

Terminal Evaluation of the UNEP/GEF Project
“Sustainable Pathways – Protected Areas and Renewable
Energy (SPPARE) GEF 5390”

2015 - 2023





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Front cover: Teresita Romero-Torres. Photo of Boggy Peak National Park taken in Christian Valley.

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The evaluation consultant hopes that the findings, conclusions and recommendations will contribute to the continuous improvement of similar projects in other countries and regions.

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Brief consultant biography

Dr. Teresita Romero-Torres is a senior evaluator of environmental and climate change policies and projects, with more than 10 years of experience in this field. She obtained her PhD in Environmental Sciences at Imperial College London in 2007, a Master's degree in Environmental Engineering at the National Autonomous University of Mexico in 2002 and a Diploma in Public Policy and Evaluation in 2014. Her main achievements as a public official include her contribution to the establishment of Mexico's Climate Policy Monitoring & Evaluation System. She also participated in the evaluation of strategic instruments of Mexico's climate policy.

As an independent evaluator, she has participated in the thematic evaluation of the Food and Agriculture Organization of the United Nations (FAO) work in support to SDG 14 Life Below Water, and in the evaluations of the FAO's Country Program in Mexico and Colombia, and UNIDO's Country Program in China. She has also conducted 27 evaluations of projects related to sustainable use of natural resources, climate change and chemicals management, for FAO, UNDP, UNEP and UNIDO, among others. These evaluations have been funded by international bodies such as the Global Environment Facility, the Adaptation Fund and the European Union and have covered the Latin American and Caribbean region, Africa and Asia. She has also published scientific and outreach papers nationally and internationally.

About the Evaluation

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Brief Description: This report is a Terminal Evaluation of a UNEP/GEF Sustainable Pathways – Protected Areas and Renewable Energy project implemented between 2015 and 2023. The project's overall development goal was to contribute to the demonstration of an integrated and self-sustaining approach to environmental stewardship in a Small Island Developing State. The evaluation sought to assess project performance (in terms of relevance, effectiveness and efficiency) and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The evaluation has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote learning, feedback, and knowledge sharing through results and lessons learned among UNEP, and the relevant agencies of Antigua and Barbuda.

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Private Sector	No
UN Body	No
Multilateral Fund	Yes
Environment Fund	No

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List of acronyms and abbreviations

APUA	Antigua Power Utilities Department
ADFD	Abu Dhabi Fund for Development
BPNP	Boggy Peak National Park
CBO	Community Based Organisation
CO ₂	Carbon dioxide
COVID-19	Coronavirus disease
DOE	Department of Environment of the of Health, Wellness, Social Transformation and the Environment
EIA	Environmental Impact Assessment
EPMB	Environmental Protection and Management Bill
GCF	Green Climate Fund
GHG	Greenhouse gases
GEF	Global Environment Facility
IRENA	International Renewable Energy Agency
MEAs	Multilateral Environmental Agreements
METT	GEF Management Effectiveness Tracking Tool
MTR	Mid-Term Review
MTS	Medium-Term Strategy
PMC	Project Management Committee
PRC	Project Review Committee
POW	Programme of Work
ProDoc	Project Document
PIRs	Project Implementation Reports
PRC	Project Review Committee
SIRF	Sustainable Island Resource Financing Fund
SIDS	Small Island Developing States
SPPARE	Sustainable Pathways – Protected Areas and Renewable Energy
ToC	Theory of Change
UNEP	United Nations Environment Programme

Project identification table

Table 1: Project Identification Table

GEF Project ID/SMA ID ¹ :	GEF 5390: Sustainable Pathways – Protected Areas and Renewable Energy (SPPARE).		
Implementing Agency (UNEP Division/Branch/Unit):	² Ecosystems Division, Biodiversity and Land Branch GEF Biodiversity and Land Degradation Unit	Executing Agency:	³ Department of Environment – Ministry of Health, Wellness, Social Transformation and the Environment, Antigua and Barbuda
Sources of Funding (Co-finance):	Country ⁴ (ies): Antigua and Barbuda.	Institution ⁵ Name/Type: Department of Environment – Ministry of Health, Wellness, Social Transformation and the Environment, Antigua and Barbuda (Government). UNEP (UN body)	
Relevant SDG(s):	SDGs 7, 13 and 15		
MTS (at approval):			
POW Direct Outcome(s) number/reference (applicable for projects approved from 2022): OR POW Output(s) number/reference (applicable for projects approved pre-2022)	POW Direct Outcome:	MTS 2025 Outcome(s) number/reference (applicable for projects approved from 2022): OR POW Expected Accomplishment(s) number/reference (applicable for projects approved pre-2022):	MTS 2025 Outcome:
	POW Output:		POW Expected Accomplishment: MTS 2014-2017 Environmental Governance EA2: The capacity of countries to develop and enforce laws and strengthen institutions to achieve internationally agreed environmental objectives and goals and comply with related obligations is enhanced.
Sub-programme:	Environmental governance.	Programme Coordination Project:	N/A
UNEP approval date:	21 April 2015	GEF approval date:	4 February 2015
GEF Operational Programme #:	GEF-5	GEF Strategic Priority:	Biodiversity, Climate Change
Project type:	Full-size Project	Focal Area(s):	Biodiversity, Climate Change
Expected start date:	23 March 2015	Actual start date:	21 April 2015
Planned completion date:	April 2020	Actual operational completion date:	31 December 2023
Planned total project budget at approval:	US\$ 10,619,726	Actual total expenditures reported as of [31 December 2023]:	US\$ 17,058,367.56
GEF grant allocation:	US\$ 2,639,726	GEF grant expenditures reported as of [31 December 2023]:	US\$ 2,608,628
Expected Medium-Size Project/Full-Size Project co-financing:	Cash: US\$ 7,700,000 In-kind: US\$ 280,000	Secured Medium-Size Project/Full-Size Project co-financing:	US\$ 14,514,739.56
No. of formal project revisions:	1	Date of last approved project revision:	21 July 2016

¹ SMA refers to the ID provided by the Integrated Planning, Management and Reporting Solution (IPMR) system, which was introduced by UNEP in July 2023.

² Called Division of Environmental Policy Implementation (DEPI) at project approval

³ Environment Division, Ministry of Agriculture, Lands, Housing and the Environment at project approval

⁴ Where applicable, list countries who have provided project funds and/or co-finance.

⁵ Indicate where funding institutions are any/all of the following: Foundation/NGO; Private Sector; UN Body; Multilateral Fund; Environment Fund.

No. of Steering Committee meetings:	20	Date of Last Steering Committee meeting:	17 January 2024
Mid-term Review/ Evaluation (planned date):	October 2018	Mid-term Review/ Evaluation (actual date):	October 2018
Terminal Evaluation (planned date):	March 2024	Terminal Evaluation (actual date):	December 2024
Coverage - Country(ies):	Antigua and Barbuda	Coverage - Region(s):	Latin America and the Caribbean
Dates of previous project phases:	N/A	Status of future project phases:	N/A

Executive Summary

Project background

1. The Sustainable Pathways – Protected Areas and Renewable Energy (SPPARE) project was formulated aiming to demonstrate an integrated and self-sustaining approach to environmental management in Antigua and Barbuda. In particular, the project's objective was to enhance financing and management of protected areas through innovations in renewable energy capacity and arrangements in the country. The project was designed under the structural vulnerabilities of Antigua and Barbuda as a Small Island Developing State (SIDS), including dependence on imported fuel oil, high energy and water costs, and growing climate risks such as droughts and extreme weather events. Biodiversity is also under severe pressure, yet protected areas face a significant funding gap.

2. The SPPARE project was approved by the Global Environment Facility (GEF) in 2015 with a GEF trust fund for US\$ 2,639,726 and an expected co-financing of US\$ 7,980,000. The project was implemented by the United Nations Environment Programme (UNEP), in particular the GEF Biodiversity and Land Degradation Unit within the Biodiversity and Land Branch, Ecosystems Division, and executed by the Department of Environment of the Ministry of Health, Wellness, Social Transformation and the Environment of Antigua and Barbuda with a national geographical scope. The project started on 21 April 2015 and finished on 31 December 2023 with four extensions as the initial terminal date was 2018.

This evaluation

3. This terminal evaluation was undertaken to assess project performance in terms of relevance, effectiveness and efficiency and determine outcomes and impacts stemming from the project including sustainability. In particular, the evaluation has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among UNEP, the executing partners and other stakeholders. The evaluation covered the performance of the project since its starting until its closure.

4. The evaluation adopted a participative and consultative approach and used a mixed-method approach to collect data as best practice. This approach ensured triangulation and validation of data collected from different sources using different methods to enhance the credibility of findings, conclusions and recommendations.

Key findings

5. **Strategic relevance.** The project was aligned and relevant to UNEP's Medium-Term Strategy 2014-2017, 2018-2021 and 2022-2025. It was also aligned to three GEF 5 focal area strategies: Biodiversity, Climate Change and Sustainable Forest Management/REDD+ and with Sustainable Development Goals 7, 13 and 15. At the regional level the project was in line with the Strategic Plan for the Caribbean Community 2015 – 2019: Repositioning CARICOM. At national level, the project was directly linked to the National Environmental Management Strategy for Antigua and the National Energy Policy, and the Second National Communication to the United Nations Framework Convention on Climate Change. The project created synergies with GEF ID 5523 project and was complementary to the Path to 2020 project.

6. **Quality of Project Design.** The project design demonstrated strong elements, including innovative approaches to climate change, biodiversity, and renewable energy, integration of risk analysis and solid governance. It also built on lessons from previous initiatives and proposed replicable mechanisms to ensure sustainability. However, the design was limited by

overly ambitious outcomes, weak indicators, under-budgeting, and insufficient stakeholder engagement—particularly with landowners and vulnerable groups—which created barriers to achieving results.

7. **Nature of the External Context.** While Antigua and Barbuda’s political stability ensured continuity in project implementation, external shocks had an effect on progress. The COVID-19 pandemic reduced government co-financing, disrupted supply chains, delayed construction, and limited consultations, while global market shifts and supplier changes caused delays in photovoltaic and wind energy components.

8. **Effectiveness.** The project’s achievement of outputs was low, with only one fully achieved, several partially met, and the majority not achieved. Progress included the preparation of the SIRF Fund business plan, construction of wind turbine foundations and the installation of some parts of solar panels in clinics. However, key expected outputs, such as the legal declaration as protected area and management of the Boggy Peak National Park (BPNP), operationalization of renewable energy facilities, and effective wildfire reduction and forest restoration, were not realized.

9. The project’s achievement of outcomes was also limited, with most targets only partially met. A key progress was the operationalization of the SIRF Fund, which now channels international resources and provides strategic financial planning, though it failed to mobilize national revenues to support protected area management or establish the planned NGO window. Progress was also made in renewable energy through agreements to scale up capacity yet delays in installing photovoltaic and wind systems prevented the realization of CO₂ emission reduction targets. In biodiversity, the development of a management plan for BPNP and wildfire strategy marked steps forward, but the lack of legal declaration of BPNP as a protected area due to social, institutional and legal factors, and insufficient implementation left conservation and restoration goals unmet.

10. **Likelihood of impact.** The project fell short of laying the foundations for its long-term impact, as the low achievement of outcomes prevented progress toward intermediate states indicated in the Theory of Change, such as scaling up financially self-sustainable park management models and increasing renewable energy use nationwide. Key assumptions, including sustained political will and institutional support, were not met. The DOE and UNEP worked together during the execution of the project and NGOs contributed advisory input; these efforts were insufficient to drive systemic change.

11. **Financial management.** The project faced challenges in adhering to UNEP’s financial policies and procedures due to limited staff capacity, unclear responsibilities, limited coordination between finance and project teams, and high turnover, which led to the halting of UNEP disbursements in 2017 and 2018. Corrective actions, including dedicated accounting staff and UNEP guidance, improved compliance and restored disbursements. The audits did not raise important observations although were often delayed. Financial information was otherwise complete, with a significant co-financing derived from a loan granted to the government by the Abu Dabhi Fund for Development.

12. **Efficiency.** The project demonstrated low efficiency over its nine-year implementation, with budget execution deviating from planned trends and major expenditures unevenly distributed. Halting UNEP disbursements, insufficient budget coverage, limited PMU capacity, supplier and technical issues, and the COVID-19 pandemic all hindered timely progress. While increased co-financing expanded renewable energy capacity to 7 MW, the technologies remain non-operational, reducing the effectiveness of additional funds. Although it is important to note that the project was accountable only for the construction of two wind turbine platforms and their operation, not for the installation and operation of all the turbines

procured through the additional funds. These challenges led to four no-cost extensions, prolonged operations, and rising project management costs.

13. **Monitoring and Reporting.** The project had a GEF-aligned M&E plan with a costed framework and defined responsibilities, and reporting was generally compliant with UNEP and GEF requirements. However, the plan implementation faced delays and limited effectiveness, including late progress reports, inconsistent use of M&E data for decision-making, and misalignment between Project Implementation Reports and the revised Results Framework, which reduced clarity on the actual delivery of outputs and outcomes.

14. **Sustainability.** The project benefits from a strong policy framework supporting renewable energy and biodiversity in Antigua and Barbuda, which enhances political sustainability. Government commitment is demonstrated through significant loans for renewable energy investments. However, continued policy support proved elusive, as not all necessary operational decisions were realized to ensure full project implementation. NGOs remain interested in continuing pending project tasks. However, social sustainability is limited, as communities were not sufficiently engaged in fire prevention and restoration activities.

15. Financial sustainability remains weak: the SIRF Fund did not generate national revenue as planned, and the completion and operation of renewable energy infrastructure remain uncertain due to technical and logistical challenges. Expected economic benefits from the BPNP's sustainable management are pending approval of the Shekerley Mountain Management Area business plan.

16. Institutional sustainability is constrained because some project outputs exceeded DOE's mandate, capacity-building efforts were not realized, and enabling mechanisms (e.g., BPNP protection status, agreements with APUA) were not completed. The project's exit strategy relies heavily on another project for continuation, highlighting the need for a clear, strategic plan within DOE and government to secure long-term sustainability and consolidate project achievements⁶.

Factors affecting performance and cross-cutting issues

17. **Readiness and preparation.** The project was moderately prepared at inception, with a work plan, inception report, and Steering Committee in place. However, key elements were missing, including a costed work plan, procurement plan, stakeholder assessment, and feasibility studies for renewable energy sites. Staff shortages and limited local expertise in renewable energy further delayed implementation.

18. **Quality of project management and supervision.** UNEP provided oversight and financial guidance, but task manager changes and gaps in reporting were identified as improvement areas. As executing agency, DOE took ownership and implemented adaptive measures, including hiring dedicated staff and using project management software, but inexperience in renewable energy, and unclear PMU roles, among other aspects, hindered execution. Delays were compounded by slow responses from partner agencies, unresolved power purchase agreement with APUA, and technical challenges in civil works.

19. **Stakeholders participation and cooperation.** The project established the Technical Advisory Committee (TAC) to provide stakeholder guidance, which NGOs viewed positively. While farmers and landowners were identified as key stakeholders, early consultation during project design was insufficient, leading to opposition to declaring BPNP a protected area.

⁶ For example, it is important that the government assess whether the declaration of BPNP as a protected area and its management plan remain relevant, given that BPNP is entirely located within the Shekerley Mountain Management Area (SMMA), which is to be declared a protected area under the Path 2020 project.

Community and school participation occurred in specific activities, such as reforestation, but these were not part of a broader strategy to achieve the project's intended outcomes.

20. **Human rights and gender equality.** The project upheld human rights and avoided gender discrimination, but landowner consultations occurred late limiting prior informed consent. Gender considerations were not integrated during design due to GEF-5 requirements, though opportunities existed to strengthen them during implementation.

21. **Environmental and social safeguards.** The project's environmental and social safeguards were weak. Although the Results Framework indicated the need for an EIA, no assessment was conducted for the relocated wind turbine sites, leaving significant latent risks for the environment and communities. Turbine foundations and installed photovoltaic equipment face structural and maintenance concerns. While an EIA was conducted for the Interpretation Center, no evidence exists of a corresponding risk mitigation plan.

22. **Country ownership and driven-ness.** The project advanced Antigua and Barbuda's renewable energy goals by leveraging national ownership and co-financing. Limitations arose primarily from APUA's misalignment with the project, which affected performance, though other institutions contributed despite delays and challenges.

23. **Communication and public awareness.** The project lacked a dedicated communications lead and a comprehensive strategy, limiting visibility of its objectives, scope, and progress. Communication was ad hoc, relying on specific events and social media to publicize milestones such as the completion of the Interpretation Center.

24. A summary of the ratings is presented in Table 2 below while the details including the ratings of the evaluation sub-criteria is provided in the conclusions section (Table 20). The evaluation ratings are based on a ratings matrix developed by the UNEP Evaluation Office which includes detailed descriptions of the main elements required to be demonstrated at each rating level. The overall performance rating is **Unsatisfactory**.

Table 2: Summary of project ratings (reflects a weighted approach to assessing the Overall Project Performance Rating)

Criterion	Rating
Strategic Relevance	S
Quality of Project Design	MS
Nature of External Context	MU
Effectiveness	U
Financial Management	MS
Efficiency	U
Monitoring and Reporting	MS
Sustainability	U
Factors Affecting Performance	MS
Overall Project Performance Rating	U

Response to strategic questions

25. Question 1 related to the consideration the unique context and challenges of the country during project design and implementation: The project's design did not fully account for the institutional, technical, and financial constraints specific to Antigua and Barbuda as a Small Island Developing State (SIDS), which weakened implementation capacity and led to budgetary constraints and execution delays.

26. Question 2 related to addressing recommendations from the Mid Term Review: The recommendations were partially implemented, improving, for example, financial reporting, but key gaps continued such as improving project monitoring.

Conclusions

27. The project introduced an innovative mechanism linking renewable energy with protected area management, with replication potential despite limited demonstration. Low technical capacity, design and management gaps, partner delays, and COVID-19 constrained results, while extended execution reduced efficiency. Strong national policy and government support offer potential for continuity if institutional alignment improves. Environmental and social safeguards were partially addressed, with latent risks in wind turbine installation. Human rights and gender considerations were respected but could have been better integrated.

Lessons learned

28. Lesson Learned #1: It is necessary to ensure not only the vertical logic but also the horizontal logic of the Results Framework and to include SMART indicators.

29. Lesson Learned #2: The management structure of the projects should be arranged considering the technical nature, size and scope of each project. Not all projects fit into the same management structure.

30. Lesson Learned #3: It is important that a detailed monitoring plan be prepared at the beginning of project execution, including the selection or development of methodologies for measuring project indicators during project implementation.

31. Lesson Learned #4: A more in-depth assessment of the feasibility of declaring protected areas, where there are landowners, should be carried out during the design phase of the project in order to start an awareness-raising process at an early stage and try to ensure the feasibility of the declaration during project implementation.

Recommendations

32. Recommendation #1: Select a qualified Caribbean technical entity as the executing agency for future projects addressing a new technical area and include a clear budget line to hire international experts if regional capacity needs strengthening.

33. Recommendation #2: Reconfirm government commitment to install and operate the two wind turbines committed to the project and the 13 wind turbines acquired by the additional cofinancing of the project, and photovoltaic systems, and formalise this through a signed agreement between the SIRF Fund and the managing entity (e.g. APUA or Ministry of Finance.).

34. Recommendation #3: Verify the condition of the installed solar panels and wind turbine bases to ensure their safety and proper operation.

35. Recommendation #4: Conduct a post-project Environmental Impact Assessment for the installation of the two wind turbines committed to the project at Sir Vivian Richards Stadium and the 13 wind turbines, acquired by the additional cofinancing of the project, at Parham.

1 INTRODUCTION

36. The Sustainable Pathways – Protected Areas and Renewable Energy (SPPARE) project was approved by the Global Environment Facility (GEF) in 2015 with a GEF trust fund for US\$ 2,639,726 and an expected co-financing of US\$ 7,980,000. The project was implemented by the United Nations Environment Programme (UNEP), in particular the GEF Biodiversity and Land Degradation Unit within the Biodiversity and Land Branch, Ecosystems Division, and executed by the Department of Environment of the Ministry of Health, Wellness, Social Transformation and the Environment of Antigua and Barbuda with a national geographical scope.

37. Following UNEP Project Review Committee (PRC) approval on 26 September 2014, the project started on 21 April 2015 and finished on 31 December 2023 with four extensions as the initial terminal date was 2018. The project contributed to UNEP's Medium-Term Strategy (MTS) 2010 – 2013 and 2014-2017, specifically within the strategic area Environmental Governance. Additionally, the project supports Sustainable Development Goals (SDGs) 7, 13, and 15, along with UNEP's country initiatives in Antigua and Barbuda. A Mid-Term Review was conducted in October 2018, which rated the project as moderately unsatisfactory.

38. Based on the UNEP Evaluation Manual (2022) and UNEP evaluation guidelines, UNEP commissioned a Terminal Evaluation (TE) for the SPPARE project. The evaluation is undertaken to assess project performance in terms of relevance, effectiveness and efficiency and determine outcomes and impacts stemming from the project including sustainability. In particular, the evaluation has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among UNEP, the executing partners and other stakeholders. The evaluation covers the performance of the project since its starting in April 2015 until its closure in December 2023.

39. In addition to the evaluation criteria aforementioned, the evaluation has also addressed the following key strategic questions:

- To what extent did project design and implementation take into consideration the unique context and challenges, such as limited human resource capacities, geographical remoteness and high transaction costs among others, faced by Small Island Developing States (SIDS)?
- In what ways, and to what extent, were the recommendations from the Mid Term Review actioned upon?

40. Findings of the evaluation are useful for the Government of Antigua and Barbuda and the United Nations Environment Programme (UNEP) as well as to relevant stakeholders such as non-governmental organizations and the private sector.

2 EVALUATION METHODS

2.1 Evaluation approach

41. The evaluation has adhered to UNEP Evaluation Policy⁷ and the UNEP Programme and Project Management Manual as well as GEF evaluation policies. The evaluation criteria addressed are grouped into nine categories: (A) Strategic relevance; (B) Quality of project design; (C) Nature of external context; (D) Effectiveness; (E) Financial management; (F) Efficiency; (G) Monitoring and Reporting; (H) Sustainability; and (I) Factors affecting project performance and cross-cutting issues. The key evaluation questions are based on these criteria and are presented in the Evaluation Framework ([Annex II](#)). In addition, the Evaluation Framework presents sub-questions derived from the key questions and the sources of information consulted to answer them.

42. To answer the evaluation questions, a mixed-method approach⁸ was used to collect data as best practice. This approach ensured triangulation and validation of data collected from different sources using different methods to enhance the credibility of findings, conclusions and recommendations. Both qualitative and quantitative data were gathered from primary⁹ and secondary¹⁰ sources.

43. The evaluation adopted a participative and consultative approach. Semi-structured interviews and focus group discussions were conducted to gather the views and perspectives of key stakeholders and beneficiaries, who participated freely, and the equal participation of men and women and other vulnerable groups (e.g. youth) was sought. The collected information was treated as confidential. In addition, ethics and human rights issues were considered during data collection and analysis.

44. The evaluation also followed a theory of change (ToC) approach with an emphasis on the results chain. The ToC approach pursued to capture the causal relationship between inputs, the expected outputs detailed in the project results framework, the results to which they should contribute and the conditions under which they should occur. The ToC was reconstructed by the evaluator and revised during the inception phase. The ToC was used to assess the design, strategy, results of the project and progress to impact.

45. Based on the findings, the evaluation criteria were rated following this 6-point scale: Highly Satisfactory (HS); Satisfactory (S); Moderately Satisfactory (MS); Moderately Unsatisfactory (MU); Unsatisfactory (U); Highly Unsatisfactory (HU). Sustainability and Likelihood of Impact are rated from Highly Likely (HL) down to Highly Unlikely (HU). Nature of external context was rated from Highly Favourable (HF) down to Highly Unfavourable (HU). To assess the quality of project design and the planning and management of the environmental and social safeguards, the templates provided by UNEP were used.

⁷ <https://www.unenvironment.org/about-un-environment/evaluation-office/policies-and-strategies>

⁸ Integrating both quantitative and qualitative data collection through various data collection methods and subsequently analyzing them.

⁹ Interviews, project document/project monitoring data

¹⁰ Literature review, national data, other relevant evaluation reports

2.2 Phases of the evaluation

46. The evaluation was conducted in three phases:

Inception phase

47. This phase was carried out to plan the evaluation, detail the methodology and data collection methods, conduct brief project assessments, and reconstruct the project ToC. The assessments conducted covered: i) project design; ii) stakeholders, and iii) planning and management of environmental and social safeguards. A matrix evaluation was also developed ([Annex II](#)) in which the evaluation questions were fine-tuned and some sub questions were also included. Questionnaires were also proposed for semi-structured interviews for each stakeholder group identified and a preliminary agenda to conduct the evaluation mission was included. This provided a better understanding of the project, especially its design and some aspects of its performance. To this end, a desk review of relevant and available project information was undertaken and scoping interviews were also conducted with UNEP staff.

Data collection

48. Evidence was obtained through a combination of the following methods to address the evaluation questions:

- **Desk review:** A comprehensive review of documents was undertaken during the evaluation, starting from the inception phase and continuing into the data collection and analysis phases. [Annex IV](#) shows the documents reviewed during the evaluation, including project documents provided by the UNEP staff, Project Management Unit and local implementing partners (e.g., PRODOC, project implementation reviews, technical and financial reports, Mid-Term Review, monitoring tools, technical products, Steering Committee minutes, etc.) and official documents, which were found in government websites (e.g. National Physical Development Plan) and technical literature.
- **Semi-structured interviews and focus group:** 38 persons (14 individual and 6 group interviews) were interviewed (Table 3) and one focus group were conducted based on protocols developed for each stakeholder group. Although it was planned to prioritize the people interviewed based on their level of: i) involvement in the project, ii) management of project information and iii) responsibility in the project, it was decided to contact all the people identified by the Project Management Unit, since this was relatively new and did not know which people had been involved from the beginning or did not have contact information, and therefore the list was limited per se. Another important limitation was that, although it was possible to contact the participating entities, given the time that had elapsed since the start of project implementation and the frequent turnover of staff, some of the staff were also new and in 5 interviews (e.g. Fire Station, clinics and schools) the people had minimal knowledge of the project or were unaware of it. The list of the people interviewed and those who participated in the focus group are shown in [Annex III](#).

Table 3: Evaluation respondents and field visits

Target Respondents - Individuals			A. # people involved in project Total (M/F)	B.# people contacted Total (M/F)	Sample size (% B/A) ¹¹	C. # people responded Total (M/F)	Response rate (% C/B) ¹²
Project Team	Project Team <i>(those with management responsibilities e.g. Project Management Unit)</i>	Implementing agency	3 (2M/1F)	3 (2M/1F)	100%	3 (2M/1F)	100%
		Executing agency/ies	-	10 (4M/6F)	-	10 (4M/6F)	92%
Beneficiaries	Direct Beneficiaries: (e.g. duty bearers, gatekeepers, training participants, etc.)		-	4	-	4 (1M/3F)	100%
	Indirect Beneficiaries: (e.g. household members, civil society representatives, group members, etc.)		-	0	-	0	0%
Target Respondents - Entities			A. # entities involved in project	B.# entities contacted	Sample size (% B/A) ¹³	C. # entities responded	Response rate (% C/B) ¹⁴
Partners	Project implementing/ executing partners (receiving project funds)		4	3	75%	3	100%
	Project collaborating/ contributing partners ¹⁵ (not receiving project fund)		12	11	91%	8	73%
Field Visits		Region / country / locality ¹⁶	A.# of sites Involved	B.# sites visited	Sample Size (%B/A) ¹⁷		
		Antigua and Barbuda	-	5	-		

Note: Since the project was executed for 9 years, there was information that was not available to complete the table.

- **Direct observation.** This method allowed direct verification of the work carried out by the project in the field (e.g. construction of the interpretation center, installation of turbine masts and solar panels). Given the proximity of the sites where important milestones of the project were implemented, it was not necessary to prioritize the sites to be visited, since it was possible to visit the emblematic works of the project. However, since the reforestation activities were diffused, it was not possible to visit restored areas.

Data analysis, synthesis and report preparation

49. The information gathered from the interviews, desk review and direct observation was systematized and synthesized in an evidence matrix. The matrix was structured based on the evaluation questions, which facilitated the triangulation of the information from the different sources to answer the questions. The assessments of project design and planning and management of environmental and social safeguards were reviewed in light of the new information gathered, therefore the assessments were also strengthened.

¹¹ Calculated as the percentage of people who were contacted out of the total number of people involved in the project.

¹² Calculated as the percentage of people who responded out of the total number of people contacted.

¹³ Calculated as the percentage of entities who were contacted out of the total number of entities involved in the project.

¹⁴ Calculated as the percentage of entities who responded out of the total number of entities contacted.

¹⁵ Contributing partners may be providing resources as either cash or in-kind inputs (e.g. staff time, office space etc.).

¹⁶ In case of a global project, the unit of analysis is 'region'. In case of a regional or multi-country project, the unit of analysis is 'country'. In case of a single country project, the unit of analysis is 'locality', which could refer to a city, town, village, etc.

¹⁷ Calculated as the percentage of project sites in each region, country or locality that were visited out of the total number of project sites in those regions, countries, or localities.

50. Following the UNEP template for the evaluation report, a first draft evaluation report was prepared and went through a series of revisions until a final version of the report that integrated stakeholder comments.

2.3 Limitations and mitigation strategy

51. The project was implemented from 2015 to 2023, for almost 9 years, therefore the main limitations of the evaluation are related to the availability of information in terms of: (i) availability of documentary information; (ii) availability of people to interview; and (iii) capacity of people to recall their participation in the project. The project had three coordinators, but it was not possible to interview any of them.

