



United Nations Environment Programme

Mid-Term Evaluation of project “Demonstrating and Capturing Best Practices and Technologies for the Reduction of Land-sourced Impacts Resulting from Coastal Tourism (short title: COAST)”

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Evaluation Office

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Terms and acronyms

AAH	Alternate Allotment Holder
ASCLME	Agulhas-Somali Current Large Marine Ecosystem
AWP	Annual Work Plan
BAP	Best Available Practice
BAT	Best Available Technology
BD	Biodiversity
BTOR	Back to the Office Report
CBO	Community based organisation
CEO	Chief Executive Officer
CMSP	Communication and Mainstreaming Strategy and Plan
CO	Country Office
COAST	Short title for ‘Demonstrating and Capturing Best Practices and Technologies for the Reduction of Land-sourced Impacts Resulting from Coastal Tourism’ Project
COSMAR	NEPAD Coastal and Marine Secretariat
CTA	Chief Technical Advisor
DPC	Demo Project Coordinator
DSMC	Demo Site Management Committee
EIMAS	Environmental Information Management and Advisory System
EMS	EMS Environmental Management Systems
EA	(GEF project) Executing Agency
FA	(GEF) Focal Area
FMO	Financial Management Officer
FP	Focal Point
FY	Financial Year
GCLME	Guinea Current Large Marine Ecosystem
GDP	Gross Domestic Product
GEF	Global Environment Facility
GEFSEC	GEF Secretariat
GIS	Geographic Information System
HS	Highly Satisfactory
HQ	Headquarters
HU	Highly Unsatisfactory
IA	(GEF project) Implementing Agency
IAA	Inter-Agency Agreement
ICT	Information and Communication Technology
ICZM	Integrated Coastal Zone Management
IC	International Consultant
IW	International Waters
IW:Learn)	International Waters Learning Exchange and Resource Network
LBS	Land-based Sources of Pollution
LD	Land Degradation
LME	Large Marine Ecosystem
LoA	Letter of Agreement
M&E	Monitoring and Evaluation
MBD	UNDP-GEF Mainstreaming Biodiversity Project
ME	Ministry of Environment
MoU	Memorandum of Understanding
MS	Marginally Satisfactory
MSP	Medium Sized Project
MT	Ministry of Tourism
MTE	Mid Term Evaluation
MU	Marginally Unsatisfactory
NA	Not Applicable
NSC	National Steering Committee
NEPAD	New Partnership for Africa’s Development
NGO	Non Governmental Organisation
PDF-B	Project Development Facility phase B

PIMAP	Project Implementation and Management Advisory Panel
PIR	Project Implementation Review
PM	Project Manager
Pro Doc	Project Document
PSC	Project Steering Committee
RCU	Regional Coordination Unit
RICH	Regional Information Coordination House
ROI	Review of Outcomes to Impacts
RPC	Regional Project Coordinator
S	Satisfactory
SCM	Steering Committee Meeting
SMART	Specific, Measurable, Achievable and attributable, Relevant and realistic, Time-bound, timely, trackable and targeted
SNV	SNV Netherlands Development Organisation
SSTL	Seychelles Sustainable Tourism Label
STAP	Scientific and Technical Advisory Panel
ST-EP	'Sustainable Tourism - Eliminating Poverty' programme
TM	Task Manager
TNA	Training Needs Analysis
TOR	Terms of Reference
U	Unsatisfactory
UN	United Nations
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNEP GPA/LBA	UNEP Global Program of Action for the Protection of the Marine Environment from Land Based Activities
UNKLESA	United Nations Kenya Local Expatriate Spouse Associations scheme
UNIDO	United Nations Industrial Development Organisation
UNWTO	United Nations World Tourism Organisation
UR	UNIDO Representative
WIO-LaB	Western Indian Ocean Land Base activities Project Land-Based activities in the Western Indian Ocean
WMA	Watamu Marine Association

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Nigel Varty
Preston, England
26th April 2012

Project Identification Table

GEF project ID:	2129	IMIS number:	GFL/2328-2732-4987
Focal Area(s):	International Waters	GEF OP #:	10
GEF Strategic Priority/Objective:	1, 2 & 3 (Innovative demonstrations for; restoring biological diversity, reducing contaminants and addressing water scarcity)	GEF approval date:	2 August 2007
Implementing Agency	UNEP	Executing Agency	UNIDO
Approval date:	Nov 2007	First Disbursement:	06 Dec 2007
Actual start date:	17/11/2008	Planned duration:	60 months
Intended completion date:	31 October 2012	Actual or Expected completion date:	15 November 2013
Project Type:	FSP	GEF Allocation:	\$5,388,200
PDF GEF cost:	\$626,400	PDF co-financing:	-
Expected MSP/FSP Co-financing:	\$23,456,816	Total Cost:	\$29,471,416
Mid-term review/eval. (planned date):	3 rd or 4 th quarter 2011	Terminal Evaluation (actual date):	N/A
Mid-term review/eval. (actual date):	July-December 2011	No. of revisions:	None
Date of last Steering Committee meeting:	07/2011	Date of last Revision*:	N/A
Disbursement as of 30 June 2010 (UNEP):	\$ 1,660,609.00	Date of financial closure:	N/A
Date of Completion:	N/A	Actual expenditures reported as of 1 December 2011	US\$ 2,331,215
Total co-financing realized as of 30 June 2010:	US\$ ¹ 11,074,745	Actual expenditures entered in IMIS as of 1 December 2011:	US\$ 2,123,584.17
Leveraged financing:	At least US\$100,000, but needs confirmation		

¹ Based on figures provided by the Regional Coordination Unit, which are based on what was reported to it up to 1 July 2011. However, it is not clear whether this figure includes contributions which should be classified as leveraged funds, and indeed it is not clear how much of these relate directly to COAST Project activities, particularly in relation to co-financing claimed for Nigeria.

Executive Summary

Introduction

1. The full sized project *Demonstrating and Capturing Best Practices and Technologies for the Reduction of Land-sourced Impacts Resulting from Coastal Tourism* was designed to (i) demonstrate the feasibility and application of innovative approaches and techniques (globally accepted Best Available Practices and Technologies – BAPs/BATs) involving public-private partnerships at the local level to reduce tourism-related stresses on coastal and marine environments within participating sub-Saharan African countries, (ii) develop and implement mechanisms for sustainable tourism governance and management; (iii) assess and deliver training and capacity requirements emphasising an integrated approach to sustainable reduction in coastal ecosystem and environmental degradation; and (iv) develop and implement information capture, information processing and management mechanisms and information dissemination. It also aims to contribute to sustainable coastal livelihoods and poverty alleviation in these countries. The Project objective is to: *‘Demonstrate best practice strategies for sustainable tourism to reduce the degradation of marine and coastal environments of transboundary significance’*.

2. The Project was designed to be implemented over a 5-year period. It officially started in November 2007, with an initial finishing date of November 2012, but due to delays did not begin operationally until November 2008, and consequently its finish date was extended to November 2013. Key actors in the project are the implementing agency, the UNEP; the executing agency, UNIDO, which established a Regional Coordination Unit in Nairobi, Kenya; the UNWTO who is a lead partner and subcontractor; and, the governments of the 8 sub-Saharan Africa countries, namely Cameroon, The Gambia, Ghana, Kenya, Mozambique, Nigeria, Senegal, and Tanzania with Seychelles contributing as a ninth country through a parallel GEF Project (UNDP-GEF Mainstreaming Biodiversity project). Lead Agency of each country, usually the Ministry of Environment, is sub-contracted by UNIDO to carry out national activities, and nominates two national Focal Points (FPs), who are high-level individuals, one each from the ministries of environment and tourism. These are assisted by a Demo Project Coordinator (DPCs), who helps coordinate activities with local Demo Site Management Committees (DSMCs) to deliver project activities at the local level.

3. The overall project budget at submission to GEF for project implementation was US\$ 29,417,416. This comprised a GEF grant of US\$ 5,388,200 (giving total GEF financing with the PDF-B funds of US\$ 6,014,600), and co-financing of US\$ 23,456,816 (giving a total co-financing with PDF-B funds of US\$ 24,006,816). Expenditure on the GEF financing as of 1 December 2011 was US\$ 2,331,215 corresponding to 43.3% of the GEF project financing².

4. The Mid Term Evaluation (MTE) was undertaken two and a half years into implementation (taken to be arrival of the RPC in Nairobi), and 22 months after adoption of the Inception Report by the Project Steering Committee (PSC) and ran from July to December 2011. The key questions for the MTE revolved around the status of delivery of project results, whether the Project can realistically achieve its intended objective, outcomes and outputs within the time remaining (by Nov 2013), and if not what can realistically be achieved in each country in the time remaining. Of particular concern for the MTE was whether the capacity and institutional arrangements of each partner organization, including the UN agencies involved, was adequate to support the timely execution of project activities, and how this aspect could be improved. Progress towards the Project objective and outcome is addressed in Part II section A of this Report while explanatory factors and challenges are addressed in Part II Section C.

Findings and Conclusions

5. The overall rating of *Unsatisfactory* on ‘Attainment of project objectives and planned results’ (Part II Section A) reflects the low efficiency of the Project due to the significant delays that have afflicted the Project since implementation began (occurring at a number of levels and for a variety of reasons), and evidence that suggests that the COAST Project is **highly unlikely** to fully deliver on its current objective and outcomes within its present timeframe and form.

6. In terms of challenges that have affected performance, the COAST Project has been handicapped by a poor original design, with a wide spread of countries across West and East Africa, too many activities and demo sites, a complex project management and administration structure involving interconnected global, regional, national and local decision-making bodies and three UN agencies, and a relatively small GEF budget. Overall, the original design was too large, confusing and lacked coherence. Attempts were made during the inception stage to address this but were insufficient. It is also **highly unlikely** that the Project can achieve its desired long-term impact of reducing levels of pollution, contamination and environmental degradation due to tourism in its target sub-Saharan African countries.

² These figures are from UNIDO, rather than UNEP.

7. Insufficient capacity has been a significant problem for the Project, combined with limited engagement of the Project at the national level, partly as a result of low motivation of the FPs, and inadequate leadership and management input by UNIDO/RCU (including its Country Offices/Desks in the region). The high turnover of project personnel, notably the national FPs, has not helped understanding and communication of project aims or delivery, and the poor involvement of the local DSMCs in decision-making has led to low ownership of the Project at the local level and raises concerns about the impact and sustainability of project results. Almost all of the project actors – national partners, RCU, UNIDO, UNWTO, UNEP – expressed dissatisfaction with management and administrative aspects of the Project, which have generated significant operational delays over contracts and payments which has aggravated relations amongst many actors, and UNWTO should have been a joint Executing Agency.

8. There continues to be a lack of clarity over the aims of the COAST Project, even amongst key project personnel including many national FPs (most people interviewed by the MTE believed the COAST Project is a tourism or poverty alleviation project rather than addressing environmental aims). There has also been, as yet, no clear strategy and plan for how project results will be integrated into tourism sector policy and practice. The MTE also has concerns over the reporting and delivery of co-financing pledged by project partners and there appears to be a significant shortfall at the MTE stage.

9. The overall rating for this project based on the evaluation findings is *Moderately Unsatisfactory*, although the International Consultant considers the COAST Project a little below this rating, based on his experience of other MTEs. The ratings in Table 1 reflect consideration of the full set of issues characterising or affecting project performance, impact and sustainability that are discussed in Part II of this report.

10. The option to recommend closing the project was considered in view of the challenges to date (under Criterion A1 and A3), many of which continue, the substantial risks to achieving a satisfactory outcome associated with limited ownership and national motivation (Criterion E) and issues over the implementation approach (Criterion H). However, the MTE believes that there is potential to substantially improve this rating and to reach a Satisfactory rating by end of project if a number of changes are made.

Table 1: Summary of MTE ratings

Criterion	Rating
A. Attainment of project objectives and results	Unsatisfactory
1. Effectiveness	Unsatisfactory
2. Relevance	Moderately Satisfactory
3. Efficiency	Unsatisfactory
B. Sustainability of project outcomes	Moderately Unlikely
1. Financial	Moderately Likely
2. Socio-political	Moderately Unlikely
3. Institutional framework	Moderately Likely
4. Environmental	Moderately Likely
C. Catalytic role	Moderately Satisfactory
D. Stakeholders involvement	Moderately Satisfactory
E. Country ownership / drivenness	Unsatisfactory
F. Achievement of outputs and activities	Moderately Unsatisfactory
G. Preparation and readiness	Moderately Unsatisfactory
H. Implementation approach	Unsatisfactory
I. Financial planning and management	Moderately Unsatisfactory
J. Monitoring and Evaluation	Unsatisfactory
1. M&E Design	Highly Unsatisfactory
2. M&E Plan Implementation	Unsatisfactory
3. Budgeting and funding for M&E activities	Moderately Satisfactory
K. UNEP & UN Partners Supervision and backstopping	Moderately Unsatisfactory
1. UNEP	Moderately Satisfactory
2. UNIDO	Unsatisfactory
3. UNWTO	Satisfactory

Recommendations

11. The following recommendations address issues that require a decision to be taken by the PSC and/or UNIDO and UNEP. The MTE did consider the alternative – closing down the Project – in view of the consistent poor delivery on the project, the challenges to date (under Criterion A1 and A3 in Table 1), many of which continue, the substantial

risks to achieving a satisfactory outcome associated with limited ownership and national motivation (Criterion E) and issues over the implementation approach (Criterion H). However, the MTE believes that if the following recommendations are implemented than the Project will be able to deliver on some of its original aims and important meaningful results by the end of the project. There are 9 main recommendations each of which is broken down into component recommendations.

12. **Recommendation 1 - Revise project strategy, objective, outcomes and logframe and M&E system.** The Project is too complex and ambitious for its GEF budget and co-financing, and the long Project Document and set of three separate sets of logframes do not help understanding and have handicapped delivery of the Project and M&E. Consequently, the Project needs to: review and revise the project strategy and produce a single, more coherent project logframe, with a reworded Project Objective to include initial mainstreaming activities as set out in Project Document, and set of SMART indicators and realistic targets, and a redesigned project M&E system. A simpler, reformulated project strategy and annotated logframe are proposed in Annex 10. Essentially, the proposed revised strategy (re)focuses on 1) identifying appropriate BAPs/BATs and 2) mainstreaming them into tourism sector processes (policies, regulations, plans, programmes, etc). The Project's capacity building and awareness activities are then orientated to delivering these two elements with the outcome that sustainable tourism governance and management is strengthened.

13. **Recommendation 2 - Reduce the scope and ambition of COAST Project to fit with reality.** There are now only two years left before the end of the Project and insufficient time to complete all Project activities. In addition, a significant part of the Project's budget has been spent (with few concrete results). Even with revision of the project strategy (Recommendation 1) it will be necessary to cut some activities and possibly some countries in order to ensure that the Project delivers some meaningful results. Consequently, it is recommended that the Project identify activities sets that can be cut in those countries and at those demo sites which have not been performing, and put under review others that are considered unlikely to deliver results before end of project.

14. **Recommendation 3 – Strengthen review of BAPs/BATs and linkage with activities at demo sites.** The global Review of BATPs/BATs is weak, does not provide sufficient guidance on what should be tested at the demo sites, and the ST-EP programme is not identified as a 'best practice'. Consequently, there has been weak linkage between the Review and activities developed at the demo sites. It is recommended to strengthen the initial Review with more specific guidance for the demo sites, and that a brief review of the benefits to biodiversity from the ST-EP programme approach.

15. **Recommendation 4 – Improve ownership, delivery and sustainability of project activities at demo site.** There is relatively low ownership of the Project activities at the demo site level, and there a lack of clarity, a framework and agreement for what EMS and reef recreation management activities should be undertaken at the demo site (ecotourism is being implementing through ST-EP projects), and there has been confusion over proposed Integrated Coastal Zone Management (ICZM) planning activities. A mix of recommendations is suggested to address these issues including: developing EMS and reef recreation projects through a similar participatory approach to that undertaken for the ST-EP projects, with a clear 'project brief' for each project; amending the TORs for both the DPC and DSMCs to give greater decision-making authority to the DSMCs; undertaking a study to determine the financial costs and benefits of elements of the EMS, ecotourism and reef recreation management models being piloted and any economic incentives to promote their uptake; and cutting future ICZM activities from the Project.

16. **Recommendation 5 - Improve communication and facilitate mainstreaming of project results.** Public awareness of the Project's aims is low, even among most key stakeholders, suggesting the focus of the Project has been lost to some extent. There is also no procedure for capturing the results and lesson learning from testing BAPs/BATs at the demo sites, which is worrying, given this is a 'demonstration' project. Key recommendations are to: develop a detailed Project Communication and Mainstreaming Strategy and Plan (CMSP); produce a revised 20-30 page 'project brief' that acts as the technical reference source for the Project; develop a framework for capturing experiences and lessons learned from Project; and identify opportunities to mainstream COAST Project results into the tourism sector in partner countries.

17. **Recommendation 6 – Provide and build capacity to enable stakeholders to fully participate in COAST Project.** Low capacity across the Project has negatively impacted delivery. Training Needs Analyses were undertaken during the first year, but do not precisely reflect what is needed in terms of delivery of the sub-theme projects at demo sites. Key recommendations are to: undertake capacity needs assessments for delivery of the individual project elements at demo sites (building on the TNAs) and deliver relevant training courses; and identify capacity needs to facilitate mainstreaming of project results into national policy, regulatory and planning processes, and deliver capacity building/training programmes.

18. **Recommendation 7 – Clarify and document all co-financing and leveraged funds.** Levels of co-financing are still not clear and need to be re-confirmed. Co-financing also needs to be reassessed in light of the MTE

recommendations, as cutting some activities and possibly countries will impact sources of co-financing. In addition, additional leveraged funds need to be fully calculated and documented.

19. **Recommendation 8 – Strengthen management, administration and project oversight.** A wide variety of issues were identified related to project management, administration and oversight. The key recommendations aim to address them include: UNWTO and Ministry of Tourism should take the lead on mainstreaming activities (Outcome 2, under revised project structure) with TORs of Tourism FP revised, whereas the UNIDO and Ministry of Environment takes responsibility for delivery of the demo projects (Outcome 1); review and renew the current capacity and experience/skills mix of the RCU to deliver the restructured Project within the next two years; national UNIDO COs/Desks should provide more direct support the Project (particularly facilitating transfer of funds to demo site and requests for payments); examine the options for greater use of volunteers to provide support at demo sites; and host an ‘Extraordinary Steering Committee Meeting’ should be held in April 2012 to present, discuss and approve the MTE recommendations, including cuts to activities, demo sites and countries.

20. **Recommendation 9 – Approve project extension of 6-12 months.** Even with the smaller, more streamlined structure, suggested under Recommendation 1, some of the Project’s activities cannot be completed within the current time frame as they are dependent on other results being delivered first. Consequently, there is a clear need for a 6-12 month project extension taking the end of project date to between May - November 2014. Recommendations are to: develop a detailed proposal for a project extension of 6-12 months based on a realistic workplan and revised budget for delivery of the demonstration projects and integration of project results into national tourism policy and planning forums, based on the restructured (MTE recommended) project; submit proposal to the ‘Extraordinary PSC meeting’ (4th) for comments and approval; depending on decision, formalize project extension and revised budget with UNIDO and UNEP, and revise contracts with country partners and consultants delivering the EMS, ecotourism and reef recreation management sub-themes.

Lessons learned

21. In view of the relatively early stage in project implementation, there are few lessons and these are largely based on straightforward issues that have emerged related to project design, co-financing and payment to project personnel.

22. The main lessons learned are: ‘a badly designed project leads to operational problems during implementation’; ‘projects with many and unclear objectives and activities are unlikely to deliver well’; ‘budgets need to be based on reality and not optimism’; ‘letters of commitment from Governments and other project partners need to be renewed at the inception phase especially when there is an extended period (e.g. more than two years) between GEF CEO approval and the effective start of project implementation’; (during the development of the budget for GEF projects is to work with national GEF Focal Points to ensure that there is a clear understanding of the nature of funding available for staff remuneration in order to manage expectations from the outset of the project and, where appropriate, to build allowances into national co-financing in order to be in harmony with other development partners’ practices.

I. Evaluation Background

A. Context

23. Coastal states in sub-Saharan Africa are home to over 465 million people (2005 figure) and many are directly dependent on marine and coastal resources and the essential goods and services they provide. The COAST Project was developed within the context of growing concerns about uncontrolled and destructive tourism development along these coasts. Sub-Saharan Africa contains 32 coastal states (out of a total of 44 states) bordering both the Atlantic and Indian Ocean, with a combined coastal length that exceeds 48,000 km and offers enormous potential for coastal tourism development. The ecosystems resources shared by these countries are encompassed by five distinct Large Marine Ecosystems (LMEs), all of which are recognized as important for their globally significant marine diversity and high productivity, with rich fishery resources, oil and gas reserves, precious minerals, and their potential for tourism. The marine and coastal ecosystems in this region support a diverse complex of productive habitats, such as coral reefs, seagrass meadows, mangrove forests, estuaries and floodplain swamps and several major coastal upwelling sub-ecosystems that are ranked among the most productive coastal and offshore waters in the world.

24. Tourism is presently one of the most dynamic and fastest economic growth sectors around the world, and countries within sub-Saharan Africa are increasingly turning to tourism as a viable option to accelerate their economic growth and address poverty reduction goals through tourism's contribution to generating incomes, investment, jobs, social welfare, external debt reduction, and encouraging economic diversification. Unfortunately, much of the tourism development activity in the coastal environments in these countries over the last few decades has been driven by short-term economic gains at the expense of the living marine resources and the environment, which has been exacerbated in the absence of careful planning, regulation and environmental management practices. For instance, while the sustainability of the tourism industry itself depends on a clean and attractive environment (polluted beaches and degradation of coastal zones reduces the "attractiveness" of affected areas as a tourist destinations and results in declining visitor arrivals and revenues), there is a tendency for many hotel developers to ignore environmental concerns and focus on short-term profitability³, particularly in the absence of legally enforceable environmental standards and consumer pressure, and there are particular concerns about pollution and contamination originating from tourism-related sources with related high volumes of waste and litter. The expansion of coastal tourism has also often resulted in uncontrolled migration adding to increased density of human coastal populations as well as to dislocations in the social fabric of many communities⁴.

25. The COAST Project is being implemented in nine sub-Saharan African countries (Cameroon, The Gambia, Ghana, Kenya, Mozambique, Nigeria Senegal, Seychelles, and Tanzania), which are at various levels of socioeconomic development and all have attractive and varied coastal resources that support high levels of globally important biodiversity, such as coral reefs and mangroves, and have considerable coastal tourism potential (in some cases already contributes a significant portion of export services and GDP, e.g. Seychelles).

26. Coastal tourism in these countries has developed at different rates, but typically development has progressed in an *ad hoc*, un-planned and uncontrolled manner. In addition to lack of, or inadequate, solid and liquid waste treatment infrastructure and management, uncontrolled water consumption, the positioning of tourism developments in close proximity to sensitive biological areas, control of visitor numbers and activities in environmentally sensitive areas and the regulation and/or control of other tourism-related activities based on the coastal and marine environment, such as diving, snorkelling, fishing and yachting (e.g. anchor damage and physical breakages by divers/snorkellers) have also highlighted as threats for these countries (Project Document and other PDF-B phase background documents).

27. Prior to the Project, all nine countries had recognized the need to plan and sustainably manage their coastal and marine environment and resources, and were party to relevant regional and international conventions (notably the Abidjan and Nairobi conventions on the development and protection of the coastal and marine environment), but the line ministries responsible for addressing these issues – ministries of environment and tourism - lacked the required tools, capacity and financial resources.

³ This was directly encountered during MTE interviews with three hotel managers who stated that 'the government' was responsible for cleaning up the beach in front of their hotel, even if their guests had been partly responsible for its state, and 'it was not the role of the private sector'.

⁴ As the project Document points out, local communities often lack adequate business skills to cope and this restricts their ability to participate in the benefits from tourism, which results in resentment of tourists and the tourism sector by locals. In addition, the lack of local community participation leads conflicts of interest between resource users restricted public access to beaches for recreation and loss of livelihoods through loss of convenient fish landing sites.

B. Evaluation approach, objectives, scope and methodology

28. According to GEF monitoring and evaluation policies, and in line with the UNEP Evaluation Policy⁵ and the UNEP Evaluation Manual⁶, all full-sized GEF-funded projects must undergo a mid-term evaluation (MTE), half way through project implementation. The MTE seeks to determine whether the project is on-track, promote accountability for the achievement of GEF objectives through the assessment of project performance and results to date (in terms of relevance, effectiveness and efficiency), identifies challenges and risks to achievement of the project objectives, and derives corrective actions needed to achieve maximum impact and sustainability of project results. In addition, the MTE is expected to promote learning, feedback and knowledge through sharing of results and lessons learned amongst GEF and its partners.

29. With this in mind, a MTE of the project entitled ‘Demonstrating and Capturing Best Practices and Technologies for the Reduction of Land-sourced Impacts Resulting from Coastal Tourism’ (short title ‘COAST Project’), was initiated by the Evaluation Office of UNEP as the GEF Implementation Agency to assess the actual performance and results of the Project against the planned project activities and outputs, at the regional, national, and local levels.

30. The MTE assessed the Project with respect to a minimum set of GEF and UNEP evaluation criteria grouped in four categories:

- i. ***Attainment of objectives and planned results***, which comprises the assessment of outputs achieved, relevance, effectiveness and efficiency and the review of outcomes towards impacts;
- ii. ***Sustainability and catalytic role***, which focuses on financial, socio-political, institutional and ecological factors affecting sustainability of project outcomes, and also assesses efforts and achievements in terms of replication and up-scaling of project lessons and good practices;
- iii. ***Processes affecting attainment of project results***, which covers project preparation and readiness, implementation approach and management, stakeholder participation and public awareness, country ownership/driven-ness, project finance, UNEP supervision and backstopping, and project monitoring and evaluation systems; and
- iv. ***Complementarity with UNEP strategies and programmes***.

31. In addition, because of concerns over the poor delivery of project results, the MTE was asked to focus on a set of key project specific questions (see MTE Terms of Reference in Annex 1), which help guided the overall scope and framework of the evaluation. These included:

- What are the key challenges to project implementation?
- Can the project realistically achieve its intended objectives, outcome and outputs within the time remaining (by Nov 2013)? In the current context, what can realistically be achieved in each country in the time remaining to the project?
- In particular, what is the status of the demonstration projects and can these be delivered under the current arrangements?
- Is the project in a position to achieve its targets as spelled out in its M&E Logical Framework? What activities should be prioritized so that the main outputs and objectives can still be achieved in a timely manner?
- Is the capacity and institutional arrangements of each partner organization at the national level adequate to support the timely execution of the demonstration projects within the remaining time frame? If not, how can this aspect be improved?
- Is the operational, managerial and administrative support deployed by UNIDO to support the country-level demonstration projects adequate to the task at hand?
- What are the main issues underlying the significant delays incurred so far in project execution? How can these issues be addressed within the limits of existing resources and within the project timeframe?
- Can the project ensure the completion, wide dissemination and adoption of proposed measures and plans for the sustainable development of coastal tourism in the target countries and areas?
- Is the project in a position to develop and support the uptake of the intended highly innovative practices in coastal tourism? How innovative are these ‘practices in coastal tourism’?
- What is the likely expected impact of the project in the current context?

32. The MTE rated various project achievements, as detailed in the Annex 2 of the MTE Terms of reference (TOR, see Annex 1), according to the GEF project review criteria, using the ratings of Highly Satisfactory (HS), Satisfactory (S), Marginally Satisfactory (MS), Marginally Unsatisfactory (MU), Unsatisfactory (U), Highly Unsatisfactory (HU) and Not Applicable (NA).

⁵ <http://www.unep.org/eou/StandardsPolicyandPractices/UNEPevaluationPolicy/tabid/3050/language/en-US/Default.aspx>

⁶ <http://www.unep.org/eou/StandardsPolicyandPractices/UNEPevaluationManual/tabid/2314/language/en-US/Default.aspx>

33. The MTE employed a variety of methods including:

- **Semi-structured interviews** using **questionnaires** with key project individuals, partners, stakeholders, consultants and project beneficiaries, mostly through face-to-face meetings, or via skype and telephone (skype/telephone interviews were largely held in August, September and late December 2011);
- **Missions** to Senegal (16-24 July 2011), The Gambia (24- 29 July), and Kenya (22 November to 13 December 2011), with **field visits** to five of the COAST Project's demonstration sites (demo sites) in these countries (Saly and Ngasobil in Senegal, Kartong and Denton Bridge in The Gambia, and Watamu in Kenya), but also with face-to-face interviews with representatives of the three Demonstration Site Management Committees (DSMCs) from Tanzania (Bagamoyo, Kinondoni and Mafia Island) while they were attending a workshop in Watamu, Kenya (23-25 November 2011)⁷ and details of the itineraries of the MTE missions are given in Annex 2;
- **Attendance at the COAST Project's 3rd Steering Committee Meeting** (SCM) held in Saly, Senegal in late July 2011, which also allowed face-to-face interviews with several national Focal Points (FPs) of countries that could not be visited (Cameroon, Mozambique, Nigeria, Tanzania, although no intensive interviews with the latter), and other project partners such as UNWTO and UNIDO staff;
- **A review of relevant project documentation** provided by UNEP-GEF, UNIDO, the COAST Project staff, as well as documents obtained from the internet, including the Project Document, Project Implementation Review (PIR) reports, demo site reports, budgets, workplans, Back to the Office Reports (BTORs) and other monitoring reports, Project Steering Committee (PSC) meeting (referred to in project literature as SCMs) minutes, and other relevant correspondence and documentation related to project outputs, posted on the project website (<http://coast.iwlearn.org/>) and received from other relevant parties (a full list given in Annex 3);
- **In-depth analysis and interpretation of data** collected following the missions.

34. Interviews were held with more than 110 people from the UNEP (project and financial management staff including current and former UNEP Task Managers, UNEP IW Portfolio Manager, and Fund Management Officer in Nairobi), UNIDO (staff at headquarters in Vienna and several Country Offices/Desks), staff at the Regional Coordination Unit (RCU) in Nairobi, Kenya, most national Focal Points (at both the ministries of environment and tourism), several of the lead contractors (e.g. UNWTO, sustainable tourism consultants, EcoAfrica), several Demonstration Project Coordinators (DPC) and members of a number of Demo Site Management Committees (DSMC) and other relevant local stakeholders. A full list of those interviewed is given in Annex 4.

35. The COAST Project MTE also draws on the results of the MTE of the UNDP-GEF 'Mainstreaming biodiversity management into production sector activities' Project in the Seychelles (hereafter Seychelles MBD Project), which was led by the same International Consultant, during September and October 2011. This is the 'sister' project to the COAST Project with some common activities, including demonstration sites and exchange of lessons learned. The tourism element of the UNDP-GEF MBD Project represents the main contribution of Seychelles to the COAST Project. Participation of the International Consultant in the MTE for the MBD project allowed an additional two demo sites (Constance Ephelia Hotel and Denis Island) to be assessed and results included in the COAST Project MTE.

36. The MTE adopted a participatory approach in which interviewees were encouraged to discuss (among other things) their own experiences of the COAST Project, what impact it had made on their own lives and community or organization, what they felt had been its successes and failures to date⁸, and what needed to be changed to strengthen delivery of the Project objective. Throughout the evaluation, particular attention was paid to recording individual stakeholders' views⁹ and it was also explained that the purpose of the MTE was not to judge performance in order to apportion credit or blame but to determine ways to improve implementation to ensure the Project's successful conclusion and to gather lessons for the wider GEF context. Wherever possible, information collected was cross-checked between various sources to ascertain its veracity, particularly if there were conflicting claims. The confidentiality of all interviews was stressed.

37. The MTE was originally due to begin in January 2011. However, as it was not possible to assess any significant progress at the local level at this time, as national partners were still at the inception stages of their planned work, UNEP and UNIDO took a joint decision to delay the MTE by 6-9 months. The MTE missions and data gathering were conducted over a period of 43 days between late July and mid December 2010 by a single international consultant (no national consultants were contracted to support the MTE). It was carried out over a number of months in order to allow

⁷ There were insufficient funds to visit all countries and demo sites within the MTE budget. These countries/sites were selected by the UNEP Evaluation Office, in coordination with UNEP, UNIDO and the RCU, giving due consideration to cost-effectiveness, budget and time factors as well as the need for an adequate and representative sample to support the findings of the evaluation.

⁸ Such questioning often reveals less tangible benefits and impacts that are not identified within a standard GEF project M&E system heavily reliant on logframe indicators, but which can nevertheless be important to stakeholders, useful for improving project partnerships, and essential for delivering project with real sustainable and meaningful impacts.

⁹ Different participants in a project often have very different ideas on what constitutes success and failure. Local people's views are no less important than those of a Minister, and it was important that all relevant beneficiaries or stakeholders had the opportunity to participate in the MTE.

time to visit several demonstration site projects and attendance of the International Consultant at the 3rd PSC meeting held in Saly, Senegal in July 2011, and accommodate the International Consultant's contract to undertake the UNDP-GEF MTE for the MBD Project, in Seychelles.

38. A briefing on the preliminary findings and recommendations of the MTE was given at the Regional Coordination Unit (RCU) to the COAST Project team, UNEP staff, representatives from UNIDO headquarters (HQ) in Vienna and the UNIDO Kenya Country Office on 13th December 2011, immediately prior to the departure of the International Consultant from Kenya, and a copy of a 27-page 'Interim Report' (both written document and Powerpoint presentation) with initial findings and preliminary recommendations was left with the RCU. Feedback on the Interim Report from UNEP, UNIDO and national and local stakeholders was provided to the International Consultant (IC) on 10 February 2012. A draft MTE Report was produced on 15 March 2012 and the Final Report was completed after receipt of comments from project stakeholders, coordinated by the UNEP Evaluation Office in Nairobi, on 25 April 2012.

39. As with the majority of evaluations, the main limitations for this MTE were the time and resources available to collect and analyze data, and not everyone connected with the COAST Project could be interviewed (although some people were interviewed more than once). Therefore the MTE represents a sample of all possible stakeholders, although most of the key individuals were interviewed and a representative number of demo sites were visited.

C. The COAST Project

1. Background and rationale

40. The COAST Project has had a long and slow evolution. The Project originates from the 2002 Cape Town Declaration on Responsible Tourism in Destinations, which affirmed the commitments of African leaders to strengthen cooperation through the relevant existing global and regional agreements, programmes and institutional mechanisms, including the UNEP Global Program of Action for the Protection of the Marine Environment from Land Based Activities (UNEP-GPA/LBA¹⁰), and through the coordinating framework of the Abidjan and Nairobi Conventions¹¹. This resulted in a UNEP-GEF Medium Sized Project (MSP) entitled the '*Development and Protection of the Coastal and Marine Environment in Sub-Saharan Africa*', commonly referred to as the 'African Process'.

41. During the UNEP-GEF MSP, a portfolio of 19 Framework Proposals were developed to address a broad range of priority issues, including four interrelated proposals that addressed coastal tourism:

- Development of Sustainable Coastal Tourism¹² Policies & Strategies;
- Promoting environmental sustainability within the tourism industry through implementation of an eco-certification and labeling pilot programme for hotels;
- Preparation of National Ecotourism Policies/Strategies and Identification of Pilot Projects for Implementation;
- Pilot Measures to demonstrate best practice in Mitigating Environmental Impacts of Tourism-Reef recreation management.

42. These proposals were endorsed by (among others) the African Union's New Partnership for Africa's Development (NEPAD) Thematic Group on Coastal, Marine and Freshwater Ecosystems meeting held in February 2003 in Abuja, Nigeria, and formed the basis for the PDF-B phase of the COAST Project and subsequent development of a full-sized GEF project.

43. The COAST Project entered the Global Environment Facility (GEF) pipeline on 16 June 2003, a Project Development facility (the PDF-B phase) grant was approved on 7 January 2004 and the design and planning phase (PDF-B) lasted from late 2004 to March 2006, when the project was endorsed by UNEP for financing to the GEF.

¹⁰ The UNEP Global Program of Action for the Protection of the Marine Environment from Land Based Activities (UNEP GPA/LBA) recognizes that the main cause of degradation of the marine environment is due to land-based activities including urbanization and coastal development. It provides a framework for action, and targets activities to deal with all land-based impacts upon the marine environment (sewage, persistent organic pollutants, radioactive substances, heavy metals, oils (hydrocarbons), nutrients, sediment mobilization, litter, and the physical alteration and destruction of habitats).

¹¹ <http://www.unep.org/abidjanconvention/> and <http://www.unep.org/nairobiconvention/>

¹² **Sustainable Tourism** refers to a level of tourism activity that can be maintained over the long term because it results in a net benefit for the social, economic, natural and cultural environments of the area in which it takes place, (ICOMOS, ICTC, 2002) and, socio-cultural and environmental impacts are neither permanent nor irreversible.

44. The Project received GEF CEO endorsement on 2nd August 2007 as a Full-sized Project under Operational Programme 10 (Contaminants)¹³, and as part of International Waters Strategic Priorities 1, 2 & 3 (innovative demonstrations for; restoring biological diversity, reducing contaminants and addressing water scarcity) of the GEF Business Plan. UNEP acting as the Implementing Agency and UNIDO as the Executing Agency, signed the Project Document (Pro Doc) in November 2007¹⁴ and first disbursement was on 6th December 2007. However, it took a considerable period to recruit a Regional Project Coordinator (RPC, also called the CTA of Technical Coordinator in some project documentation), and the COAST Project did not formally start until nearly a year later on 17 November 2008, with the arrival of the RPC in Nairobi¹⁵. During the last week of November 2008, UNIDO and UNWTO representatives met in Nairobi in order to establish a work plan for the inception phase. During the following 8-month inception phase the Project's Regional Coordination Unit (RCU) and Office were established, equipment and furniture purchased, and a Project secretary recruited. The inception period culminated in an Inception Workshop and 1st Project Steering Committee Meeting, held in Bilene, Mozambique, on 13-14 July 2009.

45. Initially, the COAST Project was planned to run for 60 months with a completion date of 31 October 2012, but the PIR for 2011 gives a revised end of project date as 15 November 2013. The MTE understands this was done to reflect the delay over the recruitment of the RPC¹⁶. This decision was formally agreed at the 1st PSC meeting (documented in Outcome Report doc Final Version 30/09/09, item 5 which states "The RCU after consultation with UNEP is proposing the project ends in November 2013. This is being formally requested during this SCM (UNIDO Project Manager). All members of the SCM agreed with this proposal.").

2. Concept and Design

Concept and strategy

46. The COAST Project was originally designed to respond to causes of environmental degradation associated with tourism development in selected sub-Saharan African states that threaten coastal and marine habitats and species of international importance, such as mangroves, marine turtles, and many species of migratory birds in the region. A lengthy and detailed analysis of the threats to marine and coastal habitats in the participating countries is given in the Project Document, where the principal ones identified are:

- Damage from Tourism Related Pollution and Contamination;
- Direct Destruction and Degradation of Coastal and Marine Ecosystems; and
- Unsustainable Use of Natural Resources by the Tourism Sector.

47. The Project Document lists the principal barriers to the adoption of a more sustainable approach to tourism that would mitigate land-based impacts and contaminants as:

- Inadequate institutional arrangements and poor sectoral coordination;
- Fragmented and uncoordinated legislation, policy and management approaches;
- Absence of comprehensive baselines data on which to form policy and management decisions;
- Inadequately trained and insufficient human resources;
- Limited access to information and case studies on best available practices and technologies for sustainable tourism;
- Limited or absent awareness of value of ecosystem functions and services to tourism and to all sectors of governance and society;
- Lack of effective protection or effective management of environmentally sensitive areas and landscapes.

48. The COAST Project aims to address these threats and overcome these barriers through adapting, demonstrating and adoption of 'best practice' strategies and tools for sustainable tourism that can reduce the degradation of marine and coastal environments of trans-boundary significance (thus adoption of these practices would directly strengthen sustainable tourism governance and management process and practice). Specific areas to be addressed through the COAST Project are: Environmental Management Systems (EMS) and voluntary eco-certification and labelling, ecotourism to alleviate poverty through sustainable alternative livelihoods and to generate revenues for conservation of biodiversity; and reef recreation management for the conservation of coastal and marine biodiversity'. The Project's main strategy is to test and adapt various EMS, ecotourism and reef recreation management approaches/technologies

¹³ It also contributes to OP9 (integrated land and water management) and OP2 (biodiversity in marine and coastal ecosystems).

¹⁴ Project endorsement from the participating Governments was reflected in their endorsement letters of 2006 (listed in the Project Document) thereby negating the need for them to sign the Project Document.

¹⁵ Although the agreement between UNEP and UNIDO was activated in November 2007, the delay over recruitment of the RC meant that there was nearly a 3-year 'gap' between PDF-B and project implementation.

¹⁶ UNEP commented that 'the decision was also based on a range of other management considerations including the quite apparent overall delay in all aspects of project delivery...accrued also after the recruitment of the RPC.'

that are recognised as ‘best practice’ internationally to the sub-Saharan Africa context and show how tourism development can be done in such a way as to benefit not only local communities and businesses but biodiversity and with much reduced environmental impacts. The major deliverable from the COAST Project at the national level will be in the form of guidelines, mechanisms/strategies and tools for policy and regulatory reforms that will reduce land-based and anthropogenic impacts from coastal tourism, developed through a variety of project activities including testing and piloting these Best Available Practices (BAPs) and Best Available Technologies (BATs) at a number of carefully selected demonstration sites, and through assessment and recommendations of other ways to strengthen sustainable tourism governance and management (which the BAPs/BATs will feed into). At the site level, the Project will produce practical advice and models for how individual tourism enterprises, e.g. hotels, tour agencies, can reduce their impact on the environment. Every participating country is also to receive targeted training and capacity building to suit their specific requirements, with a particular focus on collaborative resource management mechanisms.

49. According to the Project Document, there were to be three overall ‘indicators of success’ for the Project

- i. Adoption by the participating countries of sustainable tourism management and development policies and strategies that clearly reflect the Africa Process objectives and those of GEF, with a particular focus on reduced land-based sources of pollution.
- ii. A noticeable reduction in environmental stress to the coastal and offshore environments as a result of unsustainable tourism, which will be confirmed through measurable target indicators to be defined per country at implementation (e.g. water quality, critical habitat distribution, ‘hotspot changes’ and/or species numbers, energy/water consumption per head, number of tour operators implementing EMS, visitor awareness on critical environmental issues, etc).
- iii. Improvement of benefits from tourism to host communities e.g. through enhanced alternative livelihoods, and secured access and landing rights.

50. In terms of specific weaknesses, the Project’s strategy is particularly weak¹⁷ and confused (see paragraph 294), and indeed there were three separate sets of logframes within the Project – one for the overall project (Annex B of Project Document), one for the three ‘thematic areas’ (environmental management systems, ecotourism and reef recreation management, Appendix A of Project Document), and, apparently, individual logframes for each demonstration site (these were supposedly included in Appendix A of the Project Document, but not in the version supplied to the MTE). It has never been clear how these three levels relate and interact with each other.

51. Another serious weakness in project design relates to the national demonstration sites. These were apparently chosen through national consultation processes on the basis of their value as important biodiversity areas where tourism development was taking place or planned and having a negative impact. Details on these sites are given for each participating country in Appendix A of the Project Document. However, detail on activities to be undertaken at the sites presented are very sketchy and in most cases, e.g. The Gambia, presented as little more than a very lengthy ‘shopping list’ of activities that need to be undertaken (as mentioned demo site logframes were not included with the Project Document).

52. Cameroon was not included among the target countries at the project concept and early PDF-B stages, but added at a later date before the project was submitted to GEF. It was not clear why Cameroon was formerly included as it was not one of the countries participating in the Africa Process (although several other countries involved with the Africa Process were not included in the COAST Project, namely Cote d’Ivoire, Mauritius and South Africa). According to information received during MTE interviews, Cameroon’s inclusion was due to lobbying by one of the senior consultants involved in designing the full proposal, who was himself a Cameroonian.

Objectives and Components

53. According to the Project Document provided to the MTE¹⁸, the overall Goal of the COAST Project is to ‘*support and enhance the conservation of globally significant coastal and marine ecosystems and associated biodiversity in sub-Saharan Africa, through the reduction of the negative environmental impacts which they receive as a result of coastal tourism*’.

54. The Project Objective is to ‘*demonstrate best practice strategies for sustainable tourism to reduce the degradation of marine and coastal environments of transboundary significance*’.

55. The Project Document lists five Outcomes (also termed ‘Components’ in the Project Document). These are:

¹⁷ Described by one MTE interviewee as a ‘typical GEF-3 ‘Christmas tree’ project. In other words, many often poorly related activities were hung off the central trunk of the GEF project.

¹⁸ Confusingly, there appear to be at least two variants of this. That provided to the MTE and used by the RCU was ‘revision 3’, date dated ‘07-09-07’ and had 253 pages.

Outcome 1: Demonstrated reductions in Sewage and Wastewater Discharges and Damage to Critical Habitats in the Coastal and Marine Environment from Tourism (Component 1: Capture of Best Available Practices and Technologies)

This Outcome has two Outputs:

- Output 1A: Identification of Best Available Practices (BAPs) and Best Available Technologies (BATs) (on a global scale) applicable to sustainable tourism within the sub-Saharan African situation
- Output 1B: Implementation of National Demonstrations to elaborate Best Available Practices (BAPs) and Best Available Technologies (BAPs) for Sustainable Tourism

In addition, Output 1B has 3 elements in the Project Document:

- i. Establishment and Implementation of Environmental Management Systems and voluntary Eco-certification and Labelling schemes
- ii. Development of eco-tourism to alleviate poverty through sustainable alternative livelihoods and generate revenues for conservation of biodiversity and the benefit of the local community
- iii. Sustainable reef recreation management for the conservation of coastal and marine biodiversity

Outcome 2: Enhanced National Policies, Regulatory and Economic Incentives Supporting Sustainable Tourism Governance and Management (Component 2: Development and Implementation of Mechanisms for Sustainable Tourism Governance and Management)

This Outcome has three Outputs:

- Output 2A: National reviews and assessments of policy, legislation, institutional arrangements and financial mechanisms to identify needs and requirements
- Output 2B: Development of model guidelines and individual national strategies and work-plans for Sustainable Tourism based on 2.A and the Outputs from Component 1
- Output 2C: Implementation of individual national strategies and work-plans for Sustainable Tourism

Outcome 3: Enhanced Institutional Capacities Supporting Sustainable Coastal Tourism management (Component 3: Assessment and Delivery of Training and Capacity Requirements emphasizing an Integrated Approach to Sustainable Tourism)

This Outcome has three Outputs:

- Output 3A: Assessment of national baselines and requirements within various sectors
- Output 3B: Development of sectoral model packages and guidelines for national dissemination
- Output 3C: Adoption and implementation of national programmes for T&CB (with agreed work-plans) targeting relevant sector

Outcome 4: Widespread Public Knowledge and Information Availability about Tourism Impacts on the Coastal and Marine Ecosystems (Component 4: Information Capture, Management and Dissemination)

This Outcome has five Outputs:

- Output 4A: Establish a Regional Information Coordination House (RICH) and an associated Environmental Information Management and Advisory System (EIMAS) that coordinates information and provides guidance and materials for the capture and analysis and dissemination of data pertinent to Sustainable Tourism.
- Output 4B: Identify national data capture and management needs (including GIS, mapping, zoning, monitoring, presentation, etc)
- Output 4C: Develop national models for Environmental Information Management and Advisory Systems (including feedbacks between data gathering and policy- making needs).
- Output 4D: Implement national work-plans for EIMAS adoption and institutionalization
- Output 4E: Develop and implement national delivery programmes for targeted awareness raising packages and policy level sensitisation

Outcome 5: Established Project Management Capacity and Institutional Mechanisms (Component 5: Project Management Coordination, Monitoring and Evaluation)

This Outcome has four Outputs:

- Output 5A: Establish Project Coordination Unit

- Output 5B: Establish Regional Coordination Mechanisms (Steering Committees and Technical Advisory Groups)
- Output 5C: Establish National Coordination Mechanisms (National Stakeholder Committees and Technical Advisory Groups)
- Output 5D: Adopt appropriate indicators and necessary M&E procedures (including assessment and evaluation of post-project sustainability)

56. Consequently, as can be seen, the COAST Project, as originally designed, is a large complex project with many components, and largely because of this, many stakeholders have found it difficult to understand.

57. The title and focus of the COAST Project have been changed several times during the proposal development process and since implementation began. At the project concept stage (10 June 2003), the project was titled '*Reduction of environmental impact from coastal tourism through the implementation of pilot demonstration projects, promoting the development of sustainable tourism policies and strategies and strengthening public-private partnership*'. At the PDF-B proposal stage (3 November 2003) this has been modified to '*Reduction of Environmental Impact from Coastal Tourism through Introduction of Policy Changes and Strengthening Public-Private Partnerships*', but in the final Executive Summary submitted to GEF (24 March 2006) and the Project Document, the Project had been re-titled as '*Demonstrating and capturing best practices and technologies for the reduction of land-sourced impacts resulting from coastal tourism*'. Confusingly, the report of the Project's Inception Workshop held in July 2009, calls the Project by the title it held during the early PDF-B phase, but for implementation purposes it was agreed at the Inception Workshop to call the Project "*Collaborative Actions for Sustainable Tourism*" – which was shortened to 'COAST' for ease of reference.

58. The COAST Project was initially envisaged as falling under 'GEF Strategic Priority: IW-3: Undertake innovative demonstrations for reducing contaminants and addressing water scarcity issues' but it was submitted under IW-1, 2 and 3 reflecting its greater demonstration role.

3. Project Preparation - implementation arrangements, main partners, and financing

Organisational arrangements

59. UNEP is the GEF-designated Implementing Agency (IA) and the United Nations Industrial Development Organization (UNIDO) is the GEF Executing Agency (EA) for the Project, and the United Nations World Tourism Organisation (UNWTO) acts as a collaborating executing agency.

60. UNEP has undertaken a number of sustainable tourism and ecotourism development initiatives globally¹⁹ and has managed a large number of GEF International Waters projects. UNEP is responsible for overall project supervision to ensure consistency with GEF and UNEP policies and procedures, and is expected to provide guidance on linkages with related UNEP- and GEF-funded activities. UNEP also has a responsibility for regular liaison with the EA on substantive and administrative matters, and for participating in key meetings and workshops as appropriate. The UNEP Task Manager (TM) and Financial Management Officer (FMO) provide assistance and advice to the EA on project management (e.g. revisions of work plan and budgets) and policy guidance in relation to GEF procedures, requirements and schedules. The UNEP TM and FMO are responsible for clearance and transmission of financial and progress reports to the GEF. UNEP is expected to review and approve all substantive reports produced in accordance with the schedule of work.

61. UNIDO is responsible for technical, administrative and financial management of the project and for timely production of financial and progress reports to UNEP. The part-time UNIDO Project Manager (UNIDO PM) is based at the UNIDO Headquarters in Vienna, but his role is largely administrative and supervisory; day-to-day project management is the responsibility of a Regional Project Coordinator (RPC, termed CTA or Technical Coordinator in some project documents), who is based at a Regional Coordination Unit (RCU), which is which is hosted by the UNIDO Kenya office in Nairobi. UNIDO HQ in Vienna also provides an additional part-time administration support to the Project. UNIDO services can be summarised as follows:

- Recruitment and management of international and local project staff (RCU staff);
- Financial control and management of project budget and expenditure;
- Timely production of financial and progress reports to UNEP/GEF;
- Management of sub-contracts;

¹⁹ See - <http://www.unep.fr/scp/tourism/>

- Arrangement of regional trainings and workshops;
- Procurement of project equipment; and,
- Regular reporting to UNEP/GEF and other parties as required.

62. UNIDO's involvement as EA was based on its experience of the tourism sector through two of its Branches (Private Sector Development and Trade Capacity-building) who offer various services, including policy and capacity building activities, enhancing private sector participation and building public-private partnerships, to industries including the tourism sector. In addition, its Investment and Technology Promotion Branch and Energy and Cleaner Production Branch, had prior experience relevant to the Project in treating pollution and contamination including promotion of cleaner and environmentally sound technologies and implementing environmental management systems and certification schemes.

63. UNWTO is a lead partner and subcontractor and has been involved with the COAST Project since the PDF-B phase. It is responsible for most of the Project's ecotourism related activities and is leading on support for the ecotourism work through development of 'Sustainable Tourism - Eliminating Poverty' (ST-EP) programme²⁰ projects at many of the demonstration sites, contributing to some of the regional training activities, and providing support for much of the policy and tourism strategy development needs within the project. A Letter of Agreement (LoA) exists between UNIDO and UNWTO setting out collaboration, responsibilities and arrangements (signed September 2010).

64. The Lead Agency of each country, usually the Ministry of Environment, is sub-contracted by UNIDO to carry out national activities, and nominates two national Focal Points (FPs), who are high-level individuals, one each from the ministries of environment and tourism. The lead national Focal Point (FP) in each country, who has the large brief, is responsible for:

- Managing and coordinating the implementation activities, including development of the annual work plan and monitoring budget expenditure;
- Ensuring that Government co-financing for the project is made available as per the project document;
- Coordinating national level activities for the COAST Project;
- Oversight of the implementation of the demonstration project(s);
- Linkage with other government and development partner agencies, and ensuring intersectoral coordination within their country, to facilitate uptake of project results and as a step towards sustainability;
- Close liaison and coordination with the Ministry of Tourism Focal Point on tourism sector support inputs to the COAST project activities at national and demonstration level; and,
- Representing their country at Project Steering Committee meetings.

65. It was realized during the inception phase following discussions between the RPC and national FPs, stakeholders at the demonstration sites and others that that there needed to be additional capacity to support the FPs to manage all day-to-day interventions, inputs, reporting and communications at the national and demonstration site levels. Consequently, a new position of Demo Project Coordinator (DPC) was established, funded through reallocation from other GEF budget lines (largely redirected from Outcome 4). DPCs are responsible for a number of specific tasks in relation to the work plan of the COAST Project within the geographic area of their demo site, including to:

- Coordinate with local partners and stakeholders to ensure that project activities are carried out in an efficient and effective manner in accordance with the project's annual work plan;
- Ensure that information and data required for monitoring and evaluation work are collected and collated (tabulated) and forwarded to the Lead National Focal Point on a regular (quarterly) basis;
- Report on progress within the project area on a regular basis (quarterly) to the Lead Focal Point;
- Work with all COAST project consultants or staff members and project visitors to ensure that they are able to carry out their work or visit in a well informed and well-coordinated manner;
- Inform the Lead National Focal Point as early as possible on any unforeseen issues or difficulties which may, or are likely to, lead to delay or disruption of project implementation;
- Maintain a tabulated database/list of all locally relevant stakeholder representatives and partners and to update this regularly and forward a copy to the Lead National Focal Point;
- Represent the demo project partners and stakeholders at any national (and possibly international events) from time to time, and to inform and advise other organisations, entities, or visitors about the progress of the project in their area.

66. According to the Project Document, each country was also supposed to establish a National Steering Committee (NSC), which was to be chaired by the national Focal Points. Each demonstration site has also established a *pro bono*

²⁰ <http://step.unwto.org/en/content/background-and-objectives>

Demonstration Site Management Committee (DSMC), comprising representatives of local community groups, private sector and government (they differ markedly in composition, dependent on the local situation), which are responsible for overseeing the implementation of project activities at the demonstration site.

67. The Project Steering Committee (PSC), in which project oversight rests, is composed of the two Focal Points from each country, representatives of UNEP, UNIDO, UNWTO, as well as invited technical experts. Membership was also to include other co-funders including NGOs and private sector partners. The PSC meets annually to monitor project progress and is primarily responsible for;

- Overall strategic policy and management direction to the COAST Project;
- Review and assessment of progress and demo projects;
- Review of draft strategies for improving sustainability of environmental benefits and their replication through institutional arrangements and policy instruments drafted by the project;
- Monitoring and reviewing of co-financing delivered to the project in line with GEF requirements and the project document; and,
- Reviewing and approving the annual work plan and budget.

68. An additional ‘consultative *ad-hoc* inter-agency management committee’ consisting of UNIDO, UNEP, WTO, NEPAD, AU-STRC, key donors and the Regional Coordinator was also proposed to ensure regular consultation, briefing and adequate feedback on project implementation and management. However this management group was not empowered ‘to take decisions on the nature and content of the substantial outputs of the project’ (paragraph 227 of Project Document), so its value was debatable and it does not appear to have ever been constituted. Regional and national Scientific/Technical Task teams were also to be created for the COAST Project, which were ‘judged crucial to the success of the project’, as they were to be ‘responsible for preparing detailed design and costed proposals for regional and national ecotourism demonstration projects’ (paragraph 228 Project Document). However, these also appear not to have been established.

Stakeholders

69. The Project Document mentions the following primary stakeholders: National tourism administrations; Tourism marketing authorities; Ministries of Environment; Ministries of Tourism; Ministries of Land Use / Planning; Town & country planning authorities; Ministries of Industry; Ministries of Culture & Heritage; Ministries of Local Government; National Parks Authorities; Marine Parks Authorities; NGOs; Local Communities and CBOs; Hotel Associations; Tour operators; and Chambers of Commerce & Industry.

Financing

70. The overall project budget at submission to GEF for project implementation was US\$29,417,416. This comprised a GEF grant of US\$5,388,200 (giving total GEF financing with the PDF-B funds of US\$6,014,600), and co-financing of US\$23,456,816 (giving a total co-financing with PDF-B funds of US\$24,006,816). Whilst this may appear very significant, almost all of the co-financing is ‘in-kind’ and the GEF funding was to be divided between nine sets of national activities (although not equally between countries) and for a significant set of regional activities, consequently it was recognized at the submission stage that funding was probably not going to be adequate to achieve the very ambitious aims of the COAST Project.

4. Readiness

71. The RPC made visits to all 9 countries during the inception period in 2009 in order to meet with national and organisational partners identified during the project development phase to re-establish links (after the nearly 3-year break), to review and further develop national- and demonstration site-level project activities, including discussions on establishment of the DSMCs the Project and prepare for implementation, and to build working relationships with key stakeholders.

72. The Project strategy and framework for implementation were revised and several major changes made during the inception stage by the RPC with input from the then UNEP Task Manager, UNIDO TM, national Focal Points and discussion with other stakeholders, and a reworked logframe and management arrangements were presented and endorsed at the 1st PSC meeting in July 2009.

73. Unfortunately the changes made to the Project’s logframe during the inception period only served to cause further confusion as Project Outcomes were changed to ‘Objectives’ so that the COAST Project logframe currently has four ‘Objectives’ (rather than just the one which all GEF projects should have). In addition, the revised logframe elevates the original sub-outputs that address the three activity ‘sub-themes’ (sometimes called sometimes called ‘sub-

objectives'), covering EMS, ecotourism and reef recreation management to 'outcomes'²¹. The indicators associated with these new 'objectives' and 'outcomes' are also different to those presented in the original project logframe. This revised logframe has served as the basis for the M&E framework and progress reporting by the RCU, UNIDO and UNEP ever since (although a number of MTE targets were reduced by the PSC (post-Cameroon PSC meeting) as not likely to be achieved).

