could impact the project and contribute to communities within the project sites	Natural disasters may occur during project implementation	High	- Component 2 of the project is dedicated to the mangrove. By restoring mangroves in strategic areas, the project will contribute to reducing the vulnerability of local communities to extreme weather events (GEF). - All techniques that will be developed for the fisheries sector will be resilient to climate change and natural disasters (GEF). - The PMU will develop a natural disaster management plan (IDB).
Operational risks could impact project implementation due to limited government capacity at the central and local levels.	- Delay in delivery of outputs resulting from limited coordination between	Medium	- Involving all stakeholders involved from the design to the implementation of the project will facilitate institutional ownership (GEF). - In addition, the project will operate using a capacity development approach for all relevant stakeholders (GEF).

[22] The mitigation strategies listed in the table are taken from the documents referenced.

Risk		Level	Mitigation Strategy[22]
GEF	**IDB**		
	institutional stakeholders (MDE, ANAP, MARNDR, other) - Delayed delivery of outputs resulting from local difficulties (political, administrative, and logistical).		- The executive agency will build on the experience gained at the start of the project by the GEF executive agency. This will ensure an effective launch of the various activities (GEF). - A supervision plan by ANAP will be developed annually and implemented (IDB). - A steering committee will be organized twice a year (IDB). - The firm and consultants will be supervised by the PMU and IDB (IDB). - Close supervision of contracts by PMU and IDB (IDB). - Realistic planning and use of the tools and procedures developed by the PMU for operations GRT/HR-13930-HA and GRT/FM-11803-HA (IDB).
Sustainability risks, due to a lack of integration of most fishermen, especially those who are not members of an association and a lack of restoration activities.	Lack of cooperation and lack of support from local fishermen to implement the fisheries management access plan.	Medium	- The Artisanal Fisheries Development Program (co-financing) will support the structuring and expansion of fishermen's associations in MPAs. The MARNDR also encourages fishermen to associate themselves in order to benefit from the technical and financial mechanisms of the Fisheries Program (GEF). - Awareness campaigns will be carried out to encourage fishermen to join associations (GEF). - All restoration activities will be carried out in accordance with the prerogatives of the management plan. The mangrove restoration plan will assess the basic conditions required for mangrove growth and delineate areas where mangroves should be planted and where natural regeneration should be supported (GEF). - All restoration activities will be supported by awareness campaigns and environmental monitoring will be systematically conducted in accordance with the management plan's monitoring plan (GEF). - During the design and implementation of the Fisheries Management Access Plan, all fishermen's associations will be consulted (IDB).
Post-project sustainability risks, due to limited financial capacity to take over after project closure and lack of commitment from beneficiaries.	Lack of sustainability of the intervention after project closure.	Medium	- The community-based approach will maximize the likelihood of local ownership and adoption (GEF). - To create local awareness, commitment, and engagement, multiple awareness campaigns will take place (WEF). - Regarding financial sustainability, the Sustainable Tourism Co-Financing Program will support revenue generation for MPAs (GEF). - The MDE will recover the costs associated with staffing the DAMP directorate (IDB). - The MDE is developing a national trust fund to sustainably finance protected areas nationwide (IDB).
Risk of project overlap, due to several ongoing interventions in southern Haiti for the sustainable use of natural resources		Medium	Project design and implementation is conducted in close collaboration with the existing southern coordination committee led by the MDE.

19. The risks identified are, on the whole, relevant to the project implementation context. They have been grouped into five (5) categories, namely: (i) environmental risks; (ii) operational risks; (iii) sustainability risks; (iv) post-project sustainability risks; and (v) project overlap risks.

20. **Environmental risks**. For environmental risks, three (3) mitigation measures have been proposed. The measures found in the GEF document appear to be more consistent, as they relate to the strategy for implementing the activities. The IDB document suggests the development of a natural disaster management plan, which unfortunately has not been produced.

21. **Operational risks**. Operational risks have been classified as medium level, while the implementation of the project clearly demonstrates that it is a high level risk. The set of documents approved by the GEF and IDB identified eight (8) relevant mitigation measures. However, operational risks greatly impacted project implementation, as they were compounded by the socio-political crisis, the health crisis generated by COVID-19, insecurity, repeated fuel scarcity and the impacts of the August 14, 2021 earthquake.

22. The consultant has doubts about the possible influence of the Steering Committee (SC), as constituted and scheduled, on the project's delays in delivering products.

23**.** **Sustainability risks.** Mitigation measures for sustainability risks related to a lack of ownership of interventions by local stakeholders have been carefully integrated into project activities. Project-led awareness campaigns have been placed as a central pillar of mitigation measures.

24. **Post-project sustainability risks**. The lack of sustainability of interventions after project closure is a major risk for all investments in Haiti and in all sectors. The environment sector is particularly vulnerable. The measures proposed in the document validated by the GEF appear more realistic and better aligned with lessons learned from past projects and programs. These measures are based on good community ownership and the creation of sustainable revenue-generating activities (RGAs) in synergy with other projects and programs in the region. The measures proposed in the document validated by the IDB are complementary to those prescribed in the document validated by the GEF. However, only the GPA Director was appointed by the Haitian government. A procurement specialist, a government official, is available to the PMU for the duration of the project. However, the other technicians and managers of the GIBH project are only salaried consultants.

25. In addition to the five (5) risk groups identified above, the consultant considered it necessary for the project to consider risks to the historical and cultural heritage of the MPAs, in particular the built heritage of the forts of Saint-Louis and Olivier. A Historical and Cultural Heritage Management Framework (CGPHC by its French acronym) should have been prepared, including a plan for incidental discoveries. It is important to note, however, that all of the SCT program's work at Aquin and Saint-Louis du Sud is sanctioned by an Environmental and Social Management Plan (ESMP), to which the IDB has not objected, and which takes into account the risks to the built heritage, including chance discoveries.

26. It is relevant to note that risk management in the implementation of the project has been greatly influenced by the worsening socio-political situation, the health crisis generated by COVID-19, insecurity and the earthquake of August 14, 2021. The risks of natural disasters foreseen in the project's logical framework were mainly assimilated to cyclones and hurricanes; the impacts of the earthquake, as well as those of the health crisis and the insecurity, have taken on disproportionate magnitudes that far exceed the contingency capacities of the project management team.

27. Overall, the consultant found the definition of risks and mitigation measures in the project documents satisfactory (S).

3.1.3 Lessons learned from other relevant projects incorporated into the project design

28. It is not clear from the project formulation document how lessons learned from other relevant projects and programs have been incorporated into the project design. However, the consultant was able to identify a number of nationally recognized lessons and good practices that have been appropriately adopted by the project.

29. **Partnership.** In a fragile context such as that of Haiti, the establishment of strategic partnerships was deemed relevant to guarantee the sustainability and effectiveness of interventions. These partnerships are important at all levels, including between International Financial Institutions (IFIs), as is the case between the IDB and the GEF; between state institutions (MDE, MEF, ANAP, MARNDR, DPAQ and others); and private players (FoProBiM, Reefcheck). Lasting links have been established with local authorities for the management of natural resources. These partnerships also extend to other projects and programs in the region, as is the case between the GIBH project and the SCT and artisanal fisheries development programs financed by the IDB.

30. **Trust management and procurement support operator**. The implementation of the project is strategically focused on the competence and experience of the Macaya PMU in the application of IDB policies and procedures, to support the DAMP in fiduciary and procurement aspects.

31. **Proximity of the implementing agency (IDB) to project monitoring**. In addition to granting a no-objection opinion on the procurement and contract management processes, the IDB ensures technical monitoring of the project through regular meetings with the DAMP and ANAP and field visits. During the course of implementation, weekly monitoring meetings were organized to address, among other things, the challenges imposed by the health crisis linked to COVID-19, insecurity, and operational implementation difficulties.

32. **Geographic concentration**. The focus of investment on the Grosse Caye/Zone humide d'Aquin and Olivier/Zanglais MPAs, two (2) of the seven (7) MPAs declared in southern Haiti through the presidential decree of August 26, 2012, is likely to facilitate a concentration of efforts and an improvement in the conditions for project effectiveness. In addition, the IDB and MDE planned to develop experimental areas through pilot activities relevant to MPA management.

33. **Capacity building**. The project was aimed at structuring and strengthening fishermen's organizations to enable them to become truly involved in project activities and ensure greater ownership. Strengthening the management capacity of the project team was also a priority. The project also provided for the establishment of a methodology for measuring carbon storage in mangroves, and the capacities of MDE managers would be strengthened in the mastery and use of this methodology.

34. **Decentralized management.** Focusing ANAP's efforts on managing the project at the local level will generate much greater interest among stakeholders. This strategy improves the project's proximity to local communities and authorities, enabling us to better adapt intervention strategies and provide a rapid response to identified problems. However, this dynamic has been disrupted by road communication problems between the capital (MDE and ANAP at central level) and the southern peninsula (DAMP). This situation creates a distance between the various project implementing agencies, service providers and local communities, and contributes to delays and sometimes even mistrust, especially on the part of the MDE.

35. **Simplicity of design.** The project had a straightforward design with only two (2) components to allow for smooth implementation in line with national requirements and IDB procedures and policies. However, the project was overambitious in terms of the number and types of expected outcomes and outputs. In this respect, the project was oversized in relation to the actual capacity of the Aquin/Saint-Louis du Sud and Macaya PMUs to conduct procurement, financial management, implementation and monitoring of activities in a timely manner. However, according to ANAP, these capacities were not defined in advance.

36**.** **Effective, efficient and efficient engagement of local stakeholders**. The project launched extensive stakeholder awareness campaigns to generate interest and commitment. A variety of communication tools were used to reach as many people as possible, including adverts, banners, jerseys, meetings, awareness days, etc. A strategic note was produced during the project to adapt the approach and tools to the changing regional and local context and activities.

37. However, one shortcoming was noted in **the time taken to implement the project**. Initially, the project was not sufficiently spread over time to allow, *ceteris paribus*, for the completion of all activities, in particular those requiring lengthy experimentation, such as pilot projects for the rehabilitation of coral reefs and seagrass ecosystems, or the implementation of MPA management and managed fishing access plans. Nevertheless, the project has been granted three (3) successive extensions. Given the various shocks described above, the consultant considers that the project made coherent and efficient use of these extensions.

38. In addition, the lessons learned by the IDB from its artisanal fisheries development program have been progressively applied to the GIBH project as much as possible. This synergy was facilitated by the fact that IDB is the implementing agency for these two (2) projects/programs, between which complementary efforts have been developed. These lessons include:

- The organization of support for fishermen at the level of associations rather than individuals.
- Co-financing by fishermen is possible and allows us to move away from the logic of donations.
- The importance of analyzing the needs of fishermen in order to propose appropriate equipment.
- Training is essential and must match the equipment provided.

39. Overall, the evaluator rated the level of adoption of nationally recognized lessons and good practice by the project as satisfactory (S).

3.1.4 Planned participation of stakeholders

40. Effective stakeholder involvement was seen as a key factor in the project's success and sustainability. At the institutional level, in addition to the MDE and ANAP (headquarters, DAMP, Macaya PMU), the MARNDR's fisheries and aquaculture department (DPAQ) and town councils were grouped together in a steering committee alongside local fishermen's associations. The table below presents the project's stakeholders and their role in the design and implementation of the project.

Table 6. Planned participation of GIBH project stakeholders

Scale/Type	Institution name	Role in project design and implementation
National: Government institution	Ministry of the Environment (MDE): National Protected Areas Agency (ANAP)	Executing agency
	Ministry of Agriculture, Natural Resources and Rural Development (MARNDR): Fisheries and Aquaculture Department (DPAQ)	Responsible for fisheries regulations. Provide support in drafting regulations
	Maritime Navigation Service of Haiti (SEMANAH)	Provide support in implementing MPA measures and services
	Technical Execution Unit (TEU) of the Ministry of Economy and Finance (MEF)	Project co-financing through the IDB-funded SCT program
	National Center for Geospatial Information (CNIGS)	Support MPA administration in monitoring CO_2 storage capacity.
	Ministry of Tourism (MT)	Supporting the valorization of MPAs in the tourism industry
National: MPA stakeholders	National working group on protected areas: universities, international donors, NGOs and others	Share lessons learned and facilitate valorization
Local: public authorities	MDE and MARNDR departmental offices in the South	Ensure the link between this project and other related projects in target areas
	Directorate of Marine Protected Areas (DAMP)	Executing unit
	Municipalities	Mobilization of local communities
Local: NGOs and private sector	NGOs, schools, churches, local associations and the private sector (tourism and fishing) working in targeted MPAs; Reefcheck and FoProBiM are the only NGOs working in marine ecosystem management in Haiti.	Provide technical input and support for the implementation of project activities.
Local communities	Fishermen's associations, women's associations, local consultation groups and the general public.	Beneficiaries are involved in the drafting, validation and implementation of the various project activities.

41. The planned involvement of stakeholders in the project documents was rated satisfactory (S) by the consultant.

3.1.5 Replicability approach

42. The project explicitly adopted a replicability and scaling-up approach. This approach was structured around both the products of the GIBH project and the IDB's complementary programs in the southern region. Indeed, the development of a fisheries management access plan, including no-take zones, would have been a first in Haiti. Building on this experience and future lessons learned, these regulatory tools could have been replicated in other MPAs. The development of guidelines (Output 2) on best practice in the implementation of the fisheries regulation tool in MPAs would have been widely shared between all stakeholders involved in MPA management and the fisheries sector. These guidelines would have been shared with the National Working Group on Protected Areas (over 200 stakeholders) and integrated into the National Guidelines for Protected Area Management. In addition, the IDB

and MARNDR artisanal fisheries development program had the financial means to support replication in other MPAs in the South. However, these activities could not be conducted before the GIBH project and the artisanal fisheries development program closure, in November 2022.

43. In fact, the artisanal fisheries development program aimed to support the regulation and structuring of the fisheries sector, so that best practices could be replicated in other MPAs. This is also the case for the alternative techniques that would be developed for the fishing sector. Finally, the MDE and the MARNDR have been working for some years to establish common guidelines for fisheries management in protected areas; this GIBH project would contribute directly to this initiative and incorporate lessons learned and best practices. Ultimately, the guidelines for regulating fishing in MPAs (Product 2) would be incorporated into the national fisheries regulations currently being revised with the support of the artisanal fisheries development program. Unfortunately, the fisheries law has not been revised as such; but key recommendations for a more coherent updating of Haiti's fisheries regulations have been formulated as part of two (2) studies sponsored by the artisanal fisheries development program.

44. Finally, the methodology developed for estimating and monitoring carbon stocks in the mangrove forests of the two (2) MPAs could have been reproduced in the country's other mangrove forests. The popularization of this methodology by MDE executives would have strengthened the Haitian government's ability to monitor, at national level, its efforts to mitigate climate change through sustainable coastal management. In the long term, this methodology would have guided the MDE and its partners in monitoring Carbon in the country's forested areas. Carbon measurement could have become a basic performance indicator for reforestation projects and programs in Haiti.

45. The consultant rated the replicability approach presented in the project documents as highly satisfactory (HS).

3.1.6 IDB's comparative advantages

46. The IDB has a number of comparative advantages when it comes to implementing the project. These advantages can be seen at several levels:

- **Sector synergy**. The IDB already has other programs in the country's southern peninsula that can develop significant synergies with the GIHB project. These include the SCT Program and the Artisanal Fisheries Development Program, which complement each other in several key areas.
- **Institutional arrangements**. The IDB was actively involved in the formation and operationalization of the Macaya PMU and has developed expertise in working with the MDE and ANAP over the years. The IDB has also worked extensively with the MARNDR's DPAQ, which is a key entity in supporting the fisheries sector in the sustainable management of resources in the MPAs targeted by the project.
- **Security of funds**. In a fragile implementation context characterized, among other things, by the country's socio-political and institutional instability, the IDB, with its deep roots in the implementation of the project in Haiti in general and within the MDE in particular, appears to be an institution capable of guaranteeing the security and traceability of the funds made available to the project.
- **Procurement and financial management.** One of the bottlenecks in the implementation of projects and programs in Haiti is the ability of PMUs to apply donor procedures transparently. In this respect, the IDB has a significant comparative advantage, having worked for a long time with the MDE and its strategic partner, the

MARNDR. Transparency in procurement and financial management is taken for granted with the IDB as the implementing entity.

- **Long experience in protected area and fisheries management in Haiti**. The IDB is one of the longest-established international organizations supporting the MDE in the management of protected areas in Haiti. The first protected area management plans were produced with the IDB's technical and financial support. This long experience also extends to fishing activities with the MARNDR's DPAQ throughout the country, particularly in southern Haiti ("*Grand Sud*").
- **Institutional strengthening in the country**. The IDB has its fingerprints on most of the country's institutions, having acquired remarkable experience over the years in managing projects and programs in Haiti.
- **Long experience with the GEF**. The IDB is one of the oldest GEF implementing agencies in Haiti and has built up a wealth of knowledge and expertise in the field of sustainable development in general, and natural resource management and biodiversity conservation in particular.
- **Integration/cross-cutting themes.** Climate change and environmental sustainability addressed by the project are two (2) of the 3 cross-cutting themes of interest to the IDB; gender equality represents the IDB's third cross-cutting theme and efforts have been included in the project to ensure gender equality and the empowerment of women. To this end, the project aimed to explore ways of supporting local initiatives for women's empowerment, notably through women's business associations. In particular, the study and action plan characterizing the value of the services provided by MPA ecosystems would place particular emphasis on the role and involvement of women in local economic activities. In addition, two (2) of the pilot projects run by local communities would specifically target women. Support would include the establishment of local regulations, underpinned by recognition of the different needs of men and women. This would provide a framework for developing alternative economic activities specifically targeted at women, such as salt market development or tree nursery management.

47. The consultant rated the comparative advantages of IDB as the project executing agency as Highly Satisfactory (HS).

3.1.7 Link between the project and other interventions in the sector

48. The project was linked to two (2) other IDB-financed programs in the southern peninsula, namely the SCT Program and the Artisanal Fisheries Development Program. The GIBH project was formulated as a complement to the other two (2) programs by materializing the effective conservation of the Grosse Caye/Aquin Wetland and Olivier/Zanglais MPAs, in order to offer a sustainable ground for tourism and fishing activities. The SCT program was to support ANAP in drawing up a management plan for the two (2) targeted MPAs. This plan, which should have been produced by 2017, was unfortunately not completed before the end of the GIBH project. Nevertheless, DAMP very much hopes that the plan will be finalized under the SCT program, which ends in April 2023. The management plan would have presented: (i) a stakeholder analysis; (ii) a socio-economic and environmental baseline; (iii) a classification of the main ecosystems and cultural assets; and (iv) a programmatic action plan. The GIBH project would then implement the fisheries and mangrove components of the action plan, and help ensure strong local community participation to foster ownership and sustainability. At the same time, this operation would have supported the implementation of the artisanal fisheries development program by helping local fishermen's associations to access the

technical assistance and financial mechanisms provided by the latter. Fishermen's associations supporting the implementation of the fisheries management access plan (output 4) would have had easier access to the matching grant mechanism developed within the artisanal fisheries development program to acquire improved equipment for sustainable fishing. Unfortunately, the key outcomes expected from these strategic partnerships were not obtained on time.

49. In addition to these two (2) IDB programs, the project should have established more or less relevant links with other environmental projects and programs in the Southern Peninsula implemented by other partners, such as the United Nations Environment Program (UNEP) and the United Nations Development Program (UNDP), often with GEF co-financing. The following table summarizes the main projects and programs.

Table 3. Relationship between the GIBH project and other interventions in the environmental sector in the southern zone

Project	**Agency**	**Coordination/Programming**[23]
Sustainable management of upper watersheds in southwestern Haiti: Management of the Macaya protected area	IBD/GEF/Norway cooperation	Administrative cooperation to support the management of the GIBH project. Based on their experience with the IDB, the GEF and their tools, mentoring will be established to facilitate the launch of the project. The project will also draw on their experience in PA management, particularly with regard to local community participation.
Increasing the resilience of vulnerable ecosystems and communities to CC and anthropogenic threats through a ridge-to-reef approach to BD conservation and watershed management.	UNDP/GEF	During the planning process, under the leadership of the MDE, the IDB, the UNDP and the UNEP worked closely together to avoid overlapping projects. In designing activities, all agencies agreed on the need for a joint and harmonized approach to ecosystem monitoring.
Ecosystem approach to Haiti's South Coast	UNEP/GEF	
Sustainable Coastal Tourism (SCT) Program	IDB	The SCT program will fund the development of management plans for the two (2) MPAs. The GIBH project will complement this program by focusing on the implementation of conservation and restoration activities. The tourism program will also develop tourism activities that will contribute to the financing of the MPAs and thus to the sustainability of the GIBH project's activities.
Small-scale fisheries development program	IDB	The Artisanal Fisheries Development Program will support the GIBH project in the implementation of fisheries regulation activities. The GIBH project will benefit from the program's involvement of fishing communities in planning and management. It will also benefit from their experience and lessons learned in developing sustainable fishing techniques and tools.

[23] The information in Table 7 is reproduced verbatim in the project document.

50. The link between the project and other interventions in the sector during the design phase was rated highly satisfactory (HS) following the consultant's analysis.

3.1.8 Management methods

51. The MDE is the project's executing agency, through the ANAP and its Marine Protected Area Management (DAMP). The project is implemented in accordance with IDB management procedures. The MDE is responsible for project management, including the monitoring and evaluation of project interventions, the delivery of outputs, the achievement of outcomes and the efficient use of GEF and IDB resources. In addition, the MDE set up a SC which should have met twice (2) a year to provide general guidance on the project and validate annual work plans and project reports. The SC is made up of the MDE (chairman), the DPAQ/MARNDR, local municipal authorities and representatives of local fishermen's associations.

52. The DAMP was to implement project activities using a outcomes-based management approach. It is responsible for technical and financial reporting, as well as project monitoring and evaluation. The DAMP also coordinates the project's intervention with other ongoing initiatives and communicates with technical and financial partners and beneficiaries.

53. Procurement and financial management of the project are conducted by the Macaya PMU in accordance with IDB policies (GN-2349-9 and GN-2350-9).[24] The procurement and contract management processes required the IDB's no-objection notice. At the closure of the Macaya project in March 2020, the GIBH project's technical and financial management teams were reshuffled and strengthened to fill the void caused by the demobilization of the Macaya PMU.

54. Nevertheless, the PMU's constitution was not in line with the volume and types of activities planned. With this in mind, the composition of the team was adjusted during implementation.

55. The consultant considered that the management methods adopted in the project documents were satisfactory (S).

3.1.9 Summary of the project design and formulation findings

56. The table below summarizes the consultant's assessment of the project's design and formulation.

Table 4. Summary of project design and formulation findings

#	Component/Criteria	Rating
1	Logical framework/project outcomes framework analysis	Moderately satisfactory (MS)
2	Definition of risks and mitigation measures	Satisfactory (S)
3	Lessons learned from other relevant projects incorporated into project design	Satisfactory (S)
4	Planned stakeholder participation	Satisfactory (S)
5	Replicability approach	Highly satisfactory (HS)
6	IDB comparative advantages	Highly satisfactory (HS)
7	Link between project and other interventions in the sector	Highly satisfactory (HS)

[24] http://www.cbtf.com.bb/Download.ashx?file=Attachments%2F4.Procurement+Presentation_001_002.pdf&name=Procurement+-+An+IDB+Perspective

#	Component/Criteria	Rating
8	Management arrangements	Satisfactory (S)
Overall average for project design/formulation		**Satisfactory (S)**

3.2 Project implementation

3.2.1 Adaptive management

57. During implementation, the project encountered some particularly complicated situations. The impacts of the socio-political situation, the COVID-19 pandemic, the earthquake of August 14, 2021, road blockages and fuel scarcity greatly slowed down the execution of activities in the field. The project also had to contend with cumbersome administrative procedures within the MDE and TEU/MEF, which significantly slowed down the process of awarding the contracts needed to implement the activities.

