



1. Project Data

Project ID
P122047

Project Name
GuineaBissau Biodiversity Conservation

Country
Guinea-Bissau

Practice Area(Lead)
Environment & Natural Resources

L/C/TF Number(s)
IDA-H6700

Closing Date (Original)
31-May-2015

Total Project Cost (USD)
1,950,000.00

Bank Approval Date
17-Mar-2011

Closing Date (Actual)
31-May-2016

	IBRD/IDA (USD)	Grants (USD)
Original Commitment	1,950,000.00	0.00
Revised Commitment	1,950,000.00	0.00
Actual	1,945,706.30	0.00

Sector(s)
Other Agriculture, Fishing and Forestry(100%)

Theme(s)
Biodiversity(100%)

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2. Project Objectives and Components

a. Objectives

Project Portal Project Development Objective

The Biodiversity Conservation Project is to support the country to: (i) strengthen the management of Guinea-Bissau's existing five national parks by the Institute for Biodiversity and Protected Areas, and (ii) pilot the operation of a sustainable financing mechanism for these parks.

Financial Agreement Development Objective

Same



- b. Were the project objectives/key associated outcome targets revised during implementation?

No

- c. Components

Component 1: Consolidation and strengthening of capacity for management of coastal and marine protected areas and biodiversity - (Appraisal US\$1.27 million, Actual US\$1.27 million);

Component 2: Support for the BioGuinea Foundation (The Foundation) - (Appraisal US\$0.39 million, Actual US\$0.39);

Component 3: Project Management and Monitoring and Evaluation - (Appraisal US\$0.29 million, Actual US\$0.29 million).

- d. Comments on Project Cost, Financing, Borrower Contribution, and Dates

Project Cost: Total project cost was US\$1.95 million, as estimated at Appraisal.

Financing: The project was fully financed by the Bank Credit.

Borrower: Contribution: Not mentioned in ICR.

Dates: The project was approved on March 17, 2011 and was scheduled to close on May 31, 2015. Disbursements were suspended for eight months after a military coup, until a new Government was elected. A Level two restructuring (December 3, 2014), extended the project closing date by 12 months to May 31, 2016 to compensate for the effects of the eight-month suspension. There were no further extensions, and the project closed on May 31, 2016.

3. Relevance of Objectives & Design

- a. Relevance of Objectives

Government and its partners, including local and international NGOs have been working since the 1990 to conserve and manage its unique coastal zone upon which the country's biodiversity depends. The Coastal and Biodiversity Management Project (CBMP, 2004-2010) financed by the Global Environment Facility (GEF), the European Union (EU), IUCN and the World Bank, helped the Government to establish five national parks covering almost 450,000 ha and some 70,000 people, along with a financially and administratively autonomous agency, The Institute for Biodiversity and Protected Areas ([The Institute](#)).

The project was closely associated with the Global Environment Fund Medium Sized Project Grant for Biodiversity Conservation (GEF MSP Grant No. TF098994) that was approved by the Bank Board in February 2011, one month before this IDA Grant was approved. The PDOs of the GEF project were to: (i) strengthen the ongoing management and conservation of the Recipient's selected National Parks; and, (ii) pilot the establishment of a sustainable financing mechanism for such parks. It was fully disbursed and closed in 2014.

While biodiversity is no longer a specific priority in the Bank's 2014-2017 CPS, the 2015 Country Economic Memorandum calls for strengthening environmental and enforcement agencies (citing specifically The Institute for Biodiversity). In this regard it called for preserving the country's natural wealth and promoting its efficient management, specifically fisheries, forests, and natural habitats and their ecosystems as sources of sustainable income. Conserving and managing Guinea-Bissau's biodiversity and immense natural wealth also continues to be a top priority for the Government, as reflected in its pivotal cross-cutting status in Government's new National Development Strategy for 2020 and in the National Strategy for Protected Areas.