74. A further 'sub-theme' was added at the Inception Workshop and discussed at the 1st PSC meeting in Mozambique, titled '*Integrated (1.a;1.b;1.c)*' in Table 2 of the Inception report (but not included in the revised logframe presented in the Inception Report) focused on activities in Kenya and Tanzania. This was later expanded to 'Integrated Coastal Zone Management and land use planning' which was added and adopted by the RCU as a fourth sub-theme in the revised logframe, although this has not been formerly endorsed by the PSC at any of their meetings (see paragraph 294 for more details on changes to the main elements of the project's logframe made during the inception period).

75. In terms of changes to specific outcomes ('objectives' in the revised logframe) made during the inception stage, the single biggest were the removal or modification of the components dealing with the creation and hosting of a data centre (Regional Information Clearing House - RICH) and associated national Environmental Information Management Advisory Systems (EIMAS), under original Outcome 3, and deletion of Outcome 5 which deals with project management, whose tasks were subsumed into other Outcomes (this makes sense as project management is not an outcome of a project but required to achieve it – it is a means to an end, not an end in itself). RICH and EIMAS were replaced with a simpler, cheaper (and more sustainable), less ambitious and more achievable alternative – the 'virtual information coordination and clearing house' (termed 'eRICH'), where data on Project results (e.g. BAPs/BATs tested models) and other relevant information would be made available through the COAST Project website which is linked to the GEF-funded International Waters Learning Exchange and Resource Network (IW:Learn) website²². Another important change made at the inception stage to prepare the project for implementation was the creation of the Demo Project Coordinator posts (see paragraph 65, 223, 224).

76. Demonstration site narratives were also revised (taking into account new developments in each country since the end of the PDF-B phase) and together with workplans for the first year of implementation work and presented at the inception meeting, and demonstration sites in Kenya and Ghana (one site each) were dropped from the Project as each country considered it had too many sites for the financial resources available. A full project-level budget revision was also prepared and presented. The first meeting of the PSC took place immediately following the Inception Workshop at which were presented the country workplans, revised overall budget, logical frameworks (regional level and demonstration level) and outline workplans for the period up to July 2010 were discussed and approved. Further, minor, revisions to the original project logical framework were approved in the 2nd PSC meeting in mid-2010, which make less ambitious assumptions about what the Project is designed to deliver.

77. The Inception Report presents an updated set of partner country demonstration documents (narrative and 'logframe') and a revised and adjusted global budget for a 5-year implementation period of the project. It gives a good overview of the Project and was an attempt to reduce the 253-page Project Document down to a more manageable and comprehensible project brief that would be more widely read and used by project partners and stakeholders.

II. Project Performance and Impact

A. Attainment of objectives and planned results

78. There has been relatively little progress towards meeting the Project's objective and outcomes at the MTE stage. However, assessing progress is not straightforward, largely due to the weak design of the Project's strategy and logframe and changes made to the logframe since.

79. Since the revised logframe, approved by the PSC at its 1st meeting in July 2009 with further minor changes agreed at the 2nd SCM in Cameroon in July 2010, has been used as the basis for project planning and reporting by the RCU, UNIDO and UNEP during implementation, the MTE has used this revised version as the basis for assessing project progress rather than the original logframe. However, the revised logframe lacks the original project objective but an assessment of its achievement is presented below, as, although it is not included in the revised logframe, it is

²¹ Although these are not shown linked to a specific 'Objective' under the new structure the MTE has assumed that they contribute to achieving 'Objective 1' (BAPs/BATs strategies for sustainable tourism demonstrated).

²² <http://iwlearn.net/>

assumed that this has not changed. Also, importantly, it is not directly reported on in the 2011 Project Implementation Review (PIR); instead only the overall global environmental objective²³ is addressed.

Achievement of Project objectives, outcomes and outputs

80. In the original logframe, there are three indicators to measure success in achieving the Project Objective:

1. Sustainable tourism development policies and strategies adopted by participating countries that clearly reflect the objectives of GEF and the aims of Operational Programme 10, with particular focus on Land-based Sources of Pollution (LBS) and embracing the concepts of the Global Plan of Action for LBS;
2. Noticeable reduction in the degradation and overall loss of coastal and offshore environments as a result of unsustainable tourism; and
3. Benefits from tourism to host communities improved (e.g. through enhanced alternative livelihoods, secured access and landing rights, etc).

81. Although no specific mid-term targets are given for these indicators in the Project Document, there was clearly no significant delivery of any of the indicators at the MTE stage and the MTE feels that it is unlikely that most can be achieved by November 2013 (see Table 1). It is possible that the COAST Project may be able to achieve at least one of the two targets set for indicator 3 (*'An increase of at least 10% per capita 'above-subsistence' livelihoods within communities associated with newly- sustainable tourism operations and activities'*) by the end of the project, through the ST-EP projects at selected demo sites. In addition, the Project may be able to facilitate uptake of best practices to address tourism-related environmental pollution and degradation within national decision-making processes but is very unlikely to be able to achieve the extensive adoption of these within specific policies and plans as the Project's delivery on inputs required (policy briefs, guidelines, model BAPs/BATs to adopt, etc), are seriously delayed (see below) and their actual adoption depends on the willingness and resources of others and requires governments to move through regulatory processes which take time, all of which are beyond the Project's control.

82. Achievement of indicator number 2 is the most problematic; the COAST Project is not aiming to directly reduce degradation and loss of coastal and offshore environments over a wide area – it is essentially a demonstration, mainstreaming and capacity building project, with most project activities concentrated in very small areas (demo sites). Consequently, the target that *'National Indicators adopted by the Project (e.g. water quality, critical habitat distribution, critical species numbers, etc) demonstrate a minimum 20% reduction in negative impacts...per country'* cannot be achieved. In addition, it is not clear what 'national indicators' are to be used. This aspect of the project has not yet been developed and there is unlikely to be any good baseline in many cases. The Project itself is not measuring levels of degradation at the demo sites, although it is possible that some of the mapping data to be collected through the Reef recreation management programme may provide useful local baseline. However, developing 'sets of national indicators' (and their baseline) for environmental pollution, contamination and degradation is beyond the scope of the COAST project (and a separate GEF Project in itself), and no GEF funds should be spent on this from the current project.

83. A detailed listing and ratings of the achievements of the Project's Outcomes (termed 'Objectives' under revised logframe) and those sub-outputs (termed 'Outcomes' in the revised logframe) is given in Annex 5. A summary of the main results is given below.

Outcome ('Objective') 1 - BAPs/BATs strategies for sustainable tourism demonstrated

84. This project outcome has two important elements: a Review of international 'best practices' to reduce pollution, contamination and environmental degradation in the COAST Project's three 'sub-theme' areas of EMS, ecotourism and reef recreation management that might be applicable within the sub-Saharan Africa context (Output 1); and adaptation and demonstration of these Best Available Practices (BAPs) and Best Available Technologies (BATs) for sustainable tourism at local level (demo sites) in partner countries (Output 2), although not all demo sites have activities related to all three 'sub-themes'.

85. The rationale for the Review of 'best practice' in the original project proposal was that it would identify specific approaches, measures and activities in the three sub-theme areas to reduce pollution, contamination and environmental degradation caused by tourism, that could be directly adapted and demonstrated at local sites (the demo sites). In other words the Review would be used to guide design and selection of demo site projects and activities.

²³ This is 'To support and enhance the conservation of globally significant coastal and marine ecosystems and associated biodiversity in sub-Saharan Africa, through the reduction of the negative environmental impacts which they receive as a result of coastal tourism'. As it is the wider environmental goal to which the GEF project contributes, but cannot, on its own, achieve, the COAST Project is not required to report on its achievement.

Table 1: Achievement of COAST Project Objective at MTE (with comments on indicators, targets and baselines)

Project Objective	Description of indicator	Baseline level	Target and achievement at MTE	MTE Rating
<p>To demonstrate best practice strategies for sustainable tourism to reduce the degradation of marine and coastal environments of transboundary significance</p>	<p>1. Sustainable tourism development policies and strategies adopted by participating countries that clearly reflect the objectives of GEF and the aims of Operational Programme 10, with particular focus on Land- based Sources of Pollution (LBS) and embracing the concepts of the Global Plan of Action for LBS</p> <p>MTE Comment: Indicator does not ‘indicate’ that the Project has ‘demonstrated’ best practices/technologies; in other words poor linkage with objective. Not clear whether the COAST Project will deliver ‘sustainable tourism policies’ and their implementation is beyond the influence of Project, so target not realistic (and probably never was). Indicator dropped in revised logframe and not reported on in PIRs for 2010 or 2011 (although it should have been).</p>	<p>Little or no sustainable tourism policies in recipient countries</p> <p>MTE Comment: Some good baseline data on tourism policies collected as part of national Tourism Governance and Management Reports, and locally through development of ST-EP proposals at some demo sites, e.g. Watamu, Kenya</p>	<p>Effective and sustainable tourism policies drafted and under negotiation by at least 7 countries and full adopted and under implementation by 4 countries by end of project year 4</p> <p>MTE Comment: Not achieved by MTE (although no MTE target set) and Unlikely to be achieved by November 2013.</p>	<p>MU</p>
	<p>2. Noticeable reduction in the degradation and overall loss of coastal and offshore environments as a result of unsustainable tourism</p> <p>MTE Comment: This is not an indicator, rather a project impact in itself, and it does not ‘indicate’ that the Project has ‘demonstrated’ best practices/technologies.</p> <p>Indicator dropped in revision of original logframe and not reported on in PIRs for 2010 or 2011 (it should have been)</p>	<p>Coastal and marine environment currently being degraded and lost as a direct result of unsustainable tourism development and activities</p> <p>MTE Comment: No quantitative baseline data existed at PDF-B stage and not collected since so impossible to measure any changes. However, there has been mapping of the distribution of habitat types at some demo sites (in Kenya and Mozambique) which could possibly be used as baseline, although changes in these due to Project activities are unlikely to be seen by end of project and impact likely to be small due to ‘demonstration’ nature of project</p>	<p>National Indicators adopted by the Project (e.g. water quality, critical habitat distribution, critical species numbers, etc) demonstrate a minimum 20% reduction in negative impacts (see M&E Plan) per country</p> <p>MTE Comment: Not achieved by MTE (although no MTE target set), and Highly Unlikely to be achieved by November 2013. Target is worded as combined indicator/target</p> <p>No national indicators have been developed by the Project and therefore indicator data not being collected (e.g. no direct collection of</p>	<p>HU</p>

Project Objective	Description of indicator	Baseline level	Target and achievement at MTE	MTE Rating
	<p>3. Benefits from tourism to host communities improved (e.g. through enhanced alternative livelihoods, secured access and landing rights, etc)</p> <p>MTE Comment: Indicator does not ‘indicate’ that the Project has ‘demonstrated’ best practices/technologies</p> <p>Indicator dropped in revision of original logframe and not reported on in PIRs for 2010 or 2011 (it should have been)</p>	<p>Minimal equitable sharing or transfer of benefits from tourism sector to host communities. Limited livelihood opportunities associated with sustainable tourism. Limited or no access rights to beaches or traditional fish landing and preparation areas. All of these factors contributing to poverty issues in local communities</p> <p>MTE Comment: No quantitative data collected at PDF-B or inception period, although some good baseline data collected locally through development of ST-EP proposals at some demo sites, e.g. Watamu, Kenya</p>	<p>water quality offshore from coastal developments at demo sites targeted by the Project).</p> <p>Measurable improvements to livelihoods. An increase of at least 10% per capita ‘above-subsistence’ livelihoods within communities associated with newly- sustainable tourism operations and activities.</p> <p>Confirmation of traditional access rights at 50% of tourism locations</p> <p>MTE Comment: Not achieved by MTE, although Likely to be achieved through ST-EP projects at selected demo sites. Target on improvement on livelihoods needs to be reviewed to be in line with ST-EP projects. Traditional access rights not yet a focus for Project and not measured at tourism locations by Project.</p>	<p>MU</p>

86. The Review was completed by a team of consultants within the first year of implementation (during 2010) and their report is available on the COAST Project website. Whilst a substantial amount of work was done for this review, the MTE feels it is weak and of limited value as it mostly presents a mixture of ‘case studies’, mostly from outside of Africa, some of which are not really appropriate to the COAST project²⁴. There is also a short summary that puts the case studies in context, and some general guidance for the COAST Project but it does not give adequate direction on what specific BAPs/BATs should be piloted at individual demo sites. In other words, the Review essentially just illustrates what has been attempted in other parts of the world and what kind of activities could be piloted through the COAST Project, and it is too general (although to be fair, the consultants did not have the opportunity to visit individual demo sites). This may be a reflection that, judging from MTE interviews with some of the consultants involved with the three project sub-themes (EMS, ecotourism and reef recreation management), there is no international consensus on what constitutes ‘best practice’ or ‘best technology’ in these areas, as comparative studies have not been undertaken (no quantitative, scientific comparisons of the various approaches/techniques which show which are most effective and efficient in a particular situation – ‘evidence-based practice’).

87. Crucially, the Review does not appear to have fed directly into the design and selection of EMS, ecotourism and reef recreation management activities at the demo sites – there has been little if any linkage even though the sites are supposed to ‘demonstrate’ the ‘best practices’ identified in the Review. For instance, the ‘Sustainable Tourism - Eliminating Poverty’ (ST-EP) programme is not identified as a ‘best practice’ or even given as a case study in the Review, yet ST-EP projects have either been developed or are planned for demo sites in most of the partner countries. This begs the question whether the ST-EP programme can be considered as an international ‘best practice’ and whether ST-EP projects should have been developed under the COAST Project. Consequently, it is not clear whether the Project is taking advantage of most recent ‘best practices’ in coastal management as was the original intention.

88. Judging from MTE interviews, the Review has not been widely used. Few MTE interviewees mentioned this ‘best practice’ Review and, although the report is available on the COAST Project website, it does not seem to be used as a source document to any significant extent by FPs, DPCs or DSMCs. Many FPs were either unaware of it or hadn’t read it or they knew of it but didn’t see a strong connection between it and activities at the site²⁵.

89. The MTE feels that the original Terms of Reference (TOR) for the Review were probably not specific enough and the consultants didn’t know enough about the local situation at the demo sites.

90. In terms of the second major element of this outcome – the delivery of activities at the demo sites - this was found to be very limited at the MTE stage. Apart from some awareness raising and training activities, there was little evidence of concrete project activities on the ground at the MTE stage, which has led to frustrations, disappointments and ‘dashed expectations’ among many of the DSMC members interviewed by the MTE. All countries, but especially in West Africa, are behind on delivery of their activities at the demo sites (typically around 2 years). Essentially, there has been no delivery at Senegal Site 2, in Ghana or Nigeria, and very limited delivery in Cameroon, with activities at demo sites in Tanzania only beginning in December 2011 (and only at Konondoni and Bagamoyo)²⁶. A summary of achievements at each site at the MTE stage is given in Annex 6.

91. Project activities are most advanced at the demo sites in Kenya (Watamu, where there had been some re-planting of mangroves) and Mozambique (Inhambane, where a range of partners have agreed common activities) and to a lesser extent The Gambia (mostly Kartong and Denton Bridge) and Senegal (Site 1, Saly, mostly relating to interest in water and energy saving measures among local hotels), possibly because there were strong existing relationships between participating groups at these sites so cooperation on Project activities has been easier to arrange.

92. Lack of progress at the demo sites can be attributed to several factors including poor understanding of the Project among locals and the DPCs combined with the lack of a clear vision over what activities should be undertaken in relation to the three sub-themes, particularly EMS and reef recreation management (less so over ecotourism due to the adoption of ST-EP projects at most sites), which is not surprising given the long confusing list of activities given in the demonstration narratives in Appendix A of the Project Document (used to produce the ‘logframes’ and associated Annual Work Plans for the demo sites). Lack of progress has also been due to hold-ups in disbursement of funds to the demo sites due to problems over contracting arrangements and financial management between the lead government agency and UNIDO (see paragraph 263), and, in some cases, e.g. Ghana, slow transfer of funds from some FPs.

²⁴ Apparently, the Review was largely undertaken through a search of available information on the internet, and did not include widespread consultation with acknowledged experts in the three sub-themes.

²⁵ UNIDO commented that this may have been because ‘the BAP/BAT were presented at the first project steering committee (meeting) and since then almost all 18 focal points have changed’, but this suggests that they were not informed by the RCU about the presence and importance of the Review.

²⁶ There was also very limited development of demo site projects in Seychelles by the MTE of the UNDP-GEF MBD Project with only two sites properly established and issues on how many others could be realistically developed before the formal end of the project (see Varty, N. and Bastienne, L. (2012). ‘Mainstreaming biodiversity management into production sector activities’ – Seychelles’ (Atlas Project Number 53107, PIMS 2053). Report of the Mid Term Evaluation Mission. 24th February 2012. Expected to be available through UNDP evaluation website erc.undp.org/. In meantime it is available from UNDP-GEF.

93. Of the three sub-themes, activities relating to the ecotourism component are most advanced (active at demo sites in 7 countries), largely because of progress in delivering the UNWTO ST-EP projects, which has been chosen as the 'best available practice' for demonstrating sustainable ecotourism at these sites. The ST-EP programme structure provided an already well-tested framework for development and delivery of ecotourism projects, providing an easy structure that local groups have been able to work with and adapt, although some DSMC members reported that development of a proposal required considerable time and effort (but it does introduce a rigorous process). At the MTE stage, neither the EMS nor reef recreation management sub-themes had developed specific project activities at the demo sites (captured in project proposals or project documents that describe what was to be done).

94. BAPs/BATs for reducing pollution and contaminants, which is dealt with largely through the EMS component of the COAST Project, is a key focus in the Project Document (indeed it's in the original objective), but in reality relatively little attention has been paid to this sub-theme compared with ecotourism. Up to the MTE, there had been one EMS training workshop in Tanzania for the East African countries but the focus had been on certification for ISO14001 auditors, which was considered too technical and not terribly useful in terms of developing activities at demo site level, according to participants interviewed by the MTE. Unfortunately, at the MTE stage, there had been no clear set of agreed EMS activities for demo sites, except possibly at Saly (Site 1) in Senegal, or a plan for their implementation. In part, this is because EMS 'BAPs/BATs' that are appropriate at demo sites had not been identified (they need to be cheap and make a significant financial impact). However, contracts with two independent consultants to deliver the EMS activities were signed shortly after the MTE began.

95. In terms of activities related to the reef recreation management sub-theme, again, there have been few concrete activities as yet at demo sites, again due in part to lack of direction and agreement on what exactly should be done. Some demo sites, e.g. Watamu, have begun activities using GEF funds that they consider in line with the overall theme but which are not detailed in their annual work plan activities, e.g. mangrove replanting. Other activities to date have involved an element of GIS support. For Kenya (Watamu), the Project utilized the services of a GIS volunteer resident in Kenya who undertook the necessary field work, community discussions and GIS map production work at no cost to the Project. This work was then utilized by the Project through the short-term services of a UN Volunteer to create interest and encourage similar work to begin in Mozambique (the technical part to develop maps for the Mozambique demo site was then sub contracted to a government Marine and Coastal management agency based in Xai Xai), and in Cameroon, where the COAST Project was able to benefit from the outputs of another GEF-supported project (the Guinea Current Project – GCLME), with one output being a coastal zonation map. In addition, a regionally based consultant group - EcoAfrica²⁷ – which has a strong technical reputation for ecosystem assessment and management and links in all the East Africa partner countries, had been contracted to provide technical support to help define activities at sites and the consultants had just started work at the MTE point.

96. In terms of the likelihood of delivery of the outputs associated with this outcome by the end of project (November 2013), the Review of BAPs/BATs can be expected to be expanded and strengthened in time, and it is likely that most of the activities at the demo sites can be completed in time (Nigeria and Ngasobil in Senegal seem unlikely and Ghana and Cameroon may also not deliver), IF sufficient effort is given to them.

Outcome ('Objective') 2 - (Mechanisms for sustainable tourism governance and management established)

97. This element of the COAST Project seeks to enhance national policies, regulatory and economic incentives that support sustainable tourism governance and management. In the original project formulation it comprises three outputs: i) national reviews and assessments of policy, legislation, institutional arrangements and financial mechanisms produced; ii) model guidelines and individual national strategies and workplans for sustainable tourism developed; and iii) individual national strategies and work plans for sustainable tourism implemented. At the MTE stage, only the first of these had been completed.

98. National reviews of sustainable tourism governance and management have been developed by a team of three international experts contracted by UNWTO, with support from national consultants and the Ministry of Tourism Focal Points in partner countries, and a regional overview report has been produced (in draft form at 13th December 2011). The national reports seen by the MTE were excellent, comprehensive, and of high quality, and were judged accurate and 'useful' by the FPs interviewed by the MTE. They represent one of the most successful results of the Project so far²⁸. The intention was to deliver these reports and promote their findings at a number of workshops to be held in the region in early 2012. However, the MTE feels these workshops would be more effective, in terms of mainstreaming project results, if they were held later in 2013. By that stage, some of the results of the piloting and adaptation of the BAPs/BATs (from Outcome 1) at the demo sites should begin to be delivered which would expand on, and give greater impact to, the recommendations in the sustainable tourism governance and management studies. In addition, to be most effective specific 'entry points' to key tourism development processes and forums need to be identified and a coherent

²⁷ <http://www.ecoafrika.co.za/>

²⁸ UNWTO's flexibility to be able to 'headhunt' the best consultants in the field for the task, has been a major reason they have been able to deliver quality reports.

advocacy and capacity building/awareness campaign still needs to be designed. This should take the form of a Project Communication and Mainstreaming Strategy and Plan (see paragraph 231).

99. Achievement of much of the second and all of the third outputs of this 'Objective' is more problematic, as the development, approval, implementation and financing of national tourism strategies and workplans for sustainable tourism are beyond the direct influence of the Project (governments will need to pass them and finance their implementation, and there is certainly no significant COAST Project financing for implementing National Sustainable Tourism Plans!). The COAST Project by itself is not in a position to ensure the completion, wide dissemination and adoption of measures and plans for the sustainable development of coastal tourism in the target countries and areas and consequently very unlikely to be able to achieve the whole of Outcome 2 by November 2013, and its impact is likely to be limited.

100. However, the Project can influence these policy and regulatory development processes (and possibly influence individual sustainable tourism development programmes and projects²⁹) through development of guidelines, policy briefs, technical papers, targeted reviews, advice on draft policy/legislation, etc, building on the results of the first output and the deliverables from Outcome 1 that will begin to be produced in the final year of the Project (thus it would deliver the first part of output 2). Combining this with some capacity building and advocacy work to ensure effective targeting of key institutions, individuals, processes, forums, and mechanisms with project results delivered in the right format and at the right time would facilitate the mainstreaming of project results into national strategies and workplans. Consequently, the Project would help develop innovative practices in addressing environmental degradation due to unsustainable coastal tourism and support their uptake but in a more limited way than originally envisaged. This would still be a very worthwhile contribution and valuable project result.

Outcome ('Objective') 3 - (Training and Capacity Building for sustainable tourism delivered)

101. Originally this Outcome aimed to develop a regional programme to provide national cross-sectoral training to enhance the capacity of government agencies, tourism enterprises, the environmental services sector, and communities to be able to respond to the environmental challenges posed and faced by the tourism sector. The training and capacity building element of the COAST Project is broken down into three outputs: (i) assessment of baselines and requirements within various sectors; (ii) development of sectoral model packages and guidelines for national dissemination; and (iii) adoption and implementation of relevant national training and capacity building programmes.

102. The first of these has been partly addressed through national Training Needs Analyses (TNA). These have been completed for each country in 2010 and the reports are available on the Project website. They summarize capacity and training needs at both national and, to a lesser extent, local (demo site) level (discussions were held with the DPCs). However, these analyses were made before specific project activities relating to the three sub-themes were identified for the demo sites (only general activities on these sub-themes had been identified based on the demo site 'logframes' (which are really 'results/activities matrices' that were developed during the inception phase). Consequently, there is a need for additional capacity assessments to be undertaken to determine training needs in relation to delivery of the planned sets of EMS, ecotourism, and reef recreation management activities to be carried out at the demo sites over the next two years. Thus capacity building /training needs to be a key element of the development of proposals for the activities at the demo sites. For the ecotourism sub-theme these have already been examined in the ST-EP project development process³⁰.

103. At the MTE stage, the Project had not addressed the second output to any significant extent, and indeed it was not clear to the MTE whether 'model packages and guidelines' for building capacity for sustainable tourism were going to be developed by the COAST Project. Again, it is unlikely that financial resources and time would allow this and this is another example of the 'over ambition' of the original project design. However, lessons learned (if captured properly) from the training workshops and other capacity building measures at the demo sites gathered by the Project, along with the findings of the national Sustainable Tourism Governance and Management Study reports from 'Objective 2' on capacity issues in management, would certainly be a valuable Project contribution.

104. The Project has delivered some significant activities in relation to the third output, through training workshops (or funding participants to training events organized by others), and 32 separate training workshops (figures from

²⁹ The 'double mainstreaming' approach could also be tried here at relatively little expense. Following this approach the COAST Project would provide tailored guidance on BAPs/BATs and sustainable tourism governance and management to development projects which are already seeking to mainstream better environmental management practices into the tourism sector in sub-Saharan Africa. The COAST Project would take advantage of the existing structures of these mainstreaming projects to get wider adoption of 'best practice' (essentially 'piggy back' on another existing project), and the target projects would be able to add value to their mainstreaming efforts through use of the COAST Project results, offering a 'win-win' situation.

³⁰ UNWTO commented that 'Depending on the needs in the field, the ST-EP project can also include capacity building support for the executing agency (training, baseline infrastructure), especially if it is the intention that after the completion of the project this agency will continue playing a key role to promote sustainable tourism in the destination, and if it can use the basic infrastructure to perform this role.'

RCU), based on the findings of the TNAs, had been delivered through COAST Project by the MTE. These covered a range of topics, including (among others) reef and marine conservation, ecotourism (ST-EP programme), monitoring and evaluation, and ICZM, with several hundred participants (exact figures were not available to the MTE) receiving training. This represents a significant capacity building effort and is a valuable deliverable of the COAST Project. The MTE received generally positive feedback on these workshops from participants, although there were some questions over whether some workshops had targeted the right individuals. For instance, several participants that attended the ICZM workshop in Watamu, Kenya, in November 2011 stated that they had covered much the same areas in other workshops, and more importantly that other people who were much more involved in ICZM decision-making in their country had not been included in the workshop. However, the COAST project has yet to influence the adoption of national training programmes on sustainable tourism (presumably by Ministries of Tourism) in participating countries by the MTE stage and this also seems unlikely to be achieved by the formal end of project.

105. Overall, the COAST Project will not be able to deliver the national training and capacity development as identified in the Project Document, which was simply too ambitious, targeting too many sectors, topics, stakeholders, and levels. For instance, there are 23 separate national stakeholder training workshops identified in the Project Document, each one on a different topic, which the COAST Project cannot deliver across 8/9 countries - it is simply unrealistic). Consequently, the Project needs to revise its capacity building efforts, slim them down and focus on key target groups, particularly at the demo site level.

Outcome ('Objective') 4 - Establishment of a virtual information coordination & clearing house (eRICH)

106. This 'objective' aimed to ensure widespread public knowledge and availability of information on the impacts of tourism on coastal and marine ecosystems. This was originally to be achieved through: establishing a Regional Information Coordination House (RICH) and associated Environmental Information Management and Advisory Systems (EIMAS) that would identify, analyse and coordinate national data and provide guidance and materials for the capture, analysis and dissemination of sustainable tourism related data (Outputs 1-4); and developing and delivering targeted national-level awareness-raising and policy sensitisation programmes (Output 5). Activities associated with this Outcome were to be a major element of the Project taking up a considerable proportion of the overall budget and GEF financing (US\$1,350,000 of GEF financing with US\$ US\$4,624,648 of co-financing).

107. However, most of the activities associated with this 'Objective' were cut at the inception stage when the Project was reviewed. The creation of the RICH and regional and national EIMASs³¹ was not considered appropriate or integral to the delivery of the other elements of the Project and simply too costly and ambitious to deliver given the overall project funding, especially as it became clear during the inception period that much greater support was needed if delivery of priority activities at the demo sites (demonstration of BAPs/BATs) was to be achieved (which required the creation and funding of the DPC post). The text on this outcome in the Project Document is detailed and complex and would have involved many stakeholders. Given the capacity and financial limitations of the partner governments, the MTE believes it would be probably always unrealistic and the MTE agrees with the decision to cut this element of the Project.

108. However, the COAST Project established and is using its own website as an alternative, more cost-effective and sustainable mechanism for awareness-raising and information dissemination. This is designed according to the IW:Learn format, and many of the project documents and reports are available for download. As a portal/clearing house for project information it is useful, regularly updated, and compares well with other GEF projects. However, it does not appear to be used enough by the FPs and DPCs as a source of information and it is also unclear whether or how it will link with national data sources as envisaged for the EIMAS, or whether the whole idea of establishing a EIMAS framework has been abandoned by the Project³².

Outcome ('Objective') 5 – project management coordination, monitoring and evaluation

109. During GEF-3, project management activities were often collected together under a separate outcome, which this 'objective' reflects, but under GEF-4 these activities were not treated as a distinct outcome. Consequently, this outcome and its outputs were cut from the logframe during the inception period and its associated outputs, e.g. establishing the Regional Coordination Unit (RCU), Project Steering Committee (PSC), National Stakeholder Committees (NSC), etc, treated independently and costs covered under other outcome headings.

³¹ This was to be hosted within the NEPAD Coastal and Marine Secretariat (COSMAR) in Nairobi with linkages to the Regional Centre on Integrated Coastal Management in Calabar, Nigeria, established by UNIDO with the support of the Government of Cross Rivers State Nigeria and the University of Calabar (Institute of Oceanography).

³² UNIDO (RTC) commented that 'EIMAS has been dropped by the project, since we do not have the capacity to provide the necessary technical support to national governments to undertake such work. It is another example of an over ambitious project design. The COAST project will however continue to expand and make the IWLEARN website more user friendly and interactive through linkage with other web media forms such as Facebook and Twitter. The Knowledge Management and Communication Strategy which is to be discussed at the upcoming (4th SCM) will certainly underpin this work in addition to mainstreaming project results from the latter part of 2013 and on to the end of project.'

110. Overall, MTE rating for attainment of Project objective and outcomes and outputs and activities: **Unsatisfactory**

Relevance

111. The Project was designed to address some of the issues and proposals presented at the Ministerial and Heads of State meeting in Johannesburg at the World Summit on Sustainable Development (2002) and the thematic group on coastal, marine and freshwater ecosystems of the NEPAD. The Project aims to help meet the specific objectives of the NEPAD Environment initiative³³ and the objectives of the regional Nairobi and Abidjan Conventions, as well as assist the region in meeting its obligations to the various regional and global priorities identified under Agenda 21 (Chapter 17).

112. As noted above, the Project Document identifies pollution and contamination related to tourism as major threats to the integrity of coastal and marine habitats along the East and West coasts of sub-Saharan Africa. However, much of the threat and root cause analysis presented in the Project Document (paragraphs 66-96) is rather general with no quantitative data presented (no quantitative baseline was collected during the PDF-B stage), consequently the extent of the impact due to tourism (even relative to other threats) has never been properly evaluated. Also, the Project Document states that the *'coastal tourism in the participating sub-Saharan African countries is largely nature-based'*, and is *'generally considered to be much less damaging to the environment'*. Consequently, it is not clear just how important tourism development is as a threat in coastal and near-shore marine areas in sub-Saharan Africa (or at least in the target countries). Indeed, various MTE interviewees questioned whether tourism development at current levels in target coastal areas, particularly in some of the participating countries (e.g. Cameroon), is really a major source of pollution and contamination of coastal waters, and several suggested that oil discharge from ships in territorial waters, illegal and over-fishing, and clearance of coastal habitats for urban, tourism and industrial developments are much more serious threats³⁴.

113. This raises the question of why this project was submitted to GEF in the first place. However, the MTE recognizes that tourism is a growing global industry and coastal Africa offers relatively new destinations to European and North American tourists (compared with the Mediterranean, for instance, which is much more developed and more or less saturated) and consequently unplanned, uncoordinated and unsustainable tourism development could pose an increasing future risk to coastal ecosystems in sub-Saharan Africa (depending on global economic growth).

114. The Project was submitted under the International Waters (IW) Focal Area. Whilst the Project's intended focus on coastal/marine pollution is consistent with the IW Focal Area, there is clearly major overlap with the Biodiversity Focal Area. For instance, the Project's activities on ecotourism to alleviate poverty through sustainable alternative livelihoods and generating revenues for conservation of biodiversity is typical of many GEF Biodiversity Focal Area projects, and indeed the majority of the ST-EP projects being developed through the COAST Project rely on land-based biodiversity, e.g. alternative livelihoods involving bee-keeping and training of nature guides. In addition, Outcome 2 (*Enhanced National Policies, Regulatory and Economic Incentives Supporting Sustainable Tourism Governance and Management*) deals largely with national tourism policies, regulations and plans that cover both terrestrial and coastal/marine areas. Consequently, the MTE feels that the Project could probably have been submitted as a joint IW/BD Focal Area project³⁵.

115. It should be noted that poverty alleviation is a primary area of concern for the partner governments (expressed in national poverty alleviation strategies, etc), and the COAST Project is, particularly through the ST-EP projects, is relevant to these national aims and policies, although the actual contribution will be small because of the demonstration nature of the Project.

116. **MTE rating: Moderately Satisfactory**

Effectiveness

117. There have been significant delays in implementation since project outset that have continued up to the MTE, especially with regards to the activation of major contractual arrangements (e.g. with UNWTO, EcoAfrica and the EMS consultants), disbursement of funds to countries and the setting-up of teams and operations at all the demonstration sites and this has negatively affected most elements of the project.

³³ The NEPAD Environment Initiative recognizes that "a healthy and productive environment as a prerequisite for sustainable development." It has targeted eight sub-themes for priority interventions. The coastal management sub-theme recognises the "need to protect and utilise coastal resources to optimal effect". The environmental governance sub-theme also recognises the need to secure institutional, legal, planning, training and capacity-building requirements that underpin the other sub-themes.

³⁴ However, it should be noted that there is relatively little formal monitoring of contaminants and pollution loads in the region's coastal waters (national governments don't have the resources) and consequently data on these are very poor and their impact is largely unknown.

³⁵ The MTE recognizes that although such shared Focal Area projects were encouraged at the time, few were funded, in part because it was unclear how resources and management responsibilities would be divided and how they would work in practice.

118. The Project is an estimated 18-24 months behind schedule. Delivery of 'Objective 1' (piloting best practices at the demo sites), which is a key focus for the Project and a major element of the budget, is particularly behind where it should be, as demo site activities were envisaged to have been largely completed by the MTE stage and results feeding into other components of the project, but are now really only just beginning at most sites (as mentioned above, Kenya and Mozambique and the ecotourism-related elements are most advanced).

119. Organisation of international and regional contracts has also suffered lengthy delays. For instance, there was considerable delay over finalizing the agreement and contract between UNIDO and UNWTO which would then unlock the ST-EP training, ST-EP demo site projects and other UNWTO activities (the MTE understands this was due to the time required for scrutiny of the legal and financial aspects of the Letter of Agreement (LoA) between the parties as both UN agencies have different internal rules, procedures and checks). This negatively impacted the delivery of the ecotourism elements of the Project. However, once the LoA was finalized in September 2010, UNWTO were able to move fairly quickly and delivery in some areas, notably the tourism governance and management reports, has been good and largely to time.

120. The delays in project delivery have been due to a variety of reasons, including:

- Lack of clarity on what Project activities needed to be done and by whom, due to confused project strategy (e.g. multiple logframes) and too many unrealistic activities listed for individual demo sites with little detail given on what needs to be done within Project Document, and unfortunately made more confusing by changes made at the inception stage (see paragraph 294);
- Low local ownership of project ideas/activities (most current Focal Points, all Demo Project Coordinators and most Demo Site Management Committee members were not involved in the original project design process in 2004-2006);
- Very low capacity in partner countries (personnel, experience, financial resources), especially at some demo sites (see paragraphs 239, 240);
- High turnover of national Focal Points - there are now only two who (out of 18) were involved at the PDF-B stage, and it has taken time for the newcomers to get up to speed
- Low interest in the Project by some FPs due to high workloads, pressure to spend time on other, usually much larger, programmes and projects as the COAST Project is viewed as 'small fish'³⁶ and has a generally 'low profile' among for most ministries of environment; doubts among FPs over just how the country will really benefit from the Project (again, partly a reflection of the small budget available but also because this is not an infrastructure project so there is little tangible to show³⁷); a perception among some FPs that a good deal of the funds for the COAST project has been channeled to international consultancies and for UNIDO and UNWTO management costs, as well as the lack of personal payment for their role as FPs by the Project (see paragraph 219, 249);
- Lack of urgency towards signing of UNIDO contracts on the part of some national partners (most extreme case being Nigeria) to begin national project activities and unlock GEF funds at country, combined with poor level of responsiveness and interaction with the RCU/UNIDO team (possibly due to lack of clarity over who was supposed to sign the contracts) and poor communication of needs/requirements from RCU/UNIDO to national partners;
- Initial slow disbursement of funds from UNIDO³⁸ followed by a lack of understanding among national partners over UNIDO financial administration and disbursement processes and procedures among national partners (e.g. payments are linked to the provision of narrative and financial reports), which have led to delays over payments (as of 1 December 2012, only two countries had received three payments from UNIDO (out of a planned maximum of nine), four countries had received two payments and two countries only one payment, as a result the majority of the participating countries (6/9) had only received their first or second financial installments (narrative and financial reports were still missing for Tanzania and Seychelles, and Nigeria never signed their contract);
- Although much of the latter problem has been addressed, the current challenge is getting payments down to the demo sites so it can be spent (problem in Cameroon is particularly bad due to reluctance of ME FP to release the money unless he visits the site);
- Sub-optimal project implementation arrangements with too many 'layers' of administration and management (the Project should have had both UNIDO and UNWTO as equal executing agencies who would both have been able to deal directly with UNEP instead of the more complicated and less efficient current set-up where UNWTO is contracted to deliver project activities by UNIDO which is contracted by UNEP); and,

³⁶ One FP commented "Why should I spend time on the COAST Project when I have a US\$20 million World Bank Project to deal with?"

³⁷ One interviewee commented that "the problem is that COAST deals with ideas, nothing concrete – the community is largely illiterate and they need to see something physical, as physical improvements given them prestige in the local community".

³⁸ UNIDO commented that 'While this is true for the initial payment, subsequent ones have suffered delays because of the non-respect of the... stated procedures' (see paragraph X).

- Slow recruitment of the RPC (took almost a year) by UNIDO so the inception phase did not start properly until November 2008, which was nearly 3 years after the end of the PDF-B phase and in the meantime individual and institutional memory of the COAST Project had been considerably reduced.

121. These delays have caused the COAST Project to lose focus to some extent (more than one interviewee commented that it had ‘lost its way’ another that it was a ‘sleeping project’³⁹), and there has been widespread disillusionment and frustration with the Project because of the delays, which has generated a negative view of the COAST Project which still needs to be overcome in many places. Some of the above delays and their causes could have been better dealt with by the RCU/UNIDO team (for instance, new FPs could have been provided with a ‘Project training manual’ similar to that given to the DPCs by the RCU), but others are more complex and not very amenable to action by the project team, such as the issue of payments to FPs for their participation (these are not allowed under UN rules - see paragraph 219, 220). The significance of the delays has been recognised by RCU, UNIDO and UNEP and measures have been put in place to try to address them. For instance, in late 2010/early 2011, at the instigation of the current UNEP TM, existing UNIDO/national partner contracts were replaced with 3-year rolling contracts to take the county demonstration activities up to the end of the Project to avoid the bottleneck over contracting between UNIDO and the national partners.

122. Unfortunately, many of the Project’s activities rely on others having started or been completed, consequently delays have been multiplied, and the planning and sequencing of project activities have been a significant challenge for the RCU. For instance, a team of three international Monitoring and Evaluation (M&E) consultants were contracted to advise on M&E activities at the demo sites, but due to delays there were still no detailed activity plans for demo sites (which they needed to identify indicators and targets) when their contract started so their input to the COAST Project was of very little use (see paragraph 301, 302).

123. As a result of the delays, the Project was assigned an overall ‘Unsatisfactory’ rating for in the PIR for FY2011, and is currently under a close supervision plan by UNEP, with monthly management meetings between UNEP Task Manager, UNIDO Project Manager and Regional Project Coordinator, to closely monitor progress (see paragraph 283).

124. Overall it was clear from interviews that many countries were still at the level of preparatory work, even though the Project Document was signed in November 2007 (over 4 years ago) and the RPC arrived in Nairobi to take up his position in November 2008, and the Project has made far less progress than expected by the MTE. In this sense the COAST Project can be classified as a ‘very inefficient project’ to date and the MTE rating for project effectiveness is ***Unsatisfactory***.

125. Theoretically, the efficiency of the approach adopted by the Project – demonstration of innovative practices and technologies at a small number of sites that are later adopted widely and replicated throughout the region – compared with the alternatives, which would be to prevent any coastal tourism development and protect any areas with high biodiversity or environmental services value within officially gazetted reserves, the Project’s approach can be said to be ‘efficient’, although the Project has yet to deliver significant results (so its approach is still unproved and crucially depends on convincing the tourism sector to adopt new ideas and techniques) and no economic, social or environmental cost-benefit analyses exist for the alternatives and such data are not being collected by the current Project.

Efficiency

126. Efficiency has also been low due to the significant delays. For instance, as of 1st December 2011, financial disbursement from UNEP to UNIDO stood at nearly 50% of total GEF budget, of which 91% was ‘obligated’⁴⁰, and 66% disbursed (figures from UNIDO Vienna office). In other words only 33% of project funds (66% of the 50% of the GEF project funds) had been disbursed by UNIDO nearly three years after the project properly started (arrival of RPC in Nairobi in November 2008). Expenditures given in country reports have been even lower, indicating very limited progress on activities on the ground. Given that the activities related to the BAPs/BATs at the demo sites were expected to be complete by the MTE but only 12.6% of the budget for Outcome 1 had been spent by 1st December 2011 (see Table 2), indicates an inefficient project, and overall, more results would have been expected for a GEF project at the MTE stage, even with these levels of reported spending.

127. There has been significant use of international consultants (cost is generally higher than national consultants), which is a reflection of general lack of appropriately experienced people from participating countries, and not surprising given the highly specialised and innovative nature of some elements of the COAST project, e.g. EMS. It should be noted that this strategy has been key to good delivery of some project results e.g. tourism governance and management reviews. However, the relatively high use of international consultants has been criticised by some of the national FPs

³⁹ Indeed, the most frequent answer to the MTE question “what have been the main successes and failures to date?” was ‘Delays!’

⁴⁰ Funds are provided from UNEP to UNIDO in advance which are then allocated to specific activities, although may not be spent at once (hence ‘obligated’ funds do not match ‘disbursed’ funds).

who feel that more national consultants should be included in the Project and was raised as at both the 2nd and 3rd PSC meetings. Since the former meeting the RCU has made increased efforts to address these PSC concerns and has managed to attract some regionally based consultants to undertake Project contracts, notably EcoAfrica which has offices in two COAST countries (Kenya and Tanzania) and is leading on the reef recreation management sub-theme and two EMS consultants based in Kenya and Burkina Faso who are leading on the Project's EMS activities. Consequently, the MTE feels that the RCU has made efforts to address this issue which should alleviate the concerns of the PSC.

128. It should be noted that despite poor project delivery to date, UNIDO management costs (at Vienna HQ and the RCU office in Nairobi) have continued to be incurred, and the costs of maintaining the RCU, in particular the salary of the RPC, are very high. Based on figures provided to the MTE, RCU staff costs (excluding consultants) represent nearly 22% of the total GEF budget. This is relatively high for a GEF project⁴¹.

129. Given the delays but continued spending and the high management costs of the Project, the MTE rating for project efficiency is *Unsatisfactory*.

Review of Outcomes to Impacts

130. This section examines progress made towards project impacts using a Review of Outcomes to Impacts (ROtI) analysis, following the methodology presented in the GEF Evaluation Office's ROtI Practitioner's Handbook⁴² (summarized in Annex 6 of the MTE TOR).

131. Figure 1 in Annex 7 illustrates a causal chain towards environmental impacts for the COAST Project.

- The three project strategies are based on the mutually supportive approaches adopted by the project of: a) demonstration of measures (BAPs/BATs) to combat pollution, contamination and environmental degradation due to unsustainable tourism; b) strengthening of governance and management for sustainable tourism development; and c) awareness raising and capacity building (including provision of relevant information) to deliver more sustainable tourism in coastal areas of sub-Saharan Africa.
- The project 'outcomes' are derived from the list of outcomes in the Project Document logframe that were used as indicators of achievement for the overall objective (with the fifth outcome excluded as it relates to project management). The Project Document logframe is used as the basis for the ROtI analysis rather than the revised logframe in the Inception Report as the outcomes in the latter (termed 'objectives') are formulated more as outputs, and because the logic of the project is clearer in the original project logframe.

132. The intermediate states presented in the causal chain describe the creation of an enabling environment for adoption and implementation of the BAPs/BATs, and are therefore rather generic in nature. Similarly, it is not yet possible to fully identify drivers and assumptions in the theory of change for the take up of BAPs/BATs and those presented are again rather generic, e.g. sufficient stakeholder incentives to ensure policy implementation.

133. Two impact drivers related to sufficient capacity and stakeholder awareness have been added even though these are addressed in direct project outcomes ('*Enhanced Institutional Capacities Supporting Sustainable Coastal Tourism management*' and '*Widespread Public Knowledge and Information Availability about Tourism Impacts on the Coastal and Marine Ecosystems*'). This is to flag the point that that capacity building efforts and stakeholder awareness activities of the COAST Project are not sufficient on their own to achieve these outcomes at a level that would guarantee progress towards the intermediate outcomes and impacts. In other words, the Project can influence these conditions but cannot accomplish them alone.

134. The weaknesses in both the original and revised project logframe are discussed later (see Table 4, paragraphs 295-297, and Annex 5). However, it should be mentioned here that some of the indicators used in both logframes are actually impacts to be achieved or describe intermediate states, rather than being indicators of achievement of the outcomes themselves.

135. Table 1 in Annex 7 shows the results of the Review of Outcomes to Impact (ROtI). The overall likelihood of impact achievement at this stage in the COAST Project is rated on a six-point scale as **unlikely** ('DD'). This rating is based on the following observations:

⁴¹ UNEP commented that this is 'not within GEF accepted threshold of 10%, which is a major concern for UNEP. Although we can consider the cost of the Regional Coordinator as not only related to management tasks, but also partly (up to 50-60%) related to technical tasks.' The MTE agrees with this last point; it is difficult to see how such a complex multi-country project could be managed on less than 10% of the budget, which the MTE considers an arbitrary figure and not particularly helpful.

⁴² http://www.thegef.org/gef/sites/thegef.org/files/documents/Impact_Eval-Review_of_Outcomes_to_Impacts-RotI_handbook.pdf

- The rating on achievement of outcomes is D, since the project outcomes have not yet been delivered (or indeed many of the outputs). If the outcomes can be achieved there is potential for an AB rating at the end of the project. However, given the size and complexity of the COAST Project, lack of clarity of the aims and deliverables among many stakeholders, slow delivery of outputs and its limited budget, the MTE considers it is highly unlikely that the Project will achieve this rating by the official end of project. Indeed, the likely final rating on achievement of outcomes argues for redesign of the project strategy and framework to ensure delivery of some impact from the Project.
- The D rating on intermediate states reflects that measures to move project outcomes toward intermediate states are only at preliminary stages e.g. delivery of the Sustainable Tourism Governance and Management Studies, are accepted but need to be taken further. However, such a rating is to be expected at this stage in the project life.
- A rating for achievement of stress reduction impacts in the sub-Saharan Africa region is not applicable at this stage since it is too early for results from the BAPs/BATs demonstration projects, the institutional capacity building and policy and planning strengthening (through the Tourism Governance and Management for Sustainable Tourism studies) to have had any discernable impact (as previously noted the Project is behind on delivery). The demonstration projects are expected to deliver local impacts that are relevant and replicable at the sub-Saharan Africa level.

136. The DD and resulting **Moderately Unsatisfactory** ratings present a rather pessimistic picture of the potential for the project to provide a foundation for future delivery of significant environmental impacts. However, it should be recognised that the ROTI rating system is not well suited to a mid-term evaluation, since progress towards intermediate states and impacts would not necessarily be expected at this relatively early stage in a project. This is particularly the case here where the emphasis is on small-scale demonstrations, capacity building and awareness-raising and then mainstreaming activities, rather than on widespread and substantial delivery on the ground.

137. In the MTE's opinion, the ROTI should be undertaken at the project design stage, or at the latest during the inception period, when it could be used as a check to ensure that the project's logic is sound and realistic. It is not particularly useful at the MTE stage when most projects have only limited results to report, and it is recommended that UNEP reconsider its use as part of midterm evaluation TOR. It should also be undertaken as a joint exercise with the whole project team and not as an isolated analysis by the evaluator.

138. Given, according to UNEP practice, that the overall rating for a project's Attainment of project objectives and results is taken as the lowest rating of the individual elements, the overall rating for this element of the Project is **Unsatisfactory**.

B. Strategic Issues - Sustainability and catalytic role

Sustainability

139. Sustainability is understood as the probability of continued long-term project-derived results and impacts after the external project funding and assistance ends. It is difficult to assess sustainability at the MTE stage as the COAST Project has yet to deliver the majority of its results. However, certain conclusions can already be drawn. Four aspects of sustainability are considered by the evaluation: socio-political, financial, institutional and environmental.

Socio-political sustainability

140. Socio-political sustainability is judged as poor, due to generally low stakeholder ownership of the Project, especially at the demo site level and weak commitment from some national Focal Points (FPs), due to a variety of reasons.

141. The design stage was dominated by consultants, and demo site communities had relatively little involvement, and many of original individuals at national level involved during that stage (government staff and Focal Points) have since moved on so 'institutional memory' has been lost⁴³. In addition, the MTE encountered considerable confusion and lack of understanding about the objective and deliverables of the COAST Project at national and demo site levels. Judging from responses to MTE question '*In one sentence, what is the objective of the COAST Project?*', many people involved with the Project see it as a vehicle for promoting tourism opportunities, and very few respondents stated that the project objective was to address pollution and contamination of coastal and offshore waters due to tourism activities,

⁴³ Only one FP (from Nigeria) remains from the PDF-B phase; all others have changed.

or even general environmental aims (and no one mentioned international waters)⁴⁴. This ‘misperception’ over the objective of the Project needs to be addressed.

142. Many FPs interviewed by the MTE, expressed low enthusiasm for the Project, evidenced by delays over signing of project contracts by some countries, slow delivery of national project reports, frequent and widespread delays in countries responding to requests from the RCU, and non-attendance at PSC meetings by some FPs (see paragraphs 120 and 249 for more detail on delays and their causes). The MTE believes that efforts are needed to address these issues and to re-engage the FPs, especially the MT FPs, or there is a risk that project results will not be delivered and sustainability will fail. There needs to be an open discussion on FPs involvement at the next PSC meeting (it should be a specific item on the agenda), especially as their workloads on the Project will have to increase over the next two years if the Project is to deliver meaningful results before its end, and without the full commitment of the FPs the project is highly likely to fail (on outcome 2 in particular).

143. Ultimately, long-term impact and socio-political sustainability of results will only be achieved if project findings (e.g. BAPs/BATs recommendations coming out of the demo sites) can be integrated into key tourism sector policy and regulatory instruments and initiatives, which was the original aim of Outcome 2. Consequently, the Project needs to focus on promoting and supporting uptake of project results within tourism sector development processes during the remaining two years or mainstreaming will not occur. Specific ‘access points’ and opportunities for mainstreaming project results into decision-making bodies and processes still need to be identified, although the UNWTO Sustainable Tourism Governance and Management studies provide a preliminary analysis which can be built on. The key focal point for mainstreaming into the tourism sector needs to be the Ministry of Tourism (MT) rather than the Ministry of Environment (ME), as the MT has generally stronger connections/network and influence with the private tourism sector in most countries, as would be expected. However, judging from MTE interviews, the MT FPs have been relatively little involved with the COAST Project to date (their main task has been organizing the in-country missions for the Tourism Governance and Management consultants, which they have done well). The Project needs to address this issue because without greater MT involvement, mainstreaming of project results into the tourism sector will not occur to any great extent. Furthermore, given its comparative advantage with regard to tourism and the fact that it is leading on the Project’s ecotourism activities, it would be sensible if UNWTO takes the lead on overseeing the mainstreaming initiatives, rather than UNIDO, in collaboration with and support from UNEP’s Tourism and Environment Programme⁴⁵. This will require UNWTO preparing a proposal with budget for these extra activities as some represent an extension to activities previously agreed under the UNWTO/UNIDO contract and others are new and not included in the original contract.

144. As yet, the Project has not prepared an official exit strategy, although this was not really expected at the MTE stage. However, MTE interviews revealed that there is no clear idea yet of how project results will be sustained and enhanced over time, which needs to be addressed through the suggested ‘Project Communication and Mainstreaming Strategy and Plan’ (see paragraph 231).

145. **MTE rating: Moderately Unlikely**

Financial resources

146. The Project is producing outputs for mainstreaming, e.g. demonstrations of how BAPs/BATs can be adapted to the sub-Saharan African context (Outcome 1) and recommendations for improved governance and management to support sustainable tourism (Outcome 2) that will be captured through reports, case studies, guidelines, codes of practice, policy briefs, etc, and disseminated through a variety of mechanisms (Outcome 4), with capacity building (Outcome 3) to deliver these outcomes and facilitate their integration within national and local tourism-sector policies, regulations, strategies, plans and programmes, and adoption by key tourism sector players. Once project results have been integrated into sector policy and planning, ‘sustainability’ can be said to have been achieved. Further financial inputs will be required for their implementation but this is not the COAST Project’s responsibility, although in the original design, output 2.3 suggested it was. However, the risk here is that the participating governments won’t have the finances for implementation, although if clear benefits (particularly financial and economic, as well as environmental) can be seen from adopting Project recommendations then implementation is more likely. Consequently, the Project will need to develop an advocacy plan and set of activities to ensure that the key benefits of adopting the Project results are

⁴⁴ Examples included: “To protect Denton Bridge site and engage tourist visiting the site” (The Gambia), “To engage local communities in coastal management and conservation, activities that would enable them to create business opportunities for coastal tourism” (Senegal), “The development of sustainable tourism” (Mozambique).

⁴⁵ The UNEP Task Manager commented that ‘this is an initiative that is already a partnership with WTO and UNIDO involved, among several others – so UNEP is just one among many partners. If/when COAST delivers some results, these can/will be disseminated through this platform as well. The project execution team (UNIDO/WTO/RCU) should be able to make this link with maximum ease. To my knowledge there are no formal ties between the COAST project and the initiative, so unlikely that UNEP can claim to be providing the co-financing this way (not sure who is funding the initiative, will investigate anyway)’.

communicated effectively (again this should be included in the proposed Project Communication and Mainstreaming Strategy and Plan).

147. There has been relatively poor engagement with the private tourism sector so far, where most tourism activity rests. This is disappointing given that this is where project results are likely to have the greatest impact in the long-term. This is partly due to the late start of the Project's EMS activities and to the marginal involvement of the MT FPs in many countries. Again, if the Project can demonstrate clear direct or indirect financial benefits to the private sector tourism industry through cost-benefit analyses of EMS components e.g. costs saving on water and electricity quantified for a set of representative small-, medium- and large-sized hotels, demonstrating the negative impact on tourism numbers when local environmental concerns are not addressed⁴⁶, or capturing the economic value of ecotourism to local livelihoods, then the private sector will be more likely to fund the BAPs/BATs themselves and uptake, impact and sustainability of project results will be improved. MTE interviews in The Gambia, Kenya, Senegal and Seychelles revealed, as expected, that the single most important consideration for hotel managers in considering whether to adopt more sustainable management practices, e.g. introducing energy saving mechanisms, or treating waste from hotels rather than discharging it to the environment, is financial, with the key question being "How much is this going to cost me?" (Interestingly, it was not "How much will this save me?", suggesting initial start-up costs may be the main barrier). One manager of a very large, globally renowned hotel interviewed by the MTE commented that even if he is convinced the key group to influence is his Board and that without their backing any new management measures would not be introduced. Again, this argues for the need for a well-researched and carefully prepared advocacy of project results set out in a COAST Project Communications and Mainstreaming Strategy and Plan (see paragraph 231).

148. The UNDP-GEF MBD Project (COAST's 'sister project') has investigated this issue in much greater depth than the COAST Project to date and has been pioneering the development of a country specific eco-certification scheme – the Seychelles Sustainable Tourism Label (SSTL), with the aim of getting the majority of hotels/guesthouses in Seychelles to qualify for the label within the next 2-3 years, which is being used as a 'stepping stone' for later adoption of ISO14001 within the industry. Consequently, are likely to be important lessons from the MBD Project on how to promote sustainable measures to a sceptical tourism sector that are likely to be valuable for the rest of the COAST project, and the results could represent a significant contribution to the COAST Project.

149. **MTE Rating: Moderately Likely**

Institutional sustainability

150. Sustainability of project results will require sufficient institutional capacity to facilitate their uptake and use by both the public and private tourism sector. Many of the national Sustainable Tourism Governance and Management studies highlight low capacity as a serious barrier for delivery of sustainable tourism (although it was beyond the remit of the consultants to go into detail).

151. The Project carried out national Training Needs Analyses (TNAs) focusing on the capacity weaknesses and needs in the three sub-themes (EMS, ecotourism and reef recreation management) and has delivered a significant number of training events (based in part on recommendations from the TNAs covered under the Project's Outcome 3), which should help build institutional capacity, although, disappointingly, the Project is not attempting to measure the extent of change or the impact or sustainability of these efforts (there is no capacity building indicator associated with the logframe, for instance⁴⁷).

152. However, as pointed out previously, the TNAs were conducted before individual projects were developed at demo sites and they do not specifically identify what institutional support is required for mainstreaming project results and ensuring their sustainability (again, at the time, thinking on how best to deliver and integrate project results was at an early stage). So far this has not been examined in any detail but it is likely that some additional targeted institutional capacity building and awareness-raising will be required at national level in order to access policy/regulatory processes to mainstream project results effectively and, particularly, to promote project results to the private sector.

153. In terms of institutional structures essential for sustainability, whilst the various national ministries involved with the COAST Project can be expected to continue to exist, the DSMCs are more uncertain. Based on MTE interviews, it is unlikely that most of these groups will continue after Project funding finishes unless an alternative source of funding is found. Members participate on a *pro bono* basis, although their costs (travel to meetings and refreshments) are

⁴⁶ It would be interesting to undertake a study at selected demo sites to look at whether targeted beach clean up campaigns have an influence on tourist behaviour and numbers and to quantify this in financial terms (how much local hotels can make or lose from this).