58. While changes in strategy were clearly adopted to adapt project implementation to the fragility of the national, regional, and local context, no major changes were made to the project design, including objectives, outcomes, outputs, and performance indicators. This is considered a major omission by the consultant; in fact, the outcomes framework should have been revised by IDB, MDE, and ANAP at least by the end of the second year of project implementation, after it was determined that no outputs could be achieved. Instead of postponing the mid-term evaluation of the project due to the lack of concrete outcomes, the stakeholders should have commissioned it and used the outcomes to reassess the logical framework and better adapt it to the context. Nevertheless, restructuring efforts were initiated in 2021 and a workshop was organized in May 2021. Indeed, a restructuring of the project would contribute enormously to improving its overall performance and its positive impacts on the natural and socio-economic environment of the two (2) MPAs concerned. Unfortunately, this approach was not successful.

59. Administrative changes, both at the central and local levels, hinder the ownership of processes at the institutional level. For example, from January 2018 (date of signing of the GIBH project) to November 2022 (date of closing and start of final evaluation), the MDE went through four (4) ministers, including four (4) chiefs of staff. Several key managers left the PMU during project implementation, including the procurement specialist, the administrator, and the administrative assistant. These repeated changes in MDE leadership contributed significantly to the administrative burden that hampered the implementation of activities. At times, even project activities were questioned by the MDE, causing further significant delays in the progress of files.

60. However, we must point out a certain stability within the General Management and the Technical Department of ANAP. In fact, since its creation in May 2017, the General Management has known only one director, which is a significant positive point. What's more, ANAP's Technical Director has also been in place since 2017; this guarantees, despite the context, a certain stability and continuity in the management of protected areas in Haiti and related projects and programs.

61. As the closure of the Macaya project approaches on March 31, 2020, the MDE, the ANAP General Management and the Aquin/Saint-Louis du Sud PMU Coordination have signed an Aide-Mémoire with the IDB relating to the organization of the Aquin/Saint-Louis du Sud and Macaya management units. This document prescribes the organization of the Management Units of projects financed by the GEF through the IDB in the country's southern peninsula, with a view to facilitating the pooling of human and material resources of the two (2) units in question. With this in mind, the MDE restructured the 2 PMUs by creating a single

administrative management entity, housed at the Aquin/Saint-Louis du Sud PMU, with the migration of certain administrative and technical staff from the Macaya PMU.

62. During project implementation, the Aquin/Saint-Louis du Sud PMU was staffed as follows, one (1) technical coordinator; one (1) administrator; three (3) technical assistants (development, mangrove and fisheries-climate change); one (1) procurement specialist; one (1) accountant; one (1) administrative assistant; one (1) driver; two (2) security guards; one (1) janitor; one (1) housekeeper; one (1) messenger; and one (1) mechanic, for a total of fifteen (15) staff.

63. In order to launch the planned awareness campaigns and overcome constraints related to contracting difficulties, the PMU has adopted a targeted awareness-raising approach to support the implementation of small-scale alternative income projects in October 2022. The PMU has prepared a strategic note to guide these activities. This note takes into account practical sessions that have enabled the restoration of around 32 ha of mangroves thanks to the active mobilization of local communities through fishermen's associations.

64. A US$750,000 memorandum of understanding was signed between the MEF and the MDE covering the development of the MPA management plan, implementation of the plan and support for the Aquin/Saint-Louis du Sud PMU team through funding from the SCT project managed by the TEU. The latter's poor performance in disbursing funds for the GIBH project was widely criticized by ANAP and DAMP. The protocol expired at the close of the SCT program on April 30, 2022. The MEF is currently in the process of signing a proposed amendment covering the duration of the program. A second protocol had been envisaged within the framework of this co-financing to cover the funds allocated to the "Ecologically sound cities and coasts for climate change adaptation (EGSCC-CCA)" program. This US$750,000 protocol was intended to facilitate the recruitment of a consultant to design the program. Unfortunately, to date, this protocol has never been implemented.

65. Based on workshops with stakeholders and supervisory visits by the MDE, the ANAP and the IDB, the following mitigation measures were adopted:

- Maximizing the positive environmental impacts of the project has meant concentrating on mangrove restoration rather than marine ecosystem restoration, as this requires fewer complex experimental interventions that are difficult to carry out in the fragile context of project implementation.
- The identification and implementation of alternative economic activities (beekeeping, salt farming and aquaculture) to be financed in the communities most dependent on coastal and marine ecosystems.
- The organization of a planning workshop in June 2021 to prioritize activities.
- Granting an amendment to the project's duration.
- Involvement of MDE technical teams at central and local levels in overseeing project implementation, right from the planning stage, to avoid delays due to a lack of communication between the various Ministry entities concerned.
- Revising and adapting contract implementation modalities to the restrictions imposed by COVID-19 and the socio-political crisis, thus limiting the mobility of international and local teams. Remote support, the strengthening of local partnerships and the cancellation of certain activities were among the adaptation measures implemented by the project.

- Strengthening communication with other partners in the region to facilitate implementation of activities and promote synergy of investments.
- In the event of a ministerial reshuffle, it is essential to revalidate the project supervision process and confirm the focal points for each of the project's partner institutions.
- Improving the communication circuit by strengthening liaison between ANAP, MDE, IDB, TEU and DAMP to facilitate file follow-up.

66. Overall, the consultant rated the project's adaptive management as Moderately Unsatisfactory (MU).

3.2.2 Partnership agreements

67. The project had envisaged the establishment of a number of partnerships for its effective and efficient implementation. Although some relevant relationships were established with several institutions, the intended outputs and outcomes were not always achieved. The table below summarizes the partnerships targeted by the project at the design stage, and the relationships that were established during implementation.

Table 9. Partnerships established in the implementation of the GIBH project

Partner	Role	Agreement	Special notes
MDE/ANAP	Execution agency	PMU	Promoter of partnership agreements
MARNDR/DPAQ	- Support in drafting regulations - Fishing monitoring - Fishing techniques	SC and technical notices	Project outputs were not achieved. Nonetheless, the 2 projects/programs worked together to maximize gains and share lessons learned.
DDA and DDE	Share lessons learned and facilitate valorization	SC	The relationship between the project and the DDs was greatly impacted by the lack of communication between the central MDE and these decentralized structures. During the last few years of implementation, a communication channel was established directly between the project and the DDs, which facilitated the sharing of lessons learned. Nevertheless, the Consultant feels that the DDs could have contributed effectively to mangrove restoration and post-project monitoring activities.
SEMANAH	Provide support in implementing MPA measures and services	SC	An attempt to define the trajectory of boats in order to reduce their impact on Fish Aggregating Devices (FADs) was unsuccessful (fishing program).

Partner	Role	Agreement	Special notes
			SEMANAH would participate in the training of PMU technicians in boat piloting. Unfortunately, the DAMP boats were never acquired as planned by the TEU. It is important to point out that the work carried out by the Groupement OCEAN-IC/BRLi/Agro Campus Ouest reveals that fishing is, however, considered an accessory issue for SEMANAH.
CNIGS	Supporting MPA administration in monitoring CO_2 storage capacity	CO_2 monitoring training	Two (2) CNIGS managers were trained in carbon sequestration.
MT	Supporting the promotion of MPAs in the tourism industry	SC	The rehabilitation of the Saint-Louis and Oliver forts planned under the SCT project was not carried out.
TEU/MEF	Co-finance through the SCT project: - MPA management plan - Implementation of the management plan - Support for management team	Formal financing agreement	A US$750,000 co-financing agreement has been signed between the MEF and the MDE. There have been serious delays in the execution of the activities covered by this agreement.
PMU Macaya	Ensure the procurement and financial management of the project in accordance with IDB policies (GN-2349-9 and GN-2350-9).	Financial management and procurement support	On closure of the Macaya PMU, the administrative and financial management team was absorbed by the Aquin/Saint-Louis du Sud PMU.
National Working Group on Protected Areas (universities, international donors, NGOs and others)	Share lessons learned and facilitate valorization	Awareness campaign	Several awareness-raising campaigns were organized for Working Group members (universities, schools, NGOs and others).
NGOs and private sector (schools, churches, Reefcheck, FoProBiM and others)	Provide technical input and support for the implementation of project activities	Service provider	The contract with the BRLi/FoProBiM consortium was terminated for lack of performance and quality in the delivery of services. Reefcheck played an active role in training PMU managers. Other relevant activities had to be cancelled (restoration of the coral reef and seagrass beds).
Community structures	Actively participate in the implementation of activities	Active participation in	Nine (9) fishermen's associations strengthened/5

Partner	Role	Agreement	Special notes
(fishermen's associations, women's associations and others)	and the valorization of products	project activities, particularly in the implementation of the 7 small quick-win projects.	fishermen's associations mobilized for mangrove planting and tree nursery management.

68. As shown in the table above, despite the low level of project performance in terms of final outcomes and products, most of the partnerships targeted at the design stage were fully exploited. Some improvements are needed, particularly in the management of co-financing for complementary programs. The effective implementation of certain activities could be improved by more solid partnerships with strategic partners such as the Departmental Environment Directorate (DDE) and the Departmental Agricultural Directorate (DDA) Sud/Nippes. For example, the establishment and management of mangrove nurseries and planting campaigns under a partnership agreement with the DDE Sud/Nippes, with the support of local associations, could facilitate their timely implementation and ensure better post-planting and post-project monitoring. The community-based approach adopted by the PMU technicians in the final months of the project enabled 32 ha of mangroves to be planted in 10 days. The consultant believes that the active involvement of the DDE would ensure better post-project monitoring of these plantings with local associations.

69. Delegation of the tasks linked to CO_2 measurement to the MDE's Climate Change Directorate (DCC) through a memorandum of understanding would help to produce the outcomes targeted by the project on time and ensure adaptation and scaling-up across other forested areas in the country. The consultant acknowledges, however, that the MDE focal point for the project has held discussions with the DCC concerning carbon sequestration activities in mangroves. However, this did not result in the involvement required to ensure better ownership and timely completion of this activity.

70. The project did not mention the role of the DGIZCM (French acronym for Integrated Coastal and Marine Zone Management Department) in overseeing and implementing activities. However, it is worth noting that the Director of the DGIZCM was designated as the MDE institutional focal point for the project. The responsibilities of the MDE focal point, who was appointed by the Minister of Environment in September 2021, included: (i) knowing the stakeholders and maintaining good relations with them; (ii) communicating with the various stakeholders to gather and share information; (iii) liaising and sharing information with the MDE, ANAP and DAMP; (iv) ensuring technical and programmatic oversight; (v) ensuring general oversight; (vi) ensuring validation of deliverables; (vii) anticipate any blockages or delays in project implementation and propose any corrective measures; (viii) receive recommendations arising from consultations provided for in the project development process; (ix) synthesize comments arising from consultations provided for in the project development process; and (x) prepare quarterly reports summarizing activities, major issues and proposals for action and follow-up.

71. The appointment of the Director of the DGIZCM as the focal point of the project has also brought innovative elements to the MPA management dynamic. For example, steps were taken to involve universities more closely in the MPA management process through internships. Unfortunately, this approach has not been successful. In terms of awareness-raising campaigns, the celebration of International Oceans Day with the support of the project was an important first and gave the project a high profile.

72. It is worth noting that the contract between the BRLi/FoProBiM consortium and the GIBH project was hampered by payment constraints on the part of the MDE. These payment delays contributed in part to the delays in FoProBiM's effective mobilization in the field to implement the mangrove restoration plan. This payment problem also affected the firm responsible for developing the CO_2 methodology. The cancellation of the final training phase for the project team on the CO_2 methodology was one of the consequences of these payment delays.

73. In terms of the establishment and valorization of partnership agreements during implementation, the evaluator rated the project as Moderately Unsatisfactory (MU).

3.2.3 Feedback from monitoring and evaluation activities implemented within the adaptive management framework

74. The project's monitoring and evaluation activities were not helped by the deterioration in the country's overall context. The SC, which was supposed to play a leading role in the project's strategic orientations, has not been able to meet regularly. Since the official launch of the project on July 11, 2019, only two (2) SC meetings have been held; the first took place on December 9, 2021, more than two (2) years after the launch of the project. Due to the lack of achievements of the GIBH project, these SCs often serve as a forum for discussion, awareness raising, and information sharing on MPAs in general and implementation constraints.

75. **Field missions.** Supervision missions were carried out by the ANAP and DAMP technical teams at potential restoration sites and in the communities targeted under the restoration plan. These missions enabled the targeting of communities to be prioritized in the piloting of revenue-generating activities (RGAs) due to the level of pressure they exert on natural resources.

76. Other supervision missions were organized by ANAP to evaluate the project, including its administrative aspects, and to make recommendations aimed at achieving the expected outputs and outcomes within the allotted timeframe. Nevertheless, the health crisis generated by COVID-19, the impacts of the earthquake of August 14, 2021, the insecurity on the NR2 and the repeated and prolonged scarcity of fuel have greatly reduced the frequency of field missions by the ANAP team. The MDE, the ANAP and the IDB had doubled their efforts, on several fronts, to try to bring the project out of its critical state of implementation. These efforts were materialized through workshops, weekly monitoring and support meetings, the appointment of an institutional focal point and others.

77. **Budget monitoring and procurement.** The two (2) audit reports consulted by the mission point to certain shortcomings in the Aquin/Saint-Louis du Sud PMU which could constitute weaknesses that could prevent the DAMP from recording, processing, summarizing and presenting financial data in accordance with the Management's assertions in the financial statements. In terms of financial management, these weaknesses related to: (i) failure to pay the installment on service contracts; and (ii) late payment of the installment relating to rent payments. With regard to procurement, these shortcomings relate to the low level of activity completion. Towards the end of the project, the pooling of teams from the Macaya and Aquin/Saint-Louis du Sud PMUs more or less mitigated these risks.

78. The project will be audited by independent auditors appointed for this purpose. The first audit report consulted by the consultant covered the period from May 1, 2019 to

September 30, 2019 and for the fiscal year ending September 30, 2020.[25] As of September 30, 2020, the audit report showed that the contractual obligations of the Project related only to the salaries of the PMU and DAMP staff under the non-reimbursable financing agreement No. GRT/FM-13314-HA.

79. The second audit report for the year ended September 30, 2021 revealed that the Aquin/Saint-Louis du Sud PMU did not deduct the 2% advance payment when making payments to local providers of advisory services. This legal requirement is not reflected in the advisory service contract signed between the MDE and third parties. The late payment of the rent installment was attributed to a lack of follow-up on the part of the PMU. Finally, the report concludes that the project's activities are not being conducted to a high standard, due in part to the MDE's cumbersome administrative procedures. While the audit did not identify any situation that would imply non-compliance with the financial provisions of IDB Grant Agreement GEF-GRT/FM/163314-HA, the Aquin/Saint-Louis du Sud PMU has not taken any corrective action following the recommendations made in the previous audit report.

80. Two (2) other audit reports will be produced as part of the project. The 3rd audit report is in progress and covers the period from October 1, 2021 to September 30, 2022. The fourth and final audit report will cover the period from October 1, 2022 to January 31, 2023. It will also cover eligible operating expenses for the months of February and March 2023, which will have been approved by the IDB and paid by the PMU Administration through executive checks.

81. **MDE focal point.** In order to overcome the internal communication problems between the different MDE entities involved in the implementation of the project, an institutional focal point for the project was appointed by the central administration of the MDE. This focal point was strategically chosen to strengthen the sustainability of the investments and is the Director of Integrated Coastal and Marine Zone Management.

82. **Production and submission of reports**. The PMU periodically submits to the IDB the various reports required under the project financing agreement. These reports are not always produced within the required timeframe and quality. Nevertheless, the PMU always does its best to respond to the IDB's comments and submit revised versions of the reports.

83. Seven (7) annual reports have been transferred to the GEF by the IDB since early 2016. These reports provide a summary of project formulation and implementation highlights, including physical advances and budget and procurement performance. Efforts to make up for delays in project implementation were reflected in the various reports; however, the challenges seemed to outweigh the efforts made and the resources available to achieve the project's outputs, outcomes and objectives within the allotted timeframe.

84. **Mid-term evaluation**. The IDB and the MDE had cancelled the mid-term evaluation that had been scheduled two (2) years after the start of project implementation. This decision was taken due to a lack of material to evaluate. According to the consultant, this decision was not beneficial to the project. Such an evaluation would have made it possible to clearly identify bottlenecks in the project's implementation and facilitate appropriate restructuring towards more coherent, effective and efficient execution. It would have made it possible to better integrate risk mitigation measures for the socio-economic context, the impacts of the 2021 earthquake and insecurity into the activities and their implementation strategies. Overall, the project's mid-term evaluation would have enabled the restructuring of the outcomes framework and the overall project implementation strategy.

85. Overall, the consultant rated the use of feedback from monitoring and evaluation activities in the adaptive management framework as Moderately Satisfactory (MS).

[25] https://www.iadb.org/en/project/HA-G1036

3.2.4 Project financing

86. According to the document approved by the IDB, project funds are divided into three (3) investment categories, namely: (i) category 1: Integration of sustainable management of MPA resources in the fisheries sector; (ii) category 2: Increasing the CO_2 storage capacity of ecosystems; and (iii) category 3: Project management and monitoring-evaluation. The total cost of the project, amounting to US$1,926,484, comes from two (2) sources of funding: GEF (US$1,826,484) and a local counterpart in kind (US$100,000.00). IDB co-financing is planned through the SCT program managed by TEU/MEF; the amount and breakdown of this co-financing by category and product are not clearly presented in the project document.

87. However, the project document approved by the GEF provides for IDB co-financing of US$10,600,000.00[26] through the SCT program implemented by TEU/MEF; this amount would be divided between the first two (2) project categories.[27]

88. In practice, a memorandum of understanding has been signed between the MEF and the MDE for an amount of US$750,000 covering the development of the MPA management plan, the implementation of the plan and support for the management team, which are in category 1 of the project. This co-financing represents only 7% of the amount mentioned in the project document validated by the GEF.

89. As part of the Artisanal Fisheries Development Program managed by the MARNDR, the IDB provides co-financing in the form of technical cooperation, particularly in the areas of fisheries monitoring, techniques, and fisheries regulations in the southern MPAs. Although the fisheries regulations have not yet been updated, the MARNDR's Artisanal Fisheries Development Program has conducted studies that have provided relevant recommendations for a sustainable fisheries policy in Haiti. The two (2) projects/programs have also developed a good synergy in planning, supporting and monitoring activities in the MPA fisheries value chain.

90. The mission found that PMU had not evaluated the Haitian government's contribution in kind. No framework had been devised to enable the tracking of currency estimates for the various contributions, ranging from the salaries of seconded staff to the estimated rental value of offices (MDE/ANAP) made available to project staff, and customs duties for imported goods and other items. According to the IDB, this governmental counterpart would be the payment by the Haitian State of the Project Coordinator. The consultant believes that the national counterpart goes beyond the Coordinator's salary. In fact, the last PMU Procurement Specialist also receives a basic salary from the Haitian government. Thus, the amount shown in the table below covers the portion of the salary of the Coordinator, the Procurement Officer and the MDE Focal Point paid directly by the Haitian government.

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[26] This co-financing would represent 55.8% of the total amount of financing managed by the TEU under the SCT program. It appears that all the investments targeted by the SCT program in Aquin and Saint-Louis du Sud were considered by the IDB as co-financing elements. The consultant was unable to analyze this aspect in more detail because the content of this co-financing was not detailed in the documents provided. The municipalities of Aquin and Saint-Louis du Sud benefited from the following studies and outputs of the SCT program, among others (i) Urban planning document; (ii) Natural hazards and environmental vulnerability studies in the commune of Aquin; (iii) Construction of three (3) jetties in Aquin and Saint-Louis du Sud; (iv) Construction of the Aquin square; (v) Study of the connection to the Côte de Fer in Jacmel; (vi) Inventory of tourism products and itineraries in the South, including Aquin and Saint-Louis; (vii) Support to ISPAN (French acronym for Institute for National Heritage Preservation) (technical assistance and liaison officer); (viii) Diagnosis for the preparation of the MPA management plan (plan not prepared); (ix) Initiation of solid waste management studies, including Aquin and Saint-Louis du Sud (studies not yet completed); (x) Restoration of monuments.

[27] The management fees described in the GEF document are one (1) US dollar higher than in the IDB document, i.e. US$176,485 (GEF) compared to US$176,484 (IDB); this results in a difference of one (1) US dollar in the total amount of GEF funding between the document approved by the GEF and the one approved by the IDB.

91. The overall project budget is presented in the table below according to the document approved by the GEF. However, our budget analysis focuses specifically on GEF funding, the national counterpart and the US$750,000 co-financing protocol signed between the MODE and MEF in connection with the SCT program.

Table 5. Indicative budget for the GIBH project

Outcomes	Outputs	GEF	Local	IDB	Total
Component 1: Integration of MPA management into the local fisheries sector					
Outcome 1.1: MPA administration strengthened by promoting biodiversity conservation in the fisheries sector	**Output 1**: Trained individuals	30,000.00	-	10,100,000.00	10,600,000.00
	Output 2: Guide on best practices for developing tools to regulate fishing in MPAs drawn up	30,000.00	-		
	Output 3: Awareness campaigns designed/implemented	80,000.00	-		
	Output 4: Management plan drawn up and implemented	360,000.00	-		
Outcome 1.2: Development of sustainable alternative economic activities for communities dependent on MPA ecosystems	**Output 5**: Diagnosis and assessments completed	50,000.00	-	250,000.00	500,000.00
	Output 6: 2 alternative economic projects led by local communities implemented	200,000.00	**-**		
2: Increasing CO_2 storage capacity in protected marine areas					
Outcome 2.1: Capacity building of national and local authorities for CO_2 storage monitoring	**Output 7:** Mitigation study completed	100,000.00	-	-	100,000.00
	Output 8: Trained individuals	50,000.00	-	-	50,000.00
Outcome 2.2: Increased CO_2 storage capacity in MPA ecosystems	**Output 9**: Management plan drawn up and implemented	550,000.00	-	250,000.00	1,000,000.00
	Output 10: 2 pilot projects for the rehabilitation of coral reefs and seagrass beds completed	200,000.00	**-**		
Management/M&E	**Project management, monitoring and evaluation**	176,484.00	100,000.00	-	276,484.00
TOTAL		**1,826,484.00**	**100,000.00**	**10,600,000.00**	**12,526,484.00**

92. The GIBH project was able to mobilize 94.6% of GEF funding. The budget consumption balance at the close of the project on November 25, 2022 is shown in the table below.

Table 6. Balance of the co-financing at the end of the project.

Financial partners		Planned amount (US$) (a)	Amount effectively mobilized (made available to the project) (US$)[28]		% of amount actually mobilized d= (b+c)/a	Difference (US$) e=a-(b+c)
			Amount spent (b)	Eligible committed expenses for the period of financial closure (c)		
GEF		1,826,484.00	1,582,700.47	145,223.69	94.60%	98,559.84
IDB	According to the GEF document	10,600,000.00	1,032,728.23	Not rated	Not rated	Not rated
	According to MDE/MEF agreement	750,000.00	170,427.38	Not rated	Not rated	Not rated
Government in kind		100,000.00	72,079.84	0	72%	27,920.16
Total	**According to the GEF document**	**12,526,484.00**	2,687,508.54	Not rated	Not rated	Not rated
	According to MDE/MEF agreement	**2,676,484.00**	**1,825,207.69**	**Not rated**	**Not rated**	**Not rated**

93. The government counterpart has not been evaluated by the project team. The consultant recommends that the IDB give more attention in future projects and programs to an adequate evaluation of the national counterpart based on clearly established evaluation tools and methods.