52. As a mitigating measures, the information gathering period was extended from February to April 2025 to give the DOE the opportunity to seek all available information on the project. After the evaluation mission, online interviews were conducted with key partners/stakeholders and the evaluator assisted the DOE in securing the interviews. To extract maximum information from the available people, more in-depth interviews were conducted, and some partners/stakeholders were interviewed twice (e.g., the UNEP task manager). Only triangulated findings were included in the evaluation report.

3 THE PROJECT

3.1 Context

54. Antigua and Barbuda is a tropical but dry country of three (3) islands in the Eastern Caribbean, which belong to Small Island Developing States (SIDS) (Figure 1). As other islands, Antigua and Barbuda faces challenges related to its physical isolation and size. One of these challenges is the dependence on fuel oil imports for electricity generation making it highly vulnerable to energy price fluctuations. This situation is exacerbated by the high energy cost associated with the supply of water to the public. The country is also vulnerable to climate change and has experienced anormal severe drought, which has also increased the use of fuel oil in the reverse osmosis plants. In this regard, the transition to a more effective use of energy and significantly increasing renewable energy share was identified as a strategic priority.

55. In terms of biodiversity, the country can be considered as a biodiversity hotspot as it has a combination of extremely high endemism and high density of species per unit area. However, both the activities of man, in pursuit of economic development, and natural causes, such as hurricanes and droughts, have drastically altered Antigua and Barbuda's biodiversity over the years (Convention on Biological Biodiversity, 2024). In addition, a need to increase the funds to completely cover the operational costs of the biodiversity rich protected areas and forests systems was also identified. There is a significant funding gap for protected areas. An effective protection and management of natural protected areas and forests systems are key to face the effects of climate change.

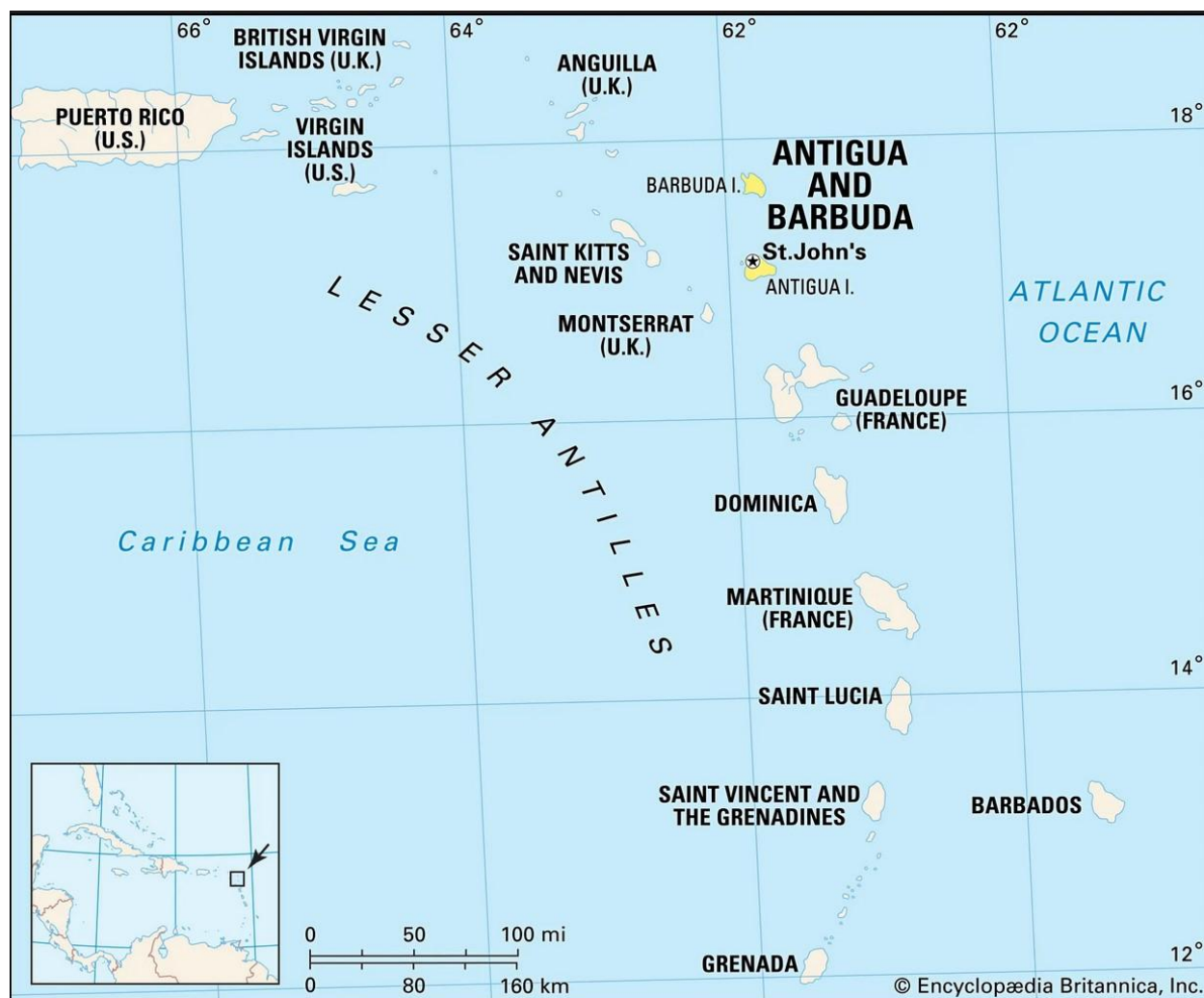
56. In addition, poverty and environmental degradation are considered major issues affecting the future development of Antigua and Barbuda. Barriers are mainly high levels of poverty, high debt, poor access to capital, high cost of fuel, environmental degradation, high vulnerability to natural disasters (hurricanes, droughts, earthquakes and recently unexpected rain events) and access to technology. The recovery from frequent storms has caused the country to borrow to recover.

57. Moreover, the institutional arrangements and the environmental legislation are fragmented, and territoriality problems are common. In this regard, there are a large number of different institutions that are involved in environmental management and that are responsible for compliance and enforcement of the various legislations and policies. At the government level the management of protected areas, forests and watershed areas are divided among a number of different agencies. The Department of Environment (DOE) of the Ministry of Health, Wellness, Social Transformation and the Environment is the leading agency for the implementation of the Multilateral Environmental Agreements (MEAs) in Antigua and Barbuda.

58. To address these environmental challenges, the Antigua and Barbuda's government established the Sustainable Island Resource Financing (SIRF) Fund. The SIRF fund is intended to provide a consistent and dedicated source of funds for all areas of MEA implementation and also provide the focus for the coordination of results and the use of targets and indicators to assess their work. The SPPARE project's contribution was advancing the establishment of the SIRF through enacting the Environmental Protection and Management Bill (EPMB). Once enacted, the EPMB would provide the enabling environment for the SIRF and its operations. Once created, the SIRF Fund would raise funds to invest in for-profit renewable energy technology and the electricity generated would be sold to the utility company (APUA) and the proceeds of this would be channelled into protected area management.

59. Under this scenario, the SPPARE project was formulated aiming to demonstrate an integrated and self-sustaining approach to environmental management in Antigua and Barbuda. In particular, the project's objective was to enhance financing and management of protected areas through innovations in renewable energy capacity and arrangements in the country.

Figure 1: Map of the Lesser Antilles indicating location of Antigua and Barbuda



Source: Terms of Reference of the evaluation.

3.2 Results Framework

60. According to the Project Document (ProDoc) and the revised 2016 Results Framework, the project was built around four components / result areas and outcomes and outputs, which are presented in the Table 4.

Table 4: Expected outcomes and outputs of the SPPARE project

Component 1: Development of the financial strategy for the implementation of the legislation and the management of protected areas	
Aim of component 1	Design, approve and execute a costed strategic plan for the implementation of the Environmental Protection and Management Bill, which would enable the government of Antigua and Barbuda to comply with the Rio Conventions and other GEF-supported conventions, with an emphasis on improving the management of parks and protected areas
Planned outputs	1.1 Business Plan for the Systems of Parks and Protected Areas designed and its strategies and policies approved, and its implementation started
Expected outcomes	1. Revenue for protected area systems increased by US\$2 million annually
Component 2: Pilot of Sustainable Island Resource Protected Areas - Boggy Peak National Park	
Aim of component 2	Strengthen the protected areas system by declaring Boggy Peak National Park (BPNP) as protected area and ensuring its financing and effective management as a pilot of the proposed financial model
Planned outputs	2.1 Boggy Peak National Park (BPNP) gazetted and sustainably managed 2.2. Financial sustainability system piloted at Boggy Peak National Park
Expected outcomes	2. Improved management of protected areas and parks, including conservation and sustainable use of biodiversity at Boggy Park
Component 3: Renewable energy with longer term support of protected areas systems pilot	
Aim of component 3	Increase the investment in renewable energy technology in the country by installing a wind power plant and generating income from its operation to cover the costs of managing protected areas such as the MONP
Planned outputs	3.1 Financial and technical feasibility for the development of wind energy in the country carried out 3.2 Capacity on grid interconnection built 3.3 Policy and regulation for power purchase by SIRF as PP to Off-takers in place 3.4 Feasibility study for 10 to 20 MW wind power/solar hybrid systems conducted 3.5 Initial pilot installation >1 MW wind power installed with ~1 MWh modulated reverse osmosis and photovoltaic systems operating
Expected outcomes	3. At least 100,000 tonnes of CO2 equivalent emissions avoided as direct impact of the pilot with immediate plans for 1,000,000 tCO2
Component 4: Enhanced Forestry Management	
Aim of component 4	Promote better forest management by developing and implementing a public awareness strategy aimed at reducing fires in forest ecosystems and establishing a carbon sink through restoration of forested areas
Planned outputs	4.1 Degradation of forest ecosystems: Boggy Peak Nat'l Park Watershed, inclusive Wallings Forest Reserve stopped through nationwide fire prevention initiatives 4.2 Forest above watershed conservation areas: the Bendals Valley, Wallings and Blubber Valley reforested to stop erosion of soil into the reservoirs
Expected outcomes	4. Fires reduced nationwide by 20% by project end 4.2 Restoration efforts and avoided degradation lead to CO2 savings

3.3 Stakeholders

61. The project involved different groups of stakeholders. The government of Antigua and Barbuda played a key role in the project as the Department of Environment of the Ministry of Health, Wellness, Social Transformation and the Environment was the executing agency and chair of the Project Management Committee (PMC). The Ministry of Finance was the other major entity that was involved in the project as executing partner, co-financier and PCM member. Other ministries and government institutions that were involved as project partners, co-financiers in specific activities and PMC members are the Antigua & Barbuda Fire Department, Ministry of Tourism, Civil Aviation, Transportation & Investment; and Ministry of Works and Transport; among others. Antigua, Power Utilities Department (APUA) was also expected to be a key government partner for the project, however, it had a moderate participation due to the results achieved by the project. The same was the case with the private sector, which had limited participation in the project for the same reason.

62. Non-governmental organizations (NGOs) were also involved in the project through the Technical Advisory Committee. Other stakeholders included international organizations such as the International Renewable Energy Agency (IRENA), which provided technical support to

the project, and the Abu Dhabi Fund for Development (ADFD), which granted a loan to the government of Antigua and Barbuda to acquire and build the wind power plant and install solar panels. Some clinics and schools were beneficiaries of the project, as solar panels were installed at the clinics, and the schools were assisted in producing plants for reforestation activities.

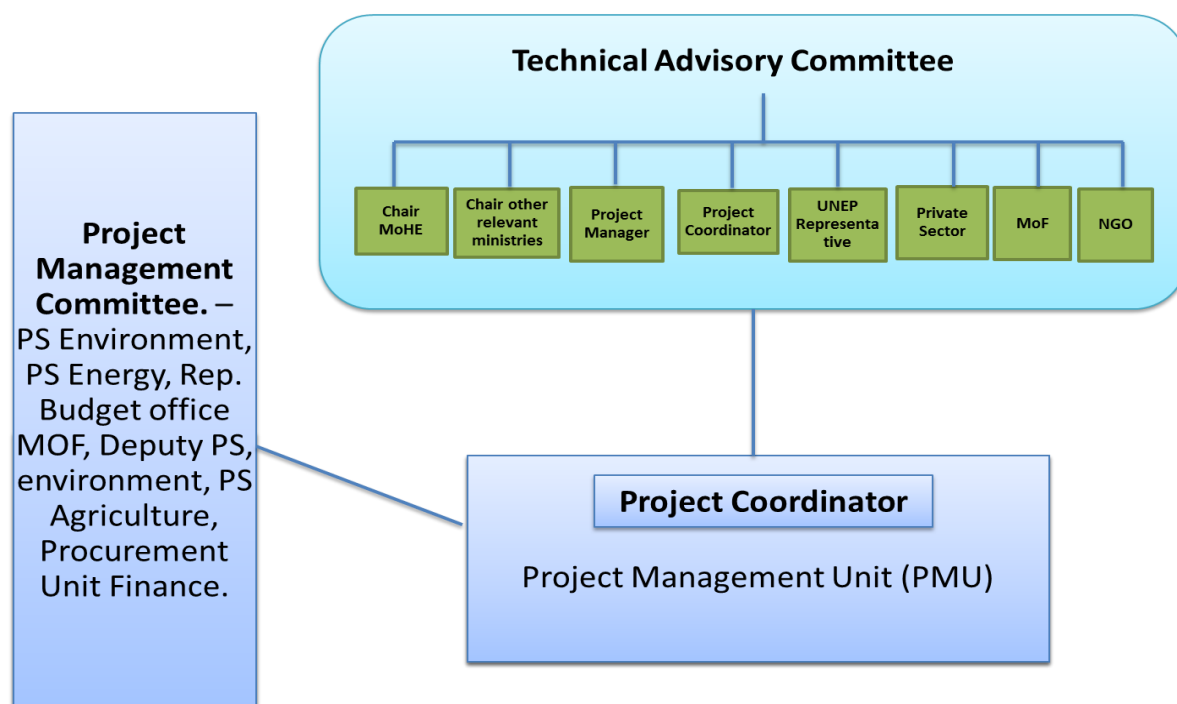
63. According to the stakeholder assessment, the main stakeholders were identified during project design and their roles were described. However, no mention was made of gender/minority groups in the stakeholder analysis at the design phase and during the implementation phase.

3.4 Project Implementation Structure and Partners

64. As mentioned in the introductory section, the project was executed by the Department of Environment, Ministry of Health, Wellness, Social Transformation and the Environment of Antigua and Barbuda under the supervision of the UNEP Ecosystems Division (implementing agency). The management and administrative structure for the project consisted of the Project Management Committee (PMC), the Technical Advisory Committee (TAC) and the Project Management Unit (PMU). Below is a brief description of the roles and responsibilities of each of the mentioned actors.

65. The Project Management Committee (PMC) was meant to provide general oversight and guidance to the project, facilitate interagency coordination and monitor national-level activities. The PMC was by design expected to be comprised of personalities representing key sector and institutions to ensure the project fits within local, national, and international needs. The Technical Advisory Committee (TAC) was by design expected to be comprised of representatives of Government, Private Sector and NGOs. The TAC was expected to select a chair from among the group. The Project Management Unit (PMU) was responsible for providing high-level technical guidance, policy input, facilitating communication, technical cooperation and coordination among stakeholder agencies and other project partners (Figure 2).

Figure 2 Organigram of the Project with key project key stakeholders



3.5 Changes in Design during Implementation

66. One project revision was undertaken in 2016. The Project Revision Document described the changes made to outputs and indicators in the results framework, which are described in Table 5. However, comparing the ProDoc results framework with the revised results framework, included as an annex in the Project Revision Document, there were more changes included in the revised results framework that were not described in the Project Revision Document (Table 5) and were also not reported in the PIRs.

67. In addition, four amendments were made during the life of the project to extend its duration at no cost.

Table 5: Project revisions and amendments

#	Date of execution	Reason(s) for Revision / Amendment
1	21 July 2016	Revision 1 due to the following reasons: 1. Record expenditure for 2015 2. Note total expenditure recorded in different platforms 3. Revise the budgets of future years for the project 4. Reallocate budget resources among budget lines 5. Change outputs and indicators of the results framework as follow: • Change in partner for Renewable Energy component 3. APUA is replaced by "Off-takers", including Reverse Osmosis Plants • Change in choice of technology from wind only, to hybrid solar and wind power generation • Elimination of reverse osmosis as dump load and grid connection 6. Reflect IRENA loan
2	22 January 2019	Amendment 1 No cost extension with a technical closure by 22 March 2020 and a financial closure by 30 April 2021.
3	9 May 2020	Amendment 2 No cost extension with a technical closure by 31 December 2020 and a financial closure by 31 December 2021.
4	24 August 2021	Amendment 3 No cost extension with a technical closure by 30 June 2022 and a financial closure by 30 June 2023.
5	29 June 2023	Amendment 4 No cost extension with a technical closure by 30 June 2023 and a financial closure by 30 June 2024.

68. A mid-term review of the project completed in October 2018 rated the project moderately unsatisfactory due to slow progress in project execution, unsatisfactory stakeholder engagement and financial management among others. Some of the key recommendations included adjustments in the project implementation arrangements for the SPPARE project to have a full-time project-specific staff to accelerate implementation, developing annual M&E plans and to conducting mid-year audits of the project.

69. However, despite the efforts to have a full-time project staff, it was not possible to address the related recommendation, due to the high turnover of personnel at the government level and the limited human resources qualified in renewable energy technologies and restoration in the country. In addition, there is no evidence that annual M&E plans were developed and mid-year audits conducted.

3.6 Project Financing

70. The project had a Global Environment Facility (GEF) trust fund for US\$ 2,639,726 and an expected cofinancing of US\$ 7,980,000. However, a remarkable achievement of the project was to increase cofinancing to US\$ 14,874,740 as a result of a loan requested by the Government of Antigua and Barbuda from the Abu Dabhi Fund for Development (see Table 8). The final expenditure of the project against the GEF grant was US\$ 2,612,128.12 (see Table 6 and Table 7). The project was unable to share the budget by Component/Outcomes, as its records were registered by budget line.

Table 6: Project funding sources

Funding source <i>All figures as USD</i>	Planned funding	% of planned funding	Secured funding¹⁸	% of secured funding
Cash				
<i>Funds from the Environment Fund</i>				
<i>Funds from the Regular Budget</i>				
<i>Extra-budgetary funding (listed per donor):</i>				
<i>Funds from the Global Environment Facility</i>	2,639,726	25%	2,639,726	15%
<i>Sub-total: Cash contributions</i>	2,639,726	25%	2,639,726	15%
In-kind				
<i>Environment Fund staff-post costs</i>				
<i>Regular Budget staff-post costs</i>				
<i>Extra-budgetary funding for staff-posts (listed per donor)</i>				
<i>Sub-total: In-kind contributions</i>				
Co-financing*				
<i>Co-financing cash contribution</i>	7,700,000	73%	14,050,000	80%
<i>Co-financing in-kind contribution</i>	280,000	3%	824,740	5%
<i>Sub-total: Co-financing contributions</i>	7,980,000	75%	14,874,740	85%
Total	10,619,726	100%	17,514,466	100%

Table 7: Project budget and final expenditure by year

Year	Budget at CEO approval (US Dollars)	Revised Budget (US Dollars)	Expenditure (US Dollars)
2015	1,186,178	151,770	153,278.22
2016	914,183	1,947,063.55	311,093.96
2017	316,083	316,083	223,899.81
2018	223,282	223,282	92,444.89
2019			381,629.42
2020			948,210.30
2021			294,984.87
2022			136,131.02
2023			66,955.63
2024			3,500
	Total		2,612,128.12

Table 8: Project Co-financing as of 3 March 2025

Sources of Co-financing	Name of Co-financier (source)	Type of Co-financing	Co-financing Amount at CEO approval (US\$)	Final co-financing Amount (US\$)
National Government (Antigua and Barbuda)	Ministry of Finance	Cash (Abu Dabhi Fund)		14,050,000
		In-kind		180,000
		Cash	6,000,000	0
	Antigua Power Utilities Department (APUA)	In-kind		180,000
		Cash	1,600,000	0
	Department of Environment	Cash	100,000	0
		In-kind	250,000	284,740
GEF Agency	UNEP	In-kind	30,000	180,000
Sub Total		Cash	7,700,000	14,050,000
		In-kind	280,000	824,740
Total Co-financing			7,980,000	14,874,740

¹⁸ Secured funding refers to received funds and does not include funding commitments not yet realised.

4 THEORY OF CHANGE AT EVALUATION

71. The Theory of Change (ToC) was reconstructed based on the ProDoc, Project Revision Documents and Project Implementation Reports (PIRs). It was necessary to reconstruct the ToC to reflect the changes in the Results Framework made in 2016 and to better understand the causal chain of the project strategy to facilitate the assessment of the project's effectiveness and potential impact, among others.

72. Since the expected impact of the project was not explicit the expected global environmental benefits indicated in the ProDoc were used as the implied long-lasting intent. It was also necessary to include intermediate states to link the outcomes to the impact. Some outputs and outcomes also had to be detailed or made more precise in order to facilitate understanding of the causal chain, as well as to reformulate them in the form of a results statement, according to UNEP's definitions (Table 9).

Table 9: Justification for Reformulation of Results Statements

Formulation in original project document(s)	Formulation for Reconstructed ToC at Evaluation Inception (RTOC)	Justification for Reformulation
(LONG LASTING) IMPACT	Adjacent communities, small business and ecosystems more resilient to extreme climate change events	The ProDoc did not explicitly define the expected impact of the project. Therefore, the impact was inferred based on the expected global environmental benefits of the project.
INTERMEDIATE STATES 2	Maintenance/improvement of biodiversity and ecosystem services and goods (including water)	As the Results Framework does not define intermediate states, these were defined and included in the RTOC to create the causal chain between outcomes and the impact.
	Reduction of GHG emissions increased	
INTERMEDIATE STATES 1	Management of protected areas and parks at national level is improved	As the Results Framework does not define intermediate states, these were defined and included in the RTOC to create the causal chain between outcomes and the impact.
	Share of renewable energy increased	
PROJECT OUTCOMES		
1. Revenue for protected area systems increased by US\$2 million annually	Revenue for protected area systems increased by US\$2 million annually	There was no need to reformulate the outcome
2. Improved management effectiveness of new protected areas	Improved management of protected areas and parks, including conservation and sustainable use of biodiversity at Boggy Park	The outcome was reformulated to provide more detail on its scope and to make it more precise to facilitate its understanding and link it to the intermediate states, as well as to reword it as a statement.
3.1 At least 100,000 tonnes of CO2 equivalent emissions avoided as direct impact of the pilot with immediate plans for 1,000,000 tCO2	At least 100,000 tonnes of CO2 equivalent emissions avoided as direct impact of the pilot with immediate plans for 1,000,000 tCO2.	There was no need to reformulate the outcome
4. Fires reduced nationwide by 20% by project end	Fires reduced nationwide by 20% by project end	There was no need to reformulate the outcome
4.2 Restoration efforts and avoided degradation lead to projected annual tons CO2 savings 43,216. Potential total carbon benefit of 1,115,709 tons CO2 over 30 years	Restoration efforts and avoided degradation lead to CO2 savings	The outcome was reworded to make it more concise and to avoid including excessive text in the RTOC diagram, but the meaning is the same.
OUTPUTS		

Formulation in original project document(s)	Formulation for Reconstructed ToC at Evaluation Inception (RTOC)	Justification for Reformulation
1.1 Business Plan for the Systems of Parks and the legislation	Business Plan for the Systems of Parks and Protected Areas designed and its strategies and policies approved, and its implementation started	The output was reformulated to provide more detail on its scope and to make it more precise to facilitate its understanding and link it to the outcomes, as well as to reword it as a statement.
2.1 Boggy Peak National Park (BPNP) gazetted and sustainably managed	Boggy Peak National Park (NP) gazetted and sustainably managed	There was no need to reformulate the output, only the name of the park was updated.
2.2. Financial sustainability system piloted at BPNP	Financial sustainability system piloted at Boggy Peak National Park	The meaning of BPNP was included to facilitate understanding.
	Infrastructure developed for sustainable use of biodiversity	These two statements were included to better describe the causal chain and facilitate linkage to the outcomes.
	A financially self-sustaining model to manage a protected area tested and management effectiveness of a new protected area improved	
3.1 Financial and technical feasibility for the pilot phase. Feasibility and Environmental Impact Assessment	Financial and technical feasibility for the development of wind energy in the country carried out	The output was reformulated to make it more precise and clearer.
3.2 Capacity building on grid interconnection	Capacity on grid interconnection built	The output was only reworded as a statement.
3.3 Policy and regulation for power purchase by SIRF as PP to Off-takers	Policy and regulation for power purchase by SIRF as PP to off takers in place	The output was only reworded as a statement.
3.4 Feasibility study for 10 to 20 MW wind power/solar hybrid systems	Feasibility study for 10 to 20 MW wind power/solar hybrid systems conducted	The output was only reworded as a statement.
3.5 Initial pilot installation >1 MW wind power installed with ~1 MWh modulated reverse osmosis	Initial pilot installation >1 MW wind power installed with ~1 MWh modulated reverse osmosis and photovoltaic systems operating	The output was reformulated to provide more detail on its scope.
4.1 Stem degradation of forest ecosystems: Boggy Peak Nat'l Park Watershed, inclusive Wallings Forest Reserve through nationwide fire prevention initiative	Degradation of forest ecosystems: Boggy Peak Nat'l Park Watershed, inclusive Wallings Forest Reserve stopped through nationwide fire prevention initiatives.	The output was only reworded as a statement.
4.2 Restoring the forest above watershed conservation areas: the Bendals Valley, Wallings and Blubber Valley through reforestation to stop erosion of soil into the reservoirs	Forest above watershed conservation areas: the Bendals Valley, Wallings and Blubber Valley reforested to stop erosion of soil into the reservoirs	The output was only reworded as a statement.

73. The Reconstructed Theory of Change (RTOC) was reviewed by the UNEP evaluation manager at the inception phase. The RTOC narrative and diagram (Figure 3) are presented below.

74. The RTOC is based on three strategies of change proposed by the project:

- i. Establish financial mechanisms included in a strategic plan to have enough resources to adequately manage Protected Areas and Parks
- ii. Use revenues from renewable energy to contribute to natural resources management
- iii. Improve forest management by restoring degraded land and preventing fires

75. Regarding the first change, the project would develop three outputs: i) a Business Plan for the Systems of Parks and Protected Areas designed, and its strategies and policies approved; ii) Boggy Peak National Park (BPNP) declared as a protected area and iii) piloting of a financial sustainability system to manage the BPNP in an effective and sustainable

manner. If the outputs are achieved, the outcome obtained would be a financially self-sustaining model to manage a protected area tested and management effectiveness of a new protected area improved. The main assumptions to obtain the outputs is the political will to approve the business plan and the related legislation and declare BPNP as a protected area and be able to implement the plan. Another assumption is that there are capacities from non-governmental institutions to support the management of the SIRF Fund and from the institutions to implement adequately the management plan of the BPNP.

76. The second change implies the use of renewable energy as a resource of revenues to support the management of protected areas. In this regard, the outputs foreseen would be: the financial and technical feasibility studies to develop the wind energy in the country and particularly to build a wind power plant, and to build capacities on grid interconnection and control of reverse osmosis as dump load and develop the policy and regulation for feed-in by SIRF as Power Producer to APUA/off-takers. There would be two outcomes: the generation of revenues due to the sale of renewable energy to APUA/off-takers from the wind power plant operation and the reduction of greenhouse gas emissions. The political will is again a main assumption to obtain the authorization to build the wind power plant and ensure the agreement with APUA, which would pay to the Fund for the energy received. The APUA's technical capacities and the stability of the grid to receive the renewable energy are other important assumptions to obtain the outcomes.

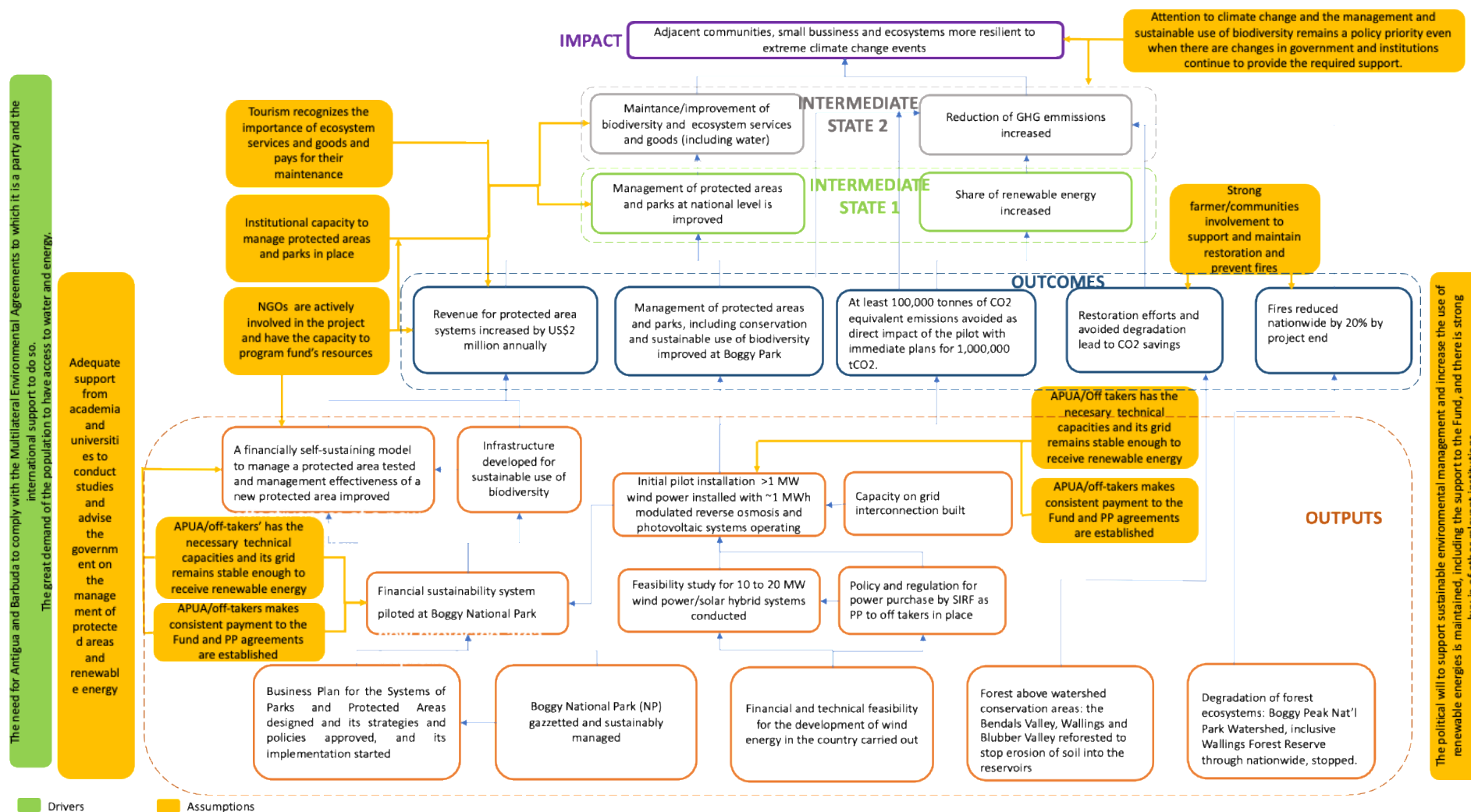
77. The third change includes two outputs: i) nationwide fire prevention initiative for BPNP and Wallings Forest Reserve and ii) the reforestation of watershed of Bendals Valley, Wallings and Blubber Valley to stop erosion of soil into the reservoirs. The outcomes derived from these outputs would be the 20% reduction nationwide of fires by project end and the reduction of GHG from the restoration actions. The participation of farmers and communities in the reforestation and maintenance of the reforested areas and in the prevention fire workshops are the main assumptions that need to hold in order to get the outcomes. The accountability line for the project is to achieve the outputs and outcomes.