⁴⁷ Changes in the score of a modified GEF capacity assessment scorecard might be a useful indicator here. See *GEF/UNDP/UNEP (undated). Monitoring Guidelines of Capacity Development in GEF Operations*. Capacity Development Initiative, Global Support Programme, and *UNDP (2008). UNDP Capacity Assessment Methodology User's Guide*.

covered.⁴⁸ The disadvantage of this model is that it has potentially high ‘opportunity’ costs, which are especially important for the poorer members of the DSMC if they attend a meeting or demo site event. e.g. fishermen who could lose the income from a day’s catch, or forest tour guides who could lose potential clients, and women who would have to probably find a child minder as well as taking time off work. In addition, as noted above, there is currently a feeling of low ownership of demo site activities among the DSMCs, which does not motivate members to attend meetings and is likely to have an even bigger impact after GEF funding for attendance comes to an end. To address this, the Project needs to capture, quantify and better promote the benefits to members from involvement in the DSMCs and development of the COAST Project at the demo sites⁴⁹. For instance, if the hotel representatives on the DSMC can see clear that they will gain figures on the financial benefits from adopting EMS related BAPs/BATs (surprising little data exist on this for the target countries), then they will be more likely to engage in the Project and project results are likely to be adopted and spread more widely in the private sector. Financial benefits can probably be quantified quite easily from the Project’s activities, especially as the ST-EP projects collect such data as part of their M&E framework, and this could (should) be built into the EMS work with the hotels, although this is more difficult for the reef recreation management aspect of the Project at demo sites. Also, at present, there is no clear vision for the future of the DSMCs - whether they would be needed beyond the end of the Project, and if they do continue what role they would play and who would finance them. There needs to be a discussion on these issues within the Project the next 6 months and options/solutions set out in a project sustainability/exit strategy.

154. In the original design, the COAST Project was to support a region-wide information analysis and storage system (RICH and EIMAS in Outcome 4). This was judged too ambitious at the inception stage and an alternative solution proposed which was to develop the COAST project website as essentially a ‘clearing house mechanism’ for information on BAPs/BATs for sustainable tourism information. It is still too early to assess the success and effectiveness of this as there are few specific results to promote through the website yet, but consideration does need to be given to the sustainability of using the Project website in this manner as it is not clear who will fund the site after GEF funds are exhausted, and this needs to be addressed as part of an overall ‘exit strategy’ the RCU needs to develop in the next 18 months (so completed 6 months prior to end of project).

155. MTE Rating: Moderately Likely

Environmental sustainability

156. Given the COAST Project’s focus on the coastal and near-shore marine environment, long-term climate change could negatively impact project successes due to sea-level rises, coral bleaching and other associated events but these are beyond the COAST Project’s control.

157. Some demo sites may also be subject to nearby developments that could essentially eliminate project results. For instance, a deep-water fishing port is planned for an area that overlaps the demo site in Cameroon (Kribi), although an environmental impact assessment is envisaged for this development.

158. There is a general assumption that ‘ecotourism’ will not significantly damage the local environment (indeed this is stressed in the Project Document and part of the rationale for the COAST Project), but experience from both the region and other parts of the world has shown that too many visitors, irrespective of type of tourism, can have a negative impact if concentrated in the same area or forced along the same trails⁵⁰. Unfortunately, very little concrete data exist on the ecological impact of tourists in the coastal areas of the target countries and what their ‘ecological carrying capacity’ (or Limits of Acceptable Change) are in the demo site regions (even, surprisingly, in Seychelles). This is another area to which the COAST Project could make a valuable contribution. For instance, it is likely that as part of the development of management plans under the reef recreation management sub-theme, limits to the number of tourists visiting critical reef areas will need to be set. Developing, demonstrating and promoting simple ways to understand, measure and estimate the impact of tourists and decide on ecological limits (in other words guidelines on ‘best practice’ methods and models to collect information in order to assess carrying capacity) would be a very valuable contribution to developing sustainable tourism management strategies and practices in the target countries. These could be included under the proposed revision and expansion of the Review of BAPs/BATs (see paragraph 364) as there is,

⁴⁸ It was not entirely clear to the MTE what costs were covered which seemed to vary between countries and there were a number of complaints from DSMC members to the MTE about this. The Project needs a clear policy on DSMC payments that is common across demo sites and countries and this needs to be communicated directly to the DSMCs (and DPCs) by the RCU.

⁴⁹ One possible solution to this, aimed particularly at the poorer members, which is being trialled by the UNDP-GEF Mainstreaming Biodiversity (MBD) Project in Seychelles, is to pay an honorarium to community members to attend meetings where a specific product is being developed or project task being undertaken. For instance, in the case of the MBD Project payments are made to local fishermen to help develop a fisheries co-management plan - effectively, the fishermen are paid for their contribution to its development which is seen as ‘work’. Without this only the rich fishermen (who have very specific views about management and do not represent the views of the fishing community) would attend and develop the plan. The proposal is to make payments to the fishermen after they attend blocks of three meetings (as a way to ensure their continued commitment and input).

⁵⁰ For instance, there are concerns over the number of divers at specific sites (coral gardens) in Watamu Marine National Park.

according to the FPs, very little capacity and knowledge of this issue in the target countries (surprisingly given the wildlife tourism trade and level of research on ecotourism in Tanzania and Kenya).

159. Depending on the results of this, the COAST Project should look to include and promote the adoption of BAPs/BATs for ecological carrying capacity assessments so they could, for instance, be fed into up-coming revision of environmental protection and environmental impact assessment legislation and regulations (again, it is recognized that the COAST Project has little control over whether these are approved by governments, but it should consider promoting their adoption).

160. **MTE rating: *Moderately Likely***

Catalytic Role and Replication

161. The Project is largely investing in pilot activities (adaptation and demonstration of BAPs/BATs with capacity building and improved information availability to promote their uptake), which are expected to be innovative for sub-Saharan Africa and will hopefully show how new approaches can work and the results of these will be mainstreamed into national processes and forums. Consequently, potentially, the Project could have a significant catalytic role.

162. Whilst the MTE recommends that the Project try to support integration of results into national government processes, the MTE believes that the key to extensive catalysis and particularly replication of project results in the region will be through engagement with the private sector. Unfortunately, private sector involvement has been poor to date (certainly at national level and limited at local/demo level). This has been accepted by the Project and is due in part to the delay over the start of significant EMS project activities, so should improve in the second half of the project.

163. Project activities to determine and promote incentives for private sector engagement, e.g. cost-benefit analyses of the introduction of EMS elements to hotels, could greatly support catalysis, as would identifying ‘champions’ within the private sector (e.g. hotel managers) who are willing to promote the adoption of BAPs/BATs and more sustainable tourism governance and management within their industry. However, the MTE feels that a specific private sector engagement plan (included as a specific section of the Project Communication and Mainstreaming Strategy and Plan) needs to be developed by the Project that sets out who the target companies/institutions/individuals are, how they should be engaged, what the best methods for engagement are, give targets and a timeframe for their delivery, and identifies the necessary resources (financial, personnel, etc) for effective engagement and response. This is considered particularly important as the ministries of environment (the lead agencies for the COAST Project in most countries) do not have particularly strong contacts with the private coastal tourism sector and neither the ME FPs nor the DPCs (who are staff members of the ME) have worked directly in the private tourism sector (unlike the tourism FPs).

164. Replication, in the context of UNEP and GEF projects, is defined as lessons and experiences coming out of the project that are duplicated (experiences are repeated and lessons applied in different geographic areas) or scaled up (experiences are repeated and lessons applied in the same geographic area but on a much larger scale and funded by other sources). At the MTE point, there has been no replication of Project results (due to delayed delivery of these), although this was not expected to be significant at this stage. However, the COAST Project lacks a framework for capturing and documenting lessons and experiences coming out of the project, which needs to be instigated in order to promote replication of Project results nor does the Project has no clear replication strategy (again, this could be addressed in the Project’s Communication and Mainstreaming Strategy and Plan).

165. However, as yet, there has been no replication of Project results (due to delayed delivery of these), although this was not expected to be significant at the MTE stage.

166. **MTE Rating: *Moderately Satisfactory***

C. Processes affecting attainment of project results

Preparation and Readiness

Project strategy and design

167. Overall, the COAST Project has been too ambitious and impracticable to be deliverable within the Project’s original timeframe and budget. Implementation of the COAST Project has been particularly handicapped by its poor design. This has been for a variety of reasons.

168. The COAST Project has three separate sets of logframes (project, 'sub-theme' and demo site logframes), and in the MTE's opinion, the Project was made more complex at the inception stage through poor (re)design of the site level 'logframes' (these are really results/activities matrices rather than logframes), which were essentially developed by taking the activities identified for demo sites at the PDF-B stage and putting them into a table with more detail on targets and timeframes. In addition, extra activities that are not specifically covered in the Project Document, such as HIV/AIDS awareness raising activities at most demo sites⁵¹, were added at the inception stage, and others, such as the ICZM set of activities, were added at a later date. For most countries, the demo site activities listed in Appendix A of the Project Document are little more than a 'wish list'. In most cases, very little detail is given (e.g. in case of The Gambia they are just a list presented as bullet points with no detail), and many are not relevant or appropriate. Although there is a budget total for each demonstration site, broken down according to GEF funding and national government co-financing, these 'activities lists' are not costed, and bear no relationship to the overall budget total. In the case of The Gambia, for instance, the International Consultant estimates it would cost many millions of US Dollars to carry out all the 43 of the activities given for the three demonstration sites, yet the total budget is only just over US\$450,000 and that includes co-financing (giving just US\$150,000 per site if divided equally). Unfortunately, some national partners, notably The Gambia, have believed that since their government formerly endorsed the Project Document in 2006, they are committed to delivery of ALL of the activities listed in the country narratives in Appendix A of the Project Document, despite recognizing that this is simply impossible with the resources they have. This has caused frustration among COAST teams across the Project. In the MTE's opinion, these 'activity lists' were intended as potential ideas/activities that could (not must) be developed at the sites within the framework of the Project's overall aims, and national partners should NOT feel that they are committed to delivering all of them⁵².

169. In addition, the original Project Objective does not reflect many of the activities proposed in the Project Document. Under the original wording – *to demonstrate best practice strategies for sustainable tourism to reduce the degradation of marine and coastal environments of transboundary significance* – the Project is restricted to simply 'demonstrating best practice strategies'; in other words, it does not seek impact or change in behaviour through the adoption and widespread implementation of best practices⁵³. In order to achieve the original objective as stated it was only necessary to a) identify relevant 'best practices' and 'best technologies' b) field test and modify them for the sub-Saharan Africa context and c) promote awareness of these approaches. However, it is clear from indicators associated with the Project Objective and the wording of the other outcomes in the original project logframe and Project Document narrative that the COAST Project was intended to move beyond merely 'demonstration' and aim for the adoption and implementation of BAPs/BATs as well. In other words the project was to take a demonstration and mainstreaming approach. The MTE feels that the logframe is confused on this point.

170. The Project's strategy rests on the argument that locally adapted internationally recognised 'best practices' (BAPs/BATs) can reduce degradation to environments due to tourism development in sub-Saharan Africa. Unfortunately, 'best practice' is never really defined in the Project Document and has confused some stakeholders - it's a relative term and suggests that there is international agreement on approaches/technologies, which, as mentioned earlier, is not the case for any of the Project's three sub-themes (EMS, Ecotourism, and Reef recreation management). This raises the issue of why the phrase 'best practice' was chosen by the project design team; 'good practice' might be a better, less controversial and clearer term to use (or perhaps 'appropriate practice', reflecting the limitations of African context). The Project itself is not testing and comparing different approaches at a limited number of sites to see which is most effective (it is not a research project), rather it is demonstrating the use of a limited number of approaches that have already been shown to be effective ('good practice') in other parts of the world. Given the limited funding for the Project, this is the only sensible approach. Consequently, the Project needs to provide clear evidence that those practices being piloted at the demo sites have already been shown to reduce environmental degradation, pollution, etc, through other studies – this was the intention of the of the global Review of BAPs/BATs undertaken shortly after project implementation (under Outcome 1). However, as previously stated, this Review was inadequate and not terribly useful, and, disappointingly given the importance of the Review to the development of the rest of the COAST Project, it does not appear to have been independently assessed (e.g. by relevant UNIDO technical Branches, UNWTO or UNEP's Sustainable Consumption and Production Branch) to confirm that the advice and case studies given really represent 'international best practice'. This would have strengthened the document and probably led to the call for more demo-site specific guidance much earlier. In the MTE's opinion, such an independent expert assessment of the Review should

⁵¹ Nobody was able to explain to the MTE where this set of expensive activities had come from – they are not mentioned at all in the Project Document, and are not relevant to an IW Project that is primarily seeking to address pollution and contamination of coastal/offshore waters. Although the MTE recognises the huge social and economic impact of the HIV/AIDS epidemic in Africa, these activities should have been funded from a public health or other development sources and NOT by the COAST Project using GEF funds. All COAST Project activities related to HIV/AIDS should now be stopped.

⁵² These initial lists and the demo site 'logframes' and annual work plans that were developed from them, seem to have caused a considerable amount of problems for the national teams, with comments such as " We were defeated as to how to implement the work plan" and " The idea was good but how to go about it is not clear".

⁵³ According to the Chambers 21st Century Dictionary, to 'demonstrate' means to: 1 to show or prove something by reasoning or providing evidence. 2 to show how something is done, operates, etc. 3 to show (support, opposition, etc) by protesting, marching, etc in public. <http://www.chambersharrap.co.uk/chambers/features/chref/chref.py/main?query=demonstrate&title=21st>

still undertaken (this could be done in collaboration with the sub-theme consultants – UNWTO, EcoAfrica and the Project’s EMS consultants) and the Review expanded and strengthened with a more comprehensive global overview and more specific guidance as to what would be most appropriate models to pilot at the demo sites and an explanation as to why.

171. Related to the above, the second indicator of the Project Objective - ‘noticeable reduction in the degradation and overall loss of coastal and offshore environments as a result of unsustainable tourism’ - suggests that the Project needs to measure habitat degradation and pollution and contamination loads along and off the coast, employing many ‘national indicators’. This is the expected long-term (5-10 year) impact of the COAST Project, although there are many other causes of environmental degradation and habitat loss that the COAST Project is not addressing and has no control over, which makes future assessment of the specific contribution due to the COAST Project activities problematic. What is needed instead are measures of local environmental degradation/pollution/contamination at the demo sites to confirm that the BAPs/BATs being tested and adapted to the sub-Saharan Africa context do lead to reductions in environmental threat (such information would make it more likely that the modified BAPs/BATs will be adopted by national governments and the private sector and replicated widely).

172. Unfortunately, the Project’s complexity is not helped by the Project Document, which is overly long (253 pages, although fairly typical for GEF-3 project documents), and few people refer to it (few people connected with the Project claimed have actually read all of it). The detailed Inception Report produced by the RCU was an attempt to overcome this problem, by presenting a much shortened summary of the main features of the COAST Project, which would be much more ‘user-friendly’. The Inception Report does fulfil this need but again, unfortunately, it does not seem to have been used very much as a reference source by the FPs and DSCs.

173. Interestingly, MTE interviews and internal UNEP documents seen by the MTE revealed that there was considerable concern among those UNEP-GEF and UNIDO staff involved during the PDF-B phase about the viability of the Project, including its overall design, scope, and distribution of activities between countries (particularly in relation to the proposed creation of an environmental data centre in Nigeria), as well as the relatively small overall GEF budget and arrangements for project implementation, even though it had undergone a number of significant revisions at the late PDF-B stage. The Project was recognised as particularly ambitious given the size of its budget and number of countries involved and large number of project activities involved. In the end, the MTE understands that an internal decision was taken by UNEP and UNIDO to submit the proposal to GEF and then correct structural and other weaknesses during the inception period. In the MTE’s opinion, this was done to a very limited extent. Unfortunately, the logframe, which gives a summary of a project’s logic and strategy and is the basis for a GEF project’s M&E framework, was made even more confusing. This may have been because there had been a high turnover of UNEP Task Managers (three) and UNIDO Project Managers (two) in the period between the end of the PDF-B stage and end of the inception stage, which led to a loss of ‘institutional memory’ of the problems identified at submission.

174. Unfortunately, the various reviews of the draft project proposal carried out by the GEF Secretariat during the design process were not rigorous enough and the STAP Review (by a consultant who clearly had very limited experience in multi-country project design, implementation and management) was short, misdirected, inadequate and exceptionally poor. Comments by the GEF Secretariat (GEFSEC) and GEF Council were also not terribly penetrating, although several GEF Council members did highlight the need to revise the logframe, and set up a proper M&E framework with appropriate indicators and associated baseline within the first 6-12 months of implementation, although these were not acted on by the Project.

175. In the MTE’s opinion, the overly ambitious nature of the project was not sufficiently recognised (or acknowledged) during the proposal review phase. In addition, there was no independent review of the COAST Project during the inception period, which the MTE considers a mistake (responsibility lies with UNEP and UNIDO as both were aware of the serious flaws in project design and execution arrangements).

Design of the three sub-theme sets of activities

i. Ecotourism theme activities

176. UNWTO’s ST-EP Programme⁵⁴, which has a focus on eliminating poverty by promoting ‘sustainable tourism’, has been adopted as the main ecotourism activity to be showcased at the demo sites⁵⁵. The framework for developing ST-EP projects has been well tested in a wide variety of countries and local situations, and the project development and review process for those COAST Project ST-EP proposals approved up to the MTE (Cameroon, Ghana, Kenya and

⁵⁴ <http://step.unwto.org/en>

⁵⁵ It should be noted that the ST-EP projects have the advantage of being essentially an ‘off the shelf’ model that has been tried and tested elsewhere, and could be quickly adapted and implemented by the COAST Project. Consequently, the UNWTO proposal to use the ST-EP model as the main mechanism for delivery of the ecotourism sub-theme at the demo sites was adopted at the 2nd PSC Meeting in Cameroon in 2010. Project activities related to the other two themes – EMS and reef recreation management - have required more thought and time.

Nigeria approved at 1 December 2011) has been rigorous by UNWTO. Consequently, the MTE is confident that the suite of ST-EP projects funded through the COAST Project can be delivered inside the remaining two years if all are started by end March 2012.

177. However, delivery of environmental benefits through the ST-EP projects is less clear. The COAST Project is supposed to be showcasing examples of ecotourism that have limited environmental impact and are able to generate financing for biodiversity conservation (*'Development of eco-tourism to alleviate poverty through sustainable alternative livelihoods and generate revenues for conservation of biodiversity and the benefit of the local community'* MTE underlining). However, whilst the ST-EP programme has been shown to alleviate poverty, there is only limited data on whether ST-EP projects have proven success in 'generating revenues for conservation of biodiversity'. It is currently assumed that they do, but the MTE feels that this needs to be shown⁵⁶.

178. Worryingly, the rationale given in the ST-EP proposals for benefits to environment in proposals viewed by the MTE is weak in some cases, e.g. it will reduce the number of illegal fishermen operating off Watamu, Kenya as it offers alternative livelihood opportunities. The MTE encountered a degree of scepticism about this argument during interviews at Watamu and it may be that it was added to the proposal to simply strengthen it as something was needed for the 'environmental benefits' section.

179. There are no direct environmental indicators in the ST-EP projects (although there is a good set of socio-economic indicators and each ST-EP project has a robust, well-developed logframe), and monitoring of environmental variables is not taking place (not surprising given the focus is on poverty reduction). The MTE feels that it would be desirable if the COAST Project could demonstrate that the ST-EP projects can lead to reduced environmental degradation – the causal link needs to be established, especially as the ST-EP programme was not explicitly identified as a 'best practice' in the global Review of BAPs/BATs undertaken during the first year of Project implementation (see paragraphs 85-87). In addition, ideally some environmental threat reduction indicators should be added to each of the ST-EP projects at the demo sites, or co-opted from the EMS and reef recreation management projects at demo sites where they overlap in activities/areas. The ST-EP projects should be reviewed to examine what, if any, additional environmental indicators could be added at this stage (with baseline retrofitted). Given that these would be above and beyond what was agreed between UNIDO and UNWTO, additional GEF funding is likely to be required from the Project. It is suggested that the three groups of consultants working on the sub-theme projects jointly discuss how to include such indicators at the demo sites (possibly at the 4th PSC meeting in April 2012).

ii. Environmental Management Systems (EMS) theme activities

180. Demo sites have a mixture of liquid and solid waste management and disposal issues, which are believed to be causing pollution and contamination in surrounding coastal waters. A general barrier raised by hotel managers (certainly for Kenya, Senegal, Seychelles, Tanzania) to the adoption of measures to deal with these issues is the high cost of introducing EMS, and especially attaining (and maintaining) the internationally recognised ISO14001 certification, which is expensive – hoteliers don't see the value or don't have the funds to make the required investment. This is particularly a barrier for smaller hotels. In addition, there are no national legal requirements to adopt ISO 14001 or other mandatory certification at present in any of the participating countries so there is little pressure for them to do so. Consequently, the COAST Project needs to focus on defining and promoting the financial benefits of adopting pollution control, waste treatment and management and other EMS measures.

181. In terms of other forms of 'eco certification', the original intention was that the Project would help develop national voluntary ecotourism certification systems, but also promote established schemes, such as Blue Flag. This has largely been abandoned by the Project as unrealistic and unfeasible in the timeframe of the Project⁵⁷, and the MT FPs have not pushed for this (several interviewed by the MTE were highly sceptical of the idea in practice, especially as the focus was to be on voluntary schemes which in the current economic climate were seen as a non-starter). In addition, according to UNWTO, there is no international consensus or standardisation on the form of these schemes and they are often fraught with political issues. Consequently, the MTE agrees with the RCU's decision to focus purely on identification and demonstration of appropriate EMS measures for the remainder of the Project.

iii. Reef recreation management theme activities

⁵⁶ UNWTO commented that 'in 2010, the theme of the World Tourism Day was Tourism and Biodiversity. As one of the activities carried out to raise awareness on the contribution tourism can make to biodiversity conservation, UNWTO collected inspiring stories of sustainable tourism initiatives that directly contribute to the conservation of biodiversity (including several ST-EP projects); See: <http://www.unwto.org/worldtourismday/stories/stories.php?lang=E&op=0>. These inspiring stories could be reviewed to get some additional examples of how eco-tourism projects could contribute to biodiversity conservation'.

⁵⁷ However, according to the lead FP and DPC in Mozambique there is some interest and potential for introducing Blue Flag (www.blueflag.org/) to hoteliers around the Inhambane area, based on the various parameters (*water quality, clean beaches, good rubbish collection facilities, improvements on the beach and sea security in front of the hotels*), with possible development of a code of conduct for the hoteliers. This would be a useful COAST Project contribution if it can be delivered in time.

182. Reef recreation management covers only a limited range of activities, essentially focused only on reefs. However, the MTE considers this to be too restrictive as coastal tourism activities are also negatively impacting mangroves, seagrass beds in coastal lagoons and turtle nesting beaches (often the same tour operators utilising all these habitats where they are geographically close, such as at Watamu). The Project should be addressing all of these tourism-related threats where possible. It is therefore recommended that the Project change the wording of the 3rd theme from 'Reef recreation management' to 'Coastal Waters Recreation Management'⁵⁸.

iv. Integrated Coastal Zone Management (ICZM) activities

183. EMS, Ecotourism, and Reef recreation management are identified in the Project Document as the three focal areas for demonstrating BAPs/BATs (under Outcome 1). Integrated Coastal Zone Management (ICZM) is not explicitly mentioned as a focal area⁵⁹, nor is the development of ICZM plans, although 'integrated coastal planning' and 'coastal use zonation' are included in reviews of 'land use and integrated coastal management plans' (Output 2A, paragraph 137) along with many other possible topics for consideration, and as potential topics (again, along with many others) for training and awareness-raising (Output 3A, paragraph 150). Consequently, the ICZM activities introduced into the Project are not a primary focus and their introduction (ownership) appears to rest with the RCU, not with the FPs, DPCs or DSMCs. It should be noted that although attempts have been made to add ICZM as a fourth sub-theme to the Project, they have not yet been officially endorsed by the PSC.

184. From a practical point of view, the Project would face difficulties in delivering ICZM plans before the end of the Project, given its limited financial resources and time. ICZM deals with many other sectors, not just tourism e.g. fisheries, urban and industrial development and coastal agriculture, and development of ICZM plans are beyond its scope and remit, and would require considerable time for negotiations with other non-tourism stakeholders who have not been involved with the COAST Project to date, and there is no guarantee of the outcome. There is certainly no chance of the Project having the time to develop and then implement these (therefore 'demonstrate' their effectiveness) before November 2013. Furthermore, several MTE interviewees raised questions over the legal status of such plans – if they have no legal basis, which they wouldn't unless the relevant government authority authorised the COAST Project to lead their development - they are unlikely to be accepted and implemented and would be of very limited value.

185. At the MTE stage, there had been one ICZM training workshop (held at Watamu, Kenya in late November 2012), and two more were planned for early 2012. Results of other Project activities may be relevant to ICZM development processes and could be fed into these, so there is value in delivering the remaining workshops as these will help raise awareness of ICZM processes and procedures (and opportunities for mainstreaming project results into them at a later date). However, Project time and resources should not be diverted into producing ICZM plans for demo sites as has been proposed. Given that the COAST Project is already spread over several sub-themes, many countries and demo sites, and is far behind on delivery of its originally planned activities within the three original sub-themes, and given that the Project needs to cut existing activities, in part because of budgetary reasons (see below), the MTE believes it is not appropriate to fund any ICZM activities beyond these workshops, and ICZM should not be endorsed as a specific Project sub-theme. Instead, funding for ICZM work could be pursued as a separate follow-up project to the COAST Project.

Partnership arrangements and project management

186. The Project Document includes a detailed description of implementation arrangements, describing the roles of the Implementing Agency, Executing Agency, Regional Coordination Unit, and Project Steering Committee at the project level, and of National Steering Committees and Focal Points at the national level, and local committees (DSMCs) at the local level. The COAST Project's current management and partnership arrangements are described in section I-C3 (see paragraphs 59-69).

187. Partnership arrangements were negotiated during the PDF-B stage and then revised at the inception stage when the whole project was reviewed and changes made to try to develop more detail on project activities, particularly at demo sites, and optimize its delivery, and these changes were endorsed at the 1st PSC meeting in July 2009. Roles and responsibilities, including counterpart resources (covering co-funding, staff, and facilities) and GEF funding, between UNIDO and project partners are set out in the various contracts operated by UNIDO as EA, including those between UNIDO and the national lead focal agency and with UNWTO. Contracts with consultants, e.g. for M&E support, include TOR, and those reviewed by the MTE were generally clear. However, there have been significant delays over some contracts, notably between UNIDO and the Ministries of Environment.

⁵⁸ The MTE notes that the title of this sub-theme was expanded to 'reef and marine' at the 1st SCM, but feels that a better term would be 'coastal waters', which limits involvement in the marine environment.

⁵⁹ There are five specific references to ICZM in the Project Document and none directly related to the Project, and most other references to 'integrated planning', refer to tourism destination planning e.g. 'Integrated Planning and Management of Sustainable Tourism at the Mombassa Coastal Area', Kenya, 'Petite Cote Integrated Ecotourism Tourism Planning', Senegal, and 'Integrated Planning and Management of Sustainable Tourism', Tanzania

188. In terms of project management arrangements, there was little formal assessment of capacity of the national partners to implement the COAST Project during the PDF-B stage (this appears to have been left for the project implementation phase). However, it was recognized early on during the inception period that there was insufficient capacity within the national lead agencies to deliver the national and local project activities and that the Focal Points needed additional support (although there appears to have been no formal capacity assessment either during the planning phase or during implementation). Therefore national ‘Demonstration Project Coordinators’ (DPCs) were appointed in each country (see paragraph 65). However, capacity has continued to be a problem for national partners, especially for some countries, such as The Gambia where there are three demo sites. A major problem appears to be the amount of time FPs have to spend on the Project – they are usually fairly senior officials with large, multiple demands on their time (see paragraphs 120 and 249). In addition, some DPCs, notably in The Gambia and Tanzania, have more than one Demo Site to manage, whereas in other countries, such as Senegal, there is one DPC for each demo site. Technically, the DPCs are employed part-time, but in the case of The Gambia and Tanzania, the DPCs are essentially working full-time on the Project. Both DPCs are highly capable and should be applauded for their commitment, but there is a limit to the amount of work they can take on and they would be far more efficient and effective if they focused on just one demo site. Since there are insufficient funds to hire more DPCs, it is recommended that each country should have no more than one demo site. This means that The Gambia, Tanzania and Senegal, should cut at least one demo site from the Project (Nigeria had a site cut earlier in project that was agreed at the 2nd PSC meeting in 2010).

189. There have also been capacity issues within the project management set up. Surprisingly, no assessment was made of UNIDO’s institutional arrangements or capacity to determine whether it could effectively and efficiently execute the COAST Project. Given that UNIDO was being asked to implement a very complex, multi-level project in 8 countries, the MTE finds this rather surprising from a project management point of view. It seems to have been assumed that as UNIDO was a UN agency, it did not require a capacity assessment. In the MTE’s view this was a mistake on UNEP’s part (who were also the IA during the PDF-B phase and therefore responsible for choice of executing agency) – a capacity assessment should have been undertaken. The institutional capacity of UNWTO to determine whether it could deliver its COAST Project activities was also not assessed at any stage. However, it should be mentioned that UNWTO has had fewer capacity problems as it has employed its substantial in-house technical capacity well⁶⁰ and where needed engaged some highly experienced international consultants to help deliver its activities.

190. In defence of the above assertion, UNIDO commented that ‘UNIDO is a GEF implementing agency with a strong record for the management of successful large projects’. In the MTE’s opinion, this is a spurious argument - just because an organisation is a GEF implementing agency (UNIDO wasn’t during the COAST Project design phase) and has managed large projects in the past, is not an argument that guarantees it can do so in the future. This applies to any organisation. The MTE feels that there are some double standards here with regard to UN agencies. If a non-governmental organisation is acting as the Executing Agency, the UN IA requires a detailed capacity assessment (the MTE evaluator has seen this in a number of cases), but if the Executing Agency is to be a UN agency, it appears it does not. In the MTE’s opinion, the GEF should be requesting evidence that all proposed Executing Agencies for GEF projects demonstrate that they have the necessary capacity and resources, and, importantly, that they are prepared to commit them, to deliver a GEF project successfully before a GEF project proposal is submitted.

191. **Overall MTE rating on Preparation and Readiness – Moderately Unsatisfactory**

Implementation Approach and Adaptive Management

Implementation approach and management framework

i. UNIDO HQ in Vienna

192. As mentioned above, there have been considerable delays over establishing major project contracts and disbursement of funds. As a result, some UNIDO contracts with national partners took well over a year to be signed, although all national partner contracts were signed between April – August 2010, except for Nigeria where the contract was never agreed and Project activities has had to be arranged through the UNIDO Country Office. Once these were established there were further delays in disbursement of funds to partners due, again to lack of understanding of

⁶⁰ However, it should be noted this has meant that UNWTO has probably contributed significantly more management and administration time for COAST Project related activities than originally envisaged.

UNIDO disbursement processes among partners (and perhaps the RCU) and partners not following stated procedures, with incorrect or missing information in documentation required for disbursement, as well as insufficient capacity in UNIDO HQ and insufficient support from the RCU.

193. For instance, a decision was taken to issue national contracts at the 1st PSC meeting in Mozambique (drawn from examples from the WIO-Lab Project), but many of the national contracts took considerable time to arrange, partly because there were inevitable questions about their content, wording and liabilities (judging from MTE interviews the process was not well understood by the FPs), and so they needed to be checked by legal department teams. Essentially, there was little progress during the following year so UNEP advocated for and UNIDO organised a training session on UNIDO subcontracting processes by a staff member from UNIDO's Procurement Services Unit in Vienna at the 2nd PSC meeting in Cameroon. However, since it was known prior to the 1st SCM that national contracts would have to be issued (that's clear from the Project Document and was presumably discussed with national partners during the inception stage), it would have been sensible if UNIDO had provided such training/advice at the 1st PSC meeting and not assumed that internal UNIDO processes and requirements would be understood quickly by everyone. Given that the RPC was not a staff member of UNIDO previous to the COAST Project and had only a brief visit to Vienna at the beginning of the inception period as an introduction to the organisation, the MTE feels that contracting should have been monitored more closely by UNIDO HQ. In addition, it is not clear why the UNIDO CO/Desks could not have facilitated the contracting (and reporting and disbursement) processes. In the MTE's opinion, the disbursement process needs to be completed within 10 days (2 working weeks)⁶¹ and ways need to be found to achieve this.

194. However, it has to be said that the national partners are equally to blame here. In the MTE's opinion, many did not push to get decisions from their superiors, or follow up sufficiently quickly on the necessary paper work and in some cases they created more confusion and delays. For instance, UNIDO stated that the bank account for payments should be held by the unit of the person signing the contract. According to UNIDO, some countries, notably Tanzania, did not do this but channelled payments into another account (in the case of Tanzania to an account held by the Vice President's Office). As a result, it took three months for the UNIDO counterpart to find the funds after they were transferred. As noted previously, the high turnover of FPs appears to have added to the delays as the new FPs need to learn the Project's contracting and disbursement process but many do not appear to have been adequately briefed by either their predecessor, the RCU, UNIDO HQ or the UNIDO COs/Desks.

195. Several FPs expressed an opinion that the UNIDO contracting and financial disbursement arrangements are overly bureaucratic, complicated, unclear and not 'user friendly'. It should be mentioned that UNIDO, like other UN agencies, has its own internal procurement, contracting and financial management systems and as the Executing Agency for the Project UNIDO is accountable for the spending of its GEF funds. Consequently, these systems need to be thorough and transparent with clear evidence and documentation on decisions, payments and spending relating to the GEF funds. Whilst these may seem onerous to some of the FPs, they are required.

196. The input from UNIDO head office in Vienna has been recognised (and accepted) as inadequate (see the PIRs 2010 and 2011) but is being addressed as part of a mitigation strategy set in motion by the UNEP TM, and summarised in the PIR for 2011. However, UNIDO is moving to a new management system (SAP) that will be rolled out in 2012 that will inevitably introduce new sources of delay into the project execution before the new process is fully operational and embedded. However, as the MTE understands it, the new SAP project and financial management system is based around a project's logframe, which, if the changes to the logframe recommended by the MTE (see section III B, paragraphs 352 onwards) are accepted, should make project management much easier and more transparent.

197. The COAST project is being implemented following UNIDO's usual project management system of having a Project Manager (PM) based at UNIDO Headquarters (HQ) in Vienna, who is responsible for financial, contractual and procurement matters and has overall responsibility to UNIDO for project delivery, and a Regional Project Coordinator (RPC), based in the region of project operation (in this case Nairobi), who essentially oversees day-to-day management of the Project. The RPC needs authorisation from the PM for approval of contracts and financial requests. However, the PM has many projects in his portfolio and only has a relatively small amount of time he can allocate to the COAST Project and he is often travelling. As a result, delays have occasionally been introduced into the decision-making process. Although there is an 'Alternate Allotment Holder' (AAH) based in Vienna who can sign off on recruitments/contracts and disbursement and purchases (e.g. equipment, flights), when the 'Main Allotment Holder' (the PM) is away, the AAH may not be fully briefed on the Project details so decisions can be delayed even under this arrangement (which has occurred according to MTE interviewees).

⁶¹ UNIDO commented that 'the disbursement process should take less than this when the rules are followed'. However, the MTE would like to point to the presentation by the RPC at the 3rd PSC meeting, which stated that a minimum of one month would be needed from submission of request to payment entering the requester's bank account. If the UNIDO CO/Desks were able to offer assistance to the national partners in checking documents and receipts it could speed this up in some countries.

198. The MTE believes this project management model with divided responsibility over key functions, particularly a ‘Regional Project Coordinator’ who is tasked with the day-to-day project management but doesn’t have key executive powers, particularly over finance⁶², is not ideal as it splits decision-making and leadership on the Project and makes it less efficient (certainly compared with the models operated on other GEF IAs such as UNDP). It has also led to confusion among project partners and stakeholders as to who is really in charge of the Project.

199. Consequently, UNIDO needs to ensure additional capacity is available to the COAST Project when needed. The PM does have access to administrative assistance (at least two individuals in Vienna seem to share duties related to the COAST Project), and other support staff are involved on occasion, e.g. officers responsible for accounts, procurement and contracting, but the feedback from several project partners is that UNIDO does not commit enough staff time to this Project in Vienna. As an example, there are delays in provision of financial data from UNIDO (Vienna) to UNEP in Nairobi, which appears to be due to insufficient capacity (financial and admin staff time) in Vienna). Indeed this is recognised in the PIRs for both 2010 and 2011, where it was made clear that UNIDO needed to ‘step up’ its capacity for the COAST Project⁶³. However, in the MTE’s view, the COAST Project has been too ambitious for the management capacity of UNIDO, RCU and national lead agencies from the start (and as pointed out, no serious attempt was made to assess whether capacity of either EA or project partners was adequate to effectively deliver the Project at the planning stage or since).

200. It is also worth noting that under the new UNIDO project management system (SAP), UNIDO PMs can authorise decisions via web links while they are away on mission, so delays in decision-making in some areas for which the PM is responsible should be reduced. Despite this, the MTE believes there is still a need for additional capacity in UNIDO (both in Vienna or at the RCU) especially as there are now less than two years left before the Project finishes and many of the Project results remain to be delivered, and there is also a need for UNIDO to explain (again) to all the FPs and DPCs the precise roles and responsibilities of the PM and RC and the UNIDO project and financial management system (especially as a new (SAP) system is being introduced).

201. Finally, it was expected that UNIDO’s in-house capacity and expertise (various Branches) would be more fully utilised by the COAST Project (see paragraph 62) as part of UNIDO’s co-funding obligations. However, there appears to have been very limited technical input from these Branches up to the MTE. For instance, it is unclear whether any of its Branches were involved in reviewing the global Review of BAPs/BATs undertaken as part of Outcome 1.

ii. Role and performance of RCU

202. The delivery of the Project by the RCU has been slow, and management capacity, effectiveness and leadership of the Project by the team has been criticised as inadequate in the PIRs for 2009, 2010 and 2011. The RCU is responsible for the overall coordination for implementation of the project including:

- Following up on co-funding commitments as well as new funding possibilities;
- Technical backstopping (with UNWTO), assisting national FPs and coordinating communication with them;
- Managing international consultants and contractors;
- Establishing and managing MoUs and sub contracts with partner governments; and,
- Dissemination and sharing of project results (e.g. through the COAST website) and compiling key lessons (including Best Available Technologies and Best Available Practices) from the Project.

203. The RPC is responsible for a significant part of the delivery of the above, particularly the management and administration of the Project (essentially its day-to-day management) yet has some weaknesses in these areas (recognised by himself and his management team).

204. The RPC had very limited experience of GEF or the UN system before he was appointed and only a brief induction into these after he was contracted, limited prior experience of the management and delivery of largely complex, multi-country projects and has not received any formal training in Project Management (e.g. PRINCE 2). He was essentially allowed to develop his own ‘vision’ for delivery of the COAST Project during the inception period, but, in the opinion the MTE, this was not monitored closely enough by either UNIDO HQ or UNEP managers, especially as

⁶²UNIDO commented that the RPC is ‘not a full UNIDO staff therefore the financial responsibility will always be with someone else.’ In the MTE’s opinion, this is not an effective or efficient management model (certainly compared with those used by other IAs) and GEF needs to consider the project management models operated by potential IAs when considering which projects will be funded.

⁶³ Specifically, UNIDO was required to ‘to step-up and provide consistent support and guidance to project manager and demo sites (and particularly in project management and administration aspects, besides technical support)’ (PIR for FY2009).

both organisations were aware that the Project's design had significant flaws which needed to be addressed properly during the inception period⁶⁴.

205. It was clear from interviews that there have been tensions between the RCU and the UNIDO office in Vienna over the last 2-3 years, with frustrations on both sides and some personality clashes. Unfortunately, the RPC has only made one short visit to UNIDO HQ in Vienna shortly after joining the Project. The MTE feels that if more regular visits had occurred (especially when the Project was having problems with contracting, disbursement, etc), it would probably have provided the opportunity for the RPC to gain a better understanding of the UNIDO project management and financial administration systems and build better relationships with the HQ personnel responsible for different aspects of the Project. It would also have offered the administrative staff in Vienna an opportunity to better understand the issues affecting the RCU and limitations of the national partners and the COAST Project⁶⁵. There may be a lesson here for UNIDO, who has adopted this model of a Project Manager based in Vienna with Regional Project Coordinators, based in the field for several other projects (some of which the MTE also understands have had problems).

206. In contrast, relationships between the FPs and the RCU, whose main contact point has been the RPC, are generally very good (feedback to the MTE was in most cases very positive with comments such as 'he responds quickly', and 'he is very supportive'), although the RCU has been criticised for not providing sufficient support to the countries on some areas, notably reporting (they feel they need more direct support ("hand-holding") in completing reporting forms and someone at the RCU who is specifically tasked with this), and not consulting enough on the Terms of Reference and contracts issued at the regional/international level. However, it should be noted that there has been very slow response from some FPs to requests from the RCU for comments on ToRs and other documents and if the RCU waited until it had feedback from all FPs on every issue then the Project would not have moved beyond the inception phase. So there is a balance that needs to be struck between the RCU's desire for full stakeholder participation in the Project and the need to make decisions, and issue and begin contracts, etc. Many FPs also feel that they should have had more explanation on contracting arrangements and completing disbursement requests from the RCU, although, among the national partners, responsibility for confusion and delays over disbursement is seen as resting with UNIDO in Vienna⁶⁶ and not the RCU or UNEP.

207. The RCU maintains regular contact with the national partners through email and frequent telephone or skype calls and has also established an intranet site within the Project's website which is accessible to FPs, DPCs, consultants, Project staff and other key individuals through a password. Within this intranet site there are a number of discussion forums which were intended to serve as a mechanism for those involved in the Project to discuss ideas, exchange experiences and consult others on project elements. Unfortunately, whilst this approach may work in more developed countries, it has not been successful for the COAST Project because many of those it is targeted at either don't have regular access to computers or electricity (affecting a number of DPCs and DSMCs and even some FPs, e.g. Mozambique), don't have a habit of seeking advice through online forums and prefer to ask questions through email⁶⁷, or don't have the time to spend sitting at a computer. In addition, as mentioned, there is the 'language issue' for those from French- and Portuguese-speaking countries as these forums are essentially conducted by the English speakers.

208. The project management challenges are greatest in West Africa, in part because of the distance (field visits to Kenya and Tanzania are easier and have been more frequent by the RCU). Delivery in these countries has been generally poor, and they clearly need additional support from the RCU over the next two years⁶⁸.

209. The Project's Annual Work Plan (AWP) are developed by the RCU in consultation with the UNIDO HQ and UNEP and, together with an associated budget, presented at a PSC meeting for endorsement. The example viewed by the MTE (for 2011-20112) was clear and comprehensive. Quarterly Work Plans are developed from the AWP. Again, those viewed by the MTE were clear and understandable, annotated with comments and 'UNEP friendly' with each activity having an accompanying UNEP code, which simplifies financial reporting procedures between the RCU and UNEP.

⁶⁴ It should be pointed out that neither the current UNIDO Project Manager nor the current UNEP Mask Manager were in post during the PDF-B phase when these concerns were aired.

⁶⁵ It should be noted that the UNIDO Task Manager attended the 3rd PSC meeting in Senegal with his administrative assistant. It was very useful for her to interact with the FPs at the meeting (she felt she had gained a deeper understanding of the project and its difficulties by the end) but also her presence was valued by some of the FPs interviewed by the MTE and an indication of UNIDO Vienna's commitment.

⁶⁶ UNIDO commented that "In fact, ... most of the current delays are due to countries not complying with contract stipulations". The point the MTE was making here was that FPs blame the UNIDO arrangements for the delays over disbursements, not individuals.

⁶⁷ Communicating through mobile SMS messages is a more established method in many parts of Africa and could possibly be developed for the COAST Project, or via a Facebook page, which is accessible to most modern mobile phones.

⁶⁸ With hindsight, perhaps it would have been better if the RCU had been established in West Africa, as there are five countries in the region as opposed to three for East Africa (plus Seychelles although that is managed under a separate UNDP-GEF project) or establish two RCUs – one in West Africa and one in East Africa. Alternatively, fewer countries should have been included in the COAST Project – a better arrangement would have been two focal countries in each region, with other countries joining later as a follow-up GEF project (or second phase) or an initial focus on one region followed by the other as a follow-up. Both strategies would then have provided direct opportunities for replication of project results.

210. In an effort to speed up project delivery (and as an adaptive management response), the RCU has looked at using volunteers to provide additional targeted capacity to some countries. A UNWTO Volunteer has been provided (funded by UNWTO as leveraged funds) to provide support for delivery of the ST-EP project at the demo site in Cameroon, which is proving successful (delivery of activities in Cameroon, although still behind schedule, have been improved as a result of the volunteer), and could be a good model to improve delivery at other demo sites where progress has been minimal such as in Ghana, Nigeria and Tanzania, or would support a DSC who is already stretched, e.g. The Gambia. The RCU has also recently arranged for an experienced and capable VSO Environmental Volunteer⁶⁹ based at the RCU in Nairobi to support national and local activities in Kenya and Tanzania (however, Kenya probably needs the least help of all the countries judging by delivery of project activities to date). The MTE believes that volunteers should be used more widely in the COAST Project to make up for capacity deficits and facilitate delivery, especially at the demo site level, over the next two years. However, the relative merits of using a UNWTO volunteer against a VSO volunteer need to be examined first as although the VSO volunteer is cheaper, the UNWTO volunteer is likely to have much more specialised training in ecotourism, so the choice on the type of volunteer depends on the specific needs⁷⁰.

211. The lack of a French- and Portuguese-speaker within the RCU has also been raised by the FPs, both directly with the MTE evaluator and also during PSC meetings. The French-speaking FPs felt particularly strongly about this issue and the MTE agrees that the lack of language capacity within the RCU has reduced the efficiency of project administration, management and reporting for Cameroon, Senegal and Mozambique. FPs from these countries often feel marginalised or excluded⁷¹, especially at PSC meetings and training (at the last two PSC meetings there has been no simultaneous translation for the Mozambique delegates as it would have been very expensive). Despite awareness of the problem, the RCU still had no native French or Portuguese speaker at the MTE stage. Indeed, it had recently appointed a VSO Volunteer and a part-time Communications Officer under the UNKLESA (United Nations Kenya Local Expatriate Spouse Associations (LESA) scheme, neither could speak native French (the VSO Volunteer could speak some Portuguese but he could communicate effectively in the language). The MTE appreciates that finding appropriate RCU management staff with strong French or Portuguese skills is not easy (especially the latter), but believes that more effort should have been made to contract one after the 2nd PSC Meeting⁷². In addition, it is surprising that the issue wasn't seriously debated during the PDF-B stage and a specific budget developed for this, when it must have been clear that a multi-lingual RCU would be required for effective delivery of the Project.

212. Other weakness identified during the mission to Kenya include the need for extra support at times when the Project is planning and organising major events, such as the PSC meetings, and increased input from the Communications Officer (there will be an increasing need for communications and advocacy of project results over the next two years as more start to be delivered).

213. With hindsight, the decision to accommodate the RCU within the UN complex at Gigiri in Nairobi rather than host it within a ministry (which was considered during the PDF-B) was a wise one, as it has offered much greater opportunities for face-to-face meetings between the UNEP TM and RPC and to resolve problems.

iii. Involvement of UNIDO Country Offices and Desks

214. The national UNIDO Country Offices (COs) or Desks are located in 7 of the 9 partner countries (Cameroon, Ghana, Kenya, Nigeria, Mozambique, Senegal (also covers The Gambia) and Tanzania). According to the Project Document, they were to be significantly involved in Project implementation at the national and local levels, principally in relation to supervision of activities at demo sites, and project monitoring and reporting, as well as facilitating disbursement requests⁷³. However, up to the MTE, their involvement has been very limited; in Mozambique and

⁶⁹ In the MTE's opinion, the VSO Volunteer is very experienced and capable and could be used in a much wider capacity within the RCU, including (based on his background) providing technical support related to reef recreation management and ecotourism. The UNIDO RCU commented that 'In fact the RCU volunteer costs the project only \$7200 per year as per our contract with the VSO Jitolee office here in Nairobi.'

⁷⁰ The VSO volunteer costs US\$40,000 for two years, whereas the UNWTO costs considerably more and has a shorter contract, although he/she is providing more targeted and technical support for the ecotourism component. UNWTO commented that 'The costs of a UNWTO volunteer are approximately € 16,000 per year (this figure had also been sent to the RPC in an e-mail of 12 August 2011). Depending on the exchange rate applied this amount might be slightly higher than the costs of a VSO volunteer, but it cannot be called "considerably more". What should also be taken into account is that the UNWTO volunteer is based in the field, whereas the VSO volunteer is based in Nairobi, and by adding the costs of the missions that the VSO volunteer has to make to the field, the total costs of the VSO volunteer might even be higher (whereas the actual contribution that in this construction the VSO volunteer can make to the work in the field seems significantly less).'

⁷¹ The FPs from the French- and Portuguese-speaking countries can understand English to differing degrees, but it is difficult for them to formulate questions and replies to points quickly enough in open discussions, so they tend not to try. As a result it can appear that they are not contributing to meetings but this is a false impression. Simultaneous translation during formal sessions does help, but translation outside of these sessions is usually not available (as the MTE discovered when he needed a French-speaking interpreter for an interview at the PSC meeting in Senegal).

⁷² It should be noted that at one point the RPC did have the possibility of a French-speaking volunteer through the UNKLESA scheme, but in the end it was not possible to arrange this (through no fault of the RPC).

⁷³ According to the Project Document (paragraph 226), 'UNIDO through its countries offices/UNIDO Desks in the countries, with support from UNEP... is to provide outreach to Ministries of Environment and related agencies, ensure technical assistance to industry, NGOs and public partners in environmental management and training systems and technologies, natural resources assessment, and identify environmental experts as required'. In addition, in paragraph 229 it states that 'implementation of the national demonstration projects will be undertaken by the countries under the active supervision of the UNIDO Country Offices/Desks in the countries for effective monitoring of project execution and reporting. Project funds for the

Cameroon the CO/Desk helped organize the 1st and 2nd PSC meetings respectively, and the UNIDO Representatives (URs) have met with the RPC to discuss project progress when he has visited the countries, but otherwise there has been no significant involvement (even ‘soft assistance’ has been minimal). It is unclear why they have been so little involved, especially as, presumably, their role was discussed and agreed internally with UNIDO HQ during the PDF-B phase and their planned participation included within the co-financing offered by UNIDO (so there is a question as to what has happened to this co-financing).

215. The MTE believes that the UNIDO CO/Desks could play a very important (possibly critical) role in aiding the delivery of Project activities at the national and local level for the remainder of the Project through: a) being a national UNIDO contact point for FPs if they need clarification on any UNIDO processes and procedures, rather than FPs having to seek information/guidance from UNIDO in Vienna or from the RCU (who may then need to seek further clarification from Vienna which can introduce delays); b) acting as a conduit for the national COAST Project financial and other project progress reports and requests for disbursement⁷⁴ and c) promoting the uptake of the Project results within national level processes and programmes e.g. BAP/BAT policy briefs feeding into tourism sector policy/decision making processes (an example of ‘soft assistance’). Among other advantages, this arrangement would help take some of the administrative pressure off the Vienna office. Interviews with the URs of several COs/Desks indicated an interest in aiding the COAST Project, but additional funding would need to be required as most of these offices operate on a skeleton staff and budget.

iv. Role and Performance of UNWTO

216. During the early design phase, it was recognized that UNIDO had relatively little experience/capacity in sustainable tourism development (in contrast to its experience with pollution and contaminant control), and therefore an Inter-Agency Agreement (IAA) and sub-contract were to be developed with the World Tourism Organization (UNWTO), the United Nations agency that specializes in tourism, for delivery of the majority of the COAST Project’s tourism-related activities. According to the Project Document, UNWTO was to provide support and assistance to the Project through its Sustainable Development of Tourism Department, the Technical Cooperation Service and the Regional Representation for Africa, and involve other relevant Departments (e.g. Knowledge Management and Education, Marketing, etc.), ensure the active participation of the National Tourism Authorities of the participating countries and support linkages with tourism-related programmes of other UN Agencies and international initiatives in the field of sustainable tourism, such as the Blue Flag certification and the Tour Operators Initiative.

217. Given that UNWTO had been a partner during the PDF-B phase and that the Project’s tourism-related activities were to comprise one whole sub-theme (Ecotourism) under Outcome 1 and the majority of the tasks under Outcome 2 (*Enhanced National Policies, Regulatory and Economic Incentives Supporting Sustainable Tourism Governance and Management*) and a significant part of the training and capacity building under Outcome 3 (*Enhanced Institutional Capacities Supporting Sustainable Coastal Tourism management*) were specifically directed at the tourism sector (as opposed to the environmental sector), it is surprising that UNWTO was not given the same status as UNIDO and made a joint Executing Agency with UNIDO. With hindsight this would have been a better arrangement, as it would have made UNWTO more independent and the significant delay in delivery of UNWTO project activities incurred over agreeing on the IAA between UNIDO and UNWTO would probably have been avoided.

v. Project Steering Committee

218. There has been generally good attendance of COAST Project workshops by local stakeholders and by FPs at PSC meetings (although it is noted that neither of the two FPs from Ghana attended the 3rd SCM in Senegal in July 2011, and did not inform the RCU/UNIDO which led to the loss of their air tickets). There was open discussion at the 3-day PSC meeting attended by the MTE International Consultant (3rd meeting in Senegal), although it tended to be dominated by certain individuals and, as mentioned, the French- and Portuguese-speakers were less engaged. As a group, decision-making wasn’t strong – there were no clear instructions on what to do about the ‘ICZM issue’ for instance - which could have been a reflection of leadership by the Chair and Co-Chair, or manifestation of the lack of motivation of FPs (for instance, some had complained during MTE interviews about payment for expenses for the meeting), or, again, a reflection of lack of clarity over the aims and deliverables of the Project, but, in the International Consultant’s opinion, there seemed to be a split in the group between the FPs on one side and UNIDO/RCU/UNEP on the other, and some FPs did express the opinion to the MTE that they were not driving the Project (“it’s all UNIDO”).

vi. National Focal Points (FPs)

execution of the national demonstrations will be decentralized to the countries Lead Agencies (Ministries of Environment) by UNIDO with the UNIDO Country Offices/Desks overseeing and monitoring the execution of the project activities for ease of reporting (MTE underlining).

⁷⁴ One issue raised by several FPs during MTE interviews was the requirement to send financial reports with original receipts (photocopies are apparently not acceptable) to Vienna by courier (not ordinary post), which is expensive and introduces delays. Interestingly, in the report of the 2nd PSC meeting it states that ‘Where UNIDO has a local in-country office (these exist in 7 of the 9 countries), partner countries may send their original invoices through these offices without cost to themselves, by requesting that the documents be sent by DHL/courier together with other UNIDO office documents to UNIDO HQ in Vienna’. Partners do not seem to have availed themselves of this opportunity but the MTE recommends that the UNIDO COs/Desks should provide this facility as originally agreed and check financial reports and receipts to speed up the next disbursement from Vienna.

219. As mentioned, some FPs have not been engaged in the Project, and seem to see little value in it, for a variety of reasons (see paragraph 120). One reason for their low motivation, expressed by several FPs during MTE interviews, was the lack of direct personal financial incentive to participate (FPs are not paid by the COAST Project for their time). As has been explained to them, this is not permissible under UN rules and the time FPs spend on the COAST Project is part of the government co-financing contribution to the Project⁷⁵.

220. Several FPs also complained to the MTE evaluator that they felt they should have control over payments for attending PSC and other Project meetings and trainings (some, but by no means all, FPs felt that they should have been given the payments rather than have their accommodation and food paid for directly by the Project) and that this request was being ignored by the RCU and UNIDO. The MTE does not believe this is a valid criticism. It is clearly far more efficient if the RCU organises and pays for accommodation and subsistence during Project meetings and trainings (fewer financial transactions to go wrong, better deals on hotels due to block bookings, and it avoids busy FPs having to waste time making their own arrangements, and also, importantly, everyone can stay at the same venue which promotes better meetings).

221. This COAST Project aims to influence attitudes and behaviours within the tourism sector, particularly the private tourism sector, and encourage them to adopt more environmentally friendly practices and technologies. However, in all but one case, the lead national FP is from the Ministry of Environment (ME)⁷⁶, even though in most countries, the Ministry of Environment does not have a strong connections with the private tourism sector, which is a key target group for the COAST Project. Rather the Ministry of Tourism (MT) has the comparative advantage here, particularly in relation to coastal tourism. Furthermore, none of the ME FPs nor the DPCs, all of whom are members of staff of the national environment ministry, have working experience in either the public or private tourism sector, whereas many of the tourism FPs do. In the MTE's opinion, the appointment of ministries of environment rather than ministries of tourism to lead a project that is seeking to change attitudes, behaviours and practices in the tourism sector has been a major weakness of the COAST Project's approach⁷⁷.

222. Unfortunately, many of the Tourism Focal Points have become largely marginalised and much less involved in the Project than they should be. In some cases, there is little communication between the lead FP in the Ministry of Environment and the FP in the Ministry of Tourism, who are often not kept sufficiently informed of Project developments, and there are clearly personality issues between some ME and MT FPs (witnessed directly by the International Consultant at the 3rd PSC meeting in Senegal and confirmed in several interviews), which does not help.

vii. Demo Project Coordinators (DPCs)

223. Only one of the DPCs is employed full-time to work on the COAST Project (The Gambia) but many of the others have considerable demands on their time due to their other commitments for the ministry with relatively little available for the COAST Project. This introduces delays as the DPC has responsibility for monitoring delivery of activities and project progress at the demo site level, progress, project budgets and is responsible for signing off on disbursements at demo sites, amongst other things. Given that the level of activities at the demo sites needs to be increased considerably over the next year if the Project is going to deliver results before the end of November 2013, there is a strong argument for officially increasing the amount of time DPCs spend on COAST matters.

224. At present, the GEF funds pay for 50% of their time, but some way needs to be found to increase this. On the other hand, more authority needs to be given to DSMCs to run demo site activities largely independent of the DPCs, where they have sufficient capacity to do so (this ties with the need for specific capacity assessments at the demo site level for implementation of the EMS, ecotourism and reef recreation management sets of projects). For instance, the DPC for Kenya informed the MTE that currently he only has 10% of his time available for the COAST Project due his

⁷⁵ The MTE is not advocating that they should be paid – they are government employees and their contribution to the COAST Project is funded through the (in-kind) co-financing of the participating Government. It should also be pointed out, however, that the FPs gain other benefits such as opportunities to participate in regional training events and PSC meetings.

⁷⁶ The MTE understands that this decision was taken because each country's Ministry of Environment hosts the GEF Operational Focal Point and the ministries of environment had responsibility for, and drove, the development of the COAST Project during its design stage.

⁷⁷ The lead FP for Kenya commented that *'The perception by the MTE that the Ministry of Tourism has more connection with the private sector than the Ministry of Environment is erroneous thinking as both sectors have strong connections with the private sector and are equally important regulators of the sector at different levels and indeed there is no sector with added advantage over the other one what is needed is mainstreaming of the key issues to be addressed and to work harmoniously with all involved sectors and stakeholders.'* The MTE is making the point that the connection is with private sector tourism, not the private sector generally. Also, the MTE differentiates between inland safari tourism where the ministry of environment has a long-established role and coastal tourism where the ministry of tourism is more engaged with private tourism e.g. hotels, are a the key target group for the COAST Project.

high workload (witnessed by the MTE)⁷⁸. In this case, demonstration activities could be run through the Watamu DSMC, coordinated by the Watamu Marine Association as it has the required capacity, resources and experience).