94. The table below shows a deduction of the budget consumed by product and by outcome. It takes into account only GEF investments.

Table 12. Budget forecast and consumption for the GIBH project

Outcomes	Outputs	GEF forecast	GEF Adjusted forecast (US$) (a)	GEF consumption (US$)		
				Spent (b)	Eligible committed expenses for the period of financial closure (c)	Difference d=a-(b+c)
Component 1: Integration of MPA management into the local fisheries sector						
Outcome 1.1: MPA administration strengthened by promoting biodiversity conservation in the fisheries sector	**Output 1**: Individuals trained	30,000.00	30,000.00	29,335.00	0	665.00
	Output 2: Guide on best practices for developing tools to regulate fishing in MPAs drawn up	30,000.00	0	0	0	
	Output 3: Awareness campaigns designed/implemented	80,000.00	80,000.00	87,680.99	0	(7,680.99)
	Output 4: Management plan drawn up and implemented	360,000.00	252,000.00	206,423.34	23,937.33	21,639.33
Outcome 1.2: Development of sustainable alternative economic activities for communities dependent on MPA ecosystems	**Output 5:** Diagnosis and assessments completed	50,000.00	0	0	0	0
	Output 6: 2 alternative economic projects led by local communities implemented	200,000.00	238,000.00	230,452.14	1,914.00	5,633.86
Component 2: Increasing CO_2 storage capacity in protected marine areas						
Outcome 2.1: Capacity building for	**Output 7:** Mitigation study completed	100,000.00	100,000.00	129,024.15	745.11	(29,769.26)

[28] Including eligible committed expenditure for the period of financial closure of the GIBH project. No expenditure can be committed for the SCT program as the updated protocols have not yet been signed.

Outcomes	Outputs	GEF forecast	GEF Adjusted forecast (US$) (a)	GEF consumption (US$)		
				Spent (b)	Eligible committed expenses for the period of financial closure (c)	Difference d=a-(b+c)
national and local authorities to monitor CO_2 storage	**Output 8**: Trained Individuals	50,000.00	50,000.00	11,863.85	0	38,136.15
Outcome 2.2: Increased CO_2 storage capacity in MPA ecosystems	**Output 9**: Management plan drawn up and implemented	550,000.00	550,000.00	528,921.47	48,063.75	(26,985.22)
	Output 10: 2 pilot projects for the rehabilitation of coral reefs and seagrass beds completed	200,000.00	200,000.00	0	0	200,000.00
Management/M&E	**Project management, monitoring and evaluation**	176,484.00	326,484.00	358,999.53	70,563.50	(103,079.03)
TOTAL		**1,826,484.00**	**1,826,484.00**	**1,582,700.47**	**145,223.69**	**98,559.84**

95. The consultant noted major adjustments to the budget but was unable to trace the formal documents attesting to these changes. Such documentation is all the more necessary, given that the extent of the changes constitutes a de facto departure from certain basic GEF principles. Indeed, "for GEF project financing of up to US$2 million, the project management cost (PMC) may represent up to 10% of the subtotal; above US$2 million, the PMC may represent up to 5% of the subtotal." Column (a) of the previous table, showing the adjusted budget for the project under implementation, reflects a variation from 9.66% to 17.87% in the cost of management and monitoring-evaluation. At project closure on November 25, 2022, these costs had already risen to 22.68% of expenses incurred. Taking into account eligible expenditure up to the project's financial closure in March 2023, project management and monitoring-evaluation costs could represent up to 23.52%[29] of the expenditure incurred.

96. In fact, during the course of implementation, the PMU needed to be strengthened; a coordinator and a technical assistant, as initially planned, were not sufficient for project implementation. There was also the assumption that in the meantime a new project would be developed and implemented on the Macaya National Nature Park (PNNM) with pooled resources; but this did not happen.

97. In view of the above analysis, the evaluator has rated the implementation of the project funding as Moderately unsatisfactory (MU).

3.2.5 Monitoring-evaluation

98. **Logical framework and indicators**. The project has a clear logical framework with twenty (20) indicators for monitoring implementation, 14 of which meet SMART criteria. The logical framework has the advantage of presenting the baseline for all objective, outcome and output indicators, thus making it possible to assess the project's specific. However, no code book was provided for reading and understanding the methodology for calculating the complex indicators. Some key activities and products were cancelled during implementation, which hampered the monitoring of the corresponding indicators. Unfortunately, the project outcomes framework was not adjusted accordingly.

99. The target indicators in the document validated by the GEF were not monitored by the IDB and the PMU. The variations proposed for one of the objective indicators were deemed contrary to the project's actions. According to this indicator, the project aimed to increase from 25% to 55% and from 55% to 75% the number of fishermen who fish exclusively on

[29] (358,888.53 + 70,563.50) / 1,826,484.00 = 0.2352

the shore as a proportion of the total number of fishermen in Aquin and Saint-Louis du Sud, respectively. Unfortunately, this inconsistency was not noticed by those involved in project execution and implementation.

100. **Monitoring-evaluation**. There was no specialist in monitoring-evaluation as such at the Aquin/Saint-Louis du Sud PMU; nevertheless, monitoring of the project's logical framework and activities was carried out particularly by the three (3) technical assistants in development, mangrove and fisheries-climate change. The latter sent their reports directly to the project's Technical Coordinator. In addition to the PMU's monitoring activities, supervision by the ANAP and the IDB and support from the MDE Focal Point enabled constraints to be identified and helped to take appropriate remedial action.

101. **Semi-annual and annual monitoring reports**. A half-yearly report is submitted periodically to the IDB. These reports are not always submitted on time and in the required quality; however, the IDB recognizes that there has been a considerable effort on the part of the PMU in the preparation and submission of reports, particularly following the pooling of the two (2) PMUs of Aquin/Saint-Louis du Sud and Macaya. These reports present, among other things, the level of achievement of the output indicators set out in the Multiannual Execution Plan (MEP), explanations of any delays in execution and problems encountered, and the corrective measures to be put in place. Overall, the mission consulted six (6) semi-annual reports submitted by the PMU to the IDB covering the period from July 2019 to June 2022. The mission also consulted seven (7) monthly reports transferred to the GEF by the IDB since early 2016.

102. Major weaknesses were found in the monitoring of the project's outcomes framework. Objective indicators were completely ignored by the PMU and the IDB. Weaknesses and sometimes inconsistencies in certain indicators went unnoticed. Similarly, some indicators were not measured properly. For example, the indicator for Output 9 proposes to measure the implementation of the mangrove restoration plan. In the reports, the project counted the preparation of the plan as 100% achievement of this indicator, whereas in fact the level of achievement is 0%.

103. **Final report**. This report will be prepared in the coming months by the PMU.

104. **Independent mid-term and final evaluation.** Due to the lack of project completion during the first three (3) years of implementation, it was decided not to carry out a mid-term evaluation of the project. The present report constitutes the final evaluation of the GIBH project and is in line with GEF guidelines and objectives.

105. **Steering committee**. Two (2) SCs were organized by the project out of the eight (8) planned at a rate of two (2) SCs per year of implementation, i.e. a completion rate of 25%. The first meeting served to give the project an overall orientation and to validate the annual work plans and project reports. According to the project document, the SC would be made up of the MDE as chairman, the DPAQ, local municipal authorities and representatives of local fishermen's associations. In operational terms, however, the project has adopted the SC composition shown in the table below.

Table 13. Composition of the SC adopted during implementation

#	Institution	Function	Position on the SC
1	MDE	Minister	Chairman secretariat
2	MDE	ANAP Director	Vice-Chairman
3	MDE	GIBH project Coordinator	Secretary
4	MDE	GIBH Administrator	Deputy Secretary

#	Institution	Function	Position on the SC
5	Delegation South	Delegate	Member Advisor
6	DDAS	GIBH Director	Member Advisor
7	DDS/MDE	Deputy Director	Member Advisor
8	City Hall	Representative of the Mayors of Saint-Louis du Sud	Member Advisor
9	City Hall	Representative of the Mayors of Aquin	Member Advisor
10	Fishermen's Association of Saint-Louis du Sud	President	Observer Member
11	Aquin Fishermen's Association	President	Observer Member
12	Department of Biodiversity MDE	Executive Director	Observer Member
13	IDB	Environmental Officer	Ex Officio Member

106. This structure adopted during implementation for the SC seems very unbalanced. The MDE alone represents 50% of the committee with 100% of the key functions (secretarial chairman, vice-chairman, secretary, deputy secretary and member advisor). The DPAQ is not formally represented. The fishermen's associations are represented simply as observer members. Such a structure cannot bring any novelty to the general direction of the project, since it is dominated by the executing agency, i.e., the MDE. Among other things, this composition of the SC may help to explain the lack of interest shown in it during the implementation of the project, as the other stakeholders, with the exception of the MDE, are not adequately represented.

107. **Audit**. Two (2) reports produced by independent auditors were analyzed by the consultant. These reports cover respectively the periods from 1 May 2019 to 30 September 2019 and for the fiscal year ended 30 September 2020. The second audit report covers the fiscal year ended 30 September 2021.

108. Two (2) other audit reports will be produced as part of the project, covering the periods from 1 October 2021 to 30 September 2022 and from 1 October 2022 to 31 January 2023 respectively, taking into account the executive checks delivered by the PMU administration in February and March 2023 for operating expenses approved by the IDB.

109. **Field missions**. IDB field missions stopped very early in 2020 with the health crisis generated by COVID-19. The deterioration in the security situation following the project did not allow the IDB to return to the project face-to-face. The MDE and the ANAP were able to carry out supervision missions, although the frequency was significantly reduced due to the insecurity and repeated fuel crises.

110. **Partnership agreement**. Some important partnerships have been established during the implementation of the project. However, the expected outcomes are not always achieved. Lessons were shared with the Small Fisheries Development Program team to provide a better framework for the small project to purchase seafood preservation equipment. A US$750,000 co-financing agreement was signed with the TEU, but this partnership was not effective in delivering the targeted products, despite the coordination efforts of the MDE and ANAP. The partnership with Reef Check focused on training MDE managers in marine biodiversity. With FoProBiM, the partnership focused on training MDE managers in MPA management and, as part of a BRLi/FoProBiM consortium, in the preparation and implementation of the mangrove restoration plan. Although all the planned training sessions and the preparation of the mangrove restoration plan were carried out to the satisfaction of the stakeholders, it was not possible to implement the plan as planned. The contract for the implementation of the mangrove restoration plan was terminated due to the dissatisfaction of the MDE and ANAP with the activities conducted by FoProBiM.

111. The table below shows the progress made in achieving the project indicators as set out in the outcomes framework when the GEF funding agreement was signed. The mission

was unable to assess the project's objectives because the related outcomes had not been achieved. As for the outcomes indicators, only the five (5) fishermen's associations had been strengthened by the project. The fishing management access plan was not drawn up, and in fact could not be complied with by the fishermen's associations. No annual CO_2 monitoring report was issued by the MDE. The pilot projects for the rehabilitation of coral reefs and seagrass beds were not conducted in order to offer a sustainable income alternative to certain beneficiaries. Finally, the time elapsed between the transplantation of the mangroves and the evaluation mission was not sufficient to allow the consultant to assess the effectiveness of the restoration of the targeted mangroves.

112. As for the output indicators, 20 people were trained in MPA management (200% achievement). Three (3) other output indicators were 100% achieved, namely the organization of twelve (12) awareness-raising campaigns, the completion of a study to characterize the value of MPA ecosystem services and the implementation of two (2) alternative economic projects. Three (3) other output indicators were partially achieved, namely the development of a CO_2 methodology (the methodology did not take into account seagrass and reef ecosystems and was not effectively implemented), 8 out of 20 people were trained in the use of CO_2 storage monitoring tools and 33 ha of mangroves out of 100 targeted were planted. Finally, five (5) output indicators have retained their initial value, namely the development of guidelines on best fishing practices in MPAs, the development and implementation of a fisheries management access plan, the establishment of five (5) experimental fisheries recovery zones, the implementation of a mangrove planting plan and the implementation of two (2) pilot projects to restore coral reefs and seagrass beds.

Table 14. Status of GIBH project indicators

Indicator		Unit	Baseline	Objective	Achievement
Objectives[30]					
Fishermen who fish exclusively on the shore as a proportion of the total number of fishermen	Aquin	%	25%	55%	Not assessed
	Saint-Louis	%	55%	75%	Not assessed
Cumulative CO_2 stored		Teq	0	2,985	Not assessed
Outcomes					
Fishing management access plan respected by fishermen's associations		Association	0	5	0
Five (5) fishermen's associations have been strengthened and structured		Association	0	5	9
Share of revenue generated by the exploitation of natural resources among the beneficiaries of pilot projects		%	26%	20%	Not assessed
Annual monitoring report issued by the Ministry of the Environment		Report	0	4	0[31]
Targeted mangroves effectively restored		%	0	80%	Not assessed
Outputs					
1.1.1/ Ten (10) of the technical employees of the MPA administration have been trained in MPA management.		Staff	0	10	20
1.1.2/ Development of guidelines on best practice in the application of a tool to regulate fishing in MPAs		Report	0	1	0
1.1.3/ Twelve (12) awareness campaigns for local communities on the value of MPA ecosystems		Campaign	0	12	12
1.1.4/ Fishing management access plan developed and implemented with five fishermen's associations		Plan	0	1	0
1.1.5/ Five (5) experimental fishing recovery zones equipped and monitored		Areas	0	5	0

[30] The objective indicators were not monitored by the IDB and the MDE.

[31] The IDB monitoring reports mention the submission of an annual report, whereas according to the PMU no CO_2 monitoring report has been issued by the MDE; moreover, the final phase of training has not taken place.

Indicator	Unit	Baseline	Objective	Achievement
1.2.1/ Carrying out a study to characterize the value of MPA ecosystem services	Study	0	1	1
1.2.2/ Two (2) pilot alternative economic projects run by local communities have been set up	Project	0	2	2[32]
2.1.1/ Development and implementation of a methodology to characterize the current and future potential storage capacity of mangroves, seagrass and reef ecosystems	Methodology	0	1	½[33]
2.1.2/ National and local authorities trained in the use of CO_2 storage monitoring tools (20 people)	Individual	0	20	8[34]
2.2.1/ Implementation of a mangrove planting plan	Plan	0	1	0[35]
2.2.2/ 100 hectares of mangroves planted/ regenerated (30% of current surface area)	ha	0	100	33
2.2.4/ Implementation of two (2) pilot projects to restore the coral reef and seagrass beds	Project	0	2	0

113. **Risk management**. During the workshops and the IDB's supervision and implementation support missions, particular emphasis was placed on identifying and managing risks. Unfortunately, the measures or solutions proposed lacked specificity or concrete actions commensurate with the challenges. The table below illustrates, as an example, the summary of actions agreed at the workshop on 24 May 2021. Some measures were not necessarily focused on concrete actions, but other proposed solutions were deliberately broad enough to be tailored to the specific risk.

#	Risks	Solutions	Consultant's comments/questions
1	Structural changes to the project that may delay or block implementation	Strengthen current team with support from MDE/ANAP team to improve processes	(ii) Who at MDE and ANAP level is/are responsible for the provision of this support? (iii) What are the specific needs that need to be met within the PMU in order for it to be dynamic? Do the MDE and the ANAP have the internal resources to provide this support to make the PMU more dynamic?
2	Deteriorating economic factors	Prepare full documentation for all future contracts - deadline June	Is the contract documentation sufficient to deal with the deteriorating economic climate?
3	Failure to meet stakeholder validation deadlines, resulting in validation/implementation delays	Involve all stakeholders from the beginning of the process	The stakeholders to whom risk and measurement apply are not clearly identified. There was a need to be more specific about the type and level of

[32] During implementation, MDE has recommended the implementation of seven (7) small quick-win projects that can be implemented in the remaining time. These small projects include two (2) alternative income generating activities (beekeeping and fish conservation).

[33] The reports submitted by the IDB to the GEF mention a methodology developed in 2019, which would have reduced the number of methodologies developed to two (2). However, this is generic work carried out by the IDB under another project and should not be counted here; therefore, the achievement of this indicator was counted as 1, i.e., 100%. According to the consultant's analysis, the methodology had been developed but not implemented. For this reason, it was given an achievement rate of 50%. Finally, the methodology only considered mangroves and did not consider seagrass and reef ecosystems (this was not taken into account in the consultant's analysis due to the cancellation of products related to seagrass and corals).

[34] The seven (7) persons trained in the CO_2 methodology are (i) Péguy Jacques (PMU Coordinator); (ii) Stanley Paulin (Fisheries and Climate Change Technical Assistant); (iii) Pierre Jonas Achille (Mangrove Technical Assistant); and (iv) Jean Gardy Louis (Development Technical Assistant); (v) Jean Fanfan Jourdain (DGIZCM / MDE Focal Point); (vi) Jean Saint-Phar (ONEV/ONQEV); (vii) David Telcy (CNIGS); and (viii) Esther Manasse (CNIGS). The final phase of the training did not take place. Plans to hold it in person in France were unsuccessful.

[35] In the reports submitted by the PMU and the IDB, this indicator was considered to be 100% achieved. In the opinion of the mission, this indicator was not achieved as it does not measure the preparation of the rehabilitation plan but its implementation.

#	Risks	Solutions	Consultant's comments/questions
			involvement that the project will ensure for each stakeholder group concerned.
4	Delays in awarding contracts	Involve MDE and ANAP more from the beginning of the process	The word "involvement" remains vague. It is necessary to clearly specify the actions to be introduced at MDE and ANAP level, and for what results.
5	Non-completion of contracts in progress (companies withdrawing their IDBs)	As a first step, ask to extend the validity of tenders; if this is not possible, see if local actors can be subcontracted.	It is often mentioned that delays are due to bureaucracy within the MDE. This measure aims to address the consequences and not the causes of the problem.
6	International firms unable to fulfill their mandate	See if it is possible to use local contractors for work that requires on-site intervention. We assume that there are national contractors who can do this.	Instead of making an assumption, the intervention should focus on making an inventory of local skills and shortlisting for contracting in the specific areas of need of the project.
7	Availability of funds to carry out activities and delays in obtaining funds	Adjust the cash advance request to US$800,000.	No comments from the consultant.

114. Overall, the evaluator assessed the implementation of project monitoring and evaluation as Moderately Unsatisfactory (MU).

3.2.6 Coordination at the level of execution by the le MDE/ANAP and implementation by the IDB

115. **Execution by the MDE/ANAP**. The MDE has multiple responsibilities as the project executing agency.

- **Project Management Manual (PMM)**. The DAMP has a Project Management Manual. This manual specifies in particular the accounting, administrative and procurement procedures. The first version was produced in 2018. An update was made in 2020.

- **Steering Committee (SC).** It was planned to organize two (2) SCs per year; unfortunately, only two (2) SCs were held over the entire project implementation period, including the extensions, i.e., a completion rate of 25%. These two SCs were held on December 9, 2021 and November 11, 2022.

- The consultant notes certain inconsistencies in the report of the 2nd and final SC, held only fifteen (15) days before the end of the project. According to the report consulted by the mission, this SC, instead of focusing essentially on the closure of the project and the definition of the next stages in order to ensure the sustainability of the interventions, retained the same initial objectives, namely: (i) To define the main orientations and strategies of the GIBH project; (ii) To advise on and monitor the proper implementation of the GIBH project; (iii) To revise and approve the Annual Operational Plan (AOP) drawn up by the PMU-AQUIN; (iv) To facilitate the sharing of information; (v) Establish a new modus operandi for the management of the project, in line with the Grant Agreement signed in 2018 and the project management manual; (vi) Draw up a detailed action plan for the project, including planning of activities to be carried out in the context of an extension; and (vii) Take decisions on pending processes. With fifteen (15) days to go before the end of the project, after having benefited from three (3) successive extensions, only objective IV, concerning information sharing, remains valid; the others are no longer relevant at this stage of the project.

- **Technical management**. The technical management of the project is conducted by the project coordinator with the support of three (3) technical assistants in development, mangroves and fisheries-climate change. This technical team oversees, supervises and monitors the activities of the service providers. It is also supported by MARNDR, particularly through the small-scale fisheries development program, as part of the activities conducted with fishermen associations.

- **Administrative and financial management and procurement**. The project faced major difficulties in terms of procurement. It was difficult to find qualified staff to support the project on a long-term basis. Turnover of procurement staff was a major constraint for the project. Towards the end of the project, the PMU benefited from the assistance of qualified MDE staff to facilitate closure activities.

- Capacity building for project coordination and management staff started in the first year of implementation. These training sessions were organized by independent consultants and the IDB. They cover relevant topics such as administrative and financial internal control, setting up administrative and accounting procedures and the internal control system, procurement, remote sensing, and others.

- **Stakeholder engagement.** The PMU is able to ensure adequate involvement of local stakeholders through small quick-win projects at the end of the project and awareness raising campaigns. This engagement was confirmed by those consulted. While the local authorities were fully involved in the small-scale sanitation project, there was a lack of involvement of these local authorities in the other small-scale projects, including mangrove restoration, distribution of seafood preservation kits, training and distribution of beekeeping equipment, and distribution of coconut trees. The project also suffers from the lack of a mechanism for recording and managing complaints and feedback from stakeholders. As a result, most complaints were registered and addressed by the project management team at a late stage.

- **Reporting.** All the reports required by the project grant agreement have been submitted. Delays have generally occurred, but project compliance has always been restored.

116. The quality of project execution by the MDE through DAMP and ANAP has been rated Unsatisfactory (U).

117. **Implementation by the IDB**. There has been some turnover in the IDB project supervision team. The deterioration of the country's socio-political context, the health crisis generated by COVID-19, the insecurity linked to the activities of armed gangs, the repeated fuel crises and the impact of the earthquake of 14 August 2021 have had significant repercussions on the implementation of the project by the IDB. Moreover, the IDB's international staff had to be evacuated from the country on two (2) occasions, in 2019 and 2020, due to the level of risk associated with the insecurity and then the Coved, and since then they have not been reinstated in the field due to chronic insecurity.

- **No Objection.** The PMU considers that the IDB generally takes a relatively long time to give its no-objection to documents submitted. However, according to the IDB, the PMU was regularly informed of the time required to review the files, including a maximum of ten (10) working days. According to the IDB, this deadline was respected throughout the project. However, the PMU did not always anticipate this deadline and often submitted incomplete or erroneous no-objection letters. In the case of IDB, most documents were reviewed to improve their quality and ensure compliance with implementation policies and procedures. The bottleneck was mainly in the

procurement process. It is therefore essential that the PMUs get to grips with the no-objection process for future projects and programs.

- **Supervision and control**. At the start of the project in 2019 and early 2020, the IDB conducted several field missions to support implementation. Unfortunately, due to deteriorating security and health conditions, no in-person IDB missions have taken place in Aquin and Saint-Louis du Sud since March 2020. The IDB's supervision and support missions for project implementation have taken place through video conferencing and email exchanges.

- **Technical support and advice**. Despite the difficulties of travelling to the field and maintaining a physical presence in Haiti, the IDB has continued to provide local support to the project. Weekly monitoring meetings are held with the project management team. IDB organizes an annual portfolio review.

  In May 2021, a workshop was organized between IDB, MDE and ANAP/DAMP to: (i) develop a new modus operandi for the management of the project, in accordance with the Grant Agreement signed in 2018 and the Project Management Manual; (ii) prepare a detailed action plan for the project, with planning of the activities to be carried out in the context of an extension; and (iii) make decisions regarding the pending processes (in particular, disbursement and extension). Unfortunately, about two (2) and three (3) months after the workshop was organized, the President of the Republic was assassinated, and the earthquake of 14 August 2021 occurred. The decisions of this workshop were not necessarily implemented.

