UN environment programme | Evaluation Office

Terminal Evaluation of the UNEP/GEF project

"Enhancing the Conservation Effectiveness of Seagrass Ecosystems Supporting Globally Significant Populations of Dugongs Across the Indian and Pacific Ocean Basins"

GEF Project Number: GFL/4930

Evaluation Office of the United Nations Environment Programme

June 2019

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Enhancing the Conservation Effectiveness of Seagrass Ecosystems Supporting Globally Significant Populations of Dugongs Across the Indian and Pacific Ocean Basins (Dugong and Seagrass Conservation Project)
GEF ID: 4930
June 2019

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ABOUT THE EVALUATION[1]

Joint Evaluation: Yes

Report Language(s): English

Evaluation Type: Terminal Project Evaluations

Brief Description: This report is a terminal evaluation of a UNEP-GEF project implemented between 2015 and 2019. The project's overall development goal was to enhance the effectiveness of conservation efforts for dugongs and their seagrass ecosystems across the Indian and Pacific Ocean basins through specific actions in eight countries (Indonesia, Malaysia, Vanuatu, Solomon Islands, Timor Leste, Sri Lanka, Mozambique and Madagascar) and wider regional and global activities. The evaluation sought to assess project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The evaluation has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote learning, feedback, and knowledge sharing through results and lessons learned among UNEP, the GEF and their executing partner MbZ Fund and the relevant project partners in the participating countries.

Key words: dugongs; seagrass; SE Asia; Asia; Pacific Ocean; Indian Ocean; sustainable marine resource management; marine protected areas; ecosystem management; biodiversity; DSCP; community incentives models; capacity building.

[1] *This data is used to aid the internet search of this report on the Evaluation Office of UN Environment Website*

List of Acronyms

ADB	Asian Development Bank
ATSEA	Arafura and Timor Seas Ecosystem Action
BEAR	Biodiversity Education and Research (Sri Lanka)
BOBLME	Bay of Bengal Large Marine Ecosystem
BV	Blue Ventures
C3	Community Centred Conservation (Conservation Centrée sur la Communauté)
CBD	Convention on Biological Diversity
CBO	Community-Based Organisation
CBM	Community-Based Management
CHM	Clearing House Mechanism
CI	Conservation International
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
CMS	Convention on the Conservation of Migratory Species of Wild Animals
CRIOMM	Centre for Research on Indian Ocean Marine Mammals
CTI - CFF	Coral Triangle Initiative on Coral Reefs Fisheries and Food Securities
COSAP	Commité d'Orientation et de Soutien des Aires Protégées

DENR - PAWB	Department of Environment and Natural Resources Protected Areas Wildlife Bureau (Philippines)
DEPC	Department of Environment Preservation & Conservation (Vanuatu)
DFP	Dugong Focal Point
DTG	Dugong Technical Group
EAD	Environment Agency – Abu Dhabi
EIA	Environmental Impact Assessment
EEPSC	Executive Project Steering Committee
FAO	Food and Agriculture Organization of the United Nations
FRI	Fisheries Research Institute (Malaysia)
FPIK-IPB	*Fakultas Perikanan dan Ilmu Kelautan-Institut Pertanian Bogor* (Faculty of Fisheries and Marine Science-Bogor Agricultural University (Indonesia))
IBRD	The International Bank for Reconstruction and Development
IUCN	International Union for the Conservation of Nature
LDC	Least Developed Country
LMMA	Locally Managed Marine Area

MbZ Fund	Mohammed bin Zayed Species Conservation Fund
MCB -MMAF	Directorate of Marine Conservation and Biodiversity – Ministry of Marine Affairs and Fisheries (Indonesia)
MICOA	Ministry for Coordination of Environmental Affairs (Mozambique)
MRF	Marine Research Foundation
MPA	Marine Protected Area
MRF	Marine Research Foundation
MRC-MMAF	Marine Research Center – Ministry of Marine Affairs and Fisheries (Indonesia)
NBSAP	National Biodiversity Strategy and Action Plan
NF	National Facilitator
NFC	National Facilitating Committee
NGO	Non-Governmental Organisation
ORCA	Ocean Resources Conservation Association (Sri Lanka)
PABC	Protected Area & Biodiversity Conservation Division (Malaysia)
PPG	Project Preparation Grant
POKMASWAS	Kelompok Masyarakat Pengawas (Community Surveillance Group (Indonesia))
Ramsar	The Convention on Wetlands (Ramsar, Iran, 1971)
RCO-LIPI	Research Center for Oceanography-Indonesian Institute of Sciences
REMMOA	Recensement des Mammifères Marins et autres MégafaUN Environments Pélagiques par Observation Aériennes (Census of Marine Mammals and other pelagic megafauna by aerial surveys)
SEAFDEC	Southeast Asian Fisheries Development Center
SFCSB	Sarawak Forestry Corporation Sdn Bhd (Malaysia)
SIDS	Small Island Developing States
SPREP	Secretariat of the Pacific Regional Environment Programme
TUMEC	Turtle and Marine Ecosystem Research Centre (Malaysia)
UNCCD	United Nations Convention to Combat Desertification
UNDP	United Nations Development Programme
UN Environment (UNEP)	United Nations Environment Programme

UN Environment - ROWA	United Nations Environment Programme, Regional Office for West Asia
UNFCCC	United Nations Framework Convention on Climate Change
CMS Dugong MoU	United Nations Convention on the Conservation of Migratory Species of Wild Animals Memorandum of Understanding on the Conservation and Management of Dugongs and their Habitats throughout their Range
UNEP/GRID-Arendal	United Nations Environment Programme, Global Resource Information Database – Arendal
UN Environment-DEPI	United Nations Environment Programme, Division of Environmental Policy Implementation
WB	World Bank
WCMC	United Nations Environment Programme, World Conservation Monitoring Centre
WCS	Wildlife Conservation Society
WWF	World Wildlife Fund/World Wide Fund for Nature

Table 1. Project Identification Table

Project Title:	Enhancing The Conservation Effectiveness of Seagrass Ecosystems Supporting Globally Significant Populations of Dugongs Across the Indian and Pacific Ocean Basins (Short Title: The Dugong and Seagrass Conservation Project)
Executing Agency:	Mohamed Bin Zayed Species Conservation Fund (MbZ Fund)
Geographical Scope:	Global multi-country
Participating Countries:	Indonesia, Madagascar, Malaysia, Mozambique, Solomon Islands, Sri Lanka, Timor-Leste, Vanuatu
Project Partners	UN Environment/Convention on Migratory Species Office - Abu Dhabi; CMS Dugong MOU Secretariat; Secretariat of the Pacific Regional Environment Programme (MbZ Fund); Sea Sense, Tanzania; Australian Government Department of the Environment and Energy; UN Environment Regional Office of West Asia (ROWA); Murdoch University; James Cook University; Seagrass-Watch, Marine Research Foundation. **Indonesia:** Directorate of Marine and and Biodiversity, Ministry of Marine Affairs and Fisheries; (MCB-MMAF); Marine Research Center, Ministry of Marine Affairs and Fisheries (MRC-MMAF); Research Centre for Oceanography, Indonesian Institute of Sciences (PCO-LIPI); WWF Indonesia ; Bogor Agriculture University, Indonesia (IPB); LAMINA Foundation; EnerGaia **Madagascar:** Ministry of Environment and Forests (MEF); Community Centred Conservation (C-3); Madagascar National Parks Sahamalaza (COSAP); Wildlife Conservation Society (WCS); Blue Ventures (BV). **Malaysia:** Department of Marine Park; Department of Fisheries Malaysia (DoFM) Turtle and Marine Ecosystem Research Centre (TUMEC), Fisheries Research Institute (FRI); Universiti Sains Malaysia, Center for Marine and Coastal Studies; The Marecet Research Organization; Universiti Malaya; Sarawak Forestry, Protected Area and Biodiversity Conservation Division (PABC); Universiti Malaysia Terengganu, Institute of Oceanography and Environment (INOS). **Mozambique:** EWT (Endangered Wildlife Trust); La Guntza Foundation; University of Eduardo Mondlane; University of Pretoria, Mammal Research Institute Whale Unit; Centre for Dolphin Studies, Nelson Mandela Metropolitan University; IUCN Save Our Species (SOS); Ministry for the Coordination of Environmental Affairs - National Directorate for Environmental Management (MICOA – DNGA); Blue Ventures; Dugongos.org. **Sri Lanka:** Biodiversity Education And Research (BEAR); Department of Wildlife Conservation; IUCN Sri Lanka; National Aquatic Resources Research and Development Agency; Ocean Resources Conservation Association (ORCA); National Aquatic Resources Research and Development Agency (NARA); Turtle Conservation Project. **Solomon Islands:** Solomon Islands Community Conservation Partnership; WorldFish; Ministry of Environment, Climate Change,

	Disaster Management and Meteorology (MECDM); Coastal Marine Management (CM2); Dominican Friars in the Solomon Islands; EnerGaia. **Timor Leste:** Marine Research Foundation (MRF); Conservation International – Timor-Leste; Biodiversity Directorate, Ministry of Commerce, Industry and Environment; Blue Ventures. **Vanuatu:** Vanuatu Department of Environmental Protection and Conservation; The Vanuatu Environmental Science Society; Vanuatu Fisheries Department; Wan Smolbag Theatre; Vanuatu Cultural Centre.		
GEF project ID:	**GFL/4930**	**IMIS number*:**	GFL-5060-2711-4F12
Focal Area(s):	Biodiversity	**GEF OP #:**	5
GEF Strategic Priority/Objective:	BD1 and BD2	**GEF approval date*:**	8 July 2014
UNEP approval date:	15 December 2014	**Date of first disbursement*:**	21 January 2015
Actual start date:	1 January 2015	**Planned duration:**	48 months
Intended completion date*:	31 December 2018	**Actual or Expected completion date:**	Actual: March 2019
Project Type:	FSP	**GEF Allocation*:**	$5,884,018
PPG GEF cost*:	$170,000	**PPG co-financing*:**	$780,635
Expected MSP/FSP Co-financing*:	$99,299,043	**Total Cost*:**	$106,133,696
Mid-term review/eval. (planned date):	16 December 2016 to 31 March 2017	**Terminal Evaluation (actual date):**	4 January 2019 – 30 June 2019
Mid-term review/eval. (actual date):	16 December 2016 to 31 March 2017	**No. of revisions*:**	1
Date of last Steering Committee meeting:	26-28 February 2019	**Date of last Revision*:**	22 December 2015
Disbursement as 30 June 2019*:	$ 5, 523,317.10	**Date of financial closure*:**	1 September 2019
Date of Completion*:	31 March 2019 for national projects and 30 September 2019 for financial closure of whole project.	**Actual expenditures reported as of 30 June 2019:**	$5,740,053.80
Total co-financing realized as of 31/3/2019:	US$ 127,369,811.29 Note – 90% of the committed co-financing was delivered by the Australian Government	**Actual expenditures entered in IMIS as of 30 June 2019*:**	$5,740,059.80.
Leveraged financing:	US$ 11,305,698.30 as at 31 March 2019		

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1 Executive Summary

1. This report presents the results of the terminal evaluation of the GEF funded project, *Enhancing The Conservation Effectiveness of Seagrass Ecosystems Supporting Globally Significant Populations of Dugongs Across the Indian and Pacific Ocean Basins (Short Title: The Dugong and Seagrass Conservation Project) (GEF Project 4930)* executed by the Mohamed Bin Zayed Species Conservation Fund, implemented by UNEP, with technical support from the Memorandum of Understanding on the Conservation and Management of Dugongs and their Habitats throughout their Range of the Convention on Migratory Species. The terminal evaluation was undertaken to assess project performance (in terms of relevance, effectiveness and efficiency), and determine the degree of achievement and/or likelihood of outcomes and impacts (actual and potential) stemming from the Project, including their sustainability. The terminal evaluation took place between 4 January 2019 to 30 June 2019.

2. The terminal evaluation used a mix of desk reviews of project documents and other relevant literature and studies and in-depth interviews (face-to-face, by Skype or telephone, and by email) with UNEP, Mohammed bin Zayed Species Conservation Fund, and key individuals involved in the design, implementation and management of the Project, as well as selected national partner representatives and other international stakeholders who have participated in the Project. The Evaluation Consultant visited Indonesia, Sri Lanka, Madagascar and Vanuatu in February/March 2019 to hold interviews with key partners and communities from the participating countries and attended the Project closing workshop with all project partners, which took place at the start of the mission in Feb 2019.

Summary of key evaluation findings

3. The overall goal of this project was "to enhance the effectiveness of conservation of dugongs and their seagrass ecosystems across the Indian and Pacific Ocean basins." As shown in Table 11, the overall rating for the Project is satisfactory with likelihood of impact likely, and sustainability, moderately likely.

4. The Project was designed to support the implementation of the Convention of Migratory Species Dugong Memorandum of Understanding and the Dugong Conservation Management Plan with Range States, focusing on national needs and priorities. The Project also supported Project countries to deliver against their obligations relating to other international multi-lateral environmental agreements relevant to the Project and to dugong and seagrass conservation in the region.

5. The Project was very relevant and aligned with the Convention of Migratory Species Dugong Memorandum of Understanding, in terms of rationale and philosophy to empower countries and build their capacity to drive their own projects to deliver against priorities within the Dugong Conservation Management Plan as well as national plans of action for dugongs and seagrass. By funding multiple projects delivered in each country, the Project sought to address key threats to dugongs and seagrass through research activities, on ground incentives and policy projects. The regional approach, through its inclusion of international and regional partners, provided good opportunities to strengthen capacity and cooperation between the countries and identify and share dugong and seagrass technical expertise and improve coordination mechanisms and partner networks and linkages to other environmental initiatives.

6. The Project outputs and outcomes, particularly relating to policy, were ambitious given its scope, the limited baseline, budget and timeframe, and the involvement of eight countries at different levels of capacity. The results were always likely to be inconsistent across the countries with not all countries benefitting equally and the Project's overall success difficult to measure.
7. The DSCP significantly advanced the conservation and management of dugongs and seagrass across the eight Project countries (Indonesia, Malaysia, Madagascar, Mozambique, Sri Lanka, Solomon Islands, Timor Leste and Vanuatu) to varying degrees. Without this Project, it is unlikely that Project countries would have progressed to the extent they did with respect to raising awareness of and strengthening dugong and seagrass conservation. In particular, the Project achieved four significant outcomes:
    - It raised the global profile and importance of dugongs and seagrass which has catalysed subsequent significant funding at the regional level as well as within some Project countries to continue to strengthen conservation efforts.
    - It improved awareness, knowledge and capacity of communities in dugong hotspot areas which lead to improved stewardship towards the sustainable management of marine resources by communities at some local pilot sites in each country.
    - It established baseline knowledge and information with respect to dugongs and seagrass across Project countries to support improved policy and regulatory frameworks and decision-making across as well as strengthened knowledge at regional and global levels to support the implementation of the Convention of Migratory Species Dugong Memorandum of Understanding and its Conservation Management Plan; and
    - It provided useful models, lessons and capacity, guidance and training materials for solutions to address some of the key drivers to dugong and seagrass loss. While incentives pilot projects were at a small scale, they provided an important step in strengthening learning about effective innovative solutions that build in conditionality to achieve conservation while addressing socio economic factors such as poverty.
8. The Project was well managed financially by Mohammed bin Zayed Species Conservation Fund, with no major issues identified during the terminal evaluation.
9. Challenges were experienced with time delays incurred for funds to be transferred to Mohammed bin Zayed Species Conservation Fund for quarterly cash advances. To ensure Project Partners could continue their fieldwork within the timeframe of the Project, Mohammed bin Zayed Species Conservation Fund covered the shortfall in funds, which at times placed a significant burden on the organization. Without this support from Mohammed bin Zayed Species Conservation Fund it is questionable whether the outcomes achieved for the Project would have been as effective and the Project Partners would not have been able to deliver within the timeframes agreed.
10. It was clear from the consultations that Mohammed bin Zayed Species Conservation Fund displayed much enthusiasm and passion for the project and was very committed to achieve outcomes, build enthusiasm and work through issues with each country. Mohammed bin Zayed Species Conservation Fund performed very well with respect to managing the project, given its scale and complexity. The Project had 57 implementing

and supporting Partners from eight countries with different languages, cultures, ways of working, internal systems, different levels of capacity and preparation, combined with the significant number of pilot projects (43 local projects implemented by 42 Partners) all being managed by the Project Coordinator. The design of this Project created significant administration burdens for Mohammed bin Zayed Species Conservation Fund and required them to invest significant resources beyond GEF funding into the Project.

11. While there were some challenges at Inception relating to addressing gaps in the results framework and ensuring strong linkages between country programmes and the Project logframe, as well as during implementation, the Project was generally implemented in a cost-effective way in each country under the effective project coordination and management of Mohammed bin Zayed Species Conservation Fund. Project activities were completed within the 4-year timeframe for the Project in all Project countries except for Indonesia which was granted a 3 month no-cost extension to complete project reporting.
12. How sustainable the Project outcomes are for continuing the work at the sub-project locations, to scale up and rollout outcomes and keep data up to date to drive regulatory reform will be affected by the ability of non government organisations and institutional partners to access donor opportunities for ongoing community, research and regulatory reform activities. Outcomes will also be affected by whether countries generate sufficient political will and support through the use of champions to drive budget allocations to fund the implementation of National Plans of Action and other regulatory mechanisms. At the regional level, it is likely through the Convention of Migratory Species Dugong Secretariat that efforts will be sustained to continue promotion of Project outcomes and share lessons learned to encourage other Range States to sign on to the Memorandum of Understanding.
13. For countries with ongoing political change and civil unrest it was difficult to confirm the level of commitment and ownership to drive actions forward within governments. It is likely with these continual external factors it may be difficult for progress to be made in these countries at the institutional level. There is certainly strong ownership and commitment from non-government organisation Project Partners in all Project countries to continue activities and this was confirmed during the consultations. There have also been significant leveraged funds raised by these organisations to continue Project related activities.
14. In all countries, perhaps the greatest challenge will be improving the enforcement of fisheries regulations. The capacity of all Project countries in enforcement is very low and will require a significant boost to capacity and funding.
15. The key recommendations arising from the terminal evaluation are summarised as follows:

    a. Where community incentive models are being used, UNEP should require technical experts in social development or resource economics be included within a project in the GEF budget at CEO endorsement. In addition, UNEP should require more thorough capacity assessments of the proposed partner organisations at the PPG phase to ensure the level of capacity of project partners is sufficient to implement an incentives project effectively within the timeframe of the project where feasible. Alternatively, using a few expert service providers

which, for example, each serve one region involving multiple countries and sites, may provide a more standardised and affordable approach.

b. The CMS Dugong MoU Secretariat should apply a standard approach for data being collected relating to migratory species or their habitats; and that signatories work with technical specialists to ensure research methodologies are appropriate for addressing priority gaps in knowledge.

c. For projects that involve a combination of on ground activities, research activities and policy development and implementation, consideration should be given by the GEF Secretariat to provide PPG guidance to make available a phased or staggered project over 7-10 years, with funds provided in 2 phases and dependent on outcomes. This would provide more effective opportunity to see good uptake and national adoption by governments (policy and operationalising) and communities (incentives).

d. UNEP should give consideration to amending Cooperation Agreements to provide a more realistic timeframe for the time it will take to transfer funds so that Executing Agencies can plan for any delays in funds being received more effectively. Alternatively, reputable executing agencies could receive a larger cash advance at the onset of a project to help buffer for delays. In addition, the efficiency of internal administration/ finance processes should be streamlined to prevent delays.

e. For all projects, a template for co-finance should be developed by the GEF Secretariat that requires more information about how it has been calculated and on what basis, as a part of ProDoc preparation. The GEF Secretariat during its CEO Review should question co-finance resources which appear unrealistic, or not directly related to the GEF project workplan and delivery. Countries should then be required to report on both cash and in-kind contributions with supporting narrative as to how it has contributed towards the objectives of the project, both from a geographic perspective as well as thematic.

f. For multicounty projects it is important to (i) use a standardised approach in project delivery and (ii) to simplify and reduce implementation arrangements. Adequate budget and time should be made available for highly complex Projects to ensure adequate monitoring (for the Midterm Review and Terminal Evaluations) to ensure meaningful results.

g. For all GEF projects with a community engagement focus, the UNEP Gender Unit should establish indicators for measuring gender outcomes for achieving conservation goals with respect to women empowerment and youth engagement and capacity building. Without clear and appropriate outcome-level indicators, reporting of gender inclusion can often be piecemeal.

h. Projects targeting species conservation, where a key driver is for example illegal poaching, should incorporate enough GEF funding to reduce this threat. This

should include funding to support training of enforcement authorities to work with communities, particularly those undertaking monitoring activities.

i. The GEF Secretariat should amend the log frame template guidance to require midline and endline targets to be established for projects in relation to aspects such as measuring modifications to baseline programs, their funding (by e.g. Government) or supportive legislation and policy, and exit strategies developed for community based work to better sustain the set project outcomes beyond the project.

j. The GEF Secretariat should financially support more regional or transboundary biodiversity and migratory species initiatives like the DSCP that have a solid framework and justification such as through CMS, CITES etc and projects will clearly provide added value and sustainability.

16. The key lessons learned arising from the terminal evaluation are as follows:

a. The most effective community stewardship programs are those where there is strong collaboration between government management authorities to provide enforcement and other agencies, community, marginalised groups, NGOs and the private sector.

b. An effective way for communities who have established local marine managed areas (LMMAs) to build their capacity and strengthen knowledge is through peer-to-peer learning to share experiences and lessons learned, and promote best practice approaches and establish support networks.

c. Achieving significant outcomes for improved community stewardship requires an influential champion who is passionate about the issues, well respected, well connected, and senior enough to drive activities and provide a compelling case that aligns the priorities of government to bring the intergovernmental stakeholders, including decision makers to the table.

d. Understanding the socio-economic situation and context within which a community lives and the priorities they have, whether economic, social or relating to security is paramount. Once economic priorities can be addressed, conservation outcomes will follow as the community will be in a better position to consider these issues.

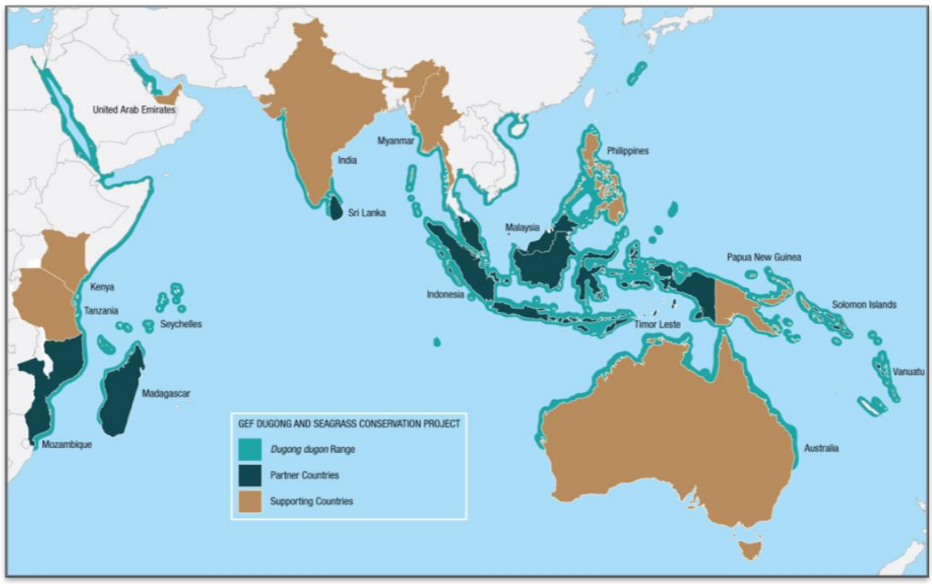
e. The use of customary law where present and effective provides a strong base from which to build conservation outcomes.

f. Where research projects are being supported through GEF funding, it is important that progress reporting from project partners on research findings is at a sufficient level of detail to allow for peer review by technical experts to ensure credibility to the work undertaken.

2 Introduction

17. Globally, dugongs and seagrass ecosystems are threatened, and populations are declining throughout their known range. There is an urgent need to improve the knowledge, capacity and existing conservation efforts and management coordination across the region to reverse these declines and achieve effective conservation. The GEF funded project, *Enhancing The Conservation Effectiveness of Seagrass Ecosystems Supporting Globally Significant Populations of Dugongs Across the Indian and Pacific Ocean Basins (Short Title: The Dugong and Seagrass Conservation Project or DSCP) (GEF Project 4930)* executed by the Mohamed Bin Zayed Species Conservation Fund (MbZ Fund), was implemented by UNEP, with technical support from the Memorandum of Understanding on the Conservation and Management of Dugongs and their Habitats throughout their Range of the Convention on Migratory Species. The Project comprised of 43 local projects implemented by 42 Partners. Refer to the Project Summary (Table 1) for a list of project partners.
18. The project sits in the Ecosystems Division of UN E UNEP nvironment and is aligned with the Medium-Term Strategy (MTS). The Project sought to deliver against a number of strategic focus areas in the UNEP MTS 2014–2017, particularly Ecosystem Management (EA1, EA2 and EA3) and Environmental Governance (EA2 and EA3). It also sought to contribute to the delivery of the UNEP Programme of Work for 2018/2019 primarily under Subprogram 3 Healthy and productive ecosystems, Subprogram 4 Environmental governance and Subprogram 7 Environment.
19. The Dugong and Seagrass Conservation Project (DSCP) sought to enhance the effectiveness of conservation efforts for dugongs and their seagrass ecosystems across the Indian and Pacific Ocean basins through specific actions in eight countries (Indonesia, Malaysia, Vanuatu, Solomon Islands, Timor Leste, Sri Lanka, Mozambique and Madagascar) and wider regional activities (refer Figure 1). The project commenced on 1 January 2015 and was completed on 31 March 2019. It was supported by the GEF V under Biodiversity Focal Areas BD1 and BD2 with an allocation of USD 5.9m, and co-financed by Project Partners with a total contribution of USD $99m.

Figure 1 Map of dugong and seagrass distribution and their known status. The participating countries are highlighted.



20. A midterm review (MTR), undertaken in 2017 for the DSCP, reviewed Project implementation from 1 January 2015 to 31 December 2016. The MTR report provided the methods applied during the MTR process to assess the Project progress, a situation analysis at the country and global Project level and recommendations for the delivery of the Project in the second half of its implementation period. Extensive work was undertaken by the Programme Coordinator and Project Partners to address these recommendations towards strengthening Project activities, by way of country and global Project action plans. The Programme Coordinator, Project Partners and the UNEP monitored progress of implementing the recommended corrective actions every six months, as a part of half-yearly progress reporting processes.

21. This terminal evaluation (TE) for the DSCP has been carried out in accordance with the provisions of the UNEP Evaluation Policy and the UNEP Programme Manual. The TE seeks to assess project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The evaluation has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, learning and knowledge sharing of results and lessons learned among UNEP and main project partners. Therefore, the evaluation identifies lessons of operational relevance for future project formulation and implementation.

22. Target audiences are UNEP and MbZ Fund, including the Project Coordination Team (PCT), the donors and all implementing partners (refer Section 4.3 Stakeholders for more information).

3 Evaluation Methods

23. The TE was conducted by an independent evaluator with expertise in natural resource/marine and coastal ecosystem conservation, community engagement, policy and institutional analysis, and project management and M&E (including UN and GEF project experience – see Annex 7), under the overall responsibility and management of

the UNEP Evaluation Office (in Nairobi), in consultation with the UNEP GEF Coordination Office (Nairobi), and the UNEP Task Manager at UNEP (Bangkok).

24. In line with the UNEP Evaluation Policy[2], the UNEP Evaluation Manual[3] and the Guidelines for GEF Agencies in Conducting Terminal Evaluations[4], the Terminal Evaluation (TE) of the project - *Enhancing the Conservation Effectiveness of Seagrass Ecosystems Supporting Globally Significant Populations of Dugongs Across the Indian and Pacific Ocean Basins* was undertaken to assess project performance (in terms of relevance, effectiveness and efficiency), and determine the degree of achievement and/or likelihood of outcomes and impacts (actual and potential) stemming from the project, including their sustainability.

25. A Reconstructed Theory of Change (TOC) for the project developed by the independent evaluator underpinned the TE. The TOC was based on the results framework, intervention logic and risk analysis in the ProDoc, as well as from discussions with the DSCP Project Coordinator, a number of DSCP Project Technical Advisors and Project Partners, the UNEP Focal Point and Task Manager and the UNEP Evaluation Manager. The ToC was assessed for consistency and a clear conceptual understanding of the Project impact pathways to guide the TE. The reconstructed ToC is presented in Figure 3.

26. The TE was based on a combination of a desk review of available project and context-related documentation; and a mission to four of the eight Project countries where a number of Project participants and stakeholders were interviewed, and national project sites visited. The terminal evaluator also attended the Project Closing Workshop in Bali, Indonesia (26-28 February 2019).

27. Project countries visited were selected by UNEP and MbZ Fund to provide representation from each the continents (Africa, Asia, Oceania) included in the Project. Field visits in four of the eight project countries (Indonesia, Vanuatu, Madagascar and Sri Lanka) included interviews with communities at project sites (e.g., fishers and other groups actively involved in the project, including women). Where required, translators were used, independent of the project team. It was important to ensure interviews conducted were balanced between men and women so, where necessary, interviews were conducted separately between men and women. Gender and human rights were evaluated with guidance provided from the UNEP policies[5]. Human rights and ethical issues were considered, including whether protection of anonymity and confidentiality was required to include the views of marginalised or potentially disadvantaged groups and/or divergent views. Methods to ensure that potentially excluded groups (excluded by gender, vulnerability or marginalisation) were reached and their experiences captured effectively, included separate interviews for women and men where appropriate. Where community members did not want to provide their name, this was accepted.

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[2] http://www.UNEnvironment.org/eou/StandardsPolicyandPractices/UNEnvironmentEvaluationPolicy/tabid/3050/language/en-US/Default.aspx

[3] http://www.UNEnvironment.org/eou/StandardsPolicyandPractices/UNEnvironmentEvaluationManual/tabid/2314/language/en-US/Default.aspx

[4] http://www.thegef.org/gef/sites/thegef.org/files/documents/TE_guidelines7-31.pdf

[5] Refer http://www.unwomen.org/en/how-we-work/un-system-coordination/promoting-un-accountability and https://wedocs.unep.org/bitstream/handle/20.500.11822/7655/-Gender_equality_and_the_environment_Policy_and_strategy-2015Gender_equality_and_the_environment_policy_and_strategy.pdf.pdf?sequence=3&isAllowed=y

28. Due to the significant number of Project Partners and stakeholders, in-depth interviews using standard questions (face-to-face, by Skype or telephone, and by email) were undertaken with a representative selection of key stakeholders identified for the Project, including MbZ Fund staff involved in the implementation and management of the Project, as well as the CMS Dugong MoU Secretariat, technical advisors, some implementation Project Partner representatives and other international stakeholders who participated in the Project. A total of 40 interviews and focus group discussions were held for the terminal evaluation, involving over 281 stakeholder representatives. Data and information collected underwent qualitative analysis with verification of findings through triangulation. The combination of sources also helped to reduce information gaps. See Annex 3 for details on the documents reviewed and stakeholders interviewed as a part of the Evaluation Program.

29. In accordance with the UNEP evaluation guidelines, standard evaluation criteria were used to assess the Project. All evaluation criteria were rated on a six-point scale as follows: Highly Satisfactory (HS); Satisfactory (S); Moderately Satisfactory (MS); Moderately Unsatisfactory (MU); Unsatisfactory (U) Highly Unsatisfactory (HS). Sustainability and likelihood of impact were rated from Highly Likely (HL) down to Highly Unlikely (HU). The 'Nature of External Context' criterion is rated from Highly Unfavourable (HU) to Highly Favourable (HF). The evaluation criteria were:

    (1) Strategic Relevance;

    (2) Quality of Project Design;

    (3) Nature of External Context;

    (4) Effectiveness, which comprises an assessment of outputs delivered, achievement of project direct outcomes and the likelihood of impact;

    (5) Financial Management, which addresses the completeness of project financial information and the communication between finance and project management staff;

    (6) Efficiency;

    (7) Monitoring and Reporting;

    (8) Sustainability, with a focus on socio-political, financial and institutional sustainability; and

    (9) Factors affecting performance - including preparation and readiness, quality of project management and supervision, stakeholder participation and cooperation, responsiveness to human rights and gender equity, country ownership and driven-ness and communication and public awareness.

3.1 Limitations

30. A number of limitations and risks apply to the TE:

- Due to budget limitations, the TE only conducted in-country evaluations for four of the eight countries, with face-to-face interviews held with some project partners, communities engaged in projects and other key stakeholders. Budget limitations

meant that it was only possible for the evaluator to visit and see first-hand 1-2 project sites in each of the four countries rather than all project sites across the eight countries.

- Given the limitations in budget and the significant number of partners in this project, face to face or Skype interviews were not undertaken with every partner. Rather, for countries not visited, all partners were provided with interview questions and asked to provide written responses. Only a small number of partners responded from each country (refer Annex 3 for list of respondents).
- Cyclone Oma interrupted the in-country evaluation in Vanuatu, which meant that interviews could not be conducted in-person, and national project sites were not visited. Two seagrass monitoring sites, identified as dugong hotspots under the DSCP project were inspected; however, these are being funded through other grants (leveraged during the DSCP). Interviews have subsequently been conducted with key project partners using Skype. No project site inspections or interviews with communities have been undertaken in Vanuatu.
- With limited time and a restricted budget, cultural issues and language barriers, it was difficult to engage with participating community members to assess potential impacts at the grass roots level. Translators were used where required.

4 About the Project

4.1 Context

31. Dugongs are found in over 40 countries in the Indian Ocean and western Pacific Ocean. They are dependent on seagrass as their primary food, so their range overlaps with the distribution of seagrass in the tropical and sub-tropical Indo-West Pacific. Over the last 100 years, the global population has declined around 20%, largely as a result of hunting, incidental by-catch and boat strikes, or through activities which indirectly impact their seagrass habitat (e.g. sedimentation and pollutants from coastal development). At least one third of the world's seagrass habitat is also estimated to have been lost. Dugongs are listed as vulnerable under the IUCN Red List of Threatened Species[6], indicating a high risk of extinction in the wild in the medium-term future. Dugongs are listed under Appendix II under the Convention on the Conservation of Migratory Species (CMS), indicating the conservation of the species would benefit from international cooperative activities organized across its migratory range. They are also listed under Appendix I of the Convention on International Trade in Endangered Species (CITES) as a species threatened with extinction.

32. All Project countries hold some of the most important range areas for the dugong. Mozambique has the most significant population of dugongs in East Africa and Madagascar contains a number of highly vulnerable small and isolated populations. The Gulf of Mannar, Sri Lanka, is an important area in South Asia, in South East Asia Indonesia, Malaysia and East Timor (along with the Philippines) collectively hold important populations, as well as key habitats. The populations in Vanuatu and Solomon

[6] Marsh, H. & Sobtzick, S. 2015. Dugong dugon. The IUCN Red List of Threatened Species 2015: e.T6909A43792211. http://dx.doi.org/10.2305/IUCN.UK.2015-4.RLTS.T6909A43792211.en. Downloaded on 26 August 2019

Islands are fragmented and these islands form the eastern extent of the species' range. However, all Project countries, (except Malaysia) have Medium to Low Human Development Indices[7] and a very high percentage of their populations are rural, with a high dependence on marine resources for food security and livelihoods and high levels of poverty. These circumstances can lead to a poverty environment trap whereby a lack of alternatives can result in communities stuck in a cycle of over-exploiting the natural resources, which can impact on coastal marine mammals such as dugong.

33. *"There is a broad scientific consensus that the dugong will disappear from the majority of its range without significant and immediate conservation interventions. The combination of the dugong's life history of being long-lived and slow breeding, its extensive geographic range and dependence on tropical seagrass habitats makes it highly vulnerable to many adverse anthropogenic impacts. Moreover, given the dugong's capacity to move across jurisdictional boundaries, coordinating management initiatives across these boundaries is crucial to its long-term survival"* (quoted from the ProDoc).

34. In developing nations such as the Project countries in the Pacific and Indian Oceans, the major threats are from incidental capture in small scale coastal fisheries, direct capture for consumption or sale (e.g. illegal poaching), destructive fishing techniques and habitat loss or degradation. They have been hunted traditionally for thousands of years in some countries, particularly in the Pacific. Behaviour change through changing the values placed on dugongs and their seagrass and the activities that impact on those values such as fishing, is key. Change and capacity building is needed at multiple levels. At the community level, low income rural coastal communities, subsistence and artisanal fisheries require sufficient incentives (e.g. alternate/higher income, a greater diversity of protein sources, higher prices, recovery of cultural practices, alternatives to current activities, greater awareness or rewards for changing behaviour) and/or disincentives (penalties, enforcement community pressure) to alter/replace those practices which impact dugongs and their habitats. At a higher level, working with governments to provide a regulatory and policy framework that reduces the impact of external factors which impact dugongs and their critical habitat such as unsustainable coastal development, land use practices, and tourism is also important.

35. Prior to the Project, very few of the Project countries had a legal framework for dugong and almost nothing in place for seagrass protection. This Project sought to add value through providing funding and resources to develop and implement national legal frameworks and programmes and incentives sub-projects and provide opportunity for regional collaboration, networking and information exchange, supported by the framework of the CMS Dugong MoU and the existing Dugong, Seagrass and Coastal Communities Initiative.

36. The Project sought to make a significant contribution to the implementation of the CMS Dugong MoU. Of the eight Project countries in the GEF project, all but Malaysia and Indonesia are signatories as of the end of the Project. The eight countries represent 20% of the global range of dugongs. With the migratory nature of dugongs across national borders, the project provided the first opportunity with significant investment to develop and implement a coordinated approach to dugong and seagrass conservation and

[7] UNDP Human Development Reports http://hdr.undp.org/en/
***** *rank 185/ 187 in 2012*

management. It is clear, with increasing human populations and associated anthropogenic threats, exacerbated with the impacts of climate change, dugong populations and seagrass will continue to decline without significant improvement to conservation and management at the national level, but also the coordination at the regional and global levels.

4.2 Objectives and components

37. The Project's overall objective is stated in the Project Document as *"to enhance the effectiveness of conservation of dugongs and their seagrass ecosystems across the Indian and Pacific Ocean basins".* Specifically, the project sought to deliver actions specific to the eight countries, as well as regional and global activities. The focus was on community based stewardship at key sites for dugongs; increases in sustainable fisheries practices including the use of innovative incentives and tools; increases in availability of critical knowledge for conservation action for dugongs and seagrass; and mainstreaming dugong and seagrass conservation priorities into national and regional policies and planning. Tools and lessons learned were to be shared with project stakeholders and globally via a Clearing House Mechanism and the Dugong, Seagrass and Coastal Communities Initiative under the CMS Dugong MoU, towards improved networking, exchange of ideas and good practice, data sharing and regional policy and programmes.

38. The Project has four technical components:

- Component 1- Improved site-level management at globally important sites for dugongs and seagrasses.
- Component 2 - Development of incentive mechanisms and tools to promote conservation and sustainable use of dugongs and seagrass ecosystems.
- Component 3 – Removal of knowledge barriers.
- Component 4 - Mainstreaming of dugong and seagrass conservation priorities into national and regional policies and plans.

39. All the project components and outcomes are closely linked to ensure that systems are developed and implemented to contribute to the wider conservation goal of "*to improve the conservation status of dugongs and their seagrass habitats across the Indian and Pacific Ocean basins"*.

40. Table 3 provides a summary of the project components, their outcomes and outputs and how it delivers against the CMS Dugong MoU.

Table 3. Summary of Project components, outcomes, outputs and alignment with objectives of the CMS Dugong MoU (Source: Project Document)

Project Component	Project Outcome (& Outputs)	CMS Dugong MoU CMP Objective
COMPONENT 1. Improved site-level management at globally important sites for dugongs and seagrasses	**Outcome 1: Community-based stewardship** of dugongs and their seagrass ecosystems at selected globally important Indo-Pacific sites enhanced **Output 1.1** Governance structures for community involvement in conservation and monitoring of dugong and seagrass ecosystems established or strengthened in target areas **Output 1.2** Capacity developed for community-based stewardship (conservation and monitoring of dugongs & seagrass) **Output 1.3** Integrated community management plans (conservation and monitoring of dugong and seagrass ecosystems) developed and piloted	**Objective 1** – Reduce direct and indirect causes of dugong mortality **Objective 3** – Protect, conserve and manage habitats for dugong **Objective 4** – Improve our understanding of dugong habitats through research and monitoring **Objective 5** – Raise awareness of dugong conservation
COMPONENT 2. Development of incentive mechanisms and tools to promote conservation and sustainable use of dugongs and seagrass ecosystems	**Outcome 2: Sustainable fisheries practices** that reduce damage to dugongs and their seagrass ecosystems widely adopted through uptake of innovative incentive mechanisms and management tools **Output 2.1** Management and incentive mechanisms and tools for sustainable fisheries – pilots and capacity building (local community and government) **Output 2.2** Awareness raising and social marketing programmes contributing to more sustainable practices (subsistence and small-scale artisanal fishers) in target areas	
COMPONENT 3. Removal of knowledge barriers	**Outcome 3: Increased availability and access to critical knowledge needed for decision-making** for effective conservation of dugongs and their seagrass ecosystems in Indian and Pacific Ocean basins **Output 3.1** Critical knowledge gaps (dugongs and seagrass ecosystems) identified and surveys initiated/ completed **Output 3.2** Good practice guidelines for dugongs and seagrass ecosystems conservation developed from project experience	**Objective 2** – Improve our understanding of dugong through research and monitoring **Objective 4** – Improve our understanding of dugong habitats through research and monitoring **Objective 5** – Raise awareness of dugong conservation **Objective 6** –Enhance national, regional and

Project Component	Project Outcome (& Outputs)	CMS Dugong MoU CMP Objective
	Output 3.3 Conservation-relevant information and guidance (dugongs and seagrass ecosystems) collated and disseminated	international cooperation **Objective 8** – Improve legal protection of dugongs and their habitats **Objective 9** – Enhance national, regional and international cooperation on capacity building
COMPONENT 4. Mainstreaming of dugong and seagrass conservation priorities into national and regional policies and plans	**Outcome 4: Conservation priorities and measures** for dugongs and their seagrass ecosystems incorporated into relevant policy, planning and regulatory frameworks across the Indian and Pacific Ocean basins **Output 4.1** Policy, planning and regulatory gaps reviewed (conservation of dugongs and seagrass ecosystems) and recommendations developed **Output 4.2** Advocacy programmes and advocacy capacity for improved conservation management of dugongs and their seagrass ecosystems developed and implemented **Output 4.3** Capacity for national and regional networking and contribution to global policy for effective dugong and seagrass conservation in Indian and Pacific Ocean basins	

4.3 Stakeholders

41. This DSCP brought together diverse stakeholders including government agencies, international and local non-government organisations (NGOs), Community based organisations (CBOs), local communities, research institutions and private companies from across eight countries to work together to implement national projects. This required significant technical oversight to ensure the effective implementation and delivery of the project, and administrative and operational coordination at global, regional, national and local levels. National Facilitating Committees, and in some cases, the National Facilitators in each country were key change agents to ensure government support and commitment and to drive the implementation of the DSCP project at the national level and with in-country Project Partners. These roles were complemented with technical expertise and support provided by MbZ Fund, the CMS Dugong MoU Secretariat and a number of technical experts – also critical to enable and build capacity of the project partners in particular to deliver against each component.