78. The Intermediate State 1 to be achieved would be the improvement of management of protected areas and parks at national level by scaling up and/or replicating the financially self-sustaining model piloted in the project and/or the actions to improve the effectiveness of the management. The other intermediate state would be the increase of the renewable energy share due to scale up of the wind power plant and photovoltaic systems in other sites of the country. The assumptions are that tourism recognizes the importance of ecosystem services and goods and pays for their maintenance; the institutional capacities to manage the protected areas, parks and wind power plant remained as well as the political will to keep the SIRF Fund running and consider the attention of biodiversity and climate change as a priority for the country.

79. The Intermediate State 2 to be achieved would be the maintenance and/or improvement of ecosystem services and goods (including water) of ecosystems in the country and the increase of reduction of greenhouse gases (GHG) emissions, which in the long-term (the impact) would enable to have communities, business and ecosystems more resilient to extreme climate change events. To achieve this impact the assumption is that the attention to climate change and the management and sustainable use of biodiversity remains a policy priority even when there are changes in government and institutions.

80. In general, the political will is a cross-cutting assumption as important changes at different levels depend on the political support. The identified drivers are the need for Antigua and Barbuda to comply with the Multilateral Environmental Agreements to which it is a party and the international support to do so. Another driver is the great demand of the population to have access to water and energy. These drivers are also cross-cutting to the whole RToC.

Figure 3: Revised ToC at evaluation



5 EVALUATION FINDINGS

5.1 Strategic Relevance

5.1.1 Alignment to UNEP MTS, POW and Strategic Priorities

81. The project was aligned and relevant to UNEP's Medium-Term Strategy 2014-2017. In particular, with the Climate Action Subprogram¹⁹, focused on promoting climate resilient and low-emission pathways for sustainable development and human well-being. It was also aligned with the Nature Action Subprogram²⁰, which aimed to promote a transition towards the integration of land, water and living resources management, with a view to maintaining biodiversity and providing ecosystem services in a sustainable and equitable manner among countries. The project was also aligned and relevant to UNEP's 2018-2021 MTS, as it also focused on transitioning to low-emission economic development, enhancing adaptation and building resilience to climate change, as well as managing ecosystems to protect and restore their long-term functioning and supply of goods. The project maintains its alignment and relevance with UNEP's current 2022-2025 MTS to address climate change and nature loss.

82. The project was also aligned with UNEP's 2014-2015 Programme of Work (PoW). In particular with the following objectives of the climate change subprogramme:

- a) Build the resilience of countries to climate change through ecosystem-based approaches and other supporting adaptation approaches;
- b) Promote the transfer and use of energy efficiency and renewable energy technologies for low-emission development;
- c) Support planning and implementation of initiatives to reduce emissions from deforestation and forest degradation.

83. It also conformed to the following objectives of the Nature Action Subprogramme:

- a) Promote integrated land and water management approaches that help to strengthen the resilience and productivity of terrestrial and aquatic systems thereby maintaining natural ecological processes that support food production systems and maintain water quantity and quality;
- b) Promote the appropriate management of coasts and marine systems to ensure that ecosystem services are maintained;
- c) Work to strengthen the enabling environment for ecosystems, including transboundary ecosystems, at the request of all concerned countries.

Rating for Alignment to UNEP MTS, POW and Strategic Priorities: Satisfactory.

5.1.2 Alignment to UNEP/GEF/Donor Strategic Priorities

84. The project was aligned and relevant to three GEF 5 focal area strategies:

- a) Biodiversity: objective 1 focused on the improvement of sustainability of protected area systems by strengthening sustainable financing of protected area systems and improving management effectiveness of existing protected areas.

¹⁹ Formerly called Climate Change Subprogram.

²⁰ Formerly called Ecosystem Management Subprogram.

- b) Climate Change: objective 3 aimed to promote investment in renewable energy technologies specifically centred on two outcomes: sustainable financing and delivery mechanisms established and operational, and GHG emissions avoided.
- c) Sustainable Forest Management/REDD+: objective 1 focused on reducing pressures on forest resources and generating sustainable flows of forest ecosystem services.

Rating for Alignment to UNEP/GEF/Donor Strategic Priorities: Satisfactory

5.1.3 Relevance to Global, Regional, Sub-regional and National Priorities

85. The project was relevant to the following Sustainable Development Goals and targets:

- i. [Goal 7](#): Ensure access to affordable, reliable, sustainable and modern energy for all. Target 7.2: by 2030, increase substantially the share of renewable energy in the global energy mix, and Target 7.b: by 2030, expand infrastructure and upgrade technology for supplying modern and sustainable energy services for all in developing countries, in particular least developed countries, small island developing States and landlocked developing countries, in accordance with their respective programmes of support.
- ii. [Goal 13](#): Take urgent action to combat climate change and its impacts. Target 13.3: improve education, awareness-raising and human and institutional capacity on climate change mitigation, adaptation, impact reduction and early warning and Target 13.b: promote mechanisms for raising capacity for effective climate change-related planning and management in least developed countries and small island developing States, including focusing on women, youth, and local and marginalized communities
- iii. [Goal 15](#): Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss. Target 15.8: by 2020, introduce measures to prevent the introduction and significantly reduce the impact of invasive alien species on land and water ecosystems and control or eradicate the priority species; Target 15.9: by 2020, integrate ecosystem and biodiversity values into national and local planning, development processes, poverty reduction strategies and accounts, and Target 15.b: mobilize significant resources from all sources and at all levels to finance sustainable forest management and provide

86. At the regional level the project was in line with the [Strategic Plan for the Caribbean Community 2015 – 2019: Repositioning CARICOM](#). In particular with the high-priority area related to Climate Adaptation and Mitigation and Disaster Mitigation and Management. The purpose of this area was to ensure the periodic updating of the Regional Framework for Achieving Development Resilient to Climate Change and the Implementation Plan 2011 – 2021 to guarantee continued currency with national and regional development imperatives, among other strategies.

87. At the national level and in terms of biodiversity, the project was directly linked to the National Environmental Management Strategy (NEMS) for Antigua and Barbuda endorsed in 2001. Regarding climate change, it was relevant to the National Energy Policy adopted in 2010, and the Second National Communication to the United Nations Framework Convention on Climate Change released in 2009.

Rating for Relevance to Global, Regional, Sub-regional and National Priorities: Satisfactory

5.1.4 Complementarity with Existing Interventions/ Coherence

88. According to PRODOC, the project would be complementary with three GEF projects: i) The Energy for Sustainable Development in Caribbean Buildings project implemented by UNEP between March 2013 and June 2020 (GEF ID 4171); ii) Building Climate Resilience through Innovative Financing Mechanisms for Climate Change Adaptation (GEF ID 5523) implemented by UNEP between November 2016 and June 2023; and iii) Sustainable Financing and Management of Eastern Caribbean Marine Ecosystems (GEF ID 3858) implemented by the World Bank between July 2011 and May 2017.

89. Synergies were identified by the evaluator with the GEF ID 5523 project. The business plan of the SIRF Fund was developed in conjunction with this project. In addition, the project also is complementary to the ongoing Path to 2020 project. This project aims to implement Objective 1 of Antigua and Barbuda's National Biodiversity Strategy and Action Plan (2014 – 2025) by the establishment of a national system for the management and conservation of biodiversity. According to the desk review and interviews, this project will provide continuity to the activities of Component 2 of the SPPARE project related to the sustainable management of the BPNP. There is no evidence that the project team has promoted or carried out synergistic work with GEF projects 4171 and 3858.

Rating for Complementarity with Existing Interventions/Coherence: Satisfactory

Rating for Strategic Relevance: Satisfactory

5.2 Quality of Project Design

90. The Assessment of the Project Quality Design was carried out by following the criteria and template developed by UNEP as summarised in the Table 10, which are assessed below.

91. **Operating context:** The ProDoc identified the effect of climate change as a challenging operational factor, which could lead to natural disasters and therefore negatively affect project performance. Consequently, the risk analysis and risk management measures section of the ProDoc considered climate change-related risks, such as intensified storms or periods of drought, for each project component and proposed mitigation measures. The ProDoc did not consider the likelihood of a change in national government or the likelihood of conflicts as challenging operational factors, which is understandable given that, according to the World Bank Group's Worldwide Governance Indicators, Antigua and Barbuda has been a country with high political stability since 2000²¹.

92. **Project Preparation.** The background and main problems addressed by the project were described clearly and concisely in subsections of the ProDoc, which together support the rationale for the project. However, there are not enough foundations in the ProDoc to have included the restoration of BPNP as a priority for the project. Although the technical study on carbon sequestration in the Shekerley Mountain Managed Area (SMMA), carried out during project execution, identified opportunities to increase carbon storage in BPNP, as some areas were identified as moderately degraded, it indicated that no significant amount of deforestation was occurring in the SMMA. Therefore, restoration in BPNP was not a priority issue to be addressed by the project, which was confirmed during the interviews.

93. The main stakeholders were identified during project design and their roles were described. However, no mention is made of gender/minority groups in the stakeholder

²¹ World Bank. 2025. Political stability and absence of violence/terrorism for Antigua and Barbuda. At: <https://data.worldbank.org/indicator/PV.PER.RNK?locations=AG>

analysis. For the design of the project components, different stakeholder consultations were carried out as reported in the PRODOC. However, the private owners of the BPNP were not consulted during the design phase to make them aware of the proposal to declare the BPNP as a protected area and to try to ensure the feasibility of the declaration with them. During the execution of the project, the landowners objected to the declaration, which had a significant adverse effect on the achievement of Component 2 outputs and outcomes. The project did not identify concerns with respect to human rights; however, the project's Environmental and Social Safeguards foresaw benefits for women, marginalized population and vulnerable groups.

94. **Strategic relevance.** The project was aligned with and relevant to UNEP's Medium Term Strategy 2014-2017 and its 2014-2018 Programme of Work, as well as GEF focal areas as well as global, regional and national priorities related to energy, climate change and biodiversity.

95. **Intended Results and Causality.** The project strategy was new and innovative for the country. The outputs were pertinent and sufficient to generate the outcomes, and the achievement of outcomes would provide the basis for the realization of the impacts in the long-term. However, some of the outcomes were ambitious. Some of them depended on political will, therefore the project had no control over the time to achieve them (e.g. legislation approval derived from the SIRF Fund).

96. **Logical Framework and Monitoring.** The activities, outputs and outcomes have a logical sequence, interrelated and complementary to each other to enable the achievement of the project's objective and contribute to solving the problem that underpinned the intervention. However, the logic between some outputs/outcomes with their respective indicators and mid-term and end-of-project targets was not always correct. For example, the description of Outcome 1 is "Revenue for protected area systems increased by US\$ 2million annually" but its end-of-project target is "The SIRF Fund begins to accept applications for funding and making small disbursements to cover 10% of recurrent costs".

97. The indicators were not SMART, there was no unequivocal relationship between the description of the indicator and its target, i.e., an indicator could have more than one target, and in several cases the indicator and the target were inconsistent (e.g. the indicator was "Implement fire prevention demonstrations to important target audiences by mid-Year 2" and its end-of-project target was "Forestry/Fire Department report a 25% reduction in wildfires in the project areas over baseline"). There were repeated indicators (e.g. the indicator CO₂ savings is repeated in outcome 4, outcome 4.2 and output 4.2). These inconsistencies in the results framework would not enable sound monitoring. It was reported that indicators were slightly fixed to carry out the monitoring. The monitoring and evaluation plan was in line with the relevant GEF's monitoring and evaluation policy. The workplan is clear, but a little unrealistic, as some of the activities are based on political will, so the time to carry them out could be uncertain.

98. **Governance and Supervision Arrangements.** The project had a UNEP's task manager to supervise outcome monitoring, financial management and implementation monitoring. A Project Management Committee that would provide general oversight and guidance to the project and facilitate interagency coordination; and a Technical Advisory Committee that would provide advice and technical guidance on all GEF projects. Therefore, governance and supervision were adequately considered during project design.

99. **Partnerships.** The project was designed to have a broad participation of government institutions that would provide additional resources as cofinancing and would also be directly involved in project execution. However, there is no evidence that a capacity assessment was

conducted during project design to ensure the effective participation of these institutions. Lack of coordination among the different government institutions involved in the project and limitations in carrying out some of the project activities, due to lack of knowledge and experience, were factors that affected project performance (more information is provided in the Effectiveness section).

100. **Learning, Communication and Outreach.** Understanding that the project falls under GEF replenishment 5, whose indications on these topics were more general, the project only included activities to share knowledge and awareness among government officials, students and local communities on biodiversity and renewable energy technology. In particular, the project envisioned the use of various types of awareness-raising practices to continue educating the public on diversity and conservation issues through the use of printed media, radio advertisements and television infomercials. However, the Project Document did not mention the use of existing communication channels or networks.

101. **Financial Planning / Budgeting.** No conclusive technical and environmental feasibility studies were carried out during the design phase for the selection of the sites where the wind turbines would be installed in the country. These studies would have provided more technical elements to determine with greater certainty the costs of the installation and operation of renewable energies and the additional technical requirements that the government or off-takers should have for the optimal operation of the equipment. For example, the costs of the construction of the foundation of the wind turbines far exceed budget. In addition, the lack of clarity on the technical requirements that the government should address has also meant that the equipment is not operational now due to financial constraints and negotiations within the government. The first Project Implementation Review (PIR) reported the following: “The SPPARE project has an ambitious set of outcomes, and the repercussion is that several key activities were under-budgeted”. In this regard, the budget allocated in the design phase was not entirely adequate.

102. **Efficiency.** It is highlighted that the project was based on the results obtained by the following GEF projects: Sustainable Island Resource Management Mechanism; Caribbean Challenge; and Energy for Sustainable Development in the Caribbean. Some of the outputs/outcomes of these projects were used as a basis for the SPPARE project, such as the national Protected Areas System plans and the draft national environmental legislation. However, the project’s expected outcomes/outputs are considered ambitious given its duration. Some outputs/outcomes depended on different institutions (e.g. APUA and the Ministry of Finance), political will and lengthy bidding and import processes, which could increase the execution time significantly.

103. The PRODOC included a section on cost-effectiveness, which states that the project would be cost-effective as a result of its ability to bring together diverse stakeholders from different sectors. However, the project faced difficulties in harmonizing agendas and obtaining approvals/information from the various stakeholders, which significantly delayed project execution. The project was extended in 4 times without additional resources.

104. **Risk identification and Social Safeguards.** Significant risks were identified in the Results Framework and in the risk analysis and risk management measures section of PRODOC, such as the effects of climate change on project implementation. However, some risks identified in the logframe were not included in the risk analysis section, such as delays in government/parliamentary approvals required for Component 2; therefore, no mitigation measures were proposed for these risks. Component 2 was affected by the lack of declaration of BPNP as a protected area. According to the interviews and desk study, the proposal for this declaration was submitted to the Development Control Authority, which has not yet given its approval.

105. According to the documentary review, a Social and Environmental Impact Review on the installation of wind turbines at Crabbs was carried out during the PPG phase. In addition, the Results Framework provides for an Environmental Impact Assessment (EIA) for the installation of renewable energy technologies in the country. However, it is considered that the development of the Interpretation Centre in BPNP also required an EIA.

106. It was also considered important to have a social safeguard with respect to the delimitation of the new protected area in BPNP, since there were private landowners in the area that could be affected by the declaration of the park as a protected area. However, this potential situation was not taken into account in PRODOC and at the beginning of project implementation, private landowners in BPNP opposed the declaration of BPNP as a protected area.

107. **Sustainability / Replication and Catalytic Effects.** The financial, institutional and environmental aspects that would contribute to the sustainability to project's results were addressed in the PRODOC. The development of local capacities and government officials, and the high profitability of wind and solar PV plants were aspects that built a credible strategy to the sustainability of the project's results. In addition, the PRODOC highlights that, the strong need for financial resources to manage and protect biodiversity and the new and innovative financial mechanism proposed by the project, would make the project strategy highly replicable in other areas of the country and in other Caribbean islands.

108. **Identified Project Design Weaknesses/Gaps.** Most of the Project Review Committee (PRC) recommendations were addressed during the design phase. For those that were not addressed in many cases a justification was included. Only one relevant recommendation was not addressed. The PRC recommended describing the role of UNEP as the project implementing agency; however, this description does not appear in the PRODOC. This description was needed to clarify the role of different UNEP officers in the project, in addition to the task manager, in providing technical and financial oversight of the project.

109. In addition, the PRC considered the assessment carried out on the executing agency capacities to execute the project as adequate. However, given that the capacities of the executing agency were a challenge to deliver the expected outcomes and financial reports, it is considered that the assessment of the PRC could have been more in-depth. The PRC also stated that environmental safeguards were adequately addressed; however, it is considered that a precautionary approach should be applied to the construction and operation of the Interpretation Centre in the Boggy Peak National Park, which would be declared as protected area during project implementation (see details in the Environmental and Social Safeguards Section).

110. Based on the above assessment, the project design quality scores 4.28 (Table 10), rated as moderately satisfactory according to UNEP's project design quality template.

Table 10: Calculating the overall project design quality score.

	SECTION	SELECT RATING Original	SCORE (1-6)	WEIGHTING	TOTAL (Rating x Weighting)
A	Operating Context	Moderately Satisfactory	4	0.4	0.16
B	Project Preparation	Moderately Satisfactory	4	1.2	0.48
C	Strategic Relevance	Highly Satisfactory	6	0.8	0.48
D	Intended Results and Causality	Moderately Satisfactory	4	1.6	0.64
E	Logical Framework and Monitoring	Moderately Satisfactory	4	0.8	0.32
F	Governance and Supervision Arrangements	Satisfactory	5	0.4	0.2
G	Partnerships	Moderately Unsatisfactory	3	0.8	0.24
H	Learning, Communication and Outreach	Satisfactory	5	0.4	0.2
I	Financial Planning / Budgeting	Moderately Satisfactory	4	0.4	0.16
J	Efficiency	Moderately Satisfactory	4	0.8	0.32
K	Risk identification and Social Safeguards	Moderately Satisfactory	4	0.8	0.32
L	Sustainability / Replication and Catalytic Effects	Satisfactory	5	1.2	0.6
M	Identified Project Design Weaknesses/Gaps	Moderately Satisfactory	4	0.4	0.16
TOTAL SCORE (Sum Totals)			Moderately Satisfactory		4.28
1 (Highly Unsatisfactory)	< 1.83		4 (Moderately Satisfactory)		>=3.5 <=4.33
2 (Unsatisfactory)	>= 1.83 < 2.66		5 (Satisfactory)		>4.33 <= 5.16
3 (Moderately Unsatisfactory)	>=2.66 <3.5		6 (Highly Satisfactory)		> 5.16

Rating for Project Design: Moderately satisfactory

5.3 Nature of the External Context

111. As mentioned before, Antigua and Barbuda has been a country with strong political stability since 2000, therefore, changes in the national government did not affect the project's results. In the 2020 elections, the Minister of Health, Welfare, Social Transformation and Environment (before Minister of Health, Welfare and Environment) remained the same, therefore the project was not affected.

112. In contrast, the COVID-19 pandemic had an adverse effect on the project. One of the effects was the contraction of the co-financing initially planned for Components 2 and 4 by the Government, as resources were mainly used to cover the cost of staff payroll. The pandemic also caused delays in the shipment of photovoltaic equipment from the United States and delays in the visits of specialist teams related to the wind turbines. Construction of the Interpretation Centre was temporarily halted following the announcement of a nationwide lockdown. The lockdown also resulted in reduced productivity and delays in processing administrative matters. COVID-19 also affected consultations, particularly with external partners and stakeholders in the field. Another external factor that affected the project's performance was the delay in the delivery of the pending photovoltaic equipment, as the supplier was unable to fulfil the initial order due to unprecedented growth in the solar and energy storage market worldwide. Furthermore, as the battery model that was expected to be delivered is no longer manufactured by the supplier, it is necessary to wait until the end of 2025 for the manufacture of the new model that will be compatible with the equipment already delivered. The company contracted to supply and install the wind turbines also had different boards of directors and project managers over the years, which also affected the work.

Rating for Nature of the External Context: Moderately Unfavourable

5.4 Effectiveness

113. The project results framework and RToC were used to determine the extent to which the project has achieved the planned outputs, outcomes and overall objective, as well as progress towards achieving longer-term impacts. The level of effectiveness in the achievement of outputs and outcomes was estimated considering the level of attainment of the end-of-project targets included in the project results framework. It is worth mentioning that the project results framework presents inconsistencies between the description of some outputs, their indicators and the end-of-project targets (for more details see the Monitoring and Evaluation section), therefore it was decided to consider only the end-of-project targets to determine the level of effectiveness of outputs, outcomes and overall objective. The RToC was used to analyze the extent to which the outcomes achieved lead to the achievement of RToC intermediate states 1 and 2 and progress towards the achievement of longer-term impacts.

5.4.1 Availability of Outputs

114. Overall, the achievement of outputs is low. Nine out of twenty three end-of-project targets were partially achieved (39%), thirteen were not achieved (56%) and one output was fully achieved as explained below.

115. **Component 1** of the project has **output 1.1**, which has two end-of-project targets, which together would contribute to operationalize the SIRF Fund. One of the targets was to have validated financial projections to support the systems of parks. In this regard, a SIRF Fund business plan was prepared, which contains an estimate of the overall revenues and operating cost of the Fund. In addition, annual revenue projections were estimated for some of the revenue sources identified for the operation of the Fund. According to interviews and literature review, the business plan was prepared with the additional support from the Special Climate Change Fund project. Even though implementation of the plan had started with the support of the SIRF Fund Board²² and a Secretariat composed of DOE staff, and with resources from the Green Climate Fund and the Adaptation Fund, the plan had not yet been approved or validated by the Board or Cabinet²³.

116. The second end-of-project target was to capitalize the SIRF Fund to enable it to start providing small disbursements to cover 10% of the recurrent costs of the systems of parks. The SIRF Fund did not receive revenues from the renewable energy systems and fees from protected areas, as expected by project closure, since they were not operational. Therefore, the Fund did not receive any applications or make any disbursements to cover 10% of recurrent costs of the systems of parks. In addition, the business plan did not include cost projections for park systems and, in general, did not present costs for the implementation of international environmental agreements signed by the country, which were also expected to be included in this output (Table 11).

Table 11. Progress status of outputs of Component 1

Project Strategy	Indicators	Project Targets	Level of Achievement
Output 1.1 Business Plan for the Systems of Parks and Protected Areas designed and its	By end of year 1 costs associated with the implementation of the legislation and	<i>Mid Term</i> All strategies and policies to be funded under the SIRF are reviewed, approved and costed	Not Achieved Since outputs 2.1, 2.2 and 3.5 from components 2 and 3, respectively, were not achieved, the SIRF Fund had no resources available to cover 10% of recurrent costs of the protected areas. In

²² The SIRF Fund Board is made up of officials from the Ministry of Finance, the Development Country Authority and the Ministry of Health, Wellness, Social Transformation and the Environment, included the Department of Environment (DOE).

²³ PRODOC did not specify who should validate the business plan.

Project Strategy	Indicators	Project Targets	Level of Achievement
strategies and policies approved, and its implementation started	system of parks quantified	<u>End of Project</u> The SIRF Fund begins small disbursements to cover 10% of recurrent costs	addition, a costed strategic plan for the implementation of the Rio Conventions and other GEF-supported conventions was not prepared. Therefore, the strategies and policies to be funded were not reviewed, approved and costed.
	By first quarter of Year 1 the business strategy to support the system of parks and the legislation is drafted	Financial projections prepared and validated	Partially Achieved A 2022 version of SIRF Fund business plan was reviewed, which contains some financial projections of its operating costs and potential revenues to be obtained. The plan had not been approved or validated by the time of the evaluation.

117. **Component 2** has two outputs (Table 12). **Output 2.1** has seven end-of-project targets. The first target was to legally declare the BPNP as a protected area, in which various Component 2 activities would be carried out. According to the interviews and desk review, a proposal to this effect was submitted to Cabinet, including the actual boundaries of the park. However, the proposal was not approved by project closure; according to the DOE interview, it continues to follow up on the approval²⁴. The lack of this approval affected the achievement of the output 1.1 and other related targets of output 2.1. The second end-of-project target was the implementation of a comprehensive biodiversity management and monitoring plan for the BPNP. In this regard, there is a draft Boggy Peak National Park Management Plan 2020-2025, which includes key performance indicators to monitor the plan's performance; however, the plan was not implemented as BPNP was not declared a protected area.

118. The third end-of-project target focused on increasing education and public awareness of important stakeholders such as farmers, Antiguan nationals, students and the surrounding community, who, according to the PRODOC, underscore the importance of the park. Nevertheless, neither an education and public awareness strategy nor a baseline on the level of stakeholder education and public awareness were developed, therefore there was no increase in public awareness. This was also a consequence of the lack of declaration of the BPNP as a protected area.

119. **Output 2.1** also aimed to decrease threats from farming and grazing as a result of agricultural expansion, thus the fourth end-of-project target sought to improve the management of the BPNP and reduce its threats as measured by the GEF Management Effectiveness Tracking Tool (METT Tracking Tool) for protected areas. Since the BPNP was not declared as a protected area and therefore its management plan was not implemented, this measurement was not carried out.

120. The fifth end-of-project target was the preparation and validation of financial projections for the BPNP, however, the project only managed to have a very preliminary BPNP business plan that did not contain the expected projections. The sixth end-of-project target is the same as the second end-of-project target. The last end-of-project target for Output 2.1 was also not met due to the fact that the BPNP was not declared a protected area, therefore no land use or activity control regulations were formulated or enforced.

²⁴ The legal declaration of the BPNP as a protected area during project implementation was not achieved due to various reasons, such as the lack of consultation with private landowners during the project design phase and their initial opposition during project implementation, coupled with delays in deciding whether to proceed under the Physical Planning Act (2003) or the Environmental Protection and Management Act (2019). In addition, the process under the Physical Planning Act was reported to be lengthy.

121. **Output 2.2** consisted of having infrastructure and sustainable financial systems implemented in BPNP as a pilot to have resources for its sustainable management. This output has 5 end-of-project targets. The first, third and fourth end-of-project targets focused on initiatives for revenue generation to cover 10% of BPNP's recurrent by establishing a green card product, selling tourist packages and increasing tourist visitations. However, none of these initiatives were implemented. There are only a few documents that conceptualize the Green Card System based on current experiences in the country. It was reported that project resources were not sufficient to establish a collection of green card revenue as it demanded software and specific legislation. Regarding infrastructure development, an Interpretation Centre equipped with solar photovoltaic technology was built in Christian Valley within BPNP (second end-of-project target); however, the Centre is not operational given that the BPNP has not been declared a protected area, and the government has no resources to cover its operation and maintenance. In addition, negotiations were not concluded to provide NGOs with an office at the Centre, nor was a financial window for NGOs, as provided for in PRODOC, established.