  - **Guidelines.** To mitigate financial and procurement risks, the IDB supported the training and recruitment of project staff. Staff turnover in procurement has always been a challenge for the project. The merger of the Aquin/Saint-Louis du Sud and Macaya PMUs provided the project with an experienced administrator familiar with IDB procedures. However, procurement difficulties persisted throughout project implementation. A modus operandi was found in 2022 with the appointment of a focal point for the project and seven (7) small projects were successfully implemented with strong community participation.

118. The quality of the IDB's implementation of the project was rated Moderately Unsatisfactory (MU). The consultant rated the overall quality of project implementation and execution as Unsatisfactory (U).

3.2.7 Summary of project implementation findings

119. The table below summarizes the consultant's assessment of project implementation.

Table 15. Summary of findings regarding project implementation

#	Component/Criterion	Rating
1	Adaptive management	Moderately unsatisfactory (MU)
2	Partnership agreements	Moderately unsatisfactory (MU)
3	Feedback from monitoring and evaluation activities used as part of adaptive management	Moderately satisfactory (MS)
4	Project funding	Moderately unsatisfactory (MU)
5	Monitoring-evaluation	Moderately unsatisfactory (MU)
6	Coordination at execution level by the MDE/ANAP and implementation by the IDB	Unsatisfactory (U)
Average time to project completion		**Moderately unsatisfactory (MU)**

3.3 Project outcomes

3.3.1 Review of overall outcomes

120. Overall, the project was not able to achieve the expected outcomes, despite numerous efforts by ANAP and the PMU to overcome implementation constraints, including internal blockages within the MDE. The GIBH project was extremely ambitious in environmental terms, but the continued deterioration of the implementation context and the instability and lack of support from some MDE administrations during the various rotations made it difficult to achieve outcomes. Although relevant activities were conducted despite the volatility of the implementation context, they did not enable the outcomes to be achieved as planned in the project's logical framework.[36] Overall, the project achieved on average 12.5% of its outcomes and 55.15% of its outputs. The average levels of achievement of the project outcomes and outputs are broken down into their various components in the tables below.

121. The overall performance of the project was rated Unsatisfactory (U).

3.3.2 Additionality of project performance

122. Despite its low level of performance, the project provides significant additionality to mangrove management and carbon monitoring in Haiti. Most mangrove restoration activities throughout the country are haphazard, depending on the accessibility of sites and the financial visibility of projects and programs. The establishment of a restoration plan tailored to the characteristics of the ecosystems concerned is a novelty in the management of MPAs in Haiti. The MDE and ANAP will have to continue their efforts to promote and effectively implement the plan beyond the time and budget limits of the project.

123. The project has also broken new ground in terms of establishing a methodology for assessing carbon storage in the country's mangrove ecosystems. Although specific to the mangroves of the Aquin and Saint-Louis du Sud MPAs, this methodology provides an important basis for: (i) quantifying the carbon stocks sequestered in the soils and vegetation of forested areas in Haiti; (ii) monitoring changes in carbon stocks over time and space; and (iii) assessing the functional state of ecosystems using a set of basic indicators. It is unfortunate that the training series on carbon methodology could not be completed and implemented before the end of the project.

124. The project has not been able to take full advantage of its integrated approach with the SCT and small-scale fisheries development programs. Nevertheless, the consultant remains convinced that the integrated approach adopted by the project was fully appropriate and that the continued deterioration of the implementation context has worked against the project in all respects.

125. Overall, the additionality of the project's performance was rated Moderately Unsatisfactory (MU).

3.3.3 Relevance

[36] The estimated rates of achievement of the results were based on the following considerations: (i) all results were given equal weight; (ii) for each indicator set out in the project document, its rate of achievement was estimated by comparing what was planned with what was actually achieved; (iii) the overall average rate of achievement of the project results was determined by taking the arithmetic mean of the rates of achievement of the indicators for each result.

Relevance of the GIBH project to national strategic documents

126. **The National Adaptation Program of Action (PANA).**[37] The activities of the GIBH project fall within the scope of the urgent measures foreseen in the NAPA to improve the capacity of the communities in the two (2) MPAs concerned to adapt to climate variability and extreme weather events and, consequently, to climate change in the future.

127. **The updated National Biodiversity Strategy and Action Plan** (Haiti Biodiversity 2030)[38]. The GIBH project follows the policy outlined in the "Haiti Biodiversity 2030" document, which is fully consistent with Haiti's commitments and obligations on biodiversity (CBD) in the context of the Aichi Targets. The project fully embraces the vision of Haiti Biodiversity 2030, which states that "the wealth of the country's biodiversity hotspot and its natural and cultural heritage should be conserved and used in areas of excellence and innovation to ensure the well-being of the Haitian people, make them resilient to extreme shocks of various kinds and ensure their success in their quest for sustainable development".

128. **The National Risk and Disaster Management Plan (PNGRD)**[39]**.** The project is in line with the PNGRD in that it aims, among other things, to strengthen the capacity of vulnerable populations in the MPAs concerned to respond to natural disasters, particularly by improving their resilience.

129. **The National Action Program to Combat Desertification (PAN-LCD, 2015).**[40] The project is in line with the PAN-LCD in that the two (2) aim to, among other things: (i) the sustainable management of natural resources; (ii) the rehabilitation of degraded ecosystems.

130. **Nationally Determined Contribution (NDC)**[41]**.** Updated in 2021, the NDC replaces the 2015 Predicted Contribution Determined at the National Level (Contribution Prévue Déterminée au niveau National, CPDN).[42] It addresses several adaptation priorities identified in the NDC, including coastal zone management and the development and conservation of natural resources, with the aim of strengthening communities' adaptive capacity and resilience.

131. **Environmental Action Plan (PAE).**[43] Among the 10 key programs of the PAE's operational framework, the project supports the two (2) programs #4 (Conservation and sustainable use of biological biodiversity) and #6 (Integrated management of coastal and marine areas).

132. Overall, these national plans and strategies aim to strengthen the climate resilience of communities through the sustainable management of natural resources, the restoration of degraded ecosystems and the development of revenue-generating activities (RGAs) in line with the principles of sustainable development.

Relevance of the GIBH project to community priorities

133. **Community Development Planning (PDC).** The commune of Aquin has a PDC[44] drawn up in 2008. No PDC has been prepared for Saint-Louis du Sud; however, the socio-economic, climatic and environmental conditions of the two (2) coastal and adjacent

[37] http://unfccc.int/resource/docs/napa/hti01f.pdf
[38] https://www.cbd.int/doc/world/ht/ht-nbsap-01-fr.pdf
[39] https://www.preventionweb.net/files/72907_plannationaldegestiondesrisquesdeds.pdf
[40] https://knowledge.unccd.int/sites/default/files/naps/Haiti-fre%25202015.pdf
[41] https://knowledge.unccd.int/sites/default/files/naps/Haiti-fre%25202015.pdf
[42] Government of Haiti (September 2015). Predicted Contribution Determined at the National Level. https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/Haiti%20First/CPDN_Republique%20d%27Haiti.pdf
[43] https://www.birdscaribbean.org/wp-content/uploads/2015/BCPEWG/Haiti_Plan_d'Action.pdf
[44] http://haiti.ciesin.columbia.edu/haiti_files/documents/PDC%20Commune%20d%27Aquin.pdf

communes on the southern peninsula of the country are relatively similar enough to allow the analyses to be extrapolated to all two (2) GIBH project implementation sites. The Aquin PDC identifies the local economy (Axis 1), including fishing activities, and the environment (Axis 5) among the five (5) strategic development axes of the municipality.

134. In prioritizing project activities with local communities, one of the challenges was to find a balance between ecosystem restoration and conservation and economic activities. Over the years, rice cultivation and other agricultural activities have developed at the expense of mangrove ecosystems. These activities are now directly threatened by many negative externalities, including land salinization and rising sea levels. Communities directly threatened by these hazards are becoming increasingly aware of the need to restore degraded ecosystems. This awareness has been accelerated by the outcomes of other mangrove restoration activities in other regions of the southern peninsula and by the project's awareness campaign.

135. During the focus groups and interviews conducted by the consultant as part of this final evaluation of the project, local communities and authorities clearly expressed their enthusiasm for the continuation of the project's activities. Stakeholders recognize the importance of mangroves for wave protection during Hurricane Matthew in 2016. For this reason, they consider any project aimed at conserving existing mangroves and restoring degraded ecosystems to be relevant. They are also very enthusiastic about the RGAs supported by the project, which are likely to reduce human pressure on coastal fisheries resources in general and mangroves in particular.

136. In short, the GIBH project is consistent with local and national development plans and national and sectoral strategies and policies. In particular, the project supports six (6) national strategic documents (the PANA, Haiti Biodiversity 2030, the PNGRD, the PNCD-LCD, the NDC and the PAE) and two (2) of the five (5) development priorities expressed by the local populations in their development plan. The results of the evaluation therefore confirm that the project is consistent with the development strategy at national and local level and have enabled the relevance of the project to be rated at a highly satisfactory (HS) level.

3.3.4 Effectiveness

137. Project effectiveness is analyzed at three (3) levels. First at the level of objectives, then at the level of outcomes and finally at the level of targets, outputs or dynamics. However, it is recognized that the achievement of objectives and the realization of outcomes and outputs are the result of a combination of efforts in terms of mobilization of co-financing and national counterpart, awareness raising, capacity building, community mobilization and engagement, stakeholder consultation, coordination, monitoring and evaluation, etc.

Effectiveness in relation to project objectives

138. As summarized in the table below, it has not been possible to assess the extent to which the objectives have been achieved as planned, as many key activities have not been implemented. In 2021, corresponding to the 3rd year of project implementation, activities have been prioritized to maximize the positive environmental impact by giving high priority to mangrove restoration. Out of one hundred (100) hectares of mangroves to be rehabilitated, only 33 hectares have been rehabilitated using various strategies. The first hectare rehabilitated by FoProBiM in 2021 was considered to be of poor quality; the other 32 were rehabilitated in the last month of the project, meaning that the risk of survival is relatively high. However, the planting season was optimal for seedling recovery as the relative humidity in November, December and January was very favorable for seedling

regrowth and survival. As a result, the environmental objectives of the project were only partially achieved. Cumulative impacts were extremely limited as the activities were carried out at the end of the project. The DAMP is counting on funding from the SCT program, which ends in April 2023, to ensure the continued planting of around 15,000 seedlings in nurseries and more than 20,000 wild plants available in mangrove ecosystems, as well as monitoring of those already planted. Co-financing from the SCT program could be used to reinforce the outcomes of small-scale quick-win projects, particularly in the areas of fisheries protection systems, mangrove restoration and beekeeping.

139. The restoration of coral and seagrass ecosystems has been abandoned as it would require complex experimental interventions that would be difficult to implement in the country's fragile context.

Table 16. Rate of achievement of project objectives

#	Objectives	Indicators	Extent of damage[45]
1	Improve fisheries management in MPAs	Anglers fishing exclusively from shore as a percentage of total anglers - 25% to 55% at Aquin - 55% to 75% at Saint-Louis	Not assessed
2	Mitigating CC by restoring critical ecosystems	Cumulative CO_2 stored (2,985 Teq)	Not assessed
Average			**Not assessed**

Success in relation to project outcomes

140. In order to assess the overall level of achievement of the project outcomes, the consultant has given equal numerical weight to each of the four (4) targeted outcomes in order to derive an arithmetic average. As shown in the table below, only Output 1.1 on "Strengthening MPA management by promoting biodiversity conservation in the fisheries sector" was partially achieved. Despite the fact that the Fisheries Management Access Plan has not been produced, the project has worked effectively with nine (9) fishermen's associations thanks to the support of MARNDR's small-scale fisheries development program. The seven (7) small-scale projects implemented by the PMU were aimed at strengthening the associations through training and support with materials and equipment for fruit preservation and beekeeping in particular. The table below shows the level of support provided by the project to nine (9) associations.

Table 17. Project support for capacity building of fishermen's associations

[45] **Colour code: red:** Performance level is 0% or unmeasurable.

#	Association	Awareness	Coconut seedlings	Beekeeping (training and equipment) [46]	Seafood preservation [47]	Sanitation	Mangrove restoration [48]
1	ASPACB: Association of active fishermen of Baie Dumelse	√	250	√			
2	APES: Saint-Louis du Sud Fishermen's Association	√	200	√	√	√	√
3	AZPA: Zanglais Fishermen's Association	√	200	√	√		
4	OPDA/OPDAQ : Organization for the Development of Fishing in Aquin	√	300	√	√	√	√
5	APDEVIL: Association of fishermen for the development of the village of Lozandier	√	250	√	√		
6	APMFS: Association of Mooring Fishermen Fourquet Sud	√	200	√			
7	APPS: Puits Salés Fishermen's Association	√	200	√			
8	KOTPLA: Konbit travayè ak pechè Laborye	√	200	√	√		
9	APAP: Association of Fishermen and	√	200	√			

[46] List of beekeeping equipment supplied by the project is as follows: (i) native swarms supplied with 5 frames and their queens (150 units); (ii) standard modern Langstroth hives complete with: floors, hive bodies, supers, frame covers, roofs and 20 frames-hive bodies (150 units); (iii hive table - 3/8" iron (150 units); (iv) camouflage hat and veil for beekeeper-14. 7" x 18.1" (20 units); (v) leather gloves for beekeeper - 19.3" x 8.3" (20 units); (vi) frame lifter - 6.29" x 4. 79" (20 units); (vii) bee brush - 14 x 4 x 1" - wooden handles (20 units); (viii) stainless steel bee smoker - 11" (20 pcs); (ix) uncapping knife - 16" 11" blade (20 pcs); (x) 4-frame manual extractor - 304 stainless steel, crank, manual, height-adjustable centrifuge (20 units); (xi) 50 kg stainless steel macerator (20 units); (xii) stainless steel strainer double sieve (20 units); (xii) refractometer for honey moisture, Brix and Baume (20 units); (xiii) plastic-queen excluder (20 units); and (xiv) comb foundation (20 units).

[47] List of equipment and materials that make up the Seafood Preservation Kit: (i) 445W panel (30 units); (ii) 6V/445A battery (40 units); (iii) 80A regulator (5 units); (iv) 4,000W inverter (5 units); (v) Igloo (10 units); (vi) 21.7" freezer cubes (6 units); (vii) 100kg round scale (5 units); (viii) other accessories for installing solar systems.

[48] Three associations have been involved in the restoration of mangrove areas at six (6) transplantation sites. They are OPDAQ, APES and an association in Grosse Caye run by the local authorities (ASEC/CASEC).)

#	Association	Awarenes s	Coconut seedling s	Beekeeping (training and equipment) [46]	Seafood preservation [47]	Sanitatio n	Mangrove restoration [48]
	Beekeepers of Passe Bois d'Homme						

141. The rate of achievement of project outcomes is shown in the table below.

Table 18. Rate of achievement of project outcomes

#	Outcomes	Indicators	Extent of damage[49]	
1	**Outcome 1.1**: Strengthening MPA management by promoting biodiversity conservation in the fisheries sector	Fishing management access plan respected by fishermen's associations	0%	50%
		Five (5) fishermen's associations have been strengthened and structured	200%[50]	
2	**Outcome 1.2**: Development of sustainable alternative economic activities for communities dependent on MPA ecosystems	Share of revenue generated by the exploitation of natural resources among the beneficiaries of pilot projects	Not assessed	
3	**Outcome 2.1**: Strengthened capacity of national and local authorities to monitor CO_2 storage	Annual monitoring report issued by the Ministry of the Environment	0%[51]	
4	**Outcome 2.2**: Increased CO_2 storage capacity in MPA ecosystems	Targeted mangroves effectively restored	0%	
Average			**12.5%**	

The goals or dynamics of the project

142. The effectiveness of the GIBH project in terms of objectives is analyzed according to the level of achievement of the targeted outputs. As with the objectives and outcomes, the overall level of achievement of the outputs has been assessed by the consultant by giving equal weight to each of the ten (10) outputs in order to derive an arithmetic average.

Table 7. Rate of achievement of project outputs

#	Outputs	Indicators	Extent of damage[52]	
1	**Output 1**: Trained individuals	1.1.1/ Ten (10) of the MPA administration's technical staff have been trained in MPA management	200%[53]	
2	**Output 2**: Guide on best practice for developing tools to regulate fishing in MPAs developed	1.1.2/ Development of best practice guidelines for the application of a tool to regulate fishing in MPAs (1) 0	0%	
3	**Output 3**: Awareness campaigns designed/implemented	1.1.3/ Twelve (12) awareness campaigns for local communities on the value of MPA ecosystems	100%	
4	**Output 4**: Management plan developed and implemented	1.1.4/ Fishing management access plan developed and implemented with five fishermen's associations (1)	0%	0%

[49] **Colour code: red:** 0% achieved or not measurable; **yellow:** partially achieved; **green:** 100% achieved; **blue:** more than 100% achieved.
[50] The achievement rate used in the arithmetic calculations is 100%.
[51] The IDB reported in its monitoring system that a report had been submitted although the training had not yet been completed. The final phase of the classroom training in France did not take place.
[52] Same as previous table.
[53] The average is 100%.

#	Outputs	Indicators	Extent of damage[52]
		1.1.5/ Five (5) experimental areas for fisheries recovery equipped and monitored	0%
5	**Output 5:** Diagnosis and assessments completed	1.2.1/ Carrying out a study to characterize the value of MPA ecosystem services	100%[54]
6	**Output 6**: 2 alternative economic projects piloted by local communities implemented	1.2.2/ Two (2) pilot alternative economic projects run by local communities have been set up	100%
7	**Output 7**: Mitigation study completed	2.1.1/ Development and implementation of a methodology to characterize the current and future potential storage capacity of mangrove, seagrass and reef ecosystems	50%[55]
8	**Output 8**: Individuals trained	2.1.2/ National and local authorities trained in the use of CO2 storage monitoring tools (20 people)	40%[56]
9	**Output 9**: Management plan developed and implemented	2.2.1/ Implementation of a mangrove planting plan	0%
		2.2.2/ 100 hectares of mangroves planted/ regenerated (30% of the current surface area)	33%
			16.5
10	**Output 10**: 2 pilot projects for the rehabilitation of coral reefs and seagrass beds implemented	2.2.4/ Implementation of two (2) pilot projects to restore the coral reef and sea grass beds	0%
Average			**55.15%**

143. With regard to the dynamics of project implementation, the consultant attempts to assess the extent to which the objectives reflect the original intentions of the IDB, the MDE in general and ANAP in particular.

144. In its implementation strategy, the GIBH project identified mangrove restoration activities (Component 2) as a preferred means of enhancing the sustainability of the livelihoods of coastal communities in the target areas through the establishment and management of mangrove nurseries. Mangrove production was seen as a sustainable livelihood for coastal communities. Unfortunately, due to the deteriorating project implementation context and accumulated delays, some of the seedlings were purchased through a procurement process with a supplier, resulting in a loss of income for the local population. Nevertheless, the transplantation was carried out with strong community involvement, with 660 local people, members of three (3) fishermen's associations, involved in the activities. These people were made aware of the objectives and practices of mangrove restoration. They were able to earn some revenue from this activity. The participation of women in these activities was around 40%, including female team leaders.

145. It was planned that the two (2) local community pilot projects would specifically target women. While the seafood preservation kits distributed by the project fully meet this objective, a significant shortfall was noted in the beekeeping activities where only 10% of women were directly involved in the training and are currently involved in managing the apiaries.

146. The cancellation of certain project activities and the low level of achievement of certain outputs and outcomes have significantly weakened the intervention logic and the project's dynamics and effectiveness.

147. Overall, the evaluator rated the effectiveness of project implementation as Unsatisfactory (U).

[54] The study was carried out in 2028-2019 with funding from another IDB technical cooperation program (HA-T1232).
[55] The methodology was developed but not implemented.
[56] Four (4) PMU executives, two (2) MDE executives (DGIZCM and ONEV) and two (2) CNIGS executives were trained.

3.3.5 Efficiency

148. In order to assess the efficiency of the project implementation, the consultant considered several elements. The aim is to determine the relationship between the quantity and quality of the products obtained and the material, financial and human resources used to obtain them.

Regarding the choice of intervention area

149. Conceptually, the choice of the two (2) MPAs of Grosse Caye/Zone humide d'Aquin and Olivier/Zanglais as intervention sites for the project can be described as very efficient. These are legally protected sites, home to a rich biodiversity of great ecological importance and tourist attraction, which unfortunately suffer from the adversities of overexploitation by poor and vulnerable rural communities.

150. The project's intervention areas are benefiting from additional investments by the implementing agency (IDB), particularly in the small-scale fishing sector, sustainable tourism and the management of protected areas (i.e. the Macaya National Nature Park, PNNM by its French acronym); this is an important success and scaling-up factor for the project's outcomes.

151. Representatives of the MDE in general and ANAP in particular in the south have good experience of working with the project's implementing agency and other IFIs such as UNDP and UNEP. In the coastal areas, this cooperation focuses on community awareness and the restoration and conservation of mangrove and coral ecosystems.

152. However, despite the decentralization of project management to the south, the project remained heavily dependent on the central MDE office in Port-au-Prince for administrative paperwork. The breakdown of land communications between Port-au-Prince and the southern peninsula of Martissant during project implementation severely affected the internal dynamics of project management due to a lack of communication, understanding and synergy. The deadline for signing contracts was significantly delayed and some previously validated activities were even called into question. Given the widespread nature of the problem of insecurity and land accessibility in all regions of the country, the effectiveness of the choice of the southern peninsula as the project intervention area was not affected by the fragile context of the country.

Regarding the cost of conducting the activities

153. Following the cancellation of certain products, the implementing agencies reorganized the budget to redirect funds from cancelled products to small, quick-win projects aimed at generating alternative income and restoring mangrove ecosystems. This internal restructuring of the budget allowed the project to spend 94.6% of the GEF funds. However, administrative costs also took precedence over activity funding. The SCT program spent 22.7% of the budget of the US$750,000 co-financing protocol signed between the MEF and the MDE.

Regarding the quality of the outcomes

154. Of the four (4) outcomes listed in the project document, only one was 100% achieved: the development of two (2) projects for communities dependent on MPA ecosystems. These projects relate to beekeeping and the improvement of the fisheries value chain through training and the provision of equipment for honey production and seafood preservation. Thanks to the experience gained during the first years of implementation and the lessons learned from MARNDR's small-scale fisheries development program, the products were delivered to the satisfaction of the PMU and the beneficiaries.

155. The quality of the products and services provided by FoProBiM in the context of mangrove ecosystem restoration was considered highly unsatisfactory by ANAP and DAMP. According to the results of an evaluation conducted by ANAP and DAMP in June 2022 of FoProBiM's activities in relation to the production of 60,000 seedlings, approximately 38% were produced. The contractual conditions for the production of these seedlings were not met: non-biodegradable containers, lack of compost and manure, lack of monitoring of nurseries. Of the 22,635 seedlings produced, only about 11,400 were successful, a success rate of about 50%. As part of the restoration of 100 ha of mangroves, only 1,000 seedlings were transplanted into open fields, according to the results of the ANAP and DAMP assessments. The area covered was estimated to be about one (1) hectare in two (2) planting sites, i.e., a completion rate of about 1%. These non-compliances led to the signing of a protocol terminating the contract on 15 July 2022.[57]

156. Nevertheless, thanks to the small quick wins project on mangroves, coupled with awareness campaigns, the PMU has been able to restore 32 ha of mangroves with strong mobilization of local communities. More than 15,000 seedlings are still in the nursery and around 20,000 wild plants are available in the mangrove ecosystems; the DAMP is counting heavily on co-financing from the SCT program of the TEU for their transplantation, drawing on the good practices used by the PMU last November in restoring the 32 ha.

157. In addition to mangrove restoration, the PMU has implemented other small projects with satisfactory outcomes. The table below shows the status of the seven (7) small projects carried out by the PMU as of November 2022.

Table 8. Status of seven (7) small quick-win projects.