42. In a large regional scale project with multiple country partners and a strong focus on building awareness, capacity and technical expertise, understanding the needs, strengths and potential roles of all potential stakeholders is fundamental for effective project implementation. Mapping of the stakeholders, their capacities and their roles, interests, and influence in relation to the DSCP is presented in the Evaluation Inception Report. It was prepared on the basis of a) inputs from the Project Coordinator and some technical experts, and b) a review of the documents listed in Annex 3. The level of detail to which each country provided information about their stakeholders and explained their

roles and responsibilities on the project varied and is clearly reflected in the mapping provided.

43. Good effort was made to identify and map the Government, local and regional stakeholder landscape for the project across the eight countries and to analyse the potential relationship of these partners to the project (refer ProDoc Section 2.5). National, international and regional non-government institutions and partners were identified during the PPG who would benefit from or be able to support project implementation. This included identification of the lead government agency. As is to be expected when dealing with eight countries, a large list of agencies and organisations were identified. The implementation set-up stayed mostly the same during project implementation, except in the countries where no partners and projects existed (Timor-Leste, Solomon Islands and Vanuatu).

44. The extensive effort made to identify the Government, local and regional stakeholder landscape for the Project across the eight countries and to analyse the potential relationship of these partners to the Project during design, resulted in most cases for effective Project Partners to deliver the national projects.

4.4 Project implementation structure and partners

45. The Mohamed bin Zayed Species Conservation Fund (MbZ Fund) was the Executing Agency (EA) and hosted the Project Coordination Team (PCT) that supervised the day-to-day project operations and implementation. UNEP was the GEF Implementing Agency for this Project. A team of independent technical advisors to the UNEP -CMS Dugong MoU Secretariat, the Dugong Technical Group (DTG), provided support in scientific and practical aspects of the Project.

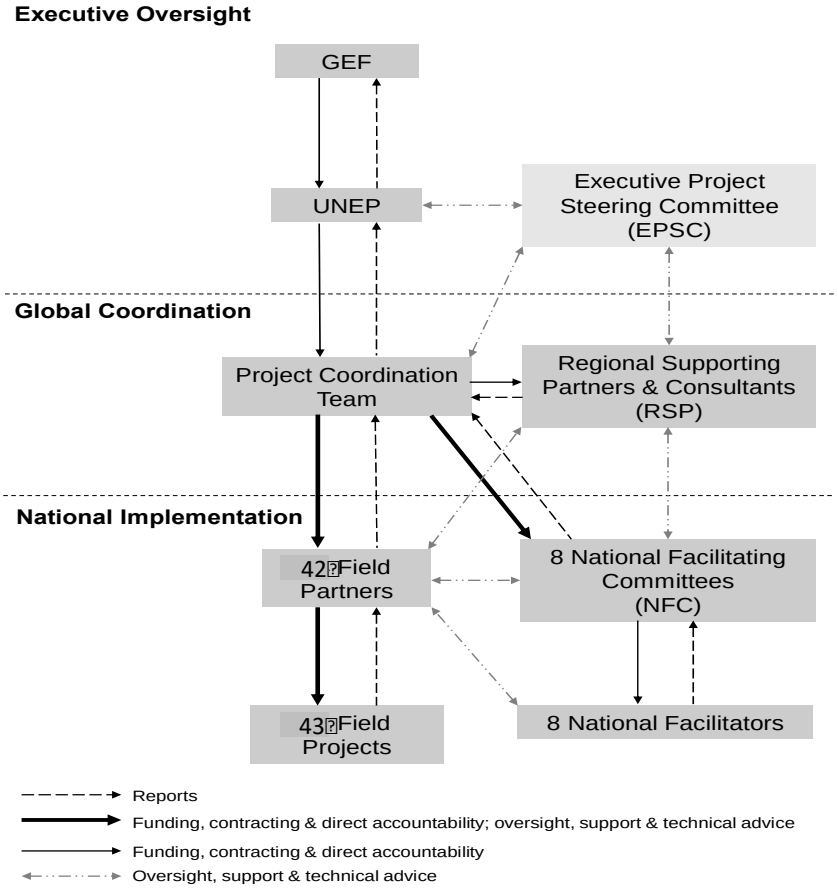
46. The Project was large and complex with eight countries involved across the tropical Indo-Pacific region, from coastal east Africa, south-east Asia and in the western Pacific. The implementation of the Project was based on partnerships across the eight Project countries. The Project comprised of 43 local projects implemented by 42 Partners. Refer to the Project Summary (Table 1) for a list of project partners.

47. The national coordination between the Partners in each Project country was sought through the establishment of a National Facilitating Committee (NFC), chaired by the respective country's Dugong Focal Point (or their delegate) and comprising members of national Project Partners. Each NFC was coordinated by a National Facilitator. There were eight NFCs, one in each country, in most cases, implemented by government institutions.

48. The coordination across the countries was achieved by the establishment of an Executive Steering Committee (EPSC). The ESPC met annually and comprised representatives from UNEP, MbZ Fund, UNEP –CMS Dugong MoU Secretariat, the CMS DTG, the National Facilitators from each country and representatives of some of the supporting Partners.

49. Figure 2 provides an overview of the implementation structure for the DSCP project:

Figure 2 Implementation structure for the DSCP project (Source: Appendix 10: Decision-making Flowchart and Organizational Chart, Project Document)



4.5 Changes in design during implementation

50. While the Project was originally planned to run from 1 January 2015 to 31 December 2018, delays were experienced for a few projects in Indonesia. As a result, a No Cost Extension (NCE) of three months to 31 March 2019 was granted, with an allocation of US$329,365.85 of unspent remaining GEF funds available for the period 2018/2019. There were no additional costs to the project. According to the justification in the Project extension proposal, this was to allow '*partners more time to accomplish their activities*'.

51. There was a delay of several years between designing the Project and its implementation. The ProDoc did not include indicator targets, baselines for the Project, and sustainability aspects had not been determined and in some cases, Project Partners had not been identified (Vanuatu, Solomon Islands, Timor Leste). It was planned by the PPG that these would be identified during the Inception Phase. Changes were made to the results framework during the Inception Phase to define the baseline and targets and milestones. It is important to note that in many cases, the baseline information had not been collected or analysed making it difficult to define the project indicators. In addition, concept notes that had been previously developed in the PPG phase by Project Partners needed revising to align them to global Project outputs, build in sustainability measures and account for country work that had progressed or the Project Partner had changed/not been identified/was no longer considered a priority (such as in Sri Lanka).

4.6 Project Finance

52. The Project was approved in 2015 with a total planned budget of $106,133,696. The Project budget included GEF cash of $5,884,018 (5.5%), co-finance DSCP Partner cash of $4,140,083 (4.5%), and co-finance UNEP [8] cash of $634,000 (3.0%); and co-finance DSCP partner in-kind of $93,246,960 (87%) and co-finance UNEP [9] in kind of $1,278,000 (1.2%). Table 4a provides a summary of the GEF budget at design by components.

Table 4a Budgeted expenditure for technical components compared with final expenditure

Outcomes	GEF Budgeted Funding USD
Component 1. Community based stewardship	$1,375,082.41
Component 2. Sustainable fisheries practices	$701,180.74
Component 3. Increased availability and access to critical knowledge needed for decision-making	$1,491,580.69
Component 4. Conservation priorities and measures	$1,682,510.07
Total for Components	$5,250,353.91
Monitoring and Evaluation	$214,596.60
Project Management	$419,067.49
Total	**$5,884,018.00**

53. As of June 2019, the Project spent 97.6% ($5,740,053.80) of the GEF budget, as well as USD $127,314,120.95 received in cash and kind from DSCP partners and UNEP. Final expenditure by Component is not easily available as reporting is under UMOJA, the UNEP reporting system, which does not require reporting by Component. Table 4b provides a summary of the cumulative expenditure for the Project as of the end of June 2019, as reported to UMOJA, resulting in an underspend of $143,964.21. Variances are explained in Section 6.5 Financial Management.

Table 4b Final Expenditure for the DSCP Project as at 30 June 2019.

UNEP Budget Line		UNEP approved budget	Final expenditure as at 30 June 2019
78101010	Staff costs	$646,557.23	$668,927.83
78102010	Travel	$240,000.00	$235,211.06
78103010	Contractual services	$4,897,407.79	$4,733,128.56
78104010	Commodity	$0.00	$0.00
78105010	Operating costs	$4,000.00	$10,724.16
78106010	Vehicle & Furniture	$4,150.40	$159.60
	Evaluation	$91,902.59	$91,902.59
99	**GRAND TOTAL**	**$5,884,018.01**	**$5,740,053.80**

[8] The cash contribution from UN Environment was provided by the CMS Dugong MoU Secretariat.
[9] The in kind contribution from UN Environment is the cumulative contribution of the CMS Dugong MoU and the Regional Office for West Asia.

54. Table 5 provides a summary of planned and actual sources of funding/co-financing.

Table 5 Planned and actual co-financing as of December 2018

	Confirmed at CEO		Materialised	
Source of Co-financing	**Cash USD**	**Inkind USD**	**Cash USD**	**inkind USD**
NGOs	350,550.00	3,592,363.00	1,987,633.85	2,522,086.48
Governments	2,591,698.00	88,888,180.00	456,778.00	119,248,115.04
IGO	652,000.00	1,318,000.00	389,864.39	1,487,201.93
Universities	565,887.00	626,417.00	137,151.94	129,834.00
Private Sector	0.00	100,000.00	0.00	7,980.00
MBZ	613,948.00	0.00	866,796.42	80,678.91
	4,774,083.00	94,524,960.00	3,838,224.59	123,475,896.36
Total co-finacing (cash and inkind)	**$99,299,043**		**$127,314,121**	

5 Theory of Change at Evaluation

55. A Theory of Change (ToC) was reconstructed during the Inception phase of the evaluation from the results framework, intervention logic and risk analysis in the ProDoc. This provided information on anticipated outputs and outcomes and causal links as well as assumptions which guided the Project design rationale. The intervention logic and the causal links from activities to outputs presented in the ProDoc and results framework were coherent and confirmed during the TE, and therefore remained unchanged in the reconstructed ToC presented at evaluation. The ToC was assessed for consistency and a clear conceptual understanding of the Project impact pathways to guide the TE. The reconstructed ToC at Evaluation is presented in Figure 3.

56. The key assumption underlying the entire Project was that the array of project activities would produce significant outputs/outcomes prior to Project termination, sufficient to create a strong foundation for on-going dugong and seagrass conservation management and capacity in the Partner countries. This, in turn, was assumed would provide the momentum (awareness, knowledge, capacity, skills and experience) needed to ensure that dugong and seagrass conservation and management across the regions continues to improve and leads to sustained progress in the form of reduced threats beyond the life of the project and the achievement of lasting impact, to support implementation of the CMS Dugong MoU.

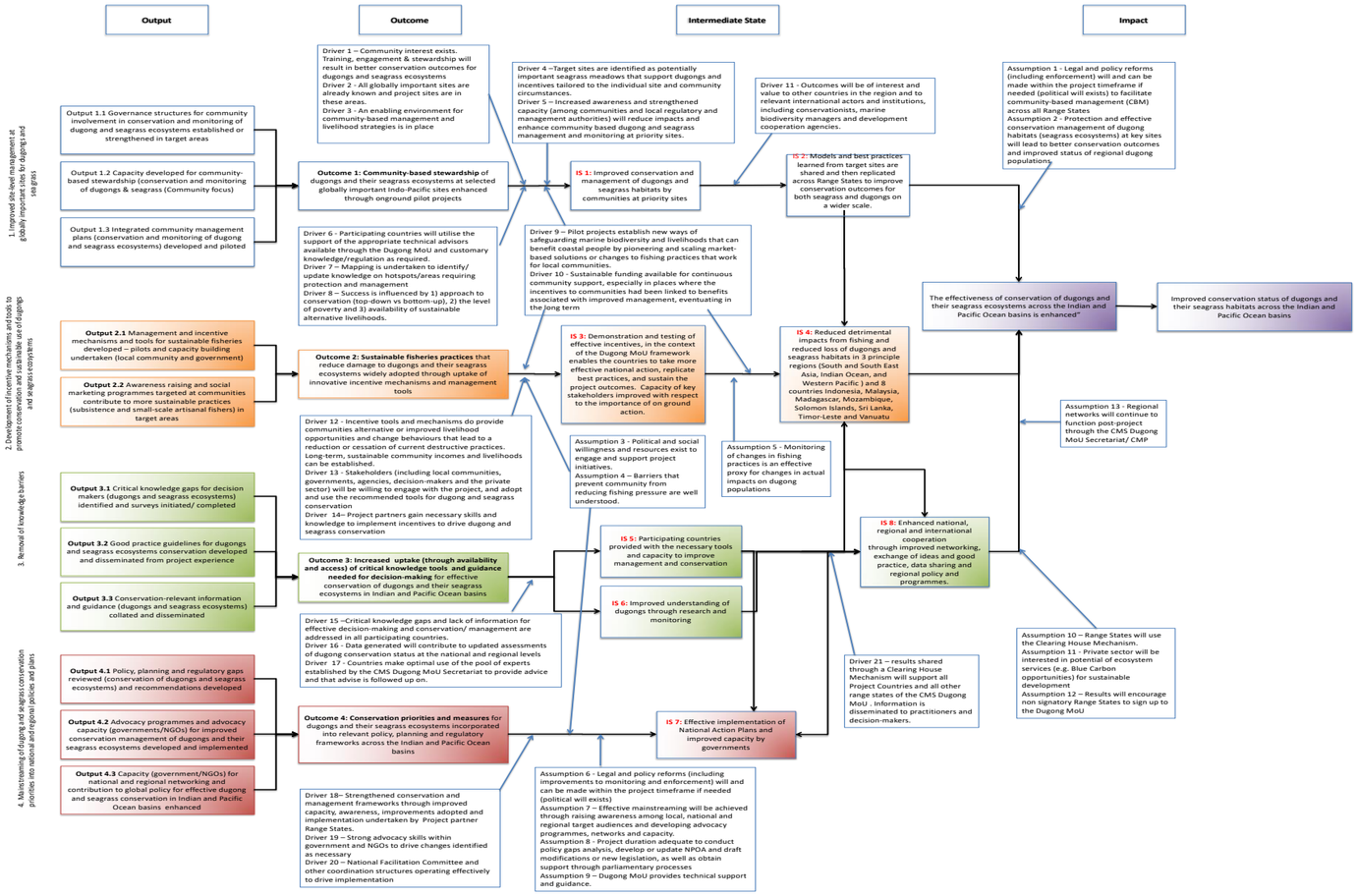
5.1 Outputs to Outcomes

57. The outputs outlined in the ProDoc were logical and coherent for a project aiming to enhance the effectiveness of conservation of dugongs and their seagrass ecosystems across the Indian and Pacific Ocean basins. All outputs proposed were considered necessary and were expected to lead to tangible outcomes for each of the four

components, namely: 1) Improved site-level management at globally important sites for dugongs and seagrasses; 2) Development of incentive mechanisms and tools to promote conservation and sustainable use of dugongs and seagrass ecosystems; 3) Removal of knowledge barriers; 4) Mainstreaming of dugong and seagrass conservation priorities into national and regional policies and plans.

58. The results framework identified a number of assumptions and risks that could be applicable at the output to outcome level. While these were generally found to be valid and some were more important than others, key ones were adopted in the reconstructed ToC and were confirmed to best relate to the output to intermediate state level instead of the outputs to outcomes level. Reflecting them at the output to outcomes level was too holistic, given the significant number of activities required to achieve the outcomes desired. To that end, they are discussed under Section 5.2 Outcomes to Intermediate State to Impact.

Figure 3 Reconstructed Theory of Change for the DSCP



5.2 Outcomes to Intermediate State to Impact

59. To achieve the impact desired for the project, i.e. the Project objective to *enhance the effectiveness of conservation of dugongs and their seagrass ecosystems across the Indian and Pacific Ocean basins*, leading to the overall impact of *"to improve the conservation status of dugongs and their seagrass habitats across the Indian and Pacific Oceans "* there were a number of intermediate states that needed to be in place before achieving these impacts via each Component. Most importantly, given the Project only involves eight of the 47 Range State countries, it was unlikely to achieve such an objective unless there was an additional consolidated intermediate state for there to be uptake and replication of the approach in other locations and by other countries across the region. To that end, an additional intermediate state (which in effect could/should be an objective of the Project) added in the reconstructed TOC in the Inception Report was confirmed during the TE as valid.

60. To achieve the impacts anticipated, there were a number of significant assumptions that fell outside the remit of the Project, namely that there was political will and support (resources and stakeholder acceptance) to address dugong and seagrass management in other Range State countries; and ongoing resources would be available to extend regional dugong and seagrass conservation and management tools and coordination post the Project. These were significant challenges for the Project, and should be a part of the Project's exit strategy. Going forward, the CMS Dugong MoU Secretariat will have to provide a strong case to the other Range State countries and for there to be strong political will to adopt the outputs and lessons learned from this Project. Other factors (drivers) required for success, that were within the control of the Project, included ensuring information and outputs are shared between the Project countries and disseminated within other Range States to ensure expansion from the pilot projects to a global approach. All eight countries would also need to be committed (through resourcing) to adequately address their international obligations relating to dugong and seagrass. In addition, there would need to be strong support from all stakeholders for an effective response to address key threats across dugong regions.

61. The identified intermediate states would be needed collectively to move towards the impact desired. Reaching these intermediate states, however, would be based on significant assumptions, as identified in the ProDoc Section 3.4 and the results framework in Appendix 4 and discussed below.

62. Outcome 1 (Component 1) was focused on enhancing community-based stewardship (improved community conservation, management and monitoring) of dugongs and their seagrass ecosystems at selected globally important Indo-Pacific sites. The activities under this Component were straightforward; however, to achieve the intermediate state (IS 1), achieving improved capacity of the relevant stakeholders and adoption of suitable incentives (IS 3) that lead to reduced risk to dugongs and their habitats was required (IS 4). It was also dependent on having access to the knowledge and information (e.g. mapping) required to know these areas are globally significant (IS 5 and IS 6) to inform and be applied to the on ground situation. The linkages between these components were fundamental for the demonstration and testing of effective incentives mechanisms, in the context of the national policy frameworks to enable the countries to take more effective national action (IS 7), replicate best practices and sustain the project outcomes (IS 2). Again, being able to move from the intermediate states to the impacts desired

was dependent on: having strong political will; Project partners being effective at encouraging mechanisms to ensure ongoing resources were available to maintain dugong and seagrass conservation; implementation of national plans of action and conservation and management activities using appropriate management tools; and other Range States also adopting the lessons learned, tools and outcomes achieved.

63. Outcome 2 (Component 2) addressed development of incentive mechanisms and tools to promote conservation and sustainable use of dugongs and seagrass habitats. To that end, for achieving the outcomes anticipated, it was fundamental for there to be a good understanding of the barriers preventing conservation and management of dugongs at key project sites. Also critical was identifying suitable incentives that would address these barriers and lead to community behavioural change (IS 3). Success was based on a significant premise that the communities would be willing to engage in projects, and incentives and tools would offer sustainable alternatives to reduce fishing pressure and impacts from poor or illegal activity beyond the life of the project (IS 4). Delivering the outcome depended on how effectively monitoring, even if using proxies, could be undertaken to identify changes to dugong populations and seagrass condition and extent as well as enforcement at the local level. Again, reliance was on having good baseline knowledge from which to measure (IS 5 and IS 6).

64. Outcome 3 (Component 3) focused on removal of knowledge barriers. Achieving the desired impact required Project countries to be provided with the necessary tools and have the knowledge and capacity to address conservation and management decision-making priorities (IS 5 and IS 6). In effect, these intermediate states fed into Outcomes 1,2 and 4 to achieve the desired impacts. The effectiveness of implementation of community frameworks and reduced impacts on dugongs and seagrass habitats in globally significant locations is dependent on countries (and Project Partners) having the necessary knowledge, tools and capacity. It was important for the Project to ensure there was strong involvement of government and non-government stakeholders, community organisations, private sector, academics etc. and they were supportive for this intermediate state to be achieved (IS 8). The link to Outcome 4 (IS 7) reflected the fundamental knowledge, tools, and related capacity building and training required for the effective implementation of the national plans of action and other mechanisms and the adoption of this more broadly by other Range States through sharing and networking (Is 8). This would be highly dependent on the level of political will and resourcing provided by all Range States. A critical success factor was whether there was sufficient time during the Project to achieve the intermediate outcome sought, particularly within participating Range States.

65. Likewise, it was important that the Project Coordination Team and National Focal Points have strong links with all Range State governments, technical experts and the CMS Dugong MoU Secretariat to strengthen participation in the CMS Dugong MoU and other significant multilateral agreements related to dugong and seagrass conservation and management. It was important for the results of pilot projects (and the Project countries) to be seen as representative of the current threats to dugong and seagrass habitats, as well as for the geophysical, political, socioeconomic and socio-cultural complexity of dugong regions to encourage uptake in other Range States, particularly those that are priority Range States in terms of dugong populations and seagrass habitats (IS 8).

66. For Outcome 4 (Component 4), it was important for national policy frameworks and systems relating to dugong and seagrass management and conservation to go beyond being developed or strengthened to being implemented to achieve the intermediate state (IS 7). Likewise, there was a need for harmonised and effective legislation based on international standards and conventions to enable Project and non-Project Range States to meet the requirements of international conventions and put the necessary management and conservation measures in place (IS 8). This will all take considerable time to progress, beyond the life of the Project and will require significant resources, capacity and investment by the countries. To that end, there are a number of assumptions and drivers that impacted on the success of achieving the intermediate states. Underlying all activities in moving from Component 4 outcomes to achieving the intermediate states will be:

    - active participation of policy makers and government institutions to get their agreement and for implementation; and
    - political and social willingness for dugong and seagrass and related ongoing resources to allow treasury allocations and cost recovery mechanisms to be introduced. To that end, it will also be important to ensure any costs recovered are actually allocated to dugong and seagrass management and not placed in central revenue.

    These assumptions were also identified by the results framework in the ProDoc, but have been consolidated in the reconstructed TOC at Evaluation to reduce in number. In terms of drivers, it was very important for the Project, given the 4 year window and resource limitations to also ensure stakeholders maintain effective engagement with the Project and gain a good understanding of the impacts of dugong and seagrass and the need to manage them.

67. It is also important to note the dependencies between Outcomes 1 and 3 and the intermediate state of Outcomes 2 and 4. The results and learnings from the pilot projects and awareness raising activities, as well as improved knowledge, information and tools should in effect lead to strengthened national policy frameworks and action plan development and implementation (IS 7).

68. To move to the ultimate impact for the Project will take considerable time – something that is not represented well in the reconstructed TOC. It will also require strong political will and support (resources and stakeholder acceptance) to address threats to dugong and seagrass in other Range State countries and from that ongoing resources being made available to maintain regional and national dugong and seagrass tools, implement activities and continue regional coordination post the Project. Reliance will be placed on the CMS Dugong MoU Secretariat to coordinate these aspects. To the extent possible through the Project, it will be important that the Project ensures the outputs of the pilot projects and other components are shared between the participating countries and disseminated to all Range States to ensure expansion to a regional/global approach and support the implementation of the CMS Dugong MoU related Dugong Conservation and Management Plan.

6 Evaluation Findings

69. This chapter provides factual evidence relevant to the questions raised in the evaluation Terms of Reference, as well as analysis and interpretation of this evidence. Ratings are provided after the assessment of each evaluation criterion and summarised in Table 11 of Section 7.1 Conclusions.

6.1 Strategic Relevance

6.1.1 Alignment to the UNEP Medium Term Strategy (MTS) and Programme of Work (POW)

70. The Project contributed to the delivery of a number of strategic focus areas in the UNEP Medium-term Strategy (MTS) 2014–2017, particularly Ecosystem Management (EA1, EA2 and EA3) and Environmental Governance (EA2 and EA3) through: its focus on strengthening the science-policy interface at the national and regional levels; by assisting countries to create the institutional, legal and policy conditions necessary to mainstream dugong and seagrass conservation into their development planning; through capacity building; from the use of innovative tools (incentives) and approaches; and the sharing of knowledge, data and techniques for their management.

71. The Project contributed to the delivery of the UNEP Programme of Work for 2018/2019 primarily under: Subprogram 3 Healthy and productive ecosystems through its focus on improving the management and conservation of seagrass ecosystems towards maintaining and restoring biodiversity, and the seagrass ecosystems' long-term functioning and supply of ecosystem goods and services and therefore improving human wellbeing; Subprogram 4 Environmental governance through helping to increase the uptake of the CMS Dugong MoU and strengthening the Institutional capacities and policy and/or legal frameworks of the Project countries; and Subprogram 7 Environment under review through strengthening the capacity of governments and other stakeholders involved in the Project to access quality environmental data, analyses and participatory processes that strengthen the science-policy interface to generate evidence-based environmental assessments, identify emerging issues and foster policy action in relation to dugongs and seagrass.

The rating for Alignment to the UNEP **Medium Term Strategy (MTS) and Programme of Work (POW) is Highly Satisfactory.**

6.1.2 Alignment to UNEP /Donor/GEF Strategic Priorities

72. The Project contributes to specific strategic programmes under the GEF V Focal Area Biodiversity Strategy and *Objective 1: Improve the Sustainability of Protected Area Systems* (Outcome 1.1) and *Objective 2: Mainstream biodiversity conservation and sustainable use into production landscapes/seascapes and sectors* (Outcomes 2.1 and 2.2). This Project responds directly to those identified needs and priorities. The intervention also contributes to the Cross Cutting Capacity Development Strategy Objectives.

73. At the timing of the Project design, the Sustainable Development Goals (SDGs) had not been developed. The Project however clearly demonstrated its relevance to delivering the Aichi Biodiversity Targets through seeking to improve the conservation and management of dugongs and their seagrass habitats through the baseline data collection and on ground activities and incentives programs with communities. Of most

relevance are Targets 2 (*Biodiversity values integrated*), 4 (*Sustainable consumption and production*), 5 (*Habitat loss halved or reduce*d), 6 (*Sustainable management of marine living resources*), 7 (*Sustainable agriculture, aquaculture and forestry*), 10 (*Pressures on vulnerable ecosystems reduced*), 14 (*Ecosystems and essential services safeguarded*) and 15 (*Ecosystems restored and resilience enhanced*).

74. The Bali Strategic Plan for Technology Support and Capacity Building (BSP) aims for more coherent, coordinated and effective delivery of capacity building and technical support at all levels nationally and by all actors, in response to country priorities and needs. The Project's aim and objectives were relevant to and consistent with the BSP. The strong focus on capacity building at the national level seeks to encourage those who were not members of the CMS Dugong MoU to do so and with respect, strengthen policy frameworks to support the implementation of relevant international environmental policies as they related to dugongs and seagrass, most notably the CMS dugong MoU Conservation Management Plan.

75. South - South Co-operation was achieved through the exchange of resources, technology and knowledge and sharing of lessons learned between the eight partner countries at the annual Executive Project Steering Committee meetings held.

76. The Project Coordination Team, in collaboration with Regional Offices and National Coordinators, made efforts to ensure their interventions complemented other interventions, optimized any synergies and avoided duplication of effort. This was achieved at the design stage through consultation and engagement with key stakeholders from a range of programs and organisations as well as during implementation.

77. The importance of women and disadvantaged group engagement in the Project was outlined in the design (via the ProDoc) both in terms of priority in job creation and capacity building from local communities and consideration of their needs and priorities in development plans. Project stakeholders in all Project countries confirmed that effort was made to ensure women and youth and other disadvantaged groups were engaged in the Project through consultation and data collection, awareness and capacity building, incentives programs and through research and policy work. Importantly, many of the projects themselves were led by women.

78. The leveraged funding obtained by Project Partners across all countries as a result of the DSCP provides strong evidence for the alignment of the Project with donor priorities. Refer Section 6.8.1 and Table 10.

The rating for Alignment to UNEP /Donor/GEF Strategic Priorities is Highly Satisfactory.

6.1.3 Relevance to regional, sub-regional and national environmental priorities

79. The Project supported Project countries to deliver against their obligations relating to other international MEAs (multi-lateral environmental agreements) relevant to the Project and to dugong and seagrass conservation in the region. This includes:

- the *Convention of Migratory Species (CMS) Dugong Memorandum of Understanding* (MoU) and the *Dugong Conservation Management Plan with Range States* for those countries who are signatories, discussed in 7.1.4;

- the *Convention on Biological Diversity* (CBD) concerning coastal ecosystem services and biodiversity conservation (via supporting the conservation priorities identified in *National Biodiversity Strategies and Action Plans* (NBSAPs) and other relevant national plans such as Development Plans, National Plans of Action for Dugongs, Poverty Reduction Plans, fisheries and tourism plans and *United Nations Development Assistance Framework* (UNDAF) Plans);
- the *United Nations Framework for Climate Change Convention* (UNFCCC) Cancun Agreement concerning climate change mitigation targets (via supporting national climate change adaptation and mitigation plans);
- the *UN Convention to Combat Desertification* (UNCCD) and the Ramsar Convention on Wetlands which promote the protection of coastal ecosystems and their services by member states; and
- the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) is also relevant as it aims to ensure that international trade in specimens of wild animals and plants does not threaten their survival, and prohibits international trade of endangered species such as dugongs, which is listed in Appendix I.

80. The Project also helped Project countries (Solomon Islands and Vanuatu) to deliver against regional and sub regional action plans including the *Pacific Islands Regional Marine Species Programme (2013–2017)* and its subplan, the *Dugong Action Plan (2013–2017)*. These Project countries also provided valuable information gained through the DSCP into the updating of these regional and sub regional plans in 2018.

81. The Project also supported all countries to develop and strengthen relevant national policy and policy frameworks relating to dugongs and seagrass such as National Plans of Action, marine protected area and community-based fisheries and ecosystem management policies and other national conservation measures. The information gained from the activities under the DSCP provided good baseline data for National Plans of Action, as well as information to provide a case for strengthening community conservation activities, for example, across all countries.

The rating for Relevance to regional, sub-regional and national environmental priorities is Highly Satisfactory.

6.1.4 Complementarity with existing interventions

82. The Project was designed to support the implementation of the *Convention of Migratory Species (CMS) Dugong Memorandum of Understanding (MoU)* and the *Dugong Conservation Management Plan with Range States*, focusing on national needs and priorities. The approach provided opportunity to the countries to undertake dugong work in line with the four strategic areas. Table 3 in Section 5.2 provides a summary of Project components, outcomes, outputs and alignment with objectives of the CMS Dugong MoU.

83. The Project was complementary to the ongoing *GEF/ UNEP Standardising Methodologies for Carbon Accounting and Ecosystem Services Valuation of Blue Forests (the Blue Forest Project) (GEF Project ID 4452)* through both projects working on seagrass ecosystems in some similar countries (Madagascar, Mozambique and Indonesia). Both projects focused on improving information, knowledge sharing and learning and improving awareness and on ground activities to strengthen seagrass ecosystem conservation

through working with communities, but from different perspectives. This allowed for more comprehensive information being obtained in relation to seagrass ecosystems which collectively supported and enhanced the existing national goals regarding seagrass conservation, and related policy assessments. Lessons learned and information were shared between the two projects on a number of occasions.

84. The Project also supported all Project Partners to continue or expand existing interventions underway in key dugong and seagrass locations across all countries, through, for example, strengthening seagrass monitoring, data collection or strengthening community interventions that had previously focused on marine resources in general rather than being dugong or seagrass specific.

85. There were a variety of examples where there was evidence of the Project building on, and making use of pre-existing partnerships, arrangements, data sources and synergies. These included where NGOs had existing partnerships with local communities that could be built upon to deliver Components 1 and 2 (Indonesia, Sri Lanka, Mozambique, Madagascar). Likewise, in most countries there was some baseline data relating to seagrass or dugongs that could be utilized and built upon for Component 3. All countries also had some level of policy or regulatory framework in place from which to build upon under Component 4 (refer Section 6.4.2 para 86-90). The CMS Dugong MoU to which a number of countries had already signed up also provided an effective framework for the Project delivery as a way to support the implementation of the Conservation Management Plan in place under the MoU.

The rating for Complementarity with Existing Interventions is Highly Satisfactory.

The overall rating for Strategic Relevance is Highly Satisfactory.

6.2 Quality of Project Design

86. A detailed assessment of the Project design undertaken during the Inception phase of the TE is provided in the Inception Report. Strengths and weaknesses are summarized below.

6.2.1 Strengths (in no particular order)

- The Project design was satisfactory in identifying the national, international and regional non-government institutions and partners which would benefit from or be able to support project implementation. Being so closely aligned to the CMS Dugong MoU allowed the project to ensure the right stakeholders were identified. There were only a few cases (Vanuatu, Solomon Islands and Timor Leste) where further effort was required during Project inception to identify suitable partners and develop local project ideas for on ground delivery. This was due to suitable Partners not being identified during design or because the Government had requested different partners or through inadequate capacity.
- The Project was very relevant and aligned with the CMS Dugong MoU, in terms of rationale and philosophy to empower countries and build their capacity to drive their own projects to deliver against priorities within the Dugong Conservation Management Plan as well as national plans of action for dugongs and seagrass.

- The Project is very relevant for addressing key threats to dugongs and seagrass through the research activities, on ground incentives and policy projects. To that end, the Project has undertaken a comprehensive analysis of the problem and context and trialled solutions to address key aspects.
- There was good stakeholder involvement in the design and during implementation. This led to strong partnership building through the process and allowed for potential sustainability to be factored in (although this did not happen at the design phase).
- The Project recognises that the threats to dugongs and seagrass habitats are shared problems globally that bring many challenges. The regional approach, through its inclusion of international and regional partners, provided good opportunities to strengthen capacity and cooperation between the countries and identify and share dugong and seagrass technical expertise and improve coordination mechanisms and partner networks and linkages to other environmental initiatives.
- The Project is built on and addresses the needs and priorities of the Project countries which provided inputs derived through national consultations. To this end it helped to support countries to deliver on international obligations as well as national priorities.

6.2.2 Weaknesses (in no particular order)

- The Project outputs and outcomes, particularly relating to policy were ambitious given its scope, the limited baseline, budget and timeframe, the involvement of eight countries at different levels of capacity and the known issues with implementation capacity within the countries. The results were always likely to be inconsistent across the countries with not all countries benefitting equally and the Project's overall success difficult to measure.
- The Project Document does not include a Theory of Change to help understand how the project components are linked and the how outputs and outcomes will lead to the achievement of results, especially impacts over the longer term. In addition, the ProDoc did not provide baselines, targets or sustainability measures for the Project. Rather these needed to be developed during Inception but delays in the commencement created challenges to complete these design aspects, within the reduced timeframes.
- The Project is strongly focused on building capacity at the national level and strengthening regional coordination mechanisms. Although the stakeholder analysis describes the many agencies and organisations with potential roles in dugong and seagrass conservation, an assessment of human capacity and training needs across the participating countries and a clear strategy for addressing these would have been helpful. Such an assessment would have helped to highlight where national level capacity may, in some cases, be insufficient to achieve the activities and outputs expected, or manage pilot projects. This may have prevented the delays in some countries where Project partners had not been identified, or problems arose during implementation.

The overall rating for Project Design is Satisfactory.

6.3 Nature of the External Context

87. Overall, the context and challenges as outlined in the ProDoc during its design remained the same throughout the Project implementation. The risks relating to dugong and seagrass habitats are similar across all countries, driven by conflicts between values of different stakeholders and conflicting national priorities. Poverty is identified as a key driver of dugong population decline and sea grass degradation and destruction in all countries but is more prevalent in some countries than others. In addition, ongoing conflict in Mozambique and Madagascar and political instability and local community discontent in places like the Timor Leste and ethnic conflicts in Sri Lanka existed throughout the project lifetime and caused some interruptions to project work. In Mozambique, activities were moved from one location due to security issues for staff. National elections were held across nearly all countries over the life of the Project. Poor infrastructure, primarily the road and boat networks in Madagascar made accessing communities challenging for Project teams.

88. Countries like Vanuatu and Solomon Islands were subject to regular natural disasters like cyclones while Indonesia and Sri Lanka are were exposed to earthquakes. These natural disasters had minimal impact on the project implementation, causing temporary interruptions.

The overall rating for Nature of External Context is Moderately Unfavourable.

6.4 Effectiveness

6.4.1 Delivery of outputs

89. All countries made good progress with respect to the outputs achieved, with all pilot projects fully completed (except where projects were cancelled as noted in Table 6). For outputs contributing to Outcomes 1-3, end of project targets were all met or exceeded, with good progress made against the outputs' targets under Outcome 4. The biggest challenges related to the short timeframes for delivery of incentives pilot projects and policy development and inconsistencies in approach to the collection of baseline information. Detailed analysis of outputs achieved by all countries as at end of the Project is provided in Annex I and summarized below.

6.4.1.1 Outputs 1.1 – 1.3

90. End of project targets were exceeded for all Outputs under Outcome 1 and this was confirmed during community consultations. The Project was implemented in over 200 local sites across the eight countries. In most cases Project Partners had established relationships with the communities at pilot project sites, albeit through Locally Marine Managed Area (LMMA) processes mainly. Awareness was generally low or non-existent at most pilot sites at the beginning of the Project as a result of the rarity of sightings (Indonesia, Malaysia, Solomon Islands, Vanuatu), because traditional knowledge had been lost (Timor Leste and Madagascar), civil war (Mozambique), or through fear of prosecution in reporting sightings (Sri Lanka). Through the work of Project Partners, community awareness and stewardship improved greatly, as confirmed during consultations. Both community awareness about dugongs and capacity to undertake monitoring was achieved through the implementation of the CMS Dugong Catch/Bycatch Questionnaire. Fishers were normally the target of partner engagement

efforts, but women representation was also monitored and ensured, with many women engaging in seagrass monitoring (e.g., Timor Leste). For all countries, ensuring the support and approval of elders and other local leaders, such as religious leaders, teachers and chiefs was key to the success of the Project Partners' efforts in community-based stewardship. The end results included improved protection of priority dugong hotspots through establishment of MPAs (e.g. Sri Lanka) or LMMAs (Madagascar), improved community governance and stewardship arrangements such as through strengthening of community surveillance groups (e.g., POKMASWAS in Indonesia and Eco-Junior guards in Madagascar) or conservation groups (e.g. Sri Lanka, Madagascar) or though enforcement of customary/traditional regulations such as through Dina in Madagascar, Tara Bandu in Timor-Leste and Tabu in the Solomon-Islands and Vanuatu, or via strengthening of community co-management (e.g. Indonesia).

6.4.1.2 Outputs 2.1 – 2.2

91. End of Project targets were achieved for all Outputs under Outcome 2. While more than 8 new pilot incentive initiatives were established across Project countries in areas where dugongs and/or seagrass occurred and were being monitored as per the end of project target, it was unclear at the end of the project whether there had been a 20% increase in income due to the short timeframes over which the incentives projects operated. In most cases it was too early to measure whether there had been any income generated as many incentives models commenced late in the Project and had been functioning for a year or less, however community consultation confirmed positive responses and much enthusiasm. Timor Leste, Sri Lanka and Indonesia all had incentives programs that had started to produce income during the Project. The incentive models introduced across the 7 countries (noting Vanuatu did not have an incentives program) included introducing farming (beekeeping, goat and duck breeding, aloe Vera) (Sri Lanka, Madagascar), hospitality, food and beverage and ecotourism (Timor Leste, Indonesia, Sri Lanka), marine and ornamental aquaculture and Spirulina farming (Sri Lanka, Indonesia), salt packaging, crafts, batik and sewing programmes (Sri Lanka, Indonesia, Malaysia), community recycling (Solomon Islands). Social incentives programs included clean water (Madagascar), improving hygiene conditions of families (Sri Lanka), better access to health services, including family planning (Mozambique and Madagascar) and improving schooling conditions (Sri Lanka, Madagascar and Mozambique. Women participation in some incentives models piloted in some countries reached up to 100%.

92. The attempt to introduce incentives to communities brought the Partners to places where dugongs were not as frequent. The reason: there were other minimum conditions, such as local infrastructure and proximity to urban centres, which were factors to establishing the pilots. A link to seagrasses was built in these cases, instead. In some cases, it is difficult to see clear links between the incentive models or social benefits provided and dugong and seagrass conservation. The exceptions included where fishers signed a MoU to change to more environmentally friendly gear and not impact on seagrass habitats, dugongs and other marine wildlife, such as occurred in Sri Lanka; or in the homestay program in Timor Leste where community actively engaged in seagrass monitoring and conservation through this program or local communities in Madagascar entered into local Dina (marine management plans) in return for social incentives. For nearly all cases, however, the project timeline was too short to establish community businesses and generate positive benefits for the species. The incentives models in most

cases, given their remoteness also indicated that the geographic localities may prove to be financially unfeasible from business point of view for communities to establish and access markets (transaction costs may be too high). Sustainable financing for community incentive models, especially in places where incentives were linked to benefits associated with improved long-term management was an issue across all sites.

6.4.1.3 Outputs 3.1 – 3.3

93. The Project delivered against its end of project target for all outputs under Outcome 3. Over 80% of the national projects delivered under the DSCP Project were focused on improving the baseline knowledge about dugong presence, distribution, behaviour and status; and seagrass species composition, distribution and status. Project Partners were requested to use standardized tools for dugong and seagrass research, to ensure comparability and consistency of data, with two tools promoted - the Seagrass-Watch Methodology and the CMS Dugong Catch/Bycatch Questionnaire, although these tools were not always used in each country. Prior to the Project, 6 countries had already conducted the CMS questionnaire (Indonesia and Timor Leste had not). Five countries had previously used the Seagrass-Watch methodology, but the data was outdated. Some scientific capacity for dugong research was available in most countries except for the Solomon Islands, Timor-Leste and Vanuatu; and many Project Partners had been involved in the research activities. Capacities for dugong and seagrass research were built and a lot of data was collected however in all countries, including: dugong catch/incidental catch survey adapted and applied in 8 countries to develop dugong hotspot maps; Seagrass-Watch for sea-grass hotspot mapping in 6 countries; acoustic surveys used in 3 countries; aerial/drone surveys used in 5 countries; maps of seagrass distribution, composition, status and abundance; maps of dugong sightings; threat analysis from all 8 countries; Clearing House Mechanism (global Project website) developed and regularly updated; national databases updated or developed, guidelines on carbon budget in seagrass in Indonesia; guidelines on dugong and seagrass monitoring and survey in Indonesia; assessment of carbon sequestration and storage in seagrass beds in Madagascar, desk review of seagrass ecosystem services in Malaysia.