Rating

High

- b. Relevance of Design

Project design was framed by the modest amounts of financing accessible to Guinea-Bissau, which necessitated an incremental approach, with each successive operation designed to further advance and consolidate existing goals. Arrangements were appropriate, given the small size of the IDA Grant and the sound, successful institutional structure already established in previous grants. Components were designed to: (i) move the BioGuinea Foundation (The Foundation) into its operational phase; (ii) further boost The Institute's capacity to manage the National System of Protected Areas (Protected Areas) and monitor species on the ground; and (iii) include coordination with related donor initiatives.



Rating
Substantial

4. Achievement of Objectives (Efficacy)

Objective 1

Objective

To strengthen the management of Guinea-Bissau's existing five national parks by the Institute for Biodiversity and Protected Areas:

Rationale

Outputs:

- The intermediate objective related to the developing and/or updating of Internal regulations and park-specific Business Plans was achieved. All five parks have fully updated internal regulations; and each has a Business Plan valid to 2020
- The Project financed training for 786 of The Institute's staff, institutional partners, and community managers from 2011-2015 in key project support skills, including species monitoring, protected areas field monitoring and ecotourism guiding, compared with the appraisal target of only 200.
- Protected Areas-wide Monitoring System for th A Protected Area e longer-term monitoring of the biological and socio-economic health of the parks was designed. It is being implemented by other donors.

Outcomes:

- Aggregated Management Effectiveness Tracking Tool (METT) scores for the 5 existing parks exceeded Appraisal targets: METT scores were 108.3% of the target and 117% of the 2009 baseline level.
- Numbers of annual surveillance and control missions covering the five parks substantially exceeded the 60 missions targeted. Annual missions increased steadily over the project period: (109 in 2012, 134 in 2013, 164 in 2014, and 302 in 2015).
- A more extensive plan than envisaged at appraisal was established for species monitoring during project implementation. Due to financing constraints, a two-stage plan for a Protected Area wide Monitoring System was negotiated withThe Institutes donors, which was designed to track the overall biological and socio-economic health of the all the Protected Areas. The planning was developed in two stages, with the Project providing the catalyst financing the first stage, with the expectation that, if it was successful, other donors would finance the second stage under collaborative arrangements.
- The Project financed the development of the overall approach, including databases and indicators on emblematic species agreed with forestry, species and social specialists. Participatory diagnoses helped identify key indicators for each Project Area, and define measurement protocols that could be harmonized with other regional databases in West Africa. These baselines became the foundation for adaptive management. Stage I was successfully completed by Project closing.
- Stage II, consisting of training in data collection, GIS design/implementation and equipment was financed by the Swiss MAVA Foundation and the EU financing currently is ongoing.

Rating
Substantial



Objective 2

Objective

To pilot the operation of a sustainable financing mechanism for these parks.

Rationale

Outputs:

- BioGuinea Foundation was legally established and is operational in accordance with the minimum requirements for receiving GEF funds in the endowment: Its executive, management and governance units became operational under the Project, including: Executive Secretariat, Board of Trustees, General Assembly, Consultative Committee and Donors' Circle.
- The Board of the BioGuinea Foundation formally approved its Investment Policy Statement and agreed to competitively appoint a UK-based asset Investment Manager for the its endowment fund.
- The Investment Committee is in place and functioning with an approved Investment Policy Statement. An Investment Manager was appointed for its Endowment Fund.

Outcomes:

- The Institute has survived political turbulence, remained stable in its management and core professional staff, demonstrated strong capacity to expand and improve its technical and financial management of the Protected Areas, and is building an international reputation in the sector.
- The Government has signed a protocol with the Foundation, giving it full legal rights to operate as a charity in Guinea-Bissau, with tax-exempt status. The UK also gave it status as charity.
- The Verified Carbon Standard Reduced Emissions from Deforestation and Degradation pilot program is underway and is expected to result in carbon credits valued at an average US\$3 million per year over 20 years, a portion of which will go to the Foundation endowment.
- A comprehensive capitalization strategy is under implementation. Donor pledges as at May 31, 2016 totaled some EUR 4.6 m.
- Once the UK bank account is established, and the funds deposited, investment will start and revenues will start to flow.