Table 12. Progress status of outputs of Component 2

Project Strategy	Indicators	Project Targets	Level of Achievement
Output 2.1 Boggy Peak National Park (NP) gazetted and sustainably managed	Instrument for gazettment of NP developed for parliamentary approval by middle of Year 2	<u>Mid Term</u> Legally declared as a protected area. <u>End of Project</u> Legally declared as a protected area.	Partially achieved There is a document prepared by DOE called "Proposal and Recommendations" to declare BPNP as an environmental protected area, which includes the actual boundaries of BPNP. This document was submitted to the Cabinet and is pending approval.
		<u>Mid Term</u> A Comprehensive Biodiversity Management and monitoring plan for the MONP developed by Year 3. <u>End of Project</u> A Comprehensive Biodiversity Management and monitoring plan for the MONP implemented	Partially achieved A draft Boggy Peak National Park Management Plan 2020-2025 was developed in 2019 by AK Conservation Consulting. However, the plan was not implemented.
		<u>Mid Term</u> Baseline established for public awareness Education and public awareness strategy to be developed by end of Year <u>End of Project</u> Education and public awareness increased by 20% over the baseline.	Not achieved There is no evidence of the establishment of the baseline for public awareness neither of an education and public awareness strategy developed and implemented. Therefore, there was no increase in public awareness.
	Threats from farming and grazing as a result of agricultural expansion decreased by year 2 (measured by METT Tracking Tool)	<u>End of Project</u> METT Score: 1. Protected Areas Threat – 32 2. Assessment Form - 33	Not achieved During project implementation it was not possible to declare Boggy Peak National Park as a new protected area, therefore, no action was taken to improve management effectiveness.
	By first quarter of Year 1 the business strategy	<u>End of Project</u> Financial projections prepared and validated.	Not achieved A draft document called SPPARE project Business Plan Component 2

Project Strategy	Indicators	Project Targets	Level of Achievement
	to support the system of parks and the legislation is drafted		is available. However, the document lacks financial projections for park revenue generation.
		<u>End of Project</u> Commence implementation of biodiversity management and monitoring plan	Repeated target This target is the same as the second end-of-project target for Output 2.1.
		<u>End of Project</u> Protected Area regulations in place to control land use and activities	Not achieved Since, BPNP was not declared as protected area, there were no regulations in place to control land use and activities.
Output 2.2 Financial sustainability system piloted at Boggy Peak National Park	Sources of financing for protected areas identified by Year 1	<u>End of Project</u> Green card product in operation collecting park fees and covering 10% of MONP's recurrent costs	Partially achieved There is a concept note for the Green Card System (GCS) and a GCS overview map. However, it cannot be considered a Green Card System. Since the BPNP was not declared a protected area and the Interpretation Center is not operational, no further progress was made in this regard.
	Construction of park headquarters/ interpretation center and other infrastructure begins by Year 1	<u>End of Project</u> Interpretation Centre is accepting visitors and infrastructure in place	Partially achieved The Interpretation Centre, equipped with solar photovoltaic technology, was built in Christian Valley, within the Parish of St. Mary's, Antigua in 2020 by Ebony Construction, but is not operational since BPNP was not declared a protected area and the business plan and marketing strategy and other related documents are drafts. Even though the Revision 1 of the project transferred resources to this activity from Component 3, construction costs were higher than expected. The location of the center is not functional, as the only access is by car via a rough road.
	Marketing strategy and collaterals ready for deployment by the middle of year 2	<u>Mid Term</u> Initial advertising of the MONP for the next tourist season.	Partially achieved A progress document called Marketing Strategy for the Green Card System is available. No strategy nor plans foreseen for BPNP were implemented, therefore no tour packages are sold for BPNP.
		<u>End of Project</u> MONP tour packages being sold to internal and external tour operators	
		<u>End of Project</u> Increase of tourist visitations to the site by 20%	Not achieved No BPNP tour packages are sold.
	Guidelines for Protected Areas window drafted and submitted to the SIRD Fund Board	<u>Mid Term</u> Guidelines for protected areas window submitted to the SIRD Fund Board for approval <u>End of Project</u> Protected Areas window accepts one application (as minimum)	Not achieved There is no evidence of the development of the guidelines and the SIRD Fund does not have a protected areas window.

122. **Component 3** has five outputs (Table 13). **Output 3.1** does not have an end-of-project target, it only has a mid-term target that sought to complete all technical studies and Environmental Impact Assessments as a basis for installing renewable energy systems in the country. In this regard, mechanical, protection (for people and equipment) and electrical grid studies were carried out at Parham and Sir Vivian Richards Stadium to proceed with the installation of 15 wind turbines. However, there is no evidence that an Environmental Impact Assessment was carried out at Parham and the Stadium to install the wind turbines, which is a significant limitation that is addressed in more detail in the Environmental and Social Safeguards section.

123. **Output 3.2** also does not have an end-of-project target but has two mid-term targets focused on the building of grid interconnection capacity. These two targets involved the installation, training and operation of a software called SCADA at APUA. However, as the installation of the wind turbines has not yet been completed, this capacity building was not completed during project execution.

124. The end-of project target for **Output 3.3** was centered on the implementation of an agreement between the SIRF Fund and the off-takers, which could not be concluded as the installation of the wind turbines was not completed. The end-of project target for **Output 3.4** focused on reaching an agreement with the Government to proceed with the scaling up from 10 MW to 20 MW of hybrid wind/solar energy systems. With additional co-financing provided by the Government of Antigua and Barbuda through a loan from the Abu Dabhi Fund for Development, not only has an agreement been signed, but the scale up from 1 MW to approximately 7 MW has already started, which is a significant achievement.

125. **Output 3.5** was for the renewable facilities planned for the project to be operational. Currently, 12 of the 15 wind turbine foundations have been constructed at Parham and at Sir Vivian Richards Stadium. At Sir Vivian Richards Stadium, two foundations have been established, although the blades and other equipment need to be imported and an electrical substation built to make the wind turbines operational. The operation of these two turbines is considered to be the commitment made by the project; the installation of the other turbines is an additional contribution to the project obligation. In addition, solar panels were installed in 12 clinics, but they are also not operational as the batteries and the wiring are still missing. However, there are concerns about the integrity and safety of the photovoltaic equipment and parts of the wind turbines already installed, as it appears that they are not receiving any maintenance, which is addressed in more detail in the Environmental and Social Safeguards section.

Table 13. Progress status of outputs of Component 3

Project Strategy	Indicators	Project Targets	Level of Achievement
Output 3.1. Financial and Technical Feasibility for the development of wind energy in the country carried out	By end of Year 1 relevant feasibility studies identified	<u>Mid Term</u> All technical studies are completed <u>End of Project</u> N/A	Partially achieved A French company called Vergnet was hired in January 2018 to design, provide and install wind/diesel/solar hybrid and wind only grid interactive power systems with generation capacity of up to 15 to 18 MW. The company completed the mechanical, protection (for people and equipment) and electrical grid studies at Parham Wind Farm and Sir Vivian Stadium to proceed with the installation. DOE would be responsible for completing the civil engineering design and the environmental and social impact assessments. However, there is no evidence that environmental and social impact assessments had been conducted. There was an Environmental and Social Management plan on site prepared by Vergnet but the technical basis for this plan is unknown, as

Project Strategy	Indicators	Project Targets	Level of Achievement
			the aforementioned assessments, which precede the development of such plans, were not developed.
Output 3.2 Capacity on grid interconnection built.	Technical capacity enhanced	<u>Mid Term</u> By end of year 2 software installed and training conducted on SCADA By middle of Year 2 SCADA is part of APUA's generation operations <u>End of Project</u> N/A	Not achieved Under the contract signed between the Government of Antigua and Barbuda and Vergnet, Vergnet will design and conduct a simple wind power system certification programme. However, as the installation was not finished this capacity building activity was not completed during project implementation. In particular, APUA was not trained, and no wind turbine-related software was part of its energy generation operations.
Output 3.3 Policy and regulation for Power purchase by SIRF as PP to Off-takers in place	Necessary agreements in place	<u>End of Project</u> Power Purchase Agreement between SIRF Fund and Off-takers been implemented	Not achieved As the installation of the wind turbines was not completed, no agreement was signed.
Output 3.4 Feasibility study for 10 to 20 MW wind power/Solar Hybrid systems conducted.	By end of Year 2 the full costing of scale up known including ideal energy mix	<u>End of Project</u> Agreement with Government to proceed with scaling up	Achieved An agreement signed between the Government of Antigua and Barbuda and the Abu Dabhi Fund for Development was concluded, which enable the government to scale up the wind turbine systems from approximately 1 MW to 7 MW. The scaling up is currently ongoing.
Output 3.5 Initial pilot installation >1 MW wind power installed with ~1 MWh modulated reverse osmosis and photovoltaic systems operating	By the end of Year 2 RE plant is installed	<u>Mid Term</u> Renewable Energy installed. <u>End of Project</u> RE installations operational	Partially achieved 12 foundations out 15 (4,100 kWh) for the turbines have been built. However, Vergnet raised technical issues related to the work carried out by the Ministry of Works and DOE, in particular, with the design and location of two turbines (turbines ID 4 y 13) procured with the additional cofinancing. Vergnet has said that it will not send the missing parts (e.g., electric parts) until all technical issues related to the turbine foundations have been clarified/corrected. The installation of an electrical sub-station is also needed, which will be provided by the National Housing Authority. The foundations are already in place for two wind turbines at Sir Vivian Stadium, with a total capacity of 550 kW. However, some electric parts are still missing to complete the installation. Solar panels were installed in 12 clinics, but they are also no operational as the batteries and the wiring are still missing.

126. Component 4 has two outputs (Table 14). The end-of-project target for **Output 4.1** was to reach a 25% reduction in wildfires in the project areas over the baseline. The project undertook several activities with the Fire Department, including the completion of a national situation report on bushfires in Antigua and Barbuda, the data from which could be used to establish the baseline fire occurrence, the organization of the National Wildfire Management Strategy Workshop for the Fire Department and Ministry of Agriculture, and the establishment of a Wildfire Committee. However, it is considered that these activities as a whole were not sufficient to lead to a reduction in forest fires, as fire prevention demonstrations targeting important audiences, such as farmers, were not carried out as expected. Consequently, the project does not have data to support the expected reduction in wildfires.

127. **Output 4.2** has 4 targets for the end of the project, which focused on forest restoration in BPNP. The objectives were to re-map the area to be restored, manage the forest areas sustainably to achieve carbon sequestration targets, achieve savings of 43,216 tons of CO₂, and achieve a target density of 800-1200 trees per hectare for 160 ha. According to available evidence, the project managed to have nurseries in the DOE and schools and organized a reforestation campaign during Arbor Month 2019 and in different locations on the island (e.g. Cades Bay). Sustainable husbandry practices demonstrated at McKinnon were also reported. However, there is no data on the total area restored or CO₂ savings, which shows that the restoration activities were not entirely effective.

Table 14. Progress status of outputs of Component 4

Project Strategy	Indicators	Project Targets	Level of Achievement
Output 4.1. Degradation of forest ecosystems: Boggy Peak Nat'l Park Watershed, inclusive Wallings Forest Reserve stopped through nationwide fire prevention initiatives	Implement fire prevention demonstrations to important target audiences by mid-Year 2	<u>Mid Term</u> Baseline of fire occurrence established and tracked. Fire prevention seminars held for 50% of farmers in the project areas. Fire and Forestry Officers trained to deliver the training	Partially achieved There is no data on the reduction of wildfires in the BPNP reported by the project. Data to establish the baseline fire occurrence are reported in the National Situation Report document prepared in 2018. In 2019, a Wildfire Committee was created, which was consisted of officials from the Fire Department, Agriculture station and DOE, which provided feedback on the national strategy. In relation to training, a National Wildfire Management Strategy Workshop was held in Antigua on November 19 th , with the participation of the Fire Department and 1 representation from Agriculture. There is no evidence of any seminars or other activities focused on raising awareness among farmers to prevent wildfires.
		<u>End of Project</u> Forestry/Fire Department report a 25% reduction in wildfires in the project areas over baseline.	
Output 4.2 Forest above watershed conservation areas: the Bendals Valley, Wallings and Blubber Valley reforested to stop erosion of soil into the reservoirs	CO2 savings	<u>End of Project</u> Intervention area re-mapped to represent the efforts achieved.	Not achieved According to interviews, restoration was diffuse and there was no clarity on which areas had been restored at the time of the evaluation. Therefore, there is no evidence that the intervention area had been remapped.
		<u>End of Project</u> Forested areas sustainability managed to achieve carbon sequestration goals.	Not achieved According to ProDoc, a National Watershed Management Committee would be created to manage and restore critical forests for watersheds. There is no evidence of the creation of this committee or activities related to the management of restored areas.
		<u>End of Project</u> Annual tons CO ₂ savings 43,216 achieved	This target was included under both Output 4.2 and outcome 4.2. The analysis of level of achievement is considered under outcome 4.2 in section 5.4.2 below.
		<u>End of Project</u> 100 % of 800-1200 trees per hectare target density for 160ha, achieved	Not achieved According to the map of Arbor Month 2019 Tree Planting Sites, 6,881 sqm would be planted in the BPNP aiming to plant about 1,000 trees. However, restoration appears to have been not effective as according to the interviews the restoration was diffuse, and no site was proposed by the Government to make a direct observation of the results of this activity during the evaluation mission.

Rating for Availability of Outputs: Highly Unsatisfactory.

5.4.2 Achievement of Project Outcomes

128. The revised results framework of the project includes eight (8) end-of-project targets for the four outcomes. Five end-of-project targets were partially achieved (63%), two were not achieved (25%) and one was achieved (12%). This limited achievement of outcomes means that anticipated benefits for vulnerable communities have not yet been realised. It is also important to mention the similarities between some targets of outputs and outcomes, which are discussed in the design section. The details on fulfilment of the results are presented below.

129. **Outcome 1** of the project was to operationalize the SIRF Fund by starting to accept applications for funding and making small disbursements to cover 10% of BPNP's recurrent costs. The SIRF Fund is now operational, and its business plan is proving investment direction, ensuring strategic financial planning, and aligning resources with national climate objectives. The Fund's current resources come from international donor agencies such as the Green Climate Fund (GCF), the Adaptation Fund (AF), and the Global Environment Facility (GEF). Therefore, the Fund is channelling international resources and accepting applications to cover specific activities related to the purpose of the grant.

130. However, the project was expected to generate national resources to the Fund through the development of renewable energy systems and the implementation of a green card in BPNP. However, none of the two was completed, therefore the SIRF Fund does not currently have resources to open a call for applications and cover the management cost of BPNP, which was also not declared a protected area.

131. According to the results of the focus group conducted with the SIRF Board and interviews with the DOE, the operationalization of the SIRF, by developing its business plan and the creation of its committee, was the most notable achievement of the SPPARE project²⁵. Although the SPPARE project contributed to the operationalization of the Fund, the sustainability of the Fund's operation is currently determined by the international funding that Antigua and Barbuda is receiving from other donors. The PRODOC also foresaw the creation of an NGO window in the SIRF Fund to finance projects in this social sector. However, this window was not created during project implementation period (Table 15).

Table 15. Progress status of Outcome 1

Project Strategy	Indicators	Project Targets	Level of Achievement
OUTCOME 1 Revenue for protected area systems increased by US\$ 2 million annually	The SIRF Fund Business Plan is submitted by the SIRF Fund Board for approval by the end of Year 1	<u>Mid Term</u> The business plan is approved by Cabinet. The financial business plan is adopted by the SIRF Fund Board <u>End of Project</u> The SIRF Fund begins to accept applications for funding and making small disbursements to cover 10% of recurrent costs	Partially achieved The business plan has been implemented but it was not approved by the Cabinet during project execution period. The Fund has allowed the Government to capitalize funding from international donor agencies, including the Green Climate Fund (GCF), the Adaptation Fund (AF), and the Global Environment Facility (GEF) to support activities of other projects. However, the Fund did not receive revenues from the renewable energy systems, as they are not operational, therefore, the Fund did not receive applications nor making disbursements to cover 10% of recurrent costs of protected area systems.

²⁵ The SIRF Fund Board conducted its first meeting at the end of 2019.

132. **Outcome 2** has two end-of-project targets (Table 16). According to the PRODOC, the management of the BPNP would rely on different sources of revenues in order for the financial objectives not to compromise the park's conservation mission. In this sense, the first end-of-project target was that 50% of the implementation of the BPNP management plan would be financed by: (i) the Park's revenues, taking into account the creation of a green card system, tourist visits, etc., and (ii) the SIRF Fund, assuming that the Fund would have resources from renewable energy systems. This first target was partially achieved, since a management and monitoring plan was developed but not implemented, as the first step to achieve it entailed the declaration of the BPNP as a protected area. The second end-of-project target was to improve the effectiveness of the BPNP's management, which would be measured by the METT. This is the same target as Output 2.1, although this particular target additionally included measuring the financial sustainability of the protected area. As reported for Output 2.1, this target was also not achieved because BPNP was not declared a protected area.

Table 16. Progress status of Outcome 2

Project Strategy	Indicators	Project Targets	Level of achievement
OUTCOME 2: Improved Management of Protected Areas and parks, including conservation and sustainable use of biodiversity at Boggy Park.	Increased financial sustainability of Boggy Peak National Park	<u>Mid Term</u> Conservation areas zone. Interpretation Centre construction begins Management plan developed and implementation begun <u>End of Project</u> 50% of the implementation of the Management plan will be funded by Park receipts and the SIRF Fund by the beginning of Year 4	Partially achieved The management and monitoring plan was developed but not implemented and the SIRF Fund lacks resources to support protected area management.
	METT Tracking Tools and Financial sustainability Scores.	METT Score 1. Protected Areas Threat – 32 2. Assessment -33 3. Financial Sustainability - 50	Not achieved During the project implementation period, it was not possible to declare Boggy Peak National Park as a new protected area, therefore, no action was taken to improve management effectiveness.

133. **Outcome 3** addresses the climate change mitigation component of the project, as it focuses on avoiding CO₂ emissions through the installation of renewable energy technologies. This outcome has three end-of-project targets. The first end-of-project target was achieved, as negotiations were completed to increase the capacity of the renewable energy technologies foreseen in the project. Negotiations took place between the Government of Antigua and Barbuda and the Abu Dhabi Development Fund in 2016 and as a result an agreement was signed between them, therefore the scale up is now underway.

134. The second end-of-project target was to reduce 100,000 tons of CO₂ emissions estimated through a GHG inventory. This target was not achieved because the installation of photovoltaic and wind technologies has not yet been completed. According to the study conducted by the project, 16,096.2 tons of CO₂ could be avoided annually with the photovoltaic systems being installed at 12 clinics and the 15 wind turbines under installation at Parham and Sir Richards Vivian Stadium. The third end-of-project target was to install 6 MW of off-grid power on a number of buildings owned by various operators. Once operational, the photovoltaic systems and 15 wind turbines will provide a total of 4.4 MW. Since these technologies are not yet operational, this target was partially achieved (Table 17).

Table 17. Progress status of Outcome 3

Project Strategy	Indicators	Project Targets	Level of achievement
OUTCOME 3 At least 100,000 tonnes of CO2 equivalent emissions avoided as direct impact of the pilot with immediate plans for 1,000,000 tCO2.	Avoided emissions of CO2	<u>End of Project</u> Negotiations for scale up are complete by project end as indicated	Achieved Negotiations for the scale up began in 2016 between the Government and the Abu Dhabi Fund for Development, culminating in the signing of an agreement between them that has enabled the Government to scale up wind turbine systems from approximately 1 MW to 7 MW.
		<u>End of Project</u> Reduction of 100,000 tons of CO2 emissions through GHG inventory calculations	Not achieved A study to estimate the expected reduction of CO ₂ for the solar and wind installations was carried out in 2019 by the Forest Finest Impact Land Use Consulting. It estimated a reduction at 717.7 tonnes CO ₂ e for photovoltaic systems and 15,379.1 tonnes CO ₂ e for the 15 wind turbines. In total, 16,096.2 tonnes CO ₂ e, annually. Since these renewable energy technologies were not operating, no CO ₂ reduction was achieved.
		<u>End of Project</u> 6MW of off-grid installed on various buildings of various Off-takers including for Reverse Osmosis plants.	Partially achieved The photovoltaic system partially installed at 12 clinics and the 15 wind turbines partially installed at various locations, once in operation, will provide 287.76 kW and 4,125 kW, respectively. In total 4,412.76 kW or 4.4 MW. The systems were not operational at the time of the evaluation.

135. To complement the work in BPNP, **Outcome 4** focused on fire prevention and restoration of degraded areas to promote sound management practices in the park. This outcome had two end-of-project targets. The first target was to increase awareness of wildfire prevention approaches by 25%. In this regard, a National Wildfire Management Strategy was developed in 2019 with the support of the Organization of Eastern Caribbean States (OECS). The Strategy aimed to reduce the incidence of wildfires in the forest environment by providing broad strategic guidance at the national level, also incorporating the control of invasive species. The Strategy included national objectives, such as managing the causes and sources of wildfire ignition, which involved the development and implementation of programs and actions aimed at increasing public awareness of wildfire risks and hazards in order to reduce human-caused ignitions. However, only one workshop on the strategy was organized for firefighters, but no awareness campaign was organized for farmers. In addition, the project did not measure the level of awareness of wildfire prevention approaches. Therefore, the objective was partially achieved.

136. The second end-of-project target was to sustainably manage the forested areas to achieve carbon sequestration targets of 43,216 tons of CO₂ per year. The baseline carbon storage within Shekerley Mountain Managed Area (in which BPNP is located) was estimated by the project to be 159,668 tons of carbon (585,982 t CO₂e), and a net carbon sink of 7,439 t carbon (27,301 t CO₂e) between 2010-2019. In addition, restoration activities were carried out during the 2019 Arbor Month in BPNP. However, the CO₂ savings were not estimated taking into account the restoration efforts. Therefore, the target was partially achieved (Table 18). It is important to mention that the project area was affected by a drought during project execution, which limited restoration actions.

Table 18. Progress status of Outcome 4

Project Strategy	Indicators	Project Targets	Level of Achievement
OUTCOME 4.1 Fires reduced nationwide by 20% by project end.	Fire induced invasive reduced by 20% in the pilot area	<u>Mid Term</u> Baseline for awareness of fire prevention approaches established. Wildfire prevention strategy developed in consultation with relevant stakeholders incorporating the control of invasive species. <u>End of Project</u> Awareness of approaches to wildfire prevention increase by 25%	Partially achieved The National Wildfire Management Strategy was developed with support from the Organisation of Eastern Caribbean States (OECS) in 2019, incorporating invasive species control. There is no evidence that a baseline for awareness of fire prevention approaches has been established.
OUTCOME 4.2 Restoration efforts and avoided degradation lead to CO ₂ savings	CO ₂ savings	<u>End of Project</u> Annual tons CO₂ savings 43,216 achieved <u>End of Project</u> Intervention area re-mapped to represent the efforts achieved <u>End of Project</u> Forested areas sustainability managed to achieve carbon sequestration goals of annual tons CO₂ savings 43,216 achieved	Not achieved No CO₂ savings were estimated. These target was included under both Output 4.2 and outcome 4.2. The analysis of level of their achievement is considered under output 4.2 in section 5.4.1 above.

Rating for Achievement of Project Outcomes: Unsatisfactory

5.4.3 Likelihood of Impact

137. According to the RToC (Figure 3), the achievement of the outcomes would allow the achievement of Intermediate States 1 and 2, which in turn would enable the achievement of the expected impact. Given that the project has a low level of achievement of outcomes, these are not contributing to the achievement of Intermediate State 1, which implied the improvement of the management of other protected areas and parks at the national level through the scaling-up and/or replication of the financially self-sustainable model piloted in the project and/or actions to improve management effectiveness. Outcomes are also not contributing to the increase in the share of renewable energy as a result of the scaling up of the wind power plant and photovoltaic systems in other locations in the country.

138. In the same logic, Intermediate State 1 is not contributing to achieving Intermediate State 2, which implied the maintenance and/or improvement of ecosystem services and goods of the country's ecosystems and the increase in the reduction of greenhouse gas emissions.

139. This can be explained by the fact that important initial RToC assumptions were not met during the project execution stages. The political will to support sustainable environmental management and increase the use of renewable energy was not maintained in all the institutions involved in the project (e.g. APUA's priorities changed during project execution). Also, given that the topic of renewable energy was new to the country, the project did not have the support of academia or universities to move forward more decisively with project execution. The drivers were in place, such as the need for Antigua and Barbuda to comply with multilateral environmental agreements, but they proved insufficient in the face of the difficulties encountered by the project.

140. In an interview and according to the exit strategy of the SPPARE project, DOE indicated that the completion of the installation of the wind turbines and photovoltaic systems, as well as the follow-up to the declaration of BPNP as a protected area and the operation of the Interpretation Centre would be carried out with the support of other projects such as the Path 2020 project. However, the technical difficulties to have all the necessary equipment to complete the installation of renewable energy technologies do not allow to see progress in this regard after the project ended in 2023. Although there has been no progress in the other tasks either, such as the declaration of BPNP as a protected area (this subject is discussed in more detail in the sustainability section). In this sense, to date there is no clear evidence that progress has been made in the pending tasks after the end of the project in December 2023.

141. Consequently, the foundations were not laid to achieve the long-term impact of making communities, small businesses and ecosystems more resilient to the extreme events of climate change.

142. The DOE and UNEP worked together during the execution of the project. The DOE executed the project, playing an important role in engaging other government institutions in the project; however, it faced internal and external challenges (see factors affecting performance for more details) in achieving the expected results of the project. UNEP supervised the project and provided financial guidance throughout its duration, with some areas for improvement in terms of monitoring and environmental and social safeguards. APUA was another key player in the management of renewable energy technologies, but its participation in the project was limited. NGOs could be considered agents of change, although their participation only materialized in the Technical Committee, where they made recommendations mainly on the management of protected areas.

143. Despite the difficulties of the project, no unintended negative effects were identified or reported during its execution. Although patients in hospitals where solar panels were installed could be affected in the long term, as the panels were expected to allow the hospitals to continue operating during hurricanes, which normally affect the centralized power grid.

Rating for Likelihood of Impact: Moderately Unlikely

Rating for Effectiveness:	Unsatisfactory
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5.5 Financial Management

5.5.1 Adherence to UNEP's Financial Policies and Procedures

144. The Project Cooperation Agreement signed between DOE and UNEP in 2015 defined all operational issues, responsibilities, and procedures on technical and financial processes, including transfer of funds, financial reporting, and audit in detail. However, compliance with these requirements was challenging due to the limitations of the project management structure and staff capacities.

145. Financial reports submitted between 2016 and 2018 showed a capacity deficit in terms of timeliness and accuracy. Responsibility for financial reporting was unclear in the DOE during the early years of project execution, and it was also difficult to recruit effective accounting staff. As a result, the project did not receive cash disbursements from UNEP in 2017 and 2018, resulting in significant delays in project implementation.

146. DOE took positive steps to address this issue by hiring new accounting staff and designating a single person to be responsible for all project financial reporting. In addition, the UNEP financial team in Panama provided guidance for effective reporting in Anubis. The

disbursements started again in 2019. Between 2023 and 2024 the budget and expenditures were managed by the DOE accounting unit.

147. UNEP disbursements were mostly made on time, although the second cash advance took a long time to process due to UNEP's challenges with its financial system (UMOJA) at the beginning of project implementation. Budget management and revisions were carried out in consultation between DOE and UNEP. Procurement procedures were also adjusted during project execution to streamline the contracting of services and the purchase of goods.

148. Annual audits were carried out from 2015 to 2022 with no observations on the funds and expenditures recorded by the project. The financial statements were in accordance with the terms of the agreement between UNEP and DOE, and the UNEP Guidelines. However, most of the audits were delayed, some of them being submitted two years later. It is also important to note that even though the Mid-Term Review of the project recommended to conduct mid-year (partial) audits of the project accounts, these were considered impractical and expensive by the project.

Rating for Adherence to UNEP's Financial Policies and Procedures: Moderately Unsatisfactory.

5.5.2 Completeness of Financial Information

149. The Project Document included the required budget figures at the component level for the proposed expenses. During project execution, project financial reports were prepared by DOE on a quarterly basis. Project Implementation Reports (PIRs), which included relevant financial data and cofinancing, were submitted annually by UNEP to the GEF. Most of the financial reports and all the PIRs and audits were available for review, although the 2023 audit had not yet been shared by DOE to UNEP.

150. The budget received from the GEF was almost fully utilized, with a total expenditure of US\$ 2,612,128.12 out of a total initial budget of US\$ 2,639,726 (Table 6). Co-financing amounted to US\$ 14,874,740, representing 186% of the committed cofinancing, as the initial amount was US\$ 7,980,000. This is attributable to the fact that the Government of Antigua and Barbuda entered into a loan agreement with the Abu Dhabi Fund for Development (ADF) for a total of US\$ 15 million to invest in procurement and installation of the renewable energy assets for component 3 of the project. Table 8 presents the cofinancing figures in detail.

Rating for Completeness of Financial Information: Satisfactory

5.5.3 Communication Between Finance and Project Management Staff

151. The initial project management structure meant that the project coordinator was responsible not only for the SPPARE project but also for other projects being implemented at DOE at the time. In addition, DOE personnel were in charge of carrying out activities under this project, as well as fulfilling other functions of their position. This way of managing the project generated a lack of coordination and communication, as well as a lack of understanding of the project among all the people involved in its execution. In addition, the project had constant staff changes, including the project coordinator, and at times the project did not have a coordinator, leaving this responsibility to the national manager. In this scenario, communication between the finance team and the executing team had significant limitations, which influenced the delays in the project's technical and financial reports and the level of project achievements.