94. A Dugong Technical Group (DTG) (that included dugong and seagrass experts) was made available to all countries over the life of the Project, however overall the Project did not make optimal use of the available scientific advice. Very few of the Project Partners used the pool of experts. In fact, even when Partners were requested to seek advice following results reported in progress reports, only some followed up on that request. Reasons provided for not engaging with the technical advisors included relating to local culture and attitudes to "foreign" advice, authority of the scientists in the country and their openness to scientific collaborations beyond or different from their own experience, multiple levels and lengthy processes of decision-making on whether or not to use a given tool. In some cases, the Partners were not willing to invest in the technical advice (despite the fact that advice provided by email was free of charge) or considered their overall experience with marine research sufficient to conduct the surveys without any technical advice. In addition, the standardized tools were modified without any advice from the technical advisors. For example, the CMS Dugong Catch/Bycatch Questionnaire was modified in two of the countries to such an extent that the DTG requested the Partners not to make reference to the tool in their reports. Likewise, in three countries the Partners introduced modifications to the Seagrass-Watch methodology without

getting any advice from the Seagrass-Watch team. Only one of the six countries advised the Seagrass-Watch team prior to implementing the survey. In most cases, this culture, attitude or approach to the Project research led to incomplete studies or highly costly and time-consuming studies (e.g. that used drones, sonar or acoustic surveys) that produced average results or the repeating of research effort.

95. The approach to the research undertaken in Vanuatu constituted a good practice worth promoting to other dugong range states. The Partners here invested in getting the technical advice and building national capacity for dugong and seagrass research, noting that Vanuatu had the smallest GEF budget among all the eight countries. The research process was carefully planned together with the respective DTGs, with high quality results produced.

96. There was strong communication of survey results in all countries and Guidelines developed on varies aspects, with information shared with communities, decision-makers, conservationists and the research society. Whenever presented, information was also presented on the Project website. There was also very strong promotion of the project and the importance of improving conservation of dugongs and their habitat as a result of the baseline data collected, including through videos, presentations of conferences, via the DSCP website, story books and other medium. A cultural scoping study was also undertaken to capture information about the local communities' attitude and use of dugongs and seagrasses across the five of the Project countries, although the value of this study was questioned during the consultation by a number of stakeholders.

6.4.1.4 Outputs 4.1 – 4.3

97. Good progress was made towards the achievement of the end of project targets for outputs under Outcome 4 (75% complete), with two countries updating existing National Action Plans; three countries developing National Plan of Actions/ Management plans; two countries integrating data from Project in SPREP's Marine Species Action Plan 2018-2022 and 1 country updating their National Biodiversity Strategy, including dugongs and seagrass. One country, Timor Leste signed the CMS Dugong MoU. Good practices guidelines (drafts) for fishing and tourism developed/ in development in five countries, marine mammal tourism guidelines and recommendation to fisheries in Sri Lanka; marine mammals tourism guidelines for Department of Tourism, Vanuatu and good practices guidelines for dugongs and seagrass ecosystems conservation in Timor-Leste. Policy gap analysis was also undertaken across all countries (except Vanuatu and Timor Leste) using the DPSIR methodology.

98. The great challenge with Outputs 4.1 – 4.3 was the short timeframe of the project. Good progress was made across all countries, even with the difficulties in some as explained previously. Four years was not long enough to see policy and regulatory reform and its implementation.

The rating for Delivery of Outputs is Satisfactory.

6.4.2 Achievement of Outcomes

99. GEF projects aim to achieve outcomes that lead a project towards its overall objective and engender change and impact. Consequently, the evaluation of the DSCP's

effectiveness is based on the extent to which the Project's outcomes, as defined by the reconstructed ToC developed for the Project, were achieved.

100. This Project attempted to boost the capacity and capabilities of the Project countries to enhance the conservation effectiveness of seagrass ecosystems and dugongs across the Indian and Pacific Ocean Basins. In a short period of time (just over 4 years) this was an ambitious challenge; however, good progress was made. Certainly without the Project, there would have been limited, if any, progression to create the enabling environment to strengthen dugong and seagrass conservation and management in each country, build awareness and knowledge and establish a good baseline, provide tools and opportunities for learning to improve site protection of dugongs and their habitats and improve decision-making and legal enforcement through a community-centric approach. Awareness raising, capacity building and cross-collaboration were crosscutting across all intervention measures.

101. It is important to recognise that the level of capacity with respect to dugong and seagrass conservation in each country varied considerably at the commencement of the Project. Knowledge and awareness was generally low within communities of the presence of dugongs and the importance of their seagrass habitats in all countries. All countries made good progress; however, those countries, such as in Indonesia, Sri Lanka and Malaysia, where there were higher levels of human and financial capacity or Vanuatu where there was strong political will and champions progressed further. In addition, some aspects of the enabling environment (legislation, regulations) were already in place prior to the Project commencing in all countries. The level of capacity within Timor Leste, Mozambique, Solomon Islands and Madagascar was a lot lower; however, significant progress was still made in these countries. Of note, there were significant challenges with government instability in Mozambique and Madagascar and the capacity of Project Partners in Solomon Islands and Mozambique over the course of the Project. It is also important to acknowledge that the level of funding provided to each participating country varied, directly impacting on the ability of that country to achieve Project outcomes to the same level of success.

102. The Midterm Review (MTR) for the Project highlighted a number of areas for improvement or amendment in each Project country. In response, management actions to address recommendations made were actioned over the second half of the Project and monitored accordingly by the PCT through progress reporting. All countries respected the findings of the MTR and made the necessary changes required to strengthen pilot projects or activities in consultation with the PCT. This greatly assisted in the Project being able to deliver the outcomes achieved at the end of Project.

Outcome 1 Community-based stewardship of dugongs and their seagrass ecosystems at selected globally important Indo-Pacific sites enhanced through on ground pilot projects

103. The Project was effective in strengthening community-based stewardship at target locations in all countries. In many cases, Project partners were already established and working with communities in areas where dugongs and seagrass were present which created a strong enabling environment of trust and a sense of partnership from which to build. In addition, Locally Managed Marine Areas (LMMAs) were also in place in some locations, although their effectiveness varied, and they were not centred around dugong and seagrass conservation which meant community knowledge was limited. The pilot projects provided opportunity to establish new ways or strengthen existing and

sometimes dormant efforts for safeguarding local marine biodiversity and livelihoods that would benefit coastal communities. They did this by pioneering potential solutions tailored for local communities, whether in the form of community management, community monitoring or surveillance. This provided strong opportunity to build the capacity, and support communities to be organised and empowered to protect their own areas.

104. Tailored and effective awareness campaigns provided good facilitation and a basis from which to progress conservation in all countries at all project sites. This was confirmed during the community consultations in Indonesia, Madagascar and Sri Lanka. All local communities consulted said they had become more aware of the presence of dugong and seagrass in their location and there was a greater sense of ownership and pride once their awareness about the importance of the dugongs and seagrass increased (e.g. when they knew it was the last stronghold for dugongs in Malaysia). Their level of empowerment to protect these marine resources also appeared to increase through the formation or strengthening of coastal community monitoring and surveillance groups. Through these groups, community members reported more stranded or dead dugong cases (Mozambique, Indonesia, Sri Lanka) or illegal activity or blast fishing (Indonesia, Sri Lanka, Madagascar) compared to previously which were ignored. The closer relationships between local management authorities and communities undertaking monitoring and surveillance activities also lead to management authorities being quicker to respond to reports, such as in Indonesia and Sri Lanka. In Alor, Indonesia, where dugong watching was a key tourism drawcard, the local community and government indicated that they now work together to invest more into guarding their one dugong, while establishing and strengthening the local economy around it through tourism related activities.

105. In all countries, Outcome 1 involved establishing or strengthening appropriate governance structures for community involvement in conservation and monitoring of dugong and seagrass ecosystems in target locations. The Evaluation found that it was important for community stewardship activities to be undertaken in partnership with local authorities and other stakeholders such as youth. The most effective community stewardship programs were where there was strong collaboration between government management authorities to provide enforcement and other agencies, community, marginalised groups, NGOs and the private sector. A range of mechanisms were used, designed to suit the context within which the projects were operating, including Community Surveillance Groups (known as POKMASWAS) in Indonesia, Community Conservation Groups in Madagascar, Sri Lanka, Community (Conservation) Committees in Solomon Islands, Fishing Community Councils in Mozambique and a network of Eco-Junior guards in Madagascar. The level of effectiveness of these mechanisms during the project varied based on their time in existence and the level of capacity and knowledge within each group, the capacity of the leader of the group and the effectiveness of collaboration between community, governments, NGOs and other stakeholders.

106. In places where protection of the marine areas had been already formalized (Madagascar and Malaysia), co-management was promoted or strengthened as a way to ensure the collaboration between local communities, government authorities engaged in protection with the community and non-government organizations. In those cases,

management plans were developed and or updated to integrate dugongs and seagrasses as priority species and habitats, respectively, and to include activities and, hence, allocate funding, for their protection and monitoring (e.g. in Madagascar and Indonesia). The Project provided opportunity in the four countries visited by the Evaluator to see the strengthened relationships and understanding between local authorities and communities and a stronger collaboration between different parties in management. For instance, through collaborative efforts between the local community, the government and a dive centre, a ghost net was removed in Vanuatu. This was possible due to the consistent engagement that led to gaining trust among stakeholders and the government that had resulted.

107. Community-based monitoring was often combined with management. However, some community-based monitoring was more formal than others, such as in Indonesia, Sri Lanka and Madagascar where surveillance groups are recognised under local regulation. The success of these community surveillance, management and monitoring efforts, however, is dependent on enforcement – in the absence of good enforcement, trust will not be built, no matter how many resources such as boats and equipment are provided to these community groups. It has bearing on everything, especially long-term conservation of the dugongs and seagrass. There was limited evidence that enforcement was working effectively, although efforts were being made in those countries with greater resources and capacity to strengthen enforcement activities in partnership with the government authorities (Indonesia, Sri Lanka).

108. While the pilot projects under this outcome were in different locations within countries, there was good collaboration and sharing of knowledge and lessons learned between Project Partners in most countries. The Executive Project Steering Committee meetings for the DSCP held annually provided opportunity for further sharing of experiences and learnings across Project countries. All stakeholders interviewed regarding Outcome 1 indicated that this was extremely helpful and necessary to strengthen best practice approaches to building community stewardship within their own countries. What did not occur, however, were peer-to-peer learning exchanges between communities within countries under the Project, with the exception of Madagascar through the MIHARI network. This was noted by a number of Project Partners as important in building community capacity through sharing. The Alor site in Indonesia has been identified as a best practice site for community stewardship due to its collaborative approach with all stakeholders and has since become a learning site for other communities and governments in the country. Through the MIHARI network in Madagascar and new regional hubs that have been formed as a result of the DSCP, MIHARI members going forward will be able to draw upon a greater pool of expertise within NGOs and locally managed marine areas for peer learning with other sites.

109. The level of involvement of women in Outcome 1 varied across countries between 10-50%. Cultural aspects impacted on their involvement where the community stewardship programs were mostly being delivered by fishers (who were generally men) (Sri Lanka, Indonesia, Madagascar, Mozambique and Malaysia). Where seagrass monitoring programs were taking place however, such as in Timor Leste, these were predominately undertaken by women.

110. There are strong links between Outcomes 1 and 2 which focused on incentives models with communities to drive conservation outcomes (discussed next). A clear

message from the consultation with communities was that sustainable incentives that seek to mobilise things to strengthen the community rather than just provide equipment or tools are the most important and effective way to help conservation activities. For example in Alor in Indonesia, the POKMASWAS had been given status as a registered group with the local government which then provided opportunity for the group to access support and resources from government which helped to strengthen their ability to reduce illegal fishing activity in their LMMA, working in partnership with the water police. Likewise, in Sri Lanka, it was recognition by the government of Community Conservation Groups that instilled a sense of pride and organisation within the community and fostered conservation activities.

Outcome 2. Sustainable fisheries practices that reduce damage to dugongs and their seagrass ecosystems widely adopted through uptake of innovative incentive mechanisms and management tools

111. The Project had mixed success with using incentive mechanisms to improve fisheries management practices and more broadly reducing impacts to dugong and seagrass at the site level and did not substantially improve the sustainability of fishing practices in most instances and evidence for reduced damage to dugongs and habitats from fishing was limited. There was, however, good evidence of increased awareness and good-will towards dugong conservation in the pilot sites (for those countries visited during the Terminal Evaluation).

112. Incentive initiatives were supported through the Project in all countries except Vanuatu (due to limited GEF funding). The approach to incentivising communities varied largely from place to place. In many cases, economic and social benefits were introduced as a condition to/in return for improving fisheries management that would ideally lead to reduced impacts on dugongs and seagrass. The types of economic incentives used included introducing alternative livelihoods such as duck farming and honey bees (Madagascar), batik, sewing, ornamental fish farming, crab and seabass aquaculture, aloe Vera products and salt production (Sri Lanka, Malaysia); sardine chilli sauce production (Indonesia); ecotourism related activities such as homestays (Timor Leste, Indonesia, Sri Lanka) and dugong watching and associated local tourism products (Indonesia, Sri Lanka); Spirulina farming (Indonesia and Solomon Islands); recycling business (Solomon Islands); and, replacing illegal nets with new legal nets (Sri Lanka). Social incentives used included the introduction of Population, Health, Environment (PHE) approaches like family planning and access to medical practitioners (Mozambique); introduction of drinking water and improved school facilities (Madagascar); improved toilet facilities and water tanks for drinking water in schools (Sri Lanka); and the provision of equipment and boats (Sri Lanka, Indonesia, Madagascar) which was focused on building trust with the community by the respective governments.

113. It is important to note that the baseline capacity of Project Partners varied with respect to implementing incentives programs. Some Project Partners had previous experience with the use of incentives to provide alternate or supplementary livelihoods in the context of marine conservation. None of the Partners had previous experience however with developing an incentive around dugongs and/or seagrasses. It is also important to understand the context within which the incentive programs were being introduced in some countries as it affected greatly the approach taken. For example, in Sri Lanka in the Gulf of Mannar (previously a war zone), local people were hesitant to

support the marine protected area designation because of the restrictions on using the marine resources and the approach of the Navy. The Government worked with the communities to organise them in Community Conservation Groups but needed to demonstrate to them the benefits of supporting conservation. The Project provided opportunity to demonstrate immediately the potential benefits from conservation through alternative livelihoods to mobilise community support. In other places like Madagascar, the introduction of drinking water for example was more focused on improving the relationship between the government and communities and helping to establish and build trust in the co-management of the local marine managed areas into the future.

114. A number of factors impacted on the success of the incentives programs. First and foremost was the time available for incentive programs to be designed and implemented to lead to lasting changes to sustainable fishing practices. In most cases, incentives programs started in all countries in the second half of the Project, as late as 6 months before the Project was completed (aloe Vera products in Sri Lanka). The short timeframe within which these pilot projects were operating meant in most cases, with the exception of the homestays in Timor Leste, dugong watching in Indonesia and duck and bee keeping in Madagascar, it was not possible to measure whether the level of income being provided from these alternate livelihood opportunities could reach a level that was sufficient for fishing communities to potentially reduce fishing pressure at some point in the future. In some countries the communities had reported positive impacts through increased catches within LMMA areas (Solomon Islands, Sri Lanka). In many cases the communities involved were at early stages in building their capacity and access to markets was dependent on the Project Partner (Sri Lanka, Indonesia) being able to provide support beyond the life of the Project. Where existing relationships or governance structures with communities were already in place, such as in Madagascar and Sri Lanka (community conservation groups) and Indonesia (POKMASWAS), the progress made to implement economic incentive programs that incorporated conditionality was greater. For example, in Madagascar the Project Partners were able to develop local regulations (dina); in Sri Lanka agreements were entered into with communities that received legal fishing nets, and only those community members who were members of the community conservation groups could access incentives, e.g. boats etc. Combined with the community stewardship approach discussed for Outcome 1, this provided greater opportunity for improved fishing practices that would reduce impacts on dugongs and seagrass. The challenge was there were few locations where communities were at a sufficient capacity or the relationship with the government was strong enough at the commencement of the DSCP, to allow for incentives outcomes to progress towards conservation outcomes during the life of the Project.

115. The links to conservation were quite difficult to see in some situations. For example, in Sri Lanka, while the introduction of sewing machines and batik to the wives of fishers provided them with opportunity to make additional income through producing clothes and bags (as occurred during the project), the consultation revealed the wives saw it more as a way to make their own clothes which would reduce their costs. It was unlikely their husbands would stop fishing due to the sewing machines providing enough income for it to not be required. The introduction of drinking water to a community in Madagascar, while providing a basic necessity for this community, was unlikely to result in reduced fishing pressure due to the level of poverty, but as noted above, the objective

here was more about building the relationship towards strengthening conservation activities with the community over the long term. The introduction of aloe vera product production in Sri Lanka was targeted at the widows of fishers who had been killed in the war in Mannar. This pilot project was not in the production phase yet as it had only commenced in the last 6 months of the Project. While the consultations revealed there were high expectations from the women involved, it is unlikely that such a business venture would lead to reduced fishing pressure or improved fisheries management. Likewise, given the lateness in its starting, the pilot project was very dependent on a local champion driving it forward beyond the DSCP, without funding or support. The support provided to establish an aluminium can recycling centre in Gizo, Solomon Islands was also questionable in terms of the links to conservation outcomes for dugongs and seagrass, as there were no direct links with fishers in this project.

116. A key factor also important in determining the success of community incentive programs related to planning, particularly in understanding the socio-economic situation and baseline, the market access context and how the Project would lead to reduced fishing impacts. Having feasibility studies or business cases developed and the time to undertake comprehensive consultation with communities, governments and others to ensure buy-in and support, was a factor that not all pilot projects had the time to adequately address, as the consultations confirmed. A number of Project Partners in Indonesia indicated that more time relating to planning and then for implementation would have been the preferred way to operate. It is important to note there were no specific social development or resource economist experts involved in the DSCP, (although some technical experts had had a lot of experience with incentives work), that could provide advice and input into the design of these pilot projects. Having access to this information may have assisted in strengthening the ties to conservation where they were tenuous and ensured the approach actually drove change rather than simply supplemented income. Blue Ventures, with its Population, Health, Environment (PHE) work in Madagascar had intended to build the capacity of other Partners in Mozambique to roll out PHE there; however, a number of difficulties associated with gaining approval to work in the country meant the pilot project was significantly impacted and limited progress was made.

117. Regardless of the challenges, the incentives models introduced have created and strengthened bonds with community conservation groups, community surveillance groups and government agencies under the Project (Indonesia, Sri Lanka, Madagascar, Timor Leste). All stakeholders consulted, including community leaders and governments indicated that the incentives programs are part of longer-term strategies for the regions they operated in, and it was too early for most to measure how they were performing. All indicated, as a result, there is now good or improving dialogue with communities and that awareness had been raised across the board. Many people prior to the incentive programs did not know what a dugong was or why seagrass was important. The introduction of Spirulina farming in Indonesia, while too early to tell of its success due to the time taken to set it up, is seen by the government as a sustainable business model that may lead to reduced fishing pressure if successful. The consultations revealed that, if successful, it could be rolled out into other locations where there is intense fishing pressure and overfishing.

118. A key message from the consultations across all countries was that you cannot talk to communities about conservation first when there is not enough food to eat and they do not have enough income to put their children through school. Starting with benefits and economic outcomes can lead to much greater conservation outcomes over the medium to long term that will be most likely more sustainable. Some stakeholders consulted questioned whether the approach to make it conditional to conservation outcomes was the best approach. They suggested that when the capacity of the community is at a sufficient level, the conservation outcomes will follow regardless, for example through putting a portion of their supplementary income back into conservation outcomes as is occurring in Timor Leste by the homestays within the LMMA. This pilot project generated substantial income to the participating communities (as at Sept 2018 US$32,340 from 130 tourists) and brought additional income for the management of the LMMAs.

119. Having many Project Partners undertaking different pilot projects in different locations within countries proved challenging in terms of benefiting from an integrated approach to build on and leverage the strengths of each group. In some countries, even with the great distances between project locations there was good collaboration and sharing of knowledge and experiences (Madagascar and Sri Lanka and Indonesia), however what was achieved at the end of the DSCP was lots of models of small scale incentives all happening in isolation, rather than programs that are "game changers". While there is a lot to be learned from each of these pilot projects, the cumulative benefits achieved at a country level are most likely limited unless successful models can be scaled where it is suitable to do so. Some stakeholders suggested that having fewer incentives projects where more time could have been invested in planning and engaging communities to ensure buy-in and their priorities were being met may have been a better approach. However, it is likely that this would not have been at a scale necessary to drive real change within the timeframe to meet the outcome sought to have wide uptake of sustainable fishing practices to reduce impacts to dugongs and seagrass. To that end the outcome sought was perhaps too ambitious within the life of the Project.

120. Acknowledging that incentives programs are generally long term programs that need time to take effect, build capacity, ensure communities can see the benefits to reduce "handout mentalities" and want to change to more sustainable fishing practices, and will continue to do so once project funding has ended is important. Regardless, the DSCP has provided many good examples of incentives programs and lessons learned for NGOs and governments to consider into the future. The Project has provided a good basis and multiple models from which Project Partners can build on into the future, particularly for those who have ongoing funding to continue working in dugong hotspot areas where pilot projects occurred. A great strength of the DSCP was that it provided lots of opportunity to trial approaches for a local context.

121. The incentives pilot projects had high levels of engagement with women and youth in all countries where they operated. For example, in Timor Leste, the homestays pilot project had good women engagement with 8 women in the Association that were nurtured to build their capacity and confidence to play a more active role on environmental issues. Gender equality training was also undertaken with all homestay families and women trained in mapping and monitoring of seagrass (10 in mapping and

11 in monitoring), as well as to become the first dive masters in Timor Leste. The majority of the monitoring teams are also under 25yrs.

122. The evaluator did not visit all pilot sites in the four countries visited (Indonesia, Vanuatu, Madagascar and Sri Lanka) but rather a sample from each (refer Annex 1 for information). Only one pilot site was visited in Indonesia due to time limitations and no pilot sites were visited in Vanuatu due to a cyclone interrupting the field visit; however, seagrass monitoring sites that have been established as a follow on from the Project were visited.

Outcome 3. Increased uptake (through availability and access) to critical knowledge tools and guidance needed for decision-making for effective conservation of dugongs and their seagrass ecosystems in Indian and Pacific Ocean basins

123. The Project significantly progressed the critical knowledge needed for strengthening the decision-making in each of the Project countries relating to effective conservation of dugongs and seagrass habitats. Through the DSCP, data has been updated and there is now a good baseline and context to inform dugong and seagrass conservation in all the Project countries that would not otherwise have occurred. All Project Partners acquired skills and expertise through the Project. In all countries, policy outcomes have improved (to be discussed under Outcome 4).

124. The development of research projects in country was impacted greatly, however, by time delays to the DSCP being implemented. This created challenges whereby there was insufficient time for the Dugong Technical Group (DTG) to work with Project Partners to ensure shortcomings in design were adequately addressed relating to the research question being addressed, which in turn drove the research methodology and use of appropriate tools and technology. In many cases, Project Partners did not want to work with the DTG or ignored advice, adopting research methods that were sophisticated but perhaps unnecessary to achieving the outcomes sought. Examples include the use of drones, but where there is limited expertise in country and training was required, or using underwater acoustics, but methods were not cost effective and did not provide useful information. In some countries (Timor Leste, Mozambique and Madagascar), Seagrass-Watch training occurred in the last year of the Project, due to unspent funds being available. It would have been more effective for training to occur prior to surveys being undertaken as consultation confirmed that the training was very good, and some surveys were undertaken again to address shortcomings.

125. A key driver for Outcome 3 was to provide mechanisms to ensure consistency in data collection methodologies to allow for comparison across Project countries and with other data from other dugong Range States. The CMS dugong/by-catch questionnaire and the Seagrass-Watch methodology were the two primary mechanisms Project Partners were requested to use. This was to allow for informed transboundary decision making for migratory species and their habitats such as dugongs, as well as to provide a strong basis for policy improvements at regional and national levels. There was resistance from some countries (Sri Lanka, Timor Leste) to adopting the CMS survey and Solomon Islands did not cover the whole country due to the cost of travelling within the country, which lead to inconsistencies in the data collected, potentially reducing its usefulness at a regional level to improve conservation and management actions (and at the country level perhaps). Likewise, a number of countries did not want to use the Seagrass-Watch methodology for undertaking seagrass surveys. Where both methods

were used and training was provided by the DTG, such as in Vanuatu, the information collected was of a high quality. The information from the questionnaire work across all countries is now being combined with the 7,000 datasets already in existence globally to expand to 10,000 datasets on dugongs and fishing effort to understand hotspot risk areas.

126. A number of good or best practice guidelines and toolkits relating to dugongs and seagrass were developed over the course of the Project in five countries, such as dugong tourism guidelines developed in Vanuatu and Alor, Indonesia. Consultation in country confirmed these guidelines are being adopted and used by stakeholders. All guidelines were extended to stakeholders within the relevant country and were communicated more broadly through the EPSC meetings of the DSCP to other Project Partners. In the case of Vanuatu, all tourism operators now have to meet the minimum standards (which have incorporated the dugong guidelines) as a part of their accreditation process.

127. It is unclear how the data and information collected through the DSCP will be made accessible to others going forward. While the Project website will continue and currently holds much of the information, there is a lot of additional information available in the Dropbox folder created for the Project that has only been shared with Project Partners. The Project design had suggested there would be a clearing house mechanism created through the CMS Secretariat to exchange knowledge and learnings and be a depository for all data. This did not eventuate due to limitations in funding and potential IP issues with data sharing. The Project website has effectively become the depository for stories, literature and some data etc. A number of the DTG and Project Partners indicated during consultation that it would be useful for more scientific publications to also be produced as this would provide credibility to the data produced from the Project.

Outcome 4. Conservation priorities and measures for dugongs and their seagrass ecosystems incorporated into relevant policy, planning and regulatory frameworks across the Indian and Pacific Ocean basins

128. The Project progressed well in improving the relevant policy, planning and regulatory frameworks across the Project countries. It is important to note that what the Project had committed to in terms of policy outcomes was extremely ambitious within the timeframe available. Good uptake and adoption of the outcomes of research and on ground pilot activities by governments can take time and, in many cases, requires much planning, advocacy and stakeholder engagement to build consensus and support for changes to policy and regulatory frameworks and the operationalising of those changes. Government processes are often slow in this regard and there are few GEF biodiversity related projects where the timeframe provided is sufficient to allow this to occur. All Project countries except Indonesia also held elections and, in some cases, changed governments several times within the Project timeframe. Policies, planning and regulatory frameworks were however developed or strengthened across the countries.

129. All Project countries had some protection in place under legislation for dugongs and three (Indonesia, Malaysia, Sri Lanka) had legislation that specifically mentioned dugongs and/or seagrass. Five of the eight participating Project countries had already formally joined the CMS Dugong MoU (Indonesia, Timor-Leste and Malaysia had not signed the CMS Dugong MoU) prior to the Project. Three countries had National Plans of Action for dugongs (Indonesia, Malaysia, Mozambique). The SPREP Pacific Islands Regional Marine Species Programme 2013–2017 included an action plan for dugongs in

Solomon Islands and Vanuatu. While these measures were in place all Partners indicated that the protections had not been effective due to weak law enforcement, lack of capacity (knowledge and resources) or lack of coordination between the respective national institutions as well of cross border cooperation.

130. During the Project, two countries updated existing National Action Plans; three countries developed National Plan of Actions/Management plans; two countries integrated data from the Project into the SPREP Marine Species Action Plan 2018-2022 and one country updated their National Biodiversity Strategy to include dugongs and seagrass. One country, Timor Leste signed the CMS Dugong MoU. There remains much work to do in all countries, however, to operationalize these plans. In the Solomon Islands, while a new law has been introduced to ban dugong hunting, there is much work required to raise awareness and undertake enforcement. Likewise, where NPOAs have been developed there is much work remaining to ensure government funding is enacted for implementation. The Project, generally, did not provide an effective framework within its time constraints to engage with other stakeholders within government critical to progressing these measures; although, in the case of Vanuatu, the Department of Tourism was engaged given the strong links with tourism in that country.

131. The success of achieving Outcome 4 was dependent on political will and support from the Project country governments and relevant government institutions within the timeframe provided by the Project, which in itself was ambitious given how long government processes to establish new legislation or regulations can take in general. The establishment of National Facilitating Committees (NFCs) under the DSCP, administered by governments in all eight countries except Vanuatu, provided key opportunity to help address shortcomings and strengthen existing protections or establish them. In some places, other coordinating mechanisms were also established. The NFC in Indonesia, Sri Lanka, the Solomon Islands and Vanuatu all demonstrated good practices in communicating and coordinating across the different target groups. The NFC in these countries met at least semi-annually and became a platform for sharing Project challenges and planning next steps to the implementation. In almost all of the other countries, the NFCs were also functional (except Mozambique) but encountered multiple challenges, such as political instability and changes of the government (Timor-Leste and Madagascar), and low capacity to handle the Project along with other work commitments.

132. A Driver, Pressure, State, Impact and Response (DPSIR) framework was used as an analytical tool for Project countries to assess threats to dugong and seagrass conservation and evaluate the presence and effectiveness of key policy responses – those policy responses that are aligned to the key pressures and/or drivers of dugong and seagrass habitat decline. Seven Project countries completed a DPSIR or policy gap analysis to various degrees using the templates provided by the Project. These results were then consolidated into a global Project level DPSIR analysis that provided strategic recommendations on addressing policy gaps to be actioned by the participating Project countries and considered by the CMS Dugong MoU Secretariat. Unfortunately, this work occurred at the end of the Project and it may have been more useful to conduct this analysis as a precursor to many of the projects. These results should also be shared with other regional bodies such as the Coral Triangle Initiative – Coral Reefs, Fisheries and Food Security (CTI-CFF) Secretariat.

The rating for Achievement of Outcomes is Satisfactory.

6.4.3 Likelihood of Impact

133. Referring to the Reconstructed Theory of Change outlined in Figure 3, the Project has two levels of impact: *The effectiveness of conservation of dugongs and their seagrass ecosystems across the Indian and Pacific Ocean basins is enhanced* which leads to *improved conservation status of dugongs and their seagrass habitats across the Indian and Pacific Ocean basins*. The Project's eight intermediate states are:

- Intermediate State 1: Improved conservation and management of dugongs and seagrass habitats by communities at priority sites.
- Intermediate State 2: Models and best practices learned from target sites are shared and then replicated across Range States to improve conservation outcomes for both seagrass and dugongs on a wider scale.
- Intermediate State 3: Demonstration and testing of effective incentives, in the context of the Dugong MoU framework enables the countries to take more effective national action, replicate best practices, and sustain the project outcomes. Capacity of key stakeholders improved with respect to the importance of on ground action.
- Intermediate State 4: Reduced detrimental impacts from fishing and reduced loss of dugongs and seagrass habitats in 3 principle regions (South and South East Asia, Indian Ocean, and Western Pacific) and 8 countries Indonesia, Malaysia, Madagascar, Mozambique, Solomon Islands, Sri Lanka, Timor-Leste and Vanuatu.
- Intermediate State 5: Participating countries provided with the necessary tools and capacity to improve management and conservation.
- Intermediate State 6: Improved understanding of dugongs through research and monitoring.
- Intermediate State 7: Effective implementation of National Action Plans and improved capacity by governments.
- Intermediate State 8: Enhanced national, regional and international cooperation through improved networking, exchange of ideas and good practice, data sharing and regional policy and programmes.

134. The following assumptions need to hold in order for the intermediate states and the impact to be achieved:

- Assumption 1: Legal and policy reforms will and can be made within the project timeframe if needed (political will exists) to facilitate community-based management (CBM) across all Range States.
- Assumption 2: Protection and effective conservation management of dugong habitats (seagrass ecosystems) at key sites will lead to better conservation outcomes and improved status of regional dugong populations.
- Assumption 3: Political and social willingness and resources exist to engage and support project initiatives.
- Assumption 4: Barriers that prevent community from reducing fishing pressure are well understood.
- Assumption 5: Monitoring of changes in fishing practices is an effective proxy for changes in actual impacts on dugong populations.

- Assumption 6: Legal and policy reforms (including improvements to monitoring and enforcement) will and can be made within the project timeframe if needed (political will exists).
- Assumption 7: Effective mainstreaming will be achieved through raising awareness among local, national and regional target audiences and developing advocacy programmes, networks and capacity.
- Assumption 8: Project duration adequate to conduct policy gaps analysis, develop or update NPOA and draft modifications or new legislation, as well as obtain support through parliamentary processes.
- Assumption 9: Dugong MoU provides technical support and guidance.
- Assumption 10: Range States will use the Clearing House Mechanism.
- Assumption 11: Private sector will be interested in potential of ecosystem services (e.g. Blue Carbon opportunities) for sustainable development.
- Assumption 12: Results will encourage non-signatory Range States to sign up to the Dugong MoU.
- Assumption 13: Regional networks will continue to function post-project through the CMS Dugong MoU Secretariat/ CMP.

135. The following drivers need to be in place:

- Driver 1: Community interest exists. Training, engagement and stewardship will result in better conservation outcomes for dugongs and seagrass ecosystems.
- Driver 2: All globally important sites are already known, and project sites are in these areas.
- Driver 3: An enabling environment for community-based management and livelihood strategies is in place.
- Driver 4: Target sites are identified as potentially important seagrass meadows that support dugongs and incentives tailored to the individual site and community circumstances.
- Driver 5: Increased awareness and strengthened capacity (among communities and local regulatory and management authorities) will reduce impacts and enhance community-based dugong and seagrass management and monitoring at priority sites.
- Driver 6: Participating countries will utilise the support of the appropriate technical advisors available through the Dugong MoU and customary knowledge/regulation as required.
- Driver 7: Mapping is undertaken to identify/ update knowledge on hotspots/areas requiring protection and management.
- Driver 8: Success influenced by approach to conservation (top-down vs bottom-up), the level of poverty and availability of sustainable alternative livelihoods.
- Driver 9: Pilot projects establish new ways of safeguarding marine biodiversity and livelihoods that can benefit coastal people by pioneering and scaling market-based solutions that work for local communities.
- Driver 10: Sustainable funding available for continuous community support, especially in places where the incentives to communities had been linked to benefits associated with improved management, eventuating in the long term.
- Driver 11: Outcomes will be of interest and value to other countries in the region and to relevant international actors and institutions, including conservationists, marine biodiversity managers and development cooperation agencies.

- Driver 12: Incentive tools and mechanisms do provide communities alternative or improved livelihood opportunities and change behaviours that lead to a reduction or cessation of current destructive practices. Long-term, sustainable community incomes and livelihoods can be established.
- Driver 13: Stakeholders (including local communities, governments, agencies, decision-makers and the private sector) will be willing to engage with the project, and adopt and use the recommended tools for dugong and seagrass conservation.
- Driver 14: Project partners gain necessary skills and knowledge to implement incentives to drive dugong and seagrass conservation.
- Driver 15: Critical knowledge gaps and lack of information for effective decision-making and conservation/ management are addressed in all participating countries.
- Driver 16: Data generated will contribute to updated assessments of dugong conservation status at the national and regional levels.
- Driver 17: Countries make optimal use of the pool of experts established by the CMS Dugong MoU Secretariat to provide advice and that advise is followed up on.
- Driver 18: Strengthened conservation and management frameworks through improved capacity, awareness, improvements adopted, and implementation undertaken by Project partner Range States.
- Driver 19: Strong advocacy skills within government and NGOs to drive changes identified as necessary.
- Driver 20: National Facilitation Committee and other coordination structures operating effectively to drive implementation.
- Driver 21: results shared through a Clearing House Mechanism will support all Project Countries and all other range states of the CMS Dugong MoU. Information is disseminated to practitioners and decision-makers.

Intermediate State 1: Improved conservation and management of dugongs and seagrass habitats by communities at priority sites

136. For this intermediate state, Drivers 1-10 need to be in place. At this stage Drivers 1-5 hold; however, there has only been partial uptake of Driver 6 relating to use of the Dugong Technical Group (DTG) (refer Section 6.4.2 Para 81-85). Most Project countries undertook national level hotspot mapping under Driver 7; however, not all (Solomon Islands – only part of country mapped; and Indonesia – mapped strandings and sightings). Drivers 8 and 9 hold in all countries however none of the pilot projects have been scaled, primarily due to Driver 10 relating to sustainable funding which has not been secured to the level required in any Project country to ensure Intermediate State 1 can continue beyond the life of the project, except in some cases food security, governance structures and local regimes under traditional or formal laws and the engaged communities will lead to Intermediate State 1 continuing (Indonesia, Sri Lanka, Madagascar, Timor Leste).

Intermediate State 2: Models and best practices learned from target sites are shared and then replicated across Range States to improve conservation outcomes for both seagrass and dugongs on a wider scale

137. To move to this intermediate state, Driver 11 needs to hold. While there has been good communication of the Project through the Project website and via newsletter, as well as through presentations at various fora, including at CMS Dugong MoU meetings, and there is interest in the findings, at this stage there is no evidence of models and

learnings being replicated across other Range States. Through the CMS Dugong MoU Secretariat, models will be shared and replication may occur in the medium term, with funding assistance on a wider scale.

Intermediate State 3: Demonstration and testing of effective incentives, in the context of the Dugong MoU framework enables the countries to take more effective national action, replicate best practices, and sustain the project outcomes. Capacity of key stakeholders improved with respect to the importance of on ground action.

138. For this intermediate state, Drivers 9-10 and 12-14 need to hold. Driver 9 certainly holds with new social and economic incentive models trialled in all countries except Vanuatu (refer Section 6.4.2 para 70-80). None of these trials however have been scaled to date. Driver 10 is yet to be secured, although some Project countries have secured some funding to continue elements of the work undertaken under the Project (refer Section 6.4.2 para 70-80). Some aspects of Driver 12 hold to varying extents in the Project countries (refer Section 6.4.2 para 70-80); however, at this stage it is too early to tell whether any improved livelihood opportunities and changed behaviours have led to a reduction or cessation of current destructive practices. It is also too early to see whether incentives programs will lead to long-term, sustainable community incomes and livelihoods. Driver 13 is dependent in many respects on the level of funding available to support stakeholders engaging into the future and political will continues with government stakeholders (Driver 10 and Assumption 3). Driver 14 holds across all countries as the capacity of all Project Partners involved has increased with respect to dugong and seagrass conservation actions.

139. Assumption 3 holds to varying levels across countries with respect to socioeconomic drivers of target communities (refer Section 6.4.2 para 70-80). Going forward, it will be important for partners to obtain a good understanding of the situation, context and priorities of the communities targeted.

140. Stakeholders' capacity has definitely improved on ground across all countries and this was confirmed during site inspections where on ground incentives projects were underway. Whether the results of these incentives projects are replicated and sustain project outcomes in the medium term will depend very much on political will and/or commitment by way of funding as well as NGO support to help deliver on ground. At least in Timor-Leste, Indonesia, Madagascar and Malaysia, these sites are not dependent on political will as it exists. Some of the incentives are also financially sustainable and generated revenues for the local communities already, such as in Timor Leste.

Intermediate State 4: Reduced detrimental impacts and loss of dugongs and seagrass habitats in 3 principle regions (South and South East Asia, Indian Ocean, and Western Pacific) and 8 countries Indonesia, Malaysia, Madagascar, Mozambique, Solomon Islands, Sri Lanka, Timor-Leste and Vanuatu

141. For this intermediate state to occur, Drivers 9-10 need to hold. Driver 9 holds to an extent as new economic and social incentive models have been trialled; however, the scaling of these is dependent on Driver 10 to secure funding. It is too early to tell whether there has been a reduced detrimental impact and loss of dugongs and seagrass across the Project countries and more broadly the region. This intermediate state may be realised in some countries like Indonesia and Vanuatu with the ongoing support of NGOs

and governments, provided there is strong political commitment by way of funding to implement the NPOA.

142. Assumption 5 is unlikely to hold at this stage across all countries, as monitoring occurring at site level more relates to seagrass monitoring rather than fishing practices. This assumption is partly being addressed through the increased reporting of dugong strandings across most Project countries, noting the increased number of reported dugong standing cases does not necessarily mean that there are more strandings but rather project awareness and community engagement has lead to the number of reports increasing (Mozambique and Indonesia). All management plans developed under the project at the site level have been developed based on monitoring, assessing the current fishing practices and defining ones that avoid by catch due to seasonality of fishing, fishing gear or method. However, it will be important for this monitoring to continue and fisheries management compliance and enforcement to be strengthened in all countries before this assumption will hold.

Intermediate State 5: Participating countries provided with the necessary tools and capacity to improve management and conservation and

Intermediate State 6: Improved understanding of dugongs through research and monitoring

143. These intermediate states require Drivers 15-17 to hold. Drivers 15 and 16 partly hold for this Project. All countries have reported improved information to inform decision making and, in some cases, this has helped to inform the dugong conservation status. However, no countries were able to provide adequate information to identify population trends at the national level nor regional level; however, this information is available for some countries at a local level, e.g. Alor where Indonesia has confirmed it has one dugong which is habituated to humans. Driver 17 partly holds where some countries accessed and used the advice provided by the Dugong Technical Group (refer Section 6.4.2 para 81-90). It is likely this intermediate state will hold going forward, however whether any additional research and monitoring occurs will depend very much on additional funding support being provided.

Intermediate State 7: Effective implementation of National Action Plans and improved capacity by governments

144. For this intermediate state to occur, Drivers 18-20 need to hold. All drivers hold to an extent and this varies across countries. There has been improved conservation and management frameworks across all eight countries, however implementation was not possible during the life of the project (refer Section 6.4.2 para 86-90). The level of capacity to drive change across the governments in each country, whether through champions or NFCs varied. In some cases, external factors such as political issues/government changes or civil unrest impacted on the effectiveness of this (refer Section 6.6.1).

145. Assumptions 3-4 partly hold. Assumptions 6-8 did not hold; however, Assumption 9 holds. It was unrealistic to expect implementation of changes to policy and regulations across all Project countries could occur within the Project timeframe (refer Section 6.4.3 para 86-90). The CMS Dugong Secretariat however will continue to provide technical advice and guidance as required for countries. NPOAs may be implemented in some countries, however it will depend on the political will of governments to provide or source funding.

Intermediate State 8: Enhanced national, regional and international cooperation through improved networking, exchange of ideas and good practice, data sharing and regional policy and programmes

146. This intermediate state requires Driver 21 to hold. A Clearing House Mechanism did not eventuate as planned during the project lifetime as envisaged at the PPG phase, however elements of it are in place via the Project website and the Dropbox (refer Section 6.4.2 para 86-90). At this stage the Dropbox is only available to Project countries, however this could be opened to all Range States in the future. It could serve as a Clearing House Mechanism. This intermediate state is likely to be realized.

147. The project was rated Likely in terms of the likelihood of impact because there is a widespread sense of country driven-ness and ownership, the CMS Dugong Secretariat will continue to encourage Range States participating in the DSCP to implement the policy and regulatory changes, and in some countries there is continual support from Project Partners to progress outcomes beyond the life of the Project, positively influencing the likelihood of impact. However, the fact that none of the intermediate states have been fully achieved yet has a negative effect on the rating. For intermediate states and impact, given their medium and long-term nature, it is harder to assess whether, and to what extent, assumptions hold, but some have been partially achieved (particularly IS 1, 3, 5, and 6). Overall, despite some uncertainty associated mostly about how and when the intermediate states will be achieved fully, there is a reasonable expectation that some impact will be achieved, due both to national and international circumstances. The need for improved enforcement of fisheries regulations in all countries for inshore fisheries impacts on the likelihood of impact as well in each country.

The rating for Achievement of Likelihood of Impact is Likely.

The overall rating for Effectiveness is Satisfactory.