Rating

Substantial

5. Efficiency

While it is not possible to quantify the economic benefits of providing support for an institution, as in this project, the qualitative benefits are believed to be substantial. The project's successful outcome helped to ensure the core functioning of The Institute by progressively increasing the effectiveness of its management of coastal and marine Protected Areas. This strengthening of The Institute has enabled it to make an important contribution to preserving Guinea-Bissau's endangered and threatened species and, more broadly, enhancing the biodiversity of its globally significant coastal and marine ecosystems.

Efficiency Rating

Substantial

a. If available, enter the Economic Rate of Return (ERR) and/or Financial Rate of Return (FRR) at appraisal and the re-estimated value at evaluation:



	Rate Available?	Point value (%)	*Coverage/Scope (%)
Appraisal		0	0 <input type="checkbox"/> Not Applicable
ICR Estimate		0	0 <input type="checkbox"/> Not Applicable

* Refers to percent of total project cost for which ERR/FRR was calculated.

6. Outcome

The project provided significant support for improving the effective management of Guinea Bissau’s coastal and marine ecosystems, which is of critical importance to the preservation of a future nature-based tourism industry, a core element of the country’s 10-year development strategy. Furthermore the success of The Institute in improving the management of Guinea Bisseau’s Protected Areas has provided a cornerstone around which other donors have been able to design and harmonize their activities. The larger scale follow-on UNDP’s Global Environment Fund 5 Project, as well as the European Union’s Global Climate Change Alliance Project, and the French Global Environment Fund Project all seek to build upon, complement and further consolidate the achievements of this Biodiversity Conservation Project in strengthening The Institute for Biodiversity and Protected Areas.

- a. Outcome Rating
Satisfactory

7. Rationale for Risk to Development Outcome Rating

Currently the prospects for continued implementation of the objectives of supporting Guinea Bissau’s Protected Areas are good. Biodiversity and natural resource conservation have been successfully mainstreamed in national and sector strategies, and feature prominently in current Bank strategies underpinning its lending priorities for Guinea-Bissau and the region. Many donors have come to the table and there is broad agreement on the importance of the end-goal. The Foundation endowment has secured firm pledges for around EUR 4.6 million, which includes a Government pledge of EUR 1 million, which has not wavered despite repeated political turmoil. In addition, US\$3 million/year could, potentially, be obtained from the sale of carbon credits. However, Guinea Bissau continues to be a fragile state with continued possibilities for further political unrest, which could, over time, degrade the functional ability of the Government to support its Protected Areas. Longer-term sustainability of donor support is also vulnerable to donor financing choices and availability. In the positive side, The Institute has consistently demonstrated its ability to navigate this political and operational environment and is now entering its 12th year.

- a. Risk to Development Outcome Rating
Substantial

8. Assessment of Bank Performance

- a. Quality-at-Entry

The Project took advantage of financing unexpectedly available for maintaining the momentum of an important environmental endeavor in a small, low income country. It was prepared rapidly and efficiently by a Bank team with experience in supporting an ongoing GEF project for the same institutions. Care was taken to ensure that GEF resources were exhausted before the IDA funds were utilized. Project objectives and the Results Framework were well-designed and straightforward with minor exceptions, and aligned to the modest financing available.



Quality-at-Entry Rating
Highly Satisfactory

b. Quality of supervision

Bank supervision of the BCP was effective, regular and enhanced by an established practice of online and Skype communication with The Institute and project partners, which was particularly important during the many political upheavals in the project period. There was a strong effort after effectiveness to establish systematic data collection and storage and, separate from regular project monitoring activities, to create an integrated, harmonized database to measure the impact of modern park management techniques on biodiversity, the ecology and the socio-economic status of park residents. The Bank's decision to suspend disbursements following the coup was correct in the circumstances. The Bank supervision team worked hard to maintain momentum during this period, and to help the project recover once the suspension was lifted, which entailed a one-year extension of the closing date.