Rating for Communication Between Finance and Project Management Staff: Moderately unsatisfactory

Table 19. Financial Management

Financial management components:		Rating	Evidence/ Comments
1. Adherence to UNEP's/GEF's policies and procedures:		MU	Even though all financial reports and audits were submitted and the use of funds was correct, some of the financial reports were not timely and inaccurate, therefore cash disbursements were temporarily stopped for two years affecting project execution.
Any evidence that indicates shortcomings in the project's adherence ²⁶ to UNEP or donor policies, procedures or rules		Yes	The project did not fully comply with the financial reporting requirements set forth in the agreement between DOE and UNEP.
Was first disbursement carried out within 9 months of UNEP's project approval date.		Yes	The project was approved by the UNEP Project Review Committee on November 19, 2014 and the first disbursement was carried out on May 15, 2015.
2. Completeness of project financial information²⁷:		S	
Provision of key documents to the evaluator (based on the responses to A-H below)		S	
A.	Co-financing and Project Cost's tables at design (by budget lines)	Yes	Co-financing figures by partner and budget lines were shared. Project cost's tables were shared by component and year.
B.	Revisions to the budget	Yes	Official revision document was provided.
C.	All relevant project legal agreements (e.g. SSFA, PCA, ICA)	Yes	Most of the project legal agreements were provided.
D.	Proof of fund transfers	Yes	Yes, remittance letters were available in Anubis ²⁸ .
E.	Proof of co-financing (cash and in-kind)	Yes	Letters from co-financiers confirming the co-financing provided were - shared. Cofinancing was also confirmed through interviews and alternative documents (e.g. PIRs).
F.	A summary report on the project's expenditures during the life of the project (by budget lines, project components and/or annual level)	Yes	Summary reports by budget lines and cumulative yearly expenditure were available.
G.	Copies of any completed audits and management responses (where applicable)	Yes	Reports and management responses were provided for almost all audits performed.
H.	Any other financial information that was required for this project (list):	N/A	
3. Communication between finance and project management staff		MU	The project management structure had significant limitations, which complicated communication and coordination among project staff.
Project Manager and/or Task Manager's level of awareness of the project's financial status.		MS	Financial information was not available due to the lack of a single project financial officer during the first years of project execution; therefore the project manager and task manager could not clearly know the project financial status.
Fund Management Officer's knowledge of project progress/status when disbursements are done.		S	Disbursements were made once the technical and financial reports had been submitted and reviewed. All this information could be found in Anubis.
Level of addressing and resolving financial management issues among Fund Management Officer and Project Manager/Task Manager.		MU	It took two years to have all the financial reports ready to enable UNEP to continue disbursements.

²⁶ If the evaluation raises concerns over adherence with policies or standard procedures, a recommendation maybe given to cover the topic in an upcoming audit, or similar financial oversight exercise.

²⁷ See also document 'Criterion Rating Description' for reference

²⁸ An online project management system used by UNEP.

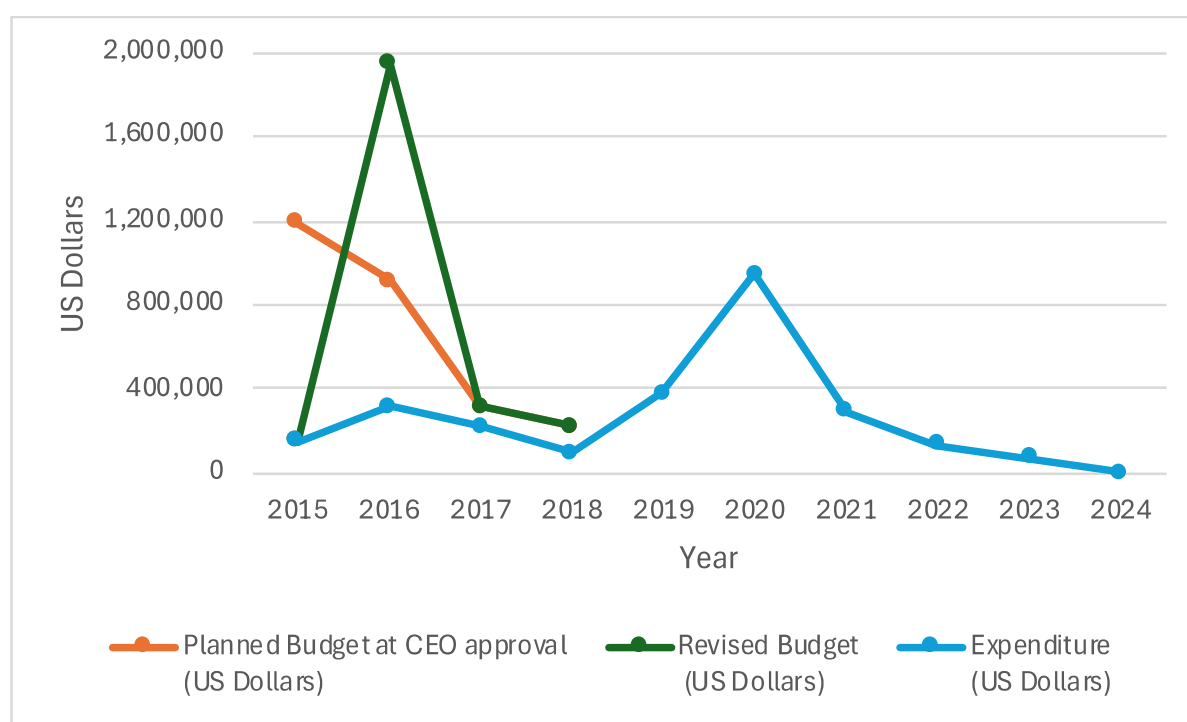
Financial management components:	Rating	Evidence/ Comments
Contact/communication between by Fund Management Officer, Project Manager/Task Manager during the preparation of financial and progress reports.	MU	It took two years to have all the financial and technical reports ready to enable UNEP to continue disbursements.
Project Manager, Task Manager and Fund Management Officer responsiveness to financial requests during the evaluation process	HS	All the requests were handled in a timely and complete manner.
Overall rating	MS	Financial management was challenging, mainly during the early years of the project, due to project management structure and the staff's effectiveness in dealing with financial issues.

Rating for Financial Management: Moderately Satisfactory

5.6 Efficiency

152. Considering the low level of effectiveness of the project and the 9 years of project implementation, it is possible to argue that the project was not efficient. According to the PRODOC, the highest budget expenditure would occur in year 1 and then decrease the following years until the closure of the project four years later. In 2016, at the beginning of project implementation, there was a budget revision, and the major expenditure moved to year 2 with the same decreasing trend until the end of the project in year four (Figure 4). However, budget spending did not follow this trend. As shown in Figure 4, budget execution had ups and downs with the main expenditure until 2020 of about US\$ 1 million, which was mainly to support Component 2 activities (e.g., construction of the Interpretation Center).

Figure 4: Planned, revised budget and expenditures by year.



Source: Evaluator's own elaboration using data provided from the team project.

153. While the increased cofinancing of the project allowed the photovoltaic systems and wind turbines to contribute a total of approximately 7 MW instead of 1 MW, the fact that neither technology is now operational diminished the effect of the increased cofinancing.

Although it is important to note that the project was accountable only for the construction of two wind turbine platforms and their operation at the Sir Vivian Richards Stadium, not for the installation and operation of all the turbines procured through the ADF loan. The project's lack of efficiency can be explained by the following reasons, some of which have already been analyzed in other sections:

154. **Temporary halt of UNEP cash disbursements.** Delays in the submission of financial reports and in the completion of audits by the PMU caused UNEP to stop cash disbursements during 2017 and 2018. Therefore, the project had to slow down activities causing significant delays in project implementation.

155. **Insufficient budget.** According to the desk review and interviews, the project budget was insufficient to cover all planned activities, despite the increase in co-financing which was intended to support only Component 3 activities. As a consequence, some activities had to be carried out by the PMU, which did not have enough knowledge and experience to do the work (e.g. the BPNP management plan).

156. **Delays in project activities** due to additional factors already analyzed in the Effectiveness section, such as constraints in the project management and governance structure; limitations in collaboration among government partners; suppliers delays and technical problems; and the COVID-19 pandemic.

157. As a consequence of the situation described above, the project had four no-cost extensions that prolonged its operation from March 2015 to December 2023. In addition, the project management costs (PMC) increased considerably during almost the nine years in which the project was operational. In 2020, the PMC had already reached the limit and the DOE supported project management through co-financing, using its own staff to continue project execution.

Rating for Efficiency: Unsatisfactory

5.7 Monitoring and Reporting

5.7.1 Monitoring Design and Budgeting

158. The project Monitoring and Evaluation (M&E) Plan was consistent with the GEF Monitoring and Evaluation policy. ProDoc included a costed M&E Plan, which specified the responsible parties and the timeframe in which activities would be carried out. The plan included the conduct of an inception workshop; the measurement of project indicators, including baseline data collection; the periodic reports to be developed; the Project Management Committee meetings to be held; and the requested mid-term and final project evaluations.

159. During the project inception phase, the Results Framework was revised to adjust some outputs and indicators. This revision was necessary to reflect the additional co-financing that would be provided by the Government of Antigua and Barbuda through a loan obtained from the Abu Dhabi Fund for Development in the amount of US\$ 15 million in 2016.

Rating for Monitoring Design and Budgeting: Moderately Satisfactory

5.7.2 Monitoring of Project Implementation

160. In compliance with the M&E plan, the project inception workshop was held in October 2015, and the inception report was finalized in January 2016. In terms of monitoring, the Data

Management Unit (DMU) of the DOE was responsible for supporting the PMU in the monitoring of the project, i.e. the PMU did not have a specific staff member in charge of this task.

161. According to the desk review, the DMU developed a M&E Framework that was updated on a quarterly basis with information provided by the PMU. The PMU was responsible for the submission of the requested reporting. However, this arrangement was not entirely effective, as the first progress reports were submitted late. This situation had serious consequences as UNEP cash disbursements were temporarily halted due to the non-submission of project progress and financial reports, as indicated previously.

162. In 2018, an M&E expert was hired to spearhead the coordination of monitoring activities for SPPARE and other DOE projects. Whereas this contributed to improved reporting; there is no evidence that this arrangement facilitated the use of information from the M&E Framework provide early warning to the PMU of challenges faced by the project nor did it facilitate decision making to address the challenges and ensure that the project stayed on track to meet its objectives.

163. According to desk review and the DOE's interview, the Project Management Committee (which supervises all DOE projects) addressed project performance and risks. However, there is no evidence that monitoring information was presented during these meetings that provided clear evidence of project difficulties. These meetings also did not serve to keep the project on track. The project also systematized project information using Smart Sheet²⁹. However, the project information compiled was not complete.

164. A Mid-Term Review (MTR) was conducted in 2018 which rated the project as moderately unsatisfactory due to limited project performance. In particular, the MTR recommended developing and implementing an Annual M&E Plan, however there is no evidence of the development of this plan.

165. There is no evidence that GEF tracking tools for biodiversity, climate change and REDD+³⁰ had been presented during the MTR.

Rating for Monitoring of Project Implementation: Moderately Unsatisfactory

5.7.3 Project Reporting

166. Reporting was almost fully compliant with UNEP and GEF requirements. The project reported financial and technical information to UNEP using the Anubis platform, albeit with a delay during the first years. The main monitoring tools were the Project Implementation Reports (PIRs). However, the PIRs were not consistent with the revised Results Framework as new outputs and activities were included (e.g. Output 1.2 Financing and Operational Framework of the SIRF Fund or Output 2.3 Infrastructure to Support Park Visitation and Sustainable Financing). This reduces clarity on the actual delivery of project outputs and outcomes in the PIRs. These additional outputs were not the result of a second review of the results framework. Both task manager and PMU were aware of this inconsistency. The draft of the final project report is also not based on the revised Results Framework; it does not fully reflect the actual achievement of the project's expected results.

Rating for Project Reporting: Moderately Satisfactory

Rating for Monitoring and Reporting:	Moderately Satisfactory
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²⁹ Smartsheet is a project management software tool with a spreadsheet-based interface that offers features and capabilities for project planning, management, and reporting.

³⁰ 'REDD' stands for 'Reducing emissions from deforestation and forest degradation in developing countries. The '+' stands for additional forest-related activities that protect the climate, namely sustainable management of forests and the conservation and enhancement of forest carbon stocks.

5.8 Sustainability

5.8.1 Socio-political Sustainability

167. The renewable energy policy of the Government of Antigua and Barbuda provides a strong basis for short-, medium- and long-term government actions in this area. This policy is mainly made up of the following instruments:

- a) The National Energy Policy. The policy was approved in 2011 and outlines the government's approach to achieving a sustainable energy future, with a focus on energy cost reduction, diversification of energy sources, and environmental protection.
- b) Renewable Energy Act. The act was enacted in 2015 and establishes the legal, economic, and institutional framework for promoting the use of renewable energy sources.
- c) Updated Nationally Determined Contributions. Through this instrument, the Government, in 2021, set a new target for the penetration of renewable energy in the country. The Government committed to achieve 86% of renewable energy generation from local resources in the electricity sector by 2030.
- d) Interconnection policy. The policy was enacted in 2011 and allows both residential and commercial customers to use solar energy on their properties.

168. The Government's priority and interest in complying with this policy is demonstrated by the two loans acquired from the Abu Dhabi Fund for Development in the amount of US\$ 30 million for the purchase of renewable energy technology. However, continued policy support proved elusive, as not all necessary operational decisions were realized to ensure full implementation.

169. In terms of biodiversity and protected areas, Antigua and Barbuda's biodiversity policy is rooted in the National Strategic Biodiversity Action Plan (2014-2025). This framework was designed to ensure the sustainable and equitable use, protection, and conservation of the country's biodiversity. In particular, the plan includes the establishment of a national system for managing and conserving biodiversity, including protected areas.

170. In this sense, the political sustainability of the progress achieved by the project is likely to continue working in the same direction.

171. In terms of social sustainability and according to the interviews conducted with the NGOs involved in the project, it was found that there is interest from these NGOs to continue participating in the pending tasks of the project due to the important environmental benefits that these tasks represent.

172. Due to the limitations of the work carried out with the communities to prevent fires and support natural area restoration activities, there is no evidence that the communities involved have been sensitized and therefore no social capital was created that could continue to support these actions once the project has ended. Thus, social sustainability is considered marginally likely.

Rating for Socio-political Sustainability: Likely

5.8.2 Financial Sustainability

173. The project intended to generate revenues to the SIRF Fund from: i) the sale of energy to the power grid/electricity collectors and ii) the establishment of a green card system in the BPNP, which would include the sale of tourist packages and visitation fees, among others.

However, this financial mechanism was not established and therefore did not contribute to the financial sustainability of the SIRF nor to the effective management of the protected areas. Although the SIRF is currently in operation, this is due to the resources provided by other projects and not to the contribution of national resources.

174. Negotiations for the sale of power to APUA or other off-takers are unclear, as APUA first needs to know the price per GWh to start negotiations. At present, it is uncertain when the wind turbines will be operational, as the electrical parts still need to be imported and there are technical issues to be resolved prior to importation. The project exit strategy does not explain whether the second loan from the Abu Dhabi Fund for Development will support the final work to complete the installation of the 15 turbines and solar systems at the 12 clinics and the potential role of the West Indies Oil Company or the Ministry of Finance in the commission of the wind turbines.

175. Economic benefits derived from sustainable management of the BPNP, which could not be achieved during project execution, are expected to be achieved from the implementation of the Shekerley Mountain Management Area business plan. This plan was developed through the GEF 9402: The Path to 2020 – Antigua and Barbuda project (also implemented by UNEP). However, this project is in its final stages, and the plan has not yet been approved by Cabinet.

Rating for Financial Sustainability: Unlikely

5.8.3 Institutional Sustainability

176. The project execution modality ensured ownership of the project by the Government of Antigua and Barbuda and, in particular, the DOE, which was the executing agency. However, some of the outputs and outcomes of the project went beyond the functions of DOE. The project included outputs that would provide an enabling environment to achieve some of the outcomes, which, at the same time, would also provide sustainability to the outcomes. These outputs consisted of obtaining government approvals and signing agreements. For example, it was foreseen that the BPNP would be declared a protected area and that its management plan would also be approved by the Cabinet. In addition, an agreement would be signed between the SIRF and APUA for the purchase of the energy produced by the wind turbines.

177. It is recognized that capacity building targeting officials and organizations contributes to institutional sustainability; however, the project did not generate institutional capacities. It was foreseen to build the capacity of APUA to operate the resulting renewable energy infrastructure. It involved to build the knowledge base and provide the technology for automation of the grid interconnection. Also, it was expected to raise awareness and train firefighters and farmers to prevent bushfires. However, these outputs were not achieved preventing institutional sustainability of what was achieved.

178. The exit strategy developed by the project to achieve these outputs, and the others that were not achieved, is still general and is mainly based on transferring some of these outputs to the GEF 9402: The Path to 2020 – Antigua and Barbuda project. However, this is not the best way to provide continuity and sustainability to what has been achieved. There is a need for a clear strategic plan of how DOE will organize itself to ensure that the outputs and outcomes are achieved. Since GEF 9402 includes the declaration of the Shekerley Mountain Management Area (SMMA) as a protected area and considering that BPNP is entirely located within the proposed SMMA, the government should assess whether the declaration of BPNP as a protected area and its management plan remain relevant. Work is also required within the government to create the enabling environment mentioned at the beginning. For example,

progress needs to be made in the agreement with APUA. Without this internal work, the same uncertainty that prevailed during the execution of the project will remain.

Rating for Institutional Sustainability: Moderately Unlikely

Rating for Sustainability (Likelihood):	Unlikely
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5.9 Factors Affecting Performance and Cross-Cutting Issues

5.9.1 Preparation and Readiness

179. The ProDoc included a detailed work plan and timetable to guide project implementation over the four-year period, however it did not contain the costs associated with the activities, outputs and outcomes. The ProDoc explained the Antigua and Barbuda procurement policy but did not include a procurement plan. At the start of project implementation (January 2016), an inception report was prepared that included the project management strategy for each of its components. It also described, in general terms, coordination with other projects and key aspects of financial management and knowledge management and communication. However, there is no evidence that a costed work plan and procurement plan have been developed. The inception report also did not include a review of the relevant stakeholder who would be involved in the project, which was important to confirm their commitment to the project and clarify roles.

180. As mentioned in the section on project design, no assessment of capacity to ensure effective participation by partner institutions was carried out during that phase, and there is no evidence that such an assessment was carried out during the initial phase. Legal agreements with relevant partners were delayed due to the aforementioned suspension of project disbursements, although one important agreement, which was to be signed with APUA, did not materialize during project implementation.

181. Antigua and Barbuda has a permanent Steering Committee to oversee international projects carried out by the DOE. Therefore, the SPPARE project used this Steering Committee to oversee project implementation. However, the Steering Committee did not include representatives from the private sector or NGOs, as expected in the PRODOC. Thus, these stakeholders did not participate in strategic decision-making.

182. Staff mobilization was a problem at the start of project implementation and throughout its development. The shortage of human resources with experience in renewable energy in the government and in the country was not taken into account when defining the organizational structure and selecting the executing agency during the project design phase. As a consequence, the project had problems finding an experienced team to support its implementation from the outset. The project requested additional technical assistance free of charge from international bodies due to budget constraints and gaps in the team's knowledge, which caused delays in project implementation.

183. Environmental and Social Safeguards (ESS) were addressed during the initial phase. The inception report indicated that project would meet, at a minimum, the ESS criteria defined in the GEF Policy on Agency Minimum Standards on Environmental and Social Safeguards. An issue related to environmental safeguards was that during the design phase, no conclusive technical and environmental feasibility studies were carried out for the selection of the sites where the wind turbines would be installed in the country. The lack of these studies prevented a more realistic budget, which turned out to be insufficient during project implementation.

184. A project revision was also carried out in July 2016. The revision was conducted to: (i) record 2015 expenditure; (ii) annotate the total expenditure recorded in different platforms; (iii) revise future years' budgets for the project; (iv) reallocate budget resources between budget lines; (v) make some changes to the outputs and indicators in the Results Framework; and (vi) Reflect the Abu Dabhi for Development loan.

185. While the inception report and the project revision were necessary and useful, it is considered that a more in-depth review of the Results Framework was necessary. This was to ensure that all indicators were SMART and that information needs were identified for the periodic estimation of indicators as part of project monitoring. It was also necessary to make the project monitoring plan for adequate tracking of project progress, which was subsequently recommended by the Mid-Term Review. Also, the review of the Results Framework would have allowed correcting the lack of horizontal logic of various outputs and outcomes. The lack of these actions led to significant limitations in the monitoring of the project.

Rating for Preparation and Readiness: Moderately Satisfactory

5.9.2 Quality of Project Management and Supervision

5.9.2.1 UNEP/Implementing Agency:

186. In accordance with the project implementation modality, the task manager and the UNEP finance team provided oversight and financial guidance throughout the project. The project manager on duty made recommendations on the challenges faced by the project, both in the PIRs and in the site visits conducted, and the finance team provided training and support for financial reporting and uploading information into Anubis. For example, actions were recommended to ensure that reporting requirements were submitted on time to avoid disbursement delays; strengthen the project management structure; and re-strategize the project after disbursements were restarted to accelerate the project and achieve expected results.

187. According to the desk study and interviews, the project had four task managers due to internal changes in UNEP, who in total conducted six site visits during the nine years of project implementation, taking into account the interruption of visits due to the COVID-19 pandemic between 2020 and 2021.

188. A key area for improvement by the implementing agency is reporting. As noted in the Monitoring section, the PIRs did not follow the revised Results Framework to show project progress and did not take into account the targets to be achieved for reporting project progress, resulting in lack of clarity on the actual progress of the project. In addition, the lack of an Environmental Impact Assessment (EIA) for the installation of the wind turbines was not recognized as a risk in the PIRs nor was it alerted by the task manager. There is also limited evidence of the participation of the task managers in the Project Management Committee despite the fact that they could participate and the importance of the decisions made there.

5.9.2.2 Partners/Executing Agency:

189. The DOE, as executing agency, took ownership of the project and allowed its staff to participate directly in project execution together with the Project Management Unit. It is worth noting the additional co-financing provided by the government, which increased the penetration of renewable energy in the country. DOE also implemented adaptive measures to improve project performance, such as hiring new staff (e.g., technical, management, and financial staff) and making them dedicated to the project; and acquired and used Smartsheet project management software to improve project planning and tracking. However, these measures were insufficient to improve project performance. According to the interviews and

the desk review, at the beginning of the project execution, the project coordinator and the technical staff were not exclusive to the project. They were involved in other projects, which made coordination and follow-up of project activities difficult, as well as communication of the staff involved.

190. The roles of the Project Management Unit (PMU) were not clear. This situation affected the planning and implementation of the project³¹ and also promoted the change of project coordinators and technical staff due to the overload of responsibilities. The project had three coordinators, and for the last two years the coordinator was the project manager. The lack of continuity of one person in the day-to-day execution of the project also affected its performance. It was also difficult for the project to hire and retain people who met the profile requested by the project. The reason for this were a combination of poor performance of the project team member as well as project team moving on to other opportunities. As previously mentioned, renewable energies were a new topic for officials and professionals. The Project Management Unit was made up of young recruits and DOE staff with limited experience in executing a project of this nature. The project coordinators were also inexperienced in managing a project of this size and had limited knowledge of renewable energy. For example, at the beginning of the project, the development of the request for proposal to purchase the renewable energy equipment took longer than expected due to lack of the required knowledge on the part of the Project Management Unit, including the project coordinator.

191. Project planning was also not completely effective, as in the PIRs were identified gaps between what the project was doing and what PRODOC and the revised results framework indicated (e.g. the installation of a small biogas facility to convert manure was not foreseen in the PRODOC). Notably, the lack of effective financial staff also contributed to the project not receiving resources from UNEP for two years, which significantly delayed the project's progress (more details are provided in the financial management section).

192. The project design included the participation of more than ten government agencies as partners, which was positive in terms of generating more national capacities and securing additional co-financing. However, according to interviews and desk review, the late response of the relevant agencies to move forward with specific project activities also caused significant delays. For example, the site selection process for the wind turbines and solar PV systems was reported to be one of the most challenging aspects of the project. Several government agencies, all with different agendas, such as the Eastern Caribbean Civil Aviation Authority and the Antigua Public Utilities Authority (APUA), had to provide information and/or approval to the PMU to move forward with site selection.

193. DOE also faced challenges in getting a power purchase agreement signed between the SIRF Fund and APUA for the sale of the power generated by the wind turbines to be installed under the project. APUA was a key partner and co-financier of the project, and the signing of such an agreement was essential, as it underpinned the business model and proof of concept on which the project was based. However, APUA's priorities no longer matched those of the project and the agreement was not signed. The DOE tried to negotiate alternative arrangements with the Ministry of Finance and West Indies Oil Company to manage and operate the infrastructure, but these did not bear results during the execution of the project.

³¹ The Project Management Unit only met every three months to coordinate project implementation.

194. The Ministry of Labor was another key project partner and co-financier. It was contracted to carry out the civil works for the wind turbine foundations. However, it had no experience in carrying out this work and there were complications that made it necessary to repeat some actions. This raises concerns about the safety and performance of the turbines once they start operating.

195. The Project Management Committee met monthly to oversee the project, although it was not exclusive to the project, as other projects were addressed during the meetings. Nonetheless, the frequency of meetings allowed for urgent matters to be addressed, although ultimately the Committee was limited in keeping the project on track and ensuring that its objective was met.

196. IRENA was an international partner in the project. In 2015, it conducted the country's Renewable Readiness Assessment (RRA), which is a rapid assessment of how Antigua and Barbuda could increase its readiness and overcome key barriers to the deployment of renewable energy technologies. As ADFD granted a loan to the country, IRENA provided technical assistance to the government and monitored the progress of the project relating to the installation of renewable equipment. This support was general in nature and therefore could not assist the country in effectively installing the equipment.

Rating for Quality of Project Management and Supervision: Moderately Unsatisfactory

5.9.3 Stakeholders Participation and Cooperation

197. The project created the Technical Advisory Committee (TAC), which was the forum for stakeholder consultation, although it was not exclusive to the project, as other projects were discussed at meetings. The TAC consisted of representatives from government (e.g., the Ministry of Tourism) and non-governmental organizations (NGOs) (e.g., the Environmental Awareness Group). The TAC provided technical advice and guidance to the project during its implementation. According to interviews, NGOs who participated in the meetings indicated that the TAC worked well and that their needs were listened to and their input taken into account.

198. Farmers, landowners and surrounding communities were identified in the ProDoc as stakeholders and beneficiaries of the project. In particular, the ProDoc indicated that the development of the Local Area Plan, which would include park boundaries and large areas for conservation and sustainable use, would be carried out through a consultative process with landowners and other stakeholders. However, it is felt that this consultative process should have been carried out during the design phase of the project. At that stage, awareness raising should have been done to sensitize landowners about the possibility of declaring BPNP a protected area and to determine the feasibility of such a declaration. The landowners opposed the declaration during project implementation and BPNP has not been declared a protected area.

199. Communities and schools participated in specific activities such as the reforestation campaign held in the month of the tree in 2019. Schools were also involved in developing nurseries and producing plants for reforestation. However, the evidence shows that these actions were not part of a strategy that led to the results expected by the project.

Rating for Stakeholders Participation and Cooperation: Satisfactory

5.9.4 Responsiveness to Human Rights and Gender Equality

200. According to the interviews and the desk study, there were no complaints about human rights violations or gender discrimination during project implementation. As mentioned above, it is only considered that consultations with landowners for the declaration of the BPNP as a protected area should have taken place during the design phase. Such consultations were carried out during project implementation to try to secure the private rights of landowners in relation to the protected area and land use zoning. In this regard, landowners should be consulted on any possible restriction of their land use rights and their prior informed consent obtained.

201. Regarding gender equality it is important to consider that the GEF policy on gender inclusion was approved in November 2017 and the guidelines for its implementation were published in 2018. In this regard, projects in the GEF-5 cycle were not required to do a gender analysis or action plan during project design. Thus, the ProDoc did not provide particular indications on gender inclusion. However, since the project ended in 2023, the project team could have better integrated gender considerations during implementation.

Rating for Responsiveness to Human Rights and Gender Equality: Satisfactory

5.9.5 Environmental and Social Safeguards

202. No risk rating was assigned at CEO Endorsement and no safeguards plan was developed during the design of the project. Therefore, it was not possible to determine whether the risk of the project remained the same, increased, or decreased. This was also due to the fact that the assessment of environmental and social safeguards presented in the ProDoc is considered weak.

203. The environmental and social safeguards section of the PRODOC focused primarily on the potential effects from the installation of the wind turbines on the Crabbs Peninsula and the social benefits derived from the ecotourism envisioned in the BPNP.

204. With regard to the wind turbines, the environmental and social safeguards were based on the results of the Environmental Impact Assessment Review conducted during the PPG phase in Crabbs Peninsula. The Crabbs Peninsula was tentatively selected as the location where the wind turbines could be installed. The review identified potential impacts on birds, bats and vegetation in the area and proposed mitigation measures to minimize them. It also indicated that there would be no negative impact from noise generated by the turbines due to the distance of the turbines from any residential areas.

205. However, the location for installing the wind turbines changed during the execution of the project and they are now being installed at Parham and Sir Vivian Richards Stadium. Due to this change, the environmental safeguards indicated in the PRODOC are no longer valid and consequently an Environmental Impact Assessment (EIA) was required for the new sites.

206. While the environmental and social safeguards section of the ProDoc did not make explicit the need for an EIA for the installation of the wind turbines, the results framework did indicate this need. Output 3.1 indicates the conduct of an EIA as part of the studies that should be carried out for the installation of wind turbines. According to the interviews and desk study, the DOE was responsible for conducting the environmental and social impact assessment. However, there is no evidence that an EIA was conducted at Parham and Sir Vivian Richards Stadium. There is an on-site environmental and social management plan produced by the company that is installing the wind turbines, but the technical basis for that plan is unknown.

207. According to the desk review, the Cabinet and the Eastern Caribbean Civil Aviation Authority approved the sites for the installation of wind turbines. Installation began in 2020. This situation represents a major concern regarding the environmental and social safeguards, as there is no information, for example, on whether the turbines are located on any migratory routes for birds present in the country, whether the distance of the turbines from residential areas is adequate to prevent their noise from having an impact on nearby communities, or whether the turbines are safe for the population in the event of a hurricane. There are no mitigation measures in place for these risks. The proximity of wind turbines to important bird areas was a risk considered in the ProDoc, which was monitored in the PIRs; however, this risk was no longer tracked since wind turbines were not installed at Crabbs.

208. Regarding the construction of the Interpretation Center and the ecotourism planned in the BPNP, the environmental and social safeguards section of ProDoc did not consider conducting an EIA for these activities. It is considered that an EIA was relevant since the Interpretation Center would be built in the BPNP, which would be declared a protected area due to the importance of conserving and protecting its biodiversity. The PRODOC only included the risk that the number of visitors to the center could negatively affect biodiversity, but there is no study to support the level of impact that this activity could have on the BPNP.