#	Description	Realization	Comments and remarks
1		The kits include: 6 x 445W panels; 8 x 6V/445A batteries; 1 x Outback regulator; 1 x 4,000W inverter; 2 x Igloos; 1 x 21.7 cubic foot freezer; 1 x scale and other installation accessories.	The facilities we visited work very well. However, the capacity of the system is extremely low compared to the needs of the associations, even in the less profitable seasons. Co-funding from the SCT program could be used to increase the capacity of existing systems and/or extend the project to other AMP associations. Training for key members of the associations on basic maintenance of solar systems, particularly battery management and charging during periods of low irradiation, should be provided as soon as possible.
2	Acquisition of beekeeping equipment	150 hives, 150 swarms and other beekeeping equipment were delivered to beneficiaries	The deviation from the project's initial approach has led to a reduction in ambition However, the level of motivation due to the quality of the trainer as well as the economic opportunities show that scaling up such an approach could have been promising for consolidating the achievements at local level (report by the MDE focal point and verified by the consultant in the focus groups).
3	Training in beekeeping in the ecosystems of the Aquin and Saint Louis du Sud regions	63 members of 9 fishermen's associations were trained in beekeeping.	
4	Acquisition of mangrove wildlings and seedlings	32 ha of mangroves have been restored thanks to the	About 15,000 seedlings in the nursery and 20,000 available wild plants are

[57] The contract was signed with the BRLi/FoProBiM consortium for the "Development and implementation of a restoration plan for 100 hectares of mangroves/SFQC/MDE/GIBH-16314/CI/2020-01" contract. The contract was signed on 30 July 2021, with a completion date of 30 November 2022.

#	Description	Realization	Comments and remarks
5	Planting seedlings, cleaning up and restoring mangroves.	transplanting of 48,500 seedlings and wild plants. 660 members of the community have been mobilized, including 40% women. The planting took place at 6 sites.	waiting to be transplanted. DAMP is counting on co-financing from the SCT program to carry out these activities.
6	Acquisition and planting of coconut palms on the fragile and eroded coasts of the Aquin and Saint-Louis-du-Sud MPAs	2,000 coconut seedlings were distributed to 9 fishermen's associations, at a rate of 200 to 250 seedlings per association.	Fishermen are not necessarily familiar with tree planting. The success rate of the seedlings has been affected by delays in planting, lack of protection against free-growing and water stress. However, considerable efforts were made by the beneficiaries to ensure the planting, protection and maintenance of the transplanted seedlings. During the focus groups, beneficiaries reiterated their desire to receive more seedlings and to use the lessons learned from the first distributions to improve the success rate. Roughly speaking, the success rate of coconut seedlings is around 35 (the most critical being 5%). These losses are mainly due to delays in transplanting the seedlings, lack of watering for those planted in sand and grazing by wild animals.
7	Cleaning up sargassum-filled shorelines and plastic waste near mangrove ecosystems	In the area of sanitation, two (2) associations were mobilized (APES and OPDAQ). The PMU and the authorities proposed corrective measures to the contractor in order to address certain shortcomings identified in the implementation of the activities. These measures concerned in particular the choice of the landfill site and the inclusive recruitment process for direct project staff.	The DAMP will follow up on the shortcomings of the Graf-Nature contractor in some of the affected sites.

Figure 2. Coconut plantation
(Photo of planting on 4 November 2022 supplied by the PMU (top left); photo of successful seedlings taken by the Consultant (top right); photos of seedlings protected from free rearing by physical barriers (bottom).

Figure 3. Seafood preservation equipment

Figure 4. Sanitation and Mangrove Planting
(Photo of mangrove planting at the Bacadères Mirand site provided by the PMU (top); photo of the site before sanitation provided by the PMU (bottom left); photo of the site during the evaluation mission (bottom right))

Figure 5. Beekeeping
(Apiaries and some equipment for harvesting, handling and reinforcing existing apiaries; photo of beekeeping training provided by the PMU (bottom right)

Figure 6. Raising awareness
(Photos provided by the PMU)

Regarding budget implementation and monitoring

158. Cumbersome administrative procedures within the MDE and the TEU/MEF did not contribute to the efficiency of the project. In all monitoring reports, the slowness of budget execution at both MDE and TEU levels was always mentioned as a bottleneck in the implementation of activities.

159. According to the audit reports examined by the mission, budget implementation and monitoring were in line with the regulations. However, the level of implementation was severely affected by the low level of completion of project activities. During the last year of implementation, the project was able to achieve a level of disbursement and commitment of approximately 94.60% of the GEF funding, including eligible expenditures incurred up to the project's financial closure date of March 2023, by reorganizing the budget and defining seven (7) small quick-win projects.

160. Weaknesses were found in the non-receipt of the service contract instalment and the late payment of the provisional rent instalment. In addition, certain unsubstantiated expenses not included in the AOP or the PP were initially disallowed and were the subject of a request for reimbursement to the MEF/MDE. However, according to the minutes of an internal IDB meeting held on August 4, 2002, it was decided, on the basis of available and justifiable information, to accept all of these expenses, which amounted to US$12,147.87. These expenses had been incurred in connection with the implementation of the CO_2 methodology for mangrove ecosystems and the contract with the ONFI/IGN FI[58] consortium, mainly for the purchase of computer equipment for the training course on CO_2 sequestration and travel expenses for the mission to France (meeting expenses, air ticket Cayes-Port-au-Prince, insurance costs, etc.).

161. Difficulties were encountered in reimbursing the costs incurred by the project team to fulfill the requirements of the training trip to France on the CO_2 methodology. The team incurred expenses for travel to Port-au-Prince, visas, mandatory insurance and other costs. Unfortunately, the training did not take place because the MDE was late in paying the consultant for the deliverables associated with this face-to-face training. This was a huge loss to the project, to the MDE in particular, and to the country in general, and meant that the training on CO_2 storage capacity assessment could not be completed.

[58] ONFI: Office National des Forêt International (National Office for International Forests)
/IGN FI: Institut géographique national France International (National Geographic Institute France International)

Regarding meeting deadlines

162. The DAMP has not been able to keep to the project schedule. It already took the MDE almost fifteen (15) months to meet the project's eligibility conditions for the first disbursement; signed on 18 January 2018, eligibility was established on 9 April 2019. It also took until 11 July 2019 to officially launch the project. Cumulative delays during the first three (3) years of the project resulted in the cancellation of several key activities, affecting outputs, outcomes and targets. Three (3) extensions, totaling approximately sixteen (16) months, had to be granted to the project to enable it to implement certain planned activities following internal restructuring.

163. Schematically, the figure below illustrates project planning versus achievements during implementation. No outputs were delivered during the first three (3) years of project implementation. During the 4th year, one awareness campaign was organized out of a total of 12 campaigns planned. In 2022, considerable efforts by the PMU enabled activities to be carried out on six (6) outputs. Four (4) outputs were 100% achieved and two (2) outputs were partially achieved.

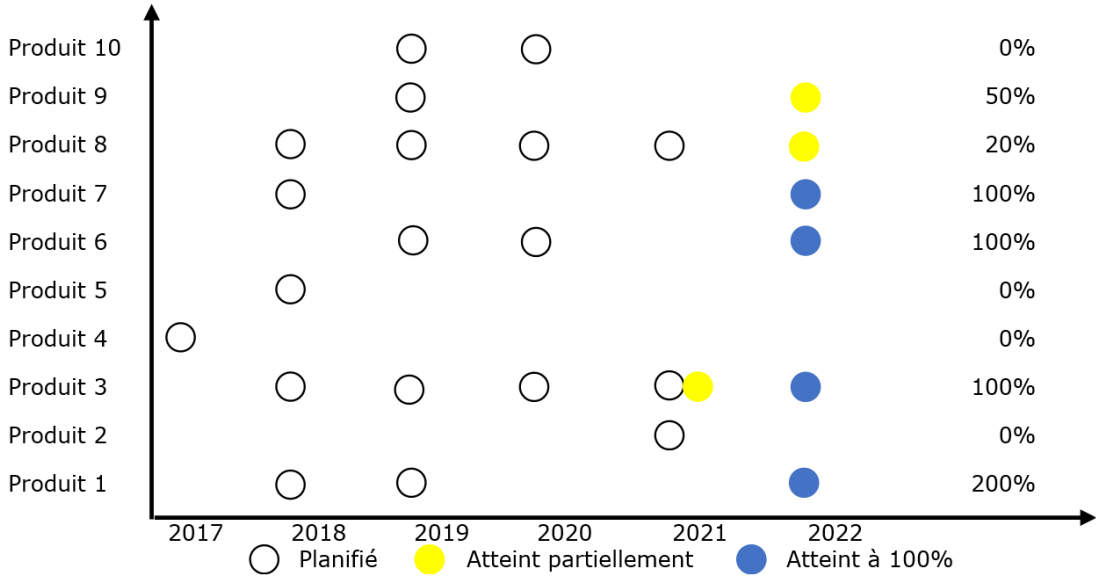

Figure 7. Project planning versus execution

Produit = Output
Planifié = Planned
Atteint partiellement = Partially achieved
Atteint à 100% = 100% achieved

Regarding the relationship between human and financial resources

164. The PMU supported a total of fifteen (15) employees for the implementation of the project, including eight (8) key technical, administrative and procurement staff. This number seems relatively high in relation to the project's limited budget. Nevertheless, the project's ambitions were extremely high in terms of the number and types of products and outcomes targeted. The project's salary burden reached an inordinate level of around 37% of the total budget. This imbalance is due in part to the fact that the TEU did not take into account the salary payments provided for under the co-financing of the SCT program.

Regarding institutional arrangements and partnership building

165. The decentralization of project management to the local level was an excellent strategic decision. The support of the Macaya PMU in financial management and procurement has enabled the budget to be implemented in accordance with the provisions of the Grant Agreement. Nevertheless, the blockage at Martissant and the administrative red tape within the MDE, coupled with the repeated changes within the MDE's central administration, have greatly affected the implementation of the project.

166. In terms of partnership building, the project did not achieve all the intended benefits. The few partnerships that were established were not able to deliver the expected products. The partnership established with the TEU as part of the SCT program co-financing was significantly delayed in both signing and implementation. The TEU SCT program did not deliver the MPA management plan. With the BRLi/FoProBiM consortium, the PMU has benefited from a mangrove ecosystem restoration plan that can be replicated in other coastal areas of the country. However, the services provided to implement the plan through mangrove restoration were of questionable quality and the contract was terminated. In the MARNDR artisanal fisheries development program, the fisheries management access plan was not prepared and implemented. However, the PMU benefited greatly from advice from this program to implement its activities to support the fisheries value chain in the MPAs. Overall, the project was not very effective in establishing productive partnerships.

167. However, it is worth noting that the MDE appointed a focal point for the GIHB project to facilitate communication, decision-making and implementation. This focal point was selected strategically; it is in fact the number of the Integrated Coastal and Marine Zone Management Directorate (DGIZCM by its French acronym). The PMU has greatly mobilized local communities in awareness-raising campaigns and the implementation of seven (7) small quick-win projects.

Regarding the use of local skills

168. The project was structured to encourage the mobilization and appropriate involvement of local skills in the implementation and monitoring of activities. Unfortunately, many activities relevant to the implementation of this participatory management approach were cancelled. Due to the cumulative delays, the implementation strategy for certain activities, including the preparation of mangrove seeds, was modified. In the early years of the project, little use was made of local expertise. However, in the implementation of the small quick-win projects, the PMU placed great emphasis on the involvement of local communities. Local people were actively involved in mangrove restoration. New skills have been introduced, particularly through beekeeping. Stakeholder awareness campaigns have ensured ownership of the project.

Lessons learned

169. A number of lessons have been learnt during the implementation of the project. These have been progressively incorporated into the various reports prepared by DAMP, ANAP and IDB. The main lessons are as follows:

- Carry out close supervision of the project (ANAP and IDB);
- Train and involve the project technical team in field data collection to facilitate teleworking by some consultants;
- Ensure that the project's technical managers are adequately trained in key issues;
- Include MDE, ANAP and DDSE technical managers in short-term training courses to increase their capacity to take charge of the work;

- Encourage consortiums or joint ventures with international and local companies with expertise in the field;
- Ensure good cohesion between the various MDE entities involved in implementing the project.

170. The mangrove restoration plan for the Aquin and Saint-Louis du Sud MPAs drawn up by the BRLi/FoProBiM Consortium identified a whole range of good practices that have been developed in the north-east of the country in the Trois Baies Protected Area of Managed Natural Resources (AP3B). Unfortunately, the plan was not effectively implemented and most of the lessons learned could not be put to good use in the GIBH project.

171. In short, the project was implemented in a strategic area for biodiversity conservation in Haiti. Nevertheless, around 45% of the outputs and 87.5% of the outcomes were not achieved or could not be measured. Most of the project's outputs were achieved in the last six (6) months before closing. In short, the efficiency of the GIBH project with regard to the initial outcomes framework is unsatisfactory (U).

Assessment of the overall efficiency of the project

3.3.6 Country ownership

172. Many factors have adversely affected the parameters for assessing country ownership of the project, particularly by the MDE, ANAP, MARNDR and DPAQ. In the case of the MDE, repeated changes within the central administration have adversely affected the level of ownership of the project by the various entities concerned. There was great reluctance to sign contracts and approve activities; the MDE had even questioned the project's activities, even though they had been formulated using a highly participatory, integrated and transparent approach that was in line with the Ministry's strategic orientations.

173. With regard to the mobilization of the national counterpart, the consultant was not able to include this in his analysis as it was not covered by the project. In terms of human resources management, only the director of the AMP was appointed by the Haitian State. The last procurement specialist is also an MDE official seconded to the project. All other technical and administrative staff are salaried employees whose presence is specifically conditioned by project funds.

174. The outputs targeted through other programs, such as the SCT and the development of small-scale fishing, have not been achieved.

175. Apart from ANAP, which acted as the project implementation unit, other relevant MDE units were not sufficiently involved in implementation, including the Climate Change Directorate (DCC) for carbon monitoring and the Integrated Coastal and Marine Zone Management Directorate (DGIZCM). However, the appointment of the Director of the DGIZCM as the MDE focal point for the project was a strategic follow-up decision. The few results of the project were achieved late, especially in the last 6 months of implementation. Despite these delays, thanks to the increased awareness and active involvement of the communities in the implementation of these activities, the consultant was able to establish a satisfactory level of ownership of the project by the local communities during the visits, interviews and focus groups.

176. Taking into account the results of the analyses presented above, coupled with the low level of achievement of the project's planned outcomes in the field and the delays in implementing the activities, the country's ownership of the project was rated Moderately Unsatisfactory (MU).

3.3.7 Integration and alignment with GEF policies

177. The GEF is particularly interested in environmental and social protection, gender and stakeholder mobilization. These themes fit perfectly with the three (3) cross-cutting themes of interest to the IDB, such as: gender equality, climate change and environmental sustainability.

178. **Gender equality**. In terms of gender equality and women's empowerment, the project should explore ways to support local women's empowerment initiatives, for example through women's business associations. In particular, the study and action plan characterizing the value of MPA ecosystem services would place particular emphasis on the role and involvement of women in local economic activities.[59] In addition, two (2) pilot projects run by local communities would specifically target women. Unfortunately, delays and the conditions under which the project was implemented did not facilitate the operationalization of this gender-sensitive strategy. However, the seafood preservation kits are particularly beneficial to women traders. For beekeeping, only 5 out of 51 people trained were women, a rate of only 10%. This was a new activity for most of the beneficiaries, and men were more interested in getting involved. During the follow-up, an increasing number of women showed interest in beekeeping activities and wanted to participate in further trainings.

179. In the other small-scale projects, women played a major role in their implementation. For example, in the mangrove restoration project, women accounted for around 40% of the labor used to transplant seedlings.

180. **Climate change**. The project focuses on climate change mitigation, which is a priority for the GEF and a mainstreaming theme for the IDB. More than 54% of GEF resources to the project were directed towards the accelerated adoption of innovative technologies and management practices for the reduction of greenhouse gas (GHG) emissions and carbon sequestration. Unfortunately, the training on building the capacity of national and local authorities to monitor CO_2 storage was not completed. Nor has the methodology been effectively implemented. However, according to ONFI, the teams trained have all the necessary skills to reproduce this methodology on their own.

181. **Environmental sustainability**. Protecting marine and coastal biodiversity is the cornerstone of the GIBH project. It is structured around program 9 and objective DB4 of the GEF's biodiversity strategy, which aim respectively to manage the human-biodiversity interface (program 9) and to integrate the conservation and sustainable use of biological diversity into terrestrial and marine areas and the economic activity sector (DB4). However, of the 100 ha of mangrove ecosystems targeted by the project, only 33 ha have been restored. Moreover, 97% of these restorations took place less than one month before the end of the project.

182**.** **Social safeguard.** In addition to environmental sustainability, the GEF is interested in social safeguards in the implementation of the project. During the mission, the consultant did not identify any risks or impacts related to health, safety or the resettlement of people. However, the following points should be noted:

- Facilitators and technicians had been selected for the PMU to be recruited through the co-financing of the TEU SCT program. They went through the entire contracting process, including the cost of preparing their files (tax registration, final tax return, etc.), but their contracts were never signed by the MEF. This failure not only weakened

[59] The consultant considers that the gender aspect has not been adequately addressed in the evaluation report.

the project, but also had a negative impact on the people concerned, who had false hopes of finding work for several months.

- Some of the people employed by FoProBiM had not received their salaries. They threatened to block all mangrove restoration activities in the region if their situation was not resolved. Due to the lack of a mechanism for recording and managing complaints and feedback from stakeholders, the PMU was slow to address complaints. No new complaints were recorded during the mission, although the Mayor of Aquin reiterated the need for greater involvement of the municipal authorities in the effective implementation of project activities, such as the distribution of fish conservation kits and beekeeping equipment.
- There is no formal mechanism for managing complaints and feedback from stakeholders
- During the mangrove restoration activities, some personal protective equipment (boots, gloves, etc.) was not available in quantity and/or quality.

183. **Stakeholder mobilization**. Delays in implementation and the cancellation of some key project outputs have worked against stakeholder engagement. However, significant efforts have been made by the PMU through awareness campaigns and the implementation of small quick win projects to effectively engage local communities.

184. The integration and alignment of the project implementation with GEF policies was rated Moderately Satisfactory (MS) based on the above analysis.

3.3.8 Sustainability

Sustainability of project outcomes

185. The sustainability of the project's outcomes is seriously compromised by the overall lack of performance and the lack of involvement of certain strategic institutional partners. Community ownership of the few products obtained remains fragile because they were not delivered on time. Aware of this risk, the DAMP drew up an exit plan before the end of the project in order to provide a better framework for the interventions in the final months of the project and to guarantee the sustainability of the products and outcomes obtained after the end. This plan focused in particular on continuing awareness-raising, ecosystem restoration and community support activities and ensuring their sustainability over time.

186. A key factor for the success of the exit plan is the handover from MDE and ANAP. This can be seen, among other things, in the mobilization of technical staff to monitor the activities initiated by the GIBH project, to seek and mobilize funding for the development of new activities, and to pool these activities. During this mission, the only technical manager appointed by the State was the PMU Coordinator as Director of the Aquin AMP.

187. For the beekeeping activities, the consultant prepared a plan for management and sustainability of outcomes. This plan takes into account equipment maintenance, management responsibilities, purpose of the apiaries, and revenue sharing.

Factors supporting sustainability

188. **Anchoring the project in national strategies and plans and in the local development plan.** The project is in line with national and local priorities in terms of climate resilience and biodiversity protection.

189. Legal protected area status of the intervention sites. The Grosse Caye/Aquin wetland and Olivier/Zanglais MPAs are legally established. This reflects the Haitian government's interest in addressing the constraints they face. Local management of the MPAs concerned has been formally entrusted to a department working under the supervision of the ANAP.

190. Ecological and cultural importance of the site. The Grosse Caye/Aquin Wetland and Olivier/Zanglais MPAs are rich in biodiversity and are part of Haiti's Key Biodiversity Areas (KBA). In addition, the Olivier/Zanglais MPA is home to Forts Olivier and Saint-Louis, which are part of the country's historic built heritage and have strong tourism potential.

191. Stability within ANAP management. Despite repeated changes within the MDE's Central Administration, ANAP has experienced certain stability since early 2017 in terms of both its general management and its technical management. This stability favors good ownership of the project and synergy between the various interventions.

192. Support for the "Sustainable Coastal Tourism (SCT)" program. Through a memorandum of understanding signed between the MDE and the MEF, the SCT program has earmarked a budget of US$750,000 for the Aquin Saint-Louis du Sud MPAs, which covers in particular the operational deployment of the MPAs and the drafting of their management plans. The consultant suggests that the funds remaining from the SCT Program's co-financing be directed in part towards strengthening the achievements of the small quick-win projects implemented by the DAMP, particularly beekeeping, seafood conservation and mangrove ecosystem restoration. However, the SCT program will end in April 2023, less than six (6) years after the end of the GIBH project.

193. **Diversity of revenue-generating activities**. The Saint-Louis du Sud and Aquin area offers the possibility of a wide diversification of economic activities. In addition to fishing, local residents are involved in agriculture (rice-growing), salt production, trade, beekeeping and tourism. The Bayahonde dry forest is used extensively by communities for charcoal production. The MPA management plan must also address the sustainable exploitation of these resources.

194. **Successful awareness campaigns**. The success of the twelve (12) awareness campaigns conducted by the project is an important factor in the sustainability of the outcomes achieved. The project raised awareness among a wide range of stakeholders, including schoolchildren, fishermen, women, young people, local residents and communities in the Aquin and Saint-Louis du Sud MPAs. The PMU was supported by a number of specialists from different technical departments of the MDE. The campaigns focused on the following themes: revitalizing the oceans through collective action, the blue economy and sustainable development, the fight against pollution, the eco-environment, the processing of plastic waste and hydrocarbons, the conservation of seafood and the protection of the coastal and marine environment, the importance of waste management for marine flora and fauna, and the importance of RGAs (beekeeping, coconut tree planting and others) in protecting the environment. The success of these campaigns was assessed in interviews and focus groups conducted by the consultant during the final evaluation of the project. The consultant considers that the people he has met have a satisfactory level of development of the affectivity and sensitivity necessary for the development of eco-citizenship. Exchanges between the consultant and those concerned revealed a satisfactory level of acquisition of knowledge useful for improving awareness of the importance of natural resources, understanding their interdependence and protecting them effectively, notwithstanding balanced support from the state and/or its partners.

195. Nevertheless, the consultant would like to draw the attention of stakeholders to the negative externality of unfulfilled promises to young people who participated in the eco-

engineering activities organized during the large gathering to celebrate World Oceans Day in June 2022. Around 250 students came together to take part in this celebration, and their presence and active participation demonstrated a satisfactory level of motivation for the Haitian environmental cause. At the end of the eco-engineering activity organized by the MDE, the promise to award prizes to the young champions of the activity was not kept; this behavior, considered irresponsible by the consultant, did not reflect well on the image of the MDE, ANAP and DAMP and, by extension, on the donors. In future, it will be necessary to avoid making promises that go beyond the technical and financial means of the MDE and the projects.

Factors hindering sustainability

196. **Weak state authority**. The recurrent socio-political and economic crises that the country has been facing since the beginning of February 2018, known as the "lock country", the repeated fuel crises and the expansion of armed gangs, among others, show the level of weakness and bankruptcy of our Regalian institutions. At all levels of the State (local, regional and national) and within the three (3) powers (executive, legislative and judicial), there is total dysfunction, especially after the assassination of the President of the Republic on the night of July 6-7, 2021. These recurring problems are not conducive to the mobilization of competent financial and human resources for the management of MPAs.

197. **Rotation within the central administration of the MDE**. From the signing of the project in 2018 to its closure in 2022, the MDE has had four (4) different administrations. These repeated changes within the MDE's central administration are not conducive to the sustainability of the investments.