The World Bank also became the Facilitator of a multi-stakeholder Consultative Committee that it helped to establish. Board meetings coincide with the Donors' Council annual meetings.

Quality of Supervision Rating
Highly Satisfactory

Overall Bank Performance Rating
Highly Satisfactory

9. Assessment of Borrower Performance

a. Government Performance

Government and its partners, including local and several international NGOs have, since the 1990s, been working to conserve and manage the coastal zone upon which the country's biodiversity depends and the Project grew out of government's ongoing commitment to these protected areas as the means to conserve biodiversity and eco-system functions and to serve as "sustainable development poles". A special Bank M&E Support Mission in 2011 found that government's "ownership of the overall objective and commitment to its effective implementation are exemplary".

A coup in 2012, followed by repeated turnovers of the national government even after elections in 2014, led to a ten month suspension of disbursements. However, during this period, each of the successive, newly-installed administrations supported the enabling operational environment for the governance of the Protected Areas, and the autonomy of The Institute. It also showed strong commitment to the Protected Areas as evidenced in the cross-cutting role that biodiversity considerations played in the National Development Strategy and supported the creation of new Protected Areas and biological corridors totaling well over 300,000 ha.

Government Performance Rating
Satisfactory

b. Implementing Agency Performance

The implementing agency, The Institute has an impressive record of project management in a complex sector and against high odds. Quality at entry was enhanced by its extensive understanding of Bank requirements gained during its successful execution of the previous Coastal and Biodiversity Management Project. It has established a stable, productive and responsive working relationship with the Bank, which enabled it to fully-execute all planned project activities and fully-disburse the IDA credit, and its exemplary fiduciary performance throughout the project engagement period drew special commendation from the Bank for its financial management in the risky post-coup period. The Institute assisted in establishing the multi-stakeholder Consultative Committee and is its Secretary of Board. It provides The Institute opportunities for joint planning and strategy formulation.

Implementing Agency Performance Rating
Highly Satisfactory



Overall Borrower Performance Rating

Satisfactory

10. M&E Design, Implementation, & Utilization

a. M&E Design

The Institute had primary responsibility for M&E monitoring of national park management activities. Project achievement was measured primarily by the World Bank/World Wildlife Fund Management Effectiveness Tracking Tool (METT) scorecards, which were also used in the previous Coastal and Biodiversity Management Project. The METT methodology is a rapid assessment based on a scorecard questionnaire originally designed by the International Union for Conservation of Nature. Its design is intended to provide a mechanism for monitoring progress towards more effective management of Protected Areas, and to enable park managers and donors to identify needs, constraints and priority actions to improve operational effectiveness.

b. M&E Implementation

The basic capacity to implement planned M&E had been already well established through its support of previous Bank projects. The METT monitoring was fully implemented. However, while the METT was considered an adequate proxy for project purposes, The Institute also needed to be able to monitor the evolution of the health of its Protected Area to evaluate whether its management approaches were achieving the desired results. This required both a more comprehensive, long-term monitoring system for tracking trends in biodiversity and socio-economic indicators, established in line with park objectives, and the needs of specific research programs to investigate and answer key environmental questions. While this type of monitoring was well beyond the scope of this Project, financing was provided for the design of a broader based Monitoring System for the entire national Protected Areas system. Implementation of this advanced monitoring system is being financed by other international donors.

c. M&E Utilization

The Institute prepared reports for both domestic and external consumption. They contributed to national support for biodiversity action, which became a central, cross-cutting theme of Government's 10-year plan, the "Terra Ranka". These reports were shared with all project partners/donors and were especially important as factual support for the BioGuinea Foundation's fund-raising campaigns.