6.5 Financial management

148. The Project was approved in 2015 with a total planned budget of $106,133,696. The Project budget included GEF cash of $5,884,018 (5.5%), co-finance DSCP Partner cash of $4,140,083 (4.5%), and co-finance UNEP cash of $634,000 (3.0%); and co-finance DSCP partner in-kind of $93,246,960 (87%) and co-finance UNEP in kind of $1,278,000 (1.2%).

149. As of June 2019, the Project spent 97.6% ($5,740,053.80) of the GEF budget, as well as USD $127,314,120.95 received in kind and cash from DSCP partners and UNEP (refer Yearly Project expenditures Table 7).

Table 7. Yearly Project expenditure as of 30 June 2019

Year	Actual Expenditure USD	% of Total GEF Budget
2015	$824,664	14%
2016	$1,274,626.68	21.6%
2017	$1,410, 938.41	23.9%

Year	Actual Expenditure USD	% of Total GEF Budget
2018	$1,654,970.19	28.1%
2019	$574,854.52	9.8%
Total	$5,740,053.80	97.6%

150. Table 8 provides a breakdown of co-financing, showing that total planned co-financing was $99,299,043, materialising to an actual co-financing figure of $127,314,120.95 by Project end. This significantly exceeded the matching requirements of GEF projects to have $4 of co-financing for every $1 of GEF funding.

Table 8 Summary of co-financing planned and materializing at end of Project as of December 2018

	Confirmed at CEO		Materialised	
Source of Co-financing	**Cash USD**	**In kind USD**	**Cash USD**	**In kind USD**
NGOs	350,550.00	3,592,363.00	1,987,633.85	2,522,086.48
Governments	2,591,698.00	88,888,180.00	456,778.00	119,248,115.04
IGO	652,000.00	1,318,000.00	389,864.39	1,487,201.93
Universities	565,887.00	626,417.00	137,151.94	129,834.00
Private Sector	0.00	100,000.00	0.00	7,980.00
MbZ	613,948.00	0.00	866,796.42	80,678.91
	4,774,083.00	94,524,960.00	3,838,224.59	123,475,896.36
	Total co-financing - confirmed at CEO	**99,299,043.00**	**Total co-financing materialized at December 2018**	**127,314,120.95**

151. The majority of co-financing was in-kind financing from the Australian Government (proposed for USD$85m and materialized at $113,069,631 as confirmed by the Australian Government in a letter to MbZ Fund dated 30/7/2018). This amount reflected current programs within Australia relating to dugong and seagrass conservation and research that contribute towards achieving the objective of the DSCP. It is important to acknowledge that as the country with the highest population of dugongs globally, Australia has in many respects lead the way with pioneering research and on ground community incentive programs. Australian scientists have continued to support emerging scientists in other countries and helped to build capacity, sharing knowledge and experiences and lessons learned at many international fora. The Australian Government has also been a supporter of the CMS Dugong MoU, and without this mechanism in place, this Project would not have been possible. Ideally it would perhaps have been encouraging for the Australian Government funding to also contribute more directly towards the DSCP activities in the ProDoc; however, this was not the case. There is no requirement for co-financing countries, like Australia, to report how their programs

have contributed towards the objectives of the project, in order to justify/verify the co-financing.

152. Other substantial funding was received from the Government of Indonesia (planned $3,091,698 and materializing to $4,529,175.40; Blue Ventures (planned $1,142,472 and materializing to $2,146,758.92) and from MbZ Fund (planned $613,948 and materializing to $947,475.33). In some cases, funding that had been planned did not materialize due to grants not being approved or as a result of the delays in starting the Project (refer Section 6.2). This was the case for IUCN in Sri Lanka and MRF in Timor Leste.

153. The Project's Financial Management is rated as Satisfactory according to the UNEP Evaluation Office Criterion Ratings Matrix. The Project's financial management is rated based on the combination of ratings for completeness of financial information and communication between the Project Coordination Team and financial management officials. A breakdown of ratings for these aspects is provided in the Table 9. Both completeness of financial information and quality of project communication were rated satisfactory. It is important to note however that the Evaluator did not (nor was expected to) undertake a full financial audit of the Project, including a review of internal controls within MbZ Fund and Project Partners.

Table 9 Financial Management Table

Financial management components:		**Rating**	**Evidence/ Comments**
1. Completeness of project financial information[10]:			
Provision of key documents to the evaluator (based on the responses to A-G below)		HS	
A.	Co-financing and Project Cost's tables at design (by budget lines)	Yes	All key documents provided – see Tables above.
B.	Revisions to the budget	Yes	Two revisions and all related documents and correspondence provided.
C.	All relevant project legal agreements (e.g. SSFA, PCA, ICA)	Yes	All key legal documents including contract between UNEP and MbZ Fund provided
D.	Proof of fund transfers	Yes	Signed Cash Advance Statements received and Annual audits confirm funds transferred.
E.	Proof of co-financing (cash and in-kind)	Yes	Letters received from Project partners made available.

[10] See also document 'Criterion Rating Description' for reference

Financial management components:		Rating	Evidence/ Comments
F.	A summary report on the project's expenditures during the life of the project (by budget lines, project components and/or annual level)	Yes	All quarterly project expenditure reports provided by budget line. Project actual expenditure not recorded by component
G.	Copies of any completed audits and management responses *(where applicable)*	Yes	All annual audit reports for 2015-2018 and management responses provided
H.	Any other financial information that was required for this project (list):	No	
Any gaps in terms of financial information that could be indicative of shortcomings in the project's compliance with the UNEP or donor rules		No	
Project Manager, Task Manager and Fund Management Officer responsiveness to financial requests during the evaluation process		HS	DSCP Project Manager and MBF Fund finance team as well as UNEP Task Manager very responsive to financial requests during the project with answers being provided usually within 24 hrs.
2. Communication between finance and project management staff		S	
Project Manager and/or Task Manager's level of awareness of the project's financial status.		S	Both people had a sound understanding of the financial position and any matters requiring attention throughout the Project. Email correspondence as well as consultation confirms this.
Fund Management Officer's knowledge of project progress/status when disbursements are done.		S	Seems to be very knowledgeable about the Project.
Level of addressing and resolving financial management issues among Fund Management Officer and Project Manager/Task Manager.		S	Any financial management issues that arose during the project, such as delays in payments or unused fund reallocations were resolved in a timely fashion over the life of

Financial management components:	Rating	Evidence/ Comments
		the Project as confirmed from email correspondence between positions and from the consultation.
Contact/communication between by Fund Management Officer, Project Manager/Task Manager during the preparation of financial and progress reports.	S	There was good communication and regular contact between all positions over the life of the Project relating to Progress and financial reporting.
Overall rating	HS	

6.5.1 Completeness of financial information

154. All information required for the TE by the Evaluator was provided within a timely manner. All key documents are stored on a Project Dropbox which was made available to the Evaluator. Note the Evaluator did not undertake a financial audit at the premises of MbZ Fund so, while it appears that financial information is complete, this cannot be assured. Annex 3 provides a summary of key documents referred to for the TE.

155. Annual audits of the Project were integrated within the MbZ Fund annual audits, in accordance with International Accounting Standards. Annual audits had been conducted for 2015-2017 at the time of the TE. For all years, the Auditors Statement reported that the statement of expenditure presented fairly, in all material respects, the expenditure of the GEF Project. The auditors also noted that proper books of account had been maintained, and vouchers and adequate documentation could verify all project expenditures, including payment of invoices indicating completeness of financial information.

The rating for Completeness of Financial Information is Highly Satisfactory.

6.5.2 Communication between Financial and Project Management staff

156. There was evidence that the Project Coordinator and FMO had strong awareness of the Project's financial status, regular contact, evidence of proactive strategies to resolve financial issues and the fact that narrative and financial reports were reviewed, as confirmed during consultations and from a review of correspondence provided. For example, there was timely and regular correspondence between the UNEP Task Manager, MbZ Fund and the Malaysian Government National Facilitator with respect to the return of unspent funds at the end of the project. While it took some time for these funds to be returned, the proactive nature of correspondence and action on the part of UNEP and MbZ Fund saw a positive outcome with the funds being returned in full.

The rating for Communication between Financial and Project Management Staff is Satisfactory.

157. Despite the concurring positive views about communication over financial matters, two concerns regarding the timeliness of financial processes were raised. Challenges were experienced with the time delays incurred for funds to be transferred to MbZ Fund for each quarterly cash advance. The Cooperation Agreement between MbZ Fund and UNEP stipulates that cash advance transfers would take no more than two weeks, however, this was never the case. It was generally 4-5 weeks for these funds to be transferred, and at one point it took 6-8 months. To ensure Project Partners could continue their fieldwork within the timeframe of the Project, MbZ Fund covered the shortfall in funds over this time. In some cases, MbZ Fund was advancing $1m of its own funds which placed a significant burden on the organization during this time. Without this support from MbZ Fund, it is questionable whether the outcomes achieved for the Project would have been as effective and the Project Partners would not have been able to deliver within the timeframes agreed. Delays to fieldwork can cause significant problems, particularly when working with communities.

158. The budget went through two revisions over the life of the Project. The process for approval of budget revisions proved lengthy, with the first one taking a year to be approved by UNEP. The second one was quicker, with the process being expedited by the UNEP Task Manager. The budgeting requirements imposed through the Co-operation Agreement made budget revisions very difficult. For a Project of this size and complexity, with so many Partners across 8 countries, the flexibility to move Project funds between sub-projects where performance of Project Partners was a problem was not readily available to MbZ Fund. Being able to move funds between Partners so that another Partner could carry out activities within the same country within the limited timeframe proved challenging.

159. In summary, Project financial management is rated as Highly Satisfactory because with respect to the completeness of financial information the necessary financial items required in the UNEP Criteria Ratings Matrix were adequate to date. In the area of communication between financial and Project Coordination Team staff, the Project was deemed satisfactory because of the evidence that the Project Coordinator and FMO had strong awareness of the Project's financial status, regular contact, evidence of proactive strategies to resolve financial issues and the fact that narrative and financial reports were reviewed. The financial management challenges they faced were due to organizational process issues beyond the project staff's control, and not currently reflected in the Evaluation Criteria Ratings Matrix. However, these challenges provide evidence of issues that deserve the attention of UNEP and its staff working on such projects.

The overall rating for Financial Management is Highly Satisfactory

6.6 Efficiency

160. The Project was implemented in a timely and cost-effective way in each Project country under the effective project coordination and management of MbZ Fund; however, a number of factors made this challenging. In all Project countries, Project activities were completed within the 4-year timeframe for the Project, except for Indonesia. A number of delays in starting pilot projects due to government approval processes in Indonesia meant that a no-cost extension of 3 months was granted to allow

for adequate time for the Project Partners to report on their sub-projects. The MTR had provided a number of recommendations geared towards improving the efficiency and cost effectiveness of the Project within countries. These were progressed and reported on in half-year reports, which not only improved the outcomes being delivered by Project Partners but strengthened Project coordination and communication between the PCT and Project Partners (discussed below).

161. Shortcomings at the design stage of the Project, along with the long lead-time of several years to commence the Project impacted on the efficiency of the implementation. The Project Manager did not start until 4 months into the Project. At this stage the pilot project concepts provided by Partners at the design phase were rough, did not have work plans and there were few direct links to the global Project work plan. Some countries (Vanuatu, Solomon Islands and Timor Leste) did not have Project Partners identified and concepts therefore had not been developed. Partners were asked to reconfirm their interest and develop comprehensive project proposals for their pilot projects using an agreed template. There was very little time in which to do this (6 months). This timeframe proved challenging for Project Partners to be able to complete these tasks as there was resistance from some Partners in developing log frames and incorporating the advice provided by the Dugong Technical Group. While some proposals were completed within 3-4 months, governments generally were slower due to the many approval processes to sign funding agreements. In some countries, local legislation did not allow for a charity to fund operations of the government (Indonesia, Malaysia), so solutions were required to find partners that could administer projects which created more delays, all of which impacted on activities and costs. Country visits were required to Vanuatu and Solomon Islands to identify suitable Project Partners, as selected by the Government. It took several attempts before suitable partners were identified. Timor Leste also experienced challenges, as a large portion of their budget had been allocated to an NGO not legally present in the country which created concerns for the government. This was, however, resolved.

162. The Project results framework was revised again following recommendation from the MTR to ensure consistency in end of project status versus the targets, in order to understand how realistic it may be for the targets to be met by Project end. The PCT, UNEP, and EPSC undertook a review, using the recommendations from the MTR to determine whether investment should continue for all projects or only the ones with high probability to produce results. It was also recommended the Project needed to strengthen national coordination and limit redundancy, as well as provide more hands-on guidance for awareness activities and strengthen linkages of incentive interventions to conservation. This was undertaken within all countries.

163. The significant number of Project Partners (57 implementing and supporting Partners, including government and non-government organizations, universities and private companies), from eight countries with different languages, cultures, ways of working, internal systems, different levels of capacity and preparedness, combined with the significant number of pilot projects (43 local projects implemented by 42 Partners) all being managed by the Project Coordinator, while perhaps a way to reduce the risk of outcomes not being achieved, created significant administration burdens for MbZ Fund. This was particularly so in relation to reporting, with language barriers and where there were challenges in Project countries due to ongoing external factors or Project Partner

capacity (Mozambique, Madagascar, Solomon Islands and Malaysia in particular). It is noted that management costs were raised from 5% (at PIF) to 7.1% to mitigate the specific risk of the high complexity of management and execution arrangements, given the number of countries, sub-projects and partners involved. MbZ Fund, however, invested significant resources that were not budgeted for in the Project to ensure the Project could be delivered effectively, including communications and financial staff. Project management occurred remotely, which while cost effective and reduced the environmental footprint of the project, was not ideal given the complexity.

164. As time saving measures, a standardized agreement to facilitate the funding to Project Partners in an unbiased manner (same rules for all Partners) was used. However, some revisions and changes were required for larger organizations. In most cases, the changes related to the timing of submitting the reports, the audit and communications requirements. Some requests were accommodated when they did not put the respective Partner in a more favourable situation, as compared to the rest of the Partners. Templates were provided to all countries for financial management (budget spreadsheets, reporting etc.) and administration (work plans, monthly, quarterly, annual reporting, calendar). The work plan log frames for each country were used by MbZ Fund to track reporting from each country and follow up those outstanding. The PCT provided instructions on how to complete these tools, and training was organized at the initial stage of the Project via Skype. The PCT also created a Dropbox account for the Project – each country had an identical structure and Partners were given access rights to their respective country folder in order to upload Project reports and other relevant information on a regular basis. These tools allowed the Partners to compile Project results and the PCT to give feedback to the Partners on their performance on a timely basis.

165. Generally, NGO Project Partners were more cost effective than government Partners, although the Indonesian Government had strict cashflow monitoring in place. In terms of effort versus expenditure, a number of Project Partners invested significantly in sub-projects to be able to deliver outcomes within the timeframes. For example, in Indonesia, the co-financing provided by Partners was around $4.5 million. With the late start to the Project in Indonesia, and the fact that sub-projects were happening in a number of new sites, without this level of support it is unlikely the pilot projects would have been delivered. In other cases, while expenditure was cost effective, it could have been better utilized, perhaps through investing in fewer pilot projects that could focus on scaling activities where possible. For example, sub-projects MZ2 and MZ5 had small budgets to deliver small projects in remote areas so the level of outcomes was limited. In some cases, MbZ Fund was required to intervene to ensure pilot projects could be implemented. For example, in Mozambique, MbZ Fund was required to manage the contract directly with the policy advisor under MZ6 to deliver the policy gap analysis, rather than it being managed by the Partner, in this case the government. In the Solomon Islands, MbZ Fund had to work with the NF to ensure projects were delivered in some instances.

166. During implementation, political changes impacted on expenditure in Timor Leste (3-4 times the government changed), Solomon Islands, Malaysia, Sri Lanka and Madagascar. This had more of an effect where governments were leading the project or where local projects were dependent on government permits and approvals. Several

natural disasters in Indonesia, Sri Lanka, Vanuatu and Mozambique (earthquakes, flooding, bad weather and cyclones) also caused delays for some pilot projects in those countries. A military attack in Mozambique also affected sub-project MZ1's activities which had implications on cost.

167. The requirement for a legal presence of Partners in country also created delays and impacted on efficiency in Indonesia and Solomon Islands in relation to the spirulina farming projects. EnerGaia, the business partner to these Projects underestimated the time it would take to obtain a legal presence in the country. In Indonesia, WWF provided much support to assist in this process, however the delays slowed down work and affected spending of funds, until certainty was assured. In Solomon Islands, there was limited support provided from Project Partners to assist EnerGaia compared to what support was received in Indonesia and, as a result, funds that were advanced to them were returned, although some activities had been undertaken during scoping phase. Similar challenges were experienced in Mozambique with the legal status of Project Partners. The challenges experienced here affected MZ1 and MZ4 and how these projects could be implemented. Feasibility studies resulted in MZ1 being deemed environmentally unsustainable and not good for dugongs and seagrass (seaweed aquaculture had been proposed). MZ1 moved north to test a Population Health Environment (PHE) approach and worked with a local NGO and medical partner, but in May 2018, a series of military attacks occurred, and the team had to pull out of the area. PHE did not materialize into the results that had been planned. Unspent funds were returned, and sub-projects stopped because of the short time until the end of the Project. These funds were redirected to other activities in Mozambique under a different sub-project.

168. The role of the CMS Dugong MoU Secretariat provided good opportunity for coordination and leverage to take Project outcomes to a regional forum for other Range States as well as to assist in the sustainability of those outcomes. However, the Dugong Technical Group that provided technical advice to Project Partners was not funded through the Project. This created implications for the timeliness of advice received as well as how well it was accepted by Project countries (refer Section 6.6.1). Having the resources to allow technical advisors to visit Project Partners at the Inception phase may have strengthened the quality of pilot project proposals.

169. All countries confirmed during the consultations that communication between the PCT and Project partners and the support provided to them was strong and effective. Regular SKYPE meetings as well as ad hoc calls provided a solid basis for strong collaboration and kept the momentum going. Partner countries all indicated that there was a commitment between Project Partners to help support other Project Partners in country, boost capacity, share lessons and solve problems. In most countries, the NFC provided an effective formal medium within which to do this, as did the Executive Steering Committee meetings held annually for the Project. While there was good committed buy-in from all countries to regularly communicate, where challenges with the National Facilitators (NF) in some countries occurred due to unforeseen circumstances or government changes (Madagascar, Malaysia), corrective action undertaken by the PCT and the UNEP Task Manager saw these challenges resolved in a timely fashion. This included in country visits to assist in addressing any challenges that may have impacted

on the ability of Project partners to deliver against the Project in a timely manner. These challenges had been picked up by the MTR.

170. The efficiency of the Project is rated Satisfactory. Delays in Project Inception and implementation had a negative impact on the rating, while adaptive management, time saving measures and use of existing institutions, agreements, partnerships and data sources had a positive impact. It meets the UNEP Evaluation Office satisfactory rating as the Project generally sequenced activities efficiently and did not receive more than a year-long no cost extension as well as justified other revisions to the formally approved framework.

The overall rating for Efficiency is Satisfactory.

6.7 Monitoring and Reporting

6.7.1 Monitoring design and budgeting

171. The Project followed the UNEP standard monitoring, reporting and evaluation processes and procedures and was consistent with the GEF Monitoring and Evaluation Policy. The Project Results Framework developed at the design stage included some SMART indicators for each expected outcome focused on outputs, as well as mid-term and end-of-project targets; however, in many cases, these needed to be identified during the Inception Phase once there was a clear understanding of what sub-projects were going to be delivered in each Project country, however with the delays and pressure to commence the Project, the indicators could have been more closely tied to Outcomes. This was also the case for the baseline from which to measure against targets – these needed to be defined at Inception. There was minimal time to collect this baseline information (3-4 months) for all 8 countries which proved challenging for the PCT and Project countries (refer Section 6.6.1). These indicators and targets along with the key deliverables and benchmarks were the main tools for assessing Project implementation progress and whether project results (outputs) were being achieved. The ProDoc clearly designates roles and responsibilities for monitoring, evaluation and reporting from the outset of the Project. There was no clear reference to incorporation of gender and marginalized groups in the monitoring strategy, however each Project Partner was asked to plan for this type of engagement and monitoring within their project proposal and report on this in progress reports and then in Terminal Reports.

172. The budget allocated for monitoring and evaluation was quite low at $70k, compared to the actual costs of $91,902.59 as per the December 2018 Quarterly Expenditure Report (QER). The additional budget came from unspent GEF budget line items after some re-adjustments. In addition, the budgets of the sub-projects were also charged for some of the additional costs. There was no specific budget for ongoing monitoring activities undertaken by the PCT. For the MTR and TE, the budget allocated was too low for the amount of work required to deliver against the Terms of Reference for each. For the MTR, three consultants were required to visit all countries with a total budget of US$26k allocated for the MTR. To cover shortfalls with the travel budget the costs were charged to pilot projects which resulted in a decrease to project budgets in countries by as much as 20% in some cases (Sri Lanka, Indonesia, Mozambique). All added up the MTR cost was around $63k. The total budget allocated for the TE was US$38k to cover the Evaluator fees and travel. Given the limited travel budget, only four of the eight project

countries could be visited, and the Evaluator even funded the visit to Vanuatu out of her own funds. The level of work required for the TE was significant, with effectively 4 TEs being required for the countries visited (which all had multiple projects occurring) as well as the overall TE with a limited fee allocated for the amount of work. Given the complexity of this Project and the level of reporting required for the MTR and TE in particular; the budgets for both the MTR and TE were insufficient.

The rating for Monitoring Design and Budgeting is Moderately Satisfactory.

6.7.2 Monitoring of Project Implementation

173. Monitoring of Project progress during implementation was adequate as most indicators were at the output level and easily tracked. Monitoring of performance (in terms of achievement of Project outcomes and Project objective) was more challenging, as indicators did not measure outcomes. Countries did, however, provide information relating to the outcomes achieved against each component in their progress reporting, as well as in their Terminal Reports to MbZ Fund. This included in relation to gender balance and marginalized groups that were reported on in each.

174. The monitoring system used for the Project was tailored for the Project and adapted as required to suit the needs of Project Partners. At the inception stage, all Project Partners were required to provide detailed Project Proposals, using a standard template. These proposals required key information such as targets and milestones and to show how they fed into the results framework for the Project. This provided a good framework from which Project performance could be monitored.

175. All Project partners provided quarterly reporting, using standard templates developed and provided the required supporting information in accordance with requests by the PCT. This allowed for effective monitoring of the Project in a timely manner. Quarterly reporting allowed for timely responses to any issues and challenges from the PCT relating to Project Partners and for appropriate action to be discussed and taken by each party. In addition, regular communication between Project Partners and the Project Coordinator meant that when corrective action was required, it was undertaken in a timely fashion as a result of close monitoring. For example, when it became clear in 2018 that security in Mozambique was impacting on the MZ1 project team due to military extremists in Cabo Delgado province, the PCT and Project Partner Blue Ventures were able to adapt the work to ensure some outcomes could still be achieved within the timeframe remaining for the project, and move to another location.

176. Budgets for monitoring activities within Partner projects and the DSCP were built into project management budget lines for all Project Partners and the PCT, respectively.

177. Monitoring of participation and representation in Project activities of vulnerable and marginalized groups such as women and youth were undertaken by each Project Partner, with the results consolidated by the PCT at the end of each year as a part of Project reporting. Results were monitored for each national project and then consolidated at the national level and Project level for gender equality (i.e. engagement of women), youth engagement and improved economic status. The monitoring plan was adapted over the life of the project as implementation occurred and issues were identified relating to vulnerable and marginalised groups to help improve project execution.

The rating for Monitoring of Project Implementation is Satisfactory.

6.7.3 Project Reporting

178. Reporting requirements were fulfilled throughout the Project, with quarterly expenditure reports and cash advance requests, 6-monthly progress reports and Project Implementation Reviews (PIRs) submitted largely as planned and in line with the Project scope. There was generally good reporting on activities and outputs in project reports, particularly in the PIRs. The information provided by Project Partners was used by MbZ Fund to improve Project delivery and to adapt to changing needs. The action of compiling the annual PIRs and feedback from the UNEP Task Manager on these was considered particularly valuable to the MbZ Fund team as they "highlighted what was useful and unsatisfactory and needed corrective actions". PIR ratings were realistic and supported by the evidence provided. There were four Executive Project Steering Committee meetings held (one per year of the Project), with a primary role of reviewing Project progress, performance and reporting for all Project Partners. Consultation with the UNEP Task Manager confirmed that Project reporting was in line with the UNEP requirements and the quality of reporting was good and gender neutral in its style. There is evidence of good collaboration and engagement between UNEP staff and the PCT as confirmed during consultation and from a review of email correspondence.

179. All Terminal Reports for each country as well as the Project Terminal Report were made available to the Evaluator. All appeared comprehensive, detailed and well presented. There were dedicated sections in all of these terminal reports on gender dimensions. As noted in Section 6.6.1, Malaysia Department of Fisheries had not provided their final reports and supporting documentation to the PCT, despite repeated requests.

180. The GEF Tracking Tools (TTs) were updated at the midterm (during the MTR) and end of project by MbZ Fund and each Project Partner for each pilot project. This was also consolidated to country level TTs. As good practice, the TTs were also revisited each year as part of the PIR reporting. From a review of the GEF TTs for each country, they appear complete and there is evidence they reflect the final outputs, as at the end of the Project.

The rating for Project Reporting is Satisfactory.

The overall rating for Monitoring and Reporting is Satisfactory.

6.8 Sustainability

6.8.1 Financial sustainability

181. How sustainable the Project outcomes and efforts are for continuing the work at the sub-project locations, to scale up and rollout outcomes relating to community-based stewardship, sustainable fisheries practices and keeping data up to date to drive regulatory reform will be affected by the ability of NGO and institutional partners to access donor opportunities for ongoing community, research and regulatory reform activities. They will also be affected by whether countries generate sufficient political will and support to drive budget allocations to fund the implementation of NPOAs and

other regulatory mechanisms. There does appear to be political will and some funding (mostly from donors) to varying extents in all countries to continue to progress actions that were already ongoing and not a direct result of the DSCP relating to marine conservation, or dugongs and seagrass actions more specifically that should all contribute towards positive outcomes for dugongs and seagrass. All Project countries are dependent on Project funding to support ongoing activities to varying extents; however, some countries are able to commit some government funds to implementing policy initiatives or continuing on ground activities at DSCP sites. For example, the consultations confirmed that district and some national government funding had been allocated for government agencies to continue some activities at sub-project sites and progress the finalization of NPOA and other relevant policy (Indonesia, Sri Lanka, Solomon Islands), however this does not include funds to implement. As noted previously, there is little funding allocated to enforcement activities and until this activity is effective in each country the sustainability of outcomes is questionable.

182. At the time of the TE, some funds had been leveraged, i.e. obtained from donors, as a direct result of the Project for seven out of the eight countries, as shown in Table 10; however, these funds are not all directly related to specific activities undertaken under DSCP, but rather will build on some of the work undertaken. Some project funds will expand community-based fisheries management activities across a broader area than covered under the DSCP or be focused on improving knowledge about seagrass in some areas (Indonesia, Malaysia, Timor Leste). All are likely to provide benefit to dugong and seagrass conservation. It is unclear however how much is actually required to continue Project activities at site levels with communities, noting the pilot projects did not cover at all dugong sites, through to a point where Project Partners can exit. At this stage there does not appear to be clear exit strategies in place from any Project Partners, particularly for community-based projects, although this is only one aspect to be considered in the evaluation. The exception to this is within Indonesia at Alor where there is evidence that the district government is moving towards stronger commitment and engagement through including some activities within core budgets, however those consulted indicated that they remain dependent on the local NGO to continue to support them for at least the next 5 years. Even where future funding has been secured, the question still remains as to whether the national project outcomes are financially sustainable in the medium to long term, given the reliance on ongoing donor and NGO support to continue some government functions.

Table 10. Leveraged funds

Sources of Leverage	Name of Donor (source)	Amount US$
NGO	Timor-Leste, Madagascar and Mozambique - Blue Ventures (BV)	1,539,142.59
NGO	Madagascar - Community Centred Conservation (C-3)	172,875.00
NGO	Madagascar - Wildlife Conservation Society (WCS)	66,710.00
University	Malaysia - Universiti Malaya	2,604.50
NGO	Mozambique - Dugongos	235,000.00
NGO	Mozambique - Endangered Wildlife Trust (EWT)	112,674.21
NGO	Solomon Islands - WorldFish Centre	3,295,953.00
Consultancy	Solomon Islands - Coastal Marine Management	5,000.00
NGO	Timor-Leste - Conservation International	35,388.00
NGO	Vanuatu - VESS	104,087.00
IGO	Indonesia, Malaysia and Timor-Leste - UNEP /Convention on Migratory Species Office - Abu Dhabi (UNEP /CMS Office – Abu Dhabi)	5,736,264.00
Total Leveraged Funds		**$11,305,698.30**

The rating for Financial Sustainability is Moderately Likely.

6.8.2 Socio-political Sustainability

183. At the time of the TE, consultations confirmed that there is strong interest and commitment and ownership from all national and to take project achievements forward, although this is very much dependent on political will and funding being made available for these governments to implement activities as noted in 6.8.1 above. For example, the District government in Alor has allocated funding within their Medium Term Development Plan to ensure POKMASWAS related activities can continue. Likewise, in Vanuatu, the Ministry of Tourism has incorporated the Guidelines for dugong tourism developed under the Project into the minimum standard for tourism operators and operators will be audited against these. In Malaysia, the formation of the National Technical Working Group on Conservation on Dugong and Marine Mammals (NTWG) has been charged with furthering action on dugong conservation in relation to regulatory reforms required. For countries where there is ongoing political change and civil unrest it has been difficult to confirm whether there is any commitment and ownership to drive things forward within government without the support and assistance of NGO champions. It is likely with continual external factors impacting it may be difficult for progress to be made quickly in these countries at the institutional level. There is certainly strong ownership and commitment from NGO Project Partners in all Project countries to continue activities and this was confirmed during the consultations.

184. As noted in Section 6.4.2 it is too early to see whether the incentives activities with communities in the seven countries will be sustainable in the long term financially or in

terms of the capacity of the community being maintained at the level needed. Consultations confirmed that there are positive benefits being seen on the ground with the communities visited, however these have not translated into financial sustainability yet (Madagascar, Sri Lanka, Indonesia). For example, MIHARI partners (WWF, WCS, Blue Ventures) view the network as a key element for achieving long term sustainability of the LMMA movement in Madagascar. These NGOs are committed to building its capacity, financial security and autonomy and determining a long-term sustainable finance mechanism for the network. Each of the core NGOs already provides considerable in-kind support (e.g. staff time) to the network as well as helping to finance some activities. In Sri Lanka, in Kuwdawa the Community Conservation Group has been established and operating effectively for a number of years with their own ecotourism activities that are breaking even. With the Champion leader of the group it is likely they will continue. In Solomon Islands and Vanuatu, Project Partners involved in Seagrass-Watch training will continue to expand the monitoring networks and train additional resources as funding becomes available.

185. In all countries, perhaps the greatest challenge will be improving the enforcement of fisheries regulations. The capacity of all Project countries in enforcement is very low and will require a significant boost to capacity and funding. In all countries, coastal fisheries are generally a lessor priority as resources are dedicated to managing industrial tuna or other larger fisheries that provide significant revenue for the country. Enforcement budgets tend to therefore be allocated to the more valuable fisheries. There is some evidence of some enforcement activities directly linked to the DSCP however, particularly in Vanuatu (one example where there was a prosecution following the reporting of a dugong being killed) and in Indonesia through the POKMASWAS group.

The rating for Socio-Political Sustainability is Moderately Likely.

6.8.3 Sustainability of the Institutional Framework

186. At the regional level, it is likely through the CMS Dugong Secretariat that efforts will be sustained to continue promotion of the outcomes from the Project and share lessons learned to encourage other Range States to sign on to the MoU (refer Section 6.4.2 para 86-90). In addition, regional funding secured through the German International Climate Initiative (*IKI) Seagrass Ecosystem Services Project* will continue to improve knowledge and data with respect to seagrass ecosystems in some SE Asia countries.

187. The institutional frameworks (policy, legal and capacity) to enhance dugong and seagrass conservation are now in place or progressing in each Project country as a result of the DSCP. How far it progresses by governments will be driven by the level of political will and support as well as champions both within and external to government to drive processes forward to implementation. No countries during the TE had implemented policy and regulations developed. While capacity has been built within all countries within Governments, the sustainability of that capacity will be driven by whether staff engaged in the Project remain in key positions or move on.

The rating for Sustainability of the Institutional Framework is Moderately Likely.

The overall rating for Sustainability is Moderately Likely.

7 Conclusions and Recommendations

7.1 Conclusions

188. The TE was required to answer four key questions:

I. Is there evidence that the Project's activities successfully created incentives for e.g. community-based stewardship or other partnerships or approaches benefitting dugong/seagrass conservation and sustainable management, as well as changing resource use practices to the positive? To what extent was conditionality built in to the incentive models with regards to the need for conservation outcomes?

II. To what extent have the awareness raising activities as well as the science-based surveys undertaken by the project lead to improved knowledge, policy, investments or behaviour change at the national, site, or community-level?

III. To what extent have the policy and institutional frameworks supported by the project ensured sustainable dugong and seagrass conservation in the project's target areas? How effective have the institutional and policy options been in strengthening national systems on dugong and seagrass conservation?

IV. To what extent, and in what ways, is the project demonstrating the capacity to make a substantive contribution to the regional aspirations of the Conservation and Management of Dugongs and their Habitats throughout their Range MoU and CMP? In relation to this, how robust are the projects' mechanisms for sharing lessons learned and best practices, replicating the technologies, site and stakeholder approaches applied at the pilots, and scaling up a refined model both nationally and regionally?

189. The four questions posed for the evaluation have all been addressed by the Project to varying degrees as discussed below. The DSCP significantly advanced the conservation and management of dugongs and seagrass across the eight Project countries (Indonesia, Malaysia, Madagascar, Mozambique, Sri Lanka, Solomon Islands, Timor Leste and Vanuatu). Without this Project, it is unlikely that Project countries would have progressed to the extent they did with respect to strengthening dugong and seagrass conservation. In particular, the Project achieved four significant outcomes:

I. It raised the global profile and importance of dugongs and seagrass which has catalysed subsequent significant funding at the regional level as well as within some Project countries to continue to strengthen conservation efforts. It also strengthened the global networks for those stakeholders at the country level working on dugong and seagrass issues across Range States. The Project also highlighted the importance of women in the conservation and management of dugongs and seagrass and Project partners sought to ensure adequate representation and engagement of women throughout activities;

II. It improved awareness, knowledge and capacity of communities in dugong hotspot areas which lead to improved stewardship towards the sustainable management of marine resources by communities at some local pilot sites in each country. In some places people did not know what a dugong was and traditional links to dugongs had

been lost. The Project helped to restore/rebuild those links to people and how they connect with their marine environment, in particular dugongs;

III. It established baseline knowledge and information with respect to dugongs and seagrass across Project countries to support improved policy and regulatory frameworks and decision-making across all Project countries as well as strengthened knowledge at regional and global levels to support the implementation of the CMS Dugong MoU and its Conservation Management Plan. This included not just environmental factors but understanding of cultural and traditional aspects as well as socio economic drivers and challenges. While there were challenges in ensuring consistency in data collection and research and monitoring methods, the results of improving baseline knowledge helped to improve outcomes with respect to their policy and regulatory environments in all Project countries. While progress may not have been as fast as anticipated for regulatory reform, during the design of the Project, the steps taken in all countries were significant, considering that all were at different levels of regulatory framework. Key however will be whether political will and support, as well as champions, will continue to drive further improvements as well as the implementation of reforms made. Of significance, Timor Leste became a member of the CMS Dugong MoU; and

IV. It provided useful models, lessons and capacity, guidance and training materials for solutions to address some of the key drivers to dugong and seagrass loss. While incentives pilot projects were at a small scale, they provided an important step in strengthening learning of the Project Partners in the quest for effective innovative solutions that build in conditionality to achieve conservation while addressing socio economic factors such as poverty. While some incentives models proved more effective than others in creating direct links to drive conservation improvement, the knowledge and experience gained from the Project will help to strengthen efforts in the future. While in most cases it was too early to see the impact of these interventions, where communities are empowered and have buy in and support from NGOs or their governments, it is hopeful that these impacts will materialise and lead to positive conservation outcomes as well as socio economic.

190. There was good consideration to human rights and gender dimensions throughout the Project through consideration in Project partner team structure, through deliberate steps taken to understand socio economic factors within countries and communities to help drive change, in the design of incentive projects and in Project reporting at all levels.

191. How sustainable the Project outcomes and efforts are for continuing the work at the sub-project locations, to scale up and rollout outcomes and keep data up to date to drive regulatory reform will be affected by the ability of NGO and institutional partners to access donor opportunities for ongoing community, research and regulatory reform activities. They will also be affected by whether countries generate sufficient political will and support through the use of champions to drive budget allocations to fund the implementation of NPOAs and other regulatory mechanisms.

192. At the regional level, it is likely through the CMS Dugong Secretariat that efforts will be sustained to continue promotion of the outcomes from the Project and share lessons learned to encourage other Range States to sign on to the MoU.

193. For countries where there is ongoing political change and civil unrest it has been difficult to confirm whether there is any commitment and ownership to drive things forward within government without the support and assistance of NGO champions. It is likely with continual external factors impacting it may be difficult for progress to be made in these countries at the institutional level. There is certainly strong ownership and commitment from NGO Project Partners in all Project countries to continue activities and this was confirmed during the consultations.

194. In all countries, perhaps the greatest challenge will be improving the enforcement of fisheries regulations. The capacity of all Project countries in enforcement is very low and will require a significant boost to capacity and funding. In all countries, coastal fisheries are generally a lessor priority as resources are dedicated to managing industrial tuna or other larger fisheries that provide significant revenue for the country. There was limited improvement if any to enforcement activities in any Project countries over the life of the Project.

195. The overall rating for the Project is Satisfactory with likelihood of impact, likely. A summary of the evaluation criteria, assessment and ratings is provided in Table 11.

Table 11 Project ratings for each criterion

Criterion	**Summary Assessment**	**Rating**
Strategic relevance		Highly Satisfactory
1. Alignment to MTS and POW	Strong alignment with MTS and POW.	Highly Satisfactory
2. Alignment to UNEP /Donor/GEF strategic priorities	Strong alignment with strategic priorities.	Highly Satisfactory
3. Relevance to regional, sub-regional and national environmental priorities	Highly relevant to regional, sub regional and national priorities across the Pacific and Indian Oceans.	Highly Satisfactory
4. Complementarity with existing interventions	The project demonstrated strong complementarity with many important interventions.	Highly Satisfactory
Quality of Project Design	Strong project design but aspects of design structure and emphasis remained challenging throughout the life of the project.	Satisfactory
Nature of the external context	Project moved forward successfully, but some aspects of politics, civil unrest and changes in government in some countries influenced Project implementation at various times.	Moderately Unfavourable
Effectiveness		Satisfactory
1. Delivery of outputs	Project Partners in all countries delivered	Satisfactory

Criterion	Summary Assessment	Rating
	high quality outputs.	
2. Achievement of direct outcomes	Strong evidence that there has been good achievement of outcomes in all countries.	Satisfactory
3. Likelihood of impact	The achieved direct outcomes include the most important to attain intermediate states; assumptions for the change to intermediate states hold; drivers to support transition to intermediate states are in place. Some intermediate states were partially achieved.	Likely
Financial Management		Highly Satisfactory
1.Completeness of project financial information	All aspects of financial management made available and appear complete.	Highly Satisfactory
2.Communication between finance and project management staff	Good and effective communication between finance and project management staff.	Satisfactory
Efficiency	Project was delivered efficiently and cost effectively but had one no-cost extension for three months.	Satisfactory
Monitoring and Reporting		Satisfactory
1. Monitoring design and budgeting	Many aspects of monitoring design and budgeting are good but SMART indicators, project targets and baseline needed to be identified during the Inception Phase with minimal time available. MTR and TE were underfunded.	Moderately Satisfactory
2. Monitoring of project implementation	Approved process for change in mid-term review, generally good evidence of detailed monitoring of project implementation and sharing, extensive data shared with evaluators; also disaggregated data by gender conducted.	Satisfactory
3.Project reporting	Substantial documentation of project progress and good communication.	Satisfactory
Sustainability		Moderately Likely
1. Socio-political sustainability	Strong interest and commitment and some level of ownership from some	Moderately Likely

Criterion	Summary Assessment	Rating
	national and local governments to take project achievements forward. With continual external factors impacting it may be difficult for progress to be made in these countries experiencing civil unrest and political instability at the institutional level. Strong ownership and commitment from NGO Project Partners in all Project countries. Improving the enforcement of fisheries regulations is critical.	
2. Financial sustainability	All Project countries are dependent on external funding to support ongoing activities to varying extents; however, some countries are able to commit some funds from government revenue to implementing policy initiatives. Sustainability is dependent on the ability of NGO and institutional partners to access donor opportunities and by whether countries generate sufficient political will and support to drive budget allocations to fund the implementation of NPOAs and other regulatory mechanisms.	Moderately Likely
3. Institutional sustainability	At a regional level via CMS Dugong Secretariat efforts will be sustained. Institutional frameworks (policy, legal and capacity) are now in place or progressing but it is unclear what the exit strategies are. Community stewardship activities where strong institutional regulation/policy is needed are at the early stages of implementation and there is strong dependence on NGOs to continue to provide support, technical input and financial backing.	Moderately Likely
Factors Affecting Performance		Satisfactory
1. Preparation and readiness	Effective Inception stage of the project and appropriate measures were taken to either address weaknesses in the project design and respond to changes that took place between project approval, the securing of funds and project mobilisation. Good engagement with stakeholder groups by the project team,	Moderately Satisfactory

Criterion	Summary Assessment	Rating
	however some challenges with some project partner capacity. Delays in project financing.	
2. Quality of project management and supervision	Highly effective project management performance of the executing agency and the technical backstopping and supervision provided by UNEP.	Highly Satisfactory
3. Stakeholders participation and cooperation	Good quality and effective communication and consultation with stakeholders throughout the project life. Strong support given to maximise collaboration and coherence between various stakeholders. Gender groups considered.	Satisfactory
4. Responsiveness to human rights and gender equity	Gender reflected in the context, implementation, logframe and the budget. Project adheres to UNEP's Policy and Strategy for Gender Equality and the Environment.	Satisfactory
5. Country ownership and driven-ness	Level of ownership generated by the project over outputs and outcomes and that is necessary for long term impact to be realised varies across countries.	Moderately Satisfactory
6. Communication and public awareness	Communication/public awareness efforts largely effective in driving change towards results beyond outputs. Substantial experience sharing between project partners and other interested groups / stakeholders.	Satisfactory
Overall project rating		**Satisfactory**

7.2 Recommendations and Lessons Learned

196. The main recommendations and lessons learned have been generated from the evaluation findings and are summarized in Table 12 and Table 13 respectively. The majority of these recommendations are directed at either UNEP at an institutional level or groups outside the project team. Compliance with the recommendations will, therefore, be set on the basis of which person or office is assigned the role sharing and/or discussing the recommendation with appropriate staff in the responsible agency. This project evaluation will continue to be a source of detailed information on the recommendation.