225. Overall MTE Rating for Implementation Approach and Adaptive Management: *Unsatisfactory*

Stakeholder Participation and Public Awareness

226. Stakeholders⁷⁹ were identified at the project design (PDF-B) phase and were to include governments and parastatal agencies (including public utilities bodies), participating hotels and other tourism establishments, environmental and other Non Governmental Organisations (NGOs), local government authorities, private business and entrepreneurs, and community groups and associations (CBOs). In judging stakeholder participation/public involvement, three related and often overlapping processes need to be assessed: information dissemination; consultation; and “stakeholder” participation.

Information dissemination and awareness of COAST Project

227. Dissemination of information on the Project's objectives and results is largely achieved through presentations by project team members, project documents, and through the Project's website. Specific communication efforts have included: presentations of the COAST Project at a small number of regional and international venues, e.g. IW meeting in Croatia in 2011; production of leaflets and project briefs in English and French, distributed at meetings and via the FPs; a succinct project brochure (available on website); and participation of journalists in opening and/or closing sessions of meetings and events, e.g. at the launch of the ST-EP project for Kenya, held at the Turtle Bay Resort, Watamu in November 2011. Most communities around demo sites have been targeted for awareness-raising activities, often in the form of presentations given by the DPCs, and there have been a number of local and national newspaper articles that mention the COAST Project. In addition, the Inception Report gives a good, clearly written, summary of the COAST Project at that stage (one of the best Inception Reports the International Consultant has seen for a GEF project), which was also intended to serve as a ‘cut-down’ version of the Project Document. The PSC meetings also offer the opportunity for information dissemination stakeholders on project activities and progress to FPs and project donors. Thus information dissemination has largely been targeted towards specific stakeholder groups such as the communities involved in the demonstration project areas, actual and potential partners, and professional and technical audiences and not the wider public in the target countries. However, this is pragmatic given the broad thematic scope and vast geographical area covered by the COAST Project.

228. The English language project website (<http://coast.iwlearn.org/>), which is currently hosted by the IW: Learn site and includes a useful pull-down facility for translating the text into a number of languages, provides informative and well-presented content on the project background with a good many of the Project's reports and brochures available for download through which progress and technical issues can be tracked by interested parties. Usefully, the website includes photos of project sites and activities, and presentations given at the Project's three PSC meetings. The site is updated fairly regularly and its linkage to the IW: Learn website potentially promotes its existence to a wider group of interested parties at the global level.

229. However, despite the above activities and information facilities, awareness of the COAST Project's aims is still rather poor among stakeholders. Most interviewees when questioned by the MTE connected the Project with ecotourism development or poverty alleviation and alternative livelihood goals, and some mentioned biodiversity conservation objectives (e.g. “to build capacity to promote sustainable tourism for alleviation of poverty and protection of wildlife”), but very few mentioned reduction of pollution and contaminants as an aim of the Project or demonstration of approaches to achieve this (judging from replies to the MTE question “In one sentence, what is the objective of the COAST Project?”). These responses suggest that public awareness activities being undertaken by the Project have been either confused or ineffective, and that the original focus of the Project has been lost to some extent. This needs to be addressed by the Project as a priority.

230. In addition, as the COAST Project is primarily a demonstration and mainstreaming project seeking the adoption of new ideas and approaches to encourage sustainable tourism in both public and private sector areas, the MTE feels there is a need to promote the Project results more widely and keep key stakeholders more regularly informed of project

⁷⁸ This is the figure reported during the MTE interview with him (and indirectly confirmed by interviews held with local DSMC members). However, this figure has been challenged by his department at NEMA who stated to the MTE that that it is a much higher percentage. The MTE is not questioning his, or NEMA's commitment to the COAST Project, just that he is not able to commit enough time due to his high workload.

⁷⁹ Stakeholders are the individuals, groups, institutions, or other bodies that have an interest or stake in the outcome of the project. The term also applies to those potentially adversely affected by the project.

progress. Consequently, it is suggested that the Project produces an illustrated 3-monthly newsletter, which is available in both hard copy and electronic form (for download from Project website), with distribution to all major stakeholders (both to individuals and their institutions).

231. Given the above, the COAST Project would benefit from a specific Project Communication and Mainstreaming Strategy and Plan (CMSP), that sets out what the Project needs to communicate and why (project vision, concepts, ideas, key messages, priorities, expected deliverables, and results), who the target audiences are for communication and dissemination activities (sectors, institutions, individuals, etc), how and in what form the specific Project ideas, results and information will be presented to the target audiences, with identification of advocacy needs and a plan that identifies opportunities or ‘access points’ for mainstreaming of project results into tourism sector policy, regulation, plans, programme and projects (as appropriate), and an implementation plan with specific activities, deliverables, targets and milestones set within a clear timetable that relates communication and dissemination activities to other Project activities and identifies responsibilities and the resources needed (financial, technical, human).

232. As the Project has yet to produce any meaningful results at the demonstration sites, the global Review of BAPs/BATs was rather limited and does not appear to have been used by participating stakeholders, and the Sustainable Tourism Governance and Management studies have yet to be more broadly discussed and debated at government level (excellent though they are), it cannot be said that the COAST Project has engaged user communities and their institutions in improved management and sustainable use of the natural resources in coastal areas in the target countries. In other words, the COAST Project has yet to get its messages across, although this will hopefully be rectified by the Final Evaluation.

Stakeholder consultation

233. Consultation between stakeholders takes place through a variety of mechanisms, some more successful than others. Three specific institutional structures were to be created to ensure multi-stakeholder consultation and involvement during implementation of the COAST Project – the Project Steering Committee (PSC), National Stakeholder Committees (NSC, also termed National Steering Committees) and Demonstration Site Management Committees (DSMCs, termed ‘Multidisciplinary Site Committee’ in the Project Document).

Project Steering Committee (PSC)

234. The PSC has been discussed previously (see paragraph 67). It is only worth noting here that its membership was originally to include UNEP, UNIDO, UNWTO, SNV, partner country environment and tourism Focal Points, other co-funders including NGOs and private sector partners, but only one co-financing NGO has attended a meeting (SNV at the 1st PSC meeting in Mozambique, but none of the NGOs from Ghana listed as co-financiers for the Project, e.g. REDO and RICERCA⁸⁰) and no private sector funders have attended any PSC meetings up to the MTE.

National Stakeholder (Steering) Committees

235. The NSCs were to be established to provide project oversight, leadership and coordination, as well as policy, legislative, and financial support for the Project at the national level. The Project Document states that they were to ‘*act as a liaison between the Project and other national and international programmes, organizations and donors at the country level*’ and the NSCs were to include ‘*senior government officials from relevant government ministries and regional authorities, as well as international agency representatives with an active role in the project*’. However, NSCs have not been established in any countries except The Gambia (and once in Cameroon), and even there it is not considered effective (more for ‘rubber stamping’ FP decisions, rather than being truly ‘participatory’ according to several MTE interviewees⁸¹). The absence of NSCs appears to be largely due to lack of enthusiasm among the lead FPs who consider the COAST Project just too small to justify the commitment (time and expense) needed to establish and operate a new project-specific committee (although why the role of a NSC for the COAST Project could not be added to an existing committee, e.g. National GEF Committee, is less clear). Several interviewees also expressed the view that they already sat on too many committees and they suffered from ‘committee fatigue’.

⁸⁰ This may partly be a reflection of the limited number of activities which have taken place at the demo sites in most countries so far, but it is not clear whether any of these groups still see themselves involved in the Project (communication between them and the RCU seems to have been minimal).

⁸¹ The National Environment Agency (NEA), in Banjul, pointed out that ‘The decision making in The Gambia is not with DSC or the FP because of the existing project implementation structure. National Project Steering Committee and DSMC’. However, this was not the view of all other interviewees who were either involved with or knew of the NSC. And indeed, the International Consultant was present at a DSMC meeting which was photographed and names taken by the government agency staff member accompanying the International Consultant, even though he was not a member of the DSMC and had been asked to leave, and attended another DSMC meeting at which two central government officials were present who did not live in the area and knew nothing about the Project but were sent to the site to monitor the meeting.

Demo Site Management Committees (DSMCs)

236. According to the Project Document, a stakeholders' management committee was to be established at each demonstration site to get locals engaged in the COAST Project. Termed 'Demonstration Site Management Committees' (DSMCs), these were originally to consist of representatives from all local stakeholder groups and chaired by the 'Local Government Authority Focal Point'. They were intended '*to ensure that project implementation is open to stakeholder participation, and will allow interested parties to participate in overall management planning and decision-making at the project sites*' and '*will also ensure public participation, through NGOs and local authorities & associations, in the implementation of the demonstration projects*'.⁸² The DSMCs took some time to formally establish, but were all formed during 2010, except in Tanzania where the last DSMC was formed in January 2011 (See Annex 6).

237. The DSMCs are expected to provide support to the DPC to ensure active involvement of local stakeholder groups, and assist in the collection of monitoring and evaluation data and reporting on progress, while ensuring that the DPC acts transparently and without bias. The DSMCs also have responsibility for promoting the COAST Project's aims and objectives⁸³. However, many of the DSMC members interviewed by the MTE felt that they had little influence on deciding activities and budgets at the demo sites (the DPC often had much more say). The situation has been made more complicated because the list of project activities to be carried out at the demo sites and Annual Work Plans (AWPs) which are developed from these, are based on the country narratives set out in Appendix A of the Project Document, which are often little more than a 'wish list' of activities, including many that do not fit with the main project activities, e.g. 'Develop a disaster preparedness plan which is integrated across all relevant sectors' for the Watamu demo site, and HIV/AIDS awareness for many sites. Although no one can explain why these anomalies (most DSMC members, DPCs and FPs were not around at the project design stage), DSMCs are nevertheless expected to try and implement them under the direction of the lead FP and DPC.

238. This perceived lack of decision-making authority among DSMC members is one of the reasons for low ownership of the Project at the local level. This is ironic given that one of the original reasons for establishing the DSMCs was to, according to the Project Document, '*maximise local ownership, participation and responsibility for the (project) activities*', and ultimately enable local communities to take responsibility for project results, their impact and sustainability at the local level.

239. The participation of the DSMC relies on a *pro-bono* model - in other words, on the good will and time and personal interest and commitment of its members. Whether this approach will be successful in delivering project activities at the demo sites and is sustainable is still untested and questionable. There are well-known pros and cons of this approach, but the MTE fears that, given the levels of poverty existing at many of the demo sites, it is likely that probably only the richer members of the community will show a long-term commitment to the COAST Project with the poorer groups becoming effectively excluded from participating in the COAST Project as they cannot afford the loss of earnings⁸⁴ (see paragraph 153). The risk then is that the DSMC will become self-selecting and unrepresentative of the whole local community and stakeholder groups. This needs to be monitored and the success, failure and effectiveness of the *pro bono* model in these small and mostly very poor communities should be a specific area that the Final Evaluation is asked to look at in terms of lesson learning.

240. Some DSMCs have been are much more active than others, which is probably partly a reflection of input from the DPC, delays over disbursement of funds to the national partner together with, in some cases, delays caused by a reluctance of some FPs to release funds for activities at the demo sites. However, a major barrier to effective involvement and delivery of project results at the demo site level is limited capacity among the DSMCs and the local groups they represent. Capacity varies enormously between sites, from extremely low e.g. Kartong in The Gambia which does not even have an office with a door, computer or even electricity, to reasonably high levels of capacity such as at Watamu, Kenya where the local umbrella NGO – the Watamu Marine Association (WMA) – is providing office facilities and a framework for the DSMC and delivery of COAST project activities. It was clear to the MTE that more time and investment needs to be given to those DSMCs with the least capacity if they are to show results before the end of the project. Another factor here is that the most successful DSMCs to date are those where there had already been previous contacts and joint projects between at least some of the members on the Committee, which would be expected to facilitate collaborative working on the COAST Projects and speed delivery.

⁸² The Project Document also states that 'Local communities are expected to play an important role in conservation and protection activities within the demo sites and to participate in sustainable economic activities (ecotourism, etc)'.

⁸³ COAST Project Inception Report (Final Version). September 2009. Project Coordination, Nairobi.

⁸⁴ A women member of one of the DSMC interviewed by the MTE made the point that she had to look after children during the evenings and weekends (when the children were not at school) so even scheduling meetings in 'non-working' hours usually excluded her. This is relevant given that the Project needs to ensure equal opportunities for participation among the sexes (see paragraph X).

Stakeholder participation

241. Stakeholder participation during implementation up to the MTE has been mixed. At the government level, the Ministry of Environment, as the lead national agency for the Project in most countries, have been most involved in Project activities (across all Outcomes and most Outputs), whereas the main involvement of the ministries of tourism has been attendance at the PSC meetings and organisation of the national missions for the UNWTO Tourism Governance and Management Studies. The collaboration with national government partners was formalised through a framework contract signed in 2010 between the Ministry of Environment as lead government agency for the COAST Project and UNIDO (except in case of Nigeria). Collaboration between UNIDO and UNWTO is formalised through a Letter of Agreement (LoA) signed between UNWTO and UNIDO in September 2010.

242. Stakeholders' involvement is outlined in general terms in the 'Stakeholder Participation' section of the Project Document. In addition, there is a 5-page 'Stakeholder Involvement Plan' (SIP) attached as Annex E to the Project Document, which identifies, in general terms, those stakeholder groups to be involved in the various project activities according to project output, and sets out the roles and responsibilities of each partner organization in the project, their financial commitments, and coordination arrangements. However, the SIP is too general (roles not fully defined for many stakeholders, particularly at the local level and with the private sector) and it was not further elaborated (or updated) as a separate document during the inception stage (it is mentioned in the Inception Report but a detailed revision was not undertaken). In addition, there was no needs assessment for stakeholder involvement (answering the question 'do the various stakeholders have the capacity to actually be fully involved in the COAST Project as agreed during the PDF-B and set out in the Project Document?'). Some aspects of this capacity issue were examined as part of the national training needs analyses, although they focused largely on capacity needs in relation to delivery of activities related to the Project's three subthemes⁸⁵. Judging from MTE interviews and field visits, some DSMCs, for instance, clearly need some preliminary, basic institutional capacity building, e.g. Kartong in The Gambia, before they can effectively participate in the COAST Project and deliver EMS, ecotourism and reef recreation management activities. The MTE believes that if the stakeholder plan had been properly revised during the inception period it would have highlighted such partnership capacity issues⁸⁶. This should still be addressed by the RCU, especially as the MTE is recommending significant changes to the Project which will impact activities at both the national partner and demo site levels (see the Recommendations section (III B), paragraph 352 onwards).

243. According to the Project Document, the COAST Project was designed through a 'participatory' process that involved 'national stakeholder meetings', and claims that '*project preparation involved a significant amount of stakeholder consultations at a number of levels*'⁸⁷. This was confirmed by the small number of MTE interviewees who were involved at the project planning stage (unfortunately, most MTE interviewees, including almost all FPs, were not associated with, or even aware of, the Project at that time). However, it is clear that international consultants had a very significant role in project design and selection of activities during the PDF-B phase and that whilst stakeholder engagement at regional and national levels during this period was good, local stakeholders (at demo sites) were not sufficiently consulted, as the consultants in the project design team only made brief visits to potential demo sites (although to be fair there was still some uncertainty over the selection of demo sites in some countries at the PDF-B stage).

244. To date, most opportunities for representatives from local and national stakeholder groups to participate directly in the COAST Project have been through specific training workshops, principally directed at capacity building e.g. ST-EP and EMS workshops. These workshops have been well attended and generally well received.

245. At demo site level, local government authorities and their staff, national and local NGOs and CBOs, and academic institutions and individuals, have begun to be involved in the establishment of projects at the sites. However, to date, there has been limited engagement of the private sector except for some involvement with some of early EMS-related activities through hotel staff attending training workshops in Senegal and Tanzania and participating hotels offering facilities for meetings. Finally, a range of regional professionals have been involved in the background studies during both the design and implementation phases as consultants, including the regional consultancy group 'EcoAfrica'.

246. To date, the COAST Project has also not placed particularly high store in linking with other players involved in the protection of coastal environments in sub-Saharan Africa. Although there has been contact with other key projects, such as the Agulhas-Somali Current Large Marine Ecosystem (ASCLME) Project⁸⁸ and the Guinea Current Large

⁸⁵ Collaborative Actions for Sustainable Tourism (COAST): Project Overview and Synthesis of Training Needs. Prepared by E.W. Manning, Tourisk Inc. June 2010.

⁸⁶ The RPC undertook an email survey of countries in summer 2011 to determine how partners were involved with the COAST Project and the findings were presented at an international tourism conference in Mauritius in September 2011. However, the results were rather general and not all countries responded equally.

⁸⁷ The selection of demo sites was apparently debated at length during the project design phase among stakeholders.

⁸⁸ <http://www.asclme.org/>

Marine Ecosystem Project (GCLME, another UNIDO-executed UNEP-GEF Project managed from Vienna)⁸⁹, direct interactions have not developed. Again, this seems to be largely due to the lack of COAST Project deliverables that can be shared with other projects/initiatives.

247. The overall rating on stakeholder involvement can be considered *Moderately Satisfactory*, reflecting the generally ‘top down’ approach in both design, implementation and decision-making of the Project with a poor input from local communities into the choice of relevant activities at the demo sites, and limited awareness of the aims of the COAST Project among stakeholders generally.

Country Ownership and Driven-ness

248. There is rather mixed ownership of the COAST Project. All nine governments have signed the Project Document and therefore given a commitment to participate and deliver project activities in their country and contribute co-financing as set out in co-financing letters submitted to GEF with the project proposal in 2006, and were heavily involved in the design of the Project. The Ministry of Environment (or equivalent), as the focal government agency for the COAST Project in each country (except Nigeria), has responsibility for delivery of the national Project activities and ensuring adequate support for project execution. Some, such as The Gambia, have been very committed, expressed in terms of the signing project contracts, appointing Demo Project Coordinators, establishing Demo Site Management Committees, undertaking some activities at demo sites, and providing reports on project activities. However, others, notably Nigeria, which has never signed the contract with UNIDO, Tanzania, Ghana, Cameroon, and Senegal, have been less responsive and there have often been significant delays on all of these, particularly over signing of contracts and response to RCU requests for provision of reports on delivery of project activities. The MTE has particular concern over the reported levels and timeliness of provision of government co-financing, another reflection of commitment (see paragraphs 267-273)⁹⁰.

249. As mentioned, the MTE encountered a rather mixed level of interest towards the COAST Project amongst the national FPs. Many of the FPs ‘inherited’ the Project when they took their present position and still did not have a good understanding of what the Project’s aim and what is trying to achieve. Furthermore, as noted, they have high demands on their time and see COAST as a very small project that has had very long delays and not achieved very much to date (compared to other projects they have responsibility for). Consequently, there is a risk that some FPs may become completely disinterested which would negatively impact future project delivery and this issue needs to be discussed at the next PSC and resolved as a priority for project management. In addition, many of the FPs from the ministries of tourism (or their equivalent) interviewed by the MTE, felt they had been ‘marginalized’ on the Project and not kept adequately informed of progress or involved in decisions on national project activities.

250. All government partners have now established DSMCs at all the demo sites, which vary considerably in their composition but typically include representatives of local community groups, local branches of national NGOs, local hotels, trade groups, women’s groups, etc⁹¹. The MTE found wide representation of local interests among the DSMCs interviewed, except perhaps that for Kinondoni in Tanzania (although activities at that site largely focus on EMS and it is therefore appropriate that most DSMC representatives are from the local hotels). Most DSMC members interviewed were still supportive of the Project, (if a little disillusioned over the delays on activities and had lowered expectations as a result), but, as noted above, a greater role in decision-making by the DSMCs needs to be encouraged to ensure greater ownership at the local level is improved, or demo site activities are unlikely to be fully delivered, and impact will be low and not sustained. It is particularly important to get more local private sector buy in, which has been low to date.

251. Political commitment to address sustainable tourism development in the participating countries seems to exist, at least on paper (evidenced by national tourism strategies and ICZM plans, for instance), but other issues, such as security and addressing immediate poverty needs and a general lack of capacity and financial resources, act as barriers to more action in most countries. Consequently, at present it is unclear to what extent the participating governments are likely to take up the various recommendations on BAPs/BATs and sustainable tourism governance and management that will result from the COAST Project in the next two years within national decision-making processes. Uptake would be more likely by both the public and private sectors if a strong economic/financial argument for adoption of BAPs/BATs can be made.

⁸⁹ <http://gclme.org/>

⁹⁰ The UNEP Task Manager commented that ‘this is always a difficult one for all projects, but that is often because countries don’t know how to report on co-financing (as opposed to co-financing not materializing). Therefore significant guidance needs to be provided by the Executing Agency to partners to be able to “report” properly on co-financing (which was not the case so far in this project)’. The MTE agrees with this but suggests that UNEP and UNIDO jointly provide guidance on how countries should capture and report on their co-financing and any additional leveraged funds.

⁹¹ In the case of Nigeria, the DSMC in Badagry, was formed on the basis of stakeholder meetings and discussions held during the first year of the project (2009) and facilitated by the Ministry of Tourism and Intergovernmental Relations, Lagos State. Since Nigeria never signed the partnership agreement, it has not been able to play an active role to date.

252. **MTE Rating: *Unsatisfactory***

Financial Planning and Management

Budgeting

253. The Project Document includes a detailed budget in UNEP format as well as a summary budget organized by project component and an incremental cost analysis (Annex A of Project Document). The total budget, is US\$ 29,471,416, of which the GEF contribution totals US\$6,014,600 (that includes PDF-B costs, and is US\$5,388,200 without), and the co-financing 23,456,816.

254. Due to changes in project design, management and operational arrangements proposed during the inception stage, a revised project budget was prepared and approved at the first PSC meeting in Mozambique gives operational budget lines such as 'project personnel', 'consultants', 'administrative support', 'travel', and 'meetings' set out in UNEP format. The main areas of change from the original budget were:

- Reallocation of funds for provision of a new position of Demonstration Project Coordinator for each of the demonstration projects which subsumed the original PPA consultant (local) and national technical experts budget lines;
- Increased expenditure on funds for both the RCU and demonstration project implementation purposes (motorbikes, laptop computers, internet and communication), leading to a reduction in budget for GIS /IMS equipment;
- Reduced expenditure on international level consultancies in the areas of GIS, and public participation, with the RC taking on some of these responsibilities;
- Removal of the Biodiversity/Environment expert, with the RC taking on this role;
- Increased funds for monitoring and evaluation (through co-funding from UNIDO⁹²)
- Division of responsibility between UNIDO and UNWTO for the execution of project with UNWTO taking a lead on eco-tourism support activities.

255. While the total revised budget was the same as that in the Project Document, the Outcome (component) budget lines were significantly altered, with GEF funding for Outcomes 1 and 3 increased by 35% and 63% respectively, and Outcomes 2 and 4 reduced by 65% and 82% respectively, and funding for Outcome 5 eliminated as project management costs were not treated as a specific Outcome but redistributed between the other outcomes according to how much project management was required to deliver each (see Table 2). Given that these changes are all over the usual 20% threshold that would normally require a formal budget revision by GEF, it is not clear whether the revised budget was submitted to GEF for approval.

⁹² It is unclear whether this represents new 'leveraged' funds, not identified and agreed during the project development phase, or part of an existing UNIDO co-financing commitment.

Table 2: Disbursement of GEF funds at MTE stage (1st December 2011) in relation to estimated costs at start-up (from Project Document)

Outcome (Component, from Project Document)	Estimated costs at design (from Project Document) in US\$ (A)	% of total estimated budget	Revised budget at inception (B)	% change due to reallocation (B-A/A x 100)	Disbursements to Dec 1st 2011	% of <u>original</u> budget line spent as of 1 st December 2011	% of <u>inception</u> budget spent as of 1 st December 2011	Remarks
1. BAPs/BATs	2,800,834	52	3,805,369	35.9	478,041	17.1	12.6	Includes relevant technical consultant costs (local, regional, international) and all demo site funds
2. Sustainable Tourism Governance	438,200	8.1	153,000	-65.1	369,147⁹³	84.2	241.3	Includes relevant technical consultant costs (local, regional, international)
3. Training and Capacity Building	620,000	11.5	1,010,000	62.9	478,717	77.2	47.4	Includes relevant technical consultant costs (local, regional, international)
4. Information management	1,369,166	25.4	243,000	-82.3	365,610	26.7	150.5	Includes costs of computers and software purchases
5. Project Management	160,000	3	160,000	0	639,700	399.8	399.8	Includes Nairobi and Vienna support staff, furniture, telephones, office rent, but RC's costs are divided between Outcomes reflecting his different roles
Totals	5,388,200	100	5,371,369*		2,331,215	43.3		

Source: UNIDO/RCU. ** - There appears to be a discrepancy of US\$16,831 between the total project budget presented in the Project Document and the figure here (provided by UNIDO HQ). It also differs from the total show in the Inception Report, which is the same as that in the Project Document. It is not clear why there is a discrepancy here.

⁹³ UNWTO, who are overseeing delivery of most of the ecotourism related activities in the Project, commented 'In the LoA between UNIDO and UNWTO, only US\$ 153,000 is made available to UNWTO for the sustainable tourism governance study and capacity building activities, and up to 31 Dec 2011, only US\$ 74,684 had been disbursed by UNWTO on this activity. According to the table, the total disbursements on this component are US\$ 369,147'. It is not clear to the MTE why there is such a difference.

256. The budget revision at the inception stage also had an impact on the overall structure of benefits to partner countries within the COAST Project, with all countries except Nigeria gaining due to increased allocation of funding to Outcome 1 for demonstration site activities.

257. Since the budget revision made at the inception stage there have been numerous UNIDO internal revisions and some budget lines at the activity level have been added, renamed or merged in the Project's budget tables (in UNEP format), making direct comparisons with previous budgets difficult. Annex 8 shows a summary of budget changes between the Project Document and Inception Report and disbursement on project activities to 31st July 2011, the last date for which full data were available. The budget is to be revised after the PSC meeting and subsequent adjustments to project structure and countries, etc, that will be discussed and agreed at the 4th PSC meeting in April 2012.

Expenditure and Reporting

258. The COAST Project's financial year runs from 1st July to 30th June. Table 2 provides a breakdown of expenditure of the GEF grant by Project Outcome as of 1st December 2011, with both Project Document and the Inception Report budgets presented as reference points. There have been 5 cash advances made to UNIDO, and expenditure from the start of July to end of November 2011 is based on data in cash advance requests to UNEP (last cash advance made 13 September 2011). Reported expenditure up to 1st December 2011 was US\$2,331,215 which represents 43.3% of the GEF financing available for implementation. Unfortunately, the way that project financing is managed by the COAST Project and the way the budget is structured does not allow for analysis of the actual amounts spent each year against those that were planned for that specific year, so it is not possible to say whether the rate of spending has increased or not (only on the overall total to date versus the final planned expenditure of US\$5,338,200).

259. Expenditure related to the partner contracts has been lower than expected by the MTE, which reflects the delays over the signing of contracts and disbursement of funds, and the late establishment of the DSMC and activities at the demonstration projects. The single largest item of the budget relates to 'project personnel' costs, mostly associated with the RCU, which is high compared to the overall budget (US\$1,399,200 out of US\$5,388,200 or 25% of the GEF budget).

260. UNIDO provides quarterly financial reports to UNEP (being a UN agency the reports are considered as audited and certified as part of the UNIDO financial system). UNEP reported significant delays in receipt of financial reports and difficulties in understanding accounts as they are in a different format to that of UNEP's, which in turn has led to a delay in the processing of payment requests since it was not always possible to verify usage of previously transferred funds when reviewing a request for the next tranche of the budget. Consequently, it would be valuable if the UNEP Financial Management Officer (FMO) was able to visit Vienna to discuss how best to present the Project accounts and design a macro for converting between the two systems. It is recognised that this would require funds but given that the UNEP FMO has responsibility for other UNIDO-executed projects, so perhaps costs could be shared.

261. Financial (and other) reporting by the national partners has been considered below standard by UNEP (those reports seen by the MTE were certainly in need of improvement) and the RCU/UNIDO team need to ensure close monitoring of financial reporting for the rest of the Project and provide direct assistance where needed (talk through process and problems over the phone, line by line if necessary).

Contracting and payment arrangements

262. Contracts are issued by UNIDO HQ and copied to the RCU for monitoring. Some 31 consulting contracts (international, regional and local) were issued during the course of the project up to December 2011. Detailed TOR have been developed by the RCU with input from the UNIDO PM and UNEP TM, with each contract following the usual UNIDO rules of open tender and best value for money, with a minimum of three bids. One complaint received by the MTE from FPs was that they do not believe they are consulted enough on the TORs and choice of consultants for the Project's international contracts, although the RCU does inform them (but doesn't often get a response).

263. The contracts with national partners include a procedure for payments based on signature of the agreements and periodic submission of progress and expenses reports. Payments for other contracts are made based on invoicing from suppliers, and on confirmation of delivery of services by consultants according to the contract TOR. However, the processes put in place to assure timely approval of expenditures and payments have not always functioned to the satisfaction of the various parties leading to frustration on all sides and complaints from FPs. This appears to be due to a range of reasons, including (among other things) lack of understanding of procedural processes and payment methods, submission of incomplete documentation or absence of required receipts, and late requests for approval.

264. Fluctuations in exchange rates to the US Dollar and increasing inflation since the project was approved by GEF have also meant that the original budget is not enough in most countries. For instance, payments for the DPCs are still

fixed at the level agreed at inception but in Cameroon and Senegal they are now considered very low and unattractive (therefore a risk that the DPC may seek other work). Unfortunately, GEF does not attempt to 'rebalance' its project budgets whose purchasing power changes due to exchange rates and this is an inherent project risk.

Audit

265. The Inception Report states that '*UNIDO will provide UNEP/DGEF will quarterly financial reports as well as certified annual financial statements, through an audit of the financial statements relating to the status of the UNEP/GEF funds according to established procedures. The audit will be conducted by a legally recognised auditor*'. The Project has not been formerly audited itself, but is part of UNIDO's global audits from which no feedback has been received, so no significant problems were deemed to have been identified⁹⁴.

266. No financial provision appears to have been made in the Inception Report budget for a project audit as would be expected, and no independent audit has yet been undertaken of the GEF funds (it is not required for co-financing). In the MTE's opinion, funds should be reallocated in the revised budget for an end of project audit in 2014.

Co-financing

267. The Project Document identifies total co-financing, including funding for the PDF-B phase, of US\$23,456,816 or 79.6% of the anticipated total cost of the COAST Project (of US\$29,471,416). This represents 20.4% and 79.6% of the total project budget respectively⁹⁵, giving a GEF:co-financing ratio of 1:3.99, which is relatively high for a GEF-3 project. In other words, project partners pledged four times as much co-financing as that contributed by GEF to the COAST Project.

268. The US\$20,781,816 figure for total country co-financing stated at the front of the Project Document was based on an estimation of co-finance at the end of the PDF-B phase, and reflected in the Incremental Cost Analysis of the Project Document. However, this total differs from that given in the letters of support received from countries at the time which represent a total pledge of US\$17,357,970, or in other words, there is a shortfall of US\$3,423,846 in co-financing. Specifically, the co-financing letters from Kenya, Mozambique and Tanzania do not specify the amount of co-financing (at least not in the documents provided to the MTE), the letter from Ghana offers US\$1,800,000 which is less than the total combined amount for its two demonstration sites (US\$1,000,200 + US\$837,000 = US\$1,837,200 recorded in the Project Document Report), the letter from Seychelles gives co-financing at US\$100,000 for the five years of the Project which is significantly less than that stated in the Project Document, and correspondence on the total co-financing from Nigeria is not clear. Consequently, co-financing commitments were not clear when the Project began implementation.

269. Partner countries were asked to review and re-evaluated co-financing during the inception stage, and all national FPs were provided with a simple UNEP co-financing reporting format to facilitate this. However, co-financing commitments were still unclear and had not been confirmed by the 1st PSC meeting in July 2009. The Inception Report anticipated co-financing totalling US\$2,675,000 from the non-government and organisational partners, notably the NGO RICERCA (US\$1,800,000), UNIDO (including contribution from ICT) and UNWTO (US\$230,000)⁹⁶. No additional co-financing sources were identified at the inception stage that had not been listed in the Project Document.

270. A progress check on co-financing was to be given at the 2nd PSC meeting, but the report of this meeting shows that Ghana and Senegal still had not confirmed amounts of co-financing and other countries only presented figures for the year 2009/2010, so again it was not clear just how much was (re)committed by the national governments for the duration of the 5-year project. Unfortunately, no records appear to be available that would show how partner contributions were initially estimated during the PDF-B stage. The current contracts with national partners specify 'a matching contribution' from each country but do not give details⁹⁷. In addition, Nigeria never signed their contract.

271. Consequently, the total co-financing commitments from national government partners remains unclear at the MTE stage, and figures given in the Project Document have not been confirmed. Table 3 below shows a summary of

⁹⁴ Also, GEFSEC could choose to audit the Project (it chooses projects at random).

⁹⁵ It should be noted that the % contribution shown on the front page of the Project Document of 25.8% and 74.2% for the GEF and co-financing contributions, respectively, are incorrect. The GEF contribution (US\$6,014,600/US\$29,471,416) is 20.4%, and the co-financing contribution (US\$23,456,816/US\$29,471,416) is 79.6%.

⁹⁶ Changes to co-financing were expected during the inception period as major changes were made to some national and regional level project activities, e.g. reduction and reorganisation of Output 4A (Regional Information Coordination House (RICH) and the associated Environmental Information Management and Advisory System (EIMAS)).

⁹⁷ The RCU commented that 'these contracts are currently under revision (following the recommendations from the MTE's Interim Report produced on 13th December 2011), and so the actual figures will be amended as part of our upcoming SCM discussions and agreements'.

the reported co-financing based on information received by the RCU up to end of June 2011⁹⁸. A more detailed breakdown is given in Annex 9.

Table 3: Summary of Co-finance - History from PDF B to July 2011

Cash and in-kind Co-financing	Anticipated in Project Document	Anticipated in Inception Report	Reported (up to July 2011)	% co-financing delivered*
<i>COAST Countries</i>				
Cash – all countries	Unclear, but difference if US\$9,618,846			
Cameroon	490,000	490,000	217,250	44.3
Gambia	167,678	167,678	135,272	80.7
Ghana	1,000,210	1,000,210	Not reported/received	-
Kenya	525,000	525,000	160,800	30.6
Mozambique	262,380	262,380	41,700	15.9
Nigeria	4,250,374	4,250,374	10,035,000	236.1
Senegal	705,244	705,244	304,973	43.2
Seychelles	695,500	695,500	11,550	1.7
Tanzania	3,066,584	3,066,584	48,200	1.6
Sub-total	20,781,816***	11,162,970	10,954,745	98.1
Subtotal minus Nigeria co-financing			(919,745)	8.2
<i>Other Sources</i>				
UNIDO (incl ICT)	300,000	300,000	120,000	40.0
UNWTO**	230,000	230,000	Not relevant (for additional leveraged funds see below)	0
UNEP/GPA	25,000	25,000	Not reported/received	0
REDO Ghana	100,000	100,000	Not reported/received	0
Nat.Con.Res.Centre	100,000	100,000	Not reported/received	0
RICERCA NGO	1,800,000	1,800,000	Not reported/received	0
Wildlife Soc Ghana	50,000	50,000	Not reported/received	0
African Business Roundtable	10,000	10,000	Not reported/received	0
SPIHT Cameroon	25,000	25,000	Not reported/received	0
AU-STRC	20,000	20,000	Not reported/received	0
SNV Netherlands	15,000	15,000	Not reported/received	0
Sub-total	2,675,000	2,675,000	120,000	4.5
GRAND TOTAL	23,456,816	13,837,970	11,074,745	80.0

* - This is in relation to the amounts anticipated in the Inception Report

** - UNWTO funded US\$230,000 during the PDF-B phase, but did not commit anything to the implementation phase directly from their own sources. Instead they agreed to provide additional leveraged funds (see paragraph 274).

*** - The total pledged by national governments, according to the Pro Doc is US\$20,781,816, but there seems to be US\$9,618,846 in cash co-financing missing. This was questioned by the MTE but the discrepancy still lacks a full explanation.

272. Total co-financing delivered to date amounts to US\$11,074,745, which represents 53.6% of the total amount anticipated in the Project Document (including from PDF-B phase) and 76.6% of the expected figure given in the Inception Report. The total co-finance raised from just the partner countries as of 1st July 2011, was US\$10,954,745, representing an extraordinary 98% of the amount pledged according to the Inception Report (Table 3). However, this

⁹⁸ Compiled by the RCU based on correspondence with partners and using information recorded by the country partners in a pro-forma spreadsheet that is completed and submitted to the RCU at the end of each financial year (30th June).

total includes an enormous contribution from Nigeria – US\$10,035,000, which is over double the co-financing envisaged for Nigeria. This is surprising since the contract between UNIDO and the Government of Nigeria was never signed, a significant part of the COAST Project’s activities in Nigeria have been cut (activities relating to RICH and EIMAS, and the second demo site focused on Akassa and Calabar in the Niger Delta region), and there have been very few activities to date on the ground. Consequently, it is unclear whether this is additional leveraged funds (which the MTE suspects) or what this money specifically covers at the demo site, and whether all of it can be counted as co-financing. The MTE considers that more information is needed on this funding before it can be counted as COAST Project co-financing. Other co-financing by national partners up to the MTE has been relatively low (as low as 1.6% and 1.7% respectively from Tanzania and Seychelles, and not reported at all by Ghana), which again is probably a reflection of the long delays over the signing of the contract agreements between partner countries and UNIDO leading to delays on co-financing being offered.

273. Disappointingly, only 4.5% of the anticipated co-finance from ‘organisational partners’ was reported up to July 2011 and there was no formal documentation related to co-financing from UNEP⁹⁹, the COAST Project’s Implementing Agency. Co-finance from UNWTO was apparently provided just for the PDF-B phase, and no new co-financing was expected for project implementation (although see below). None of the other non-government co-financiers had provided reports to the RCU by July 2011 so their contributions are unknown but are likely to be zero. Of the organizational partners, UNIDO appears to have provided the most co-financing to date, although their contribution includes an element from Information and Communications Technology (ICT) Branch and it is not clear how they have been (or will be) directly involved in the COAST Project.

Leveraged resources

274. While there is a medium to substantial risk that country and partner co-financing will fall short of the expected amount, there are already some clear examples of additional ‘leveraged funds’¹⁰⁰ being provided by some partners, including a proportion of Euro 87,500 in additional funding from UNIDO for a small water purification project at Watamu, Kenya that offers opportunities for cost-sharing and dovetails with some of the proposed EMS activities for the demo site¹⁰¹. Also, it is clear from MTE discussions with UNWTO in Madrid that they have contributed considerably more co-funding through additional management time and institutional support than set out in their contract agreement with UNIDO. These sources of ‘leveraged’ co-financing need to be fully captured and entered into the co-financing reporting, which may well increase in the remaining years of the Project, and may make up for some of the predicted shortfall in the initially pledged level of co-financing. In addition, the sub-theme projects at the demo sites are likely to leverage additional partner funding not identified in the Project Document or Inception Report.

275. In a 2010 report to UNIDO, UNWTO reported additional leveraged funds of US\$60,000 for the ecotourism project in the demo site in Cameroon, US\$100,000 in Mozambique (existing project) with an additional € 70,000 (around US\$ 92,000) for a follow up project in the demo site in Mozambique, and in Ghana, Senegal and Tanzania, UNWTO also executes ST-EP ecotourism projects in coastal areas close to the COAST demo sites, with a budget of, € 333,861 (c. US\$441,000), € 297,250 (c. US\$393,000) and US\$ 77,500 respectively. More recently, UNWTO has managed to mobilize additional funds for the new ST-EP project in Inhambane, Mozambique, which brings the total UNWTO contribution to this new ST-EP project at US\$ 150,000; and in addition, UNWTO has managed to persuade SNV to make a contribution of US\$ 108,000 to the project through a vocational training project funded by the EU with SNV as lead agency and UNWTO as associate agency. Consequently, UNWTO has mobilized in excess of US\$ 1.4 million as additional funds for the COAST Project, a substantial additional contribution and the highest of any of the Project’s co-financiers.

276. However, it is not clear yet whether all the above mentioned funds are for activities that can be counted as leveraged funds – in other words, their link to specific COAST Project activities needs to be shown and UNEP-GEF needs to give guidance on this (although certainly in the case of the UNWTO funding much of it is likely to be directly relevant).

277. As yet, there has been no cash co-financing provided to any of the demonstration site projects, and only a small amount of in-kind financial support in the form of participating hotels at the demo site providing venues for meetings, e.g. at Saly in Senegal and Watamu in Kenya. However, while small, these in-kind contributions should be properly

⁹⁹ The UNEP Task Manager commented that the ‘\$25,000 were pledged from the UNEP-GPA (a UNEP-hosted international agreement) which is now based in Nairobi. The TM introduced them to RC on 2010 in my first two weeks as TM for this project’.

¹⁰⁰ Leveraged resources are additional resources - beyond those committed to the project itself at the time of approval - that are mobilized later as a direct result of the project. Leveraged resources can be financial or in-kind and may be from other donors, NGOs, foundations, governments, communities or the private sector.

¹⁰¹ UNIDO Project ‘Demonstration and transfer of environmentally sound technology for water treatment’.

calculated and documented by the DPCs and FPs and reported on to the RCU as part of annual co-financing reporting (but kept separate from the already pledged co-financing). The *pro-bono* support of the DSMC members, which could be appreciable (and certainly will by the end of the project) has also not been calculated and should be similarly collected and documented by the Project.

278. It is clear that a new assessment of co-financing commitments and potential for leveraged funds need to be undertaken by the RCU, particularly in the light of recommendations about restructuring the Project given in this Report (see Recommendations section (III B), paragraph 352 onwards). For instance, if activities in Ghana are cut then this is expected to impact co-financing offered by the international NGO Ricerca e Cooperazione (RICERCA), REDO Ghana, Nature Conservation Research Centre, and the Wildlife Society of Ghana, so the final co-financing total and its breakdown are likely to differ significantly from that initially pledged.

279. It is also clear that specific guidance needs to be given on what constitutes leveraged funding and how this should be calculated and documented. It is recommended that UNEP provide written advice to all project partners on this and a specific recording form is developed for this.

280. The rating on financial planning and management is *Moderately Unsatisfactory*. This rating reflects a number of concerns including: whether the amount of co-finance anticipated in the Inception Report will be realized; weak country and, worse, organisational partner reporting on finances and co-financing; and delays in project payments that have at times strained relationships amongst project partners.

UNEP Supervision and Backstopping

281. The effectiveness of supervision and administrative and financial support provided by UNEP has been generally good up to the MTE, and there has been an emphasis on outcome monitoring (results-based project management). However, there has been one important instance where project supervision should have been better.

282. Input by UNEP at the critical inception period was not adequate, especially as the exceptionally poor project design and non-ideal project execution arrangements had previously been recognised as a major problem and discussed internally by UNEP (and UNIDO) before the Project was submitted to GEF. UNEP was aware that the Project had major flaws, but according to one former UNEP Task Manager (TM), it was expected that these would be corrected during the inception period. However, essentially it was left up to the newly appointed RPC to drive this process. The MTE feels the RC had relatively little guidance from UNEP (or UNIDO HQ) on this. Although some recommendations proposed by the RC (and approved by UNEP, UNIDO and the PSC) during the inception period, such as creating the post of 'Demo Project Coordinator' (see paragraph 65) helped address project deficiencies, others, such as the form and design of the demo site 'logframes' did not (and in that case it led to more confusion). In the MTE's opinion, the two UNEP TMs that were in post during the inception period after the RPC was appointed (one left another replaced her) should have spent more time engaged with the RPC and the COAST Project. Apparently, this wasn't done largely because the TMs had large portfolios of projects, some of which required urgent attention so there was relatively little time available for the COAST Project¹⁰² and it is unclear whether the two UNEP TMs were aware of the issues raised during the design phase.

283. However, shortly after arriving in post, the current UNEP TM (from July 2010 onwards) reviewed the COAST Project, recognised it was substantially behind on delivery and in difficulty so strengthened UNEP's monitoring of the Project through monthly (now usually 6-weekly and last 45-60 minutes with minutes taken) project review meetings by phone between himself, the RPC and the UNIDO Project Manager in Vienna, which have helped speed up delivery to some extent and created better opportunities for adaptive management. However, UNWTO is not included in these briefings, which should be corrected given the significant input UNWTO is making to the Project.

284. The single biggest supervisory input by the UNEP TM is attendance at the annual 3-day PSC meetings held which with travel requires a full working week of his time. The current UNEP TM has also provided increased technical support to the RCU as he has a particularly strong technical background. However, it should be noted that the current TM has had to spend more time on supervision activities related to the COAST Project than most of his other projects (above average demand for a GEF project).

¹⁰² Also, unfortunately, the UNEP TM was not able to attend the 1st PSC meeting as she was seriously ill. Although another UNEP member of staff was sent as a replacement, this person was obviously not as well versed on the COAST Project as the TM and probably unaware of the background issues related to the Project.

285. UNEP documentation of project supervision activities seen by the MTE, e.g. Back to the Office Reports (BTOR) was generally comprehensive, well written with clear recommendations for follow-up. In addition, the UNEP TMs have made substantial input to the annual Project Implementation Reviews (PIRs), particularly the current TM. Although the ratings of project progress in the PIRs given by the UNEP TM have frequently been lower than those awarded by the RPC, in the MTE's opinion those of the TM were a more accurate reflection of the project realities, performance and risks.

286. Financial oversight of the Project by UNEP has been the responsibility of a UNEP Financial Management Officer (FMO) and has been satisfactory. However, the UNEP Finance Manager commented that the UNIDO project accounts are ordered differently to those managed by UNEP with different codes. Consequently, it would be valuable if he could visit UNIDO headquarters in Vienna to spend 1-2 days with the UNIDO financial administration team discussing account management, especially as UNIDO has just introduced a new project and financial management system (SAP) and codings are likely to change again. Given that he oversees other UNIDO executed UNEP-GEF projects, costs could perhaps be shared between several projects.

287. **MTE Rating - *Moderately Satisfactory***

Monitoring and Evaluation

M&E Design and Plan

288. Arrangements for project monitoring, reporting and evaluation, in the form of a detailed Monitoring and Evaluation (M&E) Plan, are described in Section 5 and Annex K of the Project Document. These were based on the standard template for GEF projects of GEF-3, and include an indicative M&E work plan and budget, which is intended to monitor results and track progress towards achieving project objectives.

289. The M&E Plan identifies responsible parties and a timeframe for the principal M&E activities described, namely a tripartite review, PSC meetings, PIRs, Annual Project Reviews, and mid-term and final evaluations, and audit¹⁰³, and describes roles and responsibility of UNIDO and UNEP related to management reports (half-yearly progress reports, and substantial reports) and financial reports (quarterly financial reports and annual co-financing reports). Partners are bound through their legal contracts with UNIDO to collaborate in project M&E activities.

290. Project monitoring is based on the Project's logframes, but confusingly, there are three sets of logframes for the COAST Project – one overall project logframe (Annex B of Project Document), individual 'demonstration logframes' for each demonstration site (purportedly in Appendix A of the Project Document), and, strangely, a logframe for each of the three sub-themes (EMS, ecotourism and reef recreation management, in Appendix A-8), although it is not clear how these relate to the other logframes.

291. The logframes apparently developed for each demo site were not in any of the annexes attached to the Project Document and could not be supplied to the MTE by the RCU as it also lacks copies, which raises the suspicion that they were never actually produced in the first place. Instead, the demo site narratives given in Appendix A of the Project Document present a 'shopping list' of potential project activities, in most cases with no detail of how they are to be delivered, their targets, or how they are to be monitored, and they lack detailed budgets.

292. Unfortunately, the Project's overall logframe was, in the opinion of the MTE, made more confusing and less coherent at the inception stage. The redesign was led by the RPC but endorsed by the UNEP TM, UNIDO PM and at the 1st PSC meeting. The overall Project Objective (along with associated indicators and targets) was lost from the revised logframe, and former Project Outcomes were changed to 'Objectives' so that the COAST Project currently has four 'Objectives'. In addition, former Outcome 1, renamed as 'Objective 1', has three 'sub-themes' (sometimes called 'sub-objectives'), which were raised to 'Outcomes' although these are not shown directly linked to any specific 'Objective' in the revised logframe. Consequently, there has been some confusion over terminology. A fourth sub-theme on Integrated Coastal Zone Management (ICZM) and land use planning, not in the original Project Document, was added to a later edition of the logframe by the Project Team, although this has never been officially endorsed by the PSC. A comparison of the logframe in the Project Document and the revision of the logframe developed during the inception period and used in the PIRs to report progress towards achieving project objectives shows major differences (see Table 4).

293. Consequently, the quality of the project logframe as a planning and monitoring instrument is poor, in particularly in relation to its use for reporting on progress towards achieving the original project objective.

¹⁰³ APRs are no longer required by UNEP. Instead their role is assumed by the PIR.

294. Both the original and revised overall Project logframe, have a large set of poor indicators most of which are not specific enough (non-SMART¹⁰⁴, particularly in the revised logframe), and there are too many indicators overall for effective monitoring with many examples where the indicator does not ‘indicate’ achievement of the outcome or output (see Table 4). A further weakness is that many of the targets given in the Project’s various logframes are either not relevant or realistic (many are really outputs or sets of activities (both original and revised logframe) and don’t relate to their ‘objective’ or ‘outcome’ indicator (both original and revised logframe)).

Table 4: Comparison of main differences between Project Objective, Outcomes (‘Objectives’ and ‘Components’), Outputs, and ‘elements’ given in original project logframe and the revised project logframe following the Inception Workshop

Component in original project logframe	Component in Inception Workshop logframe	Comments on change to project component
Project Goal: to support and enhance the conservation of globally significant coastal and marine ecosystems and associated biodiversity in sub-Saharan Africa, through the reduction of the negative environmental impacts which they receive as a result of coastal tourism	‘Long-term Goal’: to support and enhance the conservation of globally significant coastal and marine ecosystems and associated biodiversity in sub-Saharan Africa, through the reduction of the negative environmental impacts which they receive as a result of coastal tourism	No difference in wording, but now termed ‘long-term goal’.
Project Objective: to demonstrate best practice strategies for sustainable tourism to reduce the degradation of marine and coastal environments of transboundary significance	‘Purpose of the project’ is: to demonstrate best practices and strategies for sustainable tourism development so as to reduce the degradation of marine and coastal environments of trans-boundary significance.	Minor rewording but now called project ‘Purpose’ rather than project Objective, and former Outcomes now called ‘Objectives’ which makes the project strategy less clear and confusing.
Outcome 1: Demonstrated reductions in Sewage and Wastewater Discharges and Damage to Critical Habitats in the Coastal and Marine Environment from Tourism	‘Objective 1’: Best Available Practices and Technologies (BAPs and BATS) for contaminant reduction & sustainable collaborative tourism investments	Original wording suggests Project is looking to directly achieve a <u>measurable reduction</u> in pollution and contamination levels (although area of effect is not specified). This reflects the confusion in the Project Document over whether the Project is simply demonstrating approaches and techniques to reduce these threats or whether it is actually seeking to make an impact itself. Revision appears to be a merger between original Outputs 1A and 1B. Needs to be reformulated as no verb present and it doesn’t state what is trying to be achieved - what the outcome (change) will be as a result of the project
Element 1 under Output 1B: ‘Establishment and Implementation of Environmental Management Systems and voluntary Eco-certification and Labelling schemes’	‘Sub-theme 1.1’: Establish and implement Environmental Management Systems (EMS) and Voluntary Eco-Certification and Labelling (VEC&L) schemes	Essentially the same but now classified as a ‘sub-theme or ‘sub-objective’, rather than an output
Element 2 under Output 1B: ‘Development of eco-tourism to alleviate poverty through sustainable alternative livelihoods and generate revenues for conservation of biodiversity and the benefit of the local community’	‘Sub-theme 1.2’: Develop eco-tourism initiatives to alleviate poverty through sustainable alternative livelihoods, and generate revenues for conservation of biodiversity and for the benefit of local communities	Essentially the same but now classified as a ‘sub-theme or ‘sub-objective’, rather than an output
Element 3 under Output 1B: ‘Sustainable reef recreation management for the conservation of coastal and marine biodiversity’	‘Sub-theme 1.3’: Improve reef recreation, management and monitoring mechanisms and strategies	Reworded with ‘sustainable’ changed to ‘improve’ and with wider focus, although not clear what ‘improved’ means or how to measure this. Now classified as a ‘sub-theme or ‘sub-objective’ rather than an output

¹⁰⁴ Specific, Measurable, Achievable and attributable, Relevant and realistic, Time-bound, timely, trackable and targeted.

‘Integrated Sustainable Tourism Destination Planning’ under Output 1B in table 4 of Project Document	‘Sub-theme Integrated’ (1.a;1.b;1.c)	Added as an extra code for three demonstration projects in Table 4 of Project Document, and explained in the text examples where the three themes are integrated (paragraph 129) but not as a separate ‘sub-theme’. Later elevated to ‘Integrated’ sub-theme in Inception Report and eventually to ICZM and land use planning
Outcome 2: Enhanced National Policies, Regulatory and Economic Incentives Supporting Sustainable Tourism Governance and Management	‘Objective 2’: To develop and implement mechanisms for sustainable governance and management that measurably reduce degradation of coastal ecosystems from land-based tourism sources of pollution and contamination	Emphasis changed from <u>enhancing</u> policy and incentives to <u>implementing</u> governance and management mechanisms. Note that in revised version, there is a requirement that these mechanisms must ‘ <u>measurably reduce</u> degradation of coastal ecosystems from land-based tourism sources of pollution and contamination’ (MTE underlining) and consequently, demonstration of successful achievement of this Outcome (‘Objective’) requires that these measures have either been shown elsewhere to reduce degradation and pollution and contamination or the COAST Project needs to show this through measuring environmental changes due to the demonstration projects.
Outcome 3: Enhanced Institutional Capacities Supporting Sustainable Coastal Tourism management	‘Objective 3’: To assess and deliver training and capacity support requirements emphasizing an integrated approach to sustainable reduction in coastal ecosystem and environmental degradation within the tourism sector	Revised version is not clear. Revision has an emphasis on an ‘integrated approach’ but no longer requires capacity to be measurably raised, just training given.
Outcome 4: Widespread Public Knowledge and Information Availability about Tourism Impacts on the Coastal and Marine Ecosystems	‘Objective 4’: To develop and implement information capture, information processing and management mechanisms to promote information dissemination, learning & sharing	Again, no longer looking to raise awareness, but to just to provide the information
Outcome 5: Established Project Management Capacity and Institutional Mechanisms		Removed from project strategy/logframe at Inception Stage, but still treated as set of activities under Project budget

295. In addition, although there is a set of specific IW indicator tables appended to the M&E Plan (Tables K2-5 in Annex K) to address Process, Stress Reduction, and Environmental Status measurement, there are no IW indicators included in the revised Project logframe (although some could be appropriate). In the original design, the RCU was to develop 6-monthly sampling and annual survey programmes for each country based on these IW Indicator tables, which would be reviewed and endorsed by the countries at the inception stage¹⁰⁵. However, these national monitoring/sampling programmes have not been established, and, in the MTE’s opinion, are well beyond the immediate aims and budget of the current Project and are more appropriate to a follow-up GEF project.

296. Unfortunately, the ‘logframes’ developed for individual demo sites during the inception period (in the absence of those apparently developed during the PDF-B phase), are really are results/activities matrices rather than logframes, and suffer many of the same faults as the revised project logframe (confused non-SMART indicators, lack of proper targets, no baseline etc). To be fair detailed project activities at the site, covering, for instance, EMS activities had yet to be agreed and developed at inception, so the RPC used the activities listed in the country narratives in Appendix A of the Project Document to construct the demo site ‘logframes’ which was a pragmatic approach. Unfortunately, these ‘logframes’ were then used as the basis for the Annual Work Plans and budgets at the demo sites which the DSMCs are expected to implement, even though many DSMC members interviewed did not really understand the rationale for many of the activities and how they fitted with the larger project (the need to prepare a ‘disaster preparedness plan at Watamu, for instance). As a result there has been a confused vision of what is to be delivered by the demo sites.

297. Mid-term and end-of-project targets were added at outcome level but many of these targets were not realistic and could not be achieved (see Annex 5). No MTE or end-of-Project targets were included in the demo site ‘logframes’.

¹⁰⁵ The Project Document states that ‘Following endorsement, the PCU (RCU) will develop a national monitoring template for Impact Measurement which directly relates to the requirements for IW indicator monitoring and this will be adopted and implemented within the first 6 months so as to allow monitoring to proceed at the national level during or immediately after the Inception Phase. This will provide measured and verified data for the overall M&E plan which will A. confirm Project delivery and B. confirm successful achievement of IW Indicator targets in Process, Stress Reduction and Environmental Status’.

298. Also, disappointingly, there is still a complete lack of quantitative baseline associated with all the indicators in the various project logframes (some general qualitative baseline is given for some indicators). In most instances, baseline is listed as 'not existing' or 'to be confirmed during year 1 of demo implementation'. It would appear then that none of significant funds available during the PDF-B phase were spent on collecting ANY useful quantitative baseline data! In addition, no useful guidance is given on appropriate methodologies for collection of quantitative baseline data in the Project Document (not covered in the M&E Plan).

299. Consequently, as it stands, the COAST Project will not be able to demonstrate that it will meet any IW targets. In addition, the current indicator set associated with the Project's logframe is not directly assessing changes in pollution, contamination or degradation of the environment caused by tourism activities so the Project will not be able to show that Project activities have reduced these environmental threats. However, as has been pointed out, the COAST Project is essentially a demonstration, capacity building and mainstreaming project that seeks to pilot and adapt approaches and techniques that have already been shown to reduce environmental impacts (hence the importance of the global Review of BAPs/BATs), to capture key lessons from their adaptation and then along with other measures to improve tourism governance and management, to facilitate their adoption and use, so environmental impact indicators are less relevant, especially as direct Project activities only cover very small geographic areas (demo sites). Unfortunately, the current project logframe also lacks robust indicators for measuring the degree to which the Project is able to deliver these demonstration projects, or assesses the success of their integration into tourism sector policy, planning and programmes.

300. Some of the deficiencies in the project logframe were acknowledged by GEF Council members during the project review phase who made recommendations to strengthen the M&E system, including revising some of the indicators to make them more relevant and specific and to ensure baseline data was collected for the indicators early on in the Project, although this was not done, and there appears to have been no baseline data collection at all during the first year of implementation. Indeed, M&E was not given the attention it needed during the first 18 months of the Project by the RCU, FPs or DPCs. The MTE suspects this is because there were other, more pressing difficulties which needed to be addressed, e.g. getting national partner contracts agreed and signed and the DSMCs established, but judging from MTE interviews the importance and value of M&E has not been fully appreciated either by the RCU or the national partners. The whole of the M&E system should have been thoroughly revised at the inception stage, and key elements, such as the project logframe, should have been checked more carefully by UNIDO, UNEP and PSC members.