M&E Quality Rating

Substantial

11. Other Issues

a. Safeguards

The BCP was classified as a Category B operation and triggered OP/BP 4.01 (Environmental Assessment) and OP/BP 4.12 (Involuntary Resettlement). The Environmental Assessment and Environmental and Social Management, and an Involuntary Resettlement Process Framework was prepared. These were widely disseminated to the multiple stakeholders of each Protected Area, with the purpose of encouraging their engagement in the parks' evolution, and facilitating the process in which any problems created by restrictions on the use of the resource of the Protected Areas would be addressed and resolved.. A series of safeguards tools were also included in the Foundation's Operational Manual to ensure that all supported activities explicitly took into account potential environmental and social impacts. Similar safeguard provisions were also built into the park regulations and business plans. The ICR states that compliance with the Environmental and Social Management Plans was satisfactory throughout project implementation, and no issues arose requiring action under OP/BP 4.12.



b. Fiduciary Compliance

A Bank fiduciary mission in 2013 designed to assess the fiduciary capacity of the Bank’s Guinea-Bissau portfolio of active projects and determine the need for technical assistance, praised the financial management performance of the Institute during the risky aftermath of the coup. The Bank review found that expenditures were well-supported with no irregularities detected, noting: “This is remarkable and needs to be credited to the (Institute’s) teams and authorities”.

c. Unintended impacts (Positive or Negative)

More regular and frequent park surveillance missions in collaboration with local communities, which enabled a sense of local ownership of the instruments for control and management of their resources has produced a new dynamism in the activities of local communities in support of natural resource conservation. This has resulted in support for the dismantling of illegal settlements and the reduction in the clandestine cutting of large trees on the periphery of several PAs.

d. Other
None

12. Ratings

Ratings	ICR	IEG	Reason for Disagreements/Comment
Outcome	Satisfactory	Satisfactory	---
Risk to Development Outcome	Substantial	Substantial	---
Bank Performance	Satisfactory	Highly Satisfactory	The Bank team's consistent and effective pursuit of the environmental objectives of the project during a period of rapid political change in the country was exceptional.
Borrower Performance	Satisfactory	Satisfactory	---
Quality of ICR		Substantial	---

Note

When insufficient information is provided by the Bank for IEG to arrive at a clear rating, IEG will downgrade the relevant ratings as warranted beginning July 1, 2006.

The "Reason for Disagreement/Comments" column could cross-reference other sections of the ICR Review, as appropriate.

13. Lessons

The following lessons were extracted from the considerably longer Lessons section of the ICR:

- **The pace for establishing a conservation foundation that requires the participation of many national and international actors is beyond the control of a Bank project.** It is therefore unwise to set overly ambitious targets that assume certain donors/projects will come to the table on time, and to base the success of the project on this timetable. Expectations of fund-raising velocity at appraisal need especially to take into account potential political and global economic complications in fragile economies such as Guinea Bissau.
- **A realistic time-line for the start of operation of a fully-endowed foundation** should include a transitional, “dormant” period when a foundation is



structurally, legally and administratively established but its endowment is insufficient to support financial outflows.

- **The stability of the Bank and Client core teams is an important element in successful project implementation:** In this project they remained largely in place with a strong commitment to the over-arching vision for the project's development objectives. This enabled the establishment an excellent working relationship based on mutual trust, and supported by the benefit of institutional memory. This mutual understanding has been of great importance during technically challenging projects in difficult country conditions.
- **With international support, public institutions can be sustained through repeated unrest and government turnover if they are administratively and financially autonomous.** This is particularly true for institutions that serve national, regional and local interests, such as those that support conservation and biological diversity. The institutional design in this project was critical to its credibility and success through unstable political condition. This contrasts with the instability of the more typical projects where the institution responsible for achieving the project's development outcome is embedded in a Government run agency with politically-appointed senior management.

14. Assessment Recommended?

No

15. Comments on Quality of ICR

The project was fully described and the conditions under which it was implemented fully explained. On the quality of evidence, the project outcomes were well documented. The ratings were fully consistent with the analysis, and in line with the OPS guidelines. The lessons could have been more focused. This section was more focused on summarizing the outcomes and explaining the reasons for these outcomes, than on identifying specific lessons that could be applicable to future projects. The presentation could have been considerably easier to follow if the author had used far fewer abbreviations.

- a. Quality of ICR Rating
Substantial