Table 12. Summary of key recommendations

1. Design-related Recommendations for UNEP	
The UNEP Evaluation Office to share the recommendations on project design with the following: Sub-Programme Coordinator Ecosystems, Programme Coherence and Quality Assurance Unit, GEF Liaison Unit, GCF Coordinator.	
Recommendation 1.1:	**Where community incentive models are being used, UNEP should require technical experts in social development or resource economics be included within a project in the GEF budget at CEO endorsement. Sufficient time should also be given for planning and design as a part of a full-feasibility design phase at the early stages of a project as well as during implementation to match the level of capacity of the targeted community and project partner and to match the level of trust between the community and project partners. Where projects have socio-economic change as an outcome, there should be clear documentation of prior and post-project states.**
Context of the recommendation	✓ Having sufficient time upfront to plan for and design incentives-based community projects to drive improved conservation is paramount. ✓ Having more time to design the incentive models trialled in each country under the DSCP, and access to social development or natural resource economics experts may have assisted in strengthening the ties to conservation where they were tenuous and ensured the approach drove change rather than simply supplemented income. ✓ Understanding the socio-economic situation of a community prior to undertaking incentives work is important to be able to have a baseline from which to measure outcomes from activities.
Section	7.4.2 Achievement of direct outcomes
Responsible Agency	UNEP (offices that advise on and approve project concepts and designs)
Timeline	Immediately, in order to prevent the occurrence of similar situations for all GEF projects currently being developed or recently commenced.
Recommendation 1.2:	**Where community incentive models are being used, UNEP should require more thorough capacity assessments of the proposed partner organisations at the project design phase to ensure the level of capacity of project partners and that the capacity and readiness in a given country is sufficient to implement an incentives project effectively within the timeframe of the project where feasible. Alternatively, using a few expert service providers which, for example, each serve one region involving multiple countries and sites, may provide a more standardised and affordable approach.**
Context of the recommendation	Having project partners with the necessary experience and skills to implement incentives programs with communities is of most importance to ensure the project design is realistic and achievable within the context at the site.

Section	7.4.2 Achievement of direct outcomes
Responsible Agency	UNEP (offices that advise on and approve project concepts and designs)
Timeline	Immediately, in order to prevent the occurrence of similar situations for all GEF projects currently being developed or recently commenced.
Recommendation 1.3:	**For multicounty projects it is important to (i) use a standardised approach in project delivery e.g. by having one agency supporting countries on national awareness and policy support programs, one agency supporting countries to conduct the feasibility design of incentive programs etc; and (ii) to simplify and reduce implementation arrangements – with one lead national agency doing the sub-contracting in country rather than an internationally-based one. Where project timeframes are constrained to 4 years, the number of countries, partners and projects should be realistic within the available time and budget. Adequate budget and time should be made available for highly complex Projects to ensure adequate monitoring (for the Midterm Review and Terminal Evaluations) to ensure meaningful results.**
Context of the recommendation	✓ Where a GEF project has high complexity with a significant number of partners, from many countries, all with different languages, cultures, ways of working, internal systems, different levels of capacity and preparedness, combined with a significant number of pilot projects all being managed by the Project Manager, it creates significant administration burdens for the Implementing Agency. ✓ Where there are a significant number of Project countries and projects occurring within, often in quite remote locations, the budget for evaluations will be higher given the complexity and travel requirements.
Section	7.6. Efficiency
Responsible Agency	UNEP (offices that advise on and approve project concepts and designs)
Timeline	Immediately, in order to prevent the occurrence of similar situations for all GEF projects currently being developed.
Recommendation 1.4:	**Projects targeting species conservation, where a key driver is for example illegal poaching, should incorporate enough GEF funding to reduce this threat. This should include funding to support training of enforcement authorities to work with communities, particularly those undertaking monitoring activities.**
Context of the recommendation	✓ The success of any conservation measures for dugongs and seagrass, whether relating to on-ground activities with communities through improved fishing practices or reducing illegal activity or in relation to regulatory improvements is dependent on the effectiveness of enforcement of these changes. ✓ International organisations such as GEF generally do not provide funding for enforcement activities as it is seen as a core obligation of governments.

	✓ In the absence of enforcement of regulations, conservation cannot be expected to happen through the work of supporting organisations like NGOs.
Section	7.8.3 Sustainability of the institutional framework
Responsible Agency	UNEP (offices that advise on and approve project concepts and designs)
Timeline	Immediately, in order to prevent the occurrence of similar situations for all GEF projects currently being developed.

2. Finance-related Recommendations for UNEP	
The Task Manager to discuss this recommendation with the Portfolio Manager, Head of Branch, Fund Management Office and Legal Officer. **Evaluation Office to share/discuss this recommendation with Corporate Services Division.**	
Recommendation 2.1:	**UNEP should give consideration to amending Cooperation Agreements to provide a more realistic timeframe for the time it will take to transfer funds so that Executing Agencies can plan for any delays in funds being received more effectively. Alternatively, reputable executing agencies could receive a larger cash advance at the onset of a project and/or including several months of extra cash flow to quarterly advances to help buffer for delays. In addition, the efficiency of internal administration/ finance processes should be streamlined to adhere to stipulations outlined in the Cooperation Agreement and prevent delays.**
Context of the recommendation	✓ Cash advance requests are linked to Quarterly Expenditure Reports (QERs). ✓ Any delays to the Executing Agency receiving the funds from the Implementing Agency can result in significant impacts to on-ground fieldwork, particularly with communities due to the "stop-start" nature. ✓ As a general rule, the Cooperation Agreement between the two agencies stipulates that transfers will occur within 2 weeks of the QER being approved. For the DSCP project transfers generally took 4 weeks, or in one case 6-8 months to materialise in which time the Implementing Agency had to cover the shortfall, at great burden to them.
Section	7.5.2 Communication between Financial and Project Management Staff
Responsible Agency	UNEP
Timeline	Immediately, in order to prevent the occurrence of similar situations for all GEF projects currently being developed.

3. Gender-related Recommendations for UNEP

Evaluation Office to share this finding with the Gender Unit and Programme Coherence and Quality Assurance Unit.	
Recommendation 3.1:	**For all GEF projects with a community engagement focus, the UNEP Gender Unit should establish indicators for measuring gender outcomes for achieving conservation goals with respect to women empowerment and youth engagement and capacity building. Without clear and appropriate outcome-level indicators, reporting of gender inclusion can often be piecemeal – i.e. number of women involved without measuring if there was a conservation-related outcome from their engagement.**
Context of the recommendation	✓ In many countries, the role of women in small scale fishing communities is important, but often overlooked. ✓ Women are often underrepresented in community level decision making and management activities relating to the use of marine resources. ✓ For a project where there is a strong focus on strengthening the capacity of coastal communities and improving the management of marine resources, women can be strong advocates and play important roles in improving management and decision making. ✓ Likewise, youth, as up and coming leaders can play an important role in the future of communities.
Section	7.7.3 Project Reporting
Responsible Agency	UNEP (Gender Unit)
Timeline	Immediately, in order to prevent the occurrence of similar situations for all GEF projects currently being developed.

4. Recommendations for the GEF Secretariat	
Evaluation Office to discuss these findings with the GEF Liaison Unit and Programme Coherence and Quality Assurance Unit in order to share them with the GEF Secretariat and other relevant UNEP offices.	
Recommendation 4.1:	**For projects that involve a combination of on ground activities, research activities and policy development and implementation, consideration should be given by the GEF Secretariat to provide PPG guidance to make available a phased or staggered project over 7-10 years, with funds provided in 2 phases and dependent on outcomes. This would provide more effective opportunity to see good uptake and national adoption by governments (policy and operationalising) and communities (incentives).**
Context of the recommendation	✓ Good uptake and adoption of the outcomes of research and on ground pilot activities by governments can take time and, in many cases, requires much planning, advocacy and stakeholder engagement to build consensus and support for changes to policy and regulatory frameworks and the operationalising of those changes. ✓ Government processes are often slow in this regard.

	✓ There are few GEF biodiversity related projects where the timeframe provided is sufficient to allow this to occur.
Section	7.4.2 Achievement of direct outcomes
Responsible Agency	GEF Secretariat
Timeline	Immediately, in order to prevent the occurrence of similar situations for all GEF projects currently being developed or recently commenced of a similar nature.
Recommendation 4.2:	**The GEF Secretariat should amend the log frame template guidance to require midline and endline targets to be established for projects in relation to aspects such as measuring modifications to baseline programs, their funding (by e.g. Government) or supportive legislation and policy, and exit strategies developed for community based work to better sustain the set project outcomes beyond the project.**
Context of the recommendation	✓ In many countries, where capacity is low, both within governments and in some cases NGOs there is a tendency to operate with a "project mentality". GEF Funding is designed to be catalytic funding program rather than for stand-alone projects. ✓ There is presently no requirement placed on project partners to actively seek project funds to support the sustainability of outcomes or develop an exit strategy. ✓ There are no targets set within project log frames to measure the performance of project partners in this regard.
Section	7.8.3 Sustainability of the institutional framework
Responsible Agency	GEF Secretariat
Timeline	Immediately, in order to prevent the occurrence of similar situations for all GEF projects currently being developed.
Recommendation 4.3:	**For all projects, a template for co-finance should be developed by the GEF Secretariat that requires more information about how it has been calculated and on what basis, as a part of ProDoc preparation. The GEFSEC during its CEO Review should question co-finance resources which appear unrealistic or not directly related to the GEF project workplan and delivery. Countries should then be required to report on both cash and in-kind contributions with supporting narrative as to how it has contributed towards the objectives of the project, both from a geographic perspective as well as thematic. Specific questions could be provided for which answers must be given.**
Context of the recommendation	✓ At the design stage of a project there is some assessment of capacity of partners undertaken, however it is unclear to what extent this includes financial capacity. ✓ In some cases, co-financing provided by partners is linked to the thematic scope rather than geographic scope of the project and may impact on the relevance to the project.

	✓ GEF funding is designed to catalyse funding resources to ensure partners are not entirely dependent on GEF funds to deliver a project.
Section	7.5.2 Communication between Financial and Project Management Staff
Responsible Agency	GEF Secretariat and UNEP (Corporate Services Division)
Timeline	Immediately, in order to prevent the occurrence of similar situations for all GEF projects currently being developed.
Recommendation 4.4	**The GEF Secretariat should financially support more regional or transboundary biodiversity and migratory species initiatives that have a solid framework and justification such as through CMS, CITES, etc., and projects will clearly provide added value and sustainability. For example, the DSCP, the former Africa-Eurasian Flyways project, and the Siberian Crane wetland project.**
Context of the Recommendation	✓ The DSCP provides a very good example of what can be achieved from managing a large partnership and large geographic area, with its inherent complexity for running GEF regional or transboundary projects such as migratory species management programs (the Dugong is such CMS species).
Section	7.4 Effectiveness and 7.6 Efficiency
Responsible Agency	GEF Secretariat
Timeline	Immediately for all GEF projects currently being developed.

5. Recommendations for the Project Partner	
Task Manager and Project Manager to discuss these findings with the CMS Dugong MoU Secretariat.	
Recommendation 5.1:	**The CMS Dugong MoU Secretariat should recommend there be a requirement for all signatories to:** **- apply a standard approach for data being collected relating to migratory species or their habitats; and** **- work with technical specialists to ensure research methodologies are appropriate for addressing priority gaps in knowledge.**
Context of the recommendation	✓ Adopting a standardised approach to data collection where there is a need for comparability and sharing of information to understand regional or global significance, gaps or issues is critical. ✓ This is particularly the case for migratory species and the habitats they are dependent on such as dugongs and turtles to allow for informed transboundary decision making as well as to provide a strong basis for policy improvements at regional and national levels. ✓ Likewise, seeking advice to inform improved research outcomes is important where that research will be used beyond national jurisdictions to inform regional decision-making.

Section	7.4.2 Achievement of direct outcomes
Responsible Agency	CMS Dugong MoU Secretariat
Timeline	Immediately, in order to prevent the occurrence of similar situations for all GEF projects currently being developed or recently commenced for all GEF projects being proposed or planned

Table 13. Summary of lessons learned

7.4.2 Achievement of Outcomes	
Lesson 1:	**The stronger the collaboration, the more ownership and empowerment there is within the communities, the greater the conservation outcomes are likely to be. Facilitating effective collaboration among government agencies is key to successfully achieve outcomes. Agency collaboration is best attained with a common goal and agenda set forth at the national level early during a project.**
Context from which lesson is derived	The Evaluation found that where community stewardship activities are undertaken in isolation of local authorities and other stakeholders such as youth the effectiveness of those activities is reduced, resulting in disempowered communities. The most effective community stewardship programs were where there was strong collaboration between government management authorities to provide enforcement and other agencies, community, marginalised groups, NGOs and the private sector.
Contexts in which lesson may be useful	Even with limitations in resources, access and marginalised groups, collaboration can still work and result in improved outcomes. Building activities in at the design stage and undertaking activities early to ensure collaboration is considered through key stakeholder engagement to build ownership and support is important, particularly with respect to government partners.
Lesson 2:	**Through learning exchanges, communities can share experiences and lessons learned, and promote best practice approaches, peer-learning and establish support networks. This in turn can have a positive impact on improving key habitat and species conservation.**
Context from which lesson is derived	The Evaluation found that an effective way for communities who have established local marine managed areas (LMMAs) to build their capacity and strengthen knowledge is to be provided with the opportunity for peer to peer learning.
Contexts in which lesson may be useful	Where there are multiple communities engaged in similar activities.
Lesson 3:	**Identifying a champion within government partners to help drive ownership of outcomes in a timely manner should occur during the very early stages of a pilot project.**
Context from which lesson is derived	The Evaluation found that achieving significant outcomes for improved community stewardship which leads to improved conservation for dugongs and seagrass requires an influential champion. That champion needs to be passionate about the issues, well respected, well connected, and senior enough to drive activities and provide a compelling case that aligns the priorities of government to bring the intergovernmental stakeholders, including decision makers to the table. Those countries that had champions to this effect achieved greater success than those that did not.
Contexts in which lesson may be useful	Where there are multiple government agencies engaged in the project.

Lesson 4:	**When working with communities, once economic priorities can be addressed, such as building capacity to access markets or by being able to catch higher quality fish, conservation outcomes will follow as the community will be in a better position to consider these issues. Over the medium to long term the outcomes will be more likely to be sustainable when applying this approach.**
Context from which lesson is derived	The evaluation found that engaging communities in conversations about conservation first when there is not enough food to eat and they do not have enough income to put their children through school rarely leads to success. Rather, understanding the socio-economic situation and context within which a community lives and the priorities they have, whether economic, social or relating to security is paramount. Then, working with them to address those priorities through building capacity and confidence, rather than straight "handouts" will provide greater benefits for them and build greater trust between the community and government or NGO.
Contexts in which lesson may be useful	Where projects are trying to improve conservation outcomes through the use of incentive programs with communities.
Lesson 5:	**Working with the community leaders and engaging community members in participatory science (getting involved in data collection) drives ownership and understanding and provides an effective basis for customary law to drive conservation outcomes rather than using directives from governments.**
Context from which lesson is derived	The evaluation found that the use of customary law where present and effective provides a strong base from which to build conservation outcomes for dugongs and seagrass.
Contexts in which lesson may be useful	Where projects are trying to improve conservation outcomes through the use of incentive programs with communities.
Lesson 6:	**Having two templates for progress reporting to distinguish between research and other types of projects (community, policy, etc.) can provide a way to ensure adequate information is provided on research methodologies, approaches and findings, while not burdening those partners who are delivering other types of projects that do not require as much detail to be provided.**
Context from which lesson is derived	The Evaluation found that where research projects are being supported through GEF funding, it is important that progress reporting from project partners on research findings is at a sufficient level of detail to allow for peer review by technical experts to ensure credibility to the work undertaken.
Contexts in which lesson may be useful	Where projects involve multiple types of activities that require different levels of reporting.

Vanuatu Country Study

A. Project Identification Table

Project ID/ Reference #	**VU1**	**VU2**
Project title	Implementing the Vanuatu National Plan of Action for Dugong in Maskelynes Islands, Efate Islands and other selected areas	National Steering Committee for the GEF Dugong and Seagrass Conservation Project
Project Proponent/ National Lead Partner	Vanuatu Environmental Science Society (VESS) in cooperation with Vanuatu Fisheries Department (VDF) and Department of Environment and Conservation (DEPC)	VESS in cooperation with VDF & DEPC
Alignment with Overall Project Outcomes (PO)	Outcome 1 and 3	Outcome 4
Region/Sites	Maskelynes Islands, Efate Islands and other selected areas. 20 dugong hotspots covering 127,600 ha	National level
Project start date	July 2015	July 2015
Expected end date	Sept 2018	Sept 2018
Revised end date	n/a	n/a
GEF project grant	USD $150,791	USD $15,079
Total co-financing	USD $83,680	USD $6,320
Total project cost	USD $234,451	USD $21,399
Key Project Outputs	*OUTCOME 1* • identified 20 hotspots across Vanuatu, with six of them identified to be of high priority for conservation - covering a total area of 127,600 ha. • conducted 29 awareness raising workshops in five of the dugong hotspots. A total of 1151 people attended the workshops, including 520 females. Five of the 29 workshops were held in the local schools reaching to 396 pupils, including 220 girls.	*OUTCOME 4* • Vanuatu represented at the regional Pacific island workshop on dugong and seagrass in Munda, Solomon Islands, in March 2018, to exchange experience and work on the Dugong Action Plan, part of SPREP conservation programme for the period 2018-2022; • Vanuatu data integrated in the Dugong Action Plan, part of SPREP conservation programme for the period 2018-2022

Project ID/ Reference #	VU1	VU2
	• 279 dugong & seagrass awareness toolkits, 2587 posters and 1131 booklets distributed during events and the CMS Dugong Catch/ By Catch survey • 3 communities in dugong hotspots commenced the process to establish Community conservation areas *OUTCOME 3* • 539 CMS Dugong MoU questionnaires covering 32 islands; • Seagrass-Watch training in Vanuatu. • 19 dugong priority sites identified, mapped • 69 maps produced – all data submitted to MRF • Guidelines for tourists interacting with dugongs and Code of Conduct for tourism operators when interacting with dugongs (in English, Bislama and French). • Dugong and Seagrass Exhibition at the National Archive in Port Vila (332 people, incl. 147 male and 185 females; and 126 school children) • A dugong and seagrass art and handicraft competition in March 2018 (32 entries); ocean film festival (120 people) • 5 news articles in international and national media - est. 3,200 people reached	• 19 dugong hotspots included in the list of unique and special areas as part of the Vanuatu government's maritime spatial planning work under the Ocean Policy • Dugong hotspots and data used in the process of identifying Special and Unique marine areas in Vanuatu under the Oceans Policy with view to create a network of marine reserves in Vanuatu by 2020 under the National Ocean Policy. Draft guidelines for tourists and code of conduct for tourism operators written and to be incorporated into the Department of tourism's minimum standards for the tourism sector. • Data used in draft NBSAP (2018-2039), National Environment Policy and Implementation Plan (2016-2030); and in planning for GEF6 Project • NFC established and has continued operations since the end of the DSCP - 9 NFC meetings during the project (7 members).

B. Context

Vanuatu became a signatory to the CMS Dugong MoU in 2010. Dugongs have been protected under the Fisheries Act, which designates the whole of the Vanuatu Exclusive Economic Zone as a marine mammal sanctuary and prohibits the killing, harming and harassing of all marine mammals including dugongs. The Vanuatu Fisheries Department is responsible for the enforcement of this act.

Government departments had been involved in conservation activities for dugongs before the Dugong and Seagrass Conservation Project. However, there was no national plan for the conservation and management of dugongs and seagrass.

The government departments have been understaffed and under-resourced financially and therefore, although willing, did not have the funds or human resources to dedicate to dugong and seagrass conservation. There were no NGOs working specifically on dugong and seagrass conservation and there was no working group for addressing conservation of dugongs or seagrass ecosystems in Vanuatu prior to this project.

The general knowledge of dugongs and seagrass and the roles they play in maintaining a balanced ecosystem were not well known by local communities or by decision makers. Previous surveys of the dugong populations in Vanuatu were conducted in the 1980s. There has not been a national assessment of seagrass in Vanuatu.

Many of the areas noted in previous studies as important areas for dugongs and seagrasses have since undergone significant development resulting in increased boat traffic and tourism ventures. This has led to increased threats to dugongs and seagrass from excessive tourist interaction, boat strikes and coastal development. A change in fishing gear to monofilament nets and an increasing population leading to mounting fishing pressure has led to an increased chance of incidental by-catch of dugongs.

C. Project implementation structure, partners, stakeholders

The DSCP in Vanuatu did not work in one specific site or a protected area. The total area of seagrass, dugong and fishing areas, as identified by fishers and community members during the survey work conducted by the Project throughout Vanuatu was 839,342 ha. The CMS survey worked multiple sites including, community conservation areas. The majority of these community conservation areas are not gazetted protected areas. The results of the survey were used to identify twenty dugong conservation hotspots, covering altogether 127,600 ha.

The DSCP in Vanuatu comprised two national projects, implemented by Vanuatu Environmental Science Society (VESS) in coordination with the Dugong Focal Point – the Director of the Department of Environmental Protection and Conservation (DEPC) - and the Department of Fisheries (VDF).

Both projects started in 2015, after a series of negotiations between the DSCP Project Coordinator and the Vanuatu Government on the institution to administer the GEF funds for Vanuatu. Part of the negotiation process included a visit of the project Coordinator and the manager of the Dugong MoU Programme at the CMS Secretariat to Vanuatu.

D. Project financing

The total GEF budget for the implementation of the DSCP project on Vanuatu was $165,870 as outlined in the Project Identification Table above and the Financial Management Table below.

Financial Management Table

Project ID	Partner	GEF budget (USD)		Cash contribution (USD)		In-kind contribution (USD)	
		Allocated	Utilised	Committed	Materialised	Committed	Materialised
VU1	VESS	150,791.32	150,791.32	30,800.00	67,167.00	52,880.00	16,175.00
VU2		15,079.13	15,079.13	-	1,484.00	6,320.00	5,045.00
Total		**165,870.45**	**165,870.45**	**30,800.00**	**68,651.00**	**59,200.00**	**21,220.00**

Leverage funding was as follows:

Leverage funding

Project ID	Project name	Donor	Funding volume (USD)
VU1	Strengthening Monitoring, Community Management, and Policies for Dugong Conservation in Vanuatu	Critical Ecosystem Partnership Fund	92,550.00
VU2	Capacity building and data mobilization for conservation and decision making in the South Pacific. Project ID "BID-PA2016-0002-REG"	European Union via Global Biodiversity Information Facility	11,537.00
		Total:	**104,087.00**

E. Reconstructed Theory of Change at Evaluation

The theory of change for the projects undertaken in Vanuatu is in line with the overall TOC for the DSCP against Outcomes 1, 3 and 4 as outlined in the Table below. Reported outcomes were confirmed in interviews with project partners and through on-ground confirmation of project outcomes during field visits to north and south Efate to look at CEPF funded seagrass sites that were identified as dugong hotspots through the DSCP. Note Cyclone Oma interrupted the field trip to DSCP locations as well as interviews in country with project partners. These were all completed subsequently via SKYPE.

Linkages between Projects and Outcomes as defined by TOC and Project Logframe

Outcome as specified in the ToC	**Desired Intermediate States as specified by ToC**	**Project Name(s) contributing to Outcomes and Desired Intermediate States (as per Project Description)**
Outcome 1: Community-based stewardship of dugongs and their seagrass ecosystems at selected globally important Indo-Pacific sites enhanced	IS1. Improved conservation and management of dugongs and seagrass habitats by communities at priority sites IS2. Models and best-practices learned from target sites shared and replicated	VU 1 Implementing the Vanuatu National Plan of Action for Dugong in Maskelynes Islands, Efate Islands and other selected areas.
Outcome 2: Sustainable fisheries practices that reduce damage to dugongs and their seagrass ecosystems widely adopted through uptake of innovative incentive mechanisms and management tools	IS 3. Demonstration and testing of effective incentives. On-ground capacity development of key stakeholders IS4 Reduced detrimental impacts and loss of dugongs and seagrass habitat	

Outcome 3: Increased availability and access to critical knowledge needed for decision-making for effective conservation of dugongs and their seagrass ecosystems in Indian and Pacific Ocean basins	IS5. Tools and capacity to improve conservation and management IS6 Improved understanding of dugongs through research and management IS8 Enhanced cooperation among stakeholders through sharing and collaborative efforts	VU 1 Implementing the Vanuatu National Plan of Action for Dugong in Maskelynes Islands, Efate Islands and other selected areas.
Outcome 4: Conservation priorities and measures for dugongs and their seagrass ecosystems incorporated into relevant policy, planning and regulatory frameworks across the Indian and Pacific Ocean basins	IS7 Effective implementation of National Plans of Action	VU 1 Implementing the Vanuatu National Plan of Action for Dugong in Maskelynes Islands, Efate Islands and other selected areas. VU 2 National Steering Committee for the GEF Dugong and Seagrass Conservation Project

II. Country Study Findings

A. Strategic Relevance: Rating – Highly Satisfactory

Alignment to the UNEP Medium Term Strategy (MTS) and Programme of Work (Pow): Rating – Highly Satisfactory

All National Projects contributed collectively to the delivery of a number of strategic focus areas in the UNEP Medium-term Strategy (MTS) 2014–2017, particularly Ecosystem Management (EA1, EA2 and EA3) and Environmental Governance (EA2 and EA3) through: its focus on strengthening the science-policy interface at the national and regional levels; by assisting countries to create the institutional, legal and policy conditions necessary to mainstream dugong and seagrass conservation into their development planning; through capacity building; from the use of innovative tools (incentives) and approaches; and the sharing of knowledge, data and techniques for their management.

The National Projects contributed to the delivery of the UNEP Programme of Work for 2018/2019 primarily under: Subprogram 3 Healthy and productive ecosystems through its focus on improving the management and conservation of seagrass ecosystems towards maintaining and restoring biodiversity, and the seagrass ecosystems' long-term functioning and supply of ecosystem goods and services and therefore improving human wellbeing; Subprogram 4 Environmental governance through helping to increase the uptake of the CMS Dugong MoU and strengthening the Institutional capacities and policy and/or legal frameworks of the Project countries; and Subprogram 7 Environment under review through strengthening the capacity of governments and other stakeholders involved in the Project to access quality environmental data, analyses and participatory processes that strengthen the science-policy interface to generate evidence-based environmental assessments, identify emerging issues and foster policy action in relation to dugongs and seagrass.

Alignment to UNEP/GEF/Donor strategic priorities: Rating – Highly Satisfactory

All National Projects contributed to specific strategic programmes under the GEF V Focal Area Biodiversity Strategy and Objective 1: Improve the Sustainability of Protected Area Systems (Outcome 1.1) and Objective 2: Mainstream biodiversity conservation and sustainable use into production landscapes/seascapes and sectors (Outcomes 2.1 and 2.2). All National Projects responded directly to those identified needs and priorities. Interventions in Vanuatu also contributed to the Cross Cutting Capacity Development Strategy Objectives.

At the timing of the Project design, the Sustainable Development Goals (SDGs) had not been developed. All National Projects however clearly demonstrated their relevance to delivering the Aichi

Biodiversity Targets through seeking to improve the conservation and management of dugongs and their seagrass habitats through the baseline data collection and on ground awareness raising programs with communities in Vanuatu. Of most relevance are Targets 2 (Biodiversity values integrated), 4 (Sustainable consumption and production), 5 (Habitat loss halved or reduced), 6 (Sustainable management of marine living resources), 7 (Sustainable agriculture, aquaculture and forestry), 10 (Pressures on vulnerable ecosystems reduced), 14 (Ecosystems and essential services safeguarded) and 15 (Ecosystems restored and resilience enhanced).

The Bali Strategic Plan for Technology Support and Capacity Building (BSP) aims for more coherent, coordinated and effective delivery of capacity building and technical support at all levels nationally and by all actors, in response to country priorities and needs. All National Projects aims and objectives were relevant to and consistent with the BSP. The strong focus on capacity building at the national level sought to strengthen policy frameworks to support the implementation of relevant international environmental policies as they related to dugongs and seagrass, most notably the CMS dugong MoU Conservation Management Plan.

South - South Co-operation was achieved through the exchange of resources, technology and knowledge and sharing of lessons learned between the eight partner countries at the annual Executive Project Steering Committee meetings held.

The Project Coordination Team, in collaboration with the Vanuatu National Facilitator and Project Partners, made efforts to ensure their interventions complemented other interventions, optimized any synergies and avoided duplication of effort. This was achieved at the design stage through consultation and engagement with key stakeholders from a range of programs and organisations as well as during implementation.

The importance of women and disadvantaged group engagement in National Projects were outlined in the design (via the Prodoc) in terms of priority in job creation and capacity building from local communities and consideration of their needs and priorities in development plans. Project stakeholders in Vanuatu during interviews with Project Partners confirmed that effort was made to ensure women and youth and other disadvantaged groups were engaged in national projects through consultation and data collection, awareness and capacity building, and through research and policy work.

Relevance to regional, sub-regional and national issues and needs: Rating – Highly Satisfactory

The DSCP supported Vanuatu to deliver against their obligations relating to international MEAs (multi-lateral environmental agreements) relevant to the Project and to dugong and seagrass conservation in the region. This includes:

- CMS Dugong MoU - Vanuatu joined the CMS Dugong MOU in 2010.
- Convention on Biological Diversity (CBD) concerning coastal ecosystem services and biodiversity conservation (via supporting the conservation priorities identified in National Biodiversity Strategies and Action Plans (NBSAPs) and other relevant national plans such as Development Plans, National Plans of Action for Dugongs, Poverty Reduction Plans, fisheries and tourism plans and United Nations Development Assistance Framework (UNDAF) Plans);
- United Nations Framework for Climate Change Convention (UNFCCC) Cancun Agreement concerning climate change mitigation targets (via supporting national climate change adaptation and mitigation plans);
- Ramsar Convention on Wetlands which promote the protection of coastal ecosystems and their services by member states; and

- Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) is also relevant as it aims to ensure that international trade in specimens of wild animals and plants does not threaten their survival, and prohibits international trade of endangered species such as dugongs, which is listed in Appendix I.

On a national level, the Project established a National Steering Committee (NSC), which provided a platform for policy-related discussions and recommendations. The NSC has a legal authority to recommend policy level decisions and will continue after the life of the DSCP. Dugongs have been protected under the Fisheries Act, which designates the whole of the Vanuatu Exclusive Economic Zone as a marine mammal sanctuary and prohibits the killing, harming and harassing of all marine mammals including dugongs. The Vanuatu Fisheries Department is responsible for the enforcement of this act.

Complementarity with existing interventions: Rating – Highly Satisfactory

The Project supported Vanuatu to develop and strengthen a national policy and strategy for the protection of dugongs and seagrass, at the six priority locations and improve national and local coordination on dugong conservation and monitoring. The information gained from the activities under the DSCP provided good baseline data for the national policy and strategy, as well as information to provide a case for strengthening community conservation activities for example, through the locally managed marine areas.

National projects also contributed to the strengthened management of coastal marine resources and fisheries, and the development of local management plans and conservation agreements in the project locations. This work provided a continuation and expansion of work previously undertaken by Project Partners prior to the DSCP.

B. Quality of Enabling Activity: Rating - Satisfactory

Strengths (in no particular order)

- The projects were very relevant and aligned with the CMS Dugong MoU, in terms of rationale and philosophy to empower stakeholders and build their capacity to deliver against priorities within the CMS MoU on Dugong Conservation as it related to Vanuatu.
- Projects were very relevant for addressing key threats to dugongs and seagrass through the on-ground and policy activities in country. To that end, the national facilitating committee undertook a comprehensive analysis of the problem and context. The projects built on and addressed the needs and priorities of the national partners and local communities.
- There was good stakeholder involvement in the design and during implementation, and while there were some initial challenges with identifying a lead agency to provide the National Facilitator role, it led to strong partnership building through the process and allowed for potential sustainability to be factored into the outcomes.
- The projects' design enabled improvement of communications amongst national stakeholders including local communities which appears to be sustainable beyond the lifetime of the project.
- The projects recognise that the threats to dugongs and seagrass habitats are shared problems that bring many challenges. The national approach, through its inclusion of relevant partners, provided good opportunities to strengthen capacity and cooperation between the partners and identify and share dugong and seagrass technical expertise and improve coordination mechanisms and partner networks and linkages to other environmental initiatives. The way the projects were designed in Vanuatu enable good use of the Dugong Technical Group expertise to inform local outcomes.

Weaknesses (in no particular order)

- The project proposal documents prepared for each project did not include a Theory of Change to help understand how the project components are linked and the output and outcomes will lead to the achievement of results, especially project impacts over the longer term.
- The national facilitator and project concepts had not been developed during the design but rather were done during the Inception Phase.

C. Nature of the External Context: Rating - Favourable

Vanuatu is prone to natural disasters, particularly cyclones. While there were a number of cyclones and bad weather events during the course of the project it did not have any immediate impacts to the outputs or outcomes delivered.

D. Effectiveness: Rating – Highly Satisfactory

i. Delivery of outputs: Rating - Satisfactory

Project outputs are outlined in the Project Identification Table above. A high majority of outputs were delivered on time and were widely distributed and promoted to stakeholders within Vanuatu. Outputs under Component 4 relating to policy had commenced, but were not completed during the project lifetime due to government processes requiring a longer timeframe than the DSCP provided. The consultations with stakeholders within country as well as internationally confirmed that the work undertaken by Vanuatu project partners was of a very high quality and was widely accepted. There was strong ownership of the outputs produced as they were greatly involved in the development through the NFC. For example, the tourism guidelines relating to dugongs developed through the project have now been incorporated into the minimum standard for tourism operators across Vanuatu. The hotspot maps produced have been showcased at a number of international forums as well as have now been incorporated in Marine Spatial Planning activities in country and are being replicated for other species as a part of an EU funded program in the Pacific.

ii Achievement of direct outcomes: Rating – Highly Satisfactory

Outcome 1. Community-based stewardship of dugongs and their seagrass ecosystems at selected globally important Indo-Pacific sites enhanced

The national projects have raised the profile of dugongs and seagrass in the country at both the community and government policy level. At the community level, even though Vanuatu was already known as a dugong place and tourists came to see dugongs, there had never been community awareness raising on dugongs even in places with them – most people were interested to get basic knowledge and understanding that dugongs are protected under fisheries act. A number of communities are now actively managing their local community conservation areas to incorporate dugongs and seagrass. A number of communities are also now reporting bycatch or strandings to the VFD. During the consultation, the VFD indicated that the level of strandings seems to have reduced and that this may be linked to people having a better understanding of impacts and avoiding fishing in seagrass using gillnets/driftnets.

VFD worked with VESS and other partners to raise awareness about the impacts of gillnets/driftnets etc and remind communities of current best practice approaches relating to no night setting as a part of management arrangements within the communities. There has been an increase in the fines for dugongs and turtles if caught. Prior to the DSCP, many communities were engaged in community-based traditional management and monitoring of marine resources but had not integrated dugong and seagrass habitats. The limited consultation undertaken with communities during the TE confirmed that there was strong interest in dugongs and seagrass.

Considering risk and the size of local dugong populations and their behaviour, 20 hotspots were identified and ranked for dugong conservation. Six hotspots were identified as high priority hotspots and nine as medium priority. The VFD is using the hotpot data developed under the DSCP and overlaying this with marine managed areas to identify where there are gaps or improved management is required. The data is also now being incorporated in the marine spatial planning process for the

country. The priority sites have been recommended for further targeted community-based dugong and seagrass stewardship. The Project has already initiated some activities with the communities in the highest priority dugong hotspots.

Prior to the DSCP a DEPC policy on the registration of Community Conservation Areas (CCA) was in place, with six CCA registered. None of these were within the dugong conservation hotspots. Therefore, the protected or Tabu areas in the places where the DSCP worked were still informal and the communities had not completed their management plans. Project VU1 was not able to deliver the outcome of integrating the dugong and seagrass conservation actions in the management plans over the life of the Project. However, discussions were held with community leaders about conservation measures for dugongs and seagrass that could be included in the management plan for their conservation areas. These discussions were held with five communities in four of the high priority dugong hotspots. Some communities (Lelepa Island in Havannah Harbour, Nakere in South Santo, and Lamap in Southeast Malakula) had initiated the process of registering their CCA and, further to the discussions, committed to putting conservation measures for dugongs and seagrass into their plans. The TE consultation confirmed that the data collected by project VU1 had been used in the CCA registration application by one community (Ifira community) located within one of the hotspots.

Outcome 2. Sustainable fisheries practices that reduce damage to dugongs and their seagrass ecosystems widely adopted through uptake of innovative incentive mechanisms and management tools.

Activities were not planned for this outcome.

Outcome 3. Increased uptake (through availability and access to critical knowledge needed for decision-making for effective conservation of dugongs and their seagrass ecosystems in Indian and Pacific Ocean basins

At the start of the project there was limited information about dugongs and seagrass in Vanuatu. Some dugong catch/incidental catch surveys had been conducted across the priority-sites. The DSCP in Vanuatu collected extensive data on dugong populations. Through the CMS surveys, twenty maps of the dugong hotspots in Vanuatu were developed to show where significant populations existed as well as threats to their survival. These have been used in the Marine Spatial Planning process underway across the country and other projects to inform decision making and regulation.

Project VU1 organised Seagrass-Watch training in Port Vila in 2017 which built the capacity of Vanuatu and Solomon Island project partners to continue on seagrass monitoring beyond the end of the Project.

Outcome 4. Conservation priorities and measures for dugongs and their seagrass ecosystems incorporated into relevant policy, planning and regulatory frameworks across the Indian and Pacific Ocean basins.

The National Facilitating Committee (NFC) of Vanuatu was the main platform for discussing policy recommendations and guidelines. The prioritisation of the dugong hotpots, the integration into several policy documents and guidelines for the tourism sector were consulted at the meetings of the NFC with the relevant stakeholders and institutions.

Prior to the DSCP, Vanuatu was a signatory to the CMS Dugong MoU and had a dugong action plan under the SPREP Pacific Islands Regional Marine Species Programme. Dugongs were protected but no sectoral integration of dugong safeguards existed. The DSCP in Vanuatu integrated the survey information in key policy documents, to address policy gaps existing prior to the start of the Project. Data and maps have been used to update the National Special and Unique Marine Areas report and contributed to National Marine Spatial Planning programme under Vanuatu National Oceans Policy, the NBSAP (2018-2039), National Environment Policy and Implementation Plan (2016-2030); and in planning for GEF-6 Project.

The DSCP developed a guideline for tourists interacting with dugongs and code of conduct for tourism operators when interacting dugongs. The Department of Tourism minimum standards supported the development of the guidelines and the code of conduct and have referenced them and compel tourism

operators to adhere to them. The department is using the guidelines in the field to do awareness with communities. The inclusion in the minimum tourism standards is seen by the Department as a way to encourage improved conservation outcomes from the industry.

The NFC also drafted recommendations for a Nation Plan of Action for Dugongs and their Seagrass Habitat. The recommendations were based on the regional SPREP action plan and the global Dugong CMS action plans. These recommendations formed the basis and initiated the process of developing the National Plan of Action for Dugongs and their Seagrass habitat, which is ongoing under another project for which funding has been secured.

iii. Likelihood of Impact: Rating - Likely

The outcomes achieved by this project have a good likelihood of impact on the conservation of Dugong and Seagrass habitats in Vanuatu as was confirmed by consultations with key stakeholders. Significant achievements have been made across 3 outcome areas. While not a requirement under the DSCP, further work on economic incentives aligned directly with dugong and seagrass conservation measures (Outcome 2) would enhance the likelihood of impact into the future. A key risk is that any ongoing effort is dependent on project funding. While project funding has been secured until the end of the year to finalise the NPOA for dugongs and to continue and expand monitoring of dugong hotspots, ongoing effort will be required to secure funds to see the NPOA fully implemented.

E. Financial Management: Rating – Highly Satisfactory

1. Completeness of project financial information: Rating - Satisfactory

No major issues to report. National projects were well managed financially, as confirmed during consultation with the DSCP Program Coordinator. All reports were made available and appeared complete. The table below provides a summary of the final project funds as well as cash and in-kind funds provided for the national projects.

2. Communication between finance and project management staff: Rating – Highly Satisfactory

Communication was effective and timely between the Program Coordinator and NF as confirmed during consultation with the DSCP Program Coordinator and the NF for Vanuatu. All issues were raised and addressed in a timely manner with high quality reports provided.

F. Efficiency: Rating – Highly Satisfactory

The projects were well managed by the National Facilitator, VESS, within the timeframe agreed. There were no major issues identified during the consultation with project partners. It is important to note the cost effectiveness of the projects undertaken in Vanuatu given the number of islands and the time it takes and costly nature of travel. The DSCP projects in Vanuatu delivered very good value for money in Vanuatu given the significant outcomes achieved.

G. Monitoring and Reporting: Rating – Highly Satisfactory

1 Monitoring design and budgeting: Rating – Highly Satisfactory

The project monitoring undertaken in Vanuatu was in line with Monitoring protocols established for the DSCP. No major issues identified. The monitoring plan developed for national projects was comprehensive and used by the NFC to track progress against project targets.

2 Monitoring of project implementation: Rating – Highly Satisfactory

The monitoring system in place for national projects in Vanuatu was operational and facilitated the timely tracking of results and progress towards projects objectives throughout the project implementation period. Information was disaggregated by gender and marginalised groups. The

outcomes from the Midterm Review where favourable for Vanuatu; however, recommendations were implemented to adapt and improve project execution, achievement of outcomes and ensure sustainability. Funds for monitoring activities were built into project budgets.

3 Project reporting: Rating – Highly Satisfactory

A standard approach for project reporting was adopted by the DSCP and all national projects were required to use the templates provided. Reporting followed the UNEP standard monitoring, reporting and evaluation processes and procedures and was consistent with the GEF Monitoring and Evaluation policy. Vanuatu provided high quality reports on time to the DSCP Program Coordinator. Data was disaggregated by gender and marginalised groups and reporting was gender neutral. The reports provided to the DSCP Programme Coordinator supported the outcomes achieved from national projects in Vanuatu and this was confirmed during consultations.

H. Sustainability: Rating - Unlikely

1 Socio-political sustainability: Rating - Likely

The DSCP in Vanuatu has strengthened capacity and provided a foundation for dugong and seagrass conservation at national and community levels, which provides the basis for furthering the conservation efforts after the end of the Project. There is strong commitment from the Government of Vanuatu, as confirmed during TE consultations to continue to strengthen conservation outcomes for dugongs and seagrass. Other stakeholders also involved in the projects have indicated they are committed to taking the project forward and are now also looking at expanding it to include marine turtles as well in conservation activities with communities.

Awareness of dugong and seagrass biology, threats and conservation actions will remain beyond the end of the project and lead to better conservation in the future. The limited community consultation undertaken (informal discussions) during the evaluation indicated there is strong enthusiasm and knowledge is still being used by communities.