301. An attempt was made to address the Project's M&E weaknesses by a team of three international consultants (one based in Benin, one in Mozambique, and the leader based in the Philippines) who were contracted by UNIDO in early 2011 at a cost of US\$ 20,000 (as part of UNIDO's co-financing contribution) to advise and give specific guidance on M&E, particularly at the demo site level. However, there were insufficient funds for them to visit the demo sites¹⁰⁶. Overall, their recommendations were very theoretical and technical, and not adequately tailored to the local level of understanding and experience with M&E systems, although they did make an attempt to gauge this through an email questionnaire (unfortunately, they had a very variable response). However, most importantly, they were asked to design M&E systems at demo sites where project activities had not yet been clearly defined¹⁰⁷, apart from those connected with the ST-EP programme which already had their own comprehensive sets of socio-economic indicators (although the M&E consultants were not initially aware of the ST-EP indicator set, suggesting poor communication of the situation and needs from the RCU).

302. The M&E consultants report did highlight that the capacity, knowledge and experience of monitoring and evaluation among the DSMCs varied but was generally very low, consequently M&E methods would need to be very simple, low-tech, and very cheap, and individuals at many demo sites would require training. In the MTE's opinion, this is a priority that the COAST Project team (RCU, FPs, and DPCs) needs to address. Again, the lack of opportunity for the consultants to visit the demo sites (the Benin consultant attended the 3rd PSC meeting so was able to make a brief visit the two demo sites in Senegal but this was the only field visit for the M&E team), hindered understanding of capacity limitations and the local situation, and thus what was most appropriate for the demo sites. A further weakness of the M&E team was that none of them had a strong background in environmental sciences, with specific experience of pollution and environmental degradation indicators. Unfortunately, the recommendations from the consultants' report were either not understood by the FPs, or DPCs (and many had not seen the report) or deemed inappropriate for the demo site/country and this element of the Project is widely viewed as a failure (although has provided some lessons in how to not organise M&E advice!).

303. Although the requirement for a MTE to be held at the mid-point of implementation is identified in the Project Document, the start of the MTE was delayed by 6 months (it was planned for January 2011) to allow time for Project to

¹⁰⁶ Although the Mozambique consultant was familiar with the Inhambane site and some of the local project partners as he grew up in the region.

¹⁰⁷ M&E is means to an end, not an end in itself; it is there to monitor project activities and delivery of results, track progress towards achieving project objectives and assess project impact. In other words, there needs to be clarity on what project activities need to be monitored first, but agreement and definition of these were still largely lacking at the point the M&E consultants were employed in early 2011.

deliver results. This can be considered a failing of the Project and indicative of the frustrating delays over project deliverables. However, with hindsight, the MTE believes delaying the evaluation was probably the right decision.

304. In conclusion, the Project's M&E system has been handicapped from the start by a very poor and confusing logframe design and, as a result, reporting on Project results, e.g. monitoring of achievement of the Project's 'indicators', has been very difficult and has confused many stakeholders. Unfortunately, the exercise to try to remedy some of the deficiencies of the Project's M&E system through employing a team of international M&E consultants operating remotely was not a success and did not improve the situation (indeed, the presentation given by the M&E consultant at the 3rd PSC meetings was one of the most confusing explanations of M&E the International Consultant has ever heard). As a result of the above, the rating for M&E design and planning on the Project is **Highly Unsatisfactory** and it is clear that a new, clearer, more coherent project logframe, with a realistic number of SMART indicators and targets, needs to be developed, together with a new, revised M&E framework.

M&E Plan Implementation

i. Project monitoring and reporting

305. Formalised monitoring and evaluation of Project activities has been undertaken in varying detail through (i) progress monitoring, (ii) internal activity monitoring, and (iii) impact monitoring.

306. Progress monitoring and reporting are undertaken through the annual Project Implementation Review (PIR) and financial statements produced by the RCU/UNIDO for UNEP. The PIR, which is a requirement of UNEP and GEF, is drafted by the RPC with input from the national FPs (with assistance of the DPCs), UNIDO TM, and UNEP TM. Three PIR reports have been produced to date, covering the financial years (FY) 2008-2009 (FY09), 2009-2010 (FY10) and 2010-2011 (FY11) (for the reporting period 1 July to 30 June).

307. The PIRs reviewed by the MTE give a summary of work-in-progress in terms of describing project implementation activities and their performance (with ratings) against the corresponding set of progress indicators. They include details of some financial aspects of the project (status of contract disbursements to national partners, but not a statement on overall project finances which would be useful) as well as progress reporting with ratings against outcomes, relative to the baseline, mid-term and end of project targets, and achievement of activities is shown on a percentage scale for implementation status. The reports are largely accurate though the implementation status (percent) for some activities appears exaggerated in the 2011 report. However, as mentioned above, because the project logframe and associated set of indicators and targets is weak and confused, it is not easy to assess project performance from these reports (apparently it was also a challenge for the RPC and UNEP TM as well!). Usefully, the PIRs do provide information on problems and issues encountered by the Project during the previous year, and present a brief annotated mitigation strategy and plan, achievement of which is reported on in the following year.

308. In addition to the PIRs, detailed 6-monthly progress reports for the mid-point between PIRs are prepared by the RC following a similar structure to the PIRs, with sections including 'Project progress and risk management', 'Progress on COAST Project Partners Contracts and LoA', 'Summary of COAST Project funds disbursed', and 'Action Plan to address shortcomings'. These were not an original requirement for the Project but were instigated as part of an adaptive management response to poor project implementation by the current UNEP TM after he took over responsibility for the COAST Project (in mid-2010). According to MTE interviews, these have helped the project staff on identifying and tackling causes of delays to implementation and focus more on delivery of project results. However, the reports would be further strengthened if they included a section on 'lessons learned', especially as there is no formal lesson learning framework for the Project.

309. The MTE notes that not all documents and reports associated with the COAST Project are dated, and this needs to be corrected. It is difficult to construct a timeline of events for evaluation if documents are not dated.

310. Judging by documents provided to the MTE, generally there needs to be increased reporting/documentation on the Project experiences and decision-making (in particular the reasons why decisions were made). Unfortunately, due to their limited format, the PIRs do not accurately reflect the quality and extent of all project activities and they provide a rather limited picture of Project success (and failure).

311. At the agency level, it is unclear whether UNEP has maintained a record of progress relative to the GEF-3 International Waters Tracking Tool. A completed IW Tracking Tool sheet was not presented to the MTE during the mission to Nairobi, although a draft was seen, so whether selection of indicators has been appropriate could not be established. The Tracking Tool needs to be completed and presented at the next PSC meeting and sent to GEF. Also, as it is recommended that the Project's logframe is revised (see paragraph 355), the RCU and UNEP should look again at

the IW indicator set¹⁰⁸ and select 2-3 appropriate IW indicators to incorporate into the revised logframe. Most of the current IW indicators in the table are not relevant to the COAST Project but some suggestions are made in Table 1 of Annex 10, and the table given in Annex K of the Project Document may provide food for thought.

312. Internal activity monitoring is undertaken at a number of levels by the RCU, UNIDO and UNEP staff, as well as by FPs, DPCs and through the PSC. There is regular communication (email, telephone) between the RPC and the UNIDO TM, and also between the RPC and the national FPs and DPCs through phone/email and regular contact with project partners driven by individual activities. However, internal activity monitoring has been a challenge due to the poor quality of progress reports provided by the FPs and DPCs and the slow response time in providing these to the RCU. FPs stated that they need more support from the RCU on reporting and this needs to be addressed.

313. A summary of project progress is reported on at the annual PSC meeting, and the draft PIR is made available to the FPs for comment by the RCU (this phase needs to be speeded up with a maximum of two weeks allowed for comments). UNDP-GEF no longer requires the 'tripartite' review and none have been conducted since implementation began (as these are between the project, IA and national government agency, these would be expensive to undertaken for all the countries involved in the project, and the PSC essentially serves this purpose).

314. The regular (monthly, 6-weekly) telephone/skype conference calls held between the UNEP TM, RPC and UNIDO PM, along with increased input from the UNIDO HQ, has meant that activity monitoring on the Project has improved since mid-2010.

315. Impact monitoring is largely undertaken through the assessment of achievement of the indicator targets in the Project logframe. However, as pointed out earlier, there are issues with the current indicators (many are non-SMART, with unrealistic or inappropriate targets) so impact is difficult to assess.

316. To summarize, the RCU has tried to use the logframe as a M&E tool throughout implementation. However, this has not been straightforward due to its weaknesses, and the MTE feels that these were not considered carefully enough at both the design and inception stages. Consequently, use of the logframe as a management and M&E tool is rated as **Unsatisfactory**.

ii. Assumptions, risks and mitigation

317. Initial Project risks were identified during the project design phase, and the Project Document contains a lengthy discussion of risks and their mitigation by project component (objective and outcomes). Risk mitigation measures were apparently incorporated into project design, although the overall level of risk to the COAST Project is not specified. The Project's Executive Summary also presents a discussion on project risks and their mitigation and rates three as 'medium risk'¹⁰⁹.

318. The original project logframe identifies a number of assumptions¹¹⁰, including quite common assumptions such as that there needs to be 'sufficient opportunities for alternative livelihoods' and 'relevant stakeholders are fully cooperative and recognise the need for improvements in training and capacity', as well as more specific ones such as 'mechanisms can be evolved to involve the private sector and establish public-private partnerships'. However, several of the 'assumptions' listed are actually preconditions in that are required for the Project to operate and without them the Project would not have been designed, e.g. 'National governments willing to cooperate in providing information and agreeing on need for reforms or realignment of policy and legislation' (if there had been no interest in cooperation and agreement on the need for change at the design stage the Project could not have been developed and the Project is responding (in part) to these recognised needs).

319. Risks are also addressed at length in the PIR (largely strategic risks with day-to-day and operational risks are dealt with internally by the RCU and discussed in the 4-6 weekly skype/telephone conference calls, e.g. delays in disbursement, non-response of some FPs, etc). The risk analysis is first drafted by the RPC, then the UNEP TM subsequently enters his/her own ratings in the appropriate column. Ratings by the UNEP TM have tended to be lower than those of the RC, which is a reflection of the former's greater concern about the slow delivery and continued delays of the Project at the country and local levels over the last three years. Risks that are rated as **substantial** or **high** in the PIR for 2011 in the 'risk factor table' (almost all the risks listed!) are:

¹⁰⁸ In the International Consultant's opinion, the current IW indicator set is rather short and not as comprehensive or useful as those available for the BD or even SLM Focal Areas and GEF might like to look again at this and expand the list, which is particularly limited if the IW project is not undertaking a TDA or SAP. Similarly, the IW Tracking Tool is rather under-developed compared to those for BD.

¹⁰⁹ These were: (1) 'National Governments are willing to share information necessary to make RICH and EIMAS an effective regional information source', (2) 'Politicians willing to act on concise information and guidance to alter policies in favour of sustainable tourism even when it may conflict with their economic and development aims', and (3) 'Financial mechanisms for sustainable tourism to suit each country's requirements are identified through the project'.

¹¹⁰ Assumptions are the significant factors that if present are expected to contribute to the realization of the intended impacts but are largely beyond the control of the project / project partners and stakeholders.

- Management structure (due to some national Focal Points are not providing adequate input and support to maintain momentum and direction in the Project, weak internal management and administrative capacity at the national- and demo-site level, and insufficient input from RCU to sites);
- Internal communications (communication is largely a one way process originating from the RCU);
- Workflow (judged because the Project is almost 3 years behind schedule in implementation, and hence at high risk of not meeting its objectives);
- Co-financing (the delays over implementation allows less time to mobilise the pledged co-financing);
- Budget (although partner budgets have now been signed and agreed to, some countries are still lagging behind in implementation therefore higher risk);
- Financial management (national reporting has been below standard);
- Reporting (progress reports from the demo projects below standard);
- Stakeholder involvement (difficulties with establishing adequate representation on all DSMCs);
- External communications (communication products at some demo sites have been poor);
- Science and technological issues (the socio-economic context of the region makes challenges for the uptake and replication of technologies); and,
- Capacity issues (managerial capacity varies across countries, with limitations in some representing a more substantial risk than in others).

320. It should be noted that all but one of these risks are ‘internal’, project-related risks (as opposed to ‘external risks’ that the project has no influence over). The overall risk rating for the Project has increased from ‘Medium/Substantial’ in 2009, to ‘Substantial’ in 2010 and to ‘High’ in 2011. This was mainly owing to (a) the increasing significant accumulated delays in project delivery, (b) continued uncertainty over the in-country capacity to implement the demonstration projects at the country level, and (c) ‘suboptimal’ capacity within the UNIDO management team. The top rated risk in 2011 related to ‘Management structure’, again largely due to the limited management capacity of the UNIDO project management team and in-country national teams, which was judged as the critical factor currently affecting all aspects of the Project with other risks viewed as secondary.

321. The PIRs do not include a comprehensive risk management plan but do identify the top rated risk (in a “top risk mitigation plan” table), and indicate what measures/action need to be taken with respect to risks rated **substantial** or **high** as well as who is responsible for addressing these measures/actions.

322. Certainly from MTE interviews and review of project documents, the analysis of risk in the PIRs is generally comprehensive and risk ratings are accurate and well justified. However, another external project risk that is not included in the risk analysis is ‘exchange rate risk’, which relates to budgets and co-financing (a very common GEF Project risk). The rate of exchange on US Dollars has changed appreciably during implementation in many countries, which has led to (usually) lower purchasing power of the GEF funds, and could become a more significant problem given the already stretched Project budget. This should be added to the risk reporting for the Project. Similarly, inflation has increased in most of the participating countries which has effectively reduced their GEF budgets.

323. There does not appear to have been any specific training or guidance in risk analysis and mitigation or scenario development (“What if...”) for RCU staff, although risk analysis is undertaken in an informal way during management meetings, assessment of project reports and interactions with project partners during field missions, and telephone calls/emails. Training in risk and scenario analysis is something that UNEP-GEF should provide to all its GEF project teams early on in project implementation and the MTE believes that this would probably have highlighted some of the developing issues impacting the Project much earlier if it had been provided. It would still be useful to undertake a risk assessment as a group discussion during the PSC meetings. It would also be useful if the DSMCs undertook a regular risk analysis of the demo site projects as part of their M&E and reporting process, although most will need training in this and standard framework would need to be provided by the RCU.

324. The MTE feels that although risk analysis has been good, risk mitigation could have been improved which together with the lack of a specific, detailed risk mitigation plan, means that risk identification and management is rated as **Moderately Satisfactory**.

iii. Lesson learning

325. The COAST Project has not carried out any formal lesson learning exercise. There is a short section titled ‘Project implementation experiences and lessons’ within the PIR¹¹¹ that needs to be completed each year but in the three

¹¹¹ Specifically, the PIR ‘lessons’ section asks project to “please summarize any experiences and/or lessons related to project design and implementation”.

PIRs reviewed by the MTE only very brief text is given in these sections and most report on project achievements rather than generic lessons learned. Also, although the Project has an annual PSC meeting where most partners are represented and which would offer a good opportunity for a structured lesson learning exercise, there has not been a presentation or discussion on lessons learned (e.g. about project management, implementing a GEF project, dealing with conflict between stakeholders, and best ways to approach mainstreaming into tourism). Overall, therefore, there has been very little regular, structured, formal ‘lesson learning’ by the Project since implementation began.

326. There was some confusion among interviewees over what constitutes a ‘lesson learned’ and how to go about identifying and documenting them. In the International Consultant’s experience this is not uncommon among GEF project teams who receive very little advice on this issue. Unfortunately, there is no model or guidance from GEF or UNEP on procedures to develop ‘lessons learned’ and essentially project teams are on their own when addressing this issue. Given their stated importance to GEF, it is also surprising that the GEF Secretariat itself has not provided written guidelines on this issue¹¹². Consequently, the MTE feels that GEF and UNEP needs to provide a better framework for structured lesson learning for its GEF projects. The MTE understands that support on lesson learning could also be available through IW:Learn.

327. If codification of lessons learned and ‘best practices’ does not happen, there is a danger that the lessons, information and experience regarding demonstrating good practices and techniques to address environmental impacts from tourism development and the mainstreaming of these and other project results into the tourism sector in the target sub-Saharan Africa countries could be dissipated. Consequently, the MTE feels that there is a need for specific, structured ‘lessons learned’ exercise¹¹³ undertaken at least once a year by the Project. In the International Consultant’s experience, such meetings (or annual project retreats), offer the best opportunities for capturing lessons learned for the whole project and it is suggested that a specific ‘lessons learned’ session is included in the agenda of future PSC meetings, as well as (annually) for DSMCs and the RCU.

328. The lessons learnt and project relevant information will be disseminated through a project information exchange mechanism linked to IW: LEARN.

Budget and funding for M&E

329. The M&E Plan in Annex K of the Project Document includes an outline costing of M&E activities totalling US\$365,000 (excluding Project and UNEP staff time and travel expenses). This corresponds to 6.8% of the GEF funding which is reasonable for a GEF project of this size. The Project budget was revised at the inception stage and set out in the Inception Report, but the revised figure for M&E activities is unclear as ‘project management’ had been cut as a discrete Outcome (M&E was previously included under Outcome 5). M&E activities seem to have been divided among other budget lines or it has been markedly reduced, but this is not clear or documented. The ‘Evaluation’ budget line (there does not appear to be a specific one for ‘Monitoring’ so it is unclear whether this represents all M&E activities) gives only US\$70,000, which is earmarked solely for ‘Demonstration Project Monitoring and Evaluation’ and the ‘Project Evaluation’ item has a budget of zero. However, the MTE understands that the budgets for reporting and communication, PSC meetings¹¹⁴, and evaluations and audit – budget lines that can be broadly related to M&E – have been revised during annual budget revisions, although the figures presented to the MTE on this were unclear.

330. UNIDO has allocated specific funds from its co-financing contribution for M&E (for instance, US\$20,000 was spent on the international M&E consultants).

331. As it is difficult to judge the exact amount of funding allocated to M&E under the revised project budget, the MTE can only give a preliminary rating of *Moderately Satisfactory* for budget and funding for M&E activities.

332. Given, according to UNEP practice, that the overall rating for a project’s M&E system and its implementation is taken as the lowest rating of the individual elements, the overall rating for the COAST Project’s M&E is **Highly Unsatisfactory**

¹¹² Interestingly, the UNEP-DGEF Evaluation Office has spent some time compiling and analyzing ‘lessons learned’ from UNEP-GEF projects, and concluded that many lessons learned are trivial and not very useful, which again is a reflection of lack of guidance. See - Spilsbury, M. J., C. Perch, S. Norgbey, G. Rauniyar and C. Battaglino (2007). Lessons Learned from Evaluation: A Platform for Sharing Knowledge. Special Study Paper Number 2, Evaluation and Oversight Unit United Nations Environment Programme, Nairobi Kenya.

¹¹³ Appropriate questions could include: ‘What worked, what didn’t?’, ‘How could we do this better?’, ‘If we were to do this again, what would we do differently?’, ‘What have we learned about how to adapt and demonstrate BAPs/BATs and mainstream the results into national tourism sectors?’, ‘What have we learned about how to manage a GEF project?’, ‘What advice would we give others intending to do what we have done?’

¹¹⁴ PSC meetings are particularly expensive and each year become more so – the last two meetings (Cameroon and Senegal) each costing more than US\$50,000.

D. Complementarities with the UNEP strategies and programmes

Linkage to UNEP's Expected Accomplishments and POW 2010-2011

333. Although the COAST Project was formulated some 4-5 years prior to the publication of the UNEP Medium Term Strategy (MTS) 2010-2013 and related Programme of Work (PoW) for the period 2010-2011, there are complementarities with some of the 'Expected Accomplishments' outlined in the Strategy. Specifically, the Project is expected to contribute principally to the following Accomplishments:

- Under the ecosystem management objective: integration of best available practices and technologies (BAPs/BATs) for reduction of pollution, contamination and environmental degradation, as ecosystem management tools; their mainstreaming into development and planning processes; increased capacity to utilise such tools; and, strengthening of environmental programmes and financing to address degradation of priority ecosystem services (threatened coastal habitats and species in this case).
- Under the environmental governance objective: strengthened institutions for achievement of environmental priorities, through identifying and addressing institutional and capacity weakness in the area of sustainable tourism governance and management; and mainstreaming of BAPs/BATs approaches into both public and private sector tourism.

334. However, the extent and magnitude of these contributions cannot be measured at this point as project products have yet to be delivered to any significant extent.

Alignment with the Bali Strategic Plan (BSP)

335. The COAST Project is contributing in a general sense to Objective A of the Bali Strategic Plan for Technology Support and Capacity-building, which was adopted in December 2004, through strengthening the capacity of governments of developing countries to achieve their environmental goals and targets, through individual and institutional capacity building. Technology support (Objective B) is being provided through the BAPs/BATs models being piloted and adapted at the demo sites, and through the creation of the online clearing house mechanism for information on approaches to tackling environmental degradation due to unsustainable tourism (RICH on the COAST Project website). The Project also seeks to encourage a participatory and multi-stakeholder approach with national ownership (Objectives D and F); an area that is expected to be strengthened during the design and implementation of the demo site projects and mainstreaming of project results into national decision-making forums.

Gender

336. There is limited evidence that gender inequalities were considered during the PDF-B phase or during implementation of the Project, and there appears to have been no discussion of the distinct roles that men and women can play in natural resource management in coastal environments in sub-Saharan Africa, or the fact that there are generally lower educational opportunities for women in the region which needs to be addressed through extra targeted training and technical support.

337. The Project Document makes little reference to women's issues being a priority in the tourism sector, even though they are heavily involved in this service industry, nor does it identify representatives of women's groups among the primary stakeholders for the Project, and no specific lessons related to gender have been raised under the relevant sections in the PIRs. However, the Project Document (Annex A-1) does list achieving a gender balance as one of the criteria for selection of members of the DSMCs, and activities proposed for Kenya and Tanzania in the Project Document include development of guidelines for ensuring gender equity in tourism development. In terms of M&E, the Project Document makes mention that several demo sites were to include monitoring of resource allocation according to gender. Neither gender nor the specific concerns of women and children are raised in the Inception Report.

338. The greatest attention to addressing gender issues in the COAST Project is given by the ST-EP projects being developed at the demo sites. Through the preparatory 'Value Chain Analysis' exercise, information on the significance of women to the tourism sector has been collected at several demo sites, and each ST-EP project includes a range of socio-economic indicators including several that seek to track the involvement by, or impact on, women directly and indirectly involved in the projects, e.g. the proposal for Watamu Kenya, gives '*an estimated annual earning of US\$13,000 for a group of 30 local youth and women*' as an indicator for the outcome '*Long term pro-poor employment creation through developing and creating new and sustainable community run business activities and ecotourism initiatives targeting the tourism market*'. It is suggested that similar gender-related indicators are also built into the EMS and Reef recreation management projects to be developed at the demo sites during 2012. Indeed, it would be valuable if the individual consultant groups involved at the demo sites (UNWTO and consultants, EcoAfrica and the

EMS consultants) meet and brainstormed a set of common environmental and stress-reduction indicators (some good socio-economic indicators already exist as part of the ST-EP projects) that would be shared across the Project at specific demo sites.

South-South Cooperation

339. As a regional project, the COAST Project is designed to increase cooperation amongst its participating sub-Saharan Africa countries. Training workshops as well as PSC meetings bring together several countries and have provided formal and informal face-to-face opportunities for exchange of knowledge and experience, and opportunities to build partnerships and networks. To further promote South-South Cooperation some demonstration projects could be ‘twinned’ with each other to facilitate cooperation and sharing, e.g. Watamu in Kenya with Bagamoyo in Tanzania, which have similar conditions in relation to their tourism development, and similar types of activities within the COAST Project.

340. At the project management level, there have been opportunities for exchanges of knowledge with other International Waters projects through the COAST Project’s website, with its embedded intranet facility for FPs, DPCs and consultants to exchange experiences and ask for advice (although this has not been very successful), and through attendance of Project staff at occasional IW and other meetings (e.g. the RPC attended an international tourism conference in Mauritius in September 2011 and three project team members (the RTC, FP from the ME from The Gambia and DPC from Mozambique) attended a GEF IW conference held in Croatia in October 2011).

III. Conclusions and Recommendations

A. Conclusions

341. The full sized project *Demonstrating and Capturing Best Practices and Technologies for the Reduction of Land-sourced Impacts Resulting from Coastal Tourism*’ was designed to (i) demonstrate the feasibility and application of innovative approaches and techniques (globally accepted Best Available Practices and Technologies – BAPs/BATs) involving public-private partnerships at the local level to reduce tourism-related stresses on coastal and marine environments within participating sub-Saharan African countries, (ii) develop and implement mechanisms for sustainable tourism governance and management; (iii) assess and deliver training and capacity requirements emphasising an integrated approach to sustainable reduction in coastal ecosystem and environmental degradation; and (iv) develop and implement information capture, information processing and management mechanisms and information dissemination. It also aims to contribute to sustainable coastal livelihoods and poverty alleviation in these countries. The overall aim is to identify sustainable tourism practices and activities that are specifically suited to each country and to actual local situations with a view to replicating those practices and activities to other areas of the region.

342. The Project was designed to be implemented over a five-year period. It officially started in November 2007, with an initial finishing date of November 2012, but due to delays in recruiting key project staff did not begin operationally until November 2008, and consequently its finish date was extended to November 2013. The Mid Term Evaluation (MTE) was undertaken two and a half years into implementation (taken to be arrival of the RC in Nairobi), and 22 months after adoption of the Inception Report by the Project Steering Committee (PSC).

343. The key questions for the MTE revolved around the status of delivery of project results, particularly at demonstration sites and whether the Project can realistically achieve its intended objective, outcomes and outputs within the time remaining (by Nov 2013), and if not what can realistically be achieved in each country in the time remaining. Of particular concern for the MTE was whether the capacity and institutional arrangements of each partner organization, including the UN agencies involved, was adequate to support the timely execution of project activities, and how this aspect could be improved.

344. Progress towards the Project objective and outcomes is addressed in Part II section A of this report while explanatory factors and challenges are addressed in Part II Section C. The overall rating of *Unsatisfactory* on ‘Attainment of project objectives and planned results’ (Part II Section A) reflects the low efficiency of the Project due to the significant delays that have afflicted the Project since implementation began (occurring at a number of levels and for a variety of reasons), and evidence that suggests that the COAST Project is **highly unlikely** to fully deliver on its current objective and outcomes within its present timeframe and form.

345. It is clear that the COAST Project in its original proposed form covering 8 countries geographically spread across West and East Africa (with Seychelles included as a partner through linkage with another GEF Project), with many activities and, in some cases, three demonstration sites per country each testing and adapting up to three sets of

different BAPs/BATs models, and a complex project management structure involving interconnected global, regional, national and local decision-making bodies and three UN agencies, was simply too ambitious given the 5-year project implementation period, relatively small GEF budget (US\$5,388,200 shared across all countries and supporting an expensive Regional Coordination Unit), and reflects a poor project design (see paragraphs 50, 51, 294). Sets of proposed national and demonstration activities were particularly badly thought through and detailed, with some countries, notably The Gambia, have many activities that could not possibly be delivered within budget. Overall, the original design was too large, confusing and lacked coherence. It is also **highly unlikely** that the Project can achieve its desired long-term impact of reducing levels of pollution, contamination and environmental degradation due to tourism in its target sub-Saharan African countries.

346. UNEP and UNIDO were aware of these weaknesses in project design and delivery at the submission of the proposal to GEF but expected them to be addressed during the inception stage. An attempt was made to redesign and re-orientate the project strategy during this period, reflected in a revised logframe and budget approved at the 1st PSC meeting in Mozambique in July 2009, but this was not sufficient and indeed created more confusion over what the COAST Project would deliver and how it would measure project progress and impact.

347. Insufficient capacity has been a significant problem for the Project, combined with limited engagement of the Project at the national level, partly as a result of low motivation of the Focal Points (see Paragraph 249, and inadequate leadership and management input by UNIDO (including the RCU and its Country Offices/Desks in the region). The high turnover of project personnel, notably the national Focal Points, has not helped understanding and communication of project aims or delivery, and the poor involvement of the local Demonstration Site Management Committees (DSMCs) in decision-making has led to low ownership of the Project at the local level and raises concerns about the impact and sustainability of project results. Almost all of the project actors – national partners, RCU, UNIDO, UNWTO, UNEP – expressed dissatisfaction with management and administrative aspects of the Project, which have generated significant operational delays over contracts and payments which has aggravated relations amongst many actors, with UNIDO and national Focal Points blaming each other for delays and confusion. The MTE also has concerns over the reporting and delivery of co-financing pledged by project partners and there appears to be a significant shortfall at the MTE stage. The project management structure is also more complicated than it needed to be with multiple levels and a three-way communication system between UNIDO HQ, the RCU and national partners, and UNWTO should have been a joint Executing Agency given the prominence of ecotourism, need to bring in the private tourism sector and the relatively high proportion of project activities that UNWTO has to manage and deliver.

348. There continues to be a lack of clarity over the aims of the COAST Project, even amongst key project personnel including many national Focal Points (most people interviewed by the MTE believed the COAST Project is a tourism or poverty alleviation project rather than addressing environmental aims). There has also been, as yet, no clear strategy and plan for how project results (recommendations on BAPs/BATs and sustainable tourism governance and management) will be integrated into tourism sector policy and practice, in either the public or private sectors (so how the Project can best get its messages across and BAPs/BATs adopted).

349. Attempts have been made to bring the Project back on track through various adaptive management measures, including increased management support from UNIDO HQ and the RCU, and improved monitoring of project activities over the last two years, largely instigated by the current UNEP TM, but PIR ratings have continued to fall and in the PIR for FY 2011 the project delivery was rated as '*Unsatisfactory*'.

350. Although there have been some achievements to date, including regional and local training courses (32 separate courses up to 13th December 2011), development of a number of ST-EP projects that should help move some people out of poverty and offer alternative livelihoods, and high quality reports on sustainable tourism governance and management, the many challenges facing the Project and overall poor delivery to date argues for a significant restructuring of the Project, with a simpler, more coherent project strategy and more realistic targets with a smaller set of countries, demonstration sites and activities, and a reshaped project management and administration structure. This implies a no-cost project extension of at least 6 months, with 12 months considered more realistic, if integration of results from the demonstration sites into tourism sector policy, regulations, planning and programmes, is to be achieved to any meaningful extent. However, there are significant implications to this in terms of refocusing efforts and shifting financial resources between project activities. These issues need serious debate by the PSC at its next meeting, especially as it has ramifications for project financing, including co-financing, and it is recommended that an 'extraordinary PSC meeting' is held in April 2012 to discuss the findings and recommendations of the MTE Report.

351. The overall rating for this project at MTE based on the evaluation findings is ***Moderately Unsatisfactory***, based on the above ratings (although the MTE considers the COAST Project a little below this rating, based on his experience of other GEF Projects and MTEs). The ratings in Table 5 reflect consideration of the full set of issues characterising or affecting project performance and impact that are discussed in Part II of this report. The comments in the table illustrate key aspects of the rationale for the rating given. However, it should be pointed out that if the recommendations are fully implemented the Project could reach a Satisfactory rating by end of project.

Table 5: Summary Table of MTE ratings¹¹⁵

Criterion	Summary Assessment	Rating
A. Attainment of project objectives and results	Most COAST Project results yet to be delivered, which is disappointing as most of demo site activities were expected to be delivered by the MTE	U
1. Effectiveness	Significant delays since project onset, and disbursement and UNIDO management costs not matched by delivery of activities	U
2. Relevance	Project helps meet delivery of NEPAD priorities but degree of threat from pollution and contamination from tourism is questionable	MS
3. Efficiency	Efficiency has also been low due to the significant delays, with 43% of budget spent for few results	U
B. Sustainability of project outcomes	Sustainability not seriously considered by MTE, with no sustainability or exit strategy yet developed	MU
1. Financial	If mainstreaming of project results can be achieved then government and private sector will take on responsibility for financing implementation.	ML
2. Socio-political	Low stakeholder ownership of the Project, particularly at demo site level, and little engagement of private sector tourism lobby	MU
3. Institutional framework	If mainstreaming of project results achieved then dependent on government and private sector capacity to implement	ML
4. Environmental	Coastal habitats targeted by Project threatened long-term by climate change effects	ML
C. Catalytic role	No replication or catalysis at MTE but potential if demo site results delivered and mainstreaming achieved	MS
D. Stakeholders involvement	Stakeholder involvement during the design stage was apparently good, although representation from demo site level was low and participation in decision-making at local level has not improved since implementation began	MS
E. Country ownership / driven-ness	Poor ownership, especially at local level, and mixed interest among national FPs who have high demands on their time and see this as a very small project	U
F. Achievement of outputs and activities	No significant delivery at demo sites to date although some useful training and capacity building activities and reports on sustainable tourism governance and management	MU
G. Preparation and readiness	Very poor project design, overly ambitious aims and far, far too many activities given the budget, spread over too many countries, and lack of clarity among stakeholders on aims of Project. Some changes made during the inception period caused more confusion.	MU
H. Implementation approach	Project management and implementation arrangements poor with many issues from local to global level	U
I. Financial planning and management	Co-financing is not clear and may be substantially less than originally pledged and needs to be reconfirmed	MU
J. Monitoring and Evaluation	M&E handicapped by poor logframe and insufficient recognition of importance of M&E from the start of Project (M&E system should have been fully in place within 6 months of implementation)	U
1. M&E Design	Very poor logframe, and confusingly 3 different sets in project document, with revised logframe confusing and even worse than original	HU
2. M&E Plan Implementation	M&E was supposed to be established within first year of implementation with collection of baseline but was not done. International M&E consultants contracted in third year to provide support but exercise was largely theoretical and activities to monitor had not been sufficiently developed (apart from those connected with the ST-EP programme which already have sets of indicators)	U
3. Budgeting and funding for M&E activities	Adequate funds for M&E appear to have been identified and ring-fenced	MS
K. UNEP & UN Partners	Rather mixed input from UN agencies involved	MU

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General Ratings

HS = Highly Satisfactory
 S = Satisfactory
 MS = Moderately Satisfactory
 MU = Moderately Unsatisfactory
 U = Unsatisfactory
 HU = Moderately Unsatisfactory

Ratings for sustainability sub-criteria

HL = Highly Likely: There are no risks affecting this dimension of sustainability
 L = Likely: There are minor risks affecting this dimension of sustainability
 ML = Moderately Likely: There are moderate risks that affect this dimension of sustainability
 MU = Moderately Unlikely: There are significant risks that affect this dimension of sustainability
 U = Unlikely: There are severe risks that affect this dimension of sustainability
 HU = Highly Unlikely: There are very severe risks that affect this dimension of sustainability

Criterion	Summary Assessment	Rating
Supervision and backstopping		
1. UNEP	Input by UNEP at critical early stages of the project (inception period) was not adequate, but good adaptive management responses have been introduced by current TM who has made considerable efforts to raise performance and delivery of project over last 12-18 months.	MS
2. UNIDO	Significant delays introduced by split in decision-making between Vienna HQ and Nairobi RCU, and confusion among stakeholders over leadership of Project. Very little involvement of UNIDO COs/Desks despite envisaged as having a significant facilitating role at national level.	U
3. UNWTO	Once LoA with UNIDO signed, delivery of UNWTO specific activities has been good and high quality. UNWTO should have been joint Executing Agency, alongside UNIDO. Current arrangement is difficult to understand given the prevalence of sustainable tourism-related activities at both national and demo site levels and comparative advantage of UNWTO over UNIDO in this area.	S

B. Recommendations

352. This MTE report has highlighted a substantial number of issues and challenges that need to be addressed, ranging from the need to give greater decision making to local groups involved with the Project, to better tracking of co-financing, to cutting activities and redesigning the project's logframe and M&E framework.

353. The following recommendations address issues that require a decision to be taken by the PSC and/or UNIDO and UNEP. They are oriented towards ensuring satisfactory delivery of Project outputs by the close of the Project (currently November 2013), and uptake of project results and recommendations into decision-making processes affecting the tourism sector, at regional, national and local levels.

354. The MTE did consider the alternative – closing down the Project (which was seriously discussed with UNEP) – given the consistent poor delivery on the project, the serious challenges the Project was facing and the 'Unsatisfactory' rating in the PIR for the FY2011. However, the MTE believes that if the following recommendations are implemented than the Project will be able to deliver on some of its original aims and important meaningful results by the end of the project. There are 9 main recommendations each of which is broken down into component recommendations.

Recommendation 1 – Revise project strategy, objective, outcomes and logframe and M&E system

Main issues

355. The Project is recognised as too complex and ambitious with many countries, demo sites, activities (some of which are not relevant to the objective of the Project e.g. HIV/AIDS awareness raising), and three sub-themes covered, and has a relatively small GEF budget for such a large regional project. Unfortunately, the long Project Document and set of three separate sets of logframes (project, 'sub-theme', and for each demo site (although the latter were missing from the Project Document) do not help understanding and have handicapped delivery of the Project and M&E and reporting. Consequently, there is a need to slim down the project design and produce a simpler, more coherent logframe, with a set of SMART indicators and realistic targets, and rebuild M&E framework. In addition, strangely, the wording of the Project objective does not reflect the range of activities proposed in Project Document – it is restricted to simply 'demonstrating best practice strategies' and doesn't encompass the project's mainstreaming, capacity building or other awareness-raising activities.

Recommendations/tasks	Responsibility*	Time frame	Deliverables/Evidence
1.1 Review and revise the project strategy and produce a single, more coherent project logframe (take out 'sub-themes' logframe), with a reworded Project Objective to include initial mainstreaming activities as set out in Project Document, and set of SMART indicators and realistic targets	RCU with guidance from UNEP TM, UNIDO PM	By April 2012	Draft logframe document
1.2 Submit revised project logframe to PSC for discussion and endorsement at 4th PSC meeting	RCU, UNIDO, UNEP, PSC	End April 2012 (4th PSC meeting)	Emails showing evidence of proposal sent to national partners prior to PSC and minutes/report of meeting

			afterwards
1.3 Redesign Project's M&E system around revised project logframe	RCU and consultants, and approval of PSC, with technical input from UNIDO, UNEP and UNWTO	End May 2012	10-page M&E plan for revised COAST Project

* - Bold indicates principal party responsible for action; non-bold are other parties with a "supporting" or "oversight" secondary role.

Comments

356. A new set of SMART indicators, with 3-4 indicators (including 1-2 IW indicators) at the Objective level, and 3-4 indicators for each Outcome will need to be designed, and new targets for end of project agreed which need to be challenging but achievable and have baselines retrofitted. It is recommended that indicators and targets are identified as a group exercise, involving the consultant groups involved (EcoAfrica, EMS consultants and UNWTO). Indicators at Output level do not need to be included in the logframe but delivery of activities and achievement of Outputs (process indicators) does need to be reported on in project reports (6-monthly and PIR).

357. A simpler, reformulated project strategy containing one Objective, two Outcomes (merging Outcomes 3 and 4 with Outcomes 1 and 2) and fewer Outputs and activities is proposed in Figure 1 in Annex 10, and an annotated logframe with suggested indicators and comments on the proposed restructuring given in Table 1 in Annex 10. In addition, it is suggested that the main BAPs/BATs sets of activities (EMS, ecotourism and reef recreation management) at the demo sites are identified as specific outputs in the revised logframe. Essentially, the proposed revised strategy (re)focuses on 1) identifying appropriate BAPs/BATs and 2) mainstreaming them into tourism sector processes (policies, regulations, plans, programmes, etc). The Project's capacity building and awareness activities are then orientated to delivering these two elements with the outcome that sustainable tourism governance and management is strengthened.

358. A suggested rewording of the project objective that more fully captures the overall aims of the COAST Project would be 'To demonstrate and support uptake of best practice approaches for sustainable tourism that reduce the degradation of marine and coastal environments of trans-boundary significance' (underlining highlights suggested additional words).

Recommendation 2 – Reduce the scope and ambition of COAST Project to fit with reality

Main issues

359. All countries, but especially in West Africa, are behind on delivery of their activities at the demo sites, typically by around 2 years (see paragraphs 118-120). There are now only two years left before the end of the Project and insufficient time to complete all Project activities. In addition, a significant part of the Project's budget has been spent (with few concrete results). Along with revision of the project strategy (Recommendation 1) it is therefore also necessary to cut some activities in some countries in order to ensure that the Project delivers some meaningful results. The project should beware of committing the 'Concorde Fallacy'¹¹⁶ of continuing to spend funds on areas of the Project that are very unlikely to deliver even if significant funding has already been spent there.

<i>Recommendations/tasks</i>	<i>Responsibility*</i>	<i>Time frame</i>	<i>Deliverables/ Evidence</i>
2.1 Identify activities sets that can be cut in those countries and at those demo sites which have not been performing and put under review (with decision by end July 2012) others that are considered unlikely to deliver results before end of project	RCU, UNIDO, UNEP, UNWTO	By 15 April 2012	Proposal for cuts (and reformulation) in COAST Project activities
2.2 Submit list of activities to be cut for discussion and endorsement at 4th PSC meeting	RCU, UNIDO, UNEP, PSC	End April 2012 (4th PSC meeting)	Emails showing evidence of proposal sent to national partners prior to PSC and minutes/report of meeting afterwards

¹¹⁶ This refers to the fact that the British and French governments continued to fund the joint development of the Concorde aircraft even after it became apparent that there was no longer an economic case for the aircraft. The project was regarded privately by the British government as a "commercial disaster" which should never have been started, and was almost cancelled, but political and legal issues had ultimately made it impossible for either government to pull out.

2.3 Monitor delivery of project activities at other sites/countries currently considered unlikely to deliver results before end of project and with dates for cutting if targets not met agreed by PSC	RCU, UNIDO, UNEP, UNWTO, PSC	Ongoing	M&E Plan, PIR reports, Minutes and report of 4 th PSC meeting
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* - Bold indicates principal party responsible for action; non-bold are other parties with a “supporting” or “oversight” secondary role.

Comments

360. Annex 11 gives recommendations for which sub-theme activity sets should be cut from specific demo sites.

361. Delivery in some countries needs to be closely monitored and if milestones are not met then they should also be cut, even if it means that country participation is limited to regional training courses. Of particular concern is Nigeria as the country never signed the contract with UNIDO (despite the presence of a UNIDO CO) and there is clear tension between the different government elements involved. Despite attempts at work-around solutions, progress is minimal in Nigeria at the MTE stage, and the causes of the delays are probably beyond the influence of UNIDO and UNEP (and there has been limited involvement by UNIDO CO in Nigeria on the matter). Consequently, the MTE feels that Nigeria should be cut if it does not properly engage VERY quickly and, as a first marker, it is recommended that Nigeria be cut from the COAST Project if original signed contract with UNWTO is not delivered to UNWTO in Madrid by 15th April 2012. The MTE also has concern about delivery to date in Cameroon, Ghana and Tanzania (although activities in the latter seems to have picked up in November and December 2011). Two targets that would judge commitment would be the delivery of acceptable proposals for all sub-theme projects proposed by participating countries and national partner statements co-financing set out in a written statement to UNIDO by end of July 2012, as this is three months after the April 4th SCM which is to be held 24-26th April.

362. In the case of Cameroon, there should be an additional target, which is that there must be a functioning system where funds can be transferred from the capital to the demo site. At present, these are not getting through, and it is recommended that the funds are sent to the UNIDO CO for forwarding to the demo site, and not to the Ministry of Environment, where they tend to remain. If this cannot be resolved and there is direct evidence of funds flowing free to the demo site, Cameroon should be cut from the Project.

363. These targets and deliverables need to be agreed by the PSC and UNIDO, UNEP, RCU and UNWTO at 4th PSC meeting but again the MTE strongly recommends that the deadline for delivery is set as early as possible after the 4th PSC meeting (ideally by end of July 2012), but NOT later than the end of 2012. If these are not delivered by then, then the country should be cut from the COAST Project and the UNIDO contracts terminated.

Recommendation 3 – Strengthen review of BAPs/BATs and linkage with activities at demo sites

Main issues

364. The global Review of ‘best practice’ approaches and technologies to reduce pollution and environmental degradation does not provide sufficient guidance to the FPs, DPCs and DSMCs on what specific BAPs/BATs should be tested at the demo sites (see paragraphs 86 and 87). In addition, the ST-EP programme, whose projects are being developed at demo sites as the ‘best practice’ ecotourism model, is not identified as a ‘best practice’ in the global Review. Projects and activities developed for testing at the demo sites need to have been shown to be ‘best practices’ for addressing these threats (in other words they need to have been identified in the global Review as appropriate to introduce/test at the demo sites).

<i>Recommendations/tasks</i>	<i>Responsibility*</i>	<i>Time frame</i>	<i>Deliverables/Evidence</i>
3.1 Expand and strengthen the initial review of ‘global best practice’ with more specific guidance on which approaches and elements of EMS, ecotourism and reef recreation management which could be applied at the demo site level to support the FPs, DPCs and DSMCs in deciding what activities they should undertake at the demo sites.	RCU, UNWTO, EcoAfrica, EMS consultants	End July 2012	Revised Review of BAPs/BATs document; record of activity in PIR for 2012; contracts of consultants to undertake work
3.2 Produce a brief (4-5 page) review of the benefits to biodiversity from the ST-EP programme approach, to be included in the revised version of the Review of BAPs/BATs.	UNWTO, consultants	End July 2012	Section in revised Review of BAPs/BATs

* - Bold indicates principal party responsible for action; non-bold are other parties with a “supporting” or “oversight” secondary role.

Comments

365. It is suggested that the international consultants leading the EMS, ecotourism and reef recreation management elements, e.g. EcoAfrica for the reef recreation management, are contracted to strengthen the original review, with the delivery of three detailed reports on the elements of 'best practice' for these three themes, that could be applied at specific demo sites.

366. However, as this is an additional activity to that covered under the original contract with UNIDO, existing contracts will need to be amended and extra funds will need to be made available to UNWTO, EcoAfrica and the EMS consultants for this work. The same case applies to other recommendations by the MTE detailed in this section that are additional to the original contracts and TORs with UNIDO. It is suggested that these groups produce a proposal for all the additional work, with a realistic budget for these activities and this be used as the basis for negotiation with UNIDO for contract amendments/extensions.

Recommendation 4 – Improve ownership, delivery and sustainability of project activities at demo site

Main issues

367. There have been few EMS activities to date at the demo sites and no clear set of agreed activities for most demo sites, except possibly Senegal, or plan for implementation. A similar situation exists for the reef recreation management element of the Project (see paragraph 92). Piloting and demonstrating BAPs/BATs at demo sites were not clearly defined during project design phase but have been largely based on the list of activities in country narratives given in the Project Document, which are generally not clear or detailed and are not costed (see paragraph 168).

368. The Project needs to provide a standard a framework for each of these 'theme projects' within which the DSMC and DPC, with support from (but not dictated by) the international consultants for EMS, ecotourism and reef recreation management¹¹⁷, can develop their own appropriate sets of demo site activities, which will help ensure a more realistic set than the initial 'list of activities' given in the Project Document narratives and higher local ownership, and greater likelihood that they will be implemented. This has already been done to a large extent for the Ecotourism component through the development of the ST-EP projects at each participating site, which also have baseline data collected as part of project development (includes data from the associated Value Chain Analyses) and indicators to measure project performance and impact, and it is recommended that the EMS and reef recreation management proposals are developed in the same participatory fashion.

369. Stakeholder participation has been mixed, with local stakeholders not consulted enough at the design stage, which has continued through implementation so there is currently low local ownership of project activities and results, and there has been confusion at some sites over the division of responsibility between the DPC and DSMC (see paragraph 237). International consultants have also been widely used during both the design and implementation of the Project, which has been criticized by stakeholders. Overall, the Project has suffered from a 'top down' approach in both design and implementation. Generally, the DSMCs need to be given much more responsibility for the development and implementation of COAST Project activities. Essentially, they should be given responsibility for designing the EMS and reef recreation management 'project proposals' and 'project briefs' (as has been done for the ST-EP projects over which there is considerable enthusiasm and high local involvement, e.g. at Watamu, Kenya), which will help reengage them in these elements of the Project and provide higher local ownership and sustainability.

370. Specifically in relation to the Project's ecotourism activities at the demo sites, the ST-EP projects form the core of these activities, and either have been, or were to be, developed in 8 of the 9 countries. The ST-EP programme has a focus on eliminating poverty by promoting 'sustainable tourism', but environmental benefits are less clear and it is not certain that the ST-EP projects will generate revenues for conservation of biodiversity, one of the aims of the ecotourism component of the project. The Project needs to demonstrate that the ST-EP projects being funded by GEF can lead to reduced environmental degradation or benefit biodiversity conservation; in other words the causal link needs to be shown. The MTE understands that there has been some initial analysis undertaken through a joint project with the International Union of Nature and Natural Resources (IUCN), which should be presented here.

371. What motivates many people to change their attitudes and practices is financial gain or loss, consequently, having financial cost-benefit data for the BAPs/BATs being piloted at the demo sites together with an analysis of economic incentives in each target country that could promote BAPs/BATs, e.g. tax breaks on clean technology, could significantly aid the mainstreaming of project results into national policies and plans and particularly their adoption by the private sector. Output 2.A in the Project Document (*National reviews and assessments of policy, legislation,*

¹¹⁷ Initial awareness-raising of what could be done in area of BAP/BAT for EMS and reef recreation management at the demo sites could be provided by the international consultants who would work with the local stakeholders and RCU to develop their proposal/project document and provide on-going guidance during its implementation. The consultants are essentially seen as providing a supporting role, as is the DPC, rather than driving the process and making decisions on behalf of the DSMC.

institutional arrangements and financial mechanisms to identify needs and requirements), for instance states that the reviews of existing environmental and tourism policy frameworks will cover the financial incentives. Although the Sustainable Tourism Governance and Management studies, undertaken through UNWTO, do touch upon these (in broad terms, including use of tax incentives to promote development in the region), but specific cost-benefit analyses for the adoption of BAPs/BATs at the demo sites would provide more powerful arguments, and should be investigated, particularly for uptake of EMS, which is a focus in Ghana, Kenya, Mozambique, Senegal, Tanzania and, although through direct funding from the COAST Project, Seychelles.

372. There has also been an issue over the payment of DSMC members and reimbursement of expenses, which was raised by several DSMCs with the MTE and it seems that there are different rules for different demo sites. These need to be standardised.

373. Finally, ICZM is not explicitly mentioned as a sub-theme with a discrete budget in the Project Document, although it is included (as ‘integrated coastal planning’) as one of many possible topics for training and awareness-raising under Outcomes/Components 2 and 3. Consequently, it is not viewed as a priority within the GEF project (though the MTE recognises its importance and that the COAST Project is likely to provide results which will contribute to ICZM processes in several participating countries), and additional project funds should not be spent on this area beyond covering the costs of the remaining two ICZM training workshops planned for early 2012, especially as the Project budget is already stretched due to the need for a 6-12 month extension (see below).

<i>Recommendations/tasks</i>	<i>Responsibility*</i>	<i>Time frame</i>	<i>Deliverables/Evidence</i>
4.1 Agree on relevant local activities on EMS and reef recreation management, then develop projects through a similar participatory approach to that undertaken for the ST-EP projects, with a clear ‘project proposal’ and ‘project brief’ ¹¹⁸ for each project at relevant demo sites with a logframe, set of SMART indicators and M&E system for each project	DSMCs, DPCs, international EMS consultants, UNWTO, EcoAfrica , with technical input and guidance from RCU and UNIDO	By end April 2012 for proposals and end of July 2012 for project briefs	Written project proposals for EMS and reef recreation projects at demo sites, 5-10 page ‘project briefs’ for each set of EMS, ecotourism and reef recreation management activities for each demo site
4.2 Review and amend the TORs for both the DPC and DSMCs, where appropriate, e.g. Watamu in Kenya, to give greater decision-making authority to the DSMCs, notably to be able to approve the project activities, Annual Work Plan, and budget for the demo site	RCU, DSMCs, DPCs, FPs, UNIDO	By end May 2012	Copies of amended TORs and email confirmation from FPs and DPCs
4.3 Discuss possibility of including environmental status and/or threat-reduction indicators (with associated baseline) within (both planned and existing) ST-EP projects, either collected directly by ST-EP project or in collaboration with the EMS or reef recreation management projects at the demo sites, and if feasible (technically and within the budget) add simple SMART environmental status and/or threat-reduction indicators (with associated baseline) to ST-EP project where deemed feasible	UNWTO, EMS consultants, EcoAfrica, RCU, UNIDO	End April 2012	Minutes of meetings, including clear decision of feasibility of environmental indicators for ST-EP projects, revised logframes for the ST-EP projects
4.4 Insert into the project proposals and project briefs of all the sub-theme projects to be undertaken at the demo sites a section that states how their project fits with the overall COAST Project aims	DSMCs, UNWTO, EMS consultants, EcoAfrica, RCU,	By end July 2012	Section included in project proposals and briefs confirmed by RCU
4.5 Undertake study to determine the financial costs and benefits of elements of the EMS, ecotourism and reef recreation management models piloted and any economic incentives to promote their uptake, e.g. favourable tax regimes, and tested at the demo sites in order to better persuade private tourism sector (and government) for their adoption within the tourism sector (private and public)	Consultants, DPCs, local hotel industry at Demo Sites , with technical input and guidance from RCU and UNIDO, UNWTO and EcoAfrica	By end 2013	Study available on COAST Project website

¹¹⁸ These ‘project briefs’ should present a clear set of agreed activities that are set out in a specific document, with objective, outcomes, outputs, activities, timeframe for execution, partnership arrangements, responsibilities, budget, and monitoring framework with indicators and targets.

4.6 Payments to DSMC members – for travel, food, etc, - need to be clarified and a written policy produced that is distributed to all DSMCs, DPCs and FPs	RCU , in discussion with DPCs, FPs and DSMCs	End July 2012	Written policy (in English, French and Portuguese)
4.7 Deliver the two remaining ‘training/awareness raising’ workshops on ICZM planned for West Africa in early 2012, but additional suggested activities, e.g. developing demo-site level ICZM plans should not be developed at this stage (possibly more relevant as a follow up to the GEF project)	ICZM consultants , RCU, PSC	March 2012	Report of two ICZM workshops and documentation of event, decision to cancel further ICZM activities reported in PSC meeting report and in 6-monthly report and 2012 PR

* - Bold indicates principal party responsible for action; non-bold are other parties with a “supporting” or “oversight” secondary role.

Comments

374. The Project needs to stress that success is NOT formal certification of the ISP14001, but uptake of elements of it, as cost is a major barrier to small hotels. The COAST Project should develop an alternative model – promoting the easiest bits to take up (the ‘low-hanging fruit’) and arguments why they should be adopted. Development of the Seychelles Sustainable Tourism Label (SSTL) could provide useful lessons and advice. It is suggested that the cost-benefit analysis study should focus on a range of different types of hotel establishments, including guest houses and medium- and large- sized hotels at demo sites in Ghana, Kenya, Senegal and Tanzania, also share data with the UNDP-GEF MBD Project in Seychelles, which will be completed within next 2 years.

375. The MTE recognizes that, again, there would be costs to adding additional environmental indicators and this may not be realistic, but it is suggested that the feasibility of integrating environmental status and/or threat-reduction indicators into the ST-EP projects or using relevant data being collected by other projects at a site is discussed between the three sets of consultants advising on the sub-theme projects (UNWTO, EcoAfrica and the EMS consultants). The aim of this element of the Project is to ‘develop ecotourism initiatives to alleviate poverty through alternative livelihoods and resources generated for conservation of biodiversity and the benefit of local communities’. Consequently, the Project could also examine adding indicators which attempt to measure whether there will be any changes in ‘revenue generation for biodiversity conservation’ directly through the Project. If additional M&E work is required for the ST-EP projects, above that already agreed in the LoA between UNIDO and UNWTO, then the extra funding should come from the GEF funds.

376. The role of the DPC should be more of technical support, coordination and facilitation while the DSMC’s role should be that of ensuring execution or implementation with clear linkages or structures with the grass root stakeholders who are the primary beneficiaries or consumers of the services. Assigning more responsibilities to the DSMCs has an added advantage of relieving some of the pressure on the overworked DPCs and likely to make them more effective, as it will allow them to focus on their key tasks.

377. Where appropriate additional DSMC members should be nominated to the Committee, particularly local hotel managers who would be able to ‘champion’ the BAPS/BATs to the local tourism industry and generate greater private sector buy-in. In addition, specific tasks and responsibilities could be given to key members of the DSMC. For instance, at Watamu, the DSMC has tasked certain individuals with special experience or knowledge of leading on the ecotourism, EMS and reef recreation management sub-themes, which has aided development and communication of project elements. It is also suggested that all Chairs of the DSMC are elected by members and not appointed by government, and that a deputy chairperson is nominated where they don’t exist.

378. Initial awareness raising of what could be done in area of BAP/BAT for EMS and reef recreation management at the demo sites could be provided by the international consultants who, as proposed, would work with the local stakeholders and RCU to develop their proposal/project document and provide on-going guidance during its implementation. It is also suggested that the contacts database for each demo sites is assessed and updated to monitor if the DSMCs are reaching their target audience; such a database would also serve as an important resource once there are thematic BAP and BAT “products” to mainstream. EMS activities could build on some existing local initiatives at some sites, e.g. plastics recycling (cost-benefit analysis would be interesting), bottle and rubbish collection from targeted beaches operated by hotels, e.g. at Watamu

379. The MTE feels that more technical support on design and implementation of the demo site projects/activities could be given from the relevant UNIDO and UNEP agencies identified in the Project Document, such as technical advice on EMS elements of the Project from the UNIDO clean energy group within the International Centre for Science and Technology in Trieste, and UNEP’s Division of Technology, Industry and Economics.

380. As a general point, there does not seem to be enough integration between the three sets of consultants advising on the sub-theme activities at demo sites. They should be invited to PSC meetings (UNWTO already attends, but not its consultants)¹¹⁹, in order to explore synergies and build a more coordinated approach to execution of project activities at the demo sites.

Recommendation 5 - Improve communication and facilitate mainstreaming of project results

Main issues

381. Public awareness of the Project's aims is low and even among most key stakeholders the aims of the COAST Project are not well not widely understood, suggesting the focus of the Project has been lost to some extent. In addition, as yet, there is no procedure for capturing the results and lesson learning from testing BAPs/BATs at the demo sites. Since this is a 'demonstration' project, it is important that the experiences of piloting the BAPs/BATs at each site are fully documented, and a formal, structured process for this needs to be developed.

<i>Recommendations/tasks</i>	<i>Responsibility*</i>	<i>Time frame</i>	<i>Deliverables/ Evidence</i>
5.1 Develop a detailed Project Communication and Mainstreaming Strategy and Plan (CMSP) that sets out what messages/results need to be promoted, who the target audiences are, who will have responsibility for which activities, how results and messages will be delivered (what are the most appropriate media for the target audience), what resources are needed (financial, staff, training) and a clear timeframe for their delivery	RCU, especially Communications Officer , UNEP and UNIDO, with specialist consultant input if needed	End of October 2012	Project Communication and Mainstreaming Strategy and Plan
5.2 Produce revised 20-30 page 'project brief' that summarizes the restructured COAST Project, its revised logframe and other elements, which can act as the technical reference source for FPs, DPCs, DSMCs (rather than them having to rely on the Project Document)	RCU, especially Communications Officer	End May 2012, following 4 th PSC meeting	'Project brief'
5.3 Develop 3-monthly newsletter for the Project sent to all stakeholders, available electronically and in hard copy, with different demo sites highlighted in each edition	RCU, FPs, DPCs	Quarterly, starting June 2012	Quarterly newsletter
5.4 Develop fact sheet and webpage for each demo project and host on COAST website, and consider a Facebook page	RCU, IT consultants, DPCs	By end December 2012	Webpages as part of COAST website, Facebook page
5.5 Develop framework for capturing experiences and lessons learned from Project, especially from demo sites (it is suggested that this is field tested first)	UNEP, RCU, FPs, DPCs and DSMCs	March 2012 and ongoing	Written guidance on how best to capture lessons from demo sites
5.6 Identify access points and opportunities to mainstream COAST Project results (e.g. demonstration project results) into the tourism sector in partner countries, building on Sustainable Tourism Governance and Management studies	UNWTO, international consultants, Tourism FPs	End October 2012	Report and database on opportunities for mainstreaming, e.g. upcoming review of National Tourism Plan, database of contacts and events to be targeted

* - Bold indicates principal party responsible for action; non-bold are other parties with a "supporting" or "oversight" secondary role.