198. **Poor overall performance of the GIHB project**. Four (4) key project outputs had to be cancelled during implementation. The non-implementation of these outputs has had a negative impact on the achievement of outcomes and objectives.

199. **Lack of a management plan for the MPAs and access to fisheries management**. It has not been possible to draw up the management plan for the MPAs, which has been planned since early 2017, for the duration of the project. This is a major shortcoming for the sustainability of the project in that it has not made it possible to launch its implementation using the resources available. However, the SCT project intends to finalize the preparation of the plan before its closure in 2023. The fisheries management access plan has not been drawn up and the fisheries recovery zones have not been established. In addition, the Fisheries Act has not been revised in the light of the conservation needs of the marine and coastal ecosystems of the MPAs. As a result, the DAMP suffers from a lack of tools and legal instruments for fisheries management in MPAs.

200. **Weak government ownership**. Although it has not been possible to carry out activities with direct project funding, the consultant finds it difficult to see the project's products, outcomes and objectives becoming a reality in the absence of other sources of funding and the definition of new strategies.

201. **Impact of the earthquake of 14 August 2021.** The Southern Peninsula was severely damaged by a magnitude 7.2 earthquake on the morning of 14 August 2021, with considerable impact on all sectors of activity. Damage to the environment sub-sector, including the degradation of ecosystems and the loss of biodiversity and ecosystem services, was estimated at over 42 million US dollars (PDNA, 2021).[60] The impact of the earthquake on general living conditions and livelihoods led to a temporary halt in the implementation of the project. The deterioration in household living conditions as a result of the earthquake's

[60] https://documents.worldbank.org/en/publication/documents-reports/documentdetail/355571468251125062/haiti-earthquake-pdna-post-disaster-needs-assessment-assessment-of-damage-losses-general-and-sectoral-needs

impact has greatly increased human pressure on natural resources, including the fisheries and coastal resources of the MPAs.

202. **Shallow bathymetric profile of Grosse Caye and Zanglais bays**. In Grosse Caye and Zanglais Bay, the sea is shallow, which is not conducive to the installation of Fish Aggregating Devices (FADs). As a result, two (2) FADs have been installed in Aquin, at distances of 12.2 and 15.1 nautical miles from shore, or 22.6 and 28 km, respectively. With the increasing price and scarcity of fuel, the viability of FADs is not always assured. The difficulties in installing FADs reduce the possibilities of developing sustainable fisheries in the area, a lever for reducing the pressure of fishing activities on the natural resources of protected areas.

203. **COVID-19.** The identification of the first cases of COVID-19 in Haiti in March 2020 caused total panic. Several measures announced and taken by the government to control and limit the spread of the disease also had a braking effect on the implementation of project activities. These measures included confinement and a ban on public gatherings.

204. **Lack of commitment from institutional stakeholders**. A number of factors pointed to a lack of commitment from stakeholders in the implementation of the project. On the TEU side, the MPA management plan scheduled for early 2017 never took shape. As for the DPAQ and the small-scale fisheries development program, the fisheries management access plan has not been completed, nor has the establishment of fisheries recovery zones. With FoProBiM, implementation of the mangrove restoration plan has failed.

205. **Failure to draw up an MPA management plan**. Since the beginning of 2017, the STC program has been planning to provide MPAs with a management plan. Unfortunately, the GIBH project has just ended without the management plan having been produced. With only four (4) months left before the end of the STC program, the co-financing protocols for the GIBH project have still not been signed. Unless the stakeholders agree on a realistic timetable, there is a risk that the plan will not be finalized in time.

206. **Non-implementation of the mangrove restoration plan.** Out of 100 ha of mangroves to be restored, only one (1) ha was restored by FoProBiM and in qualities not accepted by the MDE and ANAP. However, thanks to a small project to purchase mangrove seeds and wild mangrove trees, 32 new hectares of mangroves were restored through a major mobilization of local communities.

207. **Low level of structuring of community organizations**. The organizational level of local associations is extremely low. Some structures have been reorganized with the support of the project, mainly through the implementation of seven (7) small quick-win projects. Local organizations are highly dependent on IFI projects and programs for their operationalization. Their members are poor and vulnerable with low levels of education. The lack of expertise and development of alternative revenue-generating activities makes CBO members very dependent on fishing and coastal resources.

208. **Late delivery of project outputs**. The time taken to complete the small quick-win projects was extremely limited. The seven (7) key small projects were piloted in the last months of project implementation and the consultation and monitoring period was short to ensure strong ownership of the outputs needed to sustain the outcomes. For mangrove restoration, 60% of the 50,000 seedlings ordered were delivered between 17 and 19 October 2022 and the remainder between 21 and 23 November, two days before the end of the project. By the end of the project, almost 48,500 seedlings and saplings had been transplanted on approximately 32 ha. The remaining 15,000 seedlings will be kept in the nursery. In addition, more than 20,000 wildings have been harvested from existing mangrove ecosystems. The project team is hoping to be able to transplant these with co-funding from the TEU's SCT

program. Despite these efforts, the products do not necessarily contribute to improving the project's outcomes framework, as it is not possible to assess the effectiveness of the restoration of the planted areas. However, the restored areas visited by the consultant show that the seedlings are recovering well. These seedlings are protected from water stress and are safe from free growth due to the constant flooding.

209. **Disorganization of markets for RGA products**. The markets for seafood and honey, two (2) products supported by the GIBH project, are very disorganized in Haiti. This makes it difficult to promote quality products produced using environmentally friendly techniques. Niche markets often exist in Port-au-Prince, but the lack of security on the NR2 is an obstacle to the exploration and development of these markets by producers in the southern zone.

210. **Lack of operationalization of the Haitian Biodiversity Fund (FHB).** The FHB establishes a mechanism for mobilizing funds to ensure the sustainability of conservation and sustainable development initiatives in Haiti. A workshop to launch the FHB's strategic plan was held on 24 July 2020. However, this fund is slow to become fully operational in order to be able to support the ANAP's efforts in the effective conservation of biodiversity in the PAs.

211. Nevertheless, efforts are being made to mobilize funds for Haiti. Approximately US$23 to 25 million is available from the Caribbean Biodiversity Fund (CBF) for the FHB. Further efforts are expected from the Haitian government to enable the Fund to become effectively operational towards the sustainable financing of biodiversity in the country. Good coordination must also be ensured between the FHB, which is a private entity, and the Haitian environmental authorities in order to avoid bottlenecks that could hinder the implementation of the Fund.

212. **Lack of monitoring of MPAs.** The MPAs of d'Aquin and Saint-Louis du Sud are home to large areas of mangroves that require a sustained level of monitoring to limit their degradation by human activities. Most of these are virgin mangrove forests bordering the coasts of Aquin and Saint-Louis du Sud and covering entire islets.

213. **Lack of stable, long-term management of the marine protected areas of Aquin and Saint-Louis du Sud**, with sustainable sources of funding not dependent on cooperation and development projects.

214. Taking into account the results of the analyses presented above, the overall sustainability of the project was rated Unlikely (U).

3.3.9 Knowledge management

215. **Restoration of mangroves.** Fifteen (15) members of the community have been trained by RECEF Group (Groupe de Recherche, de Consultation, d'Évaluation et de Formation) in techniques for selecting, uprooting, bagging and maintaining mangrove wild plants. Unfortunately, these techniques have been limited to the red mangle (*Rhizophora mangle*) that forms the pioneer fronts. This species is the easiest to propagate, with a relatively high survival rate (around 93%). The lagoon mangroves with black mangles (*Avicennia germinans*) and external mangles with white mangles (*Laguncularia racemosa*) and grey mangles (*Conoparpus erectus*), which are more demanding in terms of care and seasonal planning, were not taken into account in this activity. This represents a failure to implement the restoration plan and is detrimental to the biodiversity within the mangrove population. Nevertheless, the consultant recognizes that in the time available to implement the small quick win projects towards the end of the GIBH project, it would not be appropriate to include the other mangrove species into the restoration activities.

216. **Beekeeping**. Fifty-one (51) members of beekeepers' and fishermen's associations were trained. This training brought together urban and rural beneficiaries, as well as ordinary farmers, fishermen and agricultural engineers. Bringing this mosaic of stakeholders together around beekeeping improves their understanding of the ecological services provided by MPAs. It has enabled a cross-fertilization of knowledge and expertise between urban dwellers, who are better able to adapt to theoretical concepts, and farmers, who are more adept in practice. The application of this knowledge was automatic after the training, thanks to the beekeeping equipment provided by the project and the installation of apiaries, including their sowing.

217. **CO_2 measure**. Four (4) managers from the GIBH project, two (2) managers from the MDE and two (2) managers from the CNIGS were trained in the methodology for assessing carbon storage in mangroves. The involvement of the MDE's Climate Change Directorate (DCC) in this training would play a relevant role in the management of this new skill and its extrapolation to other forested areas in the country. The involvement of other local and international organizations working in the field of reforestation throughout the country would also be relevant in order to make carbon measurement a key indicator in other woodland restoration projects. Unfortunately, the final phase of this training did not take place and the methodology was not effectively implemented.

218. The evaluator rated knowledge management for project implementation as Moderately Satisfactory (MS).

3.3.10 Impacts

219. Despite the low level of implementation of the project's logical framework, some impacts have been measured by the consultant.

220. The project is starting to have an impact on reducing post-harvest losses of seafood thanks to the installation of conservation kits. These are ecological kits powered by solar energy. As well as being environmentally friendly, these kits are also protected from fuel shortages. They enable fishermen and traders to preserve the quality and market value of their catch for several days. During the focus groups, the beneficiaries in general and the women traders in particular stressed the need to strengthen the capacity of the seafood preservation kits in order to significantly improve the impact of the project.

221. Mangrove clean-up and restoration activities have had a significant impact on the health of mangrove ecosystems and riverine communities. Degraded mangrove sites had literally turned into unauthorized garbage dumps. These dumps were an obstacle to the health of the entire mangrove ecosystem, limiting the regrowth of new plants and hindering the development of fish life. Thanks to their cleanup, followed by the transplantation of seedlings and wild fish, these sites are in a perfect state of restoration. Thanks to the impact of the awareness campaigns, communities are refraining from littering these critical ecosystems. Beneficiaries in general, and women in particular, emphasized the benefits of the income generated by the mangrove transplantation activities.

222. All of the beekeepers interviewed by the consultant testified to the positive impact of the training they received on their behavior toward bees and the ecosystems on which they depend. Before the training, 80% of the beneficiaries said they were afraid of bees. Thanks to the new knowledge and skills they have acquired through the project, they have been able to overcome their fear. They are now becoming real assets in their communities, helping to restore wild hives that have invaded homes and property.

223. The awareness campaigns have played a relevant role in managing the Human-Diversity interface promoted by the project. During the focus groups and direct discussions with local residents during the final evaluation of the project, the level of awareness among beneficiaries was deemed satisfactory. The people we met were well aware of the importance of mangroves and corals and showed a great willingness to conserve them. The project has laid the foundations for eco-citizenship within the communities. The concrete activities carried out by the DAMP as part of the small quick-win projects, aimed at both restoring mangrove ecosystems and carrying out revenue-generating activities, have served to consolidate the achievements of the awareness campaigns. Strengthening these achievements through the co-financing of the SCT program is likely to significantly increase the impact of the project within the communities and on the coastal and fisheries ecosystems.

224. The impact of the project's achievements was rated as Moderately Satisfactory (MS).

3.3.11 Summary of findings in term of project outcomes

225. The table below summarizes the consultant's assessment of the project's outcomes.

Table 21. Summary of findings in terms of project outcomes

#	Component/Criterion	Rating
1	Review of overall outcomes	Unsatisfactory (U)
2	Additionality of project performance	Moderately unsatisfactory (MU)
3	Relevance	Highly satisfactory (HS)
4	Effectiveness	Unsatisfactory (U)
5	Efficiency	Unsatisfactory (U)
6	Country ownership	Moderately unsatisfactory (MU)
7	Integration and alignment with GEF policies	Moderately satisfactory (MS)
8	Sustainability	Unlikely (U)
9	Knowledge management	Moderately satisfactory (MS)
10	Impacts	Moderately satisfactory (MS)
Average project outcomes		**Moderately unsatisfactory (MU)**

IV. Conclusions, lessons learned and recommendations

4.1 Conclusions

1. The project experienced significant delays in establishing the pre-conditions for the first disbursement, including: (i) presenting evidence of an adequate financial information system and internal control structure; (ii) establishing the Aquin/Saint-Louis du Sud Marine Protected Area Directorate (DAMP), including contracting or appointing a Coordinator, Technical Assistant and Administrator; and (iii) contracting or appointing an Accounting Specialist and Procurement Specialist.

2. From the outset, the project deviated from its initial work plan. This was partly due to the non-delivery of products from other associated programs. The TEU's SCT program should have produced the MPA management plan by early 2017; a fisheries management access plan should have been commissioned by the PMU with technical support from the MARNDR's artisanal fisheries development program; unfortunately, neither of these plans was produced before the GIBH project ended. The implementation of these plans should support a whole series of economic activities for vulnerable communities in the two (2) MPAs. Even awareness-raising activities did not start until the third year of project implementation.

3. The fragile context in which the project was implemented, including the health crisis related to COVID-19, insecurity, the fuel crisis and the earthquake of 14 August 2021, was not without consequence for the poor performance recorded. At the start of the project in 2019, the country faced significant socio-political instability, "lock country" movements and fuel shortages. In 2020, the socio-political crisis was combined with the health crisis caused by COVID-19 and the blockade of the NR2 in Martissant by armed gangs. In 2021, the country experienced the assassination of the President of the Republic in July and the earthquake of August 14. Between 2018 and 2022, the MDE had four (4) ministers and new ministerial cabinets.

4. Overall, the project's performance is not satisfactory. However, despite the deterioration in the overall implementation context, the project retains all its relevance with regard to local and national development plans and national and sectoral strategies and policies. Among other things, the project supports six (6) national strategic documents (the PANA, Haiti Biodiversity 2020, the PNGRD, the PNCD-LCD, the NDC and the PAE) and two (2) of the five (5) local development priorities. The project is internally coherent, with a clear logical link between the objectives, outcomes and expected outputs. 70% of the indicators in the outcomes framework meet the SMART quality criteria. The seven (7) small quick-win projects carried out by the PMU with local communities, coupled with extensive awareness-raising campaigns, were greatly appreciated by stakeholders. Consolidation of the outcomes of these small projects can be envisaged through co-financing of the SCT program.

5. However, in addition to these points of satisfaction, the shortcomings identified are significant:

- Only 55.15% of the project outputs have been delivered. Most of these outputs were delivered during the last six (6) months of the project;
- Highly irregular commitment by the project steering committee, with only 25% of meetings held;
- 67% of the targeted mangrove areas were not restored. 32% of the mangrove areas restored by the PMU through small quick win projects took place in the weeks before

the end of the project. The quality of the mangrove areas restored by FoProBiM was rated unsatisfactory by the PMU;

- Cancellation of the mid-term evaluation of the project, despite the fact that no outputs had been achieved by the end of the second year of project implementation;
- Weak operational capacity of the PMU due to administrative bureaucracy within the MDE and the TEU/MEF;
- Failure to achieve expected outputs from co-financing, such as the MPA management plan (SCT/UTE) and the fisheries access plan (Program de développement de la pêche artisanale/MARNDR);
- Alteration of the internal dynamics of project management due to a lack of communication, understanding and synergy within the MDE;
- The deadline for signing contracts was greatly delayed, and some activities that had previously been validated were even called into question;
- The definition of IDB co-financing through the SCT program was unclear. The co-financing of US$ 10,600,000 provided for in the GEF-approved document was not mentioned in the grant agreement, the IDB project document or the project management manual. In fact, only a co-financing of US$750,000 was agreed between the MEF and the MDE, and administrative bureaucracy within the TEU severely hampered the implementation of this co-financing.
- Numerous shortcomings in monitoring and evaluation. Some indicators were not monitored, and others were improperly evaluated.
- The Haitian government's in-kind contribution to the project was not evaluated.

4.2 Lessons learned

6. The main lessons learned from the implementation of the GIBH project are as follows:

- The issue of sustainable management of natural resources is transdisciplinary and multisectoral. It requires the efforts of the various stakeholders concerned to converge and their positions to be harmonized within a coordinated management framework.
- A scoping meeting with all stakeholders is necessary at the beginning of each contract to ensure that all participants understand their mandate and the implementation issues, and to ensure good synergy of action between the different international and local members of the group or consortium, if applicable.
- Establishing a good internal communication link between the central MDE, ANAP and the DAMP allows for early identification of bottlenecks and timely solutions. The appointment of an institutional focal point for the project greatly facilitates this communication, decision making and effective implementation of activities.
- Adequate awareness and commitment from local stakeholders and strategic partners will enable outcomes to be achieved.
- No mangrove restoration project can be successful if the riparian communities are not stakeholders in the activities and are not involved in mangrove propagation techniques, nursery maintenance, transplantation, etc.

- Building the confidence of local communities through the sustainable development of revenue-generating activities will help reduce human pressure on MPA resources and restore degraded mangrove ecosystems.

- Support for RGAs must be part of a long-term policy by the Haitian government and not left to the mercy of small, short-term projects.

- The desired outcomes must be achievable without a major procurement process.

4.3 Recommendations

4.3.1 Corrective actions for project design, implementation, monitoring and evaluation

7. The consultant proposes the following corrective actions:

Monitoring-evaluation

- Support the DAMP in future projects to establish simple and effective monitoring and evaluation systems through the preparation of a monitoring-evaluation manual and the establishment of a database, in order to contribute to better management, monitoring and capitalization of project products and outcomes (IDB, MDE).

- Ensure that project indicators are SMART (IDB, MDE).

- Ensure the preparation of a code book for measuring and monitoring project indicators

  (IDB).

- Train the project management team on the outcomes framework, including the establishment of SMART indicators and the preparation of a code book of indicators (IDB, MDE).

Sustainability of actions

- Ensure that sub-projects allocate sufficient funds for community mobilization in mangrove restoration activities (IDB, MDE).

- Plan longer-term projects to enable sustainable action to regenerate coral and seagrass ecosystems (IDB, MDE).

- Work on strengthening the effective involvement of local communities and authorities in the management of MPAs (MDE).

- Sign contracts with grassroots community organizations (CBOs), particularly fishermen's associations, to implement mangrove restoration activities. This is likely to give these CBOs autonomy, making them more responsible for the success of restoration projects (MDE).

- Strengthen the operational structure of the DAMP to enable it to play its full role. IFI projects and programs must be seen as supporting the DAMP and not as the sole pillar of its existence (MDE).

- Make support for revenue-generating activities (RGAs) a long-term policy of the Haitian state and not an activity left to the mercy of small, short-term projects (MDE).

Administrative and financial management and procurement

- Ensure that the planned co-financing is reflected in the project documents approved by each donor and that these amounts are reflected in the project management manual (IDB, MDE).
- Evaluate the relevance of recruiting a Delegated Project Manager (DPM) or an Assistant to the Project Manager (APM) to support the MDE and the ANAP in project implementation. Its level of acceptance and operationalization will need to be determined with the entities concerned within the MDE (IDB).
- Ensure that tools are in place from the start of the project to record, evaluate and report on the national contribution (IDB, MDE).
- Ensure that the AOP and the project's accounting system are harmonized at all times (IDB, MDE).

Risk management and monitoring

- Ensure that the outcomes framework, risks and associated mitigation measures are identical in all project documents approved by each donor (IDB, MDE).
- Mobilize surveillance agents to guarantee the conservation of the existing mangrove forests in the two (2) MPAs (MDE).

Technical management

- Ensure that the project's restructuring needs are identified in good time and that the appropriate measures are taken by the players concerned (IDB, MDE, SC).
- Provide a management framework for the built heritage of forts Olivier and Saint-Louis.
- Ensure better integration of the MDE departments in the management of project activities (MDE).
- Understand the rationale behind the SC and ensure a balanced distribution of key functions among the different stakeholders. The MDE can mobilize several SC participants, but should have only one decision-making position, as with all other entities. If the SC is swallowed up by the MDE, it will be effectively illegitimate to carry out its functions, which include: (i) providing overall direction to the project and ensuring that activities are carried out in accordance with government policy; (ii) approving annual work plans and budgets; (iii) ensuring adequate coordination with other development programs; and (iv) broadly supervising project implementation (MDE).
-

Environmental and social safeguards, gender mainstreaming and communication

- Provide a management framework for the built heritage of forts Olivier and Saint-Louis (MDE).

- Include solid targeting strategies in projects to ensure that women are properly included in decision-making, implementation and monitoring of actions (IDB, MDE).

- Continue with awareness-raising campaigns and diversify the channels of communication with local stakeholders. For example, activity booklets can be developed on the MPAs, and "Junior Ecological Aid" certificates can be delivered to children in the local communities depending on the degree of implementation of the activities illustrated in the booklets (MDE).

4.3.2 Actions to monitor or reinforce the initial benefits of the project

8. During the focus groups and interviews, local stakeholders placed great emphasis on strengthening the project's achievements. Referring to the various discussions held during the mission, the consultant proposes the following follow-up actions:

- Direct part of the cofinancing of the SCT program towards consolidating the achievements of the small quick-win projects implemented by the PMU, particularly the transplantation of the 15,000 mango tree seedlings in nurseries and the 20,000 wild mango trees available within the mangrove ecosystems, the strengthening of the existing apiaries and the seafood conservation systems.

- Work with the FHB to operationalize the Biodiversity Conservation Fund at MPA level.

- Ensure that other state or private partners provide support for the sustainability of alternative revenue-generating activities initiated as part of the GIBH project.

- Together with the DPAQ and its financial partners, plan to reinforce FADs in the vicinity of MPAs and offshore fishing equipment.

- Plan a conservation strategy for the mangrove ecosystems in Carinage, which have very high ecotourism potential.

4.3.3 Proposed future guidelines outlining the main objectives

9. The consultant recommends the following future orientations:

- Given the impact of the socio-economic situation, the earthquake of 14 August 2021 and the COVID-19 crisis on vulnerable communities in the MPAs, particular attention must be paid to the effective use of the FADs installed in Aquin and the pursuit of sustainable revenue-generating activities, including the regeneration of mangrove ecosystems.

- Given the importance of virgin mangrove forests in MPAs, priority must be given to the conservation of these ecosystems through appropriate monitoring and the pursuit of awareness-raising and revenue-generating activities.

- Preparation of the MPA management plan before the end of the SCT program.

- The production of the fisheries management access plan and the establishment of strategic fisheries recovery zones remain fully relevant for the rational management of fisheries resources within the MPAs.

- The DAMP should seek out key partners (state and private) to support fishermen's associations in setting up mutual solidarity associations.

4.3.4 Good and bad practices for solving problems related to relevance, performance and success

10. The following good practices should be consolidated:

- Collaboration with the population and local authorities.
- Campaign to raise awareness among local stakeholders.
- Designation of an institutional focal point to ensure effective internal communication on the project.
- Exchange with other development projects and programs in the region to establish synergies, complementarities and share lessons and experiences.
- Prioritization of areas that are constantly flooded and not disturbed by waves and free-range farming for the first mangrove regeneration activities.

11. The following bad practices should be avoided:

- Not leaving service providers unattended, regardless of their level of expertise in the services to be provided.
- Not eliminating key project outputs without adequate restructuring of the outcomes framework and implementation strategy as a whole.
- Failure (by the PMU) to anticipate the timeframes for review, validation of no-objection requests and the timeframes associated with the procurement stages. The PMU has real weaknesses in this area, with poor project management skills.

Appendices

Appendix 1. Terms of reference for the final evaluation of the GIBH project

Consultant: Final evaluation of the Man-Biodiversity Interface Management Program in the Marine Protected Areas of southern Haiti - DAMP Aquin/Saint-Louis du Sud

DND/CHA

Context:

Haiti's commitments under the Convention on Biological Diversity (CBD) and the United Nations Framework Convention on Climate Change (UNFCCC) involve the protection and sustainable management of coastal and marine ecosystems, particularly mangroves, as part of efforts to mitigate and adapt to climate change.