209. However, according to the desk study and interviews, the Environmental and Social Safeguards Unit of the DOE conducted an EIA for the construction of the Interpretation Center during project implementation. As part of the results, the risk of the spread of giant African snails and invasive species around the island as a result of increased visitor traffic was identified. The mitigation measure was to have an action plan in place to manage the risks of invasive species, although there is no evidence that this plan has been developed.

210. Another concern is the integrity and safety of the photovoltaic equipment and parts of the wind turbines already installed. According to interviews and direct observation, equipment installed between 2021 and 2023, although not operational, is not receiving any maintenance. It was observed that in a clinic between the solar panels plants are growing and that in some cases the plants are altering the frame of the panels. This is important to keep in mind when the installation of the systems is resumed and to avoid accidents. This is mentioned due to the explosion of the batteries of the solar panels of the Interpretation Center that was reported in 2023 PIR and that was the product of a series of factors such as the lack of ventilation of the room where the batteries were located.

211. Also of concern is the effectiveness of the construction of the wind turbine foundations built by the Ministry of Works. The Ministry of Works had no experience in doing this work and there were also complications in getting the necessary equipment to do it. Some work had to be repeated (e.g., drilling at Sir Vivian Richards Stadium) and there are now technical discrepancies between the design of the foundations and their construction of two turbines procured with the additional cofinancing. In addition, the parts (e.g., masts and guy wires holding the mast) of the two wind turbines at Sir Vivian Richards Stadium have not been maintained.

212. At the inception phase, the project stated that it would at least meet the environmental and social safeguards criteria defined in the GEF Policy on GEF Minimum Standards for Environmental and Social Safeguards. However, this has not been fully complied with.

Rating for Environmental and Social Safeguards: Moderately Unsatisfactory

5.9.6 Country Ownership and Driven-ness

213. The project is considered to have promoted the country's progress towards greater penetration of renewable energies in its energy matrix. As indicated in previous sections, the government, in particular the Ministry of Finance, secured a loan to the Abu Dhabi Development Fund for USD 15 million, which allowed for the scale-up of hybrid wind/solar power systems from 1 MW to approximately 7 MW in the country. The project only foresaw the start of negotiations and the signing of an agreement to scale up from 10 MW to 20 MW. Although the scale-up was lower than planned, it was not foreseen to take place during project execution, but the project was able to start the scale-up during project implementation, which shows the high priority given to renewable energy by the government. This contribution constituted an additional external resource allocated as cofinancing. A second loan to the Abu Dhabi Fund for an additional US\$ 15 million is in the process of being signed. This demonstrates the national ownership of the project.

214. The limitations were mainly due to the lack of alignment of APUA with the project, which, as mentioned in the section on partners/executing agency, had a negative effect on project performance. The other institutions carried out the work, albeit with delays and complications.

Rating for Country Ownership and Driven-ness: Moderately Satisfactory

5.9.7 Communication and Public Awareness

215. Due to the limitations in the management structure of the Project, there was no person in charge of the Project's communication, and there was no communication strategy to give visibility to project objectives, scope and progress. It is only known that specific events were held to publicize the completion of the construction of the Interpretation Center, for example, and that specific milestones were published through the use of social networks.

Rating for Communication and Public Awareness: Moderately Unsatisfactory

Rating for Factors Affecting Performance and Cross-Cutting Issues: Satisfactory	Moderately
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6 CONCLUSIONS AND RECOMMENDATIONS

6.1 Conclusions

216. **Conclusion 1.** The project proposes a new and innovative financial mechanism to address adaptation to climate change through mitigation measures, i.e. installing renewable energies to finance the sustainable management of protected areas. Even though the concept was not proven by the project, actions should continue to show its feasibility and potential for replication in the Caribbean region.

217. **Conclusion 2.** At the time of project design, renewable energy was a new topic for DOE and there was still limited technical capacity in the country to support its development. This context was not considered in the selection of the project execution modality and was not internalized in the project design. This context represented one of the main factors affecting project performance.

218. **Conclusion 3.** The project's level of achievement is low; therefore, the objective was not fully met. Key results, such as CO₂ reduction from the operation of renewable energy technologies and restoration actions, as well as improved management and increased revenues from protected areas, were not achieved. Among the factors that promoted the achievements was the priority of the government of Antigua and Barbuda to increase the penetration of renewable energy in the country. Factors limiting project results included project design limitations (e.g., budget constraints); management structure limitations; difficulties in integrating a project team with the technical and specialized expertise required for project implementation; limitations in collaboration among government partners (e.g., with APUA); supplier delays and technical problems; and the COVID-19 pandemic.

219. **Conclusion 4.** The project was extended four times, with a total execution period of nine (9) years, thus, considering its level of effectiveness, it is possible to state that its efficiency was also limited. At the beginning of project implementation, the project faced difficulties in complying with financial and technical reports in terms of timeliness and accuracy. This situation generated the halt of UNEP disbursements in 2017 and 2018, resulting in significant delays in project implementation.

220. **Conclusion 5.** Antigua and Barbuda has a sound policy framework for renewable energy and biodiversity, and there is a clear government interest in further increasing renewable energy in the country (e.g., the government secured two loans from the Abu Dhabi Fund for Development for US\$ 30 million). However, without aligning the priorities of the relevant entities to support renewable energy, it will not be possible to ensure the institutional and financial sustainability of the project's achievements.

221. **Conclusion 6.** UNEP provided technical oversight and financial guidance throughout the project. It issued warnings about the project's challenges and sought to re-strategize the project after the Mid-Term Review. Areas for improvement include reporting, as the project progress reported in the PIRs was not based on the revised Results Framework. UNEP also did not advise the project of the need to conduct an Environmental Impact Assessment (EIA) prior to installing the wind turbines.

222. **Conclusion 7.** No negative effects on the environment and communities were recorded during project implementation. An EIA was conducted by DOE for the construction of the Interpretation Centre. However, no EIA was conducted for the installation of the wind turbines, therefore there is no sound technical assessment to inform whether the location of the wind turbines was adequate to minimize the impact on bird and bat populations and

surrounding communities. In addition, there are concerns about the safety of the turbines once they become operational, as complications have arisen in the construction of their foundations.

223. **Conclusion 8.** The project demonstrated respect for human rights and gender equality, as no violations or cases of discrimination were reported during implementation. Nonetheless, earlier consultations with landowners on the declaration of the BPNP as a protected area would have strengthened compliance with the principle of prior informed consent. More proactive integration of gender considerations during implementation could also have aligned the project more closely with evolving GEF gender policy.

Answers to the Strategic Questions

224. **Question 1:** To what extent did project design and implementation take into consideration the unique context and challenges, such as limited human resource capacities, geographical remoteness and high transaction costs among others, faced by Small Island Developing States (SIDS)?

225. The project's design did not fully account for the institutional, technical, and financial constraints specific to Antigua and Barbuda as a Small Island Developing State (SIDS), which weakened implementation capacity and led to budgetary constraints and execution delays. The limited human resource capacities that characterize SIDS were exacerbated by the fact that renewable energy was a new topic for the participating government institutions, including the executing agency. This context was not fully considered when the executing agency was selected and the project organizational structure was proposed during the project design. From the beginning, the project faced difficulties in securing a sufficiently experienced team to drive its implementation. Limited budget and gaps in the team's expertise led the project to seek complementary technical assistance, during implementation, from international organizations at no additional cost. These factors contributed to delays in the overall project execution.

226. Furthermore, according to interviews conducted, construction costs in the country are high, and these costs were not fully taken into account when setting the budget to finance the construction of the interpretation center and the foundations for the wind turbines, which far exceed the budget.

227. **Question 2:** In what ways, and to what extent, were the recommendations from the Mid Term Review actioned upon?

228. The Mid Term Review (MTR) made eight (8) recommendations, four (4) of which were addressed. The project modified the format of internal monthly expenditure reports to comply with ANUBIS reporting requirements and facilitate reporting. This contributed to compliance with financial requirements and the resumption of UNEP disbursements. By the end of 2018, the project had consolidated a team dedicated exclusively to its implementation. The 2019 and subsequent PIRs identified areas of intervention and support that required further financial and technical support even after the project's completion, which supported the project's exit strategy. The project was extended as recommended.

229. One recommendation was partially addressed, as an external Chief Technical Advisor (CTA) was not hired to oversee the redefinition of the project strategy due to a lack of resources, but the task manager held a meeting to carry out that task. However, despite these efforts, it was not possible for the project to meet its objectives. Two recommendations were not implemented. The project did not conduct semi-annual audits or develop annual

monitoring and evaluation plans. One recommendation indicated the need to develop a theory of change during project design and was therefore directed at future projects.

230. Table 20 provides a summary of the ratings and finding discussed in [Chapter 5](#). Overall, the project demonstrates a rating of ‘Unsatisfactory’.

Table 20. Summary of project findings and ratings³²

Criterion	Summary assessment	Rating
Strategic Relevance		S
1. Alignment to UNEP MTS, POW and Strategic Priorities	The project was aligned and relevant to UNEP's Medium-Term Strategy 2014-2017 and 2014-2015 Programme of Work.	S
2. Alignment to UNEP Donor/GEF/Partner strategic priorities	The project was aligned and relevant to three GEF 5 focal area strategies: biodiversity, climate change and Sustainable Forest Management/REDD+.	S
3. Relevance to global, regional, sub-regional and national environmental priorities	The project was aligned with global, regional and national environmental and energy priorities.	S
4. Complementarity with existing interventions/ Coherence	The project would be complementary with three GEF projects. However, there is no evidence of synergistic work between them. Synergies were identified with another ongoing project.	S
Quality of Project Design	The project strategy was new and innovative for the country. There were opportunities to improve mainly related to project preparation and logical framework and monitoring.	MS
Nature of External Context	Antigua and Barbuda has been a country with high political stability; however, the COVID-19 pandemic had an adverse effect on the project	MU
Effectiveness		U
1. Availability of outputs	The achievement of outputs is moderately low. Eleven out of twenty-three end-of-project targets were partially achieved (46%), eleven were not achieved (46%) and one output was fully achieved.	HU
2. Achievement of project outcomes	Key outcomes, such as CO ₂ reduction and improved management and increased revenues from protected areas, were not achieved.	U
3. Likelihood of impact	Given that the project has a low level of achievement of outputs and outcomes, the foundations were not laid to achieve the long-term impact of making communities, small businesses and ecosystems more resilient to the extreme events of climate change.	MU
Financial Management		MS
1. Adherence to UNEP's financial policies and procedures	Meeting UNEP's requirements was a challenge in terms of quality and timeliness due to the limitations of the project management structure and staff capabilities.	MU
2. Completeness of project financial information	Most of the financial reports, PIRs, audits and other relevant information were available for review	S
3. Communication between finance and project management staff	Constraints of the project management structure prevented an effective communication between the finance and technical staff.	MU
Efficiency	Considering the low level of effectiveness of the project and the 9 years of project implementation, it is possible to argue that the project was not fully efficient.	U

32 Most criteria will be rated on a six-point scale as follows: Highly Satisfactory (HS); Satisfactory (S); Moderately Satisfactory (MS); Moderately Unsatisfactory (MU); Unsatisfactory (U); Highly Unsatisfactory (HU). Sustainability and Likelihood of Impact are rated, also on a six-point scale, from Highly Likely (HL) down to Highly Unlikely (HU) and Nature of External Context is rated from Highly Favourable (HF) to Highly Unfavourable (HU).

Criterion	Summary assessment	Rating
Monitoring and Reporting		MS
1. Monitoring design and budgeting	The project Monitoring and Evaluation (M&E) Plan was consistent with the GEF Monitoring and Evaluation policy. However, there were changes that were made to the Results Framework that, although they did not change the level of ambition of the project, should have been reported to the GEF.	MS
2. Monitoring of project implementation	Project monitoring was weak. There is no evidence that monitoring provided early warnings to the project to address challenges or facilitated decision making to try to keep the project on track to meet its objectives.	MU
3. Project reporting	Reporting was almost fully compliant with UNEP and GEF requirements. The main monitoring tools were the PIRs. However, the PIRs were not consistent with the revised Results Framework. This reduces clarity on the actual delivery of project outputs and outcomes.	MS
Sustainability		U
1. Socio-political sustainability	Antigua and Barbuda has a solid policy framework for renewable energy and biodiversity. NGOs are interested in continuing to work on the issues left pending from the project given their relevance to the country.	L
2. Financial sustainability	According to the project's exit strategy, financial sustainability is based on other projects financed by international organizations, which does not provide true sustainability.	U
3. Institutional sustainability	Project execution modality ensured ownership of the project by the Government. However, outputs that would provide institutional sustainability, such as institutional capacity building and the signing of agreements, were not achieved . The project implementation modality ensured that the government took ownership of the project. However, results that would provide institutional sustainability, such as institutional capacity building and the signing of agreements, were not achieved.	MU
Factors Affecting Performance		MS
1. Preparation and readiness	The inception report and project review were necessary and useful to start implementation. A more in-depth review of the Results Framework and the development of a monitoring plan were lacking.	MS
2. Quality of project management and supervision		MU
2.1 UNEP/Implementing Agency:	The task manager and the UNEP finance team provided oversight and financial guidance throughout the project. Areas for improvement included the monitoring of the project through the PIRs and the failure to warn of the need for an environmental impact assessment prior to the installation of the wind turbines.	MU
2.2 Partners/Executing Agency:	DOE took ownership of the project and allowed its staff to be directly involved in its implementation. However, the project management structure and staff capabilities were not entirely adequate and adaptation measures were not sufficient to keep the project on track. The priorities of some partners were not fully aligned with the project.	MU
3. Stakeholders' participation and cooperation	The project worked with some stakeholders, mainly government, NGOs and landowners but lacked greater involvement of farmers and communities.	S
4. Responsiveness to human rights and gender equality	There were no complaints about human rights violations or gender discrimination during project implementation. PRODOC did not provide particular indications on gender equality and the project during its implementation considered an equal benefit for both men and women.	S

Criterion	Summary assessment	Rating
5. Environmental and social safeguards	An environmental impact assessment was conducted for the construction of the Interpretive Center, but not for the installation of wind turbines, therefore there are concerns about the potential impact on birds, bats and surrounding communities once the turbines begin to operate.	MU
6. Country ownership and driven-ness	The project is considered to have promoted the country's progress towards greater penetration of renewable energies in its energy matrix. The limitations were caused by the lack of complete alignment of all the government institutions involved in the project.	MS
7. Communication and public awareness	The project did not have a communication strategy to give it visibility and raise public awareness.	MU
Overall Project Performance Rating		U

6.2 Lessons learned

Lesson Learned #1:	It is necessary to ensure not only the vertical logic but also the horizontal logic of the Results Framework and to include SMART indicators.
Context/comment:	The project's Results Framework shows discrepancies between the description of some outcomes/outputs, their indicators and targets. These discrepancies made it difficult to monitor project progress and assess the level of project effectiveness.
Lesson Learned #2:	The management structure of the projects should be arranged considering the technical nature, size and scope of each project. Not all projects fit into the same management structure.
Context/comment:	The initial management structure used to implement the project (i.e., the project coordinator and technical staff were not exclusive to the project but were in charge of other projects or functions) was not adequate for this project and thus had an adverse effect on project performance.
Lesson Learned #3:	It is important that a detailed monitoring plan be prepared at the beginning of project execution, including the selection or development of methodologies for measuring project indicators during project implementation.
Context/comment:	The project defined methodologies to determine the baseline and measure some indicators in the middle or near the end of the project execution, preventing the periodic monitoring of some indicators.
Lesson Learned #4:	A more in-depth assessment of the feasibility of declaring protected areas, where there are landowners, should be carried out during the design phase of the project in order to start an awareness-raising process at an early stage and try to ensure the feasibility of the declaration during project implementation.
Context/comment:	Landowners in Boggy Peak National Park opposed the declaration of the park as a protected area at the beginning of the project. Therefore, the project had to start negotiations with the landowners. BPNP could not be declared a protected area during project implementation.

6.3 Recommendations

Recommendation #1:	Select a qualified Caribbean technical entity as the executing agency for future projects addressing a new technical area and include a clear budget line to hire international experts if regional capacity needs strengthening.
Challenge/problem to be addressed by the recommendation:	The limited technical capabilities of the Project Management Unit (PMU) and the insufficient budget to develop the project meant that the PMU had to consult, free of charge, with research centers or companies in other countries that are experts in renewable energies. These consultations were made, for example, to develop requests for proposals for the purchase of wind turbines and photovoltaic systems or the review of specific products (e.g. the BPNP management plan), which delayed project activities and decision making and constant staff turnover.
Priority Level:	Important
Type of Recommendation	Project Level
Responsibility:	UNEP and government
Proposed implementation time-frame:	Immediately
Cross-reference(s) to rationale and supporting discussions: 5.4 and 5.9.2.2	

Recommendation #2:	Reconfirm government commitment to install and operate the two wind turbines committed to the project and the 13 wind turbines acquired by the additional cofinancing of the project, and photovoltaic systems, and formalise this through a signed agreement between the SIRF Fund and the managing entity (e.g. APUA or Ministry of Finance).
Challenge/problem to be addressed by the recommendation:	During the execution of the project, the governmental priorities of some entities were not aligned with the commitments made in the project, which resulted in the failure to sign an agreement for the purchase of the energy to be generated by the renewable energies acquired. The signing of this agreement is essential to demonstrate the feasibility of the financial mechanism proposed by the project, that is, to confirm the concept on which the project was based.
Priority Level:	Critical
Type of Recommendation	Partners
Responsibility:	National government
Proposed implementation time-frame:	Immediately
Cross-reference(s) to rationale and supporting discussions: 5.4 and 5.9.2.2	

Recommendation #3:	Verify the condition of the installed solar panels and wind turbine bases to ensure their safety and proper operation.
Challenge/problem to be addressed by the recommendation:	There are concerns about the safety of the turbines once they become operational, as complications have arisen in the construction of their foundations. There are technical discrepancies between their design and the construction of their foundations. In addition, the tensioning cables have not been maintained since their construction in 2023. The solar panels already installed (but not yet operational) since 2022 have not been maintained and plants are growing on some of them.
Priority Level:	Critical
Type of Recommendation	Partners
Responsibility:	National government and companies hired to sell and install the renewable energy technologies
Proposed implementation time-frame:	Immediately
Cross-reference(s) to rationale and supporting discussions: 5.9.5 and 5.4	

Recommendation #4:	Conduct a post-project Environmental Impact Assessment for the installation of the two wind turbines committed to the project at Sir Vivian Richards Stadium and the 13 wind turbines, acquired by the additional cofinancing of the project, at Parham.
Challenge/problem to be addressed by the recommendation:	It is considered a serious failure not to have conducted an Environmental Impact Assessment (EIA) prior to the installation of the 15 wind turbines at Parham and Sir Vivian Richards Stadium. In order to try to mitigate the possible impacts that could materialize on the bird and bat population and the surrounding communities due to the operation of the turbines, an EIA is recommended. At least this EIA will identify potential impacts on the environment and surrounding communities and propose mitigation measures to try to reduce these impacts.
Priority Level:	Critical
Type of Recommendation	Partners
Responsibility:	National government
Proposed implementation time-frame:	Immediately
Cross-reference(s) to rationale and supporting discussions: 5.9.5 and 5.4	

ANNEX I: RESPONSE TO STAKEHOLDER COMMENTS

Response to stakeholder comments received but not (fully) accepted by the evaluator(s), where appropriate

Reference	Stakeholder comment	Evaluator(s) Response	UNEP Evaluation Office Response
Para 9	In biodiversity, the development of a management plan for BPNP and wildfire strategy marked steps forward, but the lack of legal declaration of BPNP as a protected area and insufficient implementation left conservation and restoration goals unmet – (TM) This was indeed political and remained a matter of indecision; matter under continual deferral that severely compromised the project.	According to the collected evidence, several factors contributed to the lack of legal declaration of BPNP as a protected area. One key factor was that, during the project design phase, private landowners were neither adequately consulted nor sensitized about the proposed declaration. Consequently, during project implementation, they opposed the initiative, prompting the project team to organize multiple meetings and workshops to raise awareness about the importance of BPNP. Subsequently, discussions at DOE, as executing agency, emerged regarding whether to declare BPNP under the Physical Planning Act (2003) or the Environmental Protection and Management Act (EPMA) (2019). In 2021, the documentation required to declare BPNP was submitted to the Development Control Authority under the Physical Planning Act (2003). However, as this is a time-consuming process, the approval could not be completed during the project implementation period. In this regard, the main factors that influenced the non-designation of BPNP as a protected area were primarily social, institutional, and legal. The political factor may be implicit, but there is no clear evidence to support this. Paragraph 9 was adjusted to mention these factors. In addition, a footnote was included in paragraph 117 to explain these factors.	
Para 10	Key assumptions, including sustained political will and institutional support, were not met. - (TM) This was the major weakness; assumptions were ambitious	While political will and institutional support are assumptions beyond the project's direct control, they are critical for achieving strategic outcomes. Future project design could place greater emphasis on strategies to encourage and sustain these enabling conditions.	
Table 2	Criterion – Effectiveness: Rating 'U' - (TM) Consider against the evaluation criteria: Outputs U and Outcomes MU; the Effectiveness rating will be MU; Overall Project Performance Rating: 'U' - The overall rating would be MU based on consideration of Effectiveness rating	The Effectiveness section indicates that the rating for outputs is Highly Unsatisfactory, as only one of the 23 planned outputs was achieved. The rating for outcomes is Unsatisfactory, since none of the five project outcomes were fully achieved. These ratings were determined based on the Criterion Rating Descriptions Matrix. Consequently, the overall rating for Effectiveness is U, and the Overall Project Performance rating is also U. (TM) Noted, however still considered that progress, albeit partial, was made on 9 of the outputs and that these outputs should remain relevant as the EA continues work to bring these investments to operation. Similar for the outcome level attainment. Will defer to guidance/response of the EOU.	The ratings by the consultant have been derived from a consistent application of guidance in the EOU Criterion Rating Descriptions Matrix.

Reference	Stakeholder comment	Evaluator(s) Response	UNEP Evaluation Office Response
		(Evaluator) Noted. The Criterion Rating Descriptions Matrix states that a highly unsatisfactory rating applies when less than 20% of the planned or approved outputs were fully delivered.	
Page 44	Rating for Availability of Outputs: Highly Unsatisfactory - (TM) Based on the EO criteria, consider that the rating may be more aligned with and Unsatisfactory rating viz- 21 - 40% of the programmed outputs are available to the intended beneficiaries/users. The rest of the criteria under HU seems not consistent with the report assessment.	The rating for outputs is Highly Unsatisfactory, as only one of the 23 planned outputs was achieved. The rating was determined based on the Criterion Rating Descriptions Matrix. (TM) Indeed as in <u>fully</u> achieved; 9 were evaluated as partially achieved across the components hence reason for suggesting. The assumption is that use/application of these outputs should continue post-project. (Evaluator) Noted. The Criterion Rating Descriptions Matrix states that a highly unsatisfactory rating applies when less than 20% of the planned or approved outputs were fully delivered.	The ratings by the consultant have been derived from a consistent application of guidance in the EOU Criterion Rating Descriptions Matrix.
P51	Rating for Achievement of Project Outcomes: Unsatisfactory - (TM) Comparing the assessment with the rating criteria, a rating of MU may be more appropriate. For consideration.	The rating for outcomes is Unsatisfactory, since none of the five project outcomes were fully achieved. The rating was determined based on the Criterion Rating Descriptions Matrix. (TM) Noted; suggestion was in context of partial attainment against some of the outcome level targets. (Evaluator) Noted. The Criterion Rating Descriptions Matrix states that a moderately unsatisfactory rating applies when some project outcomes fully achieved, but do not include those most important to attain intermediate states/impact.	The ratings by the consultant have been derived from a consistent application of guidance in the EOU Criterion Rating Descriptions Matrix.
Para 211	Some work had to be repeated (e.g., drilling at Sir Vivian Richards Stadium) and there are now technical discrepancies between the design of the foundations and their construction. - (TM) This matter was never brought to attention in reporting; Question: did this apply to the platforms at the stadium? What is the extent to which quality is compromised? Is there a technical reference/source that substantiates this statement?	The technical discrepancies relate to the turbines acquired with additional co-financing. Output 3.5 in Table 13 and paragraph 211 were updated accordingly. Information on these discrepancies was gathered from stakeholder interviews and email correspondence. As assessing the extent of the quality issues is beyond the scope of this evaluation, it is recommended to contact DOE for further details. (TM) noted and will be pursued.	
Table 20	Effectiveness – Rating 'U'; Availability of outputs – rating HU; Achievement of project outcomes – rating U. (TM) Suggest re-consider Availability of outputs based on the evaluation criteria to 'U'; Suggest	The rating for outputs is Highly Unsatisfactory, as only one of the 23 planned outputs was achieved. The rating for outcomes is Unsatisfactory, since none of the five project outcomes were fully achieved. The ratings were determined based on the Criterion Rating Descriptions Matrix.	The ratings by the consultant have been derived from a consistent application of guidance in the EOU

Reference	Stakeholder comment	Evaluator(s) Response	UNEP Evaluation Office Response
	reconsidering Achievement of project outcomes to 'MU' based on criteria. This would re-calculate the overall rating for Effectiveness to MU rating (Excel weighted criteria table) with change of output and outcome ratings	(TM) noted; as per above, but defer to any further guidance from the EOU (Evaluator) Noted.	Criterion Rating Descriptions Matrix.
Table 20	Overall Project Performance Rating – 'U' (TM) Based on the above consideration (outputs and outcomes) the overall rating will be MU (verified using the Excel weighted ratings table)	Please see the previous response. (TM) as per above (Evaluator) Noted.	The ratings by the consultant have been derived from a consistent application of guidance in the EOU Criterion Rating Descriptions Matrix.
Annex VIII: GEF Portal Inputs	ANNEX X: GEF PORTAL INPUTS - Also of concern is the effectiveness of the construction of the wind turbine foundations built by the Ministry of Works. – (TM) was there supporting technical information to substantiate?	It is important to clarify that this is a concern rather than a technical finding. The issue was raised by stakeholders from different institutions. The evaluation also took into account the challenges faced in undertaking this task, particularly considering the limited experience of the institution responsible for its execution. Given that a technical assessment is beyond the scope of this evaluation, the precautionary principle was applied to emphasize this concern and recommend verification of the wind turbine foundations to ensure their safety and proper operation. (TM) this is well appreciated that it was raised in the evaluation and will be pursued.	