¹¹⁹ UNWTO commented that 'UNWTO is using its own technical expertise to provide advice to the ecotourism activities at the demo sites, and has not hired consultants for it (apart from initial training seminars delivered together by UNWTO officials and UNWTO consultants). UNWTO has only hired consultants to carry out the sustainable tourism governance study. So far, UNIDO has not yet made funds available to UNWTO to undertake review missions to the demo sites where ecotourism projects are carried out (UNWTO officers could make brief visits to some of the sites during PSC meetings and regional training seminars), which limits possibilities for UNWTO to provide specific advice. In order to get some relevant background information on the ecotourism potential of the various demo-sites, UNWTO has always used the missions of the sustainable tourism governance consultants to exchange with them some views and ideas on relevant ecotourism activities that could be supported at the demo site (although this was not part of the official assignment of the consultants). If the consultants for the sustainable tourism governance study would have to participate in the PSC, UNWTO would offer an additional contract to them provided that extra funds are made available to UNWTO'. The MTE suggests that UNIDO and UNWTO (with input from the consultants) discuss this and weigh the pros and cons to see what would be most cost-effective.

Comments

382. The additional work from UNWTO to identify opportunities for mainstreaming project results should feed into the Project Communication and Mainstreaming Strategy and Plan. As this is not included in the original LoA with UNIDO, a contract modification and additional funding will need to be provided to UNWTO to deliver this. UNEP in Nairobi has some experience in the area of capturing lessons learned, which could be drawn on, and both UNIDO and UNEP have experience of successful mainstreaming approaches within their organizations which again could be valuable for the RCU team (especially the Communications Officer).

383. When results do start to flow from the demo sites on BAPs/BATs, it may be worth inviting local and national decision makers/institutions identified as key targets for mainstreaming to the demo sites (in the Project’s CMSP document) to show them project results and their impact.

384. The CMSP could include a template for an action plan which FPs and DPCs could fill in to identify follow-up activities needed for mainstreaming, ideally followed up by an expert mission (UNWTO consultants) to one or a few countries to assist in the preparation of the action plan, which would form the basis of the work plan for the last 12 months of the Project and serve as an example for other countries.

385. The Project (and UNIDO, UNEP and GEF) also needs to ensure that all project documents and communications are dated (in the text). The MTE found it frustrating to reconstruct some timelines as not all documents are dated.

Recommendation 6 – Provide and build capacity to enable stakeholders to fully participate in COAST Project

Main issues

386. The DSMCs are expected to organize delivery of project activities at the demo sites (overseen by the DPC), yet many have very little capacity (paragraph 240). In addition, the DPCs, who support the DSMCs have considerable demands on their time due to their other work which can create a bottleneck to project implementation at the demo sites (witnessed by the MTE at Watamu). Consequently, there is a clear need to increase capacity at the demo level, especially as there is now only two years left before the end of the project and the majority of activities at the demo sites have still to be developed and delivered. Local capacity assessments need to be undertaken in relation to the recommendation to a) design the EMS and reef recreation project proposals in a participatory fashion and b) deliver the EMS, ecotourism and reef recreation projects at the demo sites and capture the lessons learned from these, and other recommended changes to the design and delivery of the overall project and sub-theme projects at the demo sites (see above).

387. TNAs were undertaken during the first year and do include some analysis of the local situation and needs, but do not precisely reflect what is needed in terms of delivery of the sub-theme projects and they should be updated. Ideally, they would have been done around the same time as development of the sub-theme projects but this did not occur due to problems over timing (delays – see above).

<i>Recommendations/tasks</i>	<i>Responsibility*</i>	<i>Time frame</i>	<i>Deliverables/Evidence</i>
6.1 Undertake capacity assessments of needs for delivery of the individual project elements at demo sites, building on the TNAs ¹²⁰ conducted during the first year of implementation (update the TNAs), and including capacity needed to undertaken M&E at the site	DSMCs, DPCs, UNWTO, EcoAfrica, EMS consultants, RCU	By end of May 2012, to tie with completion of proposals for EMS and reef recreation management at demo sites	Sections on capacity needs to deliver three sub-theme activities at demo sites identified in the ‘project proposals’ and ‘project briefs’ for the three sets of activities (EMS, ecotourism reef recreation management) at each demo site
6.2 Undertake training of DSMCs and other relevant stakeholders at demo sites in areas identified by the demo site capacity	UNWTO, EMS consultants, EcoAfrica	By end July 2012	Reports on training workshops and other capacity building activities

¹²⁰ UNIDO commented that ‘Each country does have more detailed demo site level TNAs and these will be utilised (and adapted) to ensure the most relevant capacity building input to support demo site implementation and planning are provided’. The MTE was not aware of specific demo site TNAs, but as pointed out above the TNAs were done before the individual sub-theme projects were developed at the demo sites.

assessments in order to enable delivery of the BAPs/BATs projects in the three sub-theme areas			
6.3 Identify capacity building needs to facilitate uptake of project results into national policy, regulatory and planning processes, and undertake capacity building/training programmes (e.g. workshops to present Sustainable Tourism Governance and Management studies)	F Ps, RCU, UNWTO, international consultants, Tourism FPs	During 2013	Report on capacity building and other needs, report of workshops
6.4 Consider ‘twinning’ some demo sites, e.g. Watamu in Kenya and Bagamoyo in Tanzania, with annual meeting, as this would provide a learning and experience sharing opportunity, forum for some targeted capacity building, including mentoring, and help maintain enthusiasm among the <i>pro bono</i> members	D SMCs, DPCs, RCU	End of 2012	Discussion and decisions recorded in 6-monthly report at end of 2012

* - Bold indicates principal party responsible for action; non-bold are other parties with a “supporting” or “oversight” secondary role.

Comments

388. Some capacity assessment for implementing the ST-EP projects at the demo sites has already been undertaken as part of their development of the proposals for these projects (training workshops) but more may be needed, e.g. negotiation and conflict resolution, governance and leadership skills, financial management, reporting, community based M&E, communication/marketing (getting the message across) and, to promote sustainability, proposal development.

389. Some additional capacity building will be needed to facilitate mainstreaming of project results more widely into public and private sector tourism (get the Project’s message across). These will need to be identified in the proposed Communications and Mainstreaming Strategy and Plan (see Recommendation 5). At this point, with so few project deliverables, and the analysis of mainstreaming processes and opportunities/’entry points’ incomplete, it is not possible to say what these capacity needs – for training and advocacy work – will be.

Recommendation 7 – Clarify and document all co-financing and leveraged funds

Main Issues

390. The levels of co-financing, particularly from national partners are still not clear and need to be re-confirmed, and reporting by partners on co-financing provided to date has been very poor (see paragraphs 267-273), including from by UNEP! Co-financing will need to be reassessed in light of the MTE recommendations, as cutting some activities and possibly countries will impact sources of co-financing, particularly in the case of Ghana and Nigeria. In addition, there have clearly been some additional leveraged funds provided to the Project (see paragraphs 274 and 275) and these need to be fully calculated and documented.

<i>Recommendations/tasks</i>	<i>Responsibility*</i>	<i>Time frame</i>	<i>Deliverables/Evidence</i>
7.1 Reconfirm co-financing for whole duration of COAST Project	RCU, project partners, especially national partners	End May 2012	Report in 2012 PIR
7.2. Capture and report on additional leveraged funds provided to the Project (specific reporting form could be developed for this)	RCU, project partners	On-going	Leverage funds reported in every PIR and 6-monthly report

* - Bold indicates principal party responsible for action; non-bold are other parties with a “supporting” or “oversight” secondary role.

Recommendation 8 – Strengthen management, administration and project oversight and linkage

Main issues

391. A wide range of issues were identified related to project management, administration and oversight and linkage (see ‘Implementation approach and management framework’ section).

392. There have been significant delays over the contracting and disbursement processes partly due to lack of capacity (staff time) at the UNIDO HQ in Vienna and insufficient support from the RCU in Nairobi, although national partners have been equally to blame for creating holdups (paragraph 120). In addition, there are delays in provision of financial data from UNIDO (Vienna) to UNEP in Nairobi, which again appears to be due to insufficient capacity. Unfortunately UNIDO is transferring to a new management system (SAP) that will inevitably introduce new sources of delay into the Project execution in 2012 (although it recognised that it also offers an opportunity and is timely given the need to restructure the Project – see Recommendation 1). Leadership and decision-making on the Project by UNIDO/RCU has also been criticised, in part because of the UNIDO set-up for project execution produces a ‘split leadership’ in many people view, but also because of a perceived lack of direction from the RPC by some of the key individuals within the Project (paragraphs 202-205). In addition, although the UNIDO COs/Desks were originally envisaged as playing a significant role in project management and monitoring this has not happened to any significant extent, although they could play a very important (critical) role in supporting the delivery of national and demo sites activities for the remainder of the Project (see paragraph 214)¹²¹.

393. The delivery of the Project by the RCU and UNIDO has been slow, and management capacity, effectiveness and leadership by the team has been recognised (and accepted) as inadequate. These are gradually being addressed but there are several weaknesses within the RCU that need to be treated as a priority. These include: the absence of a French- or Portuguese-speaker, which has reduced the efficiency of project administration, management and reporting for Cameroon, Senegal and Mozambique; the need for a single individual to be tasked with providing the FPs with support on reporting; an individual who is tasked with dealing with all administration relating to contracting, procurement and disbursement who links directly with the UNIDO HQ in Vienna on these issues (not the RCU as he is not strong in this area); a dedicated Communications Officer who is working 3 days a week (more during final year when most project results are expected to be delivered); training in negotiation/conflict resolution and project management for all staff (and leadership skills for the RPC would perhaps be valuable as well). It is also recommended that the issue of leadership on the project is discussed and communicated to the FPs and DPCs and that the RPC is made the sole contact point for the COAST Project, e.g. disbursement requests are channelled through the RCU, rather than partners having to deal with Vienna. Assuming the MTE recommendations are accepted there will need to be changes in the capacity and makeup of the RCU in order to effectively deliver the restructured Project within two years.

394. Consideration was given to whether to recommend that the RPC should be replaced as, ultimately, he is responsible for much of the delivery of the Project. However, many of the challenges this project has faced stem from original poor design, lack of clarity over what the Project should (and can) achieve, and the inadequate corrections made at the inception period over which several people share responsibility. Also, the RPC knows the project (activities, sites) and stakeholders well, has good interpersonal skills, good working relations with the FPs and DPCs, and a good technical background, and replacing him would cause further delays as his replacement would have to revisit all the countries and sites and build new relationships. Instead, he should be ‘playing to his strengths’ with someone else dealing with project administration, and allowing him more time to provide technical support to the project teams. However, it is suggested that the current supervisory arrangement, where the RPC reports on project progress to the UNIDO PM and UNEP TM once every 4-6 weeks is kept in place till the end of the project (although it should be expanded to include UNWTO as a good deal of the remaining activities involve them).

395. At the regional level, the PSC as the project oversight body needs to agree and endorse the recommendations of this MTE Report. However, the next PSC meeting is not scheduled till July 2012, which the MTE considers too far in the future as decisions need to be taken on these recommendations as soon as possible. It is therefore suggested that an ‘Extraordinary PSC meeting’ is held in April 2012.

396. At the national level, some FPs have not been fully engaged in the Project for a variety of reasons (see paragraphs 120 and 219). Tourism FPs feel marginalised within the Project (some complained they would like to be much more involved), although the Ministry of Tourism has stronger connections with private sector tourism, which is a key target group for the COAST Project, and is the principal ministry for ensuring that project results are mainstreamed into tourism sector policy, regulations, planning and programmes. The Project needs to find ways to reengage the FPs. Delivery in the West African countries has been poorest, and FPs and DPCs need most support from the project management if they are to catch up. Volunteers could provide some additional capacity in this region but would need to be managed from the RCU in Nairobi. In addition, National Steering Committees, which were intended to have an oversight role on Project implementation at the national level, have not been established, except The Gambia. This is a pity as they could have facilitated the uptake of project results across government and sectors.

¹²¹ UNIDO commented that ‘They have been asked to play a role and the project already provides support for travel when needed (cf Nigeria). However, the RCU needs to copy the corresponding UR when communicating to the countries in order for them to feel part of the project.’ However, the MTE does not believe this is enough nor respects the original commitment (which was taken into account by GEF when deciding to award the funds), and they need to play a much more active role.

397. At the agency level, UNWTO has a comparative advantage over UNIDO in terms of its experience with developing and implementing ecotourism programmes and linkage with national tourism agencies and private sector tourism players due to its membership structure. Consequently, it would be more appropriate if the tasks under Outcome 2, which deal mostly with mainstreaming project results into the tourism sector were made the responsibility of UNWTO working in partnership with the Ministries of Tourism, with most of the activities associated with Outcome 1 – EMS and reef recreation management activities and upgrade of the Review - remaining with UNIDO working in partnership with the Ministry of Environment. Again, this would involve additional management and administration input, above what has been agreed in the LoA between UNIDO and UNWTO.

<i>Recommendations/tasks</i>	<i>Responsibility*</i>	<i>Time frame</i>	<i>Deliverables/Evidence</i>
<i>UN agency level</i>			
8.1 UNWTO and Ministry of Tourism to take the lead on mainstreaming activities (Outcome 2, under revised project structure), whereas the UNIDO and Ministry of Environment takes responsibility for delivery of the demo projects (Outcome 1) through their DPC.	UNWTO, national FPs for Tourism, UNIDO	By end May 2012	Amended LoA/ToR for UNWTO involvement in COAST Project
8.2 If/when COAST delivers some results, linkage should be sought with UNEP's Tourism and Environment Programme (http://www.unep.fr/scp/tourism/) within its Sustainable Consumption & Production Branch which can also disseminate results through this platform	RCU, UNIDO, UNWTO	Ongoing	Email correspondence, minutes of meetings and documentation of linkage with UNEP's Tourism and Environment Programme
<i>PSC</i>			
8.3 Hold an 'extraordinary Steering Committee Meeting' in April 2012 to present, discuss and approve the MTE recommendations, including cuts to activities, demo sites and countries	PSC, RCU, UNIDO, UNEP, UNWTO	April 2012	Report of 4 th PSC meeting
<i>RCU</i>			
8.4 The roles and responsibilities (including decision-making capacities) of the UNIDO HQ Project Manager, the RC, and UNIDO CO/desks need to be made clear (in writing) to the FPs, DPCs and DSMCs, under the new restructured project, or additional delays and confusion will occur. ¹²²	RCU, UNIDO HQ	April 2012	Detail included in revised project brief
8.5 Review current capacity and experience/skills mix of the RCU to determine what changes are needed in terms of staffing and training to effectively deliver the restructured Project within two years, and, depending on results, review and revise contracts and ToRs and, if necessary replace staff or offer additional training. Additional staff at the RCU may be needed depending on the results of the capacity assessment mentioned above	Independent consultant or HR staff from another UN agency at Nairobi, UNIDO	May-June 2012, after MTE's recommended changes to Project are endorsed by PSC	Report on capacity of RCU to deliver restructured COAST Project, revised ToRs or staff, or replacement with new staff
8.6 Employ a part-time French- and, preferably, Portuguese-speaker to provide support to the RCU and who can act as the contact point for Cameroon, Senegal and Mozambique	UNIDO, RCU	By June 2012	Copy of contract with TOR
8.7 The Communications Officer at the RCU should take responsibility for overseeing project reporting and act as the contact point for the FPs and DPCs for this activity ¹²³	Communications Officer, RCU	March 2012	Role reflected in revised ToRs for this post
8.8 4-6 weekly management/supervisory meetings of RPC should continue to end of project, but be expanded to include UNWTO, with a 2-3 page summary of project progress and minutes of meetings kept	RPC, UNEP TM, UNIDO PM, UNIDO	On-going	Minutes of meetings

¹²² UNIDO commented that 'This is currently the case'. However, it was very clear from MTE interviews that the situation is still not understood by the FPs. In addition, the revised project structure and arrangements mean the new system will need to be explained.

¹²³ The MTE understands that the Communications Officer left for another position within UNEP in March 2012. This position is considered critical for the effective dissemination and uptake of the COAST Project results and he needs to be replaced.

8.9 RPC to visit UNIDO HQ in Vienna at least once a year to facilitate smoother delivery and management of the Project and establish and build a better project team ¹²⁴	RPC, UNIDO	June 2012	Arrangement recorded in next 6-monthly report, and Back to Office Reports by RC
<i>National level</i>			
8.10 National UNIDO COs/Desks should directly support the Project through a) being a national contact point for the Project for the FPs and acting as conduit for delivery by the national partners for COAST Project financial reports and requests for disbursement (particularly ensuring the facilitation of flow of funds to demo sites), b) undertaking regular monitoring of project progress, which is then communicated to the RCU an UNIDO HQ (regular phone call/meeting with the FPs would be sufficient, and c) promoting uptake of the Project results within national level processes and programmes (as identified by Project's Communication and Mainstreaming Strategy)	UNIDO HQ, UNIDO COs/Desks, RCU	By June 2012	Arrangement detailed in UNIDO document and confirmed in 4 th PSC meeting report
8.11 National GEF Committees should be substituted for the defunct Project's National Steering Committee and used as a forum to facilitate mainstreaming of project results	FPs, National GEF Committees	By end Sept 2012	Decision included in FP reports to RCU, copies of minutes of meetings
8.12 ToRs for the Tourism FP should be revised with additional activities, responsibility and resources identified, for leading the process to mainstream results from the demo sites and tourism governance and management studies into tourism sector policy, regulations, planning and programmes	Tourism FPs, UNIDO HQ, RCU, UNWTO with PSC endorsement	Revised ToRs by end May 2012	Copies of ToRs held on file at UNIDO
8.13 National Focal Points should meet at a minimum of once a month for the remainder of the Project to discuss project progress and ensure both FPs are fully informed of the others activities and issues and developments on the Project	National FPs	From end April 2012	Minutes of monthly meetings sent to RCU and included in semi-annual reports from countries
<i>Local level</i>			
8.14 Examine desirability and cost effectiveness of additional volunteer to demo sites (either from UNWTO or VSO) to provide support for Nigeria and Ghana demo sites and arrange for one depending on whether these countries demonstrate that they can engage fully with the Project and improve project delivery by end June 2012	RCU, FPs for Nigeria and Ghana**, UNWTO	Process to begin by end of June 2012	Email correspondence showing volunteer is being arranged, documentation of process and results in 2012 PIR

* - Bold indicates principal party responsible for action; non-bold are other parties with a "supporting" or "oversight" secondary role.
** - This depends on delivery by Nigeria and Ghana

Comments

398. Additional staff time provided by UNIDO HQ, may count as additional leveraged funds if the UNIDO HQ co-financing contribution is exceeded by the end of the Project. Also, the MTE recognises that greater involvement of the UNIDO COs/Desks will have costs as most COs/Desks have minimal staff (usually just a Representative and secretarial/administrative support) but believes that their more active involvement could, if their activities are targeted, significantly aid project delivery. However, presumably their involvement was already costed in as UNIDO co-financing as their role is specifically covered in the Project Document.

399. UNIDO HQ and the RCU need to ensure that it always has adequate capacity available to the COAST Project to avoid any delays – with two years left on the project administrative delays cannot be allowed. One option to speed up requests for payment and disbursement would be to empower the RCU to sign off on disbursements on the basis of requests sent to them from the relevant national UNIDO COs (see above), with counterparty check made by the UNIDO CO Representative in Kenya (who sits in the office next to the RCU team). Providing increased capacity at UNIDO HQ is likely to be more expensive than employing the equivalent at the RCU or the UNIDO COs/Desks. It is also

¹²⁴ These should take place at the mid-point between PSC meetings. This recommendation is considered desirable but not a priority in terms of the budget (cost would be relatively high) although it would have benefits.

possible that some of the administrative tasks on the COAST Project could be shared between the different projects being managed by COs/Desks, which might reduce costs. In addition, UNIDO's move to their new management system (SAP) may offer new opportunities for improving the organisation of the management of the COAST Project, although details were still sketchy when this was discussed at the end of the mission to Nairobi.

400. It is suggested that the UNIDO COs/Desks host a meeting of the two national FPs and DPC at the UNIDO office every 3 months to brief the Representative on progress and discuss if there are issues where the CO/Desk can help, with copies of minutes of the meeting kept and sent to the RCU.

401. Rather than a part-time French-, Portuguese- and English-speaker at UNIDO HQ, a better long-term solution would be to find a tri-lingual RCU staff member. The RCU also needs to solve the problem of translation of project documents into languages other than English, although it is recognised that this has been a problem since the beginning of the Project, and it is clear that not enough thought was given to language issues at the project design phase and an appropriate budget allocated.

402. Also, GEF Council made recommendations over the need to ensure that a full M&E system was established within a year of the project beginning, but this was not done. GEFSEC and the IAs need to pay more attention to recommendations and ensure that they are implemented, perhaps with a special section in the first PIR and inception report that details how the project has followed up on these recommendations.

Recommendation 9 – Agree on way forward and approve project extension of 6-12 months

Issues

403. As discussed above, the COAST Project is **Highly Unlikely** to deliver its key objective and outputs by the current end of the project (November 2013). Even with the smaller, more streamlined structure, suggested under Recommendation 1, some of the Project's activities cannot be completed within the current time frame as they are dependent on other results being delivered first, e.g. Outcome 2 to a certain extent relies on Outcome 1 results. Although the MTE believes that delivery of activities at demo sites is possible inside 2 years if Recommendations 1-4 for a restructured project are implemented. However, the broader, mainstreaming activities of the Project – designing communication and advocacy materials and building capacity to feeding the project results into mainstreaming processes are likely to take longer. It will also require some time to instigate the MTE recommendations. Consequently, there is a clear need for a 6-12 months no-cost project extension beyond its current finishing date of November 2013 (so finishing sometime between May - November 2014), in order to increase the likelihood of results being delivered and improve the impact and sustainability of project results.

<i>Recommendations/tasks</i>	<i>Responsibility*</i>	<i>Time frame</i>	<i>Deliverables/ Evidence</i>
9.1 Discuss above recommendations on how Project should proceed including which/how many countries can/will continue with their demo project components at the 'Extraordinary PSC meeting' (4 th) based on the recommendations of the MTE Report, with a decision on how to proceed.	PSC members with support from RCU	April 2012, with decision confirmed by late July 2012	Minutes of PSC meeting
9.2 Define a revised project workplan and timelines for delivery of the demonstration projects and integration of project results into national tourism policy and planning forums, based on the above agreement (and associated budget re-calculations) with case for project extension	RCU , other members of the PSC	By end October 2012	Copy of revised workplan and timelines on Project website Emails showing evidence of documents sent to PSC members and associated correspondence
9.3 Seek PSC approval by email for a project extension (likely to be 6-12 months) based on the revised workplan and budget	RCU, PSC members, UNEP, UNIDO, UNWTO, EMS consultants, GEF?	By end 2012	Document from UNEP and UNIDO approving proposed project extension, copies of revised contracts, and reported on in PIR for 2012 and 2013

* - Bold indicates principal party responsible for action; non-bold are other parties with a “supporting” or “oversight” secondary role.

404. At the 4th PSC meeting, countries should be given the option to drop out of the COAST Project. If they decide to stay in, one consequence should be that they have to provide written evidence of the total amount of co-financing to be provided by the national partner and a letter stating that the ministry is committed to delivering the rest of the project.

405. An extension will have consequences for the Project budget and for co-financing, since the partner countries will need to provide an additional 6-months worth of in-kind funding (although it should be low as most activities will focus on mainstreaming results rather than activities at distant demo sites demo sites). Consequently, this extension will need to be endorsed by the COAST Project’s PSC and participating governments as well as UNEP, UNIDO, the RCU and GEF.

406. A detailed analysis of the financial impact of a 6-month extension needs to be undertaken and if funds are likely to be insufficient then either additional fund-raising will be required or cuts in some other activities or (better) management costs will need to be made, particularly the RCU (the major direct expenses associated with project extension are expected to be the RCU salaries and office running costs, which are likely to be substantial). One option to save on management costs would be to reduce the operation of the RCU to 3 days a week during this 6-12 months extension (less management will be needed anyway, as, as pointed out, demo site activities should be complete), or alternatively, change the contracts of RCU staff to temporary, short-term consultant (SSA) contracts, which would be cheaper to operate.

407. UNIDO and UNEP will also face additional costs related to supporting the project extension, a situation that both have already indicated they are prepared to accept if the Project restructuring (recommendation 1) is likely to deliver results. At the national level the cost for extension of national Focal Point (FP) salaries would need to be covered from government co-financing. However, the DPC’s additional time would need to come from GEF funds. Participation of the DSMCs, would have to rely on their continued willingness to give their time and services for free, although there will be additional costs related to reimbursement for expenses for attending meetings, training, Project events and activities, etc.

C. Lessons Learned

408. The following lessons are based on the above findings and relate to some of the key constraints experienced during this Project identified during the MTE. In view of the relatively early stage in project implementation, there are few lessons and these are largely based on straightforward issues that have emerged related to project design, co-financing and payment to project personnel. It is expected that the Project will generate further insights on a wide range of implementation issues, such as project management, finance and communication, and hopefully on lessons for effective demonstration and mainstreaming in sub-Saharan Africa, by the end of the project.

Project design and review

409. The COAST Project had a fairly lengthy design phase which apparently involved input from many stakeholders. However, it is clear that the Project as originally designed was very complex and too ambitious for the budget, especially as it relied upon a very high GEF:co-financing ratio for delivery (particularly the contribution from national partners). There were flaws in the logframes and other weaknesses such as lack of detail on project activities at demo sites, and complex and/or inadequate management arrangements, which were not properly identified or addressed during the proposal review phase. Unfortunately, these were left until the inception phase to be corrected, although this was not adequately done in some areas. As a result delivery of the Project has been handicapped since.

410. The first lesson to be drawn here is that a badly designed project leads to operational problems during implementation and it is essential that there is a comprehensive review of the project design and implementation arrangements, preferably by an independent consultant and verified by the IA and EA at the inception stage. The second lesson is that projects with many and unclear objectives and activities are unlikely to deliver well. While this is obvious, it does not seem to have been missed by GEF when this project was designed. It should be noted that one of the reasons why the ST-EP projects have been well received is that they have clear aims set within an understandable framework, with good indicators that people can easily use to measure project progress and success (or failure). The third lesson is that budgets need to be based on reality and not optimism – the COAST budget was completely out of line with what was proposed and it relied on a very high proportion of co-financing from national partners which is not realistic in Africa in particular.

411. The overall message is that projects need to be clear and not spread themselves too thinly – this was a demo project and it would have been more effective (and still would be) if there were half the number of countries involved with each receiving twice their budget (the GEF budget would have been more realistic for a 2-3 country demonstration

project). Also, from a management perspective dealing with 4 countries is a lot less work (cost) and likely to be more efficient, than dealing with 8 or 9. Again, this is self-evident but, again, seems to have been forgotten during the design phase.

412. As a general comment, GEF needs to consider strengthening the project review process, which clearly failed on this project (the STAP Reviewer, GEFSEC, UNEP and UNIDO failed to properly assess and revise the project during the final stages of its development and inception). Although the GEF project development process has improved since GEF-3, it is still recommended that in addition to the STAP review process, GEF consider establishing a Project Implementation and Management Advisory Panel (PIMAP) comprising a roster of external, independent consultants with strong backgrounds in GEF project management (there are now many people who have delivered a GEF project, including many in Africa, since the GEF initiative began), who could review proposals to assess whether they are implementable from an operational, management and administrative point of view, as opposed to their scientific and technical value (which is what GEFSEC and the STAP reviewer tend to focus on too much). An alternative, but less effective, approach would be to ensure that an independent review of the Project is undertaken at the beginning of the Inception Period (the MTE consultant has encountered this on other GEF projects and it has often been critical to their successful delivery). It would also be worthwhile requiring all GEF projects to undertake a Review of Outcomes to Impacts (ROtI)¹²⁵ analysis to be undertaken at the design stage, rather than at the MTE or Final Evaluation stage.

Co-financing

413. Co-financing pledged for implementation of the Project, evidenced by the letters of endorsement submitted with the proposal to GEF was substantial, representing more than US\$20 million. However, the amounts reported up to the MTE point were much less than expected and several countries have still to fully confirm their co-financing commitments more than two years after the Inception Workshop and the 1st PSC meeting at which it was agreed that partners would (re) confirm their co-financing to the RCU within a couple of months.

414. The loss of continuity and institutional memory due to the length of time between the submission of the co-financing letters to GEF (dated from December 2005 to April 2006, except for that from UNWTO dated September 2006) and the COAST Project starting operation (November 2008), may be a factor behind the difficulties in the mobilization of co-finance, although the MTE also encountered a complaint from many FPs who believed their government's contribution relative to the amount they were receiving from GEF was too high (especially as the Project had yet to deliver many tangible results which could justify the co-financing). Although revised co-financing commitments were included in the contracts between UNIDO and the national partners, the letters of commitment from participating countries submitted to GEF were not renewed and, apparently no records were kept as to how partner contributions were initially estimated.

415. The lesson here is that, letters of commitment from Governments and other project partners need to be renewed at the inception phase especially when there is an extended period (e.g. more than two years) between GEF CEO approval and the effective start of project implementation, and this should be made a condition for the project to continue and more from inception to implementation. It is also important to keep clear records for future reference of how partner contributions in terms of in kind and cash support were calculated.

Remuneration for Project Partners

416. The question of remuneration for Focal Points staff and payment of expenses for attending COAST Project meetings and events was raised a number of times with the MTE, and has been discussed at previous PSC meetings (see paragraphs 219 and 220). In practice, it is not possible for UNIDO or UNEP to address these requests because of GEF regulations that do not permit GEF funds to be used to pay top-ups to salaries of government employees involved in GEF projects, regardless of the practice or expectations in the country concerned (although FPs do receive other benefits from the Project, namely training and chance to attend PSC meetings).

417. Unfortunately, some other international development agencies and even NGOs do pay these, and where one partner pays top-ups to government staff, and another doesn't, the latter will inevitably create staff motivation problems. At this stage of the COAST Project, the only option within is to provide allowances through national co-financing. There is no direct recommendation in this area since UNIDO and UNEP are not in a position to provide a solution that would satisfy partners.

¹²⁵ GEF Evaluation Office (2009). ROtI: Review of Outcomes to Impacts Practitioners Handbook. http://www.gefweb.org/uploadedFiles/Evaluation_Office/OPS4/Roti%20Practitioners%20Handbook%2015%20June%202009.pdf

418. A lesson of general relevance during the development of the budget for GEF projects is to work with national GEF Focal Points to ensure that there is a clear understanding of the nature of funding available for staff remuneration in order to manage expectations from the outset of the project and, where appropriate, to build allowances into national co-financing in order to be in harmony with other development partners' practices.

Effective demonstration sites

419. It is probably too early to draw conclusions about why some demo sites have delivered better than others, but in the MTE's opinion the reason that Watamu in Kenya and Inhambane in Mozambique are more advanced than others is probably because they already had very active local community groups (NGOs and CBOs) prior to starting the COAST Project, who already had some capacity and many of whom had worked together on projects in the past. This is something that should be examined in more detail by the Final Evaluation, as there may well be valuable lessons to learn here that would be widely applicable.

Annexes

Annex 1: MTE Terms of Reference

TERMS OF REFERENCE

**Mid-Term Evaluation of project GF/4010-07-06 (4987) GFL/2328-2732-4987
"Demonstrating and Capturing Best Practices and Technologies
for the Reduction of Land-Sourced Impacts Resulting from Coastal Tourism (COAST)
GEF ID No. 2129**

PROJECT BACKGROUND AND OVERVIEW

Project General Information¹²⁶

Table 1. Project summary

GEF project ID:	2129	IMIS number:	GFL/2328-2732-4987
Focal Area(s):	International Waters	GEF OP #:	10
GEF Strategic Priority/Objective:	1, 2 & 3 (Innovative demonstrations for; restoring biological diversity, reducing contaminants and addressing water scarcity)	GEF approval date:	2 August 2007
Implementing Agency	UNEP	Executing Agency	UNIDO
Approval date:	Nov 2007	First Disbursement:	06 Dec 2007
Actual start date:	17/11/2008	Planned duration:	60 months
Intended completion date:	31 October 2012	Actual or Expected completion date:	15 November 2013
Project Type:	FSP	GEF Allocation:	\$5,388,200
PDF GEF cost:	\$626,400	PDF co-financing:	-
Expected MSP/FSP Co-financing:	\$23,456,816	Total Cost:	\$29,471,416
Mid-term review/eval. (planned date):	3 rd or 4 th quarter 2011	Terminal Evaluation (actual date):	N/A
Mid-term review/eval. (actual date):	N/A	No. of revisions:	None
Date of last Steering Committee meeting:	08/2010	Date of last Revision*:	N/A
Disbursement as of 30 June 2010 (UNEP):	\$ 1,660,609	Date of financial closure:	N/A
Date of Completion:	N/A	Actual expenditures reported as of 30 June 2010	US\$ 1,113,682
Total co-financing realized as of 30 June 2010:	6,9M US\$ ¹²⁷	Actual expenditures entered in IMIS as of 30 June 2010:	US\$ 410,318
Leveraged financing:	--		

¹²⁶ Source: UNEP GEF Project Implementation Report (PIR) Fiscal Year 2010

¹²⁷ As per formal communications to be presented by project partners at project Steering Committee to be held in August 2010

Project Rationale

420. The marine and coastal resources along the 48,000 km of sub-Saharan African coastline are under threat to a varying degree from the impacts of development-related activities. In particular, coastal tourism contributes to the threats to the coastal and marine ecosystems through tourism-related pollution and contamination. At the same time, coastal tourism is often considered the ‘environmentally friendly’ alternative to more exploitative livelihood options. Based on the identified issues and proposals at the Ministerial and Heads of State meeting in Johannesburg at the World Summit on Sustainable Development and the thematic group on coastal, marine and freshwater ecosystems of the New Partnership for Africa’s Development, the project aims to demonstrate best practices and strategies to reduce the degradation of marine and coastal environments of trans-boundary significance resulting from pollution and contaminants and associated impacts.

Project objectives¹²⁸ and components

421. The overall goal of the COAST project is: *“Supporting the conservation of globally significant coastal and marine ecosystems and associated biodiversity in sub-Saharan Africa, through the reduction of the negative environmental impacts which they receive as a result of coastal tourism.”*

422. According to the Project Document, there are four main objectives within the project, namely:

- (i) To capture Best Available Practices and Technologies (BAPs and BATS) for contaminant reduction & sustainable collaborative tourism investments¹²⁹. This general objective has four specific sub objectives (see <http://coast.iwlearn.org/project-documents-reports/publications/BAPS%20and%20BATS/> & Table 1 below):
 - a. Establish and implement Environmental Management Systems and Voluntary Eco-certification and Labelling Schemes
 - b. Develop eco-tourism initiatives to alleviate poverty through sustainable alternative livelihoods, and generate revenues for conservation of biodiversity and for the benefit of local communities
 - c. Improve reef & marine recreation, management and monitoring mechanisms and strategies
 - d. ICZM & integrated land use planning;
- (ii) To develop and implement mechanisms for sustainable governance and management that measurably reduce degradation of coastal ecosystems from land-based tourism sources of pollution and contamination (being led by UNWTO – www.unwto.org);
- (iii) To assess and deliver training and capacity support requirements emphasising an integrated approach to sustainable reduction in coastal ecosystem and environmental degradation within the tourism sector (see: <http://coast.iwlearn.org/project-documents-reports/Research%20and%20Environmental-analyses>);
- (iv) To develop and implement information capture, information processing and management mechanisms to promote information dissemination, learning & sharing (see e.g.: www.coast.iwlearn.org ; www.iwlearn.org and <http://iwlearn.net/News-1/iwlearn-old/african-marine-atlas/view>).

¹²⁸ Terms such as development objective, long-term objective, outcomes etc. used in the following section are the ones used in the Project Document. Their use does not necessarily fit the internationally recognized definitions of those terms and the MTE Team will have to take this into account.

¹²⁹ Collaboration may involve a number of stakeholder groups including: the private sector, public sector bodies and local communities supported by NGO or CBOs.

Table 2¹³⁰ summarises project objectives, outcomes and targets, based on the latest revision of the M&E Framework presented (and approved) at the Project Steering Committee in August 2010 and used in the PIR for FY10:

Project objective and Outcomes	Description of indicator	Baseline level	Mid-term target	End-of-project target
Objective 1 BAPs/BATs strategies for sustainable tourism demonstrated	1. Mechanisms for reduced degradation understood, in place and being utilised	Baseline information unavailable, but to be confirmed during year 1 of demo implementation, and to include both regional and national level monitoring requirements	All stakeholders and partners aware and understand the major causes of environmental degradation	At least two demo projects have developed mechanisms and are actively testing these to address issues of environmental degradation
	2. National indicators to demonstrate sustainable improvements have been agreed & are being used (national (including demo project indicators))	Baseline information unavailable, but to be confirmed during year 1 of demo implementation	National indicators have been agreed with all partner countries and data are beginning to be collected	Five partner countries are using national indicators to monitor and measure improvements
	3. Project demonstrations providing replicable BATs/BAPs (with costs & benefits)	No baseline information available.	Four demonstrations are actively being implemented employing BAPs/BATs and are in the process of being documented for sharing and knowledge management	All demonstrations are actively being implemented and each has provided at least one BAT/BAP based upon the project's thematic priorities (EMS, eco-tourism, reefs, ecosystem planning) which has been documented for sharing and knowledge management
	4. Incentives for sustainable partnerships for civil society, private and public sector documented & disseminated	Baseline information unavailable, but to be confirmed during year 1 of demo implementation	At least one case study for sustainable partnerships documented and disseminated	At least one case study per thematic area (EMS, Reefs, Eco-tourism, ecosystem planning) for sustainable partnerships documented and disseminated

¹³⁰ Changes have purposefully shown in the project logframe in order to provide the MTR consultant with a historical background to the current project focus.

Project objective and Outcomes	Description of indicator	Baseline level	Mid-term target	End-of-project target
Objective 2 Mechanisms for sustainable tourism governance and management established	<i>Project experiences on sustainable tourism documented and disseminated as a contribution to policy debates in all 9 countries *</i>	Baseline information available as part of the demo project narratives, but require to be updated during year 1 of demo implementation	Experience sharing for enhancing policy debates underway in at least four countries	Project experiences documented and disseminated as a contribution to policy debates in all partner countries
	2. <i>“Project experiences supporting the development or revision of national strategies and work plans for sustainable tourism” **</i>	Baseline information unavailable, but to be collected during year 1 of demo implementation as part of a ‘gaps, needs and options’ consultancy	Identification of priority issues for inclusion in National strategies are underway	Project experiences documented and at least one information brief per country disseminated as a contribution towards national strategy development and revision
Objective 3 Training and Capacity Building for sustainable tourism delivered	1. Assessment of training needs for each partner country completed by second SCM	Not existing	Regional assessments completed (East and West Africa)	Regional assessments completed (East and West Africa)
	2. Training packages dev and implemented to suit national needs	Not existing	Relevant training packages/inputs are being designed and implemented in some partner countries	All partner countries have benefited from at least two thematic training packages developed to suit specific demo project requirements
	3. Training materials incorporating BATs/BAPs from Objective 1 available by end of Yr 3	Not existing	Training materials are under development with some content coming from COAST demo project BAPs/BATs	Training materials incorporating COAST BATs/BAPs and other experiences are available to all partner countries and are being used in at least five
Objective 4 Establishment of a virtual information coordination & clearing house (eRICH)	1. eRICH established and fully operational within first 2 yrs	Not existing	eRICH is in place	All partner countries are contributing to eRICH through BAPs/BATs and other project documented experiences

* “Effective sustainable tourism policies adopted and under implementation in all 9 countries” - The project is proposing to change the wording of this indicator to reflect actions which are more within the control of the project, and will submit an M&E framework for discussion at the second SCM to be held in August 2010. A proposed re-wording is shown in the table above.

** “National strategies and work plans to support reforms to governance and management in place & operational” The project is proposing to change the wording of this indicator to reflect actions which are more within the control of the project, and will submit an M&E framework for discussion at the second SCM to be held in August 2010. A proposed re-wording is shown above.

Project objective and Outcomes	Description of indicator	Baseline level	Mid-term target	End-of-project target
	2. <i>“Project Focal Points contributing to and coordinating information and knowledge management uploading to eRICH at the national level”</i> ***	Not existing	Work with relevant National Environment & Tourism agencies is on-going with the collection of environmental & tourism management information to feed into eRICH	All countries are providing environmental and tourism management information for sharing and dissemination through eRICH
	3. ****			
	4. Lessons from awareness of coastal environment and sustainable tourism principles & practices at demo sites presented on eRICH ¹³¹	Not existing	At least two partner countries have shared early lessons from awareness on the subject matter on eRICH	All countries are providing awareness lessons on the subject matter for sharing and dissemination through eRICH
Outcome 1: <i>Working Environmental Management Systems (EMS) in place at appropriate demo sites</i>	1 National institutes strengthened through EMS training	Not existing	National institutes have initiated demo projects employing EMS at four of the relevant demo project sites	National institutes have monitored & evaluated EMS demo activities in order to share outcomes on; economic, social and environmental benefits
	2 ^{∞∞}			
	3 Increase in capacity of tourism stakeholders to initiate EMS (with the aim to replicate good practices)	Not existing	Stakeholders who are prepared to make their own investments in EMS identified	Collaborative EMS training events involving both domestic and international tour operators have been held in at least two demo sites and have resulted in changes to hotel management practices

*** “National Environmental Information management and advisory models created together with implementation strategies” - The project is proposing to change the wording of this indicator to reflect actions which are consistent with the smooth operation of eRICH, and will submit an M&E framework for discussion at the second SCM to be held in August 2010. A proposed re-wording is shown above.

**** “Awareness for sustainable tourism strategies and approaches confirmed through government willingness to provide financing for tourism and environment line agencies” - Since this is well beyond the scope of the COAST project’s potential influence, the project management is proposing to delete this indicator from the logframe and all future PIR reports.

¹³¹ Re-worded from the original logical framework as component 4 of the project is now focusing on eRICH as an information /influencing tool

^{∞∞} “Enhanced awareness of EMS by all tourism facility stakeholders”. This indicator is being proposed to be combined with indicator no 3 in the revised M&E framework for the project which will be discussed during the second SCM in August 2010.

Project objective and Outcomes	Description of indicator	Baseline level	Mid-term target	End-of-project target
	4 <i>“Project experiences in EMS inform policy and regulatory debates”</i> [∞]	Not existing	Data from Project EMS experiences being collected and collated	Project EMS experiences being documented and disseminated to enhance policy and regulatory debates in at least two partner countries
	5 Eco-labelling plan and certification schemes operational	Baseline information unavailable, but to be collected during year 1 of demo implementation	Eco-labelling and certification plan for each appropriate demo project location drafted	Eco-labelling and certification plans operational in at least two locations
	6 Waste management control mechanisms operational	Baseline information unavailable, but to be collected during year 1 of demo implementation	Waste management control mechanisms identified at the appropriate demo project sites	Waste management control mechanisms operational in at least two appropriate demo project sites
Outcome 2: <i>Eco-tourism initiatives for alternative livelihoods and revenues developed for biodiversity conservation and local communities at relevant demo sites</i>	1. Management procedures & institutional support for developments in eco-tourism established	Not existing	Local civil society and government institutions to support eco-tourism developments identified at all demo sites	Local civil society / government institutions have management capacity support procedures for eco-tourism development in place in at least four demo projects
	2. Improved knowledge & information about eco-tourism within and around each demo site	Some baseline information is presented in the demo project narrative documents, additional information will be collected during year 1 of demo implementation	Locally appropriate information and media coverage being developed for eco-tourism services in at least four demo sites	Visitor resource centres and private sector investors are promoting local eco-tourism services in at least four demo projects
	3. Improved knowledge & information about HIV/AIDS and public health at each demo site (through working with partners competent in this field)	Baseline information is to be collected as part of the M&E framework development during year 1 of demo implementation	Information needs and capacity limitations to inform tourists and local communities on HIV/AIDS and public health understood	Appropriate information on HIV/AIDS and public health being shared locally at each demo project site
	4. Partnerships and networks of eco-tourism bodies and professionals formed	Some information has been provided in the demo project narratives, but this needs to be updated during year 1 of demo implementation	Forums and meetings are being organised to explore network formation/ strengthening opportunities at all demo sites	Network bodies have been formed and represent a growing membership of stakeholders in at least three demo project sites

[∞] “Policy and regulatory framework for EMS developed” - The project is proposing to change the wording of this indicator to reflect actions which are more within the control of the project, and will submit an M&E framework for discussion at the second SCM to be held in August 2010. A proposed re-wording is shown above.

Project objective and Outcomes	Description of indicator	Baseline level	Mid-term target	End-of-project target
	5. <i>“Evidence of stakeholders diversifying their eco-tourism activities and revenue sources at the demo sites”</i> ^{∞∞}	Some information has been provided in the demo project narratives, but this needs to be updated during year 1 of demo implementation	Data on eco-tourism facilities and services are being regularly collected at each demo project site	Analysis of data on eco-tourism operations completed for all demo project sites
Outcome 3: <i>Improved reef recreation, management and monitoring mechanisms in place at relevant demo sites</i>	1. Survey and GIS mapping of sensitive areas and damaged sites completed	A number of previous projects have undertaken marine/reef mapping to a limited extent, and this information needs to be verified during year 1 of demo implementation	Survey work is actively on-going at all East African demo project sites	GIS maps showing areas of sensitivity and damage to biodiversity published for all East African demo project sites
	2. Procurement, installation, management of reef protection equipment as part of reef management strategy	As above	Reef management strategies being actively discussed by all appropriate East African demo projects and reef protection equipment being ordered	Reef management strategies with work plans and protection procedures in place in at least two East African demo project sites
	3. Awareness and Capacity Building (CB) on reef conservation being sustained by local stakeholders	Some information is provided in the demo project narrative documents, but this needs to be reviewed during year 1 of demo implementation	Appropriate stakeholders identified and awareness events and information on reef conservation being shared at all East African demo sites	Training and CB on reef conservation has been undertaken at all E African demo project locations and there is evidence of local stakeholder interest to maintain this
	4. <i>“Project experiences on reef area management documented and disseminated as a contribution to debates on improving regulatory mechanisms”</i> [*]	Baseline information unavailable, but to be confirmed during year 1 of demo implementation	Appropriate locally based government agencies identified and the primary issues affecting reef areas being debated	Demo project experiences being used to inform appropriate locally based government agencies on improving reef management at all E African demo sites

Project area and main stakeholders

423. The COAST project is Regional in scope and supports 9 demonstration projects in 8 African countries including Cameroon, The Gambia, Ghana, Kenya, Mozambique, Nigeria, Senegal and Tanzania. Additionally the Seychelles is participating as a 9th partner country sharing lessons and experiences from

^{∞∞} “Number and type of new eco-tourism operations formed” - The project is proposing to change the wording of this indicator to reflect actions which are more within the control of the project, and will submit an M&E framework for discussion at the second SCM to be held in August 2010. A proposed re-wording is shown above.

^{*} “Regulatory & institutional framework revised/established for reef area management” - The project is proposing to change the wording of this indicator to reflect actions which are more within the control of the project, and will submit an M&E framework for discussion on this at the second SCM to be held in August 2010. Two proposed re-wordings are shown above.

demonstration projects that are part of a ‘sister’ UNDP/GEF funded Mainstreaming Biodiversity Project which includes support to coastal tourism.

424. The Project Document mentions the following primary stakeholders: National tourism administrations; Tourism marketing authorities; Ministries of Environment; Ministries of Tourism; Ministries of Land Use / Planning; Town & country planning authorities; Ministries of Industry; Ministries of Culture & Heritage; Ministries of Local Government; National Parks Authorities; Marine Parks Authorities; NGOs; Local Communities and CBOs; Hotel Associations; Tour operators; and Chambers of Commerce & Industry.

Executing Arrangements

425. UNEP is the GEF-designated Implementing Agency (IA) for the project, responsible for overall project supervision to ensure consistency with GEF and UNEP policies and procedures, and is expected to provide guidance on linkages with related UNEP and GEF funded activities. UNEP also has a responsibility for regular liaison with the Executing Agency (EA) on substantive and administrative matters, and for participating in meetings and workshops as appropriate. The UNEP Task Manager (TM) and Financial Management Officer (FMO) should provide assistance and advice to the EA on project management (e.g. revisions of work plan and budgets) and policy guidance in relation to GEF procedures, requirements and schedules. The TM and FMO are responsible for clearance and transmission of financial and progress reports to the GEF. UNEP is expected to review and approve all substantive reports produced in accordance with the schedule of work.

426. The United Nations Industrial Development Organization (UNIDO) is the EA of the project, responsible for administrative and financial management of the project. The EA is responsible for timely production of financial and progress reports to UNEP.

427. The regional project management structure of the project is based at the Regional Coordination Unit (RCU) located in the UNIDO office of Nairobi, supervised and assisted by the UNIDO Office in Vienna.

428. The Lead Agency of each country is sub-contracted by UNIDO and has assigned a National Project Coordinator to manage all day-to-day interventions, inputs, reporting and communications at the national level, in consultation with the Regional Project Coordinator. It has also nominated National Focal Points (NFPs), who are high-level individuals from National Ministries of Tourism and of Environment, acting as members of the project Steering Committee and chairing a National Steering Committee.

429. The project Steering Committee (SC) is composed of the NFPs, representatives of UNEP, UNIDO, UNWTO (as a lead partner and sub-contractor), as well as invited technical experts. The National Focal Points are expected to help assure intersectoral coordination within their country, as a step towards sustainability. Through the establishment of inter-ministerial dialogue, it is anticipated that wider involvement of other ministries and government departments will also be assured. The SC is expected to meet annually to monitor past progress in project execution, and to review and approve annual work plans and budgets.

Project Cost and Financing

Table 3 presents a summary of expected costs per component and financing sources for the project as mentioned in the Project Document.

Table 3. Project costs and breakdown per component and financing source (US\$)

GEF:	Project	:	US \$ 5,388,200
	PDF	:	US \$ 626,400
<hr/>			
	Subtotal GEF	:	US \$ 6,014,600
Co-financing:	National Governments		US \$ 20,781,816
	UNIDO		US\$ 200,000
	UNEP/GPA		US\$ 25,000
	WTO		US \$ 230,000
	REDO		US \$ 100,000
	Nat. Con. Res. Centre		US\$ 100,000
	Ricerca		US \$ 1,800,000
	Ghana Wildlife		US \$ 50,000
	African Business Roundtable		US \$ 10,000
	SPIHT		US \$ 25,000
	AU-STRC		US \$ 20,000
	SNV (Netherlands Development Organization)		US \$ 15,000
Subtotal Co-financing		:	US \$ 23,356,816

Total Project Cost: (tentative) US\$ 29.37 million (GEF: US\$ 6.01 million; others US\$ 23.36 million)

COMPONENT AND OUTPUT	BASELINE	CO-FUNDING	GEF
1. CAPTURE OF BEST AVAILABLE PRACTICES AND TECHNOLOGIES	\$43,671,470	\$11,232,470	\$2,850,000
1.A. Identification of Best Available Practices (BAPS) and Best Available Technologies (BATs) (on a global scale) applicable to sustainable tourism within the sub-Saharan African situation	\$1,540,000	\$828,000	\$50,000
1.B. Implementation of National Demonstrations to elaborate Best Available Practices (BAPS) and Best Available Technologies (BAPS) for Sustainable Tourism	\$42,131,470	\$10,404,470	\$2,800,000
2. DEVELOPMENT AND IMPLEMENTATION OF MECHANISMS FOR SUSTAINABLE TOURISM GOVERNANCE AND MANAGEMENT	\$13,619,920	\$3,376,409	\$300,000
2.A National reviews and assessments of policy, legislation, institutional arrangements and financial mechanisms to identify needs and requirements	\$7,207,920	\$727,682	\$50,000
2.B. Development of model guidelines and individual national strategies and work-plans for Sustainable Tourism based on 2.A and the Outputs from Component 1	\$2,420,000	\$1,381,363	\$100,000
2.C Implementation of individual national strategies and work-plans for Sustainable Tourism	\$3,992,000	\$1,267,364	\$150,000
3. ASSESSMENT AND DELIVERY OF TRAINING & CAPACITY REQUIREMENTS EMPHASISING AN INTEGRATED APPROACH TO SUSTAINABLE TOURISM	\$1,028,870	\$900,334	\$150,000
3.A. Assessment of national baselines and requirements within various sectors	\$308,661	\$388,913	\$50,000
3.B. Development of sectoral model packages and guidelines for national dissemination	\$205,774	\$138,641	\$50,000
3.C. Adoption and implementation of national programmes for T&CB (with agreed work-plans) targeting relevant sector	\$514,435	\$372,781	\$50,000
4. INFORMATION CAPTURE, MANAGEMENT AND DISSEMINATION	\$8,469,010	\$4,624,648	\$500,000
4.A Establish a Regional Information Coordination House (RICH) and an associated Environmental Information Management and Advisory System (EIMAS) that coordinates information and provides guidance and materials for the capture and analysis and dissemination	\$3,165,393	\$1,470,790	\$140,000
4.B Identify national data capture and management needs (including GIS, mapping, zoning, monitoring, presentation, etc)	\$905,262	\$867,421	\$80,000
4.C. Develop national models for Environmental Information Management and Advisory Systems (including feedbacks between data gathering and policy-making needs).	\$1,810,524	\$923,341	\$180,000
4.D. Implement national work-plans for EIMAS adoption and institutionalisation	\$452,631	\$481,234	\$50,000
4.E. Develop and implement national delivery programmes for targeted awareness packages and policy level sensitisation	\$2,135,200	\$881,862	\$50,000
5. PROJECT MANAGEMENT COORDINATION, MONITORING AND EVALUATION	\$2,435,000	\$3,222,955	\$1,588,200
5.A. Establish Project Coordination Unit	\$625,000	\$1,153,456	\$723,200

5.B. Establish Regional Coordination Mechanisms (Steering Committees and Technical Advisory Groups)	\$457,500	\$461,700	\$150,000
5.C. Establish National Coordination Mechanisms (National Stakeholder Committees and Technical Advisory Groups)	\$1,142,500	\$1,366,526	\$350,000
5.D. Adopt appropriate indicators and necessary M&E procedures (including assessment and evaluation of post-project sustainability)	\$210,000	\$241,273	\$365,000
TOTALS	\$69,224,270	\$23,356,816	\$5,388,200

Source: Project Document

Table 4: Partners Co-funding Commitments from the Planning (PDF-b) Phase:

Partner	Cash \$	In-kind \$	Total \$
UNIDO	200,000	100,000	300,000
UNWTO		230,000	230,000
UNEP/GPA	25,000	-	25,000
REDO Ghana	-	100,000	100,000
Nat.Con.Res.Centre	-	100,000	100,000
RICERCA NGO			1,800,000
Wildlife Soc Ghana			50,000
African Business Roundtable	10,000		10,000
SPIHT Cameroon	25,000		25,000
AU-STRC		20,000	20,000
SNV Netherlands	15,000		15,000
Cameroon			490,000
Gambia			167,678
Ghana			1,000,210
Kenya			525,000
Mozambique			262,380
Nigeria- site 1			2,156,250
- site 2			2,094,124
Senegal – site 1			300,000
- site 2			405,244
Seychelles ¹³²			695,500
Tanzania			3,066,584
Grand Total			13,837,970¹³³

Source: COAST Project Inception Report, 2009

Project Implementation Issues

The project is now entering its third year of operation. Some good work and achievements were accomplished so far, at the regional level. However significant delays occurred since project outset and continued into FY10, especially with regards to the activation of all major contractual arrangements and setting-up of teams and operations at all the demonstration sites. This situation has been and continues to be negatively affecting most elements of the project. Therefore in general terms the project has made very limited progress to date, and (a) it was assigned an overall Marginally Unsatisfactory rating for in the PIR for FY10, and (b) it is currently under a close supervision plan by UNEP, with monthly management meetings between UNEP Task Manager, UNIDO Project Manager and Regional Coordinator, to closely monitor progress.

Mitigation measures are being put in place, and an extract from the PIR for FY10 (report issued in July 2010 and covering period: July 2009 to July 2010), indicates that: “In the coming year, the pace of progress towards stated outcomes and delivery of agreed outputs, especially at the site level, has to increase significantly, if the project is to be back on track. This will be critical in order to avoid a possible U rating in FY 2011. Such rating would require immediate and major changes in the project design and set-up, and

¹³² Output 3 of the Mainstreaming Biodiversity project in the Seychelles directly links with the COAST objectives and has a budget of \$695,500.

¹³³ Total derived from evidence of written commitments.

significant re-adjustments to the project workplan and budget. At this stage [July 2010] it appears also that the project Mid-Term Evaluation will also have to be postponed [it was planned for January 2011] as it will not be possible to assess any significant progress at the site level, in the originally planned time-frame.” The above underscores the concern over the status of the demonstration projects, where national partners are yet at the very inception stages of their planned work, with just over 2 years remaining till project conclusion.

Financial disbursement from UNEP to UNIDO is quite significant and now standing close to 50% of total project budget. However the actual level of financial disbursement from UNIDO to sub-contractors and country partners remains yet rather limited (e.g. not approaching 20% of total budget after 3 years), and country reports on actual expenditures are even lower, thus indicating very limited progress on activities the ground.

In sum, the projects is characterised by the following combination of factors including: the limited actual expenditures levels and financial delivery; limited -if any- progress at most demonstration projects in the 8 partner countries that are yet in the early stages of implementation of their sub-contracts. In the above context, the budget allocation for project management costs and RCU staff being used-up now for almost 3 years, and this is becoming a clear limiting factor that will define the actual project duration, and the associated scope and realistic/possible achievements of demonstration project in the limited time remaining for the project.

The above situation is likely to require careful consideration and MTE advice with regards to possible adaptive management actions that can be applied to adjust the project structure and ensure the achievement of most major objectives, within existing constraints, as well as within budget and time limitations.

TERMS OF REFERENCE FOR THE EVALUATION

Objective and Scope of the Evaluation

430. In line with the UNEP Evaluation Policy¹³⁴ and the UNEP Evaluation Manual¹³⁵ Mid-term Evaluation (MTE) of the Project “Demonstrating and Capturing Best Practices and Technologies for the Reduction of Land-sourced Impacts Resulting from Coastal Tourism (short title: COAST)” is undertaken half way through project implementation to analyze whether the project is on-track, what problems or challenges the project is encountering, and what corrective actions are required. The MTE will assess project performance to date (in terms of relevance, effectiveness and efficiency), and determine the likelihood of the project achieving its intended outcomes and impacts, including their sustainability.