To this end, on August 26, 2013, by presidential decree, Haiti legally expanded its National System of Protected Areas (SNAP) by declaring seven marine protected areas (MPAs) in the south of the country. This marine protected area complex includes the Grosse Caye/Aquin Wetland and Olivier/Zanglais MPAs. These two MPAs have been legally designated as habitat and species protected areas. They have been identified as Key Biodiversity Areas in Haiti due to the presence of threatened habitats (mangroves and reefs) and ecosystems that are home to endemic, threatened and vulnerable species according to the International Union for Conservation of Nature (IUCN) Red List.

Immediate action is needed by all development actors in Haiti to contribute to the conservation and enhancement of protected areas on land and at sea, and of course to provide alternative activities, such as fishing, in the MPAs to enable the community to reintegrate into the local economy. This is the rationale behind the "Managing the Human-Biodiversity Interface in the Marine Protected Areas of Southern Haiti" project, whose main objective is to contribute to the conservation and effective integrated management of the Aquin and Saint-Louis du Sud Marine Protected Areas.

The GIBH project is being implemented by the Ministry of the Environment through the Management Unit of the Aquin/Saint Louis du Sud Marine Protected Area Directorate (DAMP), under the supervision of the National Agency of Protected Areas (ANAP). This project is funded by the Global Environment Facility (GEF) (Grant Agreement GRT/FM-16314-HA, US$1,826,484) and a non-repayable financing 3383/GR-HA-1 (US$750,000) from the Inter-American Development Bank (IDB) under the Sustainable Coastal Tourism Program (SCTP). The general objective of the project is to contribute to the conservation and effective management of the Aquin and Saint-Louis du Sud Marine Protected Areas. The specific objectives of the project are (1). Improve fisheries management in the MPAs; (2). Mitigate climate change by restoring critical ecosystems.

The GIBH project was approved on August 30, 2017 and signed between the Ministry of Economy and Finance (MEF) and the Inter-American Development Bank (IDB) on 18 January 2018. The operation was eligible for first disbursements on April 9, 2019, with an initial closing date of July 11, 2021. A first extension of one month was granted in July 2021. The "Managing the Human-Biodiversity Interface" project received its second one-year extension in August 2021. Finally, a third three-month extension was granted, bringing the project's closing date to November 25, 2022.

The team:

Supervision will be provided by the IDB's Rural Development Specialist (CSD/RND). Validation of deliverables and all activities will be done jointly by the Aquin Project Management Unit and the Inter-American Development Bank.

What you will do:

The overall objective of the consultancy is to conduct a final evaluation of the Global Environment Facility

(GEF) funded project in accordance with the 2017 GEF Project Evaluation Guidelines.[61]

1. Update the work plan and methodology, in dialogue with the Aquin PMU and IDB.
2. Document collection and review.
3. Interviews and field visits: Ministry of the Environment, National Agency of Protected Areas (ANAP), local administrations and authorities, PMU, IDB, service providers and project beneficiaries.
4. Evaluate the relevance, effectiveness, efficiency and sustainability of the project (standard evaluation criteria).
5. Evaluate the project according to the methodology defined by the GEF
6. Evaluate the outcomes achieved and outputs produced, based on the vertical logic of the project.
7. Evaluate the performance of the institutions involved in the implementation of the Project.
8. Evaluate the implementation of environmental, social and gender safeguards. Review the corresponding indicators, their baseline, level of achievement, and possibly propose additional indicators.
9. Systematize lessons learned from the project.
10. Feedback of evaluation outcomes.

Deliverables and payment schedule:

All documents produced must be in French.

Deliverables	Delivery date	Terms of payment
Methodological note and timetable of activities	Signature of the contract	15%
Preliminary version of the evaluation report	Signature of the contract	45%
Final version of the evaluation report	Signature of the contract	40%

Remuneration will be determined in accordance with the Bank's policies and procedures.

Requirements:

- **Citizenship**: The candidate must be a Haitian citizen or a citizen of one of our 48 member countries with a legal or residency permit to work in Haiti.
- **Consanguinity**: The candidate must not have a family member (up to the fourth degree of consanguinity and the second degree of affinity, including spouse) working within the IDB Group.
- **Education**: The candidate must have a One-year postgraduate degree in environment, local development and/or natural resources or a
- Master's degree or equivalent in environment or natural resources management.
- **Experience**: The candidate must have at least (5) years of professional experience in the design, implementation and/or evaluation of environmental and protected area management projects.
- Experience in GEF project evaluation is recommended.
- **Languages**: Fluency in French and Creole preferred.

Basic and technical skills:

Familiarity with community development issues using an integrated and adaptive management approach. Excellent written communication, analysis and synthesis skills.

Good communication skills and ability to lead and facilitate discussions.

[61] Although this is an "MSP" project, the consultant must follow the following methodology: Guidelines for GEF Agencies in Conducting Terminal Evaluation for Full-sized Projects, 2017

Summary of the opportunity:

Contract Type: Products and External Services Consultant (PEC) Lump Sum
Contract duration: 5 months
Location: Haiti, field trips around Saint Louis du Sud and Aquin
Person in charge: Rural Development Sector Specialist (RND/CHA)
Requirements: The candidate must be a citizen of one of the Bank's 48 member countries and must not have a family member working for the IDB Group.

Our culture: Our employees are committed and passionate about improving lives in Latin America and the Caribbean, and they can do what they love in a diverse, collaborative and challenging work environment. We are the first development institution in Latin America and the Caribbean to achieve EDGE certification, recognizing our strong commitment to gender equality. As an employee, you can be part of internal resource groups that connect our diverse community around common interests. Our employees can be part of internal resource groups that connect our diverse community around common interests.

We are committed to equal employment opportunities and encourage applications from women, the LGBTQ+ community, people with disabilities, people of African descent and indigenous peoples.

About us: Our primary objective is to improve the living conditions of people in our member countries in Latin America and the Caribbean. Since 1959, we have been a major source of long-term financing for economic, social and institutional development. But we do more than just lend. We work with our 48 member countries to provide Latin America and the Caribbean with cutting-edge research on relevant development issues, strategic advice to inform decision-making, and technical assistance to improve project planning and implementation. To do this, we need people who not only have the right skills, but are also passionate about improving lives.

Our Human Resources team carefully considers all applications.

Appendix 2. Itinerary of the field mission

Saturday 17 and Sunday 18 December: Consultant travels to Les Cayes

Monday, 19 December 2022		
Time	**Activity**	**Stakeholders**
9am-11am	Meeting with the PMU Coordinator	Coordinator
11-12h	Meeting with the administrator (fiduciary management and procurement)	Administrator
12-13h	Meeting with the technical team (presentation of the project's technical progress (assets and constraints), start and end of work; Debriefing on the field mission itself; Preparation for the mission on Tuesday, Wednesday and Thursday/mission order, schedule and activities)	Coordinator, 3 technical assistants, MDE focal point

Tuesday, December 20 2022		
Time	**Activity**	**Stakeholders**
8h	Departure from Les Cayes to Aquin-Saint-Louis (breakdown and change of vehicle)	PMU technical staff, MDE focal point
11am-12pm	Focus group with fishermen and women members of APZA	15 APZA members (7 women)
12h-13h	Visit to seafood preservation and beekeeping project	APZA, PMU technical staff and MDE focal point
1pm-2pm	Lunch break	
2pm-1.30pm	Focus group with fishermen and women from ADPAQ	11 ADPAQ members (2 women)
1.30pm-2.30pm	Visit to seafood conservation project, nursery and mangrove restoration site, sanitation and coconut tree planting	ADPAQ, PMU technical staff and MDE focal point
3pm-4pm	Interview and debriefing with MDE focal point	MDE focal point

Wednesday, December 21 2022		
Time	**Activity**	**Stakeholders**
9am-10am	Departure from Aquin to route 44	Staff technique UGP et Point focal MDE
10am-12pm	Focus group with fishermen and women from APDEVIL	APDEVIL, staff technique UGP et Point focal MDE
12h15-1h30	Visit to seafood preservation project, coconut plantation and beekeeping	APPS, staff technique UGP et Point focal MDE
2am-3am	Focus group with fishermen and women from APMF Visit to coconut plantation and beekeeping area	APMF, staff technique UGP et Point focal MDE
3am-4.30pm	Back to downtown Aquin and planning for the December 22 sea tour	Staff technique UGP et Point focal MDE

Thursday, December 22 2022		
Time	**Activity**	**Stakeholders**
6am-9am	Visit to the open sea mangroves of Aquin /Grosse Caye and Carinage and meeting with the ASEC of the 3rd Brodequin section of the Aquin community in Grosse Caye.	PMU technical staff and Grosse Caye's authorities and residents
9am-10am	Meeting with the Mayor of Aquin	PMU technical staff, MDE focal point and Mayor of Aquin
10am-10.30am	Debriefing and end of the mission	PMU technical staff and MDE focal point

Appendix 3. List of people we have met and interviewed

ANAP/DAMP
- Prenor Coudo (ANAP Technical Director)
- Peguy Jacques (Aquin PMU Coordinator/AMP Director)
- Jean Junior Lozama (PMU Administrator)
- Paulin Stanley (Technical Assistant Fisheries and Climate Change)
- Achille Pierre Jonas (Mangrove Technical Assistant)
- Louis Jean Gardy (Development Technical Assistant)

MDE
- Jourdain Jean Fanfan (Coastal and Marine Zone Management Director/MDE Focal Point for the GIBH project)

IDB
- Céline Cardinael
- Sandra Dorval
- Elettra Legovini
- Nastasia Keurmeur (Former IDB Consultant)

Artisanal fishing development program
- Laurent Merisier (Coordinator of the Artisanal Fisheries Program Implementation Unit)
- Icenel Portilus (Responsible for the South Regional Office of the Artisanal Fisheries Program/ ARNDR)

SCT Program
- Christine Stephenson (SCT Program Coordinator)

Zanglais Fishermen Association (APZA)
- Celestin Wislin
- Damier Robene
- Joseph Berthony
- Louis Eric
- Theodore Jean Wilner
- Dorfeuille Wilner
- Damier Prelhomme
- Jourdan Rosemene
- Jean Jacques Carmelia
- Joseph Nelievre
- Joseph Eline
- Joudelan Mie Clairnicia
- Geneus Willy
- Marcelin Rose
- Amedée Louisamène

Association of Fishermen for the Development of Aquin (ADPAQ)
- Alexandre Angelo
- David Jacquelin
- Eloy Speedo
- Figaro Lecède
- Coulanges Jérôme
- Geffrard Wilkens
- Pompée Dieucel
- Bazelais Mecène
- Figaro Fonique
- Saint-Julien Maire-Yolène
  François Marco

Association of fishermen for the development of Laborieux (APDEVIL)
- Charles Stevenson
- Siméon Kettelène
- Denis Jalin
- Pétion Wansure
- Denis Jerlin
- Pierre-Louis Eveline
- Bélizaire Richardson
- Antoine Emmanuel
- Mercilome Régimène
- Mesidor Claudy
- Cherie Jameson

Puits-Salés Fishermen Association
- Germain Gervil
- Ulrich Nestant
- Cleossaint Arnold
- Jeanty Josline
- Nicolas Benedic
- Alphanor Honel

Mouillage Fourquet Fishermen Association (AMMF)
- Clermont Wilkince
- Poulard Elisabteh
- Thalou Jn Gardy
- Georges Edner
- Smith Rosalva
- P. Ozinsca Leclerc

Local authorities
- Elisma Venel (ASEC, 3rd Brodequin section of Aquin commune, resident of Grosse Caye)
- Momperousse Josette (Mayor of Aquin)

Appendix 4. Summary of field visits

The mission met with the Aquin/Saint-Louis du Sud PMU coordinator, the PMU administrator, the technical assistants and the MDE focal point for the project. The discussions were highly relevant and enabled the consultant to delve deeper into the various aspects of project implementation.

The mission benefited from a good mobilization of stakeholders and local authorities to conduct interviews and focus groups. Five (5) focus groups were organized with members of 5 fishermen's associations. In the associations visited, the beneficiaries showed a strong interest in the project activities, including the reception and planting of coconut palms, coastal sanitation, training and installation of beehives, installation of seafood preservation kits and restoration of degraded mangrove areas.

The consultant appreciated the women's interventions and their appreciation of the income generated from the transplantation of mangrove seedlings and wildlings. They value the seafood preservation kits and the beekeeping activities. They very much hope that these achievements will be strengthened in the medium term. The capacity for seafood preservation was considered too small in relation to the number of fishermen and traders in the associations. Associations that had not received preservation kits were eager to receive support from DAMP.

Exchanges with the Mayor of Aquin and the ASEC of the 3rd Brodequin section of the Aquin commune, residing in Grosse Caye, were highly relevant to the mission. The authorities expressed their appreciation of the project's interventions and would like to see the communication link between the authorities and the City Hall strengthened. This would help to better manage grievances arising from the implementation of activities.

The project and its financial and implementing partners have good visibility in the communities. The consultant was able to visit several project outputs, including apiaries and other beekeeping equipment, seafood preservation facilities, rehabilitated and/or restored mangrove areas, coconut seedlings and mangrove forests to be conserved.

The project's MDE focal point accompanied the consultant on site visits, interviews and focus groups. This reflects the MDE's interest in conducting this assessment. The Technical Director of ANAP had also expressed interest in accompanying the field mission but had to attend COP15.

Visits to Grosse Caye and the maze of mangrove islands in Carinage allowed the mission to see the importance of conservation and monitoring in the Grosse Caye/Aquin Wetland and Olivier/Zanglais MPAs. The tourism potential of these MPAs is extremely high, particularly in the Carinage mangrove island labyrinth and at Forts Olivier and Saint-Louis.

Appendix 5. List of documents consulted

[1] Adaptation aux changements climatiques: Le cas d'Haïti (2014): https://www-cdn.oxfam.org/s3fs-public/file_attachments/rr-climate-change-resilience-haiti-260314-fr_2.pdf
[2] Nationally Determined Contribution (NDC): CDN_Revisee_Haiti_2022 - VF-c-compress.pdf (mde.gouv.ht)
[3] Project approval document: https://ewsdata.rightsindevelopment.org/files/documents/36/IADB-HA-G1036.pdf
[4] Project Document approved by the IDB on August 30, 2017: https://www.iadb.org/en/project/HA-G1036
[5] Project document approved by GEF for implementation on July 4, 2017: https://www.thegef.org/projects-operations/projects/9803
[6] Project Planning Documents (AOP and PP)
[7] Monitoring documents and reports for seven (7) small projects
[8] IDR (2021), La pêche artisanale en Haïti (version non éditée à diffusion restreinte)
[9] La Stratégie nationale actualisée et plan d'actions pour la diversité biologique (Haïti biodiversité 2030): https://www.cbd.int/doc/world/ht/ht-nbsap-01-fr.pdf
[10] Le Plan national de gestion des risques et désastres (PNGRD, 2019-2030: https://www.preventionweb.net/files/72907_plannationaldegestiondesrisquesdeds.pdf
[11] Le Programme national d'action de lutte contre la désertification (PAN-LCD, 2015: https://knowledge.unccd.int/sites/default/files/naps/Haiti-fre%25202015.pdf
[12] Guidelines for GEF Agencies in Conducting Terminal Evaluation for Full-Size Projects: https://www.gefieo.org/evaluations/gef-guidelines-te-fsp-2017
[13] Project Management Manual
[14] Méthodologie d'évaluation du stockage du carbone par les mangroves
[15] Oceanic Développement, Agrocampus Ouest et BRLi (2017). Rapport de mise à jour du cadre règlementaire de la pêche en Haïti (Phase 2 – BDC 13)
[16] Plan d'action national d'adaptation (PANA, 2006): http://unfccc.int/resource/docs/napa/hti01f.pdf
[17] Plan d'Action pour l'Environnement (PAE): https://www.birdscaribbean.org/wp-content/uploads/2015/BCPEWG/Haiti_Plan_d'Action.pdf
[18] Plan de Développement Communal (PCD) d'Aquin (Mai 2008): http://haiti.ciesin.columbia.edu/haiti_files/documents/PDC%20Commune%20d%27Aquin.pdf
[19] Plan de restauration des mangroves ses zones marines d'Aquin Saint-Louis du Sud
[20] Post-Disaster Needs Assessment (PDNA, 2021): https://documents.banquemondiale.org/fr/publication/documents-reports/documentdetail/402291468033571050/haiti-pdna-du-tremblement-de-terre-evaluation-des-dommages-des-pertes-et-des-besoins-generaux-et-sectoriels
[21] Co-financing protocols signed between MEF and MDE
[22] Project implementation reports submitted by the IDB to the GEF
[23] MDE project focal point reports
[24] Semi-annual reports and project audit reports
[25] Vertigo LAB, creocean, LGL, BID, ANAP, Rapport final de l'évaluation des services écosystémiques fournis par les aires protégées du Sud d'Haïti

Appendix 6. Matrix of evaluation questions

Evaluation criteria	Questions	Indicators	Sources	Methodology
Project design and formulation				
Analysis of the project's logical framework/outcomes framework	- Is there consistency between the project's objectives and expected outcomes? - Is there consistency between products and resources? - Is the project of sufficient duration to achieve the expected outcomes? - Does the project have a sufficient number of SMART indicators? - To what extent is the project relevant to other activities supported by other donors? - Does the project support activities and objectives not covered by other projects? - How does the project help to fill gaps (or provide additional impetus where needed) not covered by other projects or programs? - Is there coordination and complementarity between donors?	- Level of consistency between project objectives and outcomes - Level of consistency between project outputs and resources - The project's logical framework has a sufficient number of SMART indicators to measure the level of achievement of objectives, outcomes and outputs. - Degree of coherence and complementarity of the project with other donors' programming at national and regional level.	- Project document - Logical framework - Financial reports - Documents from other donor-supported activities - Other donor representatives	- Analysis of the project document and logical framework - Analysis of the final financial report - Interviews with ANAP, DAMP - Interviews with project partners and relevant stakeholders

Evaluation criteria	Questions	Indicators	Sources	Methodology
Assumptions and risks	Have any assumptions been made in the project document? - What are the risks associated with the project and the associated mitigation measures? - Are the risks identified relevant and sufficient for the context in which the project is implemented? - How had the project assessed its risks to the built heritage of the MPAs (Forts Olivier and Saint-Louis)?	- Wording of the project assumptions - List of risks and associated mitigation measures - Level of relevance of the risks formulated to the implementation context - Soundness and consistency of proposed mitigation measures - The project takes into account the risks to the built heritage of Forts Oliver and Saint-Louis, including the associated mitigation measures.	- Project document - Project management manual - Monitoring and evaluation reports - Legal documents of government decisions related to risk management - Project document, including complementary programs (SCT and fishing)	- Analysis of the project document - Analysis of project document, PMM, M&E reports and legal documents of government decisions - Interview with MDE, ANAP, DAMP - Analysis of the historic and cultural heritage management framework of other complementary programs
Stakeholder participation	- Who were the main stakeholders in the project, broken down by category? - What was the role of each stakeholder in the design and implementation of the project?	- The stakeholders are clearly identified and categorized in the project document - The role of stakeholders in project design and implementation is clearly defined	- Project document - Project management manual - Project document - Project management manual - ANAP, DAMP and key project stakeholders	- Analysis of the project document and the PMM - Analysis of the project document and the PMM - Interview with MDE, ANAP, DAMP and project partners
Replicability approach	- Has the project developed a replicability and scaling approach? - What are the relevant elements of the project's replicability and scaling approach?	- The project's replicability and scaling-up approach	- Project document - Final project report	- Analysis of the project document and the final project report - Interview with MDE, ANAP, DAMP

Evaluation criteria	Questions	Indicators	Sources	Methodology
	- What role do complementary programs play in the project's scaling-up approach?	- Complementary programs play a relevant role in the success of the project's replicability and scaling-up approach		
IDB comparative advantage	- What are the IDB's comparative advantages in implementing the project?	- IDB's comparative advantages in project implementation	- Project document - IDB and GEF strategic documents and website - IDB programs in Haiti	- Analysis of the project document - Analysis of IDB and GEF strategy documents - Consultation of IDB programs in Haiti - Interview with MDE, ANAP, IDB - Interview with the GEF Operational Focal Point for Haiti
Link between the project and other interventions in the sector	- Does the project have more or less relevant links with other interventions in the sector? - If so, what are these interventions, the implementing agency and the relationship with the objective of the GIGH project?	- The project leverages productive synergies with other relevant interventions in the southern region - Interventions are implemented by the IDB and other International Financial Institutions (IFIs) in the environment, MPA management, fisheries and coastal zone sub-sectors	- Project document - Other relevant programs	- Analysis of the project document - Analysis of other relevant programs - Interview with ANAP, DAMP, IDB - Analysis of the project document - Analysis of other relevant programs - Interview with MDE, ANAP, DAMP, IDB - Interview FP SCT and fishing
Management approach	- How will project activities be implemented? - What are the financial management and procurement procedures?	- The project is implemented according to a outcomes-based approach and IDB modalities - Procurement and financial management of the project are carried out by the Macaya PMU in accordance with IDB policies (GN-2349-9 and GN-2350-9).	- Project document - Project outcomes framework monitoring report - Project planning document - Documents not objected to by the IDB	- Analysis of project documents and outcomes framework monitoring reports - Interview with MDE, ANAP, DAMP, IDB - Consultation of the IDB's "No-objection Notice" archives

Evaluation criteria	Questions	Indicators	Sources	Methodology
		- Procurement processes and contract management required IDB's no-objection opinion.		
Project implementation				
Adaptive management	- Have changes in strategy been adopted to adapt project implementation to the fragility of the national, regional and local context? - Were any major changes made to the project design, including objectives, outcomes, outputs and performance indicators? - What was DAMP's strategy for contracting and financial management at the close of the Macaya project? - Were there any significant changes in the administration of the central MDE during project implementation? - Were there any major changes in ANAP management during project implementation? - Were there any significant changes in the administration of DMAP during project implementation?	- Strategic changes adopted by the project to respond to the evolving context of project implementation - Changes to project objectives, outcomes, outputs and performance indicators - The strategy adopted by the project for the continuation of procurement and financial management activities after the closure of the Macaya project - The strategy developed to ensure continuity in project implementation following a change in MDE administration - Continuity strategy for ANAP actions	- Project monitoring report - Final project implementation report - MDE website	- Analysis of project monitoring reports and final implementation reports - Interview with MDE, ANAP, DAMP, IDB - Consultation of the MDE website - Interview with GEF Operational Focal Point for Haiti

Evaluation criteria	Questions	Indicators	Sources	Methodology
		- Continuity strategy for project implementation activities in the field		
Partnership agreements	- Was the project able to establish the partnerships foreseen in the design for its effective and efficient implementation? - Are there other potential partnerships to explore? - What has been the level of operationalization of the partnerships established under the project?	- List of partnerships established by the project with state, private or community entities - List of other entities with which the project could establish partnerships relevant to its implementation and sustainability - The outcomes delivered by the partnerships established by the project	- Memoranda of Understanding signed with partners - Final Project Report - Project documents - MDE website, ANAP - Ongoing programs in the Southern Peninsula - Reports submitted by partners - Project Monitoring Report	- Consultation of signed Aps - Analysis of submitted reports - Interview with MDE, ANAP, DAMP, IDB - Analysis of project documents - Consultation of the MDE, ANAP websites - Analysis of ongoing programs in the Sud and Nippes regions - Analysis of reports submitted by partners - Analysis of project monitoring reports/final report - Interview FP SCT and fishing
Feedback from adaptive management monitoring and evaluation activities	- Have M&E activities provided inputs into the adaptive management of the project?	- Conclusions and recommendations of M&E activities	- M&E Report	- Analysis of M&E reports and the project's adaptive strategies - Interview with MDE, ANAP, DAMP, IDB
Project funding	- What sources of funding have actually been mobilized to implement the project? - Is there a mechanism for evaluating the national counterpart? - How does the project evaluate the mobilization of IDB co-financing through the tourism and fisheries projects?	- Sources of funding mobilized for project implementation - Local counterpart evaluation report	- Project financial and budget monitoring report - Audit report - Project report	- Consultation of budget monitoring and audit reports - Interview with MDE, ANAP, DAMP, IDB - Analysis of project reports - Interview FP SCT and fishing