2 Financial sustainability: Rating - Unlikely

Additional funding has been secured by the project partners to continue their work in relation to ongoing monitoring of hotspot areas and to develop the National Plan of Action for dugongs. The National Facilitator, VESS, is also looking at other funding opportunities coming up to help implement the NPOA. It is unclear at this stage what the full funding amount required to implement the NPOA is until it is completed. An exit strategy has not been developed at this stage; however, given the small size of the country and the limited budgets of national government departments, there is likely to be a need for VESS to remain involved.

3 Institutional sustainability: Rating - Moderately Unlikely

Information gathered on the distribution and threats to dugongs has already been integrated in key policy. A strong baseline is now in place from which to build future monitoring and guide future conservation effort as well as support the integration in community conservation area management plans and with the national marine spatial planning processes underway.

Recommendations for activities to include in the National Plan of Action for Dugongs and their Seagrass habitat have been drawn up and will be used to create the action plan in the next year. The plan will guide the conservation of Dugong in Vanuatu until 2025.

The Department of Tourism minimum standards will reference the code of conduct for tourism operators interacting with dugongs and compel tourism operators to adhere to them. Activities to ensure people, particularly those in the tourism industry, are aware of the guidelines will be continued by VESS, DEPC, VFD and DoT beyond the cessation of this project. The guidelines are available online and can be used by other nations to develop their own plans.

As discussed above, an exit strategy is yet to be developed.

III. Conclusions and Recommendations

The DSCP in Vanuatu had the smallest country budget and consequently did not attempt to cover all the Outcome areas or components (notably Outcome 2 in relation to economic incentives). However, the work of the Project Partners in Vanuatu was of a very high standard and made the Project a real success. The projects delivered in country provided very good value for money in terms of the outcomes achieved.

The Project Partners achieved their major commitments to a high degree through:

- filling knowledge gaps about the distribution of dugongs and seagrasses in Vanuatu and the threats they face; by increasing awareness about dugongs and seagrass and their conservation; and by commencing a process to develop a National Plan of Action for Dugongs and their Seagrass Habitat in Vanuatu; and
- by creating a national platform that brought a wide range of stakeholders at a national level to coordinate on national projects implementation, share experience and work on removing policy barriers/ improving policies to enhance the conservation of dugongs and seagrass ecosystems.

Gender and marginalised groups were considered across all facets of projects implemented and reported accordingly using the standard template.

How sustainable the national project outcomes and efforts are for continuing the work at the hotspot locations, to scale up and rollout outcomes and keep data up to date to drive regulatory reform will be affected by the ability of NGO and institutional partners to access donor opportunities for ongoing community, research and regulatory reform activities. They will also be affected by whether countries generate sufficient political will and support through the use of champions to drive budget allocations to fund the implementation of NPOAs and other regulatory mechanisms.

The overall rating for the Vanuatu projects is Satisfactory with likelihood of impact, likely, but sustainability unlikely. A summary of the evaluation criteria, assessment and ratings is provided below:

Criterion	Summary Assessment	Rating
Strategic relevance		Highly Satisfactory
1. Alignment to MTS and POW	Strong alignment with MTS and POW	Highly Satisfactory
2. Alignment to UNEP /Donor/GEF strategic priorities	Strong alignment with strategic priorities	Highly Satisfactory
3. Relevance to regional, sub-regional and national environmental priorities	Highly relevant to regional, sub regional and national priorities across the Pacific and Indian Oceans	Highly Satisfactory
4. Complementarity with existing interventions	The project demonstrated strong complementarity with many important interventions.	Highly Satisfactory
Quality of Project Design	Strong project design for national projects	Satisfactory
Nature of the external context	Project moved forward successfully, but some aspects of politics, civil unrest and changes in government in some countries influenced movement forward at various times	Favourable

Criterion	Summary Assessment	Rating
Effectiveness		Highly Satisfactory
i. Delivery of outputs	Project Partners within Vanuatu delivered high quality outputs.	Satisfactory
ii. Achievement of direct outcomes	Strong evidence that there has been high level of achievement of outcomes.	Highly Satisfactory
iii. Likelihood of impact	The achieved direct outcomes include the most important to attain intermediate states; assumptions for the change to intermediate states hold; drivers to support transition to intermediate states are in place.	Likely
Financial Management		Highly Satisfactory
1.Completeness of project financial information	All aspects of financial management made available and appear complete.	Satisfactory
2.Communication between finance and project management staff	Good and effective communication between finance and project management staff in country and with the DSCP programme coordinator.	Highly Satisfactory
Efficiency	The Project had no revisions against original results.	Highly Satisfactory
Monitoring and Reporting		Highly Satisfactory
i. Monitoring design and budgeting	Monitoring design and budgeting are effective. Comprehensive monitoring plan for national projects.	Highly Satisfactory
ii. Monitoring of project implementation	Good evidence of detailed monitoring of project implementation and sharing, extensive data shared with evaluators; also aggregated data by gender conducted.	Highly Satisfactory
iii. Project reporting	Substantial documentation of project progress and good communication.	Highly Satisfactory
Sustainability		Moderately Unlikely
i. Socio-political sustainability	Strong interest and commitment and some level of ownership from government departments to take project achievements forward. Strong ownership and commitment from NGO Project Partner. Improving the enforcement of fisheries regulations is critical.	Likely
ii. Financial sustainability	Vanuatu project partners are dependent on external funding to support ongoing activities. Sustainability is dependent on the ability of NGO and institutional partners to access donor opportunities and by whether there is sufficient political will and support to drive budget allocations to fund the implementation of the NPOA and	Unlikely

Criterion	Summary Assessment	Rating
	other regulatory mechanisms.	
iii. Institutional sustainability	Information gathered on the distribution and threats to dugongs has already been integrated in key policy. A strong baseline is in place from which to build future monitoring and guide future conservation effort. An exit strategy is yet to be developed.	Moderately Unlikely
Factors Affecting Performance		
i. Preparation and readiness	Delays at inception to identify suitable project partners. Good engagement with stakeholder groups by the project team; however, some challenges with some project partner capacity.	Moderately Satisfactory
ii. Quality of project management and supervision	Highly effective project management performance of the National Facilitator.	Highly Satisfactory
iii. Stakeholders participation and cooperation	Good quality and effective communication and consultation with stakeholders throughout the project life. Strong support given to maximise collaboration and coherence between various stakeholders. Gender groups considered.	Satisfactory
iv. Responsiveness to human rights and gender equity	Gender reflected in the context, implementation, logframe and the budget. National projects adhere to UNEP's Policy and Strategy for Gender Equality and the Environment.	Satisfactory
v. Country ownership and driven-ness	Good level of ownership generated by the national projects over outputs and outcomes.	Moderately Satisfactory
vi. Communication and public awareness	Communication/public awareness efforts largely effective in driving change towards results beyond outputs. Substantial experience sharing between project partners and other interested groups / stakeholders.	Satisfactory
Overall project rating		**Satisfactory**

1. Lessons Learned

Lesson 1: Participatory engagement of community is very important and the key to drive on ground conservation outcomes. Communication with communities is critical to build ownership for local conservation outcomes. To that end, ensuring awareness materials are provided in local language is useful.

Context - It was important to ensure there was free and prior informed consent and that communities knew what was happening in advance of consultations taking place. This provided for more effective consultation and information sharing from communities.

Lesson 2 - Collaboration between stakeholders, particularly in a small island developing state where capacity is limited is critical to driving policy and on ground outcomes in a timely manner. Having everyone together in a room is very useful.

Context - Through the National Facilitating Committee, government, community and NGO stakeholders were brought together and encouraged to coordinate activities. For dugongs and turtles and other threatened species this provided an effective platform to address gaps and issues and drive outcomes by leveraging existing networks and effort.

2. Recommendations

The following are recommendations for next steps within Vanuatu to continue efforts, as provided by the Partners:

- Ground-truthing of the information gathered in the questionnaire survey with scientific surveys of seagrass and dugongs in the identified hotspot areas is required;
- Awareness activities should be extended to all 20 hotspot areas;
- Exploration of the possibility of partnerships with tourism operators for funding dugong conservation is required;

Ongoing collaboration with international experts is required in order to build further capacities, particularly for young scientists.

Annex

1. Evaluation Itinerary

- Meetings with Government people (Dept of Environment, Tourism, Fisheries) Wednesday 13 February in Port Vila
- Interviews with VESS team Saturday 16 February.
- Field visit to north and south Efate to look at seagrass sites Wed 20 – Thur 21 March

Note while this was the itinerary, Cyclone Oma interrupted the field visits and no DSCP project sites were inspected or consultation with communities undertaken other than short informal conversations with a few people. Consultation with project partners was subsequently undertaken over Skype, as outlined in Annex 3)

2. List of documents consulted

- Final Report, Chapter VIII: Project results in Vanuatu and other project documents as listed in Annex III.

Madagascar Country Study

A. Project Identification Table

Project ID/ Reference #	MG1	MG2	MG3	MG4	MG5	MG6
Project title	Building a model for innovative long-term community-based conservation of seagrass-dependent biodiversity in Madagascar	Fisher knowledge, awareness and behaviour change for the conservation of dugongs and seagrass using the Mihari network of Locally Managed Marine Areas in Madagascar	Using incentivized Environmental Stewardship to conserve dugongs and seagrass habitat at an identified national hotspot	Integrated approaches to enhance the conservation dugongs and seagrass ecosystems in Sahamalaza areas	National Steering Committee for the GEF Dugong and Seagrass Conservation Project	Dugong and seagrass conservation in North West Madagascar
Project Proponent/ National Lead Partner	Blue Ventures (BV)	Mihari Network (administered by Blue Ventures)	Conservation Centrée sur la Communauté (C3)	COSAP Sahamalaza	Ministry of Environment, Ecology and Forests of Madagascar, Directorate General of Environment (MEEF-DGE)	Wildlife Conservation Society (WCS)
Alignment with Overall Project Outcomes (PO)	1 & 3	1,3 & 4	1,2 & 3	1,2 & 3	4	1 & 3
Region/Sites	Barren Isles	Ankazomborona, Ampasindava, Nosy Faly, Anjajavy and Analalava	Nosy Hara Marine Park	Sahamalaza Biosphere reserve	National	Ankivonji and Ankarea MPAs
Project start date	01/08/15	01/08/15	01/09/15	01/07/15	20/11/2017	20/11/15
Expected end date	30/12/18	30/09/18	30/12/18	30/09/18	30/09/18	30/09/18
Revised end date	n/a	n/a	n/a	n/a	n/a	n/a
GEF project grant (in USD)	$152,557.13	$88,991.66	$94,076.90	$129,673.56	$100,000	$216,403.56
Total co-financing (in USD)	$237,000	$75,000	$305,923	$79,500	$1,326,727	$58,959

Project ID/ Reference #	MG1	MG2	MG3	MG4	MG5	MG6
Total project cost (in USD)	$389,557.13	$163,991.66	$209,173,56	$209,173.56	$1,426,727	$275,362.56
Key Project Outputs	*Outcome 1* • Barren Island LMMA: 42 focus groups in 13 villages on priority management measures; 26 association leaders from 13 villages and 5 authorities trained in seagrass species; 34 household visits to discuss sea turtles • 13 validation meetings for the management measures • 7 temporary reserves and 2 permanent reserves • Monitoring Control and Surveillance system established, and capacity built; operational; 47	*Outcome 1* • MIHARI presentations and participation in national events; 12 information sessions at 4 priority sites to train communities on threats to dugongs and seagrass; participatory mapping - 298 people reached • visits to 10 sites and consultations with 140 community members to collect baseline info about dugongs and seagrass • 5 priority sites (seagrass hotspots; dugong sightings; level of perceived threats to dugongs; community desire to work on the project; NGO presence to support the	*Outcome 1* • Nosy Hara MPA: 18 distinct awareness-raising events to explain the importance of the dugong and seagrass; • Junior Eco-guard network endorsed for national roll-out under a MoU with the Ministry of Education; • 1000 members across the north • Dugong and seagrass conservation included as an integral part of the curriculum materials • Consultations in target communities (being the poorest and most marginalised in the Park, which were also adjacent to dugong hotspots) on livelihoods; 36 meetings held • 3 regional management structures created, covering all 20 villages;	*Outcome 1* • Sahamalaza MPA: 8 schools followed the education programme on dugongs and seagrass • 778 local participants including representatives of the local Administrative Authorities (Mayor, Chief of Fokontany), Traditional Authorities, the elders and local communities attended the meetings planned in 16 villages • 16 sites for community-based stewardship • 16 community groups of which 2 existing and 14 new community	*Outcome 4* • Policy gaps analysed - 2 DPSIR analyses; analysis of the regulatory framework • results from the policy gap analysis presented and validated at a coordination meeting organised by MFEE – DGE. Twenty-three people participated in the meeting • Stakeholders' consultation on the development of the national strategy including a legal framework on the conservation of dugongs and their	*Outcome 1* • National workshop, Antananrivo, 2018; Regional workshop in Ambanja;1300 people reached in Ankarea; 7000 people reached in Ankivonji • Community consultations with ~30 community members in Ankarea and 40 community members in Ankivonji; Data from acoustic monitoring and community surveys, awareness raising events and two rounds of community consultations on seagrass and dugong importance • 5 key areas identified as important seagrass habitat • 40 Community Control and

Project ID/ Reference #	MG1	MG2	MG3	MG4	MG5	MG6
	members across 13 sites; 2 agreements with Regional Office of Environment and one with COSAP in Antananarivo for joint activities with the MCS members • Awareness raising sessions at 13 sites (villages), 98 people attended; A series of 10 focus groups with 34 people at 3 sites • all 51 members of LMMA management committee, the Vezo Miray Nosy Barren trained in community based management • Seagrass mapping and assessment training to 48 community members (Seagrass Watch); 2 manuals,	community) - more than 16,105 ha of which 4,117.60 ha of seagrass • 2 new LMMAs and *dina* management committees established (2 sites) and 3 existing strengthened; 5 *dina* include fishing gear and practices restrictions; dugong bans introduced • MIHARI forums (2015, 2016, 2017& 2018 - 250 people); Dugong Festival I and II (300 people); 2 radio broadcasts in Ambanja; Seagrass comic; Flyers and brochures; maps of dugong and seagrass priority sites; posters; films on exclusive fishing zones - 1000 brochures and 300 booklets distributed	A monitoring system established to report on fisheries infractions • two films about NHMP and dugongs; Lala the Dugong (children's story book); Dugong postcard; Project banner; Tshirt; C3 EJG logo; dugong costume >95% awareness about dugong and marine conservation issues across all park communities • Junior Ecoguards in regional and national events - 20,000+ people, directly impacted in the park, a further 25,000+ via the national newspaper press releases. 8,000+ via C3's Facebook and Twitter feeds. • 8 teachers received 3-day training in delivery of classroom and field-based environmental education; 50% were women	conservation groups (CCG) established; CCG members of COSAP combined dugong monitoring with the protected area patrolling- each month 320 Person/Day of surveillance done • 16 Local conventions established - A total of 138 persons. 20% of CCGs members were women were members • Dugong Festival 1, 2016, +1,000 people; outreach materials e.g. T-shirt, traditional piece of textile, banners, poster and wooden-crafted dugong - 1,500 people • Interview surveys in 15 fishing villages with 117 people • 12 members of COSAP Sahamalaza Miaro dugongs	habitat. Fifty people participated in the consultation workshop, including Project Partners in Madagascar and all (30) Ministries of the Malagasy Government. • A national policy and strategy for the protection of dugongs and seagrass, including a draft decree for the protection of dugongs and seagrass habitats developed. A series of pre-validation and validation discussions of the policy document and the draft Decree took place	Surveillance (CCS) agents (established prior to DSCP) functioning - 0 dugong mortality • 2 posters on results of socio-economic surveys; posters communicating dugong and seagrass threats and conservation measures, a poster of MPA regulations for Ankarea MPA and Ankivonjy MPA including conservation of Dugong and seagrass, a booklet summarizing the key findings of all project partners and presented at regional and national project feedback workshops. • Seagrass data collected; community interview surveys in 25 villages between Mahajanga and

Project ID/ Reference #	MG1	MG2	MG3	MG4	MG5	MG6
	reporting sheets and calendar produced for the MCS members • 5 sites mapped in 3 phases (scoping, phase 2 and in-depth Seagrass Watch mapping) - 591 ha of seagrass • a database and maps of seagrasses developed for 5 sites • A management plan for Barren Isles LMMA developed and integrating seagrass and Dugong data and restriction *Outcome 3* • Seagrass Watch used at 5 sites • Analysis of integrated social survey - 292 fishers interviewed	• participatory mapping at 4 out of 5 priority sites - seagrass maps (location • Maps of seagrass across 4 sites *Outcome 3* • Cultural Scoping study • ~ 2000 people reached through awareness raising activities at 12 sites and 8 large events *Outcome 4* • 3 motions in 2017 on major concerns of LMMA leaders including: exclusive access rights for small-scale fishers; "dina" to govern natural resource management and formal adoption of MIHARI members charter • Formal pledge (2018) to the Minister of Fishers to support	• 40 new Conservation ambassadors across 14 sites in the park • seagrasses mapped *Outcome 2* • a feasibility study, incorporating assessment of capacity, infrastructure, taboos, markets and other factors to consider for the long-term success of different livelihood options • farming and tourism; business plan for 2 livelihood enterprises • Local women trained in batik and handicraft production (6 women); Capacity built for running a community restaurant; Construction of a well to improve water quality; Exchange visit of local women to Nosy Be and Diego; Purchase of equipment (sewing machines) • 9 villages received regular visits by a	received basic training on dugong and seagrass • Seagrass maps; Report on the status of dugong and seagrass in Sahamalaza Biosphere Reserve available; Status of seagrass using IUCN/red list criteria • seagrasses mapped • Updated management plan incl. the data collected during the project; elaboration of a local conservation plan of dugong and seagrass *Outcome 2* • Apiculture and a social project piloted; 16 Community meetings with the representatives of the local Administrative Authorities (Mayor,	• National Facilitating Committee in Madagascar established in 2016 with five meetings held during the life of the Project.	Antsiranana, 13 in the northern study area and 12 in the southern study area, to assess community knowledge of dugongs and seagrass, and to identify practices that affect dugong and seagrass conservation • seagrasses mapped • Integration of seagrass protection in the dina of two MPAs. In Ankarea MPA (135,556 ha and associated with approximately 1,300 people), communities added a new article in the dina for infractions on net bans in Andratsatsa and in Ankarana seagrass habitats will be subject to a fine of 50 000 Ariary. In Ankivonjy MPA (139,405 ha and

Project ID/ Reference #	MG1	MG2	MG3	MG4	MG5	MG6
	• Seagrass database and two maps developed; Data on habitat use by local communities in 13 sites; integrated social survey data (2014) collated and analysed - 292 fishers	the drafting of 2 decrees: (1) implementation of an exclusive fishing zone (EFZ); and (2) creation of a steering committee to drive the EFZ process forward - to provide validation to locally-led management and strengthen nature resource management via dina •	doctor and midwife on a rotational basis. 332 patients; 2 schools received a library and furniture such as desks, chairs and storage facilities *Outcome 3* • Incidental sighting reports and the CMS short version questionnaire used across 20 sites • All sightings and infractions collected in a database • 2 films: A film about the environmental stewardship approach of C3 in NHMAP (Malagasy and English); UNEP media report covered C3 sites	Chief of Fokontany), Traditional Authorities, the elders and local communities to get information on the existing incentives and interests; Drinking water - 3 sites benefiting 255 households; new school - 10 sites, 225 school children; 85 parents • the incentive project in 7 of the 20 villages, benefiting 1220 people; Apiculture (3 sites; 105 people; estimated income of USD 1600/ year); • Training for 157 people in apiculture (27% women) • 4 villages benefited from better access to drinking water, 255 households		associated with approximately 7,000 people), communities updated the dina by forbidding the use of beach seine nets and other fishing gears that damage dugong habitat in areas of seagrass such as adjacent to Sirony, in the vicinity of Andrivabory and adjacent to Ampasimena; infractions will be punished with a fine of 50 000 Ariary *Outcome 3* • Seagrass Mapping using satellite images and ground-truthing; Passive acoustic monitoring surveys along the northwest coast to monitor identified key dugong habitat (6 records deployed); CMS Dugong questionnaire across

Project ID/ Reference #	MG1	MG2	MG3	MG4	MG5	MG6
				• New school premises built, benefitting 225 school children *Outcome 3* • Protocols of dugong and seagrass monitoring developed; 117 interviews across 20 fishing villages using CMS standardized Dugong catch/by-catch survey (35 women and 82 men) • 11 observations of dugongs reported; • Mapping of existing seagrass habitat (6,465 ha) • Assessment of the status of dugong and seagrass habitat in the Sahamalaza Marine Park • Database on dugong developed and made available		25 villages (5% of the population of each village - 232 interviews) • Technical report on survey results • 21 Geo-PDF maps produced - 7 maps for the northern study area and 14 maps for the southern study area

B. Context

Northwest Madagascar is considered to be one of the last refuges for dugong in Madagascar, and in the southern Western Indian Ocean. Several sites within this region have been identified as potentially important areas for dugongs based upon historic and anecdotal information, and aerial surveys. They included the Barren Isles Locally Managed Marine Area, Nosy Hara Marine Park, Sahamalaza Biosphere Reserve, Ankarea and Ankivonji Marine Protected Areas. These remaining assumed hotspots feature difficult social and economic issues. Local communities in these areas are poor and heavily reliant on the marine resources for their livelihoods. In general, the lack of baseline data and information on current population status of dugongs has limited the ability to effectively manage and mitigate against the ever-increasing number of threats. Key threats include unsustainable fishing practices, a growing tourism industry, mangrove deforestation, oil exploration and planned extraction, and climate change. Effective conservation of dugongs and seagrass in Madagascar has been hindered by a lack of detailed knowledge on critical dugong habitats and population distribution, as well as a lack of conservation measures tailored to respond to the threats acting on dugongs and seagrass habitats.

Conservation efforts in these hotspot areas had already been initiated by non-government organisations when the DSCP Project started. They mostly related to ensuring the sustainable management of the marine resources with local NGOs working closely with the communities, engaging them in the management and monitoring of the biodiversity hotspots. A community level agreement, called “dina”, that rules and controls community behaviour including natural resource management is the legal vehicle involving communities in marine resource management and monitoring. However, in most cases, the conservation efforts and local regulations did not target dugongs or seagrass.

In 2009, Conservation Centrée sur la Communauté (C3) conducted a series of community interview surveys in northwest Madagascar to collect preliminary information about the abundance and distribution of dugong in that area. The results of these interviews suggested that dugong populations had significantly reduced over the past 30 years, attributed directly to unsustainable fishing practices and incidental by-catch in artisanal fisheries, as well as indirect threats from the growing tourism industry, oil and gas exploration, mangrove deforestation, seagrass loss, and climate change. These results provided an important baseline to direct further conservation and awareness raising initiatives across the area, but were restricted to a small region in the most north-western corner.

Madagascar ratified the Bonn Convention on Migratory Species in 2006 and signed the Memorandum of Understanding on the Conservation and Management of Dugongs (*Dugong dugon*) and their Habitats throughout their Range in 2007. While the general environmental legal framework of Madagascar stipulates provisions favourable to the protection of the marine environment and marine resources, specific legal text for the protection of seagrasses and dugongs does not exist at the national level (with the exception being a ministerial decree issued by the Ministry of Fisheries and Fishery Resources prohibiting the use of beach seines).

C. Project implementation structure, partners, stakeholders

The DSCP in Madagascar worked with 91 villages across 10 areas in north and north-west Madagascar that were Locally Managed Marine Areas, Marine Protected Areas or Reserves totalling 2,458.212 ha. The total area of seagrass, dugong and fishing areas, as identified by fishers and community members during the survey work conducted by the Project throughout Madagascar was over 2,000,000 ha. The results of the survey were used to identify dugong conservation hotspots.

The DSCP in Madagascar comprised six national projects, implemented by Blue Ventures (BV), Conservation Centrée sur la Communauté (C3), COSAP Sahamalaza, Wildlife Conservation Society (WCS) and Ministry of Environment, Ecology and Forests of Madagascar, Directorate General of Environment (MEEF- DGE) as outlined in the Project Identification Table above. All projects started in

2015, except for MG5. The Secretary of the State at the Ministry of the Halieutic resources and the Fishery in charge of the Sea (SeMer) was the lead for MG5 initially as identified during the design phase. A proposal for project MG5 had already been developed in 2016, but the project could not be put into effect. National administrative procedures in SeMer prevented the disbursement of GEF funds. Although the SeMer ensured the presence of their representatives at the Inception Workshop (2015) and the Executive Steering Committee meetings (2016 and 2017), and conducted several national meetings, the administrative obstacles persisted, preventing the progress of MG5. This led to the withdrawal of SeMer in October 2017. With strong support from the UNEP Task Manager and Madagascar GEF Operational Focal Point a new implementing partner for project MG5 was quickly identified. The Directorate General for Environment at the Ministry of Environment, Ecology and Forests (MEEF-DGE, took over the management of project MG5, with a funding agreement signed in November 2017 and the project was successfully completed. Given the delayed start of MG5, the budget for the project was reduced from USD 152,557.13 to USD 100,000 as some funds had been spent.

D. Project financing

The total budget for the implementation of the DSCP project in Madagascar was $3,001,689 as outlined in the Project Identification Table above. Cumulatively, the Project Partners in Madagascar delivered USD 832,153 in cash co-financing and USD 439,671 in kind contribution.

Financial Management table

Project ID	Partner	GEF budget (USD)		Cash contribution (USD)		In-kind contribution (USD)	
		Allocated	Utilised	Committed	Materialised	Committed	Materialised
MG1	BV	152,557.13	152,557.13	73,000.00	175,982.00	164,000	173,353.00
MG2	Mihari/ BV	88,991.66	88,991.66	$48,000.00	$83,748.89	27,000.00	45,329.06
MG3	C3	94,076.90	94,076.90	210,000.00	347,905.00	95,000.00	129,922.00
MG4	COSAP Sahamalaza	129,673.56	129,673.56	11,050.00	57,80870	85,500.00	5,096.90
MG5	MEEF-DGE	100,000.00	100,000.00	100,000.00	100,000.00	85,970.00	85,970.00
MG6	WCS	240,250.56	237,071.14	64,202.00	66,708.54	-	-
	PCT	28,710.06	27,911.81				
Total		**834,259.94**	**824,792.17**	**506,252.00**	**832,153.13**	**457,470.00**	**439,670.96**

Leverage funding totalling US$1,179,175.74, was obtained as follows:

Leverage funding

Project ID	Project name	Donor	Funding volume (USD)
MG1	Securing definitive protection and co-management throughout the Barren Isles archipelago	Darwin Initiative, DEFRA	266,771.22
MG1	Strengthening Community Management of the Indian Ocean's Largest Locally Managed Marine Area, the Barren Isles	Critical Ecosystem Partnership Fund (CEPF)	67,727.40
MG2	Support of MIHARI, Madagascar's locally managed marine areas network	MacArthur Foundation	280,000
MG2	Strengthening the MIHARI Network to Support Community Management of Marine and Coastal Resources in Madagascar	Critical Ecosystem Partnership Fund	92,060.94
MG2	Establishing protected marine areas with local communities.	Turing Foundation	120,531.18
MG2	Building capacity in the MIHARI network	KFW	112,500

Project ID	Project name	Donor	Funding volume (USD)
MG3	Expanding the Junior Ecoguard network (2016-2018)	Tusk Trust	55,482
MG3	Rapid assessment of endangered marine flagship species in 3 KBAs (2017-2019)	CEPF	72,501
MG3	Strengthening community conservation in Rigny Bay Complex (2018-2019)	CEPF	17,892
MG3	Regeneration of mangrove forests in far north Madagascar (2017-2018)	Fondation Tany Meva	16,000
MG3	Developing ecotourism infrastructure at Ampasindava (2018)	GIZ	5,000
MG3	Developing community ecotourism projects in Nosy Hara Marine Park (2015-2016)	Finistere	6,000
MG6	Biodiversity, Development and Local Governance for the New Protected Area	AFD	7,490
MG6	Building Community Capacity and Governance Frameworks for local fisheries management in Western Madagascar	The John D. and Catherine Mac Arthur Foundation	1,665
MG6	Reducing Vulnerability of Coastal Communities in Northwestern Madagascar through the Creation of Marine Protected Areas	Prince Albert II of Monaco Foundation	11,355
MG6	Advancing Co-Management of Small-Scale in East Africa	WIOMSA MASMA	1,926
MG6	Sustainable conservation and stewardship of Madagascar's globally and locally important resources	The Leona M. and Harry B. Helmsley	6,065
MG6	Protecting Marine Mammals and Expanding Effective Marine Protected Areas	Anonymous Donor	865
MG6	Building Capacity and Promoting Sustainable Fisheries Co-management in three high Biodiversity Seascapes in Madagascar	The John D. and Catherine Mac Arthur Foundation	26,806
MG6	Resilient Coral Conservation in Madagascar	Tiffany	830
MG6		WCS Fund	9,708
	Total		**$1,179,175.74**

E. Reconstructed Theory of Change at Evaluation

This theory of change for the activities undertaken in Madagascar is in line with the overall TOC for the DSCP against Outcomes 1, 2, 3 and 4 as outlined in the Table below. Reported outcomes were confirmed in questionnaire responses from project partners for MG1 and MG2 and through on-ground confirmation of project outcomes during visits to project sites for MG3 and MG4.

Linkages between Projects and Outcomes as defined by TOC and Project Logframe

Outcome as specified in the ToC	**Desired Intermediate States as specified by ToC**
Outcome 1: Community-based stewardship of dugongs and their seagrass ecosystems at selected globally important Indo-Pacific sites enhanced	IS1. Improved conservation and management of dugongs and seagrass habitats by communities at priority sites IS2. Models and best-practices learned from target sites shared and replicated
Outcome 2: Sustainable fisheries practices that reduce damage to dugongs and their seagrass ecosystems widely adopted through uptake of innovative incentive mechanisms and management tools	IS 3. Demonstration and testing of effective incentives. On-ground capacity development of key stakeholders IS4 Reduced detrimental impacts and loss of dugongs and seagrass habitat
Outcome 3: Increased availability and access to critical knowledge needed for decision-making for effective conservation of dugongs and their seagrass ecosystems in Indian and Pacific Ocean basins	IS5. Tools and capacity to improve conservation and management IS6 Improved understanding of dugongs through research and management IS8 Enhanced cooperation among stakeholders through sharing and collaborative efforts
Outcome 4: Conservation priorities and measures for dugongs and their seagrass ecosystems incorporated into relevant policy, planning and regulatory frameworks across the Indian and Pacific Ocean basins	IS7 Effective implementation of National Plans of Action

II. Country Study Findings

I. Strategic Relevance: Rating – Highly Satisfactory

Alignment to the UNEP Medium Term Strategy (MTS) and Programme of Work (Pow): Rating – Highly Satisfactory

All National Projects contributed collectively to the delivery of a number of strategic focus areas in the UNEP Medium-term Strategy (MTS) 2014–2017, particularly Ecosystem Management (EA1, EA2 and EA3) and Environmental Governance (EA2 and EA3) through: its focus on strengthening the science-policy interface at the national and regional levels; by assisting countries to create the institutional, legal and policy conditions necessary to mainstream dugong and seagrass conservation into their development planning; through capacity building; from the use of innovative tools (incentives) and approaches; and the sharing of knowledge, data and techniques for their management.

The National Projects contributed to the delivery of the UNEP Programme of Work for 2018/2019 primarily under: Subprogram 3 Healthy and productive ecosystems through its focus on improving the management and conservation of seagrass ecosystems towards maintaining and restoring biodiversity, and the seagrass ecosystems' long-term functioning and supply of ecosystem goods and services and therefore improving human wellbeing; Subprogram 4 Environmental governance through helping to increase the uptake of the CMS Dugong MoU and strengthening the Institutional capacities and policy and/or legal frameworks of the Project countries; and Subprogram 7 Environment under review through strengthening the capacity of governments and other stakeholders involved in the Project to access quality environmental data, analyses and participatory processes that strengthen the science-policy interface to generate evidence-based environmental assessments, identify emerging issues and foster policy action in relation to dugongs and seagrass.

Alignment to UNEP/GEF/Donor strategic priorities: Rating – Highly Satisfactory

All National Projects contributed to specific strategic programmes under the GEF V Focal Area Biodiversity Strategy and Objective 1: Improve the Sustainability of Protected Area Systems (Outcome 1.1) and Objective 2: Mainstream biodiversity conservation and sustainable use into production landscapes/seascapes and sectors (Outcomes 2.1 and 2.2). All National Projects responded directly to those identified needs and priorities. Interventions in Madagascar also contributed to the Cross-Cutting Capacity Development Strategy Objectives.

At the timing of the Project design, the Sustainable Development Goals (SDGs) had not been developed. All National Projects however clearly demonstrated their relevance to delivering the Aichi Biodiversity Targets through seeking to improve the conservation and management of dugongs and their seagrass habitats through the baseline data collection and onground activities and incentives programs with communities in Madagascar. Of most relevance are Targets 2 (Biodiversity values integrated), 4 (Sustainable consumption and production), 5 (Habitat loss halved or reduced), 6 (Sustainable management of marine living resources), 7 (Sustainable agriculture, aquaculture and forestry), 10 (Pressures on vulnerable ecosystems reduced), 14 (Ecosystems and essential services safeguarded) and 15 (Ecosystems restored and resilience enhanced).

The Bali Strategic Plan for Technology Support and Capacity Building (BSP) aims for more coherent, coordinated and effective delivery of capacity building and technical support at all levels nationally and by all actors, in response to country priorities and needs. All National Projects' aims and objectives were relevant to and consistent with the BSP. The strong focus on capacity building at the national level seeks to encourage those who were not members of the CMS Dugong MoU to do so and with respect, strengthen policy frameworks to support the implementation of relevant international environmental policies as they related to dugongs and seagrass, most notably the CMS dugong MoU Conservation Management Plan.

South - South Co-operation was achieved through the exchange of resources, technology and knowledge and sharing of lessons learned between the eight partner countries at the annual Executive Project Steering Committee meetings held.

The Project Coordination Team, in collaboration with the Madagascar National Facilitator and Project Partners, made efforts to ensure their interventions complemented other interventions, optimized any

synergies and avoided duplication of effort. This was achieved at the design stage through consultation and engagement with key stakeholders from a range of programs and organisations as well as during implementation.

The importance of women and disadvantaged group engagement in National Projects were outlined in the design (via the Prodoc) both in terms of priority in job creation and capacity building from local communities and consideration of their needs and priorities in development plans. Project stakeholders in Madagascar confirmed that effort was made to ensure women and youth and other disadvantaged groups were engaged in national projects through consultation and data collection, awareness and capacity building, incentives programs and through research and policy work.

The leveraged funding obtained by Project Partners in Madagascar as a result of the DSCP provides strong evidence for the alignment of the national projects with donor priorities.

Relevance to regional, sub-regional and national issues and needs: Rating – Highly Satisfactory

The DSCP supported Madagascar to deliver against their obligations relating to international MEAs (multi-lateral environmental agreements) relevant to the Project and to dugong and seagrass conservation in the region. This includes:

- Madagascar is a signatory to the CMS and the MoU on the Conservation of Dugongs (signed in 2007).
- the Convention on Biological Diversity (CBD) concerning coastal ecosystem services and biodiversity conservation (via supporting the conservation priorities identified in National Biodiversity Strategies and Action Plans (NBSAPs) and other relevant national plans such as Development Plans, National Plans of Action for Dugongs, Poverty Reduction Plans, fisheries and tourism plans and United Nations Development Assistance Framework (UNDAF) Plans);
- the United Nations Framework for Climate Change Convention (UNFCCC) Cancun Agreement concerning climate change mitigation targets (via supporting national climate change adaptation and mitigation plans);
- the UN Convention to Combat Desertification (UNCCD) and the Ramsar Convention on Wetlands which promote the protection of coastal ecosystems and their services by member states; and
- the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) is also relevant as it aims to ensure that international trade in specimens of wild animals and plants does not threaten their survival, and prohibits international trade of endangered species such as dugongs, which is listed in Appendix I.

The Project also supported Madagascar to develop and strengthen a national policy and strategy for the protection of dugongs and seagrass, including a draft decree for the protection of dugongs and seagrass habitats developed, as well as LMMA dinas and other community-based fisheries and ecosystem management policies and other national conservation measures. The information gained from the activities under the DSCP provided good baseline data for the national policy and strategy, as well as information to provide a case for strengthening community conservation activities for example.

Complementarity with existing interventions: Rating – Highly Satisfactory

National projects contributed to the strengthened management of coastal marine resources and fisheries, and the development of local management plans (dinas) for MPAs and LMMAs in the project locations. This work provided a continuation and expansion of work previously undertaken by a number of the Project Partners prior to the DSCP.

J. Quality of Project Design: Rating –Satisfactory

Strengths (in no particular order)

- The National Projects were very relevant and aligned with the CMS Dugong MoU, in terms of rationale and philosophy to empower stakeholders and build their capacity to drive their own projects to deliver against priorities within the CMS MoU on Dugong Conservation.
- The National Projects are very relevant for addressing key threats to dugongs and seagrass through the on-ground and policy projects. To that end, the projects undertook comprehensive analysis of the problem and context.
- There was good stakeholder involvement in the design and during implementation that led to strong partnership building through the process and allowed for potential sustainability to be factored into the outcomes.
- The project design for each national project enabled improvement of communications amongst stakeholders including local communities which appears to be sustainable beyond the lifetime of the project, particularly through strengthening the Mihari Network.
- The projects recognised that the threats to dugongs and seagrass habitats are shared problems that bring many challenges. The national approach, through its inclusion of relevant partners, particularly youth groups, provided good opportunities to strengthen capacity and cooperation between the partners and identify and share dugong and seagrass technical expertise and improve coordination mechanisms and partner networks and linkages to other environmental initiatives.
- The incentives model was coupled with existing community-based management structures and the establishment of new community local governance arrangements and surveillance groups that carried out patrolling and monitoring at key dugong locations.
- The projects built on and addressed the needs and priorities of the national partners and local communities.
- A major strength was utilisation of pre-existing community partnerships and governance arrangements, particularly the Mihari Network of Locally Managed Marine Areas.

Weaknesses (in no particular order)

- The project document does not include a Theory of Change to help understand how the 6 national projects were linked to the project components and how the output and outcomes would lead to the achievement of results, especially project impacts over the longer term.

K. Nature of the External Context: Rating - Moderately Favourable

Poverty was identified as a key driver of dugong population decline and sea grass degradation and destruction in Madagascar. In addition, ongoing conflict in Madagascar and political instability existed at the commencement of MG5 and throughout the project lifetime and caused some interruptions to project work. National elections were held in Madagascar during the life of the Project. Poor infrastructure, primarily the road and boat networks in Madagascar made accessing communities challenging for Project Partner teams.

L. Effectiveness: Rating – Satisfactory

i. Delivery of outputs: Rating – Satisfactory

Project outputs are outlined in the Project Identification Table above. A high majority of outputs were delivered on time and were widely distributed and promoted to stakeholders within Madagascar.

Some common challenges were experienced by the Project Partners in Madagascar. They are related to the rarity of dugongs and the lack of awareness/ knowledge in communities about them and their habitats; the use of Seagrass-Watch; logistics challenges; and the coordination of the Project, as discussed above.

There was generally very low awareness of dugong within communities. Communities did however demonstrate more knowledge about seagrasses and their importance as nursery grounds. The projects therefore built on the experience that local people already had with the marine environment and brought the dugong into that context. Hence, the Partners focused on the importance of seagrass to the functioning of the overall ecosystem and seagrass dependent species, such as turtles, which are an important and endangered species of which communities are aware. The awareness efforts also required a better understanding of local motivations for setting up an LMMA and finding a balance between people's expectations and the conservation objectives.

This experience provided valuable information for managers and conservation NGOs whilst engaging the community in addressing the conservation of dugongs and seagrass.

The Seagrass-Watch methodology was promoted to the Partners at the start of the Project as a rigorous and cost-effective way to assess and map seagrass habitats. The principle researcher and co-founder of Seagrass-Watch attended the Inception workshop for the Project in 2015 and all Partners were encouraged to make use of the expertise. Many of the Project Partners decided to conduct mapping based on their own (not Seagrass-Watch) methodology.

In 2017 after consulting with the MEEF, the Project Coordination Team secured funding for a Seagrass-Watch training programme in Madagascar. The training was organized by WSC Madagascar. Fifteen people involved the Project, including two Mozambican participants, were successfully trained. After the training, the trainees trained members of their local communities. Some mapping activities were repeated, and the size of the seagrass habitat was reported to be bigger than the size recorded using the previously employed methodology.

The Seagrass-Watch training undertaken with the local communities for the survey of seagrass habitats has developed local capacity within the communities and enabled the initiation of more widespread habitat mapping and the monitoring of seagrass status. Previously the capacity to identify and describe degradation of seagrass habitats in Madagascar was poor.

There were various logistical challenges experienced by the Partners. These were related to the remoteness and scale of the areas where Project activities took place, combined with seasonality and communities' migration patterns; and loss of equipment.

The remoteness of Project sites and limited NGO support and presence led to delays in project activities. This was further impeded by the effects of weather and migration on fishing communities. Travel to island sites during the rainy season is often limited. At the same time, the timings of activities had to be planned when the fishing communities were present. This reduced the amount time to implement the Project and required careful planning.

Throughout the project, the limited infrastructure at many of the LMMA sites, their remoteness in addition to their limited phone connectivity, made visits and regular contact with communities and their leaders a constant challenge.

In some cases, new staff were hired to provide overall support and ensure the capacity building of community members. In other cases, Partners who already had long-term presence at the sites and local staff were able to mitigate the effect of those logistical issues.

Also, the network of DSCP Partners and the capacity of MIHARI Network helped better coordinate and secure local and regional support for the Project, when it was needed. For example, due to severe weather, one of the key Project events in Madagascar had to be postponed. Thanks to this improved coordination and the efforts of the MIHARI Network, it was possible to reorganize the event in a relatively short period of time.

The loss of equipment, the acoustic loggers, was specifically experienced by one of the Partners, WCS, and it affected their research plans and activities. Several efforts were made to prevent further loss (presumably theft) by hiring community members to undertake surveillance at acoustic monitoring

sites, revising the installation methods, discussions with communities and their leaders, radio announcements as well as awareness raising initiatives for the project. It is likely that equipment was lost to illegal or migrant fishers. Nevertheless, valuable information was collected from the loggers that were saved which confirmed the presence of dugongs as well as other marine megafauna.

Political support for the development of legislation and its widespread implementation is limited and hindered by the availability of resources. In addition, frequent changes of key government staff delayed the progress of some Project activities – for example, the renewal of the temporary protection order for some LMMAs. It is important to take this into account in future project proposals and their work plans.

During the course of the Project, the government institution responsible for project MG5 resigned from the Project due to its inability to overcome administrative hurdles, which prevented the transfer of the GEF funds. This situation had also caused major delays in policy work planned under the Project.