The MTE has two primary purposes: (i) to provide evidence of results to date and of the likelihood of outcomes and impact in the future, to meet accountability requirements, and (ii) to identify the challenges and risks to achievement of the project objectives and to derive corrective actions needed for the project to achieve maximum impact and sustainability. In addition, the MTE is expected to promote learning, feedback, and knowledge sharing through results and lessons learned among UNEP, UNIDO, UNWTO, the GEF and their partners. It will focus on the following sets of **key questions**, based on the project’s Logframe and current implementation issues, which may be expanded by the consultant as deemed appropriate:

- a) **What is the status of the demonstration projects?** Is the capacity of each partner organization at the national level adequate to support the timely execution of the demonstration projects within the remaining time frame? If not, how can this aspect be improved? Is the operational, managerial and administrative support deployed by UNIDO to support the country-level demonstration projects adequate to the task at hand? If not, how can this aspect be improved? In the current context, what can realistically be achieved in each country in the time remaining to the project?
- b) **Can the project realistically achieve its intended outputs and objectives within the time remaining?** If not, what would be a more realistic time frame or what activities should be prioritized so that the main outputs and objectives can still be achieved in a timely manner? Can the major sub-contracts (e.g. UNWTO, Reef-conservation, etc.) and other regional-level consultancies be

¹³⁴ <http://www.unep.org/eou/StandardsPolicyandPractices/UNEPEvaluationPolicy/tabid/3050/language/en-US/Default.aspx>

¹³⁵ <http://www.unep.org/eou/StandardsPolicyandPractices/UNEPEvaluationManual/tabid/2314/language/en-US/Default.aspx>

effectively completed within the remaining time of the project? Will the results of these regional-level components effectively support the achievement of key project objectives at the regional/country/local level?

- c) **What are the key challenges to project implementation and what remedies can be proposed?** What are the main issues underlying the significant delays incurred so far in project execution? How can these issues be addressed within the limits of existing resources and within the project timeframe?
- d) **What is the likely expected impact of the project in the current context?** Is the project in a position to achieve its targets as spelled out in its M&E Logical Framework (table 2)? Can the project ensure the completion, wide dissemination and adoption of proposed measures and plans for the sustainable development of coastal tourism in the target countries and areas? Is the project taking advantage of most recent best practices in coastal management? Is the project in a position to develop and support the uptake of the intended highly innovative practices in coastal tourism?

Overall Approach and Methods

The MTE of the “COAST” Project will be conducted by one independent consultant under the overall responsibility and management of the UNEP Evaluation Office (Nairobi), in consultation with the UNEP GEF Coordination Office (Nairobi), and the UNEP DEPI/GEF Task Manager, and the UNIDO Evaluation Office.

The MTE will be an in-depth evaluation using a participatory approach whereby key stakeholders are kept informed and consulted throughout the evaluation process. Both quantitative and qualitative evaluation methods will be used to determine project achievements against the expected outputs, outcomes and impacts.

The findings of the evaluation will be based on the following:

- (a) A **desk review** of project documents¹³⁶ including, but not limited to:
- Relevant background documentation, *inter alia* UNEP and GEF policies, strategies and programmes pertaining to the development of sustainable tourism in coastal areas; and the preliminary documents prepared under the PDF-B grant preceding the project;
 - Project design documents including the Stakeholder participation plan; Annual Work Plans and Budgets or equivalent, revisions to the logical framework and project financing;
 - Project reports such as progress and financial reports from UNWTO, countries, consultants and sub-contractors to the UNIDO/RCU and from the UNIDO to UNEP; Steering Committee meeting minutes; annual Project Implementation Reviews and relevant correspondence;
 - Documentation related to project outputs as posted on the project website.
- (b) **Interviews**¹³⁷ with:
- Project management and execution support in the UNIDO/RCU (Nairobi);
 - UNEP Task Manager, UNEP IW Portfolio Manager, and Fund Management Officer (Nairobi) and the UNIDO Project Manager and Fund Manager (Vienna);
 - Representatives major partners and sub-contractors (e.g. UNWTO)
 - Country lead execution partners, including the National Demo Project Coordinators and the National Focal Points, and other relevant partners at the national ;
 - Relevant consultants and other project partners.
- (c) **Country visits to demonstration projects.** The evaluation team will visit three/four demonstration projects. These will be selected by the Evaluation Office, in coordination with UNEP, UNIDO and RCU, and giving due consideration to cost-effectiveness, budget and time

¹³⁶ Documents to be provided by the UNEP and UNDP are listed in Annex 7.

¹³⁷ Face-to-face or through any other appropriate means of communication

factors as well as the need for an adequate and representative sample to support the findings of the evaluation.

Key Evaluation principles

Evaluation findings and judgements should be based on **sound evidence and analysis**, clearly documented in the evaluation report. Information will be triangulated (i.e. verified from different sources) to the extent possible, and when verification was not possible, the single source will be mentioned¹³⁸. Analysis leading to evaluative judgements should always be clearly spelled out.

The evaluation will assess the project with respect to **a minimum set of evaluation criteria** grouped in four categories: (1) Attainment of objectives and planned results, which comprises the assessment of outputs achieved, relevance, effectiveness and efficiency and the review of outcomes towards impacts; (2) Sustainability and catalytic role, which focuses on financial, socio-political, institutional and ecological factors conditioning sustainability of project outcomes, and also assesses efforts and achievements in terms of replication and up-scaling of project lessons and good practices; (3) Processes affecting attainment of project results, which covers project preparation and readiness, implementation approach and management, stakeholder participation and public awareness, country ownership/driven-ness, project finance, UNEP supervision and backstopping, and project monitoring and evaluation systems; and (4) Complementarity with UNEP strategies and programmes. The consultant evaluator can propose other evaluation criteria as deemed appropriate.

Ratings. All evaluation criteria will be rated on a six-point scale. However, complementarity of the project with UNEP strategies and programmes is not rated. Annex 2 provides detailed guidance on how the different criteria should be rated and how ratings should be aggregated for the different evaluation criterion categories.

In attempting to attribute any outcomes and impacts to the project, the evaluators should consider the difference between **what has happened with** and **what would have happened without** the project. This implies that there should be consideration of the baseline conditions and trends in relation to the intended project outcomes and impacts. This also means that there should be plausible evidence to attribute such outcomes and impacts to the actions of the project. Sometimes, adequate information on baseline conditions and trends is lacking. In such cases this should be clearly highlighted by the evaluators, along with any simplifying assumptions that were taken to enable the evaluator to make informed judgements about project performance.

Particular attention should be given to identifying implementation challenges and risks to achieving the expected project objectives and sustainability. Therefore, when reviewing progress to date, the **“why?” question** should be at the front of the consultant’s mind all through the evaluation exercise. This means that the consultant needs to go beyond the assessment of “what” the project performance is to date, and make a serious effort to provide a deeper understanding of “why” the performance is as it is, i.e. of processes affecting attainment of project results (criteria under category 3 presented below). This should provide the basis for the corrective actions recommended by the evaluation and the lessons that can be drawn from the project. In fact, the usefulness of the evaluation will be determined to a large extent by the capacity of the consultant to explain “why things happened” as they happened and are likely to evolve in this or that direction, which goes well beyond the mere assessment of “where things stand” today.

Evaluation criteria

Attainment of Objectives and Planned Results

The evaluation should assess the relevance of the project’s objectives and the extent to which these were effectively and efficiently achieved or are expected to be achieved.

- (a) *Achievement of Outputs and Activities:* Assess, for each component, the project’s success in producing the programmed outputs as presented in Table 2 above, both in quantity and quality, as well as their usefulness and timeliness. Briefly explain the degree of success of the project in achieving its different outputs, cross-referencing as needed to more detailed explanations

¹³⁸ Individuals should not be mentioned by name if anonymity needs to be preserved.

provided under Section 3 (which covers the processes affecting attainment of project results). The status of progress, achievements and prospects of each of the demonstration projects will receive particular attention, as well as the status of all major sub-contracts and consultancies.

- (b) *Relevance*: Assess, in retrospect, whether the project's objectives and implementation strategies were consistent with: i) Sub-regional environmental issues and needs related to the sustainable development of coastal tourism; ii) the UNEP mandate and policies at the time of design and implementation; and iii) the GEF International Waters focal area, strategic priorities and the relevant operational program(s).
- (c) *Effectiveness*: Assess whether the project is on track in achieving its main objectives, and targets under each component as presented in Table 2 above. Briefly explain what factors affected the project's success in achieving its objectives, cross-referencing as needed to more detailed explanations provided under Section 3.
- (d) *Efficiency*: Assess the cost-effectiveness and timeliness of project execution to date. Describe any cost- or time-saving measures put in place in attempting to implement the project within its programmed budget and (extended) timeframe. Analyse how delays have affected project execution, costs and effectiveness. Wherever possible, compare the cost and time over results ratios of the project with that of other similar projects. Give special attention to efforts by the project teams to make use of / build upon pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects etc. to increase project efficiency.
- (e) *Review of Outcomes to Impacts (ROtI)*: Reconstruct the logical pathways from project outputs over achieved objectives towards impacts, taking into account performance and impact drivers, assumptions and the roles and capacities of key actors and stakeholders, using the methodology presented in the GEF Evaluation Office's ROtI Practitioner's Handbook¹³⁹ (summarized in Annex 6 of the TORs). Appreciate to what extent the project has to date contributed, and is likely in the future to further contribute to changes in stakeholder behaviour as regards: i) establishment of local and national coordination mechanisms to promote sustainable development of tourism in coastal areas, with community involvement; ii) Biodiversity conservation measures integrated in coastal zone development plans; and the likelihood of those leading to changes in the natural resource base: a) prevented degradation or recovery of degraded coastal zone areas; and c) conserved and sustainably used marine and coastal biological diversity.

Sustainability and catalytic role

Sustainability is understood as the probability of continued long-term project-derived results and impacts after the external project funding and assistance ends. The evaluation will identify and assess the key conditions or factors that are likely to undermine or contribute to the persistence of benefits. Some of these factors might be direct results of the project while others will include contextual circumstances or developments that are not under control of the project but that may condition sustainability of benefits. The evaluation should ascertain to what extent an exit strategy for the project has been prepared and how project results will be sustained and enhanced over time. The evaluation will have to ascertain that the project is looking further than its immediate outputs, for instance at how the measures to support sustainable coastal tourism development will be sustained after project completion. Application of the ROtI method will assist in the evaluation of sustainability.

Four aspects of sustainability will be addressed:

- (a) *Socio-political sustainability*. Are there any social or political factors that may influence positively or negatively the sustenance of project results and progress towards impacts? Is the level of ownership by the main national and regional stakeholders sufficient to allow for the project results to be sustained? Are there sufficient government and stakeholder awareness,

¹³⁹ http://www.thegef.org/gef/sites/thegef.org/files/documents/Impact_Eval-Review_of_Outcomes_to_Impacts-RotI_handbook.pdf

interests, commitment and incentives to execute, enforce and pursue the programmes, plans, agreements, monitoring systems etc. prepared and agreed upon under the project? What is the project doing to ensure this socio-political sustainability of results and benefits?

- (b) *Financial resources.* To what extent are the continuation of project results and the eventual impact of the project dependent on continued financial support? What is the likelihood that adequate financial resources¹⁴⁰ will be or will become available to implement the programmes, plans, agreements, monitoring systems etc. prepared and agreed upon under the project? Are there any financial risks that may jeopardize sustenance of project results and onward progress towards impact? What concrete efforts is the project making to ensure financial sustainability of results and benefits?
- (c) *Institutional framework.* To what extent is the sustenance of the results and onward progress towards impact dependent on issues relating to institutional frameworks and governance? How robust are the institutional achievements so far, such as governance structures and processes, policies, sub-regional agreements, legal and accountability frameworks etc. required to sustaining project results and to lead those to impact on human behaviour and environmental resources? How is the project contributing to the sustainability of these institutional achievements?
- (d) *Environmental sustainability.* Are there any environmental factors, positive or negative, that can influence the future flow of project benefits? Are there any project outputs or higher level results that are likely to affect the environment, which, in turn, might affect sustainability of project benefits? How is the project dealing with these?

Catalytic Role and Replication. The *catalytic role* of GEF-funded and UNEP-implemented interventions is embodied in their approach of supporting the creation of an enabling environment and of investing in pilot activities which are innovative and showing how new approaches can work. UNEP and the GEF also aim to support activities that upscale new approaches to a national, regional or global level, with a view to achieve sustainable global environmental benefits. The evaluation will assess the catalytic role played by this project, namely to what extent the project is:

- (a) *catalyzing behavioural changes* in terms of use and application by the relevant stakeholders of:
 - i) technologies and approaches show-cased by the demonstration projects;
 - ii) strategic programmes and plans developed;
 - iii) assessment, monitoring and management systems established at a national and sub-regional level;
- (b) providing *incentives* (social, economic, market based, competencies etc.) to contribute to catalyzing changes in stakeholder behaviour;
- (c) contributing to *institutional changes*. An important aspect of the catalytic role of the project is its contribution to institutional uptake or mainstreaming of project-piloted approaches in the national demonstration projects;
- (d) contributing to *policy changes* (on paper and in implementation of policy);
- (e) contributing to sustained follow-on financing (*catalytic financing*) from Governments, the GEF or other donors;
- (f) creating opportunities for particular individuals or institutions (“*champions*”) to catalyze change (without whom the project would not have achieved all of its results).

Replication, in the context of UNEP and GEF projects, is defined as lessons and experiences coming out of the project that are replicated (experiences are repeated and lessons applied in different geographic areas) or scaled up (experiences are repeated and lessons applied in the same geographic area but on a much larger

¹⁴⁰ Those resources can be from multiple sources, such as the public and private sectors, income generating activities, other development projects etc.

scale and funded by other sources). The evaluation will assess the approach adopted by the project to promote replication effects and appreciate to what extent actual replication has already occurred or is likely to occur in the near future, with special attention to the demonstration projects conducted under the COAST project. What are the factors that may influence replication and scaling up of project experiences and lessons? In this particular case, the evaluation will assess how the project has made sure that plans, programmes, institutions, agreements and management systems developed or under development are going to be put to good use in the framework of national and regional development plans for the targeted coastal areas.

Processes affecting attainment of project results

Preparation and Readiness. Are the project's objectives and components clear, practicable and feasible within its timeframe? Were the capacities of executing agencies properly considered when the project was designed? Is the project document clear and realistic to enable effective and efficient implementation? Are the partnership arrangements properly identified and the roles and responsibilities well negotiated? Are counterpart resources (funding, staff, and facilities) and enabling legislation assured? Are adequate project management arrangements in place? Have lessons from other relevant projects been properly incorporated in the project design and implementation? Are lessons learned and recommendations from Steering Committee meetings adequately being integrated in the project approach? What factors influenced the quality-at-entry of the project design, choice of partners, allocation of financial resources etc.?

Implementation Approach and Adaptive Management. This includes an analysis of approaches used by the project, its management framework, the project's adaptation to changing conditions (adaptive management), the performance of the implementation arrangements and partnerships, relevance of changes in project design, and overall performance of project management. The evaluation will:

- (a) Ascertain to what extent the project implementation mechanisms outlined in the project document are being followed and are effective in delivering project outputs and outcomes. Have pertinent adaptations been made to the approaches originally proposed?
- (b) Assess the role and performance of the units and committees established and the project execution arrangements at all levels;
- (c) Evaluate the effectiveness and efficiency of project management by UNIDO at the regional level, and by the National Lead Agencies at country level. How well is management able to adapt to changes during the life of the project?
- (d) Assess the extent to which project management is responsive to direction and guidance provided by the Steering Committee and UNEP;
- (e) Identify administrative, operational and/or technical problems and constraints that influence the effective implementation of the project, and how the project partners try to overcome these problems.

Stakeholder¹⁴¹ Participation and Public Awareness. The term stakeholder should be considered in the broadest sense, encompassing project partners, government institutions, private interest groups, local communities etc. The assessment will look at three related and often overlapping processes: (1) information dissemination between stakeholders, (2) consultation between stakeholders, and (3) active engagement of stakeholders in project decision making and activities. The evaluation will specifically assess:

- (a) the approach(es) used to identify and engage stakeholders in project design and implementation. What are the strengths and weaknesses of these approaches with respect to the project's objectives and the stakeholders' motivations and capacities? What is the achieved degree and

¹⁴¹ Stakeholders are the individuals, groups, institutions, or other bodies that have an interest or stake in the outcome of the project. The term also applies to those potentially adversely affected by the project.

effectiveness of collaboration and interactions between the various project partners and stakeholders during the course of implementation of the project?

- (b) the effectiveness of any public awareness activities that are being undertaken by the project;
- (c) how the results of the project engage users' communities and their institutions in improved management and sustainable use of the natural resource base of the coastal areas in target countries.

The ROtI analysis should assist the consultant in identifying the key stakeholders and their respective roles, capabilities and motivations in each step of the causal pathway from activities to achievement of outputs and objectives to impact.

Country Ownership and Driven-ness. The evaluation will assess the performance of the Governments of the 9 African countries participating in the project, namely:

- (a) in how the Governments are assuming responsibility for the project and providing adequate support to project execution, including the degree of cooperation received so far from the various lead institutions in the countries involved in the project and the timeliness of provision of counter-part funding to project activities;
- (b) to what extent the political and institutional framework of the participating countries has been conducive to project performance. Look, in particular, at the extent of the political commitment to enforce local agreements and sustainable use ICZM plans promoted under the project;
- (c) to what extent the Governments have promoted the participation of communities and their non-governmental organisations in the project; and
- (d) how responsive the Governments have been to UNIDO's regional coordination and guidance, and to UNEP supervision recommendations.

Financial Planning and Management. This requires the assessment of the quality and effectiveness of financial planning and control of financial resources throughout the project's lifetime. The MTE will look at actual project costs by activities compared to budget (variances), financial management (including disbursement issues), and co-financing. The evaluation will:

- (a) Verify the application of proper standards (clarity, transparency, audit etc.) and timeliness of financial planning, management and reporting to ensure that sufficient and timely financial resources are available to the project and its partners;
- (b) Appreciate other administrative processes such as recruitment of staff, procurement of goods and services (including consultants), preparation and negotiation of cooperation agreements etc. to the extent that these might influence project performance;
- (c) Present to what extent co-financing has materialized so far as compared to what was expected at project approval (see Table 1). Report country co-financing to the project overall, and to support project activities at the national level in particular. The evaluation will provide a breakdown of actual costs and co-financing for the different project components (see tables in Annex 3).
- (d) Describe the resources the project has leveraged since inception and indicate how these resources are contributing to the project's ultimate objective. Leveraged resources are additional resources—beyond those committed to the project itself at the time of approval—that are mobilized later as a direct result of the project. Leveraged resources can be financial or in-kind and they may be from other donors, NGO's, foundations, governments, communities or the private sector.

UNEP Supervision and Backstopping. The purpose of supervision is to verify the quality and timeliness of project execution in terms of finances, administration and achievement of outputs and outcomes, in order to

identify and recommend ways to deal with problems which arise during project execution. Such problems may be related to project management but may also involve technical/institutional substantive issues in which UNEP has a major contribution to make. The evaluators should assess the effectiveness of supervision and administrative and financial support provided by UNEP including:

- (a) The adequacy of project supervision plans, inputs and processes;
- (b) The emphasis given to outcome monitoring (results-based project management);
- (c) The realism and candour of project reporting and ratings (i.e. are PIR ratings an accurate reflection of the project realities and risks);
- (d) The quality of documentation of project supervision activities; and
- (e) Financial, administrative and other fiduciary aspects of project implementation supervision.

Monitoring and Evaluation. The evaluation will include an assessment of the quality, application and effectiveness of project monitoring and evaluation plans and tools, including an assessment of risk management based on the assumptions and risks identified in the project document. The evaluation will appreciate how information generated by the M&E system during project implementation is being used to adapt and improve project execution, achievement of outcomes and ensuring sustainability. M&E is assessed on three levels:

- (a) *M&E Design.* Projects should have sound M&E plans to monitor results and track progress towards achieving project objectives. An M&E plan should include a baseline (including data, methodology, etc.), SMART indicators and data analysis systems, and evaluation studies at specific times to assess results. The timeframe for various M&E activities and standards for outputs should be specified. The evaluators will use the following questions to help assess the M&E design aspects:
 - Quality of the project logframe as a planning and monitoring instrument: compare and assess the Logframe in the Project Document and the Logframe used in the Project Implementation Review reports to report progress towards achieving project objectives;
 - SMART-ness of indicators: Are there specific indicators in the logframe for each of the project objectives? Are the indicators measurable, attainable (realistic) and relevant to the objectives? Are the indicators time-bound?
 - Adequacy of baseline information: To what extent has baseline information on performance indicators been collected and presented in a clear manner? Was the methodology for the baseline data collection explicit and reliable?
 - Arrangements for monitoring: Have the responsibilities for M&E activities been clearly defined? Were the data sources and data collection instruments appropriate? Was the frequency of various monitoring activities specified and adequate? In how far were project users involved in monitoring?
 - Arrangements for evaluation: Have specific targets and deadlines been specified for project outputs? Has the desired level of achievement been specified for all indicators of objectives and outcomes? Are there adequate provisions in the legal instruments binding project partners to fully collaborate in evaluations?
 - Budgeting and funding for M&E activities: Determine whether support for M&E was budgeted adequately and is funded in a timely fashion during implementation.
- (b) *M&E Plan Implementation.* The evaluation will verify that:
 - the M&E system is operational and facilitates timely tracking of results and progress towards projects objectives throughout the project implementation period;

- annual project reports and Progress Implementation Review (PIR) reports are complete, accurate and with well justified ratings;
- the information provided by the M&E system is really being used to improve project performance and to adapt to changing needs.

Complementarities with the UNEP strategies and programmes

UNEP aims to undertake GEF funded projects that are aligned with its own strategies. The evaluation should present a brief narrative on the following issues:

- (a) *Linkage to UNEP's Expected Accomplishments and POW 2010-2011.* The UNEP MTS specifies desired results in six thematic focal areas. The desired results are termed Expected Accomplishments. Using the completed ROtI analysis, the evaluation should comment on whether the project makes a tangible contribution to any of the Expected Accomplishments specified in the UNEP MTS. The magnitude and extent of any contributions and the causal linkages should be fully described. Whilst it is recognised that UNEP GEF projects designed prior to the production of the UNEP Medium Term Strategy (MTS)¹⁴²/ Programme of Work (POW) 2010/11 would not necessarily be aligned with the Expected Accomplishments articulated in those documents, complementarities may still exist.
- (b) *Alignment with the Bali Strategic Plan (BSP)*¹⁴³. The current and intended outcomes and achievements of the project should be briefly discussed in relation to the objectives of the UNEP BSP.
- (c) *Gender.* Ascertain to what extent project design, implementation and monitoring take into consideration: (i) possible gender inequalities in access to and the control over natural resources; (ii) specific vulnerabilities of women and children to environmental degradation or disasters; and (iii) the role of women in mitigating or adapting to environmental changes and engaging in environmental protection and rehabilitation. Appreciate whether the intervention is likely to have any lasting impacts on gender equality and the relationship between women and the environment. Are there any unresolved gender inequalities that could affect sustainability of project benefits?
- (d) *South-South Cooperation.* This is regarded as the exchange of resources, technology, and knowledge between developing countries. Briefly describe any aspects of the project that could be considered as examples of South-South Cooperation.

The Evaluator

For this evaluation, one independent consultant will be hired. The evaluator will have the following expertise and experience:

- (a) Evaluation of large, multi-country, UN-implemented and GEF-funded environmental projects
- (b) Expertise in Integrated Coastal Zone Management planning, sustainable tourism development and biodiversity conservation, including international cooperation, institutional strengthening, community and CSOs involvement, in the field of international waters, development of sustainable coastal tourism, community-based development programmes, natural resources management and biodiversity conservation.
- (c) Good knowledge of UNEP-GEF portfolio and areas of work
- (d) Management of large regional development projects: planning, multi-stakeholder coordination, finances and administration, monitoring etc.

¹⁴² <http://www.unep.org/PDF/FinalMTSGCSS-X-8.pdf>

¹⁴³ <http://www.unep.org/GC/GC23/documents/GC23-6-add-1.pdf>

- (e) The evaluator should not have been associated with the design and implementation of the project. The evaluator will work under the overall supervision of the Chief, Evaluation Office, UNEP. The evaluator should be educated to postgraduate level with expertise in natural resource-related topics. He/she should also have the following minimum qualifications: (i) experience in natural resources and coastal zone management and tourism; (ii) experience with management and implementation of regional projects (iii) experience with GEF project evaluation. Knowledge of UNEP programmes and broader GEF activities is desirable. Fluency in oral and written English is a must, and French desirable.

The **Consultant** will be responsible for the data collection and analysis phase of the evaluation, and for preparing the evaluation report. (S)He will ensure that all evaluation criteria are adequately covered by the evaluation.

By undersigning the service contract with UNEP/UNON, the consultant certifies that he/she has not been associated with the design and implementation of the project in any way which may jeopardize their independence and impartiality towards project achievements and project partner performance. In addition, they will not have any future interests (within six months after completion of their contract) with the project's executing or implementing units.

Evaluation Deliverables and Review Procedures

The main evaluation report should be brief (no longer than 35 pages – excluding the executive summary and annexes), to the point and written in plain English. The report will follow the annotated Table of Contents outlined in Annex 1. It must explain the purpose of the evaluation, exactly what was evaluated and the methods used (with their limitations). The report will present evidence-based and balanced findings, consequent conclusions, lessons and recommendations, which will be cross-referenced to each other. The report should be presented in a way that makes the information accessible and comprehensible. Any dissident views in response to evaluation findings will be appended in footnote or annex as appropriate.

Report summary. The Evaluator will prepare a 15-slide presentation summarizing the key findings, lessons learned and recommendations of the evaluation. The purpose of this presentation is to engage the main project partners in a discussion on the evaluation results and obtain their buy-in into the MTE recommendations.

Review of the draft evaluation report. The Evaluator will submit the first draft report latest by **November 25th 2011** to the UNEP EO and revise the draft following the comments and suggestions made by the EO. The EO will then share the first draft report with the UNEP/DEPI/GEF Task Manager for review and comments. UNEP/DEPI/GEF will forward the first draft report to the other project stakeholders, in particular the Regional Coordination Unit of the project and the National Project Coordinators and their country-level host institutions, and the UNIDO Evaluation Office for review and comments. Stakeholders may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions. Comments would be expected within two weeks after the draft report has been shared. Any comments or responses to the draft report will be sent to the UNEP EO for collation. The EO will provide the comments to the Evaluator by **16th December 2011** for consideration in preparing the final draft report. The Evaluator will submit the final draft report by **31st December 2011** that is no later than 2 weeks after reception of stakeholder comments. The Evaluator will prepare a **response to comments** that contradict the findings of the evaluator and could therefore not be accommodated in the final report. This response will be annexed to the MTE report to ensure full transparency.

Consultations will be held between the consultant, EO staff, the UNEP/GEF, UNEP/DEPI and key members of the project execution team, including UNIDO project staff. These consultations will seek feedback on the proposed recommendations and lessons.

Submission of the final Terminal Evaluation report. The final report shall be submitted by Email to:

Segbedzi Norgbey, Chief
UNEP Evaluation Office
P.O. Box 30552-00100

Nairobi, Kenya
Tel.: (+254-20) 762 3387
Email: segbedzi.norgbey@unep.org

The Chief of Evaluation will share the report with the following persons:

Maryam Niamir-Fuller, Director
UNEP/GEF Coordination Office
Nairobi, Kenya
Email: maryam.niamir-fuller@unep.org

Ibrahim Thiaw, Director
UNEP/DEPI
Nairobi, Kenya
Email: ibrahim.thiaw@unep.org

Heinz Leuenberger
UNIDO Director of Environment Management Branch
Vienna, Austria
Email: H.Leuenberger@unido.org

The final evaluation report will be published on the UNEP Evaluation Office web-site www.unep.org/eou and may be printed in hard copy. Subsequently, the report will be sent to the GEF Office of Evaluation for their review, appraisal and inclusion on the GEF website.

As per usual practice, the UNEP EO will prepare a **quality assessment** of the zero draft and final draft report, which is a tool for providing structured feedback to the evaluation consultant. The quality of the report will be assessed and rated against both GEF and UNEP criteria as presented in Annex 4.

The UNEP Evaluation Office will also prepare a **commentary** on the final evaluation report, which presents the EO ratings of the project based on a careful review of the evidence collated by the evaluation team and the internal consistency of the report. These ratings are the final ratings that the UNEP Evaluation Office will submit to the GEF Evaluation Office.

Resources and Schedule of the Evaluation

This Terminal Evaluation will be undertaken by an independent evaluation consultant contracted by the UNEP Evaluation Office. The consultant will work under the overall responsibility of the UNEP Evaluation Office and will consult with the EO on any procedural and methodological matters related to the evaluation. It is, however, the consultant's individual responsibility to obtain documentary evidence, set up meetings with stakeholders, and plan field visits. The UNEP Task Manager, UNIDO/RCU and regional and national project staff will provide logistical support (introductions, helping to set up meetings, and arrange transport, lodging etc.) for the country visits where necessary, allowing the consultant to conduct the evaluation as efficiently and independently as possible.

The **Consultant** will be hired from 3rd **August 2011 to 31st December 2011 (2.5 months spread over 5 months)**, but undertake the evaluation in two parts so as to maximise interaction with the COAST project team partners and country Focal points.¹⁴⁴ S/he will first travel to Senegal and Gambia, and then complete his/her work visiting two of the East African partner countries, Kenya and Tanzania with a final debriefing in Nairobi.

Schedule of Payment

¹⁴⁴ If s/he is on board before the SCM, recommend that s/he attends the SCM to introduce SCM members to the MTR purpose + Objectives, then travels on to Gambia after Senegal (i.e. one French speaking, one English speaking W Afr country), then returns to E Afr and could visit 2 out of : Kenya, Tz or Moz.

The consultant will be hired under an individual Special Service Agreement (SSA) and is NOT inclusive of all expenses such as airfares, in-country travel, accommodation, incidental and terminal expenses. Air tickets will be paid separately by UNEP and 75% of the DSA for each authorised travel mission will be paid up front. Local in-country travel and communication costs will be reimbursed on the production of acceptable receipts. Terminal expenses and residual DSA entitlements (25%) will be paid after mission completion.

The Evaluator will receive 40% of the honorarium portion of his/her fee upon acceptance of a draft report deemed complete and of acceptable quality by the EO. The remainder (60%) will be paid upon satisfactory completion of the work.

In case the consultant is not able to provide the deliverables in accordance with these TORs, in line with the expected quality standards by the UNEP Evaluation Office, payment may be withheld at the discretion of the Chief of the Evaluation Office until the consultant has improved the deliverables to meet UNEP's quality standards.

If the consultant fails to submit a satisfactory final product to UNEP in a timely manner, i.e. within one month after the end date of their contract, the Evaluation Office reserves the right to employ additional human resources to finalize the report, and to reduce the consultant's fees by an amount equal to the additional costs borne by the Evaluation Office to bring the report up to standard.

Annex 2: Itinerary of activities of the MTE missions

The Evaluation took place between 11 July and 20 December 2011

Dates	Activities
11-15 July UK	Review of Project documents
17-18 July Dakar, Senegal	Preliminary meetings with RPC, UNIDO PM and UNEP TM
19-23 July Saly, Senegal	Attendance as Observer at 3 rd Project Steering Committee meeting, Saly Interviews with RPC, UNIDO PM, UNIDO programme assistant, UNEP TM, FPs for Cameroon, Mozambique, Nigeria, Senegal, Seychelles, and UNWTO representative and brief interviews with M&E consultant (Benin) and FPs for Tanzania Field visit to Ngasobil demo site and interviews with DPC and representatives of DSMC Field visit to Saly demo site (hotels) and interviews with DPC and representatives of DSMC
24-29 July Banjul, The Gambia	Interviews with FPs, DPC (one for all three sites), and other key project stakeholders based in Banjul Field visit (overnight stay) to Kartong Demo Site with interviews with representatives of the DSMC Field visit to Denton Bridge Demo Site with interviews with representatives of the DSMC Interview with Chairman of Tumani Tender Demo Site (insufficient time for field visit)
August September October	Telephone/skype follow-up interviews with UNEP TM, RPC, and UNWTO Telephone/skype interviews with Ghana FP for Tourism, UNIDO COs/Desks in Mozambique, Cameroon Telephone/skype interviews with UNWTO consultants on sustainable tourism governance and management studies Telephone/skype interviews with M&E consultants in The Philippines and Mozambique (Organisation and execution of MTE of UNDP-GEF Mainstreaming Biodiversity Project in Seychelles, 19 September to 8 October) Arrangements for MTE field visit to Tanzania (cancelled due to injury to International Consultant)
22-25 November Nairobi then Watamu	Interviews with representatives of DSMCs for Bagamoyo, Kinondoni and Mafia Island, Tanzania attending ICZM training workshop in Watamu Interview with FPs for Kenya, ICZM trainer (from Mauritius) and EcoAfrica staff attending ICZM workshop
26-30 November Watamu and Malindi	Interviews with DPC, representatives of DSMC, local hotel industry, and other stakeholders in Watamu and Malindi Field visit to various sites at demo site where activities being implemented or planned
1-13 December Nairobi	Interviews with UNEP staff, UNIDO CO representative, RCU staff and other UNIDO personnel. Preparation of MTE Interim Report. Presentation of preliminary findings and recommendations to COAST Project team, UNEP TM and Evaluation Office, and UNIDO HQ and UNIDO CO representatives
14-20 December UK	Follow-up interviews by telephone/skype and email with UNIDO PM and UNWTO
10 February 2013 UK	Receipt of all review comments on Interim Report
Mid-February to mid-March 2013 UK	Draft Report preparation

Annex 3: List of documents reviewed by MTE

Project design documents

- Project (dated 16 June 2003)
- PDF-B request (date 3 November 2003)
- Project Brief (dated 15 May 2006) and Request for CEO Endorsement (dated 9 July 2007)
- Revised Project Document (dated 7 September 2007)
- Project Document Annexes (dated 16 May 2006) including logframe and budget
- Revised Executive Summary (dated 16 May 2006)
- Letters of co-financing commitment (dated November 2006)

Project supervision and reporting

- Project Inception Report and associated annexes (dated 30 September 2009)
- Project Implementation Reviews (PIR) (2009, 2010, 2011)
- Half yearly progress reports (December 2009, December 2010)
- Annual Workplans (2011)
- Various Budgets (including May 2007, inception budget and for most recent year 2011, in UNEP)
- Internal memos relating to various management issues, and mission reports by RPC
- Internal Back to the Office Reports by UNDO PM and UNEP TE
- National partner and demo site progress reports (for all countries for 2010 and 2011)
- Notes on telephone project management/supervisory meetings between RPC, UNEP TM and UNIDO PM
- Internal UNEP documents relating to latter part of PDF-B period

Legal Instruments and Financial Reports

- MOAs and contracts signed between UNIDO and national partners in 2010
- LoA (Inter Agency Agreement) between UNIDO and UNWTO (unsigned dated 6 August 2010) and annexes
- Terms of Reference for DSMCs, DPCs, and PSC and Duties and Responsibilities of FPs
- Consultancy Terms of Reference, e.g. with EcoAfrica
- UNEP summary of expenditures to 30 June 2011 and UNIDO summary of expenditures up to 1 December 2011
- RCU records including co-finance tracking sheets

Reports and Documentation for Project Meetings

- Project Steering Committee meeting Reports (2009, 2010, 2011)

Technical Outputs

- Training Needs Assessment reports (partner countries and overall summary report)
- Review of BAPs/BATs and associated case studies
- Reports on various training events, e.g. ST-EP training workshops
- Individual and overall reports from international M&E consultants, including 'indicator setting instrument'

Outreach and Promotional Outputs

- COAST Project website) <http://coast.iwlearn.org/>
- Project Brochure (available from COAST website)
- Project database entry at IW:LEARN <http://iwlearn.net/iw-projects/2129>

Other Reports (Selected)

- UNEP Medium-term Strategy 2010–2013
- Bali Strategic Plan for Technology Support and Capacity-building (February 2005)
- Lesson learning in International Waters (including Minutes of the UNEP/DGEF meeting to identify and exchange lessons learnt from UNEP GEF IW projects, 3-5 May 2006, Bangkok)

Annex 4: List of people interviewed by the MTE

Institutions/Individual	Position
International	
UNIDO	
Mr. Ludovic Bernaudat	Industrial Development Officer, Environmental management Branch, Programme Development and Technical Cooperation Division, UNIDO, Vienna. COAST Project Manager
Ms. Elkhansaa Louza	UNIDO Project Assistant
Ms. Grace Malla	UNIDO Consultant
RCU	
Mr. Hugh K. Gibbon	COAST Project, UNIDO Kenya
Mrs. Adelaide Odhiambo	Administrative Assistant
Mr. Mkuleko Hikwa	Communications Officer (part time)
Mr. Harvey Garcia	VSO Volunteer
UNEP	
Mr. Edoardo Zandri	Task Manager
Mr. Rodney Vorley	Financial Management Officer
Ms. Kelly West	Task Manager, Coastal and Marine Ecosystems Branch
Mr. Takehiro Nakamura	Marine Ecosystem Unit Coordinator
UNWTO	
Mr. Marcel Leijzer	Programme Manager ST-EP, Technical Cooperation and Services, World Tourism Organisation, Madrid, Spain
WTO Consultants	
Mr. Harold Goodwin	Trainer and facilitator
Mr. Lionel Becherel	Lead consultant
Mr. Richard Denman	Tourism Policy & Governance Study (Leader), Director, The Tourism Company
M&E consultant	
Mr. Wayne Bacale	Lead consultant and responsible for Kenya, Tanzania, Ghana, Nigeria
Mr. Prosper Biao	consultant responsible for Cameroon, Senegal, Gambia
Mr. Nandio Durao	consultant responsible for Mozambique
ICZM consultant	
Mr.Chandradeo (Sanjeev) Bokhoree	Lead Consultant, School of Sustainable Development and Tourism, University of Technology, Mauritius
Reef and marine conservation consultants	
Ms. Frida Lanshammar	Team Leader
Mr. Francois Odendaal	Director Eco Africa
Ms. Jayshree Govender	Researcher and Consultant
Ms. Violet Njambi Ogega	Business Manager
Training Needs Analysis (and SSTL development)	
Ms. Anna Spenceley	Consultant, STAND cc
Countries - National level	
Cameroon	
Mr. Frank Van Rompaey	UNIDO Representative
Mr. Moussa Seibou	Ministry of Environment, Focal Point

Mr. Mohamadou Kombi	Director du Tourisme Durable et de Amenagements, Ministere du Tourisme, Cameroon , Ministry of Tourism, Focal Point
Gambia	
Mr. Momodou Sarr	Executive director, GEF Focal Point, National Environment Agency (NEA)
Mr. Momoudou Suwareh	Momodou Jawa Suwareh, Senior Programme Officer and Head Coastal and Marine Programme, NEA, Focal Point
Ms Fatou Beyai Raji	Ministry of Tourism, Focal Point
Mr. Aboubacar Kujabi	Demonstration Project Coordinator
Mr. Daouda Niang	General Manager, Association of small scale enterprises in Tourism (ASSET), Banjul
Mr. Famara Drammeh	Programme Officer – Coastal and Marine Environment, NEA
Mr. Alieu Nyang	NEA
Mr. Alieu Babdou Bobb	Training and Product Development Officer, Association of small scale enterprises in Tourism (ASSET)
Mr. Bulli Mustapha Dibba	Director of Admin/Finance, NEA
Mr. Momodou F.K.Kolley	Director, Department of Physical Planning and Housing, Banjul
Mr. Abdoulie Bojang	Principal Housing Officer, Physical Planning Department, Banjul
Mr. Abdoulie Hydara	Senior Manager, Investment Promotion and Facilitation, The Gambia Investment and Export Promotion Agency (GiEPA), Banjul
Mr. Alieu Samba Nyang	Research and Development Manager, NEA
Mr. Alpha O Jallow	Director, Department of parks and Wildlife management, Abuko Nature Reserve, Abuko, Banjul
Ms. Marion Nyan	Executive Secretary, Gambia Hotel Association, Banjul
Mr. Alieu Secka	Chairman, Gambia Hotel Association, Banjul
Mr. Omar Jabang	Chairman, VDC, Kartong, Member of Kartong DSMC
Mr. Sankung Sambou	KART Administrator, Kartong Village, Member of Kartong DSMC
Ms. Isajou Jarjou	Member of Kartong DSMC
Mrs. Ebrima Jabang	Member of Kartong DSMC
Mr. Lamin Jallow	Forest Ranger (Department of forestry), Member of Kartong DSMC
Mr. Sutary Sanneh	DPWM/TBR, Member of Kartong DSMC
Mr. Alieu Tawo	Geological department, Member of Kartong DSMC
Mr. Bore Manneh	Taxi driver, Kartong, Member of Kartong DSMC
Mrs. Geri Mitchel	Sandele, Kartong, Member of Kartong DSMC
Mr. Alieu Badou Bobb	ASSET and COAST Steering Group and Member of Denton Bridge DSMC
Mr. Sambou Sonko	Boating and Fishing Association of Denton Bridge and Member of Denton Bridge DSMC
Mr. Mustapha Amadon Faal	Banjul City Council and Member of Denton Bridge DSMC
Mr. Momodou Danso	GPF and Member of Denton Bridge DSMC
Mr. Alhagie Kujabi	Councillor, and Chair of Tumani Tender DSMC
Ghana	
Mr. Francis Bartels	UNIDO Representative
Mr. Joel Sonne	Ministry of Tourism, Focal Point
Kenya	
Mr. Lars Ola Altera	UNIDO Representative
Mr. Baraza Wangwe	Ministry of Environment
Ms. Lilian Ayimba	Ministry of Tourism
Mr. Samuel Nganga Kaloki	Demonstration Project Coordinator
Mr. Edward Mwamuye	COBEC Project Coordinator
Mr. Mohamed S. Bates	Municipal Council of Malindi, Principal Admin. Officer
Mr. Mohamed Bates	Town Clerk, Malindi
Mr. Arafa Salami	Conservation Officer - Coast Site, Nature Kenya

Ms. Lynn Ngeri	Kenya Wildlife Service, Watamu
Mr. Dickson Korir	Watamu Marine National Park, Warden, Kenya Wildlife Service
Mr. Collins Obura	Turtle Bay Beach Hotel
Mr. Tanuday Daniel Mwita	Garoda Resort Resident Manager, Watamu
Mr. Damian Davies	General Manager, Turtle Bay Beach Hotel, Watamu
Ms. Josephine Njeje	District Officer (children's issues)
Mrs. Rosylyne NaBaala	Voice of Watamu Women
Mr. Steve Trott	Watamu Marine Association, Chairman
Mr. Blessington Nlaghanga	Senior Forester, Kenya Forest Service, Malindi
Mr. Bernard Orindi	Forester, Kenya Forest Service, Malindi
Mr. Benjamin Karisa	Midas Creek Conservation Community
Mr. Sammy M. Kibe	Department of Tourism, Tourist Officer
Mr. Johnstone M. Kimwele	Department of Tourism, Chief Tourism Officer
Mr. Henry Kigen	A Rocha Kenya Centre Manager
Mr. Johnson M. Kafulo	Bird Guide & Trail cycle leader
Mozambique	
Mr. Jaime Comiche	UNIDO Desk Officer
Mr. Alexandre Bartolomeu	Ministry of Environment
Ms. Cidalia Mahumane	Ministry of Tourism
Nigeria	
Dr. Gloria Ujor	Ministry of Environment
Mr. Fadipe Ashamu Sewanu	Permanent Secretary, Lagos State Ministry of Tourism and Inter-governmental Relations
Senegal	
Mr. Edmé Koffi	UNIDO Representative for Senegal, Cape Verde, Gambia, Guinea-Bissau, Mauritania (brief conversation)
Ms. Sokhna Sy Diallo	Ministry of Environment
Mr. Mbodji Sassy	Ministry of Tourism, Dakar
Mr. Babacar Sy	Demonstration Project Coordinator for Demo Site 1 (Saly)
Mr. Georges Faye	Demonstration Project Coordinator for Demo Site 2 (Ngasobil)
Mr. Ibrahima Sarr	Director of Administration and Finance, Les Filaos Hotel, Saly, Senegal, Member of DSMC for Demo Site 1 (Saly)
Various others	Several members Demo Site Committee for Demo Site 2 (Ngasobil) in group meeting including Chairman
Seychelles	
Mr. Alain De Comarmond	Ministry of Environment, Focal Point
Ms Betty Seraphine	Ministry of Tourism, Focal Point
Mr. Joe Rath	UNDP-GEF MBD Project
Tanzania	
Mr. J Ningu	Ministry of Environment, Focal Point (briefly)
Mr. Deograsias Mdamu	Ministry of Tourism, Focal Point (briefly)
Mr. Thomas Chali	Demonstration Project Coordinator
Ms. Rose Sallema Mtui	National Environmental Management Council (NEMC)
Ms. Magreth Lawrence Mchome	Marine Parks and Reserve Unit (MPRU)
Mr. Gideon Matwi	Mafia District Council, Representative of Mafia Island demo site
Mr. Aloyce Eliabi Malekela	Bagamoyo Tour guides Association (BATOGA), Representative of Bagamoyo demo site
Mr. Abubakar Ramadhani Mposo	Bagamoyo District Council, Representative of Bagamoyo demo site
Mr. Nkungu Hango	Businessman, Representative of Kinondoni demo site

Annex 5: Summary of achievement of ‘Project Objectives’ and ‘Outcomes’ at MTE stage

Project Objectives and Outcomes	Description of indicator	Baseline level	Mid-term target ¹⁴⁵	End-of-project target	Status at MTE ¹⁴⁶ and Comments	MTE Rating
Objective 1 BAPs/BATs strategies for sustainable tourism demonstrated	1. Mechanisms for reduced degradation understood, in place and being utilised	Baseline information unavailable, but to be confirmed during year 1 of demo implementation, and to include both regional and national level monitoring requirements	All stakeholders and partners aware and understand the major causes of environmental degradation	At least two demo projects have developed mechanisms and are actively testing these to address issues of environmental degradation	Status: MTE target not achieved. Awareness events undertaken at minimum of four Demo Site, but clear from MTE interviews that not all stakeholders understand major causes of environmental degradation MTE Comments. Poor, non-SMART indicator – not specific to ‘demonstration of BAPs/BATs’; unrealistic target of ‘all stakeholders’; stakeholders not defined; not clear what constitutes ‘understood’; no baseline collected (‘awareness’ never measured); and end-of-project target not related to indicator	U
	2. National indicators to demonstrate sustainable improvements have been agreed & are being used (national (including demo project indicators))	Baseline information unavailable, but to be confirmed during year 1 of demo implementation	National indicators have been agreed with all partner countries and data are beginning to be collected	Five partner countries are using national indicators to monitor and measure improvements	Status: MTE target not achieved. National indicators have not been defined and agreed and Project activities in this area minimal to date. MTE Comments. Poor indicator - not clear what the ‘improvements’ relate to (improvements to what?). Still no detailed information on baseline (not collected during 1 st year) and not clear how Project will achieve adoption of national indicators, either at national or demo site level, or what process is or who relevant stakeholders are. Again, indicator is not specific to demonstration of BAPs/BATs.	U

¹⁴⁵ Specific Mid Term targets were absent from both the original logframe and the version revised during the inception period. They were added in following the arrival of the most recent UNEP Task Manager as a means of better monitoring project delivery and performance. However, it is not clear how these targets were established (e.g. whether drafted by the RCU in consultation with UNEP or through a wider process) and whether they were formally approved by the Project Steering Committee.

¹⁴⁶ As of 13 December 2011

Project Objectives and Outcomes	Description of indicator	Baseline level	Mid-term target ¹⁴⁵	End-of-project target	Status at MTE ¹⁴⁶ and Comments	MTE Rating
	3. Project demonstrations providing replicable BATs/BAPs (with costs & benefits)	No baseline information available.	Four demonstrations are actively being implemented employing BAPs/BATs and are in the process of being documented for sharing and knowledge management	All demonstrations are actively being implemented and each has provided at least one BAT/BAP based upon the project's thematic priorities (EMS, eco-tourism, reefs, ecosystem planning) which has been documented for sharing and knowledge management	<p>Status: MTE target not achieved. Seven demonstration sites have been operational (DSMCs established) for over a year but little activity so far at most demo sites (most advanced in Kenya, The Gambia, Mozambique). Ecotourism activities (through ST_EP projects) most developed; EMS and Reef management activities still at inception stage. Cost/benefits not yet collected as activities at Demo Sites as still in early stages due to lengthy delays; study to collect this data still needs to be designed and implemented.</p> <p>MTE Comments. ST_EP model has not been shown to be a BAP/BAT (in global Review of BAPs/BATs) and therefore applicable to the COAST Project. Still no detailed information on baseline for EMS and Reef management at MTE (not collected during 1st year)</p>	MU
	4. Incentives for sustainable partnerships for civil society, private and public sector documented & disseminated	Baseline information unavailable, but to be confirmed during year 1 of demo implementation	At least one case study for sustainable partnerships documented and disseminated	At least one case study per thematic area (EMS, Reefs, Eco-tourism, ecosystem planning) for sustainable partnerships documented and disseminated	<p>Status: MTE target not achieved. No case studies on 'sustainable partnerships' documented and disseminated. Questionnaire sent to COAST stakeholders to assess and document partnership experiences to date and results presented at international conference in Mauritius in September 2010, but is a very general analysis.</p> <p>MTE Comments. Indicator unclear: unclear what 'incentives' refers to; 'sustainable partnerships' never defined and not clear what it means in practice; not clear what these 'partnerships' are aimed to achieve (partnerships for what?), and, again, indicator is not specific to objective (demonstration of BAPs/BATs).</p>	U

Project Objectives and Outcomes	Description of indicator	Baseline level	Mid-term target ¹⁴⁵	End-of-project target	Status at MTE ¹⁴⁶ and Comments	MTE Rating
Objective 2 Mechanisms for sustainable tourism governance and management established	1. Project experiences on sustainable tourism documented and disseminated as a contribution to policy debates in all 9 countries	Baseline information available as part of the demo project narratives, but require to be updated during year 1 of demo implementation	Experience sharing for enhancing policy debates underway in at least four countries	Project experiences documented and disseminated as a contribution to policy debates in all partner countries	<p>Status: MTE target not achieved. Project still in early stages at most Demo Sites so little concrete results to report from local level.</p> <p>MTE Comments. Indicator is not specific to objective - not assessing achievement of a direct mechanisms for sustainable governance and management – and more relevant to ‘Objective 4’ (Establishment of a virtual information coordination & clearing house (eRICH)) as deals with dissemination of project results.</p> <p>Not clear what ‘mechanisms’ refers to in ‘Objective’. Policy briefs? Inter-ministerial committees? Clearing House mechanism?</p>	MU
	2. Project experiences supporting the development or revision of national strategies and work plans for sustainable tourism	Baseline information unavailable, but to be collected during year 1 of demo implementation as part of a ‘gaps, needs and options’ consultancy	Identification of priority issues for inclusion in National strategies are underway	Project experiences documented and at least one information brief per country disseminated as a contribution towards national strategy development and revision	<p>Status: MTE target achieved. Nine country tourism policy, governance and management study field visits to identify priority issues and national strategy revisions completed (through UNWTO contract), reports in draft form at MTE, and overall summary report also in draft form. Follow-up national workshops to discuss findings of these reports with stakeholders planned for 2012. However, not clear how the results will be adopted/used by partner governments and private sector.</p> <p>MTE Comments. Poorly worded indicator, not specific to objective and again more relevant to ‘Objective 4’. Mid-term target is more useful as a process indicator of the ‘Objective’. Baseline not collected during 1st year.</p>	S
Objective 3 Training and Capacity Building for sustainable tourism delivered	1. Assessment of training needs for each partner country completed by second SCM	Not existing	Regional assessments completed (East and West Africa)	Regional assessments completed (East and West Africa)	<p>Status: MTE target achieved. Training needs assessments completed, although not linked directly to project activities at demo site level as conducted before demo site projects were developed. Local capacity needs still need to be fully assessed and tailored to specific activities to be delivered at demo sites.</p> <p>MTE Comments. Process indicator.</p>	S

Project Objectives and Outcomes	Description of indicator	Baseline level	Mid-term target ¹⁴⁵	End-of-project target	Status at MTE ¹⁴⁶ and Comments	MTE Rating
	2. Training packages dev and implemented to suit national & regional needs	Not existing	Relevant training packages/inputs are being designed and implemented in some partner countries	All partner countries have benefited from at least two thematic training packages developed to suit specific demo project requirements	<p>Status: MTE target achieved. Two regional thematic training packages completed, in Ecotourism (one in Senegal and Kenya), and two in EMS (one held in Tanzania for Kenya and Tanzanian stakeholders, other in West Africa), also one ICZM training workshop held in Kenya (for Tanzania and Kenya stakeholders). Local training to build capacity of demo site stakeholders to implement their projects still needed to ensure demo site projects are delivered.</p> <p>MTE Comments. Process indicator. MTE target not specific enough ('some partner countries').</p>	S
	3. Training materials incorporating BATs/BAPs from Objective 1 available by end of Yr 3	Not existing	Training materials are under development with some content coming from COAST demo project BAPs/BATs	Training materials incorporating COAST BATs/BAPs and other experiences are available to all partner countries and are being used in at least five	<p>Status: MTE target not achieved. No training materials yet developed as requires input from 'Objective 1'. MoUs for training support (materials and technical support) being investigated at four demo sites in Mozambique, The Gambia and Kenya, but not developed at MTE.</p> <p>MTE Comments. Process indicator. Objective lacks indicator that shows that capacity has been built e.g. changes in modified UNDP scorecard</p>	HU
Objective 4 Establishment of a virtual information coordination & clearing house (eRICH)	1. eRICH established and fully operational within first 2 yrs	Not existing	eRICH is in place	All partner countries are contributing to eRICH through BAPs/BATs and other project documented experiences	<p>Status: MTE target partially achieved. RICH/EIMAS were not developed in original form but cut from Project at inception stage (MTE agrees with this decision). Instead, a cheaper alternative was created through use of the COAST Project website which uses IWLearn format as clearing house platform. Many Project reports available through website which is updated fairly regularly but many stakeholders don't use this resource and internal intranet function not useful for them as means of communication among themselves or for discussion on Project. External IT consultants provided as support to FPs and DPCs to use website but mixed results.</p> <p>MTE Comments. Process indicator.</p>	MS

Project Objectives and Outcomes	Description of indicator	Baseline level	Mid-term target ¹⁴⁵	End-of-project target	Status at MTE ¹⁴⁶ and Comments	MTE Rating
	2. Project contributing to wider public understanding and sharing of BAPs/BATs through eRICH as measured by the level of use and uptake on the eRICH pages of the COAST website	Not existing	Work with relevant National Environment & Tourism agencies is ongoing with the collection of environmental & tourism management information to feed into eRICH	All countries are providing environmental and tourism management information for sharing and dissemination through eRICH	<p>Status: MTE target not achieved. Collection and posting of environmental and tourism management information not yet achieved and limited interaction with Ministry of Tourism in terms of collection of relevant data to be posted on the project website. The MTE was not aware of any specific agreements between the Project and ministries of environment and tourism over provision of relevant data for posting on the COAST website. In other words, it is not clear whether the ministries see the website as a clearing house mechanism for their use.</p> <p>MTE Comments. Mid-term target not directly relevant to indicator – should be the increase in number of hits/downloads associated with use of project website (although still not a good indicator). Still no baseline data on level of awareness of BAPs/BATs among public, so difficult to see if Project will make a significant difference to this.</p>	U
	3. Lessons from awareness of coastal environment and sustainable tourism principles & practices at demo sites presented on eRICH	Not existing	At least two partner countries have shared early lessons from awareness on the subject matter on eRICH	All countries are providing awareness lessons on the subject matter for sharing and dissemination through eRICH	<p>Status: MTE target not achieved. No ‘lessons learned’ have been captured, in part as Project behind on delivery of activities at demo sites and also no structured process for capturing lessons learned. In addition, ‘awareness’ of impact of tourism on coastal environments and sustainable tourism principles is not being assessed.</p> <p>MTE Comments. Still no baseline data on level of awareness of negative impact of tourism on coastal environments and sustainable tourism principles, so difficult to see if Project will make a significant difference to this.</p>	HU
Outcome 1:	1 National institutes	Not existing	National	National institutes	Status: MTE target not achieved. National institutes have	U

Project Objectives and Outcomes	Description of indicator	Baseline level	Mid-term target ¹⁴⁵	End-of-project target	Status at MTE ¹⁴⁶ and Comments	MTE Rating
Working Environmental Management Systems (EMS) in place at appropriate demo sites	strengthened through EMS training		institutes have initiated demo projects employing EMS at four of the relevant demo project sites	have monitored & evaluated EMS demo activities in order to share outcomes on; economic, social and environmental benefits	<p>not initiated ‘demo projects employing EMS’, rather these will be done at local level. Some EMS training delivered through regional workshops. EMS to be addressed at 5 demo sites (in Kenya, Tanzania, Senegal, Ghana) but no concrete activities at any of these at MTE stage and precise activities still unclear (although EMS consultants contracted to help define these). However, local activities do not necessarily strengthen ‘national institutes’. At MTE stage, still unclear what EMS activities will be developed at demo sites, e.g. whether project will promote adoption of ISO14001 or just elements of it.</p> <p>MTE Comments. Indicator is more of an ‘outcome’ than an indicator. Indicator states ‘national institutes’ yet ‘Outcome’ relates to local level (connection unclear). National institutes not identified. Indicator also suggests capacity is being built and measured so more appropriate under Objective 3 (Training and Capacity Building for sustainable tourism delivered). MTE target is more relevant as an indicator.</p>	
	2 Increase in capacity of tourism stakeholders to initiate EMS (with the aim to replicate good practices)	Not existing	Stakeholders who are prepared to make their own investments in EMS identified	Collaborative EMS training events involving both domestic and international tour operators have been held in at least two demo sites and have resulted in changes to hotel management practices	<p>Status: MTE target not achieved. Capacity not being measured by Project. MTE interviews revealed mixed interest among local stakeholders (hotels) in making their own investments in EMS. Some possible investment at Saly in Senegal, which may have been influenced by the Project and possibilities at Watamu, Kenya and both Kinondoni and Bagomoyo in Tanzania, but only a very preliminary stages. Only limited (ad hoc) identification of relevant stakeholders by Project (no baseline on this).</p> <p>MTE Comments. Confused indicator, more relevant to capacity building and should be under ‘Objective’ 3. Indicator is more of an ‘outcome’ than an indicator, and not clear how capacity is measured. MTE target not measured by Project and no baseline available.</p>	MU