Evaluation criteria	Questions	Indicators	Sources	Methodology
	- What is the budget consumption report at the end of the project?	- Activities implemented for or in MPAs by other IDB programs - Project financial report		
Monitoring and evaluation	- Were the tools needed to collect the logical framework data in place? - Were project deliverables obtained on time and of good quality? - Was the IDB informed in good time of any delays or difficulties encountered in implementing the project? - Have appropriate and timely corrective measures been taken? - Does the project always submit half-yearly/quarterly and annual monitoring reports on time? - At what point was it decided to discontinue the mid-term evaluation of the project? - Has the project implemented the M&E plan?	- Tools for collecting project indicators - Consultant deliverables and project reports - Reports or written communications to the IDB concerning implementation delays are made available to the consultant. - List of measures taken - The timetable for implementing the measures adopted - Semi-annual and annual monitoring reports - Existence of a formal note on the decision to abandon the mid-term evaluation of the project - Existence of an M&E plan for the project	- Consultant s' deliverables - Project reports - Logical framework monitoring report - Reports and/or written communications to the IDB - M&E plan - PC minutes - Mission reports - AOP - Financial reports - PP - Audit reports	- Analysis of consultant s' deliverables, project reports and logical framework monitoring reports - Analysis of written reports and/or communications sent to the IDB - Interview with DAMP, ANAP, MDE and IDB - Analysis of M&E plan - Analysis of PC minutes - Consultation of mission reports - Analysis of AOPs, financial reports and PPs - Analysis of report submission dates - Consultation of audit reports

Evaluation criteria	Questions	Indicators	Sources	Methodology
	- How many steering committees have been organized? - How often were field missions organized? - How do you ensure budget monitoring and procurement? - Is the project always audited on time?	- PC minutes - Mission reports - Annual operating plans (AOP) - Financial reports - Procurement plans (PP) - Audit reports		
Coordination of project execution by MDE/ANAP	- What can you tell us about Project Coordination?	- Management of various aspects of the project	- MDE, ANAP, DAMP, IDB - Various project management tools and instruments	- Interview with DAMP, ANAP, MDE and IDB - Analysis of the various project management tools
Implementation by IDB	- What is your assessment of the IDB's implementation of the project?	- IDB guidelines, non-objections and recommendations - IDB reports to GEF - IDB supervision/support mission report	- Reports on IDB supervision and control missions - IDB reports to the GEF - No-objection notice from the IDB to the project	- Analysis of IDB supervision and control mission reports - Analysis of IDB reports to the GEF - Interview with DAMP, ANAP, MDE and IDB
Project outcomes				
Review of overall outcomes	- What is the level of achievement of the project's objectives and outcomes?	- Percentage of project objectives and outcomes achieved	- Outcomes framework monitoring report	- Analysis of the outcomes framework monitoring report - Interview with DAMP
Relevance	- Is the project relevant to national strategic documents? - Is the project relevant to community priorities?	- Level of project coherence with national strategies and policies. - Link between the project's expected outcomes and the	- Project documents - National strategy documents - Local planning documents - Project stakeholders - PP mobilization report	- Analysis of documents - Analysis of national public documents - Interview with MDE, ANAP - Focus groups

Evaluation criteria	Questions	Indicators	Sources	Methodology
		needs of the stakeholders concerned		- Analysis of local planning documents - Interview with key stakeholders - Interview with GEF Operational Focal Point for Haiti
	- What was the level of stakeholder ownership in implementation? - Does the project take sufficient account of national realities, in terms of both institutional and political frameworks, in its implementation?	- Degree of involvement and inclusion of stakeholders in project implementation. - Coherence between the needs expressed by national stakeholders and the actions implemented by the project.		
	- Was the project effective in achieving its objectives? - Was the project efficient in achieving its outcomes? - Was the project effective in its purpose and dynamics? - How were risks and associated mitigation measures managed? - What lessons of effectiveness can be drawn	- See indicators in outcomes framework and logical framework of project document - See indicators in outcomes framework and logical framework of project document - See the extent to which the purpose reflects the initial intentions of the GEF, IDB and MDE. - See to what extent the actions implemented are characteristic of the project's dynamics. - Quality of existing information systems in place to identify emerging risks and other issues - Quality of risk mitigation strategies developed and implemented - Level of capitalization of lessons learned from project implementation	- Project document - Project team and stakeholders - Data reported in the project's annual and semi-annual reports - Data collected from the evaluation	- Analysis of documents - Interviews with the project team - Interviews with relevant stakeholders - Data analysis and triangulation

Evaluation criteria	Questions	Indicators	Sources	Methodology
	to guide similar projects in the future?			
Efficiency	- Was adaptive management used or required to ensure efficient use of resources? - Were the project's logical framework and work plans, and any modifications made to them, used as management tools during implementation?	- Appearance of change in project design/implementation approach (i.e., restructuring) where necessary to improve project effectiveness	- Project documents - Project monitoring report - Report on project co-financing - Contract monitoring report - Project partners and stakeholders involved - Evaluation data	- Analysis of project documents and reports - Interview with MDE, ANAP, DAMP, IDB - Analysis of accounting, budgetary and financial monitoring reports - Analysis of co-financing monitoring reports - Contract monitoring report - Data analysis
	- What is the efficiency of the project in relation to the area of intervention?	- The project intervention area provides relevant comparative advantages for project implementation		
	- Were financial resources used effectively? - Could financial resources have been used more efficiently? - Were the accounting and financial systems in place adequate for managing the project and producing accurate and timely financial information?	- Level of variance between planned and actual financial expenditure - Planned versus actual funds mobilized - Cost in view of outcomes obtained, compared with costs of similar projects by other organizations		
	- To what extent did the outcomes achieved meet the required quality standards? - Were progress reports produced accurately, on time, and did they meet reporting requirements, including adaptive management changes?	- Appropriateness of project choices in terms of existing context, infrastructure and costs - Availability and quality of financial and progress reports - Punctuality and adequacy of reports provided		
	- Was project implementation as cost-effective as initially	- Appearance of a change in project design/implementation		

Evaluation criteria	Questions	Indicators	Sources	Methodology
	proposed (planned versus actual)?	approach (i.e., restructuring) where necessary to improve project effectiveness		
	- Did co-financing take place as planned?	- Mechanism for accounting for planned co-financing		
	- Was procurement carried out in such a way as to make efficient use of project resources?	- No fraudulent activities identified in PM processes		
	- How efficient is the institutional arrangement and partnership building for the project?	- Specific activities conducted to support the development of cooperation agreements between partners - Examples of partnerships supported - Evidence that specific partnerships/links will be maintained - Types/quality of partnership cooperation methods used		
	- Did the project make effective use of local capacities in implementation?	- Proportion of expertise used by international vs. national experts - Number/quality of analyses conducted to assess local capacity potential and absorption capacity		
	- What lessons can be learned from the project in terms of efficiency for other similar projects in the future?	- Lessons learned from data collected during the project evaluation process		
Country ownership	- What is your assessment of ANAP/DAMP's ownership of the project?	- Level of fluidity in project implementation	- Evaluation data	- Data analysis - Interview with MDE, ANAP, DAMP

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Evaluation criteria	Questions	Indicators	Sources	Methodology
				- Interview with GEF Operational Focal Point for Haiti
Integration and cross-cutting themes	- Have the project outcomes been achieved in a way that supports community efforts in terms of gender equality and women's empowerment? - Have the project outputs contributed to strengthening the climate resilience of local communities? - To what extent has the project effectively contributed to the management of the human-biodiversity interface?	- Number of community pilot projects for women - Area of restored mangroves - Teq of carbon sequestered - To what extent has the project effectively contributed to the protection of marine and coastal biodiversity?	- Reports on the definition and implementation of pilot projects - Women's associations - Logical framework monitoring report - Project reports	- Analysis of pilot project reports and documents - Focus groups and interviews with women - Analysis of logical framework monitoring reports - Interview with MDE, ANAP, DAMP, IDB - Consultant's observations
Sustainability	- What is your assessment of the sustainability of project outcomes? - What factors favor sustainability? - What factors hinder sustainability?	- Aligning the project with the priorities of the MDE, ANAP, financial partners and local communities - Project successes and potential - Project failures and obstacles	- National, local and donor strategy documents - Project reports - Our partners	- Analysis of national, local and donor strategy documents - Interview with MDE, ANAP, DAMP, IDB - Analysis of project reports

Evaluation criteria	Questions	Indicators	Sources	Methodology
Impact	- What is the catalytic role and impact of the project at CBO/community level? - What is the project's catalytic role and impact at NGO level? - What is the catalytic role and impact of the project at the level of technical services? - What is the project's catalytic role and impact at country level?	- Catalytic role of the project in MPA management across the country	- Evaluation data	- Data analysis

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Appendix 7. Interview guides and summary of outcomes

Evaluation criteria	Questions	Stakeholders	Summary of outcomes
Project design and formulation			
Analysis of the project's logical framework/outcomes framework	- Is there consistency between the project's objectives and resources? - Is the project of sufficient duration to achieve the expected outcomes - To what extent is the project relevant to other activities supported by other donors? - Does the project support activities and objectives not covered by other projects? - How does the project help to fill gaps (or provide additional impetus where needed) not covered by other projects or programs? - Is there coordination and complementarity between donors?	IDB, MDE, ANAP, DAMP IDB, MDE, ANAP, DAMP IDB, MDE, ANAP, DAMP IDB, MDE IDB, MDE IDB, ANAP, MDE	- Many adjustments were made to the project in terms of mobilizing staff and reorganizing the budget. - The project was too ambitious in terms of the number and characteristics of the products targeted. The procurement processes were too cumbersome for the Aquin/Saint-Louis du Sud and Macaya PMUs. - The complementary effect with the SCT and small-scale fisheries development programs could not be achieved effectively. - Security risks, socio-political instability and the earthquake hampered implementation of the project.
Assumptions and risks	- Are the risks identified relevant and sufficient for the context in which the project is implemented? - How had the project assessed its risks to the built heritage of the MPAs (Forts Olivier and Saint-Louis)?	IDB, ANAP, DAMP IDB, ANAP, DAMP	
Stakeholder participation	- What was the role of each stakeholder in the design and implementation of the project?	IDB, MDE, ANAP, DAMP, FP SCT and fishing	
Replicability approach	- What are the relevant elements of the project's replicability and scaling approach? - What role do complementary programs play in the project's scaling-up approach?	IDB, MDE, ANAP, DAMP IDB, MDE, ANAP	
IDB comparative advantage	- What are the IDB's comparative advantages in implementing the project?	IDB, MDE, ANAP, DAMP, PF GEF	
Link between the project and other interventions in the sector	- Does the project have more or less relevant links with other interventions in the sector? - If so, what are these interventions, the implementing agency and the relationship with the objective of the GIGH project?	IDB, MDE, ANAP, DAMP IDB, MDE, ANAP, DAMP, FP SCT and fishing	
Management approach	- How will project activities be implemented? - What are the financial management and procurement procedures?	IDB, ANAP, DAMP IDB, ANAP, DAMP	
Project implementation			
Adaptive management	- Have changes in strategy been adopted to adapt project implementation to the fragility of the national, regional and local context?	IDB, ANAP, DAMP, FP GEF	- Some strategic changes have been adopted without a formal modification of the outcomes

Evaluation criteria	Questions	Stakeholders	Summary of outcomes
	- Were any major changes made to the project design, including objectives, outcomes, outputs and performance indicators?	IDB, ANAP, DAMP	framework, which penalizes the level of project performance despite the considerable efforts made by the PMU in implementing small quick win projects. - An exit plan has been developed by the PMU - Repeated changes in MDE headquarters have delayed project implementation - The IDB and PMU did not pay attention to the project objective indicators - The IDB's monitoring system contains one more outcome indicator than that of the GEF - No code book for project indicators - Co-financing was not effective in delivering the targeted products - The DCC of the MDE was not effectively involved in the implementation of the project - Local communities were effectively mobilized in the implementation of small quick-win projects - 94.6% of the GEF budget was consumed - National co-financing has not been assessed by the DAMP
	- What was DAMP's strategy for contracting and financial management at the close of the Macaya project?	IDB, ANAP, DAMP	
	- Were there any significant changes in the administration of the central MDE during project implementation?	IDB, ANAP	
	- Were there any major changes in ANAP management during project implementation?	ANAP	
	- Were there any significant changes in the administration of DMAP during project implementation?	ANAP, DAMP	
Partnership agreements	- Was the project able to establish the partnerships foreseen in the design for its effective and efficient implementation?	IDB, MDE, ANAP, DAMP	
	- Are there other potential partnerships to explore?	IDB, MDE, ANAP, DAMP	
	- What has been the level of operationalization of the partnerships established under the project?	IDB, MDE, ANAP, DAMP, FP SCT and fishing	
Feedback from adaptive management monitoring and evaluation activities	- Have M&E activities provided input into the adaptive management of the project?	IDB, MDE, ANAP, DAMP	
Project funding	- What sources of funding have actually been mobilized to implement the project?	IDB, ANAP, DAMP	
	- Is there a mechanism for evaluating the national counterpart?	IDB, ANAP, DAMP	
	- How does the project evaluate the mobilization of IDB co-financing through the tourism and fisheries projects?	IDB, ANAP, DAMP	
	- What is the budget consumption report at the end of the project?	IDB, ANAP, DAMP	
Monitoring and evaluation	- Were the tools needed to collect the logical framework data in place?	IDB, ANAP, DAMP	
	- Were project deliverables obtained on time and of good quality?	IDB, ANAP, DAMP	
	- Was the IDB informed in good time of any delays or difficulties encountered in implementing the project?	IDB, ANAP, DAMP	
	- Have appropriate and timely corrective measures been taken?	IDB, ANAP, DAMP	
	- Does the project always submit half-yearly/quarterly and annual monitoring reports on time?	IDB, ANAP, DAMP	
	At what point was it decided to discontinue the mid-term evaluation of the project?	IDB, ANAP, DAMP	
	- Has the project implemented the M&E plan?	IDB, ANAP, DAMP	

Evaluation criteria	Questions	Stakeholders	Summary of outcomes
	- How many steering committees have been organized? - How often were field missions organized? - How do you ensure budget monitoring and procurement? - Were the reports produced and submitted on time? - Is the project always audited on time?	ANAP, DAMP IDB, ANAP, DAMP IDB, ANAP, DAMP IDB, ANAP, DAMP IDB, ANAP, DAMP	
Coordination of project execution by MDE/ANAP	- What can you tell us about Project Coordination?	IDB, MDE, ANAP, DAMP	
Implementation by IDB	- What is your assessment of the IDB's implementation of the project?	IDB, MDE, ANAP, DAMP	
Project outcomes			
Review of overall outcomes	- To what extent have the project objectives been achieved? - To what extent have the project outcomes been achieved??	DAMP DAMP	- None of the objectives were achieved due to the project's low level of performance - 12.5% of the outcomes were achieved - The project remains relevant to national strategic documents and community priorities. - The effectiveness of the project's implementation was judged to be unsatisfactory - The project was not efficient in its implementation; the activities were implemented almost at the end of the project in November 2022. - The project did not develop a specific gender strategy; nevertheless, the PMU did its best to integrate women into the implementation of small quick-win projects. - The delays in implementing the project and the rotation within the MDE's central administration are detrimental to the project's sustainability. - The project lacks a formal complaints management and stakeholder feedback mechanism
Relevance	- Is the project relevant to national strategic documents? - Is the project relevant to community priorities? - What was the level of stakeholder ownership in the implementation? - Does the project take sufficient account of national realities, in terms of both the institutional and political frameworks?	ANAP, MDE, FP GEF DAMP, Fisherman, Woman, Beekeeper DAMP, Fisherman, Woman, Beekeeper DAMP, Fisherman, Woman, Beekeeper	
Effectiveness	- Was the project effective in achieving its objectives? - Was the project efficient in achieving its outcomes? - Was the project effective in its purpose and dynamics? - How were the risks and associated mitigation measures managed? - What lessons of effectiveness can be drawn to guide other similar projects in the future?	IDB, MDE, ANAP, DAMP, Fisherman, Woman, Beekeeper	
Efficiency	- Was adaptive management used or required to ensure effective use of resources? - Were the project's logical framework and work plans and any amendments made to them used as management tools during implementation? - How efficient is the intervention area for the project? - Were the financial resources used effectively? - Could the financial resources have been used more efficiently? - Were the accounting and financial systems in place adequate for managing the project and producing accurate and timely financial information? - To what extent did the outcomes achieved meet the required quality standards?	IDB, MDE, ANAP, DAMP	

Evaluation criteria	Questions	Stakeholders	Summary of outcomes
	- Were progress reports produced accurately and in a timely manner and did they meet reporting requirements, including adaptive management changes? - Was project implementation as cost-effective as originally proposed (planned versus actual)? - Did co-financing take place as planned? - Was procurement carried out in such a way as to make efficient use of project resources? - How efficient is the institutional arrangement and partnership building for the project?		- The project's visibility is ensured through billboards, shirts and advertising spots; however, the equipment distributed by the project is not clearly identified with the partners' logos.
	- Did the project make effective use of local capacity in implementation? - What lessons can be learned from the project in terms of efficiency for other similar projects in the future?	IDB, ANAP, DAMP, Fisherman, Woman, Beekeeper Fisherman, Woman, Beekeeper	
Country ownership	- What is your assessment of the ownership of the project by the MDE/ANAP?	MDE, ANAP, PF GEF	
Integration and cross-cutting themes	- Have the project outcomes been achieved in a way that supports community efforts in terms of gender equality and women's empowerment? - Have the project outputs contributed to the climate strengthening of local communities? - To what extent has the project effectively contributed to the management of the human-biodiversity interface?	IDB, ANAP, DAMP, Fisherman, Woman, Beekeeper Fisherman, Woman, Beekeeper	
Sustainability	- What is your assessment of the sustainability of the project's outcomes? - What factors promote sustainability? - What factors are detrimental to sustainability?	IDB, MDE, ANAP, DAMP, Fisherman, Woman, Beekeeper Fisherman, Woman, Beekeeper	
Impact	- What is the catalytic role and impact of the project at CBO/community level? - What is the catalytic role and impact of the project at NGO level? - What is the catalytic role and impact of the project at the level of technical services? - What is the catalytic role and impact of the project at country level?	IDB, MDE, ANAP, DAMP, FP GEF	

Appendix 8. GEF rating scale

The main dimensions of project performance that will be assessed for the first time in the final evaluation are: outcomes, sustainability, quality of monitoring and evaluation, quality of implementation and quality of execution.

Evaluations of outcomes

The overall rating of project outcomes will be based on performance against the following criteria

a) Relevance
b) Effectiveness
c) Efficiency

Project outcomes are assessed in terms of the extent to which the project objectives have been achieved. A six (6) point rating scale is used to assess the overall outcomes:

- Highly Satisfactory (HS): The level of outcomes achieved clearly exceeds expectations and/or there have been no shortcomings.
- Satisfactory (S): The level of outcomes achieved was in line with expectations and/or there were no or minor shortcomings.
- Moderately Satisfactory (MS): The level of outcomes achieved was more or less than expected and/or there were moderate shortcomings.
- Moderately Unsatisfactory (MU): Level of outcomes achieved somewhat lower than expected and/or there were significant shortcomings.
- Unsatisfactory (U): Level of outcomes achieved significantly below expectations and/or there were major shortfalls.
- Highly Unsatisfactory (HU): Only a negligible level of outcomes achieved and/or there were serious shortcomings.
- Impossible to Evaluate (IE): The information available does not allow the level of achievement of the outcomes to be assessed.

The calculation of the overall rating for project outcomes will take into account the three (3) criteria, of which Relevance and Effectiveness are essential. The relevance rating will determine whether the overall outcome rating falls within the unsatisfactory range (MU to HU = unsatisfactory range). If the relevance rating is in the unsatisfactory range, the overall outcome will also be in the unsatisfactory range. However, if the relevance rating is in the satisfactory range (HS to MS), the overall outcomes rating could be either in the satisfactory range or in the unsatisfactory range, depending on the effectiveness and efficiency ratings.

The second constraint is that the overall outcomes performance rating cannot be higher than the efficiency rating.

During project implementation, the outcomes framework for some projects may have been modified. In cases where changes to the project's impact, outcomes and outputs have not reduced their overall scope, the evaluator should assess the outcome achievements against the revised outcomes framework.

In cases where the scope of the project's objectives and outputs has been reduced, the extent and necessity of the downscaling is taken into account and, despite the achievement of outcomes in accordance with the revised outcomes framework, a lower effectiveness rating may be applied to the outcomes, if appropriate.

Sustainability assessments

Sustainability will be assessed taking into account the risks associated with the financial, socio-political, institutional and environmental sustainability of the project outcomes. The evaluator may also take into account other risks that may affect sustainability. Overall sustainability will be assessed using a four (4) point scale:

- Likely (L). There is little or no risk to sustainability.
- Moderately likely (ML). There are moderate risks to sustainability.
- Moderately unlikely (MU). There are significant sustainability risks.
- Unlikely (U). There are serious risks to sustainability.
- Impossible to evaluate (IE). The expected impact and magnitude of sustainability risks cannot be assessed.

M&E assessments of the project

The quality of the project M&E will be assessed in terms of:

- Design
- Implementation

The quality of the project M&E in these two dimensions will be assessed on a six (6) point scale:

- Highly Satisfactory (HS): There were no shortcomings and the quality of the M&E design/implementation exceeded expectations.
- Satisfactory (S): There were few or no shortcomings and the quality of the M&E design and implementation met expectations.
- Moderately Satisfactory (MS): There are some shortcomings, and the quality of the M&E design and implementation more or less meets expectations.
- Moderately Unsatisfactory (MU): There were significant shortcomings, and the quality of the M&E design and implementation was somewhat lower than expected.
- Unsatisfactory (U): There were major shortcomings, and the quality of the M&E design and implementation was significantly lower than expected.
- Highly Unsatisfactory (HU): There were serious shortcomings in the design and implementation of the M&E.
- Impossible to Evaluate (IE): The information available is insufficient to assess the quality of M&E design and implementation.

Evaluation of implementation and execution

The quality of implementation and execution are assessed separately. The quality of implementation refers to the roles and responsibilities assumed by the GEF Agencies, which have direct access to GEF resources. The quality of implementation refers to the roles and responsibilities assumed by the national

or regional counterparts that have received GEF funds from the GEF Agencies and have implemented the funded activities on the ground. Performance is assessed on a six (6) point scale:

- Highly satisfactory (HS): There were no shortcomings and the quality of implementation/execution exceeded expectations.
- Satisfactory (S): There were few or no shortcomings and the quality of implementation/execution met expectations.
- Moderately Satisfactory (MS): There were some shortcomings, and the quality of implementation/execution was more or less in line with expectations.
- Moderately Unsatisfactory (MU): There were significant shortcomings, and the quality of implementation/execution was somewhat lower than expected.
- Unsatisfactory (U): There were major shortcomings and the quality of implementation and execution fell far short of expectations.
- Highly Unsatisfactory (HU): There were serious shortcomings in the quality of implementation/execution.
- Impossible to evaluate (IE): The information available does not allow us to assess the quality of implementation/execution.

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