The timely actions of the GEF Operational Focal Point in Madagascar, the UNEP Task Manager and the Project Coordination Team made it possible to resolve the situation. A new Partner was found at the end of 2017, the Directorate General of Environment under the MEEF and all project milestones were delivered. Due to the short time, some of the policy results are still to be formalized. However, they have been created and are available to be taken to the next level.

ii Achievement of direct outcomes: Rating – Satisfactory

Outcome 1. ***Community-based stewardship of dugongs and their seagrass ecosystems at selected globally important Indo-Pacific sites enhanced through on ground pilot projects***

Prior to the DSCP, community engagement and some community-based conservation systems existed in 4 regional areas but not around dugong and seagrass conservation specifically. The DSCP in Madagascar established and strengthened community engagement in dugong conservation in selected priority sites through MG1, MG2, MG3, MG4 and MG6. More than 50 communities were engaged through the network of LMMAs, governance structures were established and strengthened and local laws (dinas) for dugong and seagrass conservation were agreed and ratified in a number of locations. Management plans were updated for 3 MPAs. Discussions with communities for MG3 and MG4 confirmed that there was good understanding about the importance of conservation efforts and the communities indicated they were committed and were in some cases actively involved in reporting illegal activity.

Outcome 2. Sustainable fisheries practices that reduce damage to dugongs and their seagrass ecosystems widely adopted through uptake of innovative incentive mechanisms and management tools.

Prior to the DSCP, community-based sustainable fisheries existed in 1 or 2 regional sites. There was no information on women's participation. The project successfully trialled and implemented 3 types of economic incentive mechanisms - hospitality (tourism and restaurants), arts (handicrafts) and farming (livestock and duck/chicken breeding, apiculture). In addition, PHE type activities were also introduced through the provision of drinking water or access to medical services. Nearly 100% women's participation in the economic incentives was recorded and the onsite inspection during the Evaluation and community consultation confirmed there were social benefits to local communities at sites under MG3 and MGG4. The level of empowerment in communities at sites under MG3 and MG4 varied considerably from empowered through to disempowered lacking self-determination. The incentives were limited in scope and scale however and are probably insufficient in themselves to produce substantially more sustainable fisheries practices.

Outcome 3. Increased uptake (through availability and access) to critical knowledge tools and guidance needed for decision-making for effective conservation of dugongs and their seagrass ecosystems in Indian and Pacific Ocean basins

At the start of the project there was limited information about dugongs and limited seagrass efforts across the priority-sites. The project substantially increased availability and access to critical knowledge on dugong and seagrass conservation. Seagrass-Watch training was conducted and applied in 3 LMMA areas, with the capacity of the project partners increased to allow ongoing monitoring to be undertaken beyond the DSCP. On-line databases were established through the Mihari network website and provide an ongoing tool for Project partners and others to access and input into, as well as use to inform decision making.

Outcome 4. Conservation priorities and measures for dugongs and their seagrass ecosystems incorporated into relevant policy, planning and regulatory frameworks across the Indian and Pacific Ocean basins.

Prior to the DSCP, there was no National Plan of Action for Dugong and no policy gap analysis. The project contributed very substantially in developing conservation priorities and measures for dugong and seagrass conservation. The development of a draft national strategy and decree on dugong and seagrass conservation and policy gaps analysis were conducted. Consultation and validation meetings were conducted with national institutions and NGOs (50 attendees) which provided evidence of a number of Dina (local marine management plans) that had been developed and implemented as a result of the DSCP. A proposal for an exclusive fishing zone for small-scale fishers was developed and Project partners continue to work with the Government and community for it to be implemented.

iii. Likelihood of Impact –Likely

The outcomes achieved by this project have a moderately likelihood of impact on the conservation of Dugong and Seagrass habitats in Madagascar. Significant achievements were made across three of the four outcomes. Further work on economic incentives aligned directly with dugong and seagrass conservation measures would have enhanced the likelihood of impact, as will finalising the national plan and decree and then implementing it. However, the fact that none of the intermediate states have been fully achieved yet has a negative effect on the rating. For intermediate states and impact, given their medium and long-term nature, it is harder to assess whether, and to what extent, assumptions hold. Overall, despite some uncertainty associated mostly about how and when the intermediate states will be achieved, there is a reasonable expectation that some impact will be achieved, due both to national and local circumstances.

M. Financial Management: Rating –Satisfactory

1. Completeness of project financial information: Rating - Satisfactory

No major issues to report. National projects were well managed financially, as confirmed during consultation with the DSCP Program Coordinator. All reports were made available and appeared complete. The table below provides a summary of the final project funds as well as cash and in-kind funds provided for the national projects. Almost all GEF funds for the Project in Madagascar were utilised. The unspent GEF funds, amounting to USD 3,977.74, were used to support the travel and subsistence costs of Project partners during the site visits for the terminal evaluation in Madagascar.

2. Communication between finance and project management staff: Rating –Satisfactory

Communication was effective and timely between the finance team in MbZ Fund and the program management staff of project partners. All issues were raised and addressed in a timely manner with high quality reports provided. National meetings were held regularly and in the absence of the NFC until September 2016, the Mihari Network provided the basis for project partner meetings.

N. Efficiency: Rating – Satisfactory

The projects were generally well managed by the Project Partners within the timeframe agreed. Some delays were experienced by the project although these were resolved.

A major change during the implementation of the DSCP in Madagascar was made to project MG5. When the Project started, the Secretary of the State at the Ministry of the Halieutic resources and the Fishery in charge of the Sea (SeMer) were in charge of project MG5. A proposal for project MG5 had already been developed in 2016, but the project could not be put into effect.

Bureaucratic difficulties and a lack of readiness and preparation caused significant problems at the commencement of the project. National administrative procedures applied to SeMer prevented the disbursement of GEF funds. Although the SeMer ensured the presence of their representatives at the Inception Workshop (2015) and the Executive Steering Committee meetings (in 2016 and 2017), and conducted several national meetings, the administrative obstacles persisted, preventing the progress of project MG5. This led to the withdrawal of SeMer in October 2017.

Thanks to the support provided by the UNEP Task Manager and Madagascar GEF Operational Focal Point a new implementing partner for project MG5 was quickly found. The Directorate General for Environment at the Ministry of Environment, Ecology and Forests, took over the management of project MG5. A Funding Agreement on project MG5 was signed in November 2017 and the project was successfully completed.

Given the delayed start of project MG5, the budget for the project was reduced from USD 152,557.13 to USD 100,000 and funds were re-allocated to other activities.

The project was very well integrated with existing pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects.

Monitoring and Reporting: Rating –Satisfactory

1 Monitoring design and budgeting: Rating –Satisfactory

The project monitoring undertaken in Madagascar was in line with Monitoring protocols established for the DSCP. No major issues identified. The monitoring plan developed for national projects was comprehensive and used by the NFC to track progress against project targets.

2 Monitoring of project implementation: – Satisfactory

The monitoring system in place for national projects in Madagascar was operational and facilitated the timely tracking of results and progress towards projects objectives throughout the project implementation period. Information was disaggregated by gender and marginalised groups. The outcomes from the Midterm Review where actioned for Madagascar and recommendations were implemented to adapt and improve project execution, achievement of outcomes towards sustainability. Funds for monitoring activities were built into project budgets. National Projects followed the UNEP standard monitoring, reporting and evaluation processes and procedures and was consistent with the GEF Monitoring and Evaluation policy. This was the same for all countries and therefore an overall summary is presented in the main report.

3 Project reporting: Rating –Satisfactory

A standard approach for project reporting was adopted by the DSCP and all national projects required to use the templates provided. Reporting followed the UNEP standard monitoring, reporting and evaluation processes and procedures and was consistent with the GEF Monitoring and Evaluation policy. Madagascar project partners provided high quality reports on time to the DSCP Program Coordinator. Data was disaggregated by gender and marginalised groups and reporting was gender

neutral. The reports provided to the DSCP Programme Coordinator supported the outcomes achieved from national projects in Madagascar and this was confirmed during consultations.

Sustainability: Rating – Moderately Unlikely

1 Socio-political sustainability: Rating – Moderately Likely

The management tools deployed by this Project in Madagascar such as the LMMA, local conventions, community-based management and monitoring structures have built and, where already in existence, enhanced the community engagement in the management and monitoring of dugong hotspots. All management regulations and restrictions on the use of the marine resources and the protection of species, including dugongs and their habitats, were developed in coordination with communities and upon their consent. There appeared to be strong commitment and drive within communities to continue to respect conservation agreements entered into relating to incentives use, however the level of poverty in some communities, particularly those that received PHE incentives may jeopardise conservation efforts going forward where food security issues take precedent, e.g. through drought.

The management and monitoring of the hotspots after the end of the Project rely on specially established governance structures for which members were elected by their community with the idea to ensure sustainable livelihoods for all members. These structures should continue functioning after the end of the Project, at least in the areas where Project Partners continue to support. They will also receive ongoing support from the Partners, who participate in the co-management of the Project MPAs and LMMAs.

Most of the social benefits (the construction of wells and school premises/ refurbishment) were urgently needed by the communities and they will continue to make use of them. This model of community-based stewardship has already been replicated in other areas in Madagascar that are assumed to still host dugongs.

The local stewardship was also enhanced by the introduction of economic and social benefits, although only to the sites involved in the Project. New partnerships were already explored/ initiated by the Partners, capitalizing on the capacity (technical and soft skills) already built under the Project.

2 Financial sustainability: Rating – Moderately Unlikely

Financial sustainability of the project at the local scale depends heavily on ongoing development of sustainable livelihoods that are more resilient and less dependent solely on fishing. As such, the incentives provided to local communities, and their linkage to reductions in environmentally negative activities associated with fishing is a major requirement for successful dugong and seagrass conservation. The local stewardship was enhanced by the introduction of economic and social benefits in all locations where consultation was undertaken as a part of the Terminal Evaluation. The economic incentives introduced are not reliant on project funding going forward and, in some cases, e.g. for duck farming and honey production, may continue their operations due to the level of commitment by the communities involved.

Local and international partners are highly committed to ongoing implementation and financing. There has been good effort from all Project Partners to leverage funds to continue incentives and PHE activities at dugong hotpot locations

There are no exit strategies in place at any project sites.

3 Institutional sustainability: Rating – Moderately Likely

The data on dugongs and seagrass collected by the Project have been compiled in databases, currently managed by individual organizations. Maintaining knowledge about dugongs and seagrasses on a continuous basis has been secured through the development of monitoring

structures within communities and their capacity building (trainings, provisioning of monitoring/ reporting templates, manuals and calendar).

The results from the Project studies and surveys, as well as the data were used in local site zonation, development of management restrictions for the sites of dugong and seagrass importance. They were integrated in local regulations and management plans for all the MPAs and LMMAs this Project covered. The results from the six projects in Madagascar were compiled in a publication and shared with all ministries and regional structures in Madagascar.

The Project produced manuals on marine conservation, including educational material about dugongs and seagrasses, which has been disseminated to local schools and provided to schoolteachers. The level of engagement of the Partners and the reception of these efforts and material by the respective national and regional institutions are evidences that the education programs developed by the Project will continue after its end.

Gap analyses and drafts of strategies and decrees developed by the Project were validated at workshops with the Partners and all ministries in Madagascar. Although these have not been formalized, they set the foundations for further policy improvements. The National Facilitating Committee, which served as a platform for coordination and communication has established good practices in Madagascar, according to the partnering government institution, MEEF. Both, the policy results and the established communication and coordination, will support the dialogue between the parties relevant to marine conservation including the protection of dugongs and seagrasses.

The Project has also demonstrated that there is a political will to support small-scale sustainable fisheries because of their role for poverty alleviation and the protection of marine resources, including seagrass habitats and their dependent biodiversity. This was evidenced by the dedication demonstrated by the MEEF during the implementation of the Project and by the pledge by the Minister of Fisheries to support the motions on the access rights of sustainable fishers to fishing resources.

All Project results in Madagascar have been duly documented and are available on the global Project Virtual Repository. A selection of these has also been shared on the social media channels and website of the Dugong and Seagrass Conservation Project, www.dugongconservation.org.

III. Conclusions and Recommendations

Prior to the commencement of the DSCP in Madagascar, the future survival of dugong in that country could be considered doubtful. Some community engagement existed in four of the sites prior to the Project although these were not focused on dugong or seagrass habitats. Limited community-based sustainable fisheries existed in only a few sites. Dugong and seagrass data were virtually non-existent. There was no National Plan of Action for Dugong, nor any analysis of the policy gaps that would need to be addressed to conserve dugong.

The Project Partners were able to draw on their pre-existing community-based efforts and considerable expertise in implementation of the project, despite significant obstacles such as very high levels of local poverty, large distances and poor infrastructure.

The project has built a solid foundation of achievement that, if carried forward into the future, offer the dugong and its seagrass habitat considerable hope. The project was successful in its overall objective to build a model for long-term community-based conservation of seagrass-dependent biodiversity in Madagascar. The project progressed well towards achieving the specific objectives, namely:

1. To build fisher knowledge, awareness and behaviour change for the conservation of dugongs and seagrass through the Mihari network of Locally Managed Marine Areas in Madagascar.
2. To reduce dugong mortality to zero and protect effectively seagrass habitat at a regional hotspot through a five-year incentive-based conservation programme.

3. To improve the protection of endangered dugongs and the seagrass ecosystems in the north-western coastlines through community-based monitoring, capacity building and applied conservation strategy.
4. To improve the conservation status of dugongs and seagrasses through reduction of knowledge barriers on dugong populations and habitats and trialling of community led conservation initiatives in northwest Madagascar.
5. To ensure coordination of the key stakeholders involved in the protection of dugongs and seagrass at the national level and to establish the legal framework of dugongs and seagrass at the national level.

The partners have identified a number of next steps that the Partners will take after the end of this Project which includes continuing the awareness raising activities and support to communities; scaling up the incentives and the stewardship model to other dugong areas; evaluating and improving the management methods put in place, as well as communicating and disseminating monitoring reports.

It is recommended that exit strategies are developed by all Project Partners where working with communities.

The overall rating for the Madagascar projects is Satisfactory. A summary of the evaluation criteria, assessment and ratings is provided below:

Criterion	**Summary Assessment**	**Rating**
Strategic relevance		**Highly Satisfactory**
1. Alignment to MTS and POW	Strong alignment with MTS and POW.	Highly Satisfactory
2. Alignment to UNEP /Donor/GEF strategic priorities	Strong alignment with strategic priorities.	Highly Satisfactory
3. Relevance to regional, sub-regional and national environmental priorities	Highly relevant to regional, sub regional and national priorities.	Highly Satisfactory
4. Complementarity with existing interventions	The project demonstrated strong complementarity with many important interventions.	Highly Satisfactory
Quality of Project Design	Strong project design for national projects.	**Satisfactory**
Nature of the external context	No major external impacts were recorded.	**Moderately Favourable**
Effectiveness Satisfactory		
4. Delivery of outputs	Project Partners delivered high quality outputs.	Satisfactory
5. Achievement of direct outcomes	High level of achievement of outcomes for most components.	Satisfactory
6. Likelihood of impact	The achieved direct outcomes include the most important to attain intermediate states; Majority of assumptions for the change to intermediate states hold; majority of drivers to support transition to intermediate states are in place. Partners are committed to implementing the project outputs and finding long term sustainable solutions.	Likely

Financial Management		**Satisfactory**
1.Completeness of project financial information	All aspects of financial management made available and appear complete. Some delays and initial problems encountered and resolved.	Satisfactory
2.Communication between finance and project management staff	Good and effective communication between finance and project management staff in country and with the DSCP programme coordinator.	Satisfactory
Efficiency		**Satisfactory**
Monitoring and Reporting	Progress reporting regular and timely.	**Satisfactory**
1. Monitoring design and budgeting	Monitoring design and budgeting are effective. Comprehensive monitoring plan.	Satisfactory
2. Monitoring of project implementation	Good evidence of detailed monitoring of project implementation. Regular reviews and mechanisms for tracking progress with stakeholders and partners in most projects.	Satisfactory
3.Project reporting	Substantial documentation of project progress and good communication.	Satisfactory
Sustainability		**Moderately Unlikely**
1.Socio-political sustainability	Strong interest and commitment and some level of ownership from government departments to take project achievements forward. Strong ownership and commitment from NGO Project Partners and local communities, however government stability and ownership at all levels could be strengthened.	Moderately Likely
2.Financial sustainability	Partners committed to ongoing implementation and financing but no exit strategies in place.	Moderately Unlikely
3.Institutional sustainability	Partners committed to continuation of efforts after GEF funding. A platform and institutional arrangements established for ongoing decision-making and implementation. While policy and regulation have been drafted, they are yet to be implemented	Moderately Likely
Factors Affecting Performance		**Satisfactory**
7. Preparation and readiness	Some delays and initial issues encountered (e.g. MG5) and resolved.	Moderately Satisfactory
8. Quality of project management and supervision	In general, project management performance demonstrated by project partners has been to acceptable standards.	Satisfactory
9. Stakeholders participation and cooperation	Good in most cases but inconsistent across the locations with not all stakeholders benefitting equally.	Satisfactory

10. Responsiveness to human rights and gender equity	Gender equality varied across projects. National projects adhere to UNEP's Policy and Strategy for Gender Equality and the Environment.	Satisfactory
11. Country ownership and driven-ness	Good level of ownership generated by the national projects over outputs and outcomes. The project was strongly focused on building capacity at the national level and strengthening regional coordination mechanisms.	Highly Satisfactory
12. Communication and public awareness	Communication/public awareness efforts largely effective in driving change towards results beyond outputs. Substantial experience sharing between project partners and other interested groups / stakeholders.	Satisfactory
Overall project rating		**Satisfactory**

1. Lessons Learned

Lesson 1 - Conservation efforts need to take into account the level of awareness within communities about the conservation target and its relevance to livelihoods.

Context - There was generally very low awareness of dugong within communities and little relevance to their livelihoods. Communities did however demonstrate more knowledge about seagrasses and their importance as nursery grounds. The project therefore built on the experience that local people already had with the marine environment and brought the dugong into that context.

Lesson 2 - Survey methodologies need to be understood and accepted to be effectively used.

Context - The Seagrass-Watch training undertaken with the local communities for the survey of seagrass habitats has developed local capacity within the communities and enabled the initiation of more widespread habitat mapping and the monitoring of seagrass status. Previously the capacity to identify and describe degradation of seagrass habitats in Madagascar was poor.

Lessons 3 - Logistical challenges are likely and need careful planning.

Context - There were various logistical challenges experienced by the Partners. These were related to the remoteness and scale of the areas where Project activities took place, combined with seasonality and communities' migration patterns; and loss of equipment. The remoteness of Project sites and limited NGO support and presence led to delays in project activities. This was further impeded by the effects of weather and migration on fishing communities. Travel to island sites during the rainy season is often limited. At the same time, the timings of activities had to be planned when the fishing communities were present. This reduced the amount time to implement the Project and required careful planning.

Lesson 4 - Administration and governance arrangements have a major impact on project coordination.

Context - Frequent changes of key government staff delayed the progress of some Project activities – for example, the renewal of the temporary protection order for some LMMAs. It is important to take this into account in future project proposals and their work plans. During the course of the Project, the government institution responsible for project MG5 resigned from the Project due to its inability to overcome administrative hurdles, which prevented the transfer of the GEF funds. This situation had

also caused major delays in policy work planned under the Project. Despite the challenges, the coordination between the Partners was good, as reported also by the MEEF.

2. Recommendations

The following recommendations were identified during consultation by Project partners:

1. Policy and enforcement

- The current difference in attitudes and perceptions of local marine resource management and LMMAs between the Ministry of Environment and Ministry of Fisheries (who both are part of the process of marine protected area management) needs to be resolved in order to provide coherent and clear support to communities as co-managers of protected areas.
- Further work to raise awareness of the importance of seagrass and their associated biodiversity in Madagascar is needed to provide the knowledge for fishing communities and authorities on the need to protect these habitats through adopting more sustainable fishing practices.
- It is important that government members are invited to events and forums, and discussions continue to gather their feedback and support for locally led marine resource management. The government can also play a key role in bringing together different stakeholders across the marine environment (government, NGOs, private sector) and supporting LMMAs' motion to develop an exclusive zone for small-scale fishers.
- In order to meet dugong and seagrass conservation objectives in Madagascar, it is vital to embed their conservation into national fisheries management and protected area practices. MIHARI is in a prime position to support this objective and supporting the MIHARI Network will ensure that there is regular and effective communication between the network of LMMAs and the regional and national government.
- A critical aspect of the policy work required is the implementation of the Dugong and Seagrass National Strategy to standardize and coordinate the approach to dugong and seagrass conservation across Madagascar –in partnership with NGOs and Government.

2. Scope of future projects

- Future dugong conservation projects must focus funding and efforts on proven dugong hotspots only, channelling funding into organisations that are on site and really committed to long-term conservation.
- There should be a critical assessment of the MPAs/ LMMAs proposed for dugongs - many LMMAs are not in dugong habitat and are too small to have any impact (e.g. nearshore coral reefs conserved for the purpose of gleaning/invertebrate or reef fish protection). Only MPAs where dugongs are proven to exist and where scale is sufficient should be funded.
- The identification and inclusion of new areas utilized by dugongs in protected areas should be based on evidence. In this sense, research on dugongs and their habitats should always be included in any baseline marine biodiversity assessments conducted by NGOs. That research should be based on verified and standardized methods as a prerequisite of wider marine spatial planning as well as funding.
- Given that dugongs are now rare in Madagascar, it is recommended that conservation efforts focus primarily on conservation of seagrass habitats while continuing to raise awareness about the need for the protection of dugongs.
- Exit strategies need to be developed by all Project partners engaged with communities.

3. Data

- Research should be based on verified and standardized methods as a prerequisite for wider marine spatial planning as well as funding. Standardized research methods should be used across all institutions and the data should be centralised by a national agency to prevent the loss of data and/or duplication by different NGOs who may be unaware of previous studies. In this context, it is recommended that all data collected through the Dugong and Seagrass Conservation Project in Madagascar are integrated and updated regularly.
- Currently, there are no data on the mortality of dugongs, in particular through the bycatch in industrial fishing nets in Madagascar and having this data could support reduction of industrial fishing in key hotspots. This work could also be linked to other megafauna's bycatch and direct hunting, such as capture of sea turtles, and therefore support work to address the ongoing direct and indirect take of sea turtles, a key seagrass-dependent species, in Madagascar.

4. Local implementation

- Given the multiple challenges associated with conservation efforts in Madagascar, it is recommended that MPA/LMMA work be conducted in phases or on a smaller scale before expanding them to a larger scale.

5. Coordination

- To ensure effective national coordination and monitoring of future projects like the DSCP, an agreement on the coordination (through Small Scale Funding Agreement) should be signed between UNEP and the MEEF for the entire project.
- A Steering Committee should be stablished that is led by the MEEF and includes participants from other relevant ministries, as well as the private sector, civil society and local community representatives. To implement this committee, MEEF will play a strategic role and the NGOs will deliver the operational functions. For this committee, a memorandum of understanding should be signed between the Ministry and the relevant organizations. The memorandum will define clearly the activities to be entrusted to each organization as well as the related indicators and funding agreements.

Annex

1. Evaluation Itinerary

- Field visits to project sites and related communities for MG3 and MG4 was made 18-22 March 2019. Three villages were visited to confirm the impact of incentives projects as listed in Annex III.
- Interviews with Project teams on the ground while in at project sites.

2. List of documents consulted

Final Report, Chapter II: Project results in Madagascar, interview questionnaires received for MG1 and MG2 and other project documents as listed in Annex III.

Indonesia Country Study

A. Project Identification Table

Project ID/ Reference #	ID1	ID2	ID3	ID3A[11]	ID4[12]
Project title	Strengthen and Operationalize National Policy Strategy and Action Plan for Dugongs and Seagrass Conservation	Improving National Awareness and Research on Dugong and Seagrass in Indonesia	Community Based Conservation and Management of Dugong and Seagrass Habitat in Bintan, Alor, Tolitoli and Kotawaringin Barat, Indonesia	Alternative livelihood creation for coastal communities adjacent to dugong hotspot areas and seagrass beds in Teluk Bogam, Central Kalimantan, Indonesia	Project Coordination Team (PCT) - to be used by PCT to cover additional costs on mid-term and terminal evaluations and other Project needs in Indonesia, not budgeted for in the other projects
Project Proponent/ National Lead Partner	Directorate of Marine Conservation and Biodiversity (MCB), Directorate General of Marine Spatial Management (MSM) - Ministry of Marine Affairs and Fisheries (MMAF)	Directorate of Marine Conservation and Biodiversity (MCB), Directorate General of Marine Spatial Management (MSM) - Ministry of Marine Affairs and Fisheries (MMAF)	Directorate of Marine Conservation and Biodiversity (MCB), Directorate General of Marine Spatial Management (MSM) - Ministry of Marine Affairs and Fisheries (MMAF)	WWF Indonesia and EnerGaia	n/a
Alignment with Overall Project Outcomes (PO)	Outcome 4	Outcome 3 and 4	Outcome 2, 3 and 4	Outcome 1 and 2	As required

[11] Note ID3A was merged with ID3.
[12] Note ID4 was merged with ID1.

Project ID/ Reference #	ID1	ID2	ID3	ID3A[11]	ID4[12]
Region/Sites	National	National and selected sites: Alor, East Nusa Tenggara; Tolitoli, Central Sulawesi; West Kotawarangin, Central Kalimantan; Bintan, Riau Islands.	Alor, East Nusa Tenggara; Tolitoli, Central Sulawesi; West Kotawarangin, Central Kalimantan; Bintan, Riau Islands.	Teluk Bogam, Central Kalimantan, Indonesia	As required
Project start date	27/03/16	27/03/16	29/12/2016	24/08/18	
Expected end date	31/12/18	31/12/18	31/12/18	31/12/2018	
Revised end date	31/12/18	31/12/18	31/03/2019	31/03/2019	
GEF project grant (in USD)	$94,696.13	$335,373.75	$344,283.32	$40,000	$15,000
Total co-financing (in USD)	$615,000	$1,780,000	$1,414,000	$32,000	
Total project cost (in USD)	$709,696	$2,115,374	$1,785,283	$72,000	$15,000
Key Project Outputs	**Outcome 4** • Dugong and Seagrass National Plan of Action (NPOA) for the period 2018-2022 (ISBN of 978-602-7913-56-1)	**Outcome 1** • Various regional awareness raising events conducted, such as Penyengat	**Outcome 1** • Various local awareness raising events conducted • Established/ activated 14 community	**Outcome 1** • Small spirulina farming pilot initiated with POKMASWAS	

Project ID/ Reference #	ID1	ID2	ID3	ID3A[11]	ID4[12]
	legalized through Minister of Marine Affairs and Fisheries Decree No. 79 Year 2018 ; • Four regional action plans supporting the implementation of the NPOA for each regional/province project site located; • Establishment of a National Dugong Conservation Committee and regular meetings • Policy gaps identified through DPSIR analysis for seagrass and dugongs	Island Festival in Bintan attended by 166 participants at local level • Campaign materials shared during two national and exclusive academic events attended by more than 50 participants in Bintan. • representatives from FPIK-IPB and RCO-LIPI presented research papers on dugong and seagrass • Bintan site manager presented the profile of DSCP in Indonesia and a material on the importance of dugong in Bintan to more than 200 students of UMRAH.in ISOI Congress X in Bintan • 96 local surveyors trained in the CMS Dugong Catch/By-catch Questionnaire. National survey conducted in the first quarter of 2018,	surveillance and conservation groups in total including community surveillance groups (POKMASWAS) in Alor, West Kotawaringin and Tolitoli, • Trained over 130 POKMASWAS members from the three regional sites in patrolling and monitoring of illegal, unregulated and unreported fishing activities, seagrass monitoring and handling of stranded dugongs. Following on the establishment and capacity building of the POKMASWAS groups, surveillance activities were initiated and resulted in defining dugong hotspots, updating the national database on dugong events and reporting of illegal fishing activities • Development of conservation plans for	members in Teluk Bogam village. **Outcome 2** • One type of incentives launched/ initiated at two sites, aiming to reduce illegal and destructive fishing practices • An agreement and an informal declaration signed with local government representatives in support of the incentives • Two POKWAMSAS groups and over 50 community members benefiting or interested to participate in the incentive models, most of which women.	

Project ID/ Reference #	ID1	ID2	ID3	ID3A[11]	ID4[12]
		covered more than 1000 respondents. • Baseline information about dugong presence and distribution; seagrass habitats and fishing practices across 4 regional sites collected and mapped **Outcome 3** • Various trainings attended by over 245 people. • Five communication strategies developed (four regional and one national) • A variety of communications materials and films produced • A Facebook page launched and regularly updated, serving as a platform for sharing information about dugong sightings • Dugong conservation ambassador selected • Pre- and post-awareness survey	POKMASWAS groups. Conservation plans developed and legalized for eleven sites across the four regional sites. **Outcome 2** • Three types of incentives launched/ initiated at three sites, aiming to reduce illegal and destructive fishing practices. • An agreement and an informal declaration signed with local government representatives in support of the incentives. • Over 50 community members benefiting or interested to participate in the incentive models, most of which were women. • Ecotourism initiated in one site and under development in three others. • Feasibility studies and business plans		

Project ID/ Reference #	ID1	ID2	ID3	ID3A[11]	ID4[12]
		conducted and documented • Use of CMS Dugong Catch/ Bycatch Questionnaire; boat and drone survey for the visual survey for dugong existence, acoustic surveys to record dugong's vocalization; feeding area identification and seagrass transect by LIPI method; seagrass aerial and field surveys, etc. • Methodology of the carbon stock and sequestration functions of seagrasses developed and tested. • Guideline of dugong and seagrass monitoring and survey developed • Several videos on guidelines produced and shared such as tourism for dugong watching in Alor,	developed for three regional sites. • Twenty-five community members participated/ready to participate in the pilots. • Four tourism resorts supported dugong and seagrass conservation in Bintan under their CSR policies. • One cooperation agreement on dugong and seagrass protection with private company that joined a working group of the local government on the management of Bintan Marine Protected Area • A set of funding schemes demonstrating the integration of dugong and seagrasses into CSR policies through education tourism **Outcome 4** 197. Guidelines on the protection of dugongs to local fishers and		

Project ID/ Reference #	ID1	ID2	ID3	ID3A[11]	ID4[12]
		handling for stranding death and alive dugong **Outcome 4** • Project promoted by Conservation Ambassador, including on his social media (over 10,000 Instagram users) • Film about one of the regional sites developed "A love for Alor" • Project Facebook fan page (i.e. "Dugong and Seagrass Conservation Project Indonesia"), Twitter and Instagram (i.e. "@dscpindonesia"), - over 3,000 followers altogether • 14+ national events by DSCP attended by more 500 people; • 110+ media articles about the Project and or dugongs and seagrasses	tourism operators developed and disseminated in Alor, Bintan and Tolitoli		

B. Context

Prior to the Project, despite the legal protection, there were indications that the dugong population in many parts of Indonesia had been in decline. It was assumed that the decline was due to the low enforcement of the legislation in areas of key importance to dugongs to prevent degrading fishing and tourism practices, as well as destructive land development practices leading to the loss of dugong habitats. The lack of awareness by people about the importance of dugongs and their seagrass habitats was also identified as a key barrier to enhancing dugong conservation in Indonesia. At the same time community involvement in dugong conservation and management of seagrass habitats was limited to Bintan.

Hence, the DSCP in Indonesia was important to update the information on dugong populations, their status and distribution and to identify measures to improve the protection of the species, by research, awareness and community support.

C. Project implementation structure, partners, stakeholders

There were initially five projects in Indonesia that were consolidated down to three during the inception phase.

Project ID1, was implemented by the Directorate of Conservation and Marine Biodiversity, Directorate General of Marine Spatial Management, MMAF and coordinated the National Dugong Conservation Committee which was responsible for overseeing the implementation of the projects in Indonesia.

Project ID2 had a research and awareness raising focus. The research was delivered on behalf of the MMAF by the Research Centre for Oceanography - Indonesian Institute of Sciences (RCO – LIPI), Marine Research Center-MMAF (MRC), Faculty of Fisheries and Marine Science at the Bogor Agricultural University (FPIK-IPB); and Indonesia Seagrass Foundation (LAMINA). FPIK-IPB and WWF Indonesia were instrumental in the collection of data from the local sites. The awareness was covered by WWF Indonesia with support from the Faculty of Fisheries and Marine Science at the Bogor Agricultural University (FPIK-IPB) and contributions by the rest of the Partners.

ID3 project activities were delivered by two organisations on behalf of the MMAF - WWF Indonesia and FPIK-IPB. WWF Indonesia worked in two of the regional sites – Alor and West Kotawaringin Barat. FPIK-IPB covered the other two sites – Bintan and Tolitoli.

ID3 aimed to design and introduce incentive mechanisms and tools enhancing community-based dugong and seagrass conservation at three sites, Tolitoli, West Kotawaringin and Alor. The project was also expected to deliver better integration of seagrass and dugong safeguards in the business activities of tourism developers in Bintan. ID3 was designed to engage community surveillance groups (known as POKMASWAS) in the monitoring and surveillance of dugongs and seagrasses, and the handling of marine mammal stranding and entanglement as first respondents.

Project ID3_A was a small project initiated in 2018 to pilot spirulina farming in Teluk Bogam, Kobar. WWF Indonesia and EnerGaia, a private company, collaborated on this project.

During the inception phase in 2015, the PCT and the Government of Indonesia decided to merge projects ID1 and ID4. Project ID1 remained and the budget was revised – part of the budget was allocated to project ID3. The budget line for project ID4 remained with a cumulative budget of USD 15,000 to be used by PCT to cover additional costs on mid-term and terminal evaluations and other Project needs in Indonesia, not budgeted for in the other projects.

F. Project financing

The total budget for the implementation of the DSCP project in Indonesia was $823,222.79 as outlined in the Project Identification Table above. The level of in kind and cash contributions from partners for the Indonesian projects materialised to be a lot higher than committed - $9,000,481.00 versus

US$3,841,000. The total allocated GEF budget was reduced by USD 6,130.41 to cover the terminal evaluation costs.

Financial Management table

Project ID	Partner	GEF budget (USD)		Cash contribution (USD)		In-kind contribution (USD)	
		Allocated	Utilised	Committed	Materialised	Committed	Materialised
ID1	MMAF	94,696.13	95,234.94	-	-	615,000.00	9,000,481.00
ID2		335,373.75	335,874.37	-	-	1,780,000.00	
ID3		344,283.32	344,283.32	-	-	1,414,000.00	
ID3_A	EnerGaia	40,000.00	40,000.00	32,000.00	11,654.00	32,000	
ID4	PCT	8,869.59	15,000.00	-	-	-	
Total		**823,222.79**	**823,222.79**	**32,000.00**	**11,654.00**	**3,841,000.00**	**9,000,481.00**

Leverage funding of US$78,939.44 was as obtained as follows:

Leveraged Funding

Project ID	Project name	Donor	Funding volume (USD)
ID3	Proceeds from sale of tourist packages and products that were a part of the incentive models	n.a.	78,939.44

G. Reconstructed Theory of Change at Evaluation

This theory of change for the activities undertaken in Indonesia is in line with the overall TOC for the DSCP against Outcomes 1, 2, 3 and 4 as outlined in the Table below. Reported outcomes were confirmed in face-to-face interviews with all partners in Indonesia and through on-ground confirmation of project outcomes during visits to project sites for ID3 and through discussions with local stakeholders in Alor in March 2019.

Linkages between Projects and Outcomes as defined by TOC and Project Logframe

Outcome as specified in the ToC	**Desired Intermediate States as specified by ToC**	**Project Name(s) contributing to Outcomes and Desired Intermediate States (as per Project Description)**
Outcome 1: Community-based stewardship of dugongs and their seagrass ecosystems at selected globally important Indo-Pacific sites enhanced	IS1. Improved conservation and management of dugongs and seagrass habitats by communities at priority sites IS2. Models and best practices learned from target sites shared and replicated	ID3. Community Based Conservation and Management of Dugong and Seagrass Habitat in Bintan, Alor, Tolitoli and Kotawaringin Barat, Indonesia
Outcome 2: Sustainable fisheries practices that reduce damage to dugongs and their seagrass ecosystems widely adopted through uptake of innovative incentive mechanisms and management tools	IS 3. Demonstration and testing of effective incentives. On-ground capacity development of key stakeholders IS4 Reduced detrimental impacts and loss of dugongs and seagrass habitat	ID3. Community Based Conservation and Management of Dugong and Seagrass Habitat in Bintan, Alor, Tolitoli and Kotawaringin Barat, Indonesia ID3_A Alternative livelihood creation for coastal communities adjacent to dugong hotspot areas and seagrass beds in Teluk Bogam, Central Kalimantan, Indonesia
Outcome 3: Increased availability and access to critical knowledge needed for decision-making for effective conservation of dugongs and their seagrass ecosystems in Indian and Pacific Ocean basins	IS5. Tools and capacity to improve conservation and management IS6 Improved understanding of dugongs through research and management IS8 Enhanced cooperation among stakeholders through sharing and collaborative efforts	ID2. Improving National Awareness and Research on Dugong and Seagrass in Indonesia ID3. Community Based Conservation and Management of Dugong and Seagrass Habitat in Bintan, Alor, Tolitoli and Kotawaringin Barat, Indonesia
Outcome 4: Conservation priorities and measures for dugongs and their seagrass ecosystems incorporated into relevant policy, planning and regulatory frameworks across the Indian and Pacific Ocean basins	IS7 Effective implementation of National Plans of Action	ID1. Strengthen and Operationalize National Policy Strategy and Action Plan for Dugongs and Seagrass Conservation ID2. Improving National Awareness and Research on Dugong and Seagrass in Indonesia ID3. Community Based Conservation and Management of Dugong and Seagrass Habitat in Bintan, Alor, Tolitoli and Kotawaringin Barat, Indonesia

II. Country Study Findings

O. Strategic Relevance: Rating – Highly Satisfactory

Alignment to the UNEP Medium Term Strategy (MTS) and Programme of Work (Pow): Rating – Highly Satisfactory

All National Projects contributed collectively to the delivery of a number of strategic focus areas in the UNEP Medium-term Strategy (MTS) 2014–2017, particularly Ecosystem Management (EA1, EA2 and EA3) and Environmental Governance (EA2 and EA3) through: its focus on strengthening the science-policy interface at the national and regional levels; by assisting countries to create the institutional, legal and policy conditions necessary to mainstream dugong and seagrass conservation into their development planning; through capacity building; from the use of innovative tools (incentives) and approaches; and the sharing of knowledge, data and techniques for their management.

The National Projects contributed to the delivery of the UNEP Programme of Work for 2018/2019 primarily under: Subprogram 3 Healthy and productive ecosystems through its focus on improving the management and conservation of seagrass ecosystems towards maintaining and restoring biodiversity, and the seagrass ecosystems' long-term functioning and supply of ecosystem goods and services and therefore improving human wellbeing; Subprogram 4 Environmental governance through helping to increase the uptake of the CMS Dugong MoU and strengthening the Institutional capacities and policy and/or legal frameworks of the Project countries; and Subprogram 7 Environment under review through strengthening the capacity of governments and other stakeholders involved in the Project to access quality environmental data, analyses and participatory processes that strengthen the science-policy interface to generate evidence-based environmental assessments, identify emerging issues and foster policy action in relation to dugongs and seagrass.

Alignment to UNEP/GEF/Donor strategic priorities: Rating – Highly Satisfactory

All National Projects contributed to specific strategic programmes under the GEF V Focal Area Biodiversity Strategy and Objective 1: Improve the Sustainability of Protected Area Systems (Outcome 1.1) and Objective 2: Mainstream biodiversity conservation and sustainable use into production landscapes/seascapes and sectors (Outcomes 2.1 and 2.2). All National Projects responded directly to those identified needs and priorities. Interventions in Indonesia also contributed to the Cross-Cutting Capacity Development Strategy Objectives.

At the timing of the Project design, the Sustainable Development Goals (SDGs) had not been developed. All National Projects however clearly demonstrated their relevance to delivering the Aichi Biodiversity Targets through seeking to improve the conservation and management of dugongs and their seagrass habitats through the baseline data collection and on ground activities and incentives programs with communities in Indonesia. Of most relevance are Targets 2 (Biodiversity values integrated), 4 (Sustainable consumption and production), 5 (Habitat loss halved or reduced), 6 (Sustainable management of marine living resources), 7 (Sustainable agriculture, aquaculture and forestry), 10 (Pressures on vulnerable ecosystems reduced), 14 (Ecosystems and essential services safeguarded) and 15 (Ecosystems restored and resilience enhanced).

The Bali Strategic Plan for Technology Support and Capacity Building (BSP) aims for more coherent, coordinated and effective delivery of capacity building and technical support at all levels nationally and by all actors, in response to country priorities and needs. All National Projects aims and objectives were relevant to and consistent with the BSP. The strong focus on capacity building at the national level seeks to encourage those who were not members of the CMS Dugong MoU to do so and with respect, strengthen policy frameworks to support the implementation of relevant international environmental policies as they related to dugongs and seagrass, most notably the CMS dugong MoU Conservation Management Plan.

South - South Co-operation was achieved through the exchange of resources, technology and knowledge and sharing of lessons learned between the eight partner countries at the annual Executive Project Steering Committee meetings held.

The Project Coordination Team, in collaboration with the Indonesia National Facilitator and Project Partners, made efforts to ensure their interventions complemented other interventions, optimized any synergies and avoided duplication of effort. This was achieved at the design stage through consultation and engagement with key stakeholders from a range of programs and organisations as well as during implementation.

The importance of women and disadvantaged group engagement in National Projects were outlined in the design (via the Prodoc) both in terms of priority in job creation and capacity building from local communities and consideration of their needs and priorities in development plans. Project stakeholders in Indonesia during interviews as well as on ground in Alor confirmed that effort was made to ensure women and youth and other disadvantaged groups were engaged in national projects through consultation and data collection, awareness and capacity building, incentives programs and through research and policy work.

Relevance to regional, sub-regional and national issues and needs: Rating – Highly Satisfactory

The DSCP supported Indonesia to deliver against their obligations relating to international MEAs (multi-lateral environmental agreements) relevant to the Project and to dugong and seagrass conservation in the region. This includes:

- the Convention on Biological Diversity (CBD) concerning coastal ecosystem services and biodiversity conservation (via supporting the conservation priorities identified in National Biodiversity Strategies and Action Plans (NBSAPs) and other relevant national plans such as Development Plans, National Plans of Action for Dugongs, Poverty Reduction Plans, fisheries and tourism plans and United Nations Development Assistance Framework (UNDAF) Plans);
- the United Nations Framework for Climate Change Convention (UNFCCC) Cancun Agreement concerning climate change mitigation targets (via supporting national climate change adaptation and mitigation plans);
- the Ramsar Convention on Wetlands which promote the protection of coastal ecosystems and their services by member states; and
- the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) is also relevant as it aims to ensure that international trade in specimens of wild animals and plants does not threaten their survival, and prohibits international trade of endangered species such as dugongs, which is listed in Appendix I.

As of March 2019, Indonesia was not a signatory to the CMS Dugong MoU.

The Project also supported Indonesia to develop and strengthen a national policy and strategy for the protection of dugongs and seagrass, including National Plan of Action for Dugongs and Seagrass, four regional action plans supporting the implementation of the NPOA for each regional site, as well as LMMA and other community-based fisheries and ecosystem management policies and conservation measures. The information gained from the activities under the DSCP provided good baseline data for the national policy and strategy, as well as information to provide a case for strengthening community conservation activities for example, through the POKMASWAS groups.