Project Objectives and Outcomes	Description of indicator	Baseline level	Mid-term target ¹⁴⁵	End-of-project target	Status at MTE ¹⁴⁶ and Comments	MTE Rating
	3 Project experiences in EMS inform policy and regulatory debates	Not existing	Data from Project EMS experiences being collected and collated	Project EMS experiences being documented and disseminated to enhance policy and regulatory debates in at least two partner countries	<p>Status: MTE target not achieved. As Project is behind on delivery of activities, especially at demo site level, there have been no project experiences in EMS that can inform policy and regulatory debates as yet. However, experiences on development of SSTL in Seychelles through UNDP-GEF MBD Project is most advanced and could be used as a model for other COAST Project countries.</p> <p>MTE Comments. Again, indicator is more of an ‘outcome’ than an indicator for the ‘objective’, and more relevant to influencing national policy debates under Objective 2 (Mechanisms for sustainable tourism governance and management established).</p>	HU
	4 Eco-labelling plan and certification schemes operational	Baseline information unavailable, but to be collected during year 1 of demo implementation	Eco-labelling and certification plan for each appropriate demo project location drafted	Eco-labelling and certification plans operational in at least two locations	<p>Status: MTE target not achieved. No significant activities to date, and no plans drafted, although brief review of situation given in national Tourism Governance and Management studies undertaken through UNWTO. Only relevant activities relate to development of SSTL in Seychelles under sister UNDP-GEF MBD Project, which could be useful.</p> <p>MTE Comments. Strictly speaking, this is not EMS so doesn’t ‘indicate’ the ‘Outcome’. Eco-labelling is different from EMS and it is beyond the Project’s ability to establish an eco-labelling scheme (always unrealistic) and end-of-project target unlikely to be reached, but it could promote existing ones, e.g. Kenya.</p>	U
	5 Waste management control mechanisms operational	Baseline information unavailable, but to be collected during year 1 of demo implementation	Waste management control mechanisms identified at the appropriate demo project sites	Waste management control mechanisms operational in at least two appropriate demo project sites	<p>Status: MTE target achieved. Three demo sites engaged in waste management (Kenya, Mozambique and Cameroon). The DSMCs at Watamu, Kenya and Inhambane, Mozambique, have linked with other stakeholders to collect, sort and recycle beach plastics and solid waste.</p> <p>MTE Comments. No baseline data collected in first year (and pre-Project situation still unclear).</p>	MS

Project Objectives and Outcomes	Description of indicator	Baseline level	Mid-term target ¹⁴⁵	End-of-project target	Status at MTE ¹⁴⁶ and Comments	MTE Rating
Outcome 2: Eco-tourism initiatives for alternative livelihoods and revenues developed for biodiversity conservation and local communities at relevant demo sites	1. Management procedures & institutional support for developments in eco-tourism established	Not existing	Local civil society and government institutions to support eco-tourism developments identified at all demo sites	Local civil society / government institutions have management capacity support procedures for eco-tourism development in place in at least four demo projects	<p>Status: MTE target partially achieved. Key institutions and stakeholders and their roles and responsibilities identified at demo sites where ST_EP proposals being developed (Mozambique, Kenya, The Gambia, Ghana, Nigeria, Tanzania). Also some discussion through national Tourism Governance and Management reports.</p> <p>MTE Comments. Indicator not specific enough and relates to capacity building, which would be more relevant to Objective 3. Baseline not collected during the first year. The indicator set developed through the ST-EP proposal process would be more appropriate here, expanded to include additional Biodiversity/International Waters impact indicators.</p>	MS
	2. Improved knowledge & information about eco-tourism within and around each demo site	Some baseline information is presented in the demo project narrative documents, additional information will be collected during year 1 of demo implementation	Locally appropriate information and media coverage being developed for eco-tourism services in at least four demo sites	Visitor resource centres and private sector investors are promoting local eco-tourism services in at least four demo projects	<p>Status: MTE target partially achieved. Some baseline data collected as part of the Value Chain Analyses as part of development of the ST_EP project proposals. At least 6 demo sites have had some local or national radio coverage and provided information on the COAST Project, although not targeted specifically in ecotourism.</p> <p>MTE Comments. This indicator is more of an ‘outcome’ than indicator. Indicator not specific enough - not clear what ‘improved’ means. The end-of-project target has already been met to some extent as this was occurring at some demo sites prior to the COAST Project. Not clear how ‘improved’ knowledge will be measured as no baseline for awareness measured or available (demo project narratives are very weak on this contrary to what is written in baseline cell) and baseline on this not collected during year 1.</p>	MU

Project Objectives and Outcomes	Description of indicator	Baseline level	Mid-term target ¹⁴⁵	End-of-project target	Status at MTE ¹⁴⁶ and Comments	MTE Rating
	3.Improved knowledge & information about HIV/AIDS and public health at each demo site (through working with partners competent in this field)	Baseline information is to be collected as part of the M&E framework during year 1 of demo implementation	Information needs and capacity limitations to inform tourists and local communities on HIV/AIDS and public health understood	Appropriate information on HIV/AIDS and public health being shared locally at each demo project site	<p>Status: MTE target partially achieved. At least three sites (Gambia, Senegal site 2, and Mozambique) have engaged in HIV/AIDS awareness raising activities.</p> <p>MTE Comments. Not clear how this links with the ‘Outcome’. HIV/AIDS is not in the original Pro Doc and needs to be cut from Project (it should never have been included in the first place and funded by GEF under IW). Again, no baseline data were collected so changes in knowledge and awareness cannot be determined.</p>	MU
	4. Partnerships and networks of eco-tourism bodies and professionals formed	Some information has been provided in the demo project narratives, but this needs to be updated during year 1 of demo implementation	Forums and meetings are being organised to explore network formation/ strengthening opportunities at all demo sites	Network bodies have been formed and represent a growing membership of stakeholders in at least three demo project sites	<p>Status: MTE target partially achieved. Formal DSMCs established at all demo sites and at least four (Kenya, Mozambique, The Gambia, Senegal) of these groups are engaged in establishing wider networks and institutional links to strengthen ecotourism developments, although their success and effectiveness varies between sites and countries.</p> <p>MTE Comments. Indicator and target not specific enough so difficult to measure achievement. Could possibly be measured by number of MoUs produced relevant to development of ecotourism through Project. No baseline exists or collected by Project in 1st year.</p>	MU
	5. Evidence of stakeholders diversifying their eco-tourism activities and revenue sources at the demo sites	Some information has been provided in the demo project narratives, but this needs to be updated during year 1 of demo implementation	Data on eco-tourism facilities and services are being regularly collected at each demo project site	Analysis of data on eco-tourism operations completed for all demo project sites	<p>Status: MTE target not achieved. Three of the seven relevant sites have compiled some ecotourism information e.g. revenue generation, as part of ST_EP proposal development, but not yet being collected on a regular basis and not at all sites, and ecotourism activities at demo sites only just beginning at the MTE stage.</p> <p>MTE Comments. Poor indicator. End of project target should be increased number of enterprises or numbers employed, etc</p>	U

Project Objectives and Outcomes	Description of indicator	Baseline level	Mid-term target ¹⁴⁵	End-of-project target	Status at MTE ¹⁴⁶ and Comments	MTE Rating
Outcome 3: Improved reef recreation, management and monitoring mechanisms in place at relevant demo sites	1. Survey and GIS mapping of sensitive areas and damaged sites completed	A number of previous projects have undertaken marine/reef mapping to a limited extent, and this information needs to be verified during year 1 of demo implementation	Survey work is actively on-going at all East African demo project sites	GIS maps showing areas of sensitivity and damage to biodiversity published for all East African demo project sites	Status: MTE target partially achieved. Marine maps have been produced for two sites (Kenya and Mozambique). Those for Tanzania are still in draft form (for Bagamoyo) and maps will not be done for Seychelles (MTE agrees with this decision).	MS
	2. Procurement, installation, management of reef protection equipment as part of reef management strategy	As above	Reef management strategies being actively discussed by all appropriate East African demo projects and reef protection equipment being ordered	Reef management strategies with work plans and protection procedures in place in at least two East African demo project sites	Status: MTE target not achieved. Reef management activities had not commenced at MTE stage, reef management strategies/plans had yet to be developed and, consequently, reef management equipment had yet to be purchased and installed at any sites. Still in inception stage. MTE Comments. Not clear what equipment will be purchased as this depends on the outcome of the management strategies/plans. It should be noted that GEF funds should not be used for major infrastructure expenses. MTE and end-of-project targets confused as they do not relate directly to indicator which deals only with procurement and installation of equipment. Also not clear how strategies/plans will fit with existing and proposed plans for official MPAs.	U

Project Objectives and Outcomes	Description of indicator	Baseline level	Mid-term target ¹⁴⁵	End-of-project target	Status at MTE ¹⁴⁶ and Comments	MTE Rating
	3. Awareness and Capacity Building (CB) on reef conservation being sustained by local stakeholders	Some information is provided in the demo project narrative documents, but this needs to be reviewed during year 1 of demo implementation	Appropriate stakeholders identified and awareness events and information on reef conservation being shared at all East African demo sites	Training and CB on reef conservation has been undertaken at all E African demo project locations and there is evidence of local stakeholder interest to maintain this	<p>Status: MTE target partially achieved. Initial stakeholders identified and some awareness events held as part of general COAST Project awareness raising in Kenya, Tanzania and Mozambique, but no specific capacity building at MTE stage. Activities need to be based on the reef management strategies/plans, which have not yet been developed.</p> <p>MTE Comments. Not clear what ‘sustained’ means in practice and will require from stakeholders. Indicator deals more with building awareness and capacity and is more appropriate under Objectives 3 and 4. Not clear what form the ‘evidence’ in end-of-project target should take (should have been defined).</p>	MU
	4. Proposals for regulatory & institutional frameworks revised/established for reef area management at relevant sites in East Africa as a contribution to debates on improving regulatory mechanisms	Baseline information unavailable, but to be confirmed during year 1 of demo implementation	Appropriate locally based government agencies identified and the primary issues affecting reef areas being debated	Demo project experiences being used to inform appropriate locally based government agencies on improving reef management at all E African demo sites	<p>Status: MTE target partially achieved. Initial local government stakeholders identified and some preliminary awareness raising activities undertaken. EcoAfrica, who have contract for delivering the reef management aspects of the COAST Project, were finalising their action plan in late 2012. This was not yet available at the MTE but was to include an assessment of institutional and regulatory mandates, monitoring frameworks and requirements. The UNWTO-managed consultancies looking at tourism governance, policy and management reports give a summary of the regulatory environment regarding conservation of coastal areas.</p>	MU

Annex 6: Status of delivery of activities at the Demo Sites in the nine participating countries (updated from PIR 2011)

Partner	Progress up to MTE	Issues and MTE comments and rating on expected delivery of results ¹⁴⁷
<p>Cameroon</p> <p>Demo site: Kribi/Campo</p> <ul style="list-style-type: none"> FP involvement begins: Oct 2009 DPC in post: Jan 2010 DSMC selected: Jun 2010 	<ul style="list-style-type: none"> Sustainable tourism policy and governance field mission completed UNWTO ST-EP Volunteer on site and supporting implementation of the ecotourism component 1000 brochures produced to explain the work of the project IT consultant recruited to support FPs, DPC and DSCM Supplementary project submitted to FFEM not successful but helped to build local capacity 	<ul style="list-style-type: none"> Late disbursement of project funds in-country is affecting the speed of implementation Issue relating to transfer of funds from capital to demo site (only done when FP visits the focal point) is causing further delays Support from UNWTO volunteer has been critical in moving project activities forward at demo site Judged Unlikely to be completed by formal end of project
<p>Gambia</p> <p>Demo sites: Tumani Tenda, Kartong and Denton Bridge</p> <ul style="list-style-type: none"> FP involvement begins: March 2010 DPC in post: March 2010 DSMC selected: October/November 2010 	<ul style="list-style-type: none"> Sustainable tourism policy and governance field mission completed Consultancy on socio-economic baseline data active at MTE but lack of clarity over what is being collected and how this directly relates to project activities at the sub-sites (as individual projects at sub-sites still not fully developed) Consultancy to assess and involve indigenous communities into the project through eco-tourism Very successful 'visioning' workshops at two sub-sites (MTE feedback from DSMC very positive) MoU with a local training provider prepared (based on Training needs assessment) Printing of materials for HIV/AIDS sensitization and natural resources management completed ST-EP proposal not fully developed 	<ul style="list-style-type: none"> Late disbursement of project funds in-country is affecting the speed of implementation (it takes about one month to complete each new fund disbursement under current procedures) High level of commitment by National Environment Agency to COAST Project was evident during MTE visit but NEA lacks resources to implement the work programme associated with the project as originally designed in Project Document Project judged Highly Unlikely to be completed at all three demo sites by formal end of project as only have sufficient resources for delivery for one site. If refocused on one site (Kartong is easiest), delivery considered Highly Likely.
<p>Ghana</p> <p>Demo site: 1 – hotel sector (national), 2- Ada Estuary</p> <ul style="list-style-type: none"> FP involvement begins: 	<ul style="list-style-type: none"> Sustainable tourism policy and governance field mission completed ST-EP regional training completed Completed Value Chain Analysis for Eco-tourism thematic area and final version of the ST-EP project proposal has been submitted to UNWTO EMS component was re-designed to be included as part of the ICZM 	<ul style="list-style-type: none"> Late disbursement of project funds in-country is affecting the speed of implementation and funds have been delayed in being disbursed to demo site from Accra There have been three changes of the Ministry of Tourism Focal Point since project inception, which has led to delays

¹⁴⁷ The MTE does not give a rating on achievement at the various demo sites as a) the International Consultant was unable to visit all of them, b) he is not required to do so under the MTE TOR.

<p>Jan 2010</p> <ul style="list-style-type: none"> • DPC in post: Jan 2010 • DSMC selected: Jan 2010 	<p>approach at the destination (but will now need to be rethought as ICZM element of project being cut from COAST project, with perhaps focus on small hotel sector)</p> <ul style="list-style-type: none"> • Project supporting community led waste clean up 	<ul style="list-style-type: none"> • New FP from Ministry of Tourism is enthusiastic and appears committed to helping deliver at least the ecotourism elements of Project in Ghana • The official inauguration of the DSMC by the Minister for the Environment was finally achieved after many delays • Apparent lack of commitment to the project by Government of Ghana, expressed by non-attendance of both FPs at 3rd Steering Committee Meeting, held in Saly, July 2011 • Judged Unlikely to deliver at demo site 2 by formal end of project and Unlikely to deliver national small hotel project without additional support
<p>Kenya</p> <p>Demo site: Watamu</p> <ul style="list-style-type: none"> • FP involvement begins: Jan 2010 • DPC in post: March 2010 • DSMC selected: Dec 2010 	<ul style="list-style-type: none"> • Sustainable tourism policy and governance field mission completed • ST-EP eco-tourism proposal developed by DSMC which was approved by UNWTO • ST-EP project launched in Nov 2011 (during MTE visit) • Regional ICZM workshop held at Watamu (for participants for Kenya and Tanzania) • Local partnership between WMA and UNWTO for eco-tourism component received Ministry approval • Initial discussion of ideas on EMS activities at demo site among DSMC members, and opportunities to include existing plastic waste management project as COAST Project activity • Some initial activities undertaken by DSMC e.g. mangrove replanting as part of COAST Project but some not in Annual Work Plan • Local IT consultant has been hired to assist the FPs, DPC, and DSMC members to use the project website and upload and share information • Initial communication between Eco-Africa and DSMC on development of Reef Recreation Management activities (still at inception stage) 	<ul style="list-style-type: none"> • DSMC comprises some excellent local NGOs and CBOs and easily capable of delivering project if have adequate resources and more decision-making power • Current management structure and lack of time by DPC causing delays to delivery of activities • Lack of clarity among DSMC members over project in terms of project aims and activities (site logframe very confused, typical for all demo sites) • Judged Highly Likely to deliver at demo site by formal end of project
<p>Mozambique</p> <p>Demo site: Inhambane</p> <ul style="list-style-type: none"> • FP involvement begins: Jan 2010 • DPC in post: March 	<ul style="list-style-type: none"> • Sustainable tourism policy and governance field mission completed • Draft maps of the demo site have been produced through partnership with CDS and Environment department • Materials for HIV/AIDS awareness for tourism stakeholders drafted • Seven public presentations on the Project given to local stakeholders • MoU for provision of training on ecotourism through the local Tourism 	<ul style="list-style-type: none"> • Technical aspects of the ecotourism component for the demo site is being supported through SNV • There appears to be good partnerships between local stakeholder groups who are committed to delivering the project which is encouraging • Judged Highly Likely to deliver at demo site by formal end of project

<p>2010</p> <ul style="list-style-type: none"> • DSMC selected: Nov 2010 	<p>college drafted</p> <ul style="list-style-type: none"> • Partnership action plan with ALMA (<i>Clean and Environment Association</i>) on waste management and with AMAR (<i>diving association</i>) for mapping reef areas developed • Supplementary project for waste management with ALMA submitted to FFEM was not successful but helped to build local capacity 	
<p>Nigeria</p> <p>Demo site: 1 – Calabar/Akassa, 2 - Badagry</p> <ul style="list-style-type: none"> • National Focal Point involvement begins: Nov 2009 • DPC in post: Jan 2010 • DSMC selected: March 2010 	<ul style="list-style-type: none"> • Original contracting process for Nigeria was canceled as the Lagos State Governor did not sign the document so very few activities have taken place in Nigeria so far • Sustainable tourism policy and governance field mission completed • Lagos State government has issued a US\$3.2 million contract for work on infrastructure in demo site area • Site 1 (Calabar/Akassa) officially cut at second PSC meeting and no longer a focus for the COAST Project 	<ul style="list-style-type: none"> • A visit by the RC in May 2011 led to the redesign of the eco-tourism and ICZM components to be carried out at Badagry in order to simplify and speed up implementation • Under new arrangement, project funds will be released to the demo site team directly by the in-country UNIDO office. However, in the MTE's opinion it is still not possible to say whether this new arrangement will work • Judged Highly Unlikely to deliver at demo site 2 by formal end of project, as no signed contract with UNIDO or contract with UNWTO
<p>Senegal</p> <p>Demo sites: 1- Saly, 2 - Ngasobil</p> <ul style="list-style-type: none"> • FP involvement begins: Nov 2009 • DPC in post: Jan 2010 • DSMC selected: Dec 2009 	<ul style="list-style-type: none"> • Sustainable tourism policy and governance field mission completed (both sites) • Official opening of the DSMC didn't occur until April 2011 (both sites) • EMS regional training completed in June (site 1) with 5 prominent hotels participating in the event • Project brochure drafted for site 1 • Two awareness raising events held at site 2 • Some joint activities at site 1 between Senegal government and the private sector to assist in beach management and protection and Government has provided equipment and personnel from the army to assist (represents leveraged funds for COAST Project) • Awareness raising meeting on HIV/AIDS held at Site 2 • Supplementary project designed with CARITAS to submit to FFEM not successful (site 2), but helped to build local capacity 	<ul style="list-style-type: none"> • Site 2 lacks basic infrastructure (office, water, electricity, etc) so not in position to carry out the project activities • Judged Likely to deliver at demo site 1 by formal end of project, as already have active interest of some local hotels • Judged Highly Unlikely to deliver at demo site 2 by formal end of project
<p>Seychelles*</p> <ul style="list-style-type: none"> • Involved since Jan 2009 • Regular 	<ul style="list-style-type: none"> • Sustainable tourism policy and governance field mission completed • On-going sharing with MBD project on EMS, reef management and ICZM regional training possibilities • By MTE only two Seychelles demo sites have been approved and operational 	<ul style="list-style-type: none"> • SSTL could offer a significant contribution to the COAST Project • Not rated as managed by separate UNDP-GEF project team

<p>communication with National Coordinator of sister project (MBP)</p>	<ul style="list-style-type: none"> • Seychelles Sustainable Tourism Label (SSTL) has been established, although only in first year of full development and no hotels are yet certified and future uptake is still uncertain due to cost implications 	
<p>Tanzania</p> <p>Demo sites: 1- Bagamoyo, 2 - Kinondoni, 3 - Mafia Island</p> <ul style="list-style-type: none"> • National Focal Point involvement begins: March 2010 • Demo Project Coordinator in post: Sept 2010 • DSMC selected: Jan 2011 	<ul style="list-style-type: none"> • Sustainable tourism policy and governance field mission completed • Awareness raising at number of hotels in Bagamoyo and Kinondoni to raise awareness on EMS • EMS regional training workshop (for participants from Tanzania and Kenya) completed with participation from two private hoteliers • Draft Value chain analysis completed and submitted to UNWTO 	<ul style="list-style-type: none"> • Significant delays over delivery in Tanzania, in part due to late signing of agreement with UNIDO • Judged Highly Unlikely to be completed at all three demo sites by formal end of project as only have sufficient resources for delivery for one site. If refocused on one site (Bagamoyo (site 1) is easiest), delivery considered Highly Likely.

* The UNDP-GEF Seychelles Mainstreaming Biodiversity Project has developed its own demo project sites, and work with the COAST project focuses mainly on collaborative training events and the cross-sharing of project experiences.

Annex 7: Review of Outcomes to Impacts

Figure 7.1 Generalised Theory of Change for the COAST Project

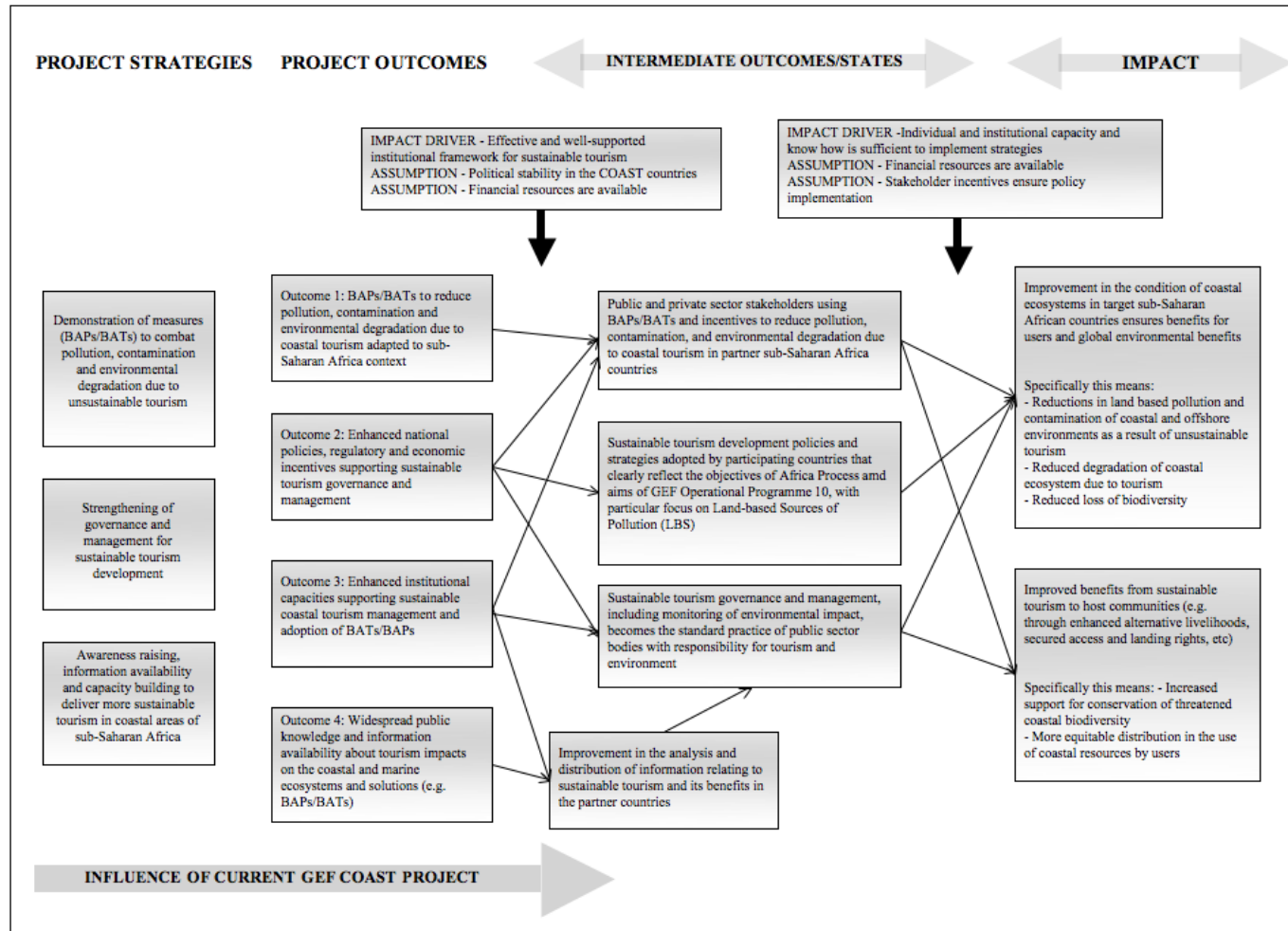


Table 7.1: Results and ratings of Review of Outcome to Impact (ROtI)

Results rating of project entitled: "Demonstrating and Capturing Best Practices and Technologies for the Reduction of Land-Sourced Impacts Resulting from Coastal Tourism (COAST)							
Project Objective: To demonstrate best practice strategies for sustainable tourism to reduce the degradation of marine and coastal environments of transboundary significance							
Outputs ¹⁴⁸	Outcomes ¹⁴⁹	Rating (D-A)	Intermediary	Rating (D-A)	Impact	Rating (+)	Overall
<p>1.1 BAPs/BATs from all available sources (regional and global) reviewed and assessed for their applicability to the national situations of the various participating countries</p> <p>1.2 Incentives for and benefits from sustainable tourism identified for all stakeholders (civil, private and public sector)</p> <p>1.3 National demonstrations of BAPs/BATs successfully piloted, adapted and completed at selected sites, and delivering valuable and replicable BAT/BAPs for regional synthesis and dissemination</p> <p>2.1 National requirements for realigning and reforming policy, legislation and institutional responsibilities to support sustainable tourism, along with options for sustainable financing identified and approved by national partners</p>	<p>Outcome 1: BAPs/BATs to reduce pollution, contamination and environmental degradation due to coastal tourism adapted to sub-Saharan Africa context</p> <p>Outcome 2: Enhanced national policies, regulatory and economic incentives supporting sustainable tourism governance</p>	D	<p>1. Public and private sector stakeholders using BAPs/BATs in EMS, Ecotourism and Reef recreation Management, and incentives to reduce pollution, contamination, and environmental degradation due to coastal tourism in partner sub-Saharan Africa countries</p> <p>2. Sustainable tourism development policies and strategies adopted by participating countries that</p>	C	<p>Improvement in the condition of coastal ecosystems in target sub-Saharan African countries ensures benefits for users and global environmental benefits</p> <p>Specifically this means: - Reductions in land based pollution and contamination of coastal and offshore</p>	NA	MU

¹⁴⁸ **Outputs** are concrete things such as training courses held, numbers of persons trained, studies conducted, networks established, websites developed, and many others. Outputs reflect where and for what project funds were used. The thirteen outputs given in the table are based on a common set combining those from the original logframe and the revised logframe that was agreed after the 2nd PSC and is reported on in the PIR. However, most of the outputs are based on the outcome 'indicators' given in the original logframe (which are largely outputs rather than outcome indicators). Those outputs that were not fully under the control of the COAST Project (including its partners) have been reformulated. For instance, the output relating to 'National Sustainable Tourism Strategies and Work-Plans adopted, implemented and functional within each country' is only partly achievable by the Project – other actors not involved with the Project influence whether these can be achieved. Consequently, an alternative formulation is given as 'Mechanisms and forums for mainstreaming project results into national tourism policy and planning identified and Project results fed into these', over which the Project has far more control.

¹⁴⁹ **Outcomes** are the first level of intended results stemming from the outputs. Not just the number of persons trained, but how many persons who then demonstrate that they have gained the intended knowledge or skills. Not just a study conducted, but one that could change the evolution or development of the project. A sound outcome might be genuinely improved strategic planning in sustainable tourism stemming from workshops, training courses, and networking. The four Outcomes given in the table are based on table of outcomes in the Project Document. However, Outcome 1 from the original logframe has been reformulated as its original wording - *Demonstrated reductions in Sewage and Wastewater Discharges and Damage to Critical Habitats in the Coastal and Marine Environment from Tourism* – is part of an anticipated impact of the COAST project. Outcome 1 relates to identifying, piloting and adapting a suite of approaches and technologies that can reduce pollution, contamination and environmental degradation due to coastal tourism from other parts of the world within a sub-Saharan Africa context.

<p>2.2 Appropriate indicators to provide evidence of improvements in sustainable tourism practices (for monitoring and management) developed at regional level and adopted at national level</p> <p>2.3 Recommendations for sustainable tourism strategies and models (applicable to each of the participating countries) developed based on all BATs and BAPs from participating countries, global case study reviews, and demonstration lessons (results of Outcome 1)</p> <p>2.4 Mechanisms and forums for mainstreaming project results into national tourism policy and planning identified and Project results fed into these.</p> <p>3.1 Training and capacity building assessments identifying gaps and needs for sustainable tourism undertaken in each participating country</p> <p>3.2 Training and capacity building packages appropriate to national needs and scenarios developed and approved</p> <p>3.3 National training and capacity building programmes demonstrating a more sustainable approach to tourism implemented</p> <p>4.1 Establishment of (now internet based) Regional Information Coordination & Clearing House (eRICH) improving the availability, access and sharing of Project's BAPs/BATs and other lessons relevant to sustainable tourism, with formal links with an information focal point within each country established</p> <p>4.2 Data capture and management needs and gaps for each country relating to sustainable tourism identified through a national report and a regional synthesis</p> <p>4.3 National Environmental Information Management and Advisory models and service (EIMAS) to address the needs of sustainable tourism created</p>	<p>and management</p> <p>Outcome 3: Enhanced institutional capacities supporting sustainable coastal tourism management and adoption of BATs/BAPs</p> <p>Outcome 4: Widespread public knowledge and information availability about tourism impacts on the coastal and marine ecosystems and solutions (e.g. BAPs/BATs)</p>	<p>clearly reflect the objectives of the Africa Process and aims of GEF of Operational Programme 10, with particular focus on Land-based Sources of Pollution (LBS)</p> <p>3. Sustainable tourism governance and management, including monitoring of environmental impact, becomes the standard practice of public sector bodies with responsibility for tourism and environment</p> <p>4. Improvement in the analysis and distribution of information relating to sustainable tourism in the partner countries</p>	<p>environments as a result of unsustainable tourism</p> <ul style="list-style-type: none"> - Reduced degradation of coastal ecosystem due to tourism - Reduced loss of biodiversity <p>Improved benefits from sustainable tourism to host communities improved (e.g. through enhanced alternative livelihoods, secured access and landing rights, etc)</p> <p>Specifically this means:</p> <ul style="list-style-type: none"> - Increased support for conservation of threatened coastal biodiversity - More equitable distribution in the use of coastal resources by users 		
	<p>Rating justification: The D rating reflects the fact that</p>	<p>Rating justification: The C rating reflects that as yet there</p>	<p>Rating justification: The DC rating corresponds to 'Moderately</p>		

	project outcomes have not yet been delivered.	has been little development of measures to move toward the intermediate states, so intermediate states have not been achieved. However, this is expected at the mid-term evaluation stage of a project.	Unlikely'. Further discussion is given in the main text. There is no '+' rating as the COAST Project is likely to produce only very localised impacts through the demonstration projects and these have yet to be realized.
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MU = Moderately Unlikely; NA = Not applicable

Annex 8: Statement of expenditure by project component (GEF funding only)

	Description	Prodoc Budget	Revised budget in Inception Report	Budget at 30 June 2011 ¹⁵⁰	Expenditure as of 30 June 2011
	10 PROJECT PERSONNEL COMPONENT				
1100	Project Personnel				
1199	Total	1,199,200	1,399,200	1,399,200	673,080
1200	Consultants				
1299	Total	780,000	634,000	258,500	93,297
1300	Administrative support				
1399	Total	160,000	160,000	160,000	47,558
1600	Travel on official business (above staff)				
1699	Total	200,000	200,000	200,000	86,147
1999	Component Total	2,339,200	2,393,200	2,017,700	900,081
	20 SUB-CONTRACT COMPONENT				
2100	Sub-contracts (MoU's/LA's for UN cooperating agencies)				
2199	Total	175,000	795,000	2,281,000	647,052
2200	Sub-contracts (MoU's/LA's for non-profit supporting organizations)				
2299	Total	1,050,000	550,000	50,000	253,064
2999	Component Total	1,225,000	1,345,000	2,331,000	900,116
	30 TRAINING COMPONENT				
3200	Group training (study tours, field trips, workshops, seminars, etc)				
3299	Total	710,000	610,000	610,000	192,031
3300	Meetings/conferences				
3399	Total	400,000	400,000	250,000	45,470
3999	Component Total	1,110,000	1,010,000	860,000	237,501
	40 EQUIPMENT & PREMISES COMPONENT				
4200	Non-expendable equipment (computer, office equipment, etc)				
4299	Total	367,000	293,000	177,000	34,133
4999	Component Total	367,000	293,000	177,000	34,133
	50 MISCELLANEOUS COMPONENT				
5200	Reporting costs (publications, maps, newsletters, printing, etc)				
5299	Total	277,000	277,000	2,500	11,060
5500	Evaluation (consultants fees/travel/DSA, admin support, etc. internal projects)				
5599	Total	70,000	70,000	0	40,538
5999	Component Total	347,000	347,000	2,500	51,598
	TOTAL BEFORE UNEP PARTICIPATION COSTS	5,388,200	5,388,200	5,388,200	2,123,429

¹⁵⁰ Source UNEP Finance. It is not clear why UNEP's figures for the different budget lines are different from the budget revised at inception by UNIDO.

Annex 9: Co-finance as set out in standard format for an MTE or FE Report and required by GEF (Up to 31st July 2011, latest data available)

Co financing (Type/Source)	IA own Financing		Government		Other		Total	
	(US\$)		(US\$)		(US\$)		(US\$)	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
Grants	25,000	0	0	0	270,000	120,000	295,000	120,000
UNEP	25,000	Not reported	0	0	0	0	25,000	Not reported
UNIDO		0	0	0	200,000	120,000	200,000	120,000
Hotel assoc and business (SPIHT, AU-STRC, Roundtable)	0	0	0	0	55,000	not contributed	55,000	not contributed
SNV Netherlands					15,000	not contributed	15,000	not contributed
Government of Cameroon	0	0	0	0	0	0	0	0
Government of The Gambia	0	0	0	0	0	0	0	0
Government of Ghana	0	0	0	0	0	0	0	0
Government of Kenya	0	0	0	0	0	0	0	0
Government of Mozambique	0	0	0	0	0	0	0	0
Government of Nigeria	0	0	0	0	0	0	0	0
Government of Senegal	0	0	0	0	0	0	0	0
Government of Seychelles	0	0	0	0	0	0	0	0
Government of Tanzania	0	0	0	0	0	0	0	0
Loans	0	0	0	0	0	0	0	0
Credits	0	0	0	0	0	0	0	0
Equity investments	0	0	0	0	0	0	0	0
In-kind support	0	0	11,162,970	10,954,745	2,380,000	0	13,542,970	10,954,745
UNEP	0	0	0	0	0	0	0	0
UNIDO (ICT)			0	0	100,000	Not reported	100,000	Not reported
UNWTO	0	0	0	0	230,000	Not reported	230,000	Not reported
Government of Cameroon	0	0	490,000	217,250	0	0	490,000	217,250
Government of The Gambia	0	0	167,678	135,272	0	0	167,678	135,272
Government of Ghana	0	0	1,000,210	not reported	0	0	1,000,210	not reported
Government of Kenya	0	0	525,000	160,800	0	0	525,000	160,800
Government of Mozambique	0	0	262,380	41,700	0	0	262,380	41,700
Government of Nigeria	0	0	4,250,374	10,035,000	0	0	4,250,374	10,035,000

Government of Senegal	0	0	705,244	304,973	0	0	705,244	304,973
Government of Seychelles	0	0	695,500	11,550	0	0	695,500	11,550
Government of Tanzania	0	0	3,066,584	48,200	0	0	3,066,584	48,200
REDO Ghana	0	0	0	0	100,000	not contributed	100,000	not contributed
Nat.Con.Res.Centre	0	0	0	0	100,000	not contributed	100,000	not contributed
RICERCA NGO	0	0	0	0	1,800,000	not contributed	1,800,000	not contributed
Wildlife Soc Ghana	0	0	0	0	50,000	not contributed	50,000	not contributed
Totals	25,000	0	11,162,970	10,954,745	2,650,000	120,000	13,837,970	11,074,745
Other (known leveraged funding)	0		0	0	0	305,000	0	305,000
UNIDO (Associated community water project at Watamu, Kenya)						100,000		
UNWTO (for the demo sites in Cameroon and Mozambique)						205,000		

Annex 10: Suggested restructuring of COAST Project

Figure 10.1: Alternative to COAST Project logic

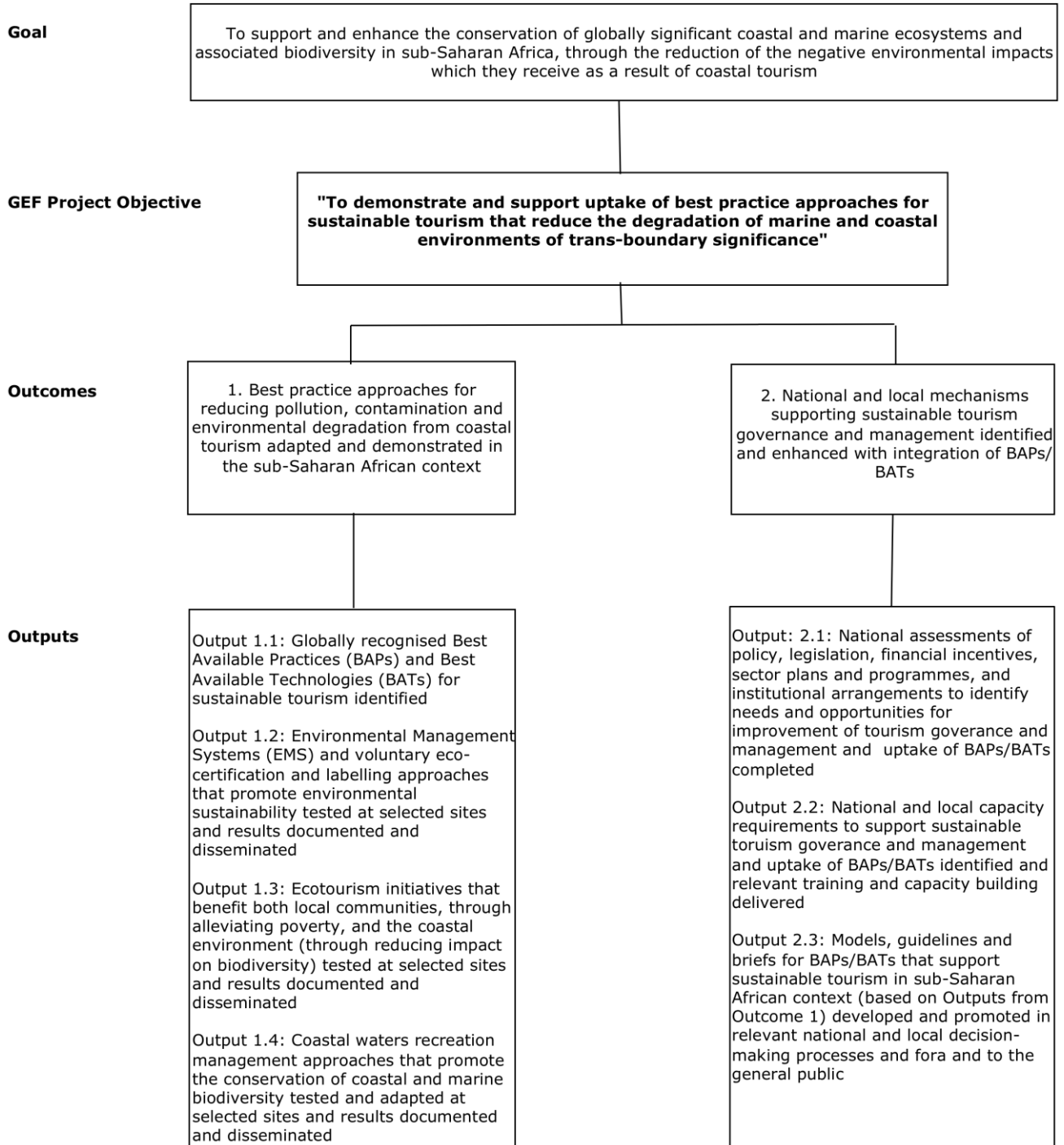


Table 10.1: Suggested reformulation of COAST Project strategy and provisional indicators

Project Strategy				Potential indicators
Original wording	Comments	Suggested alternative	Comments	
<p>This suggested rearrangement and rewording is intended to help the Project to refocus on the demonstration and mainstreaming of best practice approaches to address coastal degradation caused by tourism. The table is intended as the basis for discussion and the logic needs to be checked through application of a ROTI. . It should be reviewed and approved at the PSC meeting in 2012.</p>				
Project Objective				
<p><i>To demonstrate best practice strategies for sustainable tourism to reduce the degradation of marine and coastal environments of transboundary significance</i></p>	<p>The problem here is that the original Objective is very limited – it is to just ‘demonstrate’ these approaches, nothing more, yet the Project Document is clearly aiming for their eventual uptake and has capacity building and awareness raising elements to facilitate this.</p>	<p><i>To demonstrate and <u>support uptake</u> of best practice approaches for sustainable tourism that reduce the degradation of marine and coastal environments of trans-boundary significance</i></p>	<p>This project is a demonstration project and as such will not have a big impact on the environment in itself. Long-term impact would be uptake of these strategies and their replication along the coasts, leading to reduction in levels of pollution and degradation in coastal environments in the region.</p>	<ul style="list-style-type: none"> • Report on appropriate BAPs/BATs available on COAST/IW Learn website (IW indicator) • Integration of BAP/BAT approaches and recommendations for sustainable management and governance into national and local tourism policy and plans and programmes (e.g. national tourism strategies, ICZM strategies), (with at least two examples in each country by end of project) • Adoption of key EMS components (need to be defined) by private sector coastal tourism industry at demo sites • Delivery of 8 ST-EP projects by end of Project • Replication of 2 COAST project demo site models at other sites along coast
Outcome 1				
<p><i>Demonstrated reductions in Sewage and Wastewater Discharges and Damage to Critical Habitats in the Coastal and Marine Environment from</i></p>	<p>This is not directly related to ‘demonstrating’ the BAPs/BATs but rather measuring their environmental impact. It is already assumed that the BAPs/BATs will reduce environmental pollution. The ‘global review’ should establish</p>	<p><i>Best practice approaches for reducing pollution, contamination and environmental degradation from coastal tourism adapted and demonstrated in the sub-Sahara African context</i></p>	<p>Some of former Outcome 4 is incorporated here as ‘demonstrating’ something involves awareness raising activities.</p> <p>This Outcome should be led by the Ministry of Environment and</p>	<ul style="list-style-type: none"> • Portfolio of BAPs/BATs demonstration projects documented (with 7 ecotourism, 5 EMS and 3 Reef recreation ‘demonstrations’ delivered) • Experiences and lessons learned from adapting BAPs/BATs captured and available on COAST website

Project Strategy				Potential indicators
Original wording	Comments	Suggested alternative	Comments	
<i>Tourism</i>	this		UNIDO.	
Outputs 1.1 – 1.4				
		<i>Output 1.1:</i> Identification of Best Available Practices (BAPs) and Best Available Technologies (BATs) for sustainable tourism	The key point here is the need to show that the models, approaches and techniques at the demo sites really do reduce the pressure on the environment. It's not enough to say that 'ecotourism benefits the environment'; scientific proof has to be provided (evidence-based environmental management). This relates to the global 'best practice' review that took place in 2009/2010, which as mentioned above needs to be expanded and strengthened	Indicators not needed for Outputs, just monitoring of progress on activities and delivery of results.
	Needs to be related to the original 'global best practice review'	<i>Output 1.2:</i> Environmental Management Systems (EMS) and voluntary eco-certification and labeling approaches that promote environmental sustainability tested at selected sites and results documented and disseminated	It is not necessary to aim for take up of ISO14001 or Blue flag certification, just elements of EMS or voluntary schemes demonstrated (c.f. SSTL) 'Results documented and disseminated' relates to linkage of reports to website	Indicators not needed for Outputs, just monitoring of progress on activities and delivery of results.
	Needs to be related to the original 'global best practice review'	<i>Output 1.3:</i> Ecotourism initiatives that benefit both local communities, through alleviating poverty, and the coastal environment (through reducing impact on biodiversity) tested at selected sites and results documented and disseminated	'Results documented and disseminated' relates to linkage of reports to website. Again, needs to be clear that ST-EP projects can reduce negative impacts on the environment and benefit biodiversity	Indicators not needed for Outputs, just monitoring of progress on activities and and delivery of results.
	Needs to be related to the original 'global best practice review'	<i>Output 1.4:</i> Coastal waters management approaches that promote the conservation of coastal and marine biodiversity tested at selected sites and results	'Results documented and disseminated' relates to linkage of reports to website. 'reef' should be changed to 'coastal waters' to reflect the fact that the Project is	Indicators not needed for Outputs, just monitoring of progress on activities and delivery of results.

Project Strategy				Potential indicators
Original wording	Comments	Suggested alternative	Comments	
		documented and disseminated	dealing with other habitats, e.g. seagrass beds and lagoons.	
Outcome 2				
<i>Enhanced National Policies, Regulatory and Economic Incentives Supporting Sustainable Tourism Governance and Management</i>	This Outcome is dependent on delivery of Outcome 1, Consequently, there is a risk that it will not be achieved if results of Outcome 1 are not delivered or seriously delayed. If there are no good project results from the demo sites then you will have much less opportunities for mainstreaming	<i>National and local mechanisms supporting sustainable tourism governance and management identified and enhanced with integration of BAPs/BATs</i>	This Outcome needs to be led by the Ministry of Tourism and UNWTO.	<ul style="list-style-type: none"> • Report on financial costs-benefits of uptake of EMS, Ecotourism and Reef Recreation Management by tourism industry promoted by Ministry of Tourism • Increased score on modified UNDP institutional capacity scorecard • Number training workshops and individuals trained in EMS, ecotourism, reef recreation management and other relevant training events (e.g. ICZM)
Outputs 2.1 – 2.3				
		<i>Output: 2.1:</i> National assessments of policy, legislation, financial incentives, sector plans and programmes, and institutional arrangements to identify needs and opportunities for uptake of BAPs/BATs completed	A ‘double mainstreaming’ approach could be taken through identifying existing tourism sector mainstreaming programmes and projects and feeding project results into these.	Indicators not needed for Outputs, just monitoring of progress on activities and delivery of results.
		<i>Output 2.2:</i> National and local capacity requirements to support uptake of BAPs/BATs identified and relevant training and capacity building delivered	This relates to the Training Needs Analysis, which was undertaken in 2010 in partner countries. It also includes ICZM workshops, which will help better understand and access national and ICZM processes. It also relates to the need to build local capacity among the DSMCs and their partners to <u>implement</u> the activities at the demo sites	Indicators not needed for Outputs, just monitoring of progress on activities and delivery of results.
		<i>Output 2.3:</i> Models, guidelines and briefs for BAPs/BATs that support sustainable tourism in sub-Saharan African context	This is a major element of the Project’s communication activities (original Outcome 4) and should be a focus for the last	Indicators not needed for Outputs, just monitoring of progress on activities and delivery of results.

Project Strategy				Potential indicators
Original wording	Comments	Suggested alternative	Comments	
		(based on Outputs from Outcome 1) developed and promoted in relevant national and local decision-making processes and fora and to the general public	12 months of the Project when many project results are expected.	
Outcome 3				
<i>Enhanced Institutional Capacities Supporting Sustainable Coastal Tourism management</i>	Capacity building is a means to an end, not an end in itself, so incorporated into new Outcomes 1 and 2 and refocused on delivering capacity to test and adopt BAPs/BATs	Outcome cut	Outcome cut	Outcome cut
Outcome 4				
<i>Widespread Public Knowledge and Information Availability about Tourism Impacts on the Coastal and Marine Ecosystems</i>	The majority of the original Outcome 4 was cut at Inception stage and remaining part (dissemination of project results) shared between Outcome 1 and 2)	Outcome cut	Outcome cut	Outcome cut
Outcome 5				
<i>Established Project Management Capacity and Institutional Mechanisms</i>	Cut at Inception stage as project management is not viewed as a separate Outcome under GEF. Again, this is a means to an end, not an end in itself	Outcome cut	Outcome cut	Outcome cut

Annex 11: Recommended changes to BAP/BAT demonstration activities by country

Country	Eco-tourism	EMS	Reef recreation	ICZM	Comments and MTE recommendations
Cameroon	Yes	No	Not relevant	Only regional workshop	Demo Site at Kribi. Strict deadlines on key deliverables and disbursement at Demo Site need to be met (including disbursement by FP to DPC) for COAST Project to continue. If not met by 30 th April 2012 review UNIDO-Country Partner Agreement and cut country from COAST Project.
Gambia	Yes	No	Not relevant	Only regional workshop	Demo Site at Kartong. Originally, four sites proposed, but reduced to three during Inception period. MTE recommends further cutting Tumani Tenda and Denton Bridge to focus only on <u>one</u> demo site at Kartong.
Ghana	Yes	No	Not relevant	Only regional workshop	Demo Site at Ada Estuary. EMS activities also proposed at national level (exact site unclear in Project Document). It is recommended that these are cut. Strict deadlines on key deliverables and disbursement need to be met for COAST Project to continue in country. If not met by 30 th April 2012 review UNIDO-Country Partner Agreement and cut country from COAST Project.
Kenya	Yes	Yes	Yes	Only regional workshop	Demo Site at Watamu. Originally, proposed site was to include Wasiuni, but limited to Watamu during Inception. Limit ICZM activities to (already held) awareness raising workshop (the ICZM workshops have already been contracted so not able to cancel).
Mozambique	Yes ¹⁵¹	Yes	Yes	No	Demo Site at Inhambane. Cut activities from northern part of site as logistically difficult and less likely to deliver in next two years. Needs transport (a vehicle) and a fully equipped office with funds to operate it which is not possible with existing budget.
Nigeria	Yes	No	Not relevant	Only regional workshop	Demo Site at Bagadry. Originally included Niger Delta as second demo site but cut at Inception. Strict deadlines on key deliverables and disbursement need to be met for COAST Project to continue. If not met by 30 th April 2012 review UNIDO-Country Partner Agreement and cut country from COAST Project.
Senegal	No	Yes	Not relevant	Only regional workshop	Demo Site at Saly. Cut site 2 at Ngasobil from Project as highly unlikely to be able to deliver in present circumstances.
Seychelles	No	No	No	No	MTE for UNDP-GEF project suggests also behind on delivery of activities, but no budget constraints. Participation should only be limited to exchange of experiences and results and lesson learning (experiences from development of Seychelles Sustainable Tourism Label (SSTL) and cost-benefit analysis of the introduction of SSTL elements would be <u>particularly</u> relevant to COAST under EMS/Eco-certification theme)
Tanzania	Yes	Yes	Yes	Only regional workshop	Demo Site at Bagamoyo and EMS activities at Kinondi. Cut Mafia Island and most activities at Kinondoni (only EMS – Kinondoni is geographically close to Bagamoyo so both EMS activities at these sites should be treated as one extended EMS project).
Total	7 countries	4 countries	3 countries	7 (but only regional workshops)	

¹⁵¹ Ecotourism activities are supported through additional funds from UNWTO with additional technical support from SNV

Annex 12: Brief CV of Evaluator

Nigel Varty is an environmental consultant with over 25 years' experience in the international conservation and development sector, focusing on biodiversity conservation policy and planning (including protected areas, ecosystem services, climate change, NBSAPs), sustainable management of natural resources (particularly community based management approaches) and development of local alternative livelihood schemes (tourism, fisheries, agriculture, forestry sectors to aid poverty alleviation), and institutional capacity building (government and NGO), with especially strong experience in project/programme design, management and evaluation (including many GEF projects in BD, IW and LD Focal Areas). Clients have included the world's major development agencies (UNDP, UNEP, World Bank), international conservation organisations (BirdLife International, Fauna and Flora International), and private industry companies (Atkins, British Petroleum). He was formerly employed as a Programme Officer (1988-1994) at BirdLife International. He has wide international experience having worked in over 25 least developed countries and SIDS in Africa, Latin America and the Caribbean, Eastern Europe/ former Soviet Union and the Middle East. He has a degree in zoology from Oxford University and a doctorate in ecology from King's College London, University of London.

Annex 13: Evaluation Office's Commentary and Assessment of the Evaluation Report

UNEP EO Assessment of project ratings and performance using the Mid Term Evaluation report for the project entitled "Demonstrating and Capturing Best Practices and Technologies for the Reduction of Land-sourced Impacts Resulting from Coastal Tourism (short title: COAST)"

PROJECT ID: GFL/2328-2732-4987

Criterion	Evaluator's Rating	UNEP Evaluation Office Rating	Evaluation Office's Summary Comments
A. Attainment of project objectives and results (overall rating) Sub criteria (below)	U	U	EO concur with evaluator's rating
A. 1. Effectiveness - overall likelihood of impact achievement (ROtI rating)	U	U	EO concur with evaluator's rating
A. 2. Relevance	MU	MU	EO concur with evaluator's rating
A. 3. Efficiency	U	U	
B. Sustainability of Project outcomes (overall rating) Sub criteria (below)	MU	MU	EO concur with evaluator's rating
B. 1. Financial	MU	MU	EO concur with evaluator's rating
B. 2. Socio-political	MU	MU	EO concur with evaluator's rating
B. 3. Institutional framework and governance	ML	ML	EO concur with evaluator's rating
B. 4. Environmental	ML	ML	EO concur with evaluator's rating
C. Catalytic Role	MS	MS	EO concur with evaluator's rating
D. Stakeholders involvement	MS	MS	EO concur with evaluator's rating
E. Country ownership / drivenness	U	U	EO concur with evaluator's rating
F. Achievement of outputs and activities	MU	MU	EO concur with evaluator's rating
G. Preparation and readiness	MU	MU	EO concur with evaluator's rating
H. Implementation approach	U	U	EO concur with evaluator's rating
I. Financial planning	MU	MU	EO concur with evaluator's rating
J. Monitoring and Evaluation (overall rating) Sub criteria (below)	U	U	EO concur with evaluator's rating
E. 1. M&E Design	HU	HU	EO concur with evaluator's rating
E. 2. M&E Plan Implementation (use for adaptive management)	U	U	EO concur with evaluator's rating
E. 3. Budgeting and Funding for M&E activities	MS	MS	EO concur with evaluator's rating
K. UNEP Supervision and backstopping	MU	MU	EO concur with evaluator's rating
UNEP	MS	MS	EO concur with evaluator's rating
UNIDO	U	U	EO concur with evaluator's rating
UNWTO	S	S	EO concur with evaluator's rating

Checklist of compliance with EOU's normal operating procedures for the evaluation process

Compliance issue	Yes	No	N/A
1. Were the TORs shared with the implementing and executing agencies and agreed by all parties	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Was the final selection of the preferred evaluator made by EO?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Were the details of the evaluation field missions and the roles of IAs and EAs in the evaluation process agreed prior to the commencement of the evaluation?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Was the budget for the evaluation agreed and approved prior to initiation of the contract process?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Did the evaluator sign a contract with UNEP before commencing any work or travel in connection with the evaluation?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
6. Was the terminal evaluation initiated after completion of all project activities?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
7. Was the mid term evaluation initiated on or before the project/programmes's mid point?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
8. Was the draft report sent directly to EO by the evaluator?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9. Did EOU disseminate the draft report to key stakeholders to solicit formal comments?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
10. Were formal comments sent directly to EO for collation and onward transmission (with EO Guidance) to the evaluator	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11. Did EO complete an 'Evaluation Commentary' for the draft report that included an assessment of the quality of the report and EO's rating of the project based on the evidence presented in the report?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
12. Did EO disseminate the 'Evaluation commentary' to key stakeholders	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
13. Did the evaluator revise the report appropriately based on the feedback received?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
14. Did EO complete an 'Evaluation Commentary' for the final report that included an assessment of the quality of the report and EO's rating of the project based on the evidence presented in the report?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Comments in relation to any non-compliant issues:

In order to take advantage of a project steering committee meeting the evaluator attended as a meeting participant whilst the contract was being prepared.

UNEP EOU Quality assessment of the Final Mid-Term Evaluation report for the project entitled “Demonstrating and Capturing Best Practices and Technologies for the Reduction of Land-sourced Impacts Resulting from Coastal Tourism (short title: COAST)”
PROJECT ID: GFL/2328-2732-4987

This Evaluation Report has been assessed:

- 1) Against GEF Evaluation Office’s (EO) Criteria and rating system for the assessment of the quality of terminal evaluation reports.
- 2) For compliance with GEF Principles and requirements for Terminal Evaluations - as set out by GEF EO.
- 3) For compliance with the Terms of Reference set by UNEP EOU for the evaluation

This assessment by UNEP EO is intended to evaluate the quality of the Evaluation Report, NOT the performance of the project to which it relates.

Report Quality Criteria	UNEP EOU Assessment	Rating
A. Did the report present an assessment of relevant outcomes and achievement of project objectives in the context of the focal area program indicators if applicable?	The report presented an assessment of performance against the objectives, and outcomes specified in the project document.	6
B. Was the report consistent and the evidence complete and convincing and were the ratings substantiated when used?	The ratings were well substantiated consistent with the evidence and / or analysis presented	6
C. Did the report present a sound assessment of sustainability of outcomes?	The sustainability issues were discussed thoroughly.	6
D. Were the lessons and recommendations supported by the evidence presented?	Lessons and recommendations were supported by the text.	6
E. Did the report include the actual project costs (total and per activity) and actual co-financing used?	Available financial information was presented and discussed	6
F. Did the report include an assessment of the quality of the project M&E system and its use for project management?	M&E issues were fully discussed..	6
Report Quality Criteria		
G. Quality of the lessons: Were lessons readily applicable in other contexts? Did they suggest prescriptive action?	Lessons formulation was good	5
H. Quality of the recommendations: Did recommendations specify the actions necessary to correct existing conditions or improve operations (‘who?’ ‘what?’ ‘where?’ ‘when?’). Can they be implemented?	The recommendations were relevant.	6
I. Was the report well written? (clear English language and grammar)	The report was very well written.	6
J. Did the report structure follow EOU guidelines, were all requested Annexes included?	Yes, the structure was good – the report was lengthy!	5
K. Were all evaluation aspects specified in the TORs adequately addressed?	All aspects of the TORs were covered.	6
L. Was the report delivered in a timely manner	The report was delivered in a timely fashion	5

Rating system for quality of terminal evaluation reports

A number rating 1-6 is used for each criterion:

Highly Satisfactory = 6, Satisfactory = 5, Moderately Satisfactory = 4, Moderately Unsatisfactory = 3, Unsatisfactory = 2, Highly Unsatisfactory = 1, and unable to assess = 0.

The quality of the terminal evaluation report was calculated by applying the following formula:

Content Quality of the TE report = $0.3*(A + B) + 0.1*(C+D+E+F)$

The total is rounded and converted to the scale of HS to HU

Quality of the TE report = 6.0 = **Highly Satisfactory**

TE report Quality = $0.3*(G + H) + 0.1*(I+J+K+L)$

The total is rounded and converted to the scale of HS to HU

EOU Quality assessment = 5.2 = **Satisfactory**

Combined GEF EO /UNEP EOU TE quality Rating

$(2* \text{'GEF EO' rating} + \text{EOU rating})/3$

The total is rounded and converted to the scale of HS to HU

Overall quality of the TE report = 5.8 = **Highly Satisfactory**