ANNEX II: EVALUATION FRAMEWORK/MATRIX

EVALUATION CRITERIA	SUBQUESTION	INDICATORS/MEANS OF VERIFICATION	DATA SOURCES
Strategic questions			
To what extent did project design and implementation take into consideration the unique context and challenges, such as limited human resource capacities, geographical remoteness and high transaction costs among others, faced by Small Island Developing States (SIDS)?		Level of adequacy of the project to the context and characteristics of the country	-ProDoc, PIF. -Assessment of adaptive measures implemented -Interviews with: project designers, national coordinator, project coordinator and team, and task manager. -PIRs and other progress reports, minutes of Project Steering Committee and Technical committee.
In what ways, and to what extent, were the recommendations from the Mid Term Review actioned upon?		- Number of Mid Term recommendation addressed by the project - Level of effect reported, perceived or observed derived from the implementation of the recommendations	-Mid Term Review report, PIRs and other progress reports. -Interviews with: national coordinator, project coordinator and team, and task manager. -Minutes of Project Steering Committee and Technical committee.
A) Strategic relevance			
Key question for strategic relevance: To what extent were the Project objectives relevant and suited to the priorities, policies and strategies of the implementing agencies, donors and target groups?			
Alignment to the UNEP Medium Term Strategy ³³ (MTS), Programme of Work (POW) and Strategic Priorities	Was the project in line with UNEP's Medium-Term Strategy (MTS), Programme of Work (POW) and Strategic Priorities and how?	- Degree of alignment with UNEP's MTS, POW and strategic priorities	-UNEP's Medium-Term Strategy (MTS), Programmes of Work (POWs) and other UNEP's relevant strategic documents -ProDoc -PIRs and other progress reports -Interviews with relevant UNEP staff including task manager

³³ UNEP's Medium-Term Strategy (MTS) is a document that guides UNEP's programme planning over a four-year period. It identifies UNEP's thematic priorities, known as Sub-programmes (SP), and sets out the desired outcomes, known as Expected Accomplishments (EAs), of the Sub-programmes. <https://www.unenvironment.org/about-un-environment/evaluation-office/our-evaluation-approach/un-environment-documents>

EVALUATION CRITERIA	SUBQUESTION	INDICATORS/MEANS OF VERIFICATION	DATA SOURCES
Alignment to Donor/GEF/Partner Strategic Priorities	Was the project in line with GEF strategies and focal areas and how?	- Degree of alignment with GEF strategies and focal areas	-GEF 5 Focal Area Strategies and other GEF relevant documents -PIRs and other progress reports -Interview with UNEP-GEF focal point
Relevance to Global, Regional, Sub-regional and National Environmental Priorities	Was the project congruent with global, regional, sub-regional and national environmental priorities and how?	- Degree of congruence with global, regional, sub-regional and national environmental priorities	-Medium Term Strategic Development Plan of Antigua and Barbuda (2016-2020) -Environmental management Strategy and Action Plan 2004-2009 -National Physical Development Plan - National Biodiversity Strategy and Action Plan -CARICOM strategic plans - Convention on Biodiversity's (CBD's) Strategic Plan and the Aichi Targets -Paris agreement on climate change - PIRs and other progress reports -Minutes of Project Steering Committee and Technical committee. -Interviews with national and local government authorities
Complementarity with Relevant Existing Interventions/Coherence	To what extent is the project building on synergies and complementarities with other relevant existing interventions and avoiding duplication of efforts?	-Level of complementarity of relevant interventions with the project -Level of reported, perceived or observed effect resulting from synergies and complementarities generated with other relevant projects	-ProDocs and progress/final reports of the following GEF projects: GEF ID: 4171, 5523, and 3858. -Other international and national interventions related to renewable energy and natural protected areas. -ProDoc, PIRs and other progress reports and minutes of the Project Steering Committee and Technical Committee.
B) Quality of project design			

EVALUATION CRITERIA	SUBQUESTION	INDICATORS/MEANS OF VERIFICATION	DATA SOURCES
Key question: To what extent did the project design quality was appropriate considering context, intended results, logical framework, among other aspects?			
Operating context, Project Preparation, Strategic Relevance, Intended Results and Causality, Logical Framework and Monitoring, Governance and Supervision Arrangements, Partnerships, Learning, Communication and Outreach, Financial Planning/Budgeting, Efficiency, Risk identification and Social Safeguards, Sustainability/ Replication and Catalytic Effects and Identified Project Design Weaknesses/ Gaps	Different aspects are assessed based on the Project Quality Design template (see Annex A)	- Result of Overall Project Design Quality rating	-ProDoc, PIF, PRC report. PIRs and other progress reports, updated Results Framework. -Interviews with project designers, national coordinator, project coordinator and team, task manager and relevant stakeholders and partners.
C) Nature of External Context			
Key question: Has the Project faced an unusually challenging operational environment that negatively affected project performance?			
Aspects related to external operating context	Has the Project faced an unusually challenging operational environment that negatively affected project performance, such as conflicts or security issues, government instability or risks of natural disasters?	-Identification and description of unusually challenging operational environment that negatively affected project performance - Number of Project extensions, logframe revisions and budget revisions	- PIRs and other progress reports, updated Results Framework and minutes of the Project Steering Committee and Technical Committee. -Interviews with national coordinator, project coordinator and team, task manager and relevant stakeholders and partners.
D) Effectiveness			
To what extent has the project delivered on its outputs and outcomes in each of its components and on its overall objective considering the reconstructed ToC?			
Availability of Outputs and Achievement of Project Outcomes	- Were outputs, outcomes and milestones delivered as planned? If not, what were the reasons of delay/changes? - To what extent do the outputs contribute to their planned outcomes? - How useful, relevant and appropriate did beneficiaries find the outputs produced by the project?	- Degree of achievement of the project's objective - Degree of achievement of the project's outputs - Degree of achievement of the project's outcomes - Would the outcomes have been achieved without the project? Why?	- ProDoc, reconstructed ToC, PIRs and other progress reports, updated Results Framework and minutes of the Project Steering Committee and Technical Committee. -Technical products and reports

EVALUATION CRITERIA	SUBQUESTION	INDICATORS/MEANS OF VERIFICATION	DATA SOURCES
	What is the quality of the outputs/outcomes achieved?	- Degree of quality of outcomes and outputs achieved	-Interviews with national coordinator, project coordinator and team, task manager and relevant stakeholders and partners. -Direct observation during field mission. - Potential survey results
	To what extent have the outputs/outcomes been owned and used by the users?	-Level of ownership and usefulness of the outputs/outcomes by the users	
	What factors facilitated or constrained the achievement of outcomes and outputs?	- Identification and description of the factors that favored the achievement of outputs and outcomes - Identification and description of the factors that limited the achievement of outputs and outcomes	
Likelihood of impact	- To what extent will the outcomes achieved enable the achievement of ToC intermediate states 1 and 2?	- Degree of accomplishment of key outcomes to achieve ToC intermediate states 1 and 2	- ProDoc, reconstructed ToC, PIRs and other progress reports, updated Results Framework and minutes of the Project Steering Committee and Technical Committee. -Interviews with national coordinator, project coordinator and team, task manager and other government officials, and relevant stakeholders and partners. -Direct observation during field mission. -UNEP's Medium-Term Strategy (MTS), Programmes of Work (POWs) and other UNEP's relevant strategic documents
	- Have the outputs/activities been replicated so far, or what is the potential for replication/scaling up of the project?	- Number of outputs/activities replicated so far - Number of pending/approved proposals to replicate or scale up project activities/outputs	
	-Have the project had any unintended results, positive or negative?	- Identification and description of unintended results - Level of reported, perceived or observed effect resulting from the project implementation	
	- Is the project likely to contribute to the long-lasting changes represented by the Sustainable Development Goals, and/or the intermediate-level results reflected in UNEP's MTS, POW and national strategic priorities?	- Degree of achievement of key outcomes to achieve ToC intermediate states 1 and 2	
E) Financial Management			
Was the financial management adequate, complete and effective?			
Adherence to UNEP's financial policies and procedures	Was the Project implemented in compliance with UN financial management standards and procedures?	- Level of compliance of financial management with UN financial management standards and procedures	-UN financial management standards and procedures -Financial reports, audit reports and Anubis platform -ProDoc, PIRs and other progress reports -Minutes of the Project Steering Committee and Technical Committee.
Completeness of financial information	- What was the actual expenditure across the life of the Project? Was the projects' key financial information complete?	- Level of completeness of key financial information	
	- To what extent were the projects' expenditures in line with the corresponding approved budget? - What changes, if any, have been made to the projects' budget and why?	- Degree of alignment between project' expenditures and the corresponding approved budget	

EVALUATION CRITERIA	SUBQUESTION	INDICATORS/MEANS OF VERIFICATION	DATA SOURCES
Communication between financial and Project management staff	- To what extent did the quality of communication between project management and financial management staff affect project efficiency?	- Frequency of communication between project management and financial management staff - Level of effectiveness of communication between project management and financial management staff - Degree of alignment between project' expenditures and the corresponding approved budget	-Interviews with national coordinator, project coordinator and financial assistant, task manager and other government and UNEP officials, and relevant stakeholders and partners -Direct observation during field mission
F) Efficiency			
To what extent the project delivered maximum results from the given resources?			
Cost-effectiveness and timeliness of project execution	To what extent has the project achieved its results at the lowest possible cost? Were any cost or time-saving measures put in place to maximize results within the secured budget and agreed project timeframe? - Did the project make use of/build upon pre-existing institutions, agreements and partnerships, data sources, etc. to increase project efficiency? How? - What factors have caused delays (if any) and have affected project execution, costs and effectiveness? How? - Were events leading to completion of activities sequenced efficiently? - What was the role of the project's governance structure and management approach on its efficiency?	- Level of achievement of outcomes within the project budget - Identify and describe cost and/or time-saving measures implemented to maximize results within the secured budget and agreed project timeframe	-ProDoc, PIRs and other progress reports, PoW. -Financial reports, audit reports and Anubis platform -Minutes of the Project Steering Committee and Technical Committee -Interviews with national coordinator, project coordinator and financial assistant, task manager and other government and UNEP officials, and relevant stakeholders and partners
	To what extend were the planned activities carried out according to expected timeframes?	-Level of compliance with the annual work plan	
	To what extent could project extensions have been avoided through stronger project management?	- Description of the reasons for the project extensions - Identification and description of any negative impacts caused by project extensions	
G) Monitoring and Reporting			
What was the quality of the project monitoring and reporting?			
Monitoring design and budgeting	Was the monitoring plan sufficient and robust?	- Level of appropriateness of the monitoring plan to make an effective project monitoring	-ProDoc and updated results framework -Monitoring reports and products -Mid-term review report

EVALUATION CRITERIA	SUBQUESTION	INDICATORS/MEANS OF VERIFICATION	DATA SOURCES
	To what extent were the allocated funds adequate for monitoring purposes, and for the mid-term and terminal evaluations?	- Rate of SMART indicators considering the total number of indicators in the results framework -Degree of quality of the monitoring and evaluation products	-Interviews with national coordinator, project coordinator and monitoring specialist (if available) and task manager
Monitoring of project implementation	To what extent was the monitoring system operational and facilitated the timely tracking of results and progress towards project objectives? - To what extent was the information, generated by the monitoring system, used to adapt and improve project execution, achievement of outcomes and ensure sustainability? - To what extent were the allocated funds for monitoring actually used to support monitoring?	- Degree of implementation of the activities of the monitoring plan -Existence of a monthly or quarterly progress monitoring tool - Degree of usefulness and quality of the monitoring system to adapt and improve project execution	-ProDoc and updated results framework -Monitoring reports and products -Mid-term review report -Monitoring tool (if available) -Interviews with national coordinator, project coordinator and monitoring specialist (if available) and task manager, and relevant stakeholders and partners
	What was the performance at the project's completion against Core Indicator Targets? (For projects approved prior to GEF-7, these indicators will be identified retrospectively and comments on performance provided).	-Percentage of project key indicators targets achieved considering the total key indicators	
	Project reporting	To what extent have UNEP and donor reporting commitments been fulfilled?	
H) Sustainability			
What is the likelihood that the project results will be useful or persist after the end of the project?			
Socio-political sustainability	To what extent could social or political factors in the country support the continuation and further development of the benefits derived from project outcomes?	- Identification and description of the social and/or political factors that may favor the sustainability of outcomes - Number of follow-up initiatives and plans by government to finish/ continue project activities and obtain the expected benefits (including designated budgets)	-Proposals or initiatives to continue further with project activities -Interviews with high level representatives of the Department of Environment and other government partners; representatives of IRENA and relevant stakeholders; and relevant UNEP officials
Financial sustainability	To what extent are project outcomes dependent on future funding to continue delivering the benefits obtained? What is the likelihood that outcomes that depend on future funding will be able to obtain it?	- Degree of financial needs to obtain the remaining and thus obtain the pending outcomes, and also to ensure that outcomes achieved continue to provide benefits. - Identification and description of initiatives to obtain the necessary funding	-Proposals or initiatives to continue further with project activities -Interviews with high level representatives of the Department of Environment and other government partners;

EVALUATION CRITERIA	SUBQUESTION	INDICATORS/MEANS OF VERIFICATION	DATA SOURCES
		to ensure that all project benefits will be reached and sustained.	representatives of IRENA and relevant stakeholders; and relevant UNEP officials
Institutional sustainability	To what extent are project outcomes dependent on issues relating to institutional frameworks and governance to continue delivering the benefits obtained? To what extent are institutional frameworks, policies, and legal and accountability frameworks in place and robust enough to support the sustainability of project outcomes?	- Number and quality of policies and legal and accountability frameworks - Number of follow-up initiatives/activities initiated by governments	-Initiatives/projects that will continue with the operation of the interpretation center at Christian Valley and protection and sustainable use of the Boggy Peak National Park, and the wind power plant at the Sir Vivian Richards Stadium -Draft/approved legislation of policies -Interviews with high level representatives of the Department of Environment and other government partners; representatives of IRENA, and relevant stakeholders and UNEP officials -Minutes of the Steering Committee and Technical Committee
I) Factors affecting project performance and cross-cutting issues			
To what extent and how different factors affected project performance and how effectively cross-cutting issues were addressed			
Preparation and readiness	To what extent did the Project ensure that all necessary conditions were met or in place to ensure effective project implementation in the time between project approval and first disbursement of resources?	- Number and quality of appropriate measures/actions implemented to: • address weaknesses in the project design • respond to changes that took place between project approval • securing of funds and project mobilisation • ensure effective stakeholder engagement and partnership agreements- • assess partner capacities and develop initial staffing and financing arrangements	- Inception report/minute of the inception workshop with list of participants -Minutes of the Steering Committee and Technical Committee - PIRs and other progress reports - Interviews with national coordinator, project coordinator and team, task manager and relevant stakeholders and partners.

EVALUATION CRITERIA	SUBQUESTION	INDICATORS/MEANS OF VERIFICATION	DATA SOURCES
		- Degree of project preparation and readiness to start implementation	
Quality of project management and supervision	To what extent was project management effective?	- Level of performance of the executing agency as perceived by relevant partners and stakeholders - Number and quality of adaptation measures implemented to ensure effective project execution - Level of communication and collaboration with UNEP	-Interviews with UNEP team, relevant partners and stakeholders -PIRs and other progress reports -Minutes of the Steering Committee and Technical Committee, and minutes of meetings between government and UNEP teams.
	To what extent were the supervision and technical backstopping provided by UNEP to the project effective?	- Level of performance of the implementing agency as perceived by relevant partners and stakeholders - Frequency of technical backstopping - Number of field visits to supervise project execution - Frequency of technical and supervision meetings - Number and quality of recommended measures for effective project execution	-Interviews with government team, relevant partners and stakeholders -PIRs and other progress reports -Reports of task manager field visits -Minutes of meetings between government and UNEP teams -Minutes of the Steering Committee and Technical Committee
Stakeholder participation and cooperation	- Were all important project stakeholders properly identified at Project design and duly involved in Project implementation? - What consultation and communication mechanisms were put in place to ensure an active stakeholder engagement and ownership? Were these effective? - What was the level of support provided to maximise collaboration and coherence between stakeholders? - What measures were taken to ensure inclusion and participation of all differentiated groups, including gender and vulnerable groups?	- Rate of stakeholders that effectively participated in the project taking into account the total expected number of stakeholders identified in ProDoc - Degree of project ownership by key stakeholders - Examples of stakeholder contributions to project implementation	-ProDoc -PIRs and other progress reports -Interviews with relevant stakeholders -Direct observation during field visits
	What were the progress, challenges and outcomes regarding engagement of stakeholders in the project/program as evolved from the time of the MTR? <i>(This should be based on the description included in the Stakeholder Engagement Plan or equivalent documentation submitted at CEO Endorsement/Approval)</i>	- Description and assessment of the progress, challenges and outcomes regarding engagement of stakeholders in the project/program as evolved from the time of the MTR	

EVALUATION CRITERIA	SUBQUESTION	INDICATORS/MEANS OF VERIFICATION	DATA SOURCES
Responsiveness to human rights and gender equality	To what extent the project has applied/adhered the UN Common Understanding on the human rights-based approach (HRBA), the UN Declaration on the Rights of Indigenous People and UNEP's Policy and Strategy for Gender Equality and the Environment?	- Degree of alignment of project activities with policies related to human rights and gender	- UN Common Understanding on the human rights-based approach (HRBA), the UN Declaration on the Rights of Indigenous People and UNEP's Policy and Strategy for Gender Equality and the Environment -ProDoc and updated Results Framework -PIRs and other progress reports -Interviews with national coordinator, project coordinator and team, task manager and vulnerable groups (women, youth).
	To what extent did project implementation and monitoring take into consideration: * Possible inequalities (especially gender-related) * Specific vulnerabilities of disadvantaged groups (especially women, youth, children) to environmental degradation or disasters * The role of disadvantaged groups (especially gender-related) in mitigating or adapting to environmental changes and engaging in environmental protection and rehabilitation	- Examples of gender mainstreaming in project activities - Gender-sensitive data collected	-Interviews with women who participated in the project as executors, implementers or beneficiaries. -PIRs and other progress reports -Monitoring tool (if available)
	What were the completed gender-responsive measures and, if applicable, actual gender result areas? (This should be based on the documentation at CEO Endorsement/Approval, including gender-sensitive indicators contained in the project results framework or gender action plan or equivalent)	-Identification and description of gender-responsive measures implemented by the project	
Environmental and social safeguards	To what extent were environmental and social safeguards taking into account during project implementation?	- Number and quality of measures/ reviews (e.g., review of risk ratings; monitoring projects for potential safeguards-issues, responses to safeguards-issues) implemented to monitor and address environmental and social safeguards and minimize UNEP's environmental footprint.	-ProDoc -Safeguards plan -PIRs and other progress reports -Minutes of the Steering Committee and Technical Committee -Interviews with national coordinator, project coordinator and team, task manager and relevant stakeholders and partners
	What was the progress made in the implementation of the management measures against the Safeguards Plan submitted at CEO Approval? The risk classifications reported	- Level of compliance with the safeguards plan submitted for CEO approval.	

EVALUATION CRITERIA	SUBQUESTION	INDICATORS/MEANS OF VERIFICATION	DATA SOURCES
	in the latest PIR report should be verified and the findings of the effectiveness of any measures or lessons learned taken to address identified risks assessed. <i>(Any supporting documents gathered by the Consultant during this review should be shared with the Task Manager for uploading in the GEF Portal)</i>		-Direct observation during field mission
Country ownership and drivenness	- To what extent was the government / public sector qualitatively involved with the project? (in respect to the need to embed the outputs and outcomes of project work in their respective institutions) - How did this contribute to embed changes in their respective institutions and offices? - To what extent do these representatives/agencies consider the needs or interest of all gendered and marginalised groups?	- Number of project outputs and outcomes entrenched in government / public sector institutions - Degree to which project results have been adopted/approved and championed nationally - Degree to which the country has willingly resourced the project and its outcomes and indicated on-going budgetary funding and capacity for supporting the operation of the interpretation center at Christian Valley, conservation and sustainable use of the Boggy Peak National Park and the wind power plant at the Sir Vivian Richards Stadium.	-ProDoc, updated Results Framework -PIRs and other progress reports -Minutes of the Steering Committee and Technical Committee
Communication and public awareness	How effective were the communication of learning and sharing of experiences among project partners and stakeholders, and public awareness activities? Which public awareness activities were undertaken during Project implementation? - To what extent did they influence attitudes or shape behaviour among wider communities and civil society at large? How? To what extent were existing communication channels and networks used effectively, including meeting the differentiated needs of gendered or marginalized groups?	-Existence of a communication strategy - Number and quality of communication products prepared -Number and quality of experience sharing activities - Degree of awareness of interviewed stakeholders about renewable energy, biodiversity management, fire prevention and forest restoration.	-ProDoc -PIRs and other progress reports -Communication strategy (if available) -Communication products -Interviews with participants in awareness-raising activities, project coordinator and team and task manager.
	What were the challenges and outcomes regarding the project's completed Knowledge Management Approach, including: Knowledge and Learning Deliverables (e.g. website/platform development); Knowledge Products/Events; Communication Strategy; Lessons Learned and Good Practice; Adaptive Management Actions? <i>(This should be based on the documentation approved at CEO Endorsement/Approval)</i>	-Identification, assessment and description of the activities related to knowledge management	

ANNEX III: PEOPLE CONSULTED DURING THE EVALUATION

INSTITUTION	POSITION/ROLE IN THE PROJECT	GENDER
Department of Environment of the Ministry of Health, Wellness and Environment	Permanent Secretary, Ministry of Environment and SIRF Fund Board	F
	Deputy Chair and Project Management Committee (PMC) Chair	
	SIRF Fund Board Member/ Project Manager (DOE)	F
	Project Technical Officer	M
	Project Technical Officer	F
	Project Technical Officer	F
	Project Technical Officer	M
	Monitoring and Evaluation Associate and Project Technical Officer	M
	SIRF Fund Loans Officer	F
	SIRF Fund Loans Officer	F
	Nursery manager	M
Antigua Public Utilities Authority	Consultant, Former Technical Project Officer at DOE	M
	General Manager	M
	Electricity Business Unit Manager	M
	Electricity Business Unit Superintendent	M
	Electricity Business Unit Engineer	M
	Electricity Business Unit Customer Service Engineer	M
Ministry of Finance	Water Business Unit Manager	M
	SIRF Fund Board Chair	F
Development Control Authority	SIRF Fund Board Member	F
	SIRF Fund Board Member	M
Antigua and Barbuda Survey Department of Ministry of Work	Assistant Surveyor I	M
	Surveyor	M
	Field Assistant	F
	Field Assistant	M
Ministry of Tourism, Civil Aviation, Transportation & Investment	Past Sustainable Tourism Officer	F
St. Johns Fire Station	Fire Chief	M
	ASP	M
	Fireman	M
Environmental Awareness Group	Past Executive Director/Offshore Island Conservation Programme Coordinator	F
	Offshore Island Conservation Programme Coordinator	F
Clare Hall Clinic Zone III	Clinic Supervisor	F
Jennings Clinic	Clinic Supervisor	F
	Teacher	F
Clare Hall Secondary School	Acting Head of Department	F
UNEP	Task Manager	M
	Fund Management Officer	M
	Program Assistant	F
International Renewable Energy Agency (IRENA)	Programme Officer – Project Financing	F
	Programme Officer – Project Financing	F
Vergnet Europe & Co.	O&M Manager/Project Manager	F

Focus Group: Project Management Committee (PMC)

ROLE IN THE PROJECT	POSITION	GENDER
PMC Chair	Permanent Secretary, Ministry of Health, Wellness and the Environment	F
PMC Deputy Chair	Principle Assistant Secretary, Ministry of Health, Wellness and the Environment	F
PMC Member	Budget Analyst, Ministry of Finance	F
PMC Member	Permanent Secretary, Ministry of Housing, Lands and Urban Renewal	M
PMC Member	Principle Assistant, Ministry of Agriculture	F
PMC Member	Department of Environment	F

The names of respondents have been excluded for confidentiality

ANNEX IV: KEY DOCUMENTS CONSULTED

- 1) Project Identification Form
- 2) Updated Results Framework
- 3) Annual work plans
- 4) Project Document
- 5) Project Cooperation Agreement (PCA) and its associated amendments
- 6) Annual GEF Project Implementation Review (PIR) report and other progress reports
- 7) Official text of the Convention on Biodiversity's (CBD's) Strategic Plan and the Aichi Targets
- 8) The Paris agreement on climate change
- 9) Project Inception Report
- 10) Financial and audit reports, budget revisions, certified financial statements and co-financing documentation
- 11) UNEP supervision visit reports
- 12) Minutes of Project Steering Committee and Advisory Technical Committee
- 13) Mid-term Review Report and management response
- 14) Communication, awareness-raising and knowledge management products/materials, including gender strategies
- 15) Project deliverables (technical reports and products)
- 16) ProDoc and progress reports of the GEF projects 5523, 9402 and 10281
- 17) Project Review Committee report
- 18) GEF Tracking Tools and GEF 5 Focal Area Strategies
- 19) Relevant government plans and strategies such as:
 - Medium Term Strategic Development Plan of Antigua and Barbuda (2016-2020);
 - Environmental management Strategy and Action Plan 2004-2009;
 - National Physical Development Plan;
 - National Biodiversity Strategy and Action Plan; CARICOM strategic plans
- 20) UN Strategic and policy documents including but not limited to:
 - UNEP PoW;
 - UNEP MTS;
 - UN Common Understanding on the Human Rights Based Approach (HRBA);
 - UN Declaration on the Rights of Indigenous People; and
 - UNEP's Policy and Strategy for Gender Equality and the Environment

ANNEX V: EVALUATION ITINERARY

DATE	TIME	INSTITUTION	POSITION
24 February 2025	9:30 - 11:30	Department of Environment of the Ministry of Health, Wellness and Environment	SIRF Fund Board Member/ Project Manager (DOE)
	13:00-13:45	Department of Environment of the Ministry of Health, Wellness and Environment	Technical Project Officer
	13:45 - 15:00	Department of Environment of the Ministry of Health, Wellness and Environment	Monitoring & Evaluation Officer (and SIRF Fund Support) and other members of the Project Management Unit
	15:00 - 16:30	Department of Environment of the Ministry of Health, Wellness and Environment	SIRF Fund Board Member and PMC Deputy Chair (Principle Assistant Secretary)/SIRF Fund Loans Officer/SIRF Fund Loans Officer
25 February 2025	9:00 - 12:00	Visit at Sir Vivian Richards Stadium	
	11:00 - 12:00	APUA Water Business Unit /APUA Electricity Business Unit	Water Business Unit Manager (Retired)/ Electricity Business Unit Manager
	13:00 - 15:00	Clare Hall Secondary School	Acting Head of Department
	15:00 - 16:00	DOE	In charge of reforested areas
26 February 2025	9:00 - 11:00	Christian Valley Interpretation Centre in Boggy Peak National Park	
	11:00 - 13:00	Clare Hall and Jennings Clinic	Clinic Supervisor
	15:30 - 16:30	Fire Chief	
27 February 2025	7:00 - 8:00	Consultant	Technical support for wind turbines
	8:30 - 9:30	Environmental Awareness Group	Past Executive Director/Offshore Island Conservation Programme Coordinator
	10:00	SIRF Fund Meeting	
	13:30	PMC Meeting (Focus group)	
28 February 2025	11:30 - 12:30	Debriefing	
	13:30-14:30	Antigua and Barbuda Survey Department	
	14:30 - 15:30	Environmental Awareness Group	Offshore Island Conservation Programme Coordinator

The names of respondents have been excluded for confidentiality

ANNEX VI: ASSESSMENT OF PLANNING AND MANAGEMENT OF ENVIRONMENTAL AND SOCIAL SAFEGUARDS

Objectives:

- [i] To assess sufficiency in planning for [Environmental and Social] Safeguards during project design
- [ii] To assess management responsiveness to Environmental and Social Risks during project implementation

PART I.

Step 1: Identification of Safeguard Standards deemed relevant to the project

Safeguard Standards (SS) deemed relevant to the project	Identified at project design ³⁴	Identified at project implementation ³⁵	Identified at evaluation	Notes
	Y/N	Y/N	Y/N	
SS 1: Biodiversity, Ecosystems and Sustainable Natural Resource Management	Partially	Y	Y	The project's environmental and social safeguards analysis could have been more robust and there is no safeguards plan as such that clearly identifies the environmental and social safeguards and proposed mitigation measures. In particular, the installation of the wind turbines and the construction and operation of the Interpretive Center merited the inclusion of safeguards to avoid potential adverse effects. The safeguards section explicitly does not indicate the need to conduct an environmental impact assessment for the installation of the turbines and the construction and operation of the Interpretation Center. The need for an EIA for the installation of the wind turbines is rather specified in the Results Framework, although this was not elaborated. The need for an EIA for the interpretation center was identified during project implementation.
SS 2: Climate Change and Disaster Risks				
SS 3: Pollution Prevention and Resource Efficiency				
SS 4: Community Health, Safety and Security				
SS 5: Cultural Heritage				
SS 6: Displacement and Involuntary Resettlement				
SS 7: Indigenous Peoples				
SS 8: Labour and working conditions				

³⁴ E.g. Project document, CEO Endorsement, etc.

³⁵ E.g. GEF Project Implementation Report (PIR), Progress Report, Mid-term Review, etc.

Step 2: Identification of Risks under each Safeguard Standard deemed relevant to the project

SS 1: Biodiversity, Ecosystems and Sustainable Natural Resource Management				
Did the project involve or lead to:	Risk identified at project design (Y/N)	Risk identified at project implementation (Y/N)	Risk identified at evaluation (Y/N)	Notes
1.1 conversion or degradation of habitats (including modified habitat, natural habitat and critical natural habitat) or losses and threats to biodiversity and/or ecosystems and ecosystem services?	N	Y	Y	According to the EIA review, carried out during the PPG phase, the installation of the turbines could affect birds, bats and wetland endemic plants, as well as nearby communities due to the noise the turbines may generate. In addition, there is a concern that increased tourist visits to the Centre, once it becomes operational, may facilitate the spread of the giant African snail, which is one of the invasive alien species that have been earmarked as national priority concerns for Antigua and Barbuda (Convention on Biological Diversity Caribbean Community, 2017 ³⁶). This invasive species can be considered as a threat to the biodiversity of BPNP. The 2017 PIR indicated that the Environmental and Social Safeguards Unit of the Department of Environment was developing an action plan to manage the risks of invasive species in the project. However, there is still no evidence of the existence of the action plan.

PART II**Step 3a: Evidence of mitigative measures by project management³⁷ for Environmental and Social Risks identified at project design and/or during implementation**

Identified Safeguard Standards Risks	Mitigation / avoidance/ management approach	Supporting documentation ³⁸
Wind turbines can affect birds, bats and endemic plants in wetlands	An EIA had to be carried due to the installation of the wind turbines.	PRODOC
Construction and operation of the Interpretation Centre may cause the spread of invasive species	An EIA was conducted and an action plan to manage the risks of invasive species in the project was recommended. However, there is still no evidence of the existence of the action plan.	2016 and 2017 PIR

³⁶ Convention on Biological Diversity/Caribbean Community, 2017. Antigua and Barbuda. 2017 Dossier on Invasive Alien Species. Produced for the Caribbean Regional Workshop on Invasive Alien Species and Progress Towards Aichi Target 9.

³⁷ For most low-moderate risk projects, good practice approach may be sufficient. In that case, no separate management plan is necessary. Instead, the project document demonstrates safeguard management approach in the project activities, budget, risks management, stakeholder engagement or/and monitoring segments of the project document to avoid or minimize the identified potential risks without preparing a separate safeguard management plan.

³⁸ E.g., GEF Project Implementation Report (PIR), Progress Report, Minutes, etc.

Step 3b: Observed Environmental and Social Risks that were overlooked at project design and/or during project implementation

Unidentified Safeguard Standards Risks	Consequence of Risk to the Project	Justification (source of information)
Wind turbines could affect birds, bats and human population	The proximity of wind turbines to important bird areas was a risk considered in ProDoc, which was monitored in the PIRs; however, this risk was no longer tracked since wind turbines were not installed at Crabbs. If the turbines are close to human communities, the noise could affect them.	2020 PIR

Step 4: Overall assessment

Sufficiency in planning for Safeguard Standards and associated risks during project design:

During the project design phase, a more robust assessment of the project's environmental and social safeguards (ESS) was required, along with the development of a safeguards plan to clearly identify the ESS and mitigation measures that would be implemented during project implementation.

Responsiveness (evidence of mitigative measures by project management) to Environmental and Social Risks identified during project implementation:

During the project implementation, an environmental impact assessment (EIA) was carried out for the construction of the Interpretation Center, as the project team identified it as a potential environmental risk. This assessment was not required in the ProDoc; therefore it was a mitigation measure for a risk identified during the project implementation. However, the project did not carry out an EIA for the installation of the wind turbines, which was required in the ProDoc.

Negative effects from unidentified Environmental and Social Risks³⁹

Wind turbines could affect birds and bats population as they can be injured by the turbine blades. If the turbines are close to human communities, the noise could affect them.