Complementarity with existing interventions: Rating – Highly Satisfactory

The protection of the dugong in Indonesia had been regulated through Government Regulation No. 7 on “Preserving Flora and Fauna Species” since 1999. Dugongs had been among the species of high prioritization for conservation under the premises of Regulation No. 57 Year 2008 on “Strategic Direction of National Species Conservation for 2008 - 2018” of the Minister of Forestry.

The dugong was also included in the list of 20 priority species to be managed by the MMAF. These prioritized species were determined in the strategic plan document of MCB for 2015-2019. The related document on dugong conservation was prepared in 2012, as part of the implementation of the GEF-funded Trikora Seagrass Demonstration Site Project in Bintan.

National projects also contributed to the strengthened management of coastal marine resources and fisheries, and the development of local management plans in the project locations. This work provided a continuation and expansion of work previously undertaken by a number of the Project Partners prior to the DSCP. On ground consultation in Alor with government and community representatives confirmed there was strong engagement in the project and capacity had been strengthened to manage their local marine areas.

Quality of Project Design: Rating – Moderately Satisfactory

Strengths (in no particular order)

- The project was very relevant and aligned with the CMS Dugong MoU, in terms of rationale and philosophy to empower stakeholders and build their capacity to drive their own projects to deliver against priorities within the Dugong Conservation Management Plan, noting however that Indonesia is not a signatory yet.
- The National projects are very relevant for addressing a key threat to dugongs and seagrass, linked to fishing pressure through the on-ground and policy projects. To that end, the projects undertook a comprehensive analysis of the problem and context at each location and at the national level in the development of the NPOA.
- There was good stakeholder involvement in the design and during implementation that led to strong partnership building through the process and allowed for potential sustainability to be factored into the outcomes. The Indonesian government indicated during consultation during the TE that the approach taken to coordinate the work at the national level should serve as a model for other projects.
- The project design enabled improvement of communications amongst national and regional level stakeholders including local communities which appears to be sustainable beyond the lifetime of the project.
- The project recognises that the threats to dugongs and seagrass habitats are shared problems that bring many challenges. The national approach, through its inclusion of relevant partners, provided good opportunities to strengthen capacity and cooperation between the partners and identify and share dugong and seagrass technical expertise and improve coordination mechanisms and partner networks and linkages to other environmental initiatives.
- The incentives model was coupled with the establishment and strengthening of community surveillance groups (POKMASWAS) that carried out patrolling, monitoring and responses to illegal, unregulated and unreported fishing, and to respond to dugong strandings. This has created a mechanism whereby economic incentives and dugong conservation measures can be self-reinforcing.
- The projects built on and addressed the needs and priorities of the national partners and local communities.

Weaknesses (in no particular order)

- Indonesia took a different approach to other countries and attempted to address all four project outcomes at each of the four project sites. As noted in the Mid-term Review Report (MTR) however, this contributed to a significant delay in on-ground project implementation.
- The Project Document does not include a Theory of Change to help understand how the project components are linked and the output and outcomes will lead to the achievement of results, especially project impacts over the longer term for the overall DSCP or the national projects.

A. Nature of the External Context: Rating - Favourable

No major external events were recorded that impacted on the delivery of the Project.

B. Effectiveness: Rating – Satisfactory

i. Delivery of outputs: Rating – Satisfactory

Under ID1, the National Facilitating Committee, established in 2016, met regularly and drove Project progress in Indonesia for all Project components. ID1 developed a National Plan of Action (NPOA) valid for 5 years (Minister of Marine Affairs and Fisheries Decree No. 79 Year 2018), that included key actions and the role of various stakeholders in implementing the NPOA. A National Dugong Conservation Committee (NDCC) was established in April 2017 by a Director General of MSM – MMAF Decree No. 28 Year 2017 to oversee the implementation of the NPOA. ID1 also participated in an analysis of Driver, Pressure, State, Impact, Response (DPSIR), initiated by the PCT.

Project Partners implemented a program of awareness and education that engaged with academics, students, government agencies and local communities. Meetings with the local communities aimed to understand their attitude to conservation, fishing practices and knowledge of dugongs. This information contributed to the development of a database on dugong sightings and incidents. Online and digital platforms as well as national events were used by the National Projects to support awareness efforts, utilising Facebook and Instagram. Over 3,000 online users and 500 participants were exposed to the content through social media and events respectively.

Under ID2 a dugong database was created integrating dugong sightings, incidents reports and the information from the CMS Dugong Catch/ Bycatch Questionnaire. The dugong database is accessible at http://db.oseanografi.lipi.go.id/dugong. An online map showing distribution of dugong events by location and by time is accessible at http://db.oseanografi.lipi.go.id/dugong/webgis. ID2 developed two guidelines; 1) guidelines on the standardized methods of dugong and seagrass research in Indonesia, including information about the CMS Dugong MoU Questionnaire and Seagrass Watch; and 2) standardized guidelines of research on carbon budget in seagrass, to be used as national references for further actions regarding low-carbon emission development and other policies related to the marine ecosystem, specifically for seagrass carbon measurements. All seagrass data collected by the Project in Indonesia were integrated in an existing database managed by one of the Partners, at http://gis.oseanografi.lipi.go.id/.

ID3 and ID3A worked in 10 local sites (villages) to promote and develop community-based stewardship for dugong and seagrass conservation. Fourteen community surveillance and conservation groups (POKMASWAS) were established or strengthened. The community conservation groups' responsibilities include monitoring, patrolling and giving first response to dugong incidents. The projects developed capacity within communities for seagrass and dugong monitoring using the CMS Dugong Catch/By-catch Questionnaire (1,043 surveys) and 103 POKMASWAS members were trained in patrolling and monitoring of illegal, unregulated and unreported fishing activities, seagrass monitoring and handling of stranded dugongs. In Alor, in particular, a WhatsApp group was created to facilitate the reporting of illegal, unregulated and unreported fishing activities and violation of the regulation covering the Pantar Strait Marine Reserve Area.

Under ID3, baseline information was collected about dugong presence, seagrass species and coverage, threats to dugongs and level of awareness of local communities regarding the legal protection of the dugong all four regional sites. Participatory mapping was used for initial identification of dugong hotspots across Alor, Tolitoli and West Kotawaringin. Conservation plans were developed and legalized for eleven sites across the four regions. Pilot initiatives were established in areas where dugongs and/or seagrass occurred and were being monitored. In most cases it was too early to measure whether there had been any income generated as many incentive models commenced late in the Project and had been functioning for a year or less, however community consultation in Alor confirmed positive responses and much enthusiasm. As of the end

of the DSCP in Indonesia, one pilot was well established in Tolitoli– the community enterprise for production of Sardinella fish products, including the locally branded chili sauce, "Sambal Tembang Malala" (STM). The local community groups as at the end of the Project had reached the break-even point and had committed to support (also financially) the initiative. Others such as the dugong tourism project in Alor as well as community tourism projects in Bintan were well progressed, however.

In Alor, the project worked with the village-owned business entities (known as BUMDes) established to support the economic growth of the village community. Three sites in Alor – Kabola, Munaseli and Pante Deere – are to be developed as ecotourism villages, which can be offered as a package deal to potential tourists. As of the end of the Project in Alor, WWF Indonesia supported by Mala Tours and other local partners trained more than 20 community members to guide tours, develop storylines of the tour packages, write a business plan, and present their cooked foods. They built the capacity of these local people to promote their packages by a study visit to Bali and participation in a tourism business exhibition.

Community members across all the three regional sites of Alor, West Kotawaringin and Tolitoli, were trained to manage and monitor the incentive models. Fifty-four local people (80% women) participated in various trainings organised by the DSCP across the three regional sites, and 31 local people demonstrated interest in being trained in spirulina farming.

In Bintan, IPB and their partners worked on integrating dugongs and seagrasses in corporate social responsibility (CSR) policies of private companies. Based on social mapping covering one local site in Bintan, Pengudang Village, IPB conceptualised three CSR programs supporting dugong and seagrass conservation, centered on community development, education and research. The three programs were presented to 13 private companies in Bintan. Four resorts - Cempedak Island, Banyan Tree, The Island Foundation, and PT. Bintan Resort Cakrawala (BRC) – expressed interest and subsequently provided financial support for local community development and dugong and seagrass conservation. Thanks to this collaboration, seagrass and marine megafauna research were funded and several awareness raising events were conducted, one of which reached out to 150 young people.

Another key result of ID3 in Bintan was the development of funding schemes integrating the needs of the community (in Pengudang) into the private companies' CSR agenda for educational tourism development. These schemes would support the implementation of the local conservation action plan developed by ID3 and would financially secure community-based seagrass protection in Pengudang, as well as the dugong and seagrass conservation in general in Bintan.

Communities in Pengudang were supported in developing educational tourism, which also gave them the opportunity to sell their own handicrafts (e.g. bamboo straw and straw pouches with dugong and other marine creatures printed onto the fabric). ID3 supported the improvement of the branding and marketing of the handcrafts made by the local communities, and two of the four collaborating resorts purchased the handicrafts. A cooperation agreement on dugong and seagrass conservation was signed with one of the four resorts - Cempedak Island. One of the results from this collaboration was the commitments of the Cempedak Island to engage in the protection of the Bintan Marine Protected Area. This culminated into Cempedak Islands becoming the first private institution to join an official working group that would support the tasks of the management authority of the Bintan MPA.

While ID3A commenced late in Teluk Bogam, EnerGaia and WWF are committed to continue the spirulina farming. The company's investment in the DSCP pilot exceeded the GEF resources provided for the pilot and the company is continuing the operations beyond the life of the DSCP. WWF is committed to continue the monitoring and support branding of the future spirulina products as part of their conservation activities in the region.

ii Achievement of direct outcomes: Rating – Satisfactory

Achievement of direct outcomes

Outcome 1. Community-based stewardship of dugongs and their seagrass ecosystems at selected globally important Indo-Pacific sites enhanced through on ground pilot projects

The project has established community-based stewardship of dugongs and seagrass habitats at 4 selected priority sites. Prior to the commencement of the DSCP, community engagement in dugong and seagrass management and monitoring appeared to be operational in only 1 regional site (Bintan). Women's participation was deemed low or non-existent. The project developed Conservation action plans (CAP) on a village/ provincial level across the four regions and the local sites within. Fourteen community conservation/ surveillance groups (POKMASWAS, BUMDes and Forums) across 9 sites in Alor, West Kotawaringin and Tolitoli established/ re-activated which totalled 372 members, including up to 19% women. All local groups trained in seagrass/ dugong monitoring and handling of stranded dugongs. Consultation in Alor with government and community stakeholders confirmed there is strong collaboration and willingness to work together to protect dugongs and seagrass. The provincial and district governments indicated that local regulations have been brought in at the request of the community and, together, they are committed through their Medium-Term Plan to fund some surveillance activities going forward.

Outcome 2. Sustainable fisheries practices that reduce damage to dugongs and their seagrass ecosystems widely adopted through uptake of innovative incentive mechanisms and management tools.

The project established a range of economic incentives for dugong and seagrass conservation at 14 locations within the 4 priority sites. At the commencement of the project there were incentive schemes encouraging local communities to adopt sustainable fisheries practices at priority dugong and seagrass habitat sites known to exist in only 1 site (Bintan). While it is too early to tell as to the success of these to drive conservation outcomes, on ground consultation with communities in Alor indicated much enthusiasm and support and commitment to the alternate livelihood activities introduced.

Outcome 3. Increased uptake (through availability and access) of critical knowledge tools and guidance needed for decision-making for effective conservation of dugongs and their seagrass ecosystems in Indian and Pacific Ocean basins

At the start of the project there was limited information about dugongs and limited seagrass efforts across the priority-sites. The project substantially increased the availability and access to critical knowledge of dugong and seagrass conservation. Standardized methodologies for dugong research were agreed, published and disseminated. Guidelines were developed on research of seagrass carbon budget, to be used as a national reference to reduce greenhouse gases and fight climate change. The project also provided the first opportunity where project partners were required to work together, and while this was challenging it was confirmed during consultation that this had been a great achievement in itself.

Outcome 4. Conservation priorities and measures for dugongs and their seagrass ecosystems incorporated into relevant policy, planning and regulatory frameworks across the Indian and Pacific Ocean basins.

The Project has strengthened the policy framework for dugong and seagrass conservation in Indonesia at the national as well as provincial and local level. Prior to the commencement of the project there was a Strategic and Action Plan for Dugong developed in 2012, but no policy gap analysis. Policy gaps were identified through DPSIR analysis for each, seagrass and dugongs. The project developed a Dugong and Seagrass National Plan of Action (NPOA) for the period 2018-2022. Four regional action plans supporting the implementation of the NPOA, as well as local action plans were developed for 10 sites within the regions. A National Dugong Conservation Committee was established that held regular meetings. Guidelines and local regulations on the protection of dugongs to local fishers and tourism operators were developed and disseminated in Alor, Bintan and Tolitoli. Consultations with the provincial and district governments during the TE indicated that funding has been allocated, at least in Alor to continue to support tourism activities and implement the local

regulations developed. The DSCP allowed for the engagement of the levels of government to happen in a more intense way than would have been possible otherwise, leading to the strong support and engagement that now exists at all levels.

iii. Likelihood of Impact – Moderately Likely

The national projects were rated Moderately Likely in terms of the likelihood of impact because there is a widespread sense of country driven-ness and ownership, the local NGOs will continue to encourage the governments at all levels to implement the policy and regulatory changes that have been developed and there is continual support from Project Partners in some locations under ID3 to progress outcomes beyond the life of the DSCP, positively influencing the likelihood of impact. However, the fact that none of the intermediate states have been fully achieved yet has a negative effect on the rating. For intermediate states and impact, given their medium and long-term nature, it is harder to assess whether, and to what extent, assumptions hold. Overall, despite some uncertainty associated mostly about how and when the intermediate states will be achieved, there is a reasonable expectation that some impact will be achieved, due both to national and local circumstances.

C. Financial Management: Rating –Satisfactory

1. Completeness of project financial information: Rating - Satisfactory

The total budget for Indonesia for the implementation of the DSCP amounted to USD 829,353.20. The GEF funds available for the implementation of the projects in Indonesia were fully absorbed by the Partners.

A budget of USD 15,000, remaining under the budget line for project ID4 was used by PCT to cover costs on the national workshop attended by the Project Coordinator, the CMS Dugong MoU Programme Manager and a Dugong Technical Advisor in 2017; additional cost of the mid-term review in Indonesia; and costs related to the attendance of more than two members of DSCP Indonesia in the Third Meeting of the Signatory States to the Dugong MoU (MOS3) in 2017. The amount of USD 6,130.41 was allocated to cover the terminal evaluation cost in Indonesia, and the balance was spent to support the closing workshop of the global DSCP, held in 2019, in Bali, Indonesia.

In addition to the above-mentioned costs, the Executing Agency for the DSCP incurred some costs on behalf of the Partners – these costs were charged directly to the budget of the respective projects. The deductions related to the participation of two members of the DSCP Indonesia in the Third Meeting of the Signatory States to the Dugong MoU (MOS3) in 2017. The budget of projects ID1 and ID2 was charged with the total amount of USD 3,814.96, evenly distributed between the two projects.

The materialised co-financing by all the projects in Indonesia was USD 9,012,135.76 in-kind, which exceeded substantially the committed co-financing. Collectively Project Partners in Indonesia delivered USD $11,664 in cash and USD $9,000,481 in kind contribution. The Partners also leveraged funds from different funding sources, cumulatively amounting to USD $78,934.

2. Communication between finance and project management staff: Rating –Satisfactory

Initial communications problems were encountered early in the project and noted in the Midterm Review. These were eventually resolved. Following the Midterm Review, communication was effective between the Project Partners and the PCT in relation to financial management.

D. Efficiency: Rating – Moderately Satisfactory

Significant delays were experienced by the project although these were eventually resolved following the Midterm Review. The MTR also found that there was a lack of clear decision on the role of each national partner for each project. Roles and responsibilities were unclear and confused at the start of the project, a further cause in the significant delays that were experienced. Overall there was a lack of leadership to guide the project and its various components, notably the National Dugong

Conservation Committee, a critical component of driving national level outcomes, was not fully functional by the time of the MTR. This was however rectified following the MTR and activities occurred quite quickly until the end of the DSCP. There was a substantial delay in developing and implementing community-based incentive mechanisms and they did not fully commence until late in 2017. The MTR noted serious concerns that there was not sufficient evidence of the needs and feasibility of the project sites. Overall, it would appear that bureaucratic difficulties and a lack of readiness and preparation caused significant problems in the first half of the Project.

Several changes took place during the implementation of the DSCP in Indonesia, including:

- During the inception phase in 2015, the PCT and the Government of Indonesia merged projects ID1 and ID4. Project ID1 remained and the budget was revised – part of the budget was allocated to project ID3. The budget line for project ID4 remained with USD 15,000 to be used by PCT to cover additional costs on midterm and terminal evaluations and other Project needs in Indonesia, not budgeted for in the other projects;
- Project ID3 initially included only Bintan. Its objective was reformulated, and concept was revised to include new sites where dugongs were assumed to occur. The project implementation started in 2017;
- Sub-project ID3_A started in 2018 (with some pre-feasibility information collected in 2017). The project was initiated to pilot spirulina farming as an alternative livelihood to fishing, reducing impacts on seagrasses mainly. A small budget of USD 40,000 was allocated from project ID3 to project ID3_A. Delays were experience for Energaia under ID3A with respect to gaining a legal presence in the country to be allowed to operate. A pre-existing relationship between WWF Indonesia and the local community was critically important to achieving the "last-minute" results for the spirulina farming pilot in West Kotawaringin. WWF Indonesia provided great facilitation in supporting the process and without them it would have taken much longer.
- Given the delayed start of project ID3 and sub-project ID3_A, it was decided to extend their completion date until 31 March 2019, to allow more time for project reporting.

The project was very well integrated with existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects, once it got underway. While some stakeholders questioned the effectiveness of the activities undertaken in Indonesia, it is important to note the speed at which the project was successfully delivered with most outputs and outcomes achieved following the Midterm Review findings.

Monitoring and Reporting: Rating –Satisfactory

1 Monitoring design and budgeting: Rating – Satisfactory

Indonesia projects experienced a number of difficulties in the early stages and were noted by the Mid-term review and subsequently addressed. The project monitoring undertaken in Indonesia was in line with Monitoring protocols established for the DSCP. No major issues identified. The monitoring plan developed for national projects was comprehensive and used by the NFC to track progress against project targets.

2 Monitoring of project implementation: – Satisfactory

Indonesia projects experienced a number of difficulties in the early stages and were noted by the Mid-term review and subsequently addressed. The monitoring system in place for national projects in Indonesia was operational and facilitated the timely tracking of results and progress towards projects objectives throughout the project implementation period. Information was disaggregated by gender and marginalised groups. Funds for monitoring activities were built into project budgets.

3 Project reporting: Rating – Satisfactory

Indonesia projects experienced a number of difficulties in the early stages and were noted by the Mid-term review, and subsequently addressed. A standard approach for project reporting was adopted by the DSCP and all national projects were required to use the templates provided. Reporting followed the UNEP standard monitoring, reporting and evaluation processes and procedures and was consistent with the GEF Monitoring and Evaluation policy. Indonesia provided high quality reports on time to the DSCP Program Coordinator. Data was disaggregated by gender and marginalised groups and reporting was gender neutral. The reports provided to the DSCP Programme Coordinator supported the outcomes achieved from national projects in Indonesia and this was confirmed during consultations.

Sustainability: Rating – Likely

1 Socio-political sustainability: Rating – Likely

One of the successes of the DSCP in Indonesia was the mobilization of strong local support for dugong conservation. This was achieved through the development of the incentives models, the establishment, legalization and capacity building of the local community surveillance and conservation groups (POKMASWAS) and local authorities as well as through the collaborations with the private companies on supporting the efforts of the local communities to protect the dugong population across the four sites. This was confirmed during the consultations with local communities and POKMASWAS groups as a part of the terminal evaluation. An ongoing challenge will remain awareness raising in Indonesia, given the size of the country and that in many parts most people with dugong populations not that aware of dugongs and their relationship with seagrass so ongoing effort will be required to improve knowledge, particularly with respect to the illegality of hunting dugongs.

The activities of the local community surveillance and conservation groups were integrated in a four-year action plan, based on the updated NPOA. The local action plans were consented by the local communities and ratified by the local government representatives. In addition, funding mechanisms were established to support the protection of dugongs and seagrasses across the local sites through CSR and through government budget allocation (in Alor) and the income-generating models introduced by project ID3. While it is too early to tell if the majority of incentives programs will be effective, the local teams (NGOs and governments) are committed to continue to work with these communities.

The project developed many creative and appealing communication materials in English and Indonesian, including drone footage and videos. This material is available on the Project website and has been distributed to all DSCP Partners in all countries for use after the end of the Project.

2 Financial Sustainability – Likely

Consultation during the terminal evaluation confirmed that some budget has been allocated for the implementation of the NPOA, however as the NPOA was enacted in August it missed the planning cycle (April) and the intention is for some budget to be included next year against the relevant agencies.

The creation of new economic incentives, governance mechanisms and community-based networks, together with the commitment of project partners indicate that financial sustainability is possible in the longer term. The NGOs working with the local communities are committed to continue their engagement and to that end will continue to seek funding to support on ground efforts. WWF has committed another 5 years working in Alor. As confirmed during consultation the local government in Alor has committed funding in their Medium-Term Plan (5-year plan) towards supporting ongoing efforts to build the tourism profile and work with the POKMASWAS groups on implementing the local conservation plan. WWF is continuing to work with the local government to diversify tourism so reliance is not just on the one dugong in Alor but on a package of offerings and will continue to monitor and evaluate the incentives program performance and work with the communities to adapt as needed.

CSR activities in Bintan are promising and while early on in the relationship, indicate the local tourism operators are committed to supporting local communities. Energia has indicated their commitment in Indonesia under ID3A to ensure spirulina farming progresses to full production.

In all project sites, exit strategies are preliminary.

3 Institutional sustainability: Rating – Likely

The NPOA was formalised by a ministerial decree (Minister of Marine Affairs and Fisheries Decree No. 79 Year 2018) with the Plan in place until 2022. The NPOA provides the legal framework for ongoing implementation of dugong and seagrass conservation efforts in Indonesia following the end of DSCP project. The Minister will track progress due to the decree being made in relation to the plan.

The data delivered by the national project have been integrated into databases, managed by a national research organization (LIPI) on a permanent basis. LIPI is also a member of the NDCC and the activities of maintaining the databases contributes to the implementation of the National Plan of Action, for which the NDCC will oversee the its implementation. The databases are interactive and allow for updating of content. The Project has built research interest and capacity for dugong and seagrass research. The two guideline documents, the trainings and the standardized tools practices are available for ongoing use by researchers and conservationists in Indonesia after the end of the Project. Seagrass research will continue through complementary projects underway relating to Blue Carbon and Ecosystem Services.

There is strong institutional support at the local level through local decrees and regulations being introduced at the project sites. This was confirmed during consultation with the local and provincial governments in Alor as a part of the terminal evaluation.

III. Conclusions and Recommendations

At the commencement of the DSCP in Indonesia, there were few of the major components in place that could support successful conservation of dugong and seagrass conservation. Community-based marine management systems were minimal and few, if any local people that directly impacted dugongs and seagrass habitats (unstainable fishing practices and deliberate killing of dugong) were trained or engaged to participate in community-based marine conservation and surveillance. Few or no incentives were present for local people to adopt more sustainable alternatives. Little information was available on dugong distribution abundance and threats, and there was limited information about seagrass habitat extent and condition. There were limited strategies for dugong conservation, and Government agencies generally lacked capacity and guidance necessary to take effective conservation action for dugong and seagrass habitats.

The DSCP sought to systematically address these factors and thereby conserve dugong and their seagrass habitat at 4 sites across Indonesia comprising at least 1 million ha in extent.

Following a significant “wake-up call” from the Midterm Evaluation, a major factor in the success of the project was the subsequent commitment of Project partners to invest significantly in the projects to be able to deliver outcomes within the timeframes. For example, in Indonesia, the co-financing provided by partners was around $9m by the end of the Project. With the late start to the project in Indonesia, the fact that projects were happening in a number of new sites, without this level of support it is unlikely the pilot projects would have been delivered.

There was good involvement in women and youth in all projects working with communities and active strategies were developed to ensure engagement was effective. There was also good involvement of women in the research undertaken through ID2. This was confirmed during consultations for the terminal evaluation.

The major weakness of the project was caused by a lack of readiness at the commencement of the project, with unclear roles and responsibilities among the partners and the difficulties within the Central Government for the registration of the Project.

The requirement for a legal presence of partners in country also created delays and impacted on efficiency in Indonesia in relation to the spirulina farming projects. EnerGaia, the business partner to these Projects underestimated the time it would take to obtain a legal presence in the country. WWF provided much support to assist in this process, however the delays slowed down work and impacted on spending of funds, until certainty was assured.

There was no economic evaluation of ecosystem goods and services, and no investigation of long-term sustainable finance mechanisms. Addressing both of these issues may have provided a more solid foundation for the design and implementation of future socio-economic support mechanisms for dugong and seagrass habitats in Indonesia.

Despite these administrative delays and lack of institutional readiness, the projects resources were ultimately well-targeted and significant accomplishments made in the short timeframe from 2017 until the end of 2018 in establishing the basis for ongoing dugong and seagrass conservation in Indonesia.

Institutional sustainability however will be dependent on the implementation of the NPOA relating to effective law enforcement activities across the country to reduce the ongoing hunting and fishing pressures on dugongs across Indonesia. This combined with ongoing knowledge-sharing and communication to increase awareness among people on the importance, threats, and protection status of dugong and seagrass in Indonesia will be fundamental.

Evaluation Summary

The overall rating for the Indonesia projects is Satisfactory. A summary of the evaluation criteria, assessment and ratings is provided below:

Criterion	**Summary Assessment**	**Rating**
Strategic relevance		**Highly Satisfactory**
1. Alignment to MTS and POW	Strong alignment with MTS and POW.	Highly Satisfactory
2. Alignment to UNEP /Donor/GEF strategic priorities	Strong alignment with strategic priorities.	Highly Satisfactory
3. Relevance to regional, sub-regional and national environmental priorities	Highly relevant to regional, sub regional and national priorities.	Highly Satisfactory
4. Complementarity with existing interventions	The project demonstrated strong complementarity with many important interventions.	Highly Satisfactory
Quality of Project Design	**Strong project design for national projects.**	**Moderately Satisfactory**
Nature of the external context	**No major external impacts were recorded.**	**Favourable**
Effectiveness Satisfactory		
7. Delivery of outputs	Project Partners delivered high quality outputs.	Satisfactory
8. Achievement of direct	High level of achievement of outcomes for most	Satisfactory

outcomes	components.	
9. Likelihood of impact	The achieved direct outcomes include the most important to attain intermediate states; assumptions for the change to intermediate states hold; drivers to support transition to intermediate states are in place. Partners are committed to implementing the project outputs and finding long term sustainable solutions. None of the intermediate states have been fully achieved yet.	Moderately Likely
Financial Management		**Satisfactory**
1.Completeness of project financial information	All aspects of financial management made available and appear complete. Some delays and initial problems encountered and resolved.	Satisfactory
2.Communication between finance and project management staff	Good and effective communication between finance and project management staff in country and with the DSCP programme coordinator.	Satisfactory
Efficiency		**Moderately Satisfactory**
Monitoring and Reporting	Progress reporting regular and timely.	**Satisfactory**
1. Monitoring design and budgeting	Monitoring design and budgeting are effective. Comprehensive monitoring plan.	Satisfactory
2. Monitoring of project implementation	Good evidence of detailed monitoring of project implementation. Regular reviews and mechanisms for tracking progress with stakeholders and partners in most projects.	Satisfactory
3.Project reporting	Substantial documentation of project progress and good communication.	Satisfactory
Sustainability		**Likely**
1.Socio-political sustainability	Strong interest and commitment and some level of ownership from government departments to take project achievements forward. Strong ownership and commitment from NGO Project Partners and local communities.	Likely
2.Financial sustainability	Partners committed to ongoing implementation and financing.	Likely
3.Institutional sustainability	Partners committed to continuation of efforts after GEF funding. A platform and institutional arrangements established for ongoing decision-making and implementation.	Likely
Factors Affecting Performance Satisfactory		
13. Preparation and	Some delays and initial issues encountered and	Moderately Satisfactory

readiness	resolved.	
14. Quality of project management and supervision	In general, project management performance demonstrated by project partners has been to acceptable standards.	Satisfactory
15. Stakeholders participation and cooperation	Good in most cases but inconsistent across the locations with not all stakeholders benefitting equally.	Satisfactory
16. Responsiveness to human rights and gender equity	Gender equality varied across projects. National projects adhere to UNEP's Policy and Strategy for Gender Equality and the Environment.	Satisfactory
17. Country ownership and driven-ness	Good level of ownership generated by the national projects over outputs and outcomes. The project was strongly focused on building capacity at the national level and strengthening regional coordination mechanisms.	Satisfactory
18. Communication and public awareness	Communication/public awareness efforts largely effective in driving change towards results beyond outputs. Substantial experience sharing between project partners and other interested groups / stakeholders.	Satisfactory
Overall project rating		**Satisfactory**

1. Lessons Learned

1. ***Champions within government agencies are key to driving outcomes, as is an optimal implementation structure based on partnerships that links project outputs with internal targets.***

The DSCP provided a new way for implementing activities on the ground in Indonesia through a collaborative process with partners setting out clearly defined roles. Identifying champions within agencies who were at a level of seniority and experience to drive change was key to streamline approval processes for example. Field managers with a passion and strong relationships with local communities but full authority to implement the project was fundamental, as was support and ownership from provincial and local governments and NGOs. Linking project outputs to internal performance targets within departments is also essential to ensure effective government involvement.

2. ***Greater emphasis on planning and preparation by all stakeholders at the beginning of the project, and pre-project, can enhance the outcomes of the project.***

Planning has to be inclusive of key stakeholders such as fisheries agencies and law enforcement agencies. Time should be given to the planning process to reduce complications during implementation.

3. ***Poverty alleviation needs to be a key consideration in any conservation activity that uses incentives.***

Any incentives program introduce with communities needs to be done with the prior consent of the community and directly accepted by the community as a way to address priority needs. Adequate socio-economic analysis that understands the situation within each community as well as their priorities is a fundamental initial step to introducing an incentives program. Ensuring expectations are managed, but adequate support and capacity provided to work with communities and local authorities to implement activities is an important factor in building trust with the community.

Addressing the priorities of a community, often economic related will lead to conservation outcomes, however adequate expectations are required on the part of all partners as to the time it will take for incentives to drive conservation outcomes, usually several years.

4. Using a diverse suite of activities can increase the likelihood of impact.

Diverse approaches (e.g. alternative livelihoods, participatory monitoring and community-led fisheries management) and targeting diverse groups (e.g. women in participatory monitoring) to engage coastal communities in dugong and seagrass is essential if they are to be effective in achieving conservation outcomes.

5. Empowering local communities is essential to drive improved management of marine resources.

Empowering local communities to be equal partners in the sustainable management of their natural resources through training and participatory decision-making, coupled with consistent and sensible enforcement of regulations, gives communities confidence in governance arrangements. Community-based groups (POKWASMAS) are important in ensuring compliance with the law and local conservation and management plans. Financial support to the Community Groups needs to be a long-term commitment and based on conservation performance to create a sense of ownership and provide impetus among the communities to protect their own environment.

2. Recommendations

A couple of clear recommendations were identified from the Project.

1. Ensure the effective establishment and implementation of the National Dugong Conservation Committee (NDCC).

Membership, roles and responsibilities relating to the NDCC need to be clearly defined and an annual workplan developed together to ensure commitment and ownership across members of the committee. In addition, a clear reporting process should be established to allow timely annual evaluation and reporting to the Minister on progress in implementing the National Plan of Action for Dugongs and Seagrass.

2. Establish the implementation structure from the DSCP as a model for all national level conservation projects.

Consideration should be given to applying the collaborative model adopted for the DSCP as an effective implementation structure for all national conservation programs where multiple stakeholders are involved. Ensuring however roles and responsibilities as well as communication and governance frameworks are clearly defined is important prior to any project commencing.

Annex

1. Evaluation Itinerary

- 1 March: meeting with Provincial Government of Nusa Tengara Timor (NTT)
- 2-3 **March**: meetings with on ground WWF team, field trips in Alor, experiencing the village tour package (which is a part of the incentive mechanism), discussions with local communities (ID3).
- 4 March: Meeting with all Project Partners in Jakarta
- Various interviews with PCT and Project partners over Skype.

2. List of documents consulted

Final Report, Chapter VIII: Project results in Indonesia and other project documents as listed in Annex III.

Sri Lanka Country Study

A. Project Identification Table

Project ID/ Reference #	LK1	LK2	LK3	LK4	LK5	LK6	LK7	LK8
Project title	A Community Based Approach for Conserving the Globally Threatened *Dugong dugon* in Sri Lanka	Improving communication and collaboration amongst all relevant stakeholders in Sri Lanka to enhance seagrass and dugong conservation	Project was closed	Development of a multiple-community-based marine resource management plan in the Gulf of Mannar	Ensuring seagrass ecosystem values are incorporated into coastal area planning in Sri Lanka	Increasing knowledge on sea grass habitats and dugong distribution at selected sites in North Western Sri Lanka	Providing incentives to local communities in return for wise stewardship of coastal habitats	National Steering Committee for the GEF Dugong and Seagrass Conservation Project
Project Proponent/ National Lead Partner	Biodiversity Education and Research (BEAR)	Department of Wildlife Conservation, Ministry of Sustainable Development and Wildlife (DWC)		IUCN Sri Lanka	National Aquatic Resources Research and Development Agency (NARA)	Ocean Resources Conservation Association (ORCA)	Sri Lanka Turtle Conservation Project (SLTCP)	IUCN and DWC
Alignment with Overall Project Outcomes	Outcome 1 and 3	Outcome 1		Outcome 1, 3 and 4	Outcome 3	Outcome 3	Outcome 2 and 3	Outcome 1, 3 and 4
Region/ Sites	Gulf of Mannar; Mannar Island near Adam's Bridge, Northward along the mainland coast to Poonaryn viz., Silavathurai,	Jaffna District and national		Gulf of Mannar Kalpitiya - Puttalam, Mannar, Kilinochchi and Jaffna	Palk Bay, Gulf of Mannar and Kalpitiya	Palk Bay, Gulf of Mannar and Kalpitiya	Puttalam lagoon - Anawasala, Kandakkuliya, Sotthupitiya, Palliwasathurei, Thirikkapallama and Serakkuliya	National

Project ID/ Reference #	LK1	LK2	LK3	LK4	LK5	LK6	LK7	LK8
	Arippo, Mannar, Vankalai, Mundampiddy, Thevanpiddy, Illupaikadavai, Kattalampiddy, South bar, Vedithalatiuv and Thalaimannar.							
Project start date	October 2015	December 2015		June 2015	November 2015	October 2015	September 2015	June 2016
Expected end date	September 2018	December 2018		December 2018	September 2018	September 2018	September 2018	December 2018
Revised end date	n/a	n/a		n/a	n/a	n/a	n/a	n/a
GEF project grant (in USD)	$32,524	$109,767		$105,702	$56,916	$65,047	$121,964	$97,571
Total co-financing (in USD)	$120,829	$412,000		$73,394	$115,750	$65,459	$46,800	$25,750
Total project cost (in USD)	$153,353	$521,767		$179,096	$172,666	$130,506	$168,764	$121,321
Key Project Outputs	Outcome 1 • awareness assessment through interviews of 336 fishers across 11 villages • awareness programme - 925 children	Outcome 3 • training to Marine Conservation Unit Officers, Department of Wildlife Conservation to develop their capacity for monitoring of		Outcome 1 • awareness raising activities with catholic priests in seven villages in Mannar • Three community conservation groups formed in communities residing in strategically important locations, namely Kandakuliya on	Outcome 1 • collected information about fishing practices and gear for the identification of priority areas for dugong conservation and in the development of	Outcome 1 • collected information about the fishing practices and gear for the identification of priority areas for dugong conservation and in the	Outcome 1 • education lectures, videos and awareness raising among 500+ school children Outcome 2 • introduction of management and incentive	Outcome 1 • 26 school children designated as conservation ambassadors • Six formal meetings with 99 stakeholders to promote the establishment of dugong

Project ID/ Reference #	LK1	LK2	LK3	LK4	LK5	LK6	LK7	LK8
	and 70 law enforcement officers (seven villages) Outcome 3 • participated in the cultural scoping study initiated by PCT in eight locations in the Gulf of Mannar. • organised and supported the visit of the Sea Rescue crew to the Gulf of Mannar in November 2017. • public events to promote the DSCP in Sri Lanka, reaching over 5,000 people; a talk on dugong conservation to the Sri Lanka Natural History Society – reaching 100 people; • a booklet and a mini-	seagrass/coral reefs and associated resources. • Marine Wildlife Tourism Guidelines. • national database, containing Marine Biodiversity Research, Protected areas and associated conventions, media centre, policies and regulations. Outcome 4 • Draft Marine Mammal (Observation, Regulation and Control) Regulations, • Marine Conservation and Communicatio n Centre (MCCC) and		the Kalpitiya Peninsula; Arippu located on the mainland along the Gulf of Mannar coast; and Vidataltivu in the Palk Bay: - cumulatively 69 members. • development of community conservation groups and a report "Identifying and establishing community governance structures to ensure sustainably managed marine resources" • Six formal meetings with 99 stakeholders to promote the establishment of dugong sanctuaries and discuss draft management plans • establishment of the dugong and seagrass MPA and the Dugong and Seagrass Conservation and Management Plan. • two surveys to study the underlying issues in conservation management and to identify fishing pressure	management plans. Outcome 3 • ten study locations extending across 310,380 ha in Gulf of Mannar (Vidathalathivu, South Bar, Thalpadu, Vankale and Arippu); Palk Bay (Pallikuda, Walepadu, around Eramathivu Islands, Iranamatha, and around Iranathivu Islands); and Palk Strait (around Jaffna Islands). • surveys of dugongs and seagrasses across 10 study locations covering 310,380 ha, in Gulf of Mannar, Palk Bay, and Palk Strait; illegal fishing practices studied; investigation of	development of management plans. Outcome 3 • surveys of dugongs and seagrasses in deeper sea areas across 180+ sites in Gulf of Mannar, Palk Bay, and Palk Strait • 257 personal interviews with community members in 61 coastal locations to collect anecdotal information about dugongs • over 200 seagrass specimens (together with a collection of algae) collected during the survey work preserved and handed-over to the National Herbarium.	mechanisms and tools for sustainable fisheries • business plans for established pilots and monitoring of operational and financial aspects on a monthly basis through visits to the communities • initiation of seven different income-generation programmes for communities in 6 sites; 97 local beneficiaries, including 39 women Outcome 3 • held or participated in public events to promote the DSCP in Sri Lanka - over 5,000 people engaged; a national art competition	sanctuaries and discuss the draft management plans • A cross-institutional Committee on the Dugong and Seagrass Conservation and Management Plan, meeting three times to discuss the proposed protected areas and management plan Outcome 2 • worked with three community conservation groups in Vadataltivu in the Palk Bay, Arippu and Kandakuliya in the Gulf of Mannar - • support to three community conservation groups to start up ecotourism and hospitality activities; 25 local

Project ID/ Reference #	LK1	LK2	LK3	LK4	LK5	LK6	LK7	LK8
	documentary about the dugong, entitled "The Lady of the Sea".	communication network. • smart phone application to facilitate communication		in the areas identified for the protection of seagrasses and dugongs. Two reports resulted : "Testing the attitudes of Fishers towards conservation; a snapshot." and "Fisheries and socio-economic aspects of fishers in the areas identified for the declaration of marine protected areas in the Gulf of Mannar and Palk Bay." • Three management plans drafted for the three areas and consulted with local communities and relevant authorities. Outcome 3 • Semi-structured questionnaire with 82 questions among 42 fishers in several villages in the Mannar District. • training of Marine Conservation Unit Officers, Department of Wildlife Conservation to develop their capacity	dugong mortality cases • one seagrass map for intertidal area, three seagrass maps for Jaffna Islands, Iranathivu area and Mannar; and six species distribution maps. • seagrass and dugong data compiled in a national database hosted by the Department of Wildlife Conservation – Sri Lanka; reports on the survey findings developed		'Werale asiriya' on dugong and seagrass conservation for school children where over 3000 paintings were received • raising awareness of local communities assumed to be living in dugong and seagrass hotspots in Puttlam Lagoon; • 24 awareness lectures and film shows dedicated to dugong and seagrass conservation, targeting mainly fishing communities and schools. • art competition for school students and participated in art exhibitions held at a school in	beneficiaries, including 10 females. Outcome 3 • UNEP Media trip, in March 2017 – 14 media representatives; millions of people reached Outcome 4 • analysis of Driver, Pressure, State, Impact and Response (DPSIR) to identify policy gaps • National Facilitating Committee (NFC) of Sri Lanka established in 2016 and 12 NFC meetings during the life of the DSCP. • A national Marine Management Unit was established within the DWC to undertake marine based conservation and protection.

Project ID/ Reference #	LK1	LK2	LK3	LK4	LK5	LK6	LK7	LK8
				for monitoring of seagrass/coral reefs and associated resources. • survey on the fishing pressures in areas identified for the declaration of a marine protected area – 42 fishers. Data used to make recommendations in the management plan on reducing fishing pressures; Facebook page for the DSCP in Sri Lanka. • poster and leaflets about the dugong and seagrass meadows in three languages (Sinhala, Tamil and English) targeting communities, school children and the general public.			Colombo - 500 people engaged.	• A five-year plan for the Marine Management Unit was developed, covering the period 2017-2021

B. Context

The North-western area of Sri Lanka through Palk Bay and Gulf of Mannar is the last known habitat for the dugong in Sri Lanka. In the mid 1970s, dugongs herds of over 200 were reported in this area. Aerial surveys conducted of Palk Bay and off western Sri Lanka in the 1980s did not confirm the earlier sightings.

A civil war between 1983 and 2009 made this area inaccessible to all but the military and limited fishing activities. There were few incidental records of dugongs being caught and brought ashore from sources within the armed forces. After the conflict, communities resettled, and fishing and marine resource harvesting resumed. This increased pressure on the marine resources, including on dugongs and seagrass.

The dugong is listed as a strictly protected animal under the Flora and Fauna Protection Ordinance of Sri Lanka. The Fishery Management Act of Sri Lanka also stipulates the protection status of dugongs. In 2012, Sri Lanka joined the CMS Dugong MoU. The Department of Wildlife Conservation, who has the mandate to protect and manage dugongs in Sri Lanka, hosts the national Dugong Focal Point.

Prior to the DSCP, availability of seagrass data was limited to a few coastal water locations. Some data had been collected in the Gulf of Mannar and Bay of Bengal in 2014. However, data was not available for deeper areas and no distribution maps had been developed.

The involvement of coastal communities in conservation was also limited. The designation of marine protected areas used a top-down approach. Community support in dugong habitats was recognised as highly important to ensure the effective conservation of the species, especially given the expanding detrimental fishing practices and direct hunting occurring in the dugong areas.

C. Project implementation structure, partners, stakeholders

The DSCP in Sri Lanka covered the entire present distribution area for dugongs and encompassed the largest seagrass meadow in Sri Lanka. The total area of seagrass, dugong and fishing areas