³⁹ Refer to table 3b above

ANNEX VII: BRIEF CV OF THE EVALUATOR

Name	Teresita Romero-Torres
Profession	Independent Evaluator
Nationality	Mexican
Country experience	• Africa: Equatorial Guinea • Americas: Guatemala, El Salvador, Bolivia, Colombia, Venezuela, Ecuador, Chile, Argentina, Uruguay and the Caribbean Region • Asia: China
Education	• Imperial College London, United Kingdom PhD on Environmental Sciences • National Autonomous University of Mexico Master's degree in Environmental Engineering with honors • National Autonomous University of Mexico Biology with honors • Diploma in Public Policy and Evaluation Clear-Regional Centers for Learning on Evaluation and Results and the National Council of Social Development Policy Evaluation (CONEVAL)

Short biography

Dr. Romero-Torres is an expert in the evaluation of environmental and climate change policies and projects, with more than 10 years of experience in this field. As a public official, she contributed to the establishment of Mexico's Climate Policy Monitoring & Evaluation System. She also participated in the evaluation of strategic instruments of Mexico's climate policy. As an independent evaluator, she has participated in the thematic evaluation of the Food and Agriculture Organization of the United Nations (FAO) work in support to SDG 14 Life Below Water, and in the evaluations of the FAO's Country Program in Mexico and Colombia, and UNIDO's Country Program in China. She has also conducted 26 evaluations of projects related to sustainable use of natural resources, climate change and chemicals management, for FAO, UNDP, UNEP and UNIDO, among others.

Key specialties and capabilities cover:

- Evaluation of environmental and climate change policies and projects

Selected assignments and experiences

- International evaluator of the **FAO's Country Program in Colombia**. Consultancy hired by FAO. November 2024-May 2025.
- Member of the evaluation team for the evaluation of the **United Nations Industrial Development Organization (UNIDO) Country Program in China**. Consultancy hired by UNIDO. May-September 2024.
- National consultant for the development of the **Country Case Studies in Mexico and Trinidad and Tobago** as part of the Evaluation of FAO's support to Life Below Water (SDG 14). Consultancy hired by FAO. June-October 2022.
- **INTERNATIONAL EVALUATOR OF THE FINAL EVALUATION OF THE PROJECT EVALUATION OF FISHERY RESOURCES IN EQUATORIAL GUINEA (UTF/EQG/005/EQG). CONSULTANCY HIRED BY FAO. 5 AUGUST- 10 DECEMBER 2021.**
- National evaluator. **Country Program Evaluation of FAO in Mexico** (climate change area). Consultancy hired by FAO. September 2018-January 2019.
- **Public official** at the **National Institute of Ecology and Climate Change of Mexico** as Director of Evaluation Planning and Management from October 2013 to January 2017.

ANNEX VIII: GEF PORTAL INPUTS

The following table contains text to be uploaded to the GEF Portal. **It will be drawn from the Evaluation Report, either as copied or summarised text.** In each case, references should be provided for the paragraphs and pages of the report from which the responses have been copied or summarised.

Table X: GEF portal inputs

Question: What was the performance at the project's completion against Core Indicator Targets? (For projects approved prior to GEF-7⁴⁰, these indicators will be identified retrospectively and comments on performance provided⁴¹).
Response: <i>(Might be drawn from Monitoring and Reporting section)</i> The project's performance with respect to the core indicator targets was low. Strategic results, such as reducing CO₂ emissions through the use of renewable technologies and improving the management of protected areas, were not achieved. Only minimal or baseline progress was made in financing protected areas through the operation of the SIRF Fund and carbon sequestration through restoration (Section: Effectiveness, paragraphs 127-135). The project was approved prior to GEF-7, therefore the core indicators targets, identified retrospectively, are the following (although it is important to mention that the targets were slightly reworded to better clarity: 1) Target (Outcome 1): the SIRF Fund begins to accept applications for funding and making small disbursements to cover 10% of recurrent costs Achievement: Partially achieved. The SIRF fund business plan has been implemented but it was not approved by the Cabinet. The Fund did not receive revenues from the renewable energy 2) Target (Outcome 2): Management Effectiveness Tracking Tool (METT) Assessment Protected areas threat: 32 (baseline 34) Assessment form: 33 (baseline 27) Financial sustainability: 50 (baseline 11) Achievement: Not achieved. During project implementation it was not possible to declare Boggy Peak National Park as a new protected area, therefore, no action was taken to improve management effectiveness. 3) Target (Outcome 3): Reduction of 100,000 tons of CO₂ emissions through GHG inventory calculations Achievement: Not achieved. Since the renewable energy technologies were not operating, no CO₂ reduction was achieved. 4) Target (Outcome 4.1): Forested areas sustainability managed to achieve carbon sequestration goals of annual tons CO₂ savings 43,216 achieved Achievement: Partially achieved. Only a baseline carbon storage and sequestration scenario was established using historic land cover datasets.
Question: What were the progress, challenges and outcomes regarding engagement of stakeholders in the project/program as evolved from the time of the MTR? <i>(This should be based on the description included in the Stakeholder Engagement Plan or equivalent documentation submitted at CEO Endorsement/Approval)</i>

⁴⁰ The GEF is currently operating under the seventh replenishment period of the GEF Trust Fund covering the period July 1, 2018 to June 30, 2022. The GEF Portal Reporting Guide for FY20 Reporting Process indicates that GEF-6 projects that have yet to map existing indicators to GEF-7 Core Indicators need to do so at MTR stage or (if already there) at the time of the TE. (i.e. not GEF projects approved before GEF-6)

⁴¹ This is not applicable for Enabling Activities

Response: *(Might be drawn from Factors Affecting Performance section)*

The project design involved more than ten government agencies as stakeholders, which was positive in terms of building national capacity and securing additional co-financing. In addition, the Technical Advisory Committee included relevant institutions, such as the Ministry of Tourism, to support the sustainable management of protected areas. However, due to COVID-19 and the suspension of UNEP disbursements, the additional co-financing that had been planned could not materialize. One challenge faced by the project was trying to realign the priorities of the institution responsible for energy management in the country in order to advance the management of the renewable technologies that would be installed. This could not be achieved and affected the project's performance. In addition, the delayed response of the relevant institutions in advancing specific project activities posed a challenge and also caused significant delays in project implementation. The lack of experience in carrying out some of the tasks undertaken by the institutions also caused technical complications in the process of installing renewable technologies.

Furthermore, given that the project did not achieve most of the expected results, collaboration and synergy with institutions did not yield the expected results.

The consultations held with landowners in Boggy Peak National Park to raise awareness and obtain their consent to declare the park a protected area are noteworthy. However, this awareness-raising should have been carried out during the design phase. The declaration could not be achieved during the implementation of the project (Section: Stakeholders participation and cooperation, paragraphs 196-198) and section Partners/Executing Agency, paragraphs 188-195).

Question: What were the completed gender-responsive measures and, if applicable, actual gender result areas? *(This should be based on the documentation at CEO Endorsement/Approval, including gender-sensitive indicators contained in the project results framework or gender action plan or equivalent)*

Response: *(Might be drawn from Factors Affecting Performance section)*

GEF-5 cycle projects were not required to do a gender analysis or action plan during project design. Thus, the ProDoc did not provide particular indications on gender inclusion and the project did not implement any gender-responsive measure. However, since the project ended in 2023, the project team could have better integrated gender considerations during implementation (Responsiveness to human rights and gender equality section, paragraphs (199-200)).

Question: What was the progress made in the implementation of the management measures against the Safeguards Plan submitted at CEO Approval? The risk classifications reported in the latest PIR report should be verified and the findings of the effectiveness of any measures or lessons learned taken to address identified risks assessed. *(Any supporting documents gathered by the Consultant during this review should be shared with the Task Manager for uploading in the GEF Portal)*

Response: *(Might be drawn from Factors Affecting Performance section)*

No risk rating was assigned at CEO Endorsement and no safeguards plan was developed during the design of the project. Therefore, it was not possible to determine whether the risk of the project remained the same, increased, or decreased. This was also due to the fact that the assessment of environmental and social safeguards presented in the ProDoc is considered weak. Although this assessment identified the installation of turbines in Crabbs as a risk, it did not indicate the need to conduct an Environmental Impact Assessment (EIA) to propose risk mitigation measures. The indication to conduct an EIA was included in the Results Framework. Although some PIRs reported monitoring the installation of the turbines to avoid environmental and social risks, there was no follow-up on the EIA to mitigate the risks posed by the installation of the turbines. The turbine bases were installed at sites other than those initially planned in the ProDoc, and there is no evidence that the EIA was carried out. Although the turbines are not yet in operation, this risk is latent and significant for the environment and communities. Also of concern is the effectiveness of the construction of the wind turbine foundations built by the Ministry of Works. Another concern is the integrity and safety of the photovoltaic equipment and parts of the wind turbines already installed, which are not receiving any maintenance.

Similarly, the safeguards section of the ProDoc did not include the requirement to conduct an EIA for the construction of the Interpretation Center in Boggy Peak National Park, which would be

declared a protected area. However, the project did conduct an EIA, although there is no evidence of the risk mitigation plan that should have been developed (Section: Environmental and Social Safeguards, paragraphs 201-211).

Question: What were the challenges and outcomes regarding the project's completed Knowledge Management Approach, including: Knowledge and Learning Deliverables (e.g. website/platform development); Knowledge Products/Events; Communication Strategy; Lessons Learned and Good Practice; Adaptive Management Actions? *(This should be based on the documentation approved at CEO Endorsement/Approval)*

Response: *(Might be drawn from Factors Affecting Performance section)*

The ProDoc did not include a knowledge management approach or a communication strategy, nor did it commit to delivering any knowledge and learning products. Due to limitations in the project management structure and the constraints of the budget, the project did not propose a knowledge management strategy during its implementation, nor did it have a person responsible for this task. The project generated some communication materials, such as press releases and videos on the project's progress, and disseminated some achievements, such as the construction of the Interpretation Center, through social media platforms (Communication and Public Awareness section, paragraph 214).

Question: What are the main findings of the evaluation?

Response:

The project introduced an innovative mechanism linking renewable energy with protected area management, with replication potential despite limited demonstration. Low technical capacity, design and management gaps, partner delays, and COVID-19 constrained results, while extended execution reduced efficiency. Strong national policy and government support offer potential for continuity if institutional alignment improves. Environmental and social safeguards were partially addressed, with latent risks in wind turbine installation. Human rights and gender considerations were respected but could have been better integrated.

ANNEX IX: QUALITY ASSESSMENT OF THE EVALUATION REPORT

Evaluand Title: Terminal Evaluation of the UNEP-GEF Project : Sustainable Pathways – Protected Areas and Renewable Energy (SPPARE) (GEF 5390) 2015 - 2023

All UNEP evaluations are subject to a quality assessment by the Evaluation Office. This is an assessment of the quality of the evaluation product (i.e. evaluation report) and is dependent on more than just the consultant's efforts and skills.

	UNEP Evaluation Office Comments	Final Report Rating
Report Quality Criteria		
Quality of the Executive Summary <u>Purpose:</u> acts as a stand-alone and accurate <u>summary</u> of the main evaluation product, especially for senior management. To include: • concise overview of the evaluation object • clear summary of the evaluation objectives and scope • overall evaluation rating of the project and key features of performance (strengths and weaknesses) against exceptional criteria • reference to where the evaluation ratings table can be found within the report • summary response to key strategic evaluation questions • summary of the main findings of the exercise/synthesis of main conclusions • summary of lessons learned and recommendations.	Final report (coverage/omissions): The executive summary includes all the expected sections. Final report (strengths/weaknesses): The executive summary presents a concise summary of the evaluation report and includes a concise description of the evaluand, evaluation objectives, scope, a summary of the findings, recommendations, lessons learned and the overall rating.	6
Quality of the 'Introduction' Section <u>Purpose:</u> introduces/<u>situates</u> the evaluand in its institutional context, establishes its main parameters (time, value, results, geography) and the purpose of the evaluation itself. To include: • institutional context of the project (sub-programme, Division, Branch etc) • date of PRC approval, project duration and start/end dates • number of project phases (where appropriate) • results frameworks to which it contributes (e.g. POW Direct Outcome) • coverage of the evaluation (regions/countries where implemented) • implementing and funding partners • total secured budget • whether the project has been evaluated in the past (e.g. mid-term, external agency etc.) • concise statement of the purpose of the evaluation and the key intended audience for the findings.	Final report (coverage/omissions): The introduction section includes all the required sections. Final report (strengths/weaknesses): The introduction section situates the evaluand within the UNEP institutional framework and succinctly defines the parameters (time, value, results, geography).	6
Quality of the 'Evaluation Methods' Section <u>Purpose:</u> provides reader with clear and comprehensive description of evaluation methods, demonstrates the <u>credibility</u> of the findings and performance ratings. To include: • description of evaluation data collection methods and information sources • justification for methods used (e.g. qualitative/quantitative; electronic/face-to-face)	Final report (coverage/omissions): The evaluation methods section presents a detailed description of the evaluation process. All expected elements are included. Final report (strengths/weaknesses):	6

	UNEP Evaluation Office Comments	Final Report Rating
- number and type of respondents (see <i>table template</i>) - selection criteria used to identify respondents, case studies or sites/countries visited - strategies used to increase stakeholder engagement and consultation - methods to include the voices/experiences of different and potentially excluded groups (e.g. vulnerable, gender, marginalised etc) - details of how data were verified (e.g. triangulation, review by stakeholders etc.) - methods used to analyse data (scoring, coding, thematic analysis etc) - evaluation limitations (e.g. low/ imbalanced response rates across different groups; gaps in documentation; language barriers etc) - ethics and human rights issues should be highlighted including: how anonymity and confidentiality were protected. Is there an ethics statement? E.g. <i>'Throughout the evaluation process and in the compilation of the Final Evaluation Report efforts have been made to represent the views of both mainstream and more marginalised groups. All efforts to provide respondents with anonymity have been made.'</i>	The evaluation methods section passes the reproducibility test. It explains in sufficient detail how the evaluation was conducted while highlighting challenges encountered and mitigation measures.	
Quality of the 'Project' Section Purpose: describes and <u>verifies</u> key dimensions of the evaluand relevant to assessing its performance. To include: Context: overview of the main issue that the project is trying to address, its root causes and consequences on the environment and human well-being (i.e. synopsis of the problem and situational analyses) Results framework: summary of the project's results hierarchy as stated in the ProDoc (or as officially revised) Stakeholders: description of groups of targeted stakeholders organised according to relevant common characteristics Project implementation structure and partners: description of the implementation structure with diagram and a list of key project partners Changes in design during implementation: any key events that affected the project's scope or parameters should be described in brief in chronological order Project financing: completed tables of: (a) budget at design and expenditure by components (b) planned and actual sources of funding/co-financing	Final report (coverage/omissions): The report covers all the key dimensions of the evaluand as expected. Final report (strengths/weaknesses): The project section describes in good detail the context, results framework, stakeholders, project implementation structure, changes in project design and project financing.	6
Quality of the Theory of Change Purpose: to set out the TOC at Evaluation in diagrammatic and narrative forms to support consistent project performance; to articulate the causal pathways with drivers and assumptions and justify any reconstruction necessary to assess the project's performance. To include:	Final report (coverage/omissions): All expected sections are included in the section on the project theory of change. Final report (strengths/weaknesses): This section of the report presents a reconstructed theory of change (TOC at evaluation) in both diagrammatic and text form. The	6

	UNEP Evaluation Office Comments	Final Report Rating
- description of how the <i>TOC at Evaluation</i>⁴² was designed (who was involved etc) - confirmation/reconstruction of results in accordance with UNEP definitions - articulation of causal pathways - identification of drivers and assumptions - identification of key actors in the change process - summary of the reconstruction/results re-formulation in tabular form. <i>The two results hierarchies (original/formal revision and reconstructed) should be presented as a two-column table to show clearly that, although wording and placement may have changed, the results 'goal posts' have not been 'moved'. This table may have initially been presented in the Inception Report and should appear somewhere in the Main Evaluation report.</i>	section also presents reconstruction of results in the prescribed format while providing justification for the reconstruction. The ToC also articulates the causal pathways and identifies the key assumptions, drivers and actors involved in the change process.	
Quality of Key Findings within the Report <u>Presentation of evidence:</u> nature of evidence should be clear (interview, document, survey, observation, online resources etc) and evidence should be explicitly triangulated unless noted as having a single source. <u>Consistency within the report:</u> all parts of the report should form consistent support for findings and performance ratings, which should be in line with UNEP's Criteria Ratings Matrix. <u>Findings Statements (where applicable):</u> The frame of reference for a finding should be an individual evaluation criterion or a strategic question from the TOR. A finding should go beyond description and uses analysis to provide insights that aid learning specific to the evaluand. In some cases a findings statement may articulate a key element that has determined the performance rating of a criterion. Findings will frequently provide insight into 'how' and/or 'why' questions.	Final report (strengths/weaknesses): The findings presented are evidence based and consistent throughout the report. The findings presented in the report provide deeper analysis and go beyond describing the "what" and tackle the "why" and "how".	6
Quality of 'Strategic Relevance' Section <u>Purpose:</u> to present evidence and analysis of project strategic relevance with respect to UNEP, partner and geographic policies and strategies at the time of project approval. To include: Assessment of the evaluand's relevance vis-à-vis: - Alignment to the UNEP Medium Term Strategy (MTS), Programme of Work (POW) and Strategic Priorities - Alignment to Donor/GEF/Partners Strategic Priorities - Relevance to Regional, Sub-regional and National Environmental Priorities - Complementarity with Existing Interventions: complementarity of the project at design (or	Final report (coverage/omissions): This section of the report tackles all the dimensions of strategic relevance as expected. Final report (strengths/weaknesses): The evaluation report presents a good analysis of the relevance of the evaluand to the strategic priorities of UNEP, GEF and the Global, Regional, Sub-regional and national priorities of the target countries.	6

⁴² During the Inception Phase of the evaluation process a *TOC at Evaluation Inception* is created based on the information contained in the approved project documents (these may include either logical framework or a TOC or narrative descriptions), formal revisions and annual reports etc. During the evaluation process this TOC is revised based on changes made during project intervention and becomes the *TOC at Evaluation*.

	UNEP Evaluation Office Comments	Final Report Rating
during inception/mobilisation ⁴³), with other interventions addressing the needs of the same target groups.		
Quality of the 'Quality of Project Design' Section Purpose: to present a summary of the strengths and weaknesses of the project design, on the basis that the detailed assessment was presented in the Inception Report.	Final report (coverage/omissions): The evaluation report includes a section on Quality of Project Design as expected. Final report (strengths/weaknesses): The quality of project design section presents a balanced critique of both the strengths and weaknesses in project design.	5
Quality of the 'Nature of the External Context' Section Purpose: to describe and recognise, when appropriate, key <u>external</u> features of the project's implementing context that limited the project's performance (e.g. conflict, natural disaster, political upheaval ⁴⁴), and how they affected performance. While additional details of the implementing context may be informative, this section should clearly record whether or not a major and unexpected disrupting event took place during the project's life in the implementing sites.	Final report (coverage/omissions): The evaluation report includes a section on that analyses the nature of the external context. Final report (strengths/weaknesses): The report presents an excellent analysis of the project implementation context that covers the negative externalities that affected project implementation. The analysis also includes an analysis of the effects of these negative externalities to project implementation.	6
Quality of 'Effectiveness' Section (i) Availability of Outputs: Purpose: to present a well-reasoned, complete and evidence-based assessment of the outputs made available to the intended beneficiaries. To include: - a convincing, evidence-supported and clear presentation of the outputs made available by the project compared to its approved plans and budget - assessment of the nature and scale of outputs versus the project indicators and targets - assessment of the timeliness, quality and utility of outputs to intended beneficiaries - identification of positive or negative effects of the project on disadvantaged groups, including those with specific needs due to gender, vulnerability or marginalisation (e.g. through disability).	Final report (coverage/omissions): The report presents a section that analyses the availability of all planned project outputs. Final report (strengths/weaknesses): The report presents an evidence-based and detailed analysis of the availability of outputs by comparing achievement with targets. Also included is the analysis of the quality, timeliness of the delivery of the outputs.	6
ii) Achievement of Project Outcomes: Purpose: to present a well-reasoned, complete and evidence-based assessment of the uptake, adoption and/or implementation of outputs by the intended beneficiaries. This may include behaviour changes at an individual or collective level. To include:	Final report (coverage/omissions): The report presents a section that analyses the achievement of project outcomes. Final report (strengths/weaknesses):	6

⁴³ A project's inception or mobilization period is understood as the time between project approval and first disbursement. Complementarity during project implementation is considered under Efficiency, see below.

⁴⁴ Note that 'political upheaval' does not include regular national election cycles, but unanticipated unrest or prolonged disruption. The potential delays or changes in political support that are often associated with the regular national election cycle should be part of the project's design and addressed through adaptive management of the project team.

	UNEP Evaluation Office Comments	Final Report Rating
- a convincing and evidence-supported analysis of the uptake of outputs by intended beneficiaries - assessment of the nature, depth and scale of outcomes versus the project indicators and targets - discussion of the contribution, credible association and/or attribution of outcome level changes to the work of the project itself - any constraints to attributing effects to the projects' work - identification of positive or negative effects of the project on disadvantaged groups, including those with specific needs due to gender, vulnerability or marginalisation (e.g. through disability).	The evaluation presents a well-reasoned analysis on the achievement of project outcomes. The analysis also includes evidence of (lack of) uptake of project outputs by the target beneficiaries and effects of project outcomes on disadvantaged groups. The report also compares the level of achievement with project targets.	
(iii) Likelihood of Impact: Purpose: to present an integrated analysis, guided by the causal pathways represented by the TOC, of all evidence relating to likelihood of impact, including an assessment of the extent to which drivers and assumptions necessary for change to happen, were seen to be holding. To include: - an explanation of how causal pathways emerged and change processes can be shown - an explanation of the roles played by key actors and change agents - explicit discussion of how drivers and assumptions played out - identification of any unintended negative effects of the project, especially on disadvantaged groups, including those with specific needs due to gender, vulnerability or marginalisation (e.g. through disability).	Final report (coverage/omissions): The evaluation report includes a section on the analysis of the likelihood of impact. Final report (strengths/weaknesses): The report includes a good analysis of the likelihood of impact. The analysis also includes the actors involved the change process, an analysis of the drivers and assumptions.	5
Quality of 'Financial Management' Section Purpose: to present an integrated analysis of all dimensions evaluated under financial management and include a completed 'financial management' table (may be annexed). Consider how well the report addresses the following: - adherence to UNEP's financial policies and procedures - completeness of financial information, including the actual project costs (total and per activity) and actual co-financing used - communication between financial and project management staff	Final report (coverage/omissions): The report includes a section that assesses quality of project financial management. Final report (strengths/weaknesses): The evaluation report presents an analysis of the project financial management. The analysis adequately covers adherence to UNEP's financial policies and procedures, completeness of financial information, and communication between financial and project management staff.	6
Quality of 'Efficiency' Section Purpose: to present an integrated analysis of all dimensions evaluated under efficiency (i.e. the primary categories of cost-effectiveness and timeliness). To include: - time-saving measures put in place to maximise results within the secured budget and agreed project timeframe - discussion of making use, during project implementation, of/building on pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects etc.	Final report (coverage/omissions): The report includes a section on measures by the project to ensure efficiency. Final report (strengths/weaknesses): This section of the report presents an analysis of the two dimensions of efficiency i.e. time and cost effectiveness. The analysis includes the cost effectiveness measures put in place by the project key of which include leveraging pre-	5

	UNEP Evaluation Office Comments	Final Report Rating
- implications of any delays and no cost extensions - the extent to which the management of the project minimised UNEP's environmental footprint.	existing institutions, agreements and partnerships for synergy. Also included in the analysis are the effects of the project extensions on project performance.	
Quality of 'Monitoring and Reporting' Section Purpose: to present well-reasoned, complete and evidence-based assessment of the evaluand's monitoring and reporting. Consider how well the report addresses the following: - quality of the monitoring design and budgeting (including SMART results with measurable indicators, resources for MTE/R etc.) - quality of monitoring of project implementation (including use of monitoring data for adaptive management) - quality of project reporting (e.g. PIMS and donor reports) \	Final report (coverage/omissions): A section of the quality pf monitoring and reporting is included in the evaluation report. Final report (strengths/weaknesses): The evaluation report presents a detailed analysis of the performance of the project in relation to the three dimensions of monitoring and reporting i.e. quality of the monitoring design and budgeting, quality of monitoring of project implementation and quality of project reporting. The report analyses the project's monitoring plan, suitability of project indicators, availability of baseline values and ongoing data collection. The report also provides a balanced critique of the project reporting arrangements.	6
Quality of 'Sustainability' Section Purpose: to present an integrated analysis of all dimensions evaluated under sustainability (i.e. the endurance of benefits achieved at outcome level). Consider how well the report addresses the following: - socio-political sustainability - financial sustainability - institutional sustainability	Final report (coverage/omissions): The report includes a section on the tree dimensions of sustainability. Final report (strengths/weaknesses): The report presents a well reason and detailed analysis of the three dimensions of sustainability i.e. socio-political, financial and institutional sustainability.	6
Quality of Factors Affecting Performance Section Purpose: These factors are not always discussed in stand-alone sections and may be integrated in the other performance criteria as appropriate. However, if not addressed substantively in this section, a cross reference must be given to where the topic is addressed and that entry must be sufficient to justify the performance rating for these factors. Consider how well the evaluation report, either in this section or in cross-referenced sections, covers the following cross-cutting themes: - preparation and readiness - quality of project management and supervision⁴⁵ - stakeholder participation and co-operation - responsiveness to human rights and gender equality - environmental and social safeguards - country ownership and driven-ness - communication and public awareness	Final report (coverage/omissions): The evaluation report includes a section that analyses each of the factors affecting project performance. Final report (strengths/weaknesses): The evaluation report includes an excellent analysis of the factors affecting project performance. These include: preparation and readiness, quality of project management and supervision, stakeholder participation and co-operation, responsiveness to human rights and gender equality, environmental and social safeguards, country ownership and	6

⁴⁵ In some cases 'project management and supervision' will refer to the supervision and guidance provided by UNEP to implementing partners and national governments while in others, specifically for GEF funded projects, it will refer to the project management performance of the executing agency and the technical backstopping provided by UNEP. This includes providing the answers to the questions on Core Indicator Targets, stakeholder engagement, gender responsiveness, safeguards and knowledge management, required for the GEF portal.

	UNEP Evaluation Office Comments	Final Report Rating
	driven-ness, communication and public awareness.	
Quality of the Conclusions Section (i) Conclusions Narrative: <u>Purpose:</u> to present summative statements reflecting on prominent aspects of the <u>performance of the evaluand as a whole</u>, they should be derived from the synthesized analysis of evidence gathered during the evaluation process. To include: • compelling narrative providing an integrated summary of the strengths and weakness in overall performance (achievements and limitations) of the project • clear and succinct response to the key strategic questions • human rights and gender dimensions of the intervention should be discussed explicitly (e.g. how these dimensions were considered, addressed or impacted on)	Final report (coverage/omissions): The evaluation report includes a conclusions section which includes summative statements on the performance of the evaluand. Final report (strengths/weaknesses): The report presents concise summative statements on the performance of the evaluand as a whole. The report also includes human rights and gender dimensions of the intervention and clear and succinct response to the key strategic questions.	6
ii) Utility of the Lessons: <u>Purpose:</u> to present both positive and negative lessons that have potential for wider application and use (replication and generalization) Consider how well the lessons achieve the following: • are rooted in real project experiences (i.e. derived from explicit evaluation findings or from problems encountered and mistakes made that should be avoided in the future) • briefly describe the context from which they are derived and those contexts in which they may be useful • do not duplicate recommendations	Final report (coverage/omissions): The report presents lessons learned in the prescribed format. Final report (strengths/weaknesses): The lessons learned section presents lessons derived from real project implementation experiences and have wide application in similar interventions / contexts.	6
(iii) Utility and Actionability of the Recommendations: <u>Purpose:</u> to present proposals for specific action to be taken by identified people/position-holders to resolve concrete problems affecting the project or the sustainability of its results. Consider how well the lessons achieve the following: • are feasible to implement within the timeframe and resources available (including local capacities) and specific in terms of who would do what and when • include at least one recommendation relating to strengthening the human rights and gender dimensions of UNEP interventions • represent a measurable performance target in order that the Evaluation Office can monitor and assess compliance with the recommendations. NOTES: (i) In cases where the recommendation is addressed to a third party, compliance can only be monitored and assessed where a contractual/legal agreement remains in place. Without such an agreement, the recommendation should be formulated to say that UNEP project staff should pass on the recommendation to the relevant third party in an effective or substantive manner. The effective transmission by UNEP of the recommendation will then be monitored for compliance. (ii) Where a new project phase is already under discussion or in preparation with the same third party, a	Final report (coverage/omissions): The report includes recommendations aimed at addressing problems in project execution and proposed actions to ensure sustainability of project results. The recommendations are also presented in the prescribed format. Final report (strengths/weaknesses): The recommendations presented are actionable and are derived from actual project implementation challenges and desire to increase likelihood of sustainability of project results.	5

	UNEP Evaluation Office Comments	Final Report Rating
recommendation can be made to address the issue in the next phase.		
Quality of Report Structure and Presentation (i) Structure and completeness of the report: To what extent does the report follow the Evaluation Office structure and formatting guidelines? Are all requested Annexes included and complete?	Final report (coverage/omissions): The report is complete and follows the Evaluation Office structure and formatting guidelines.	6
(ii) Writing and formatting: Consider whether the report is well written (clear English language and grammar) with language that is adequate in quality and tone for an official document? Do visual aids, such as maps and graphs convey key information?	Final report (strengths/weaknesses): The evaluation report is written in clear English language and uses visual aids (figures and tables) appropriately.	6
OVERALL REPORT QUALITY RATING	Highly Satisfactory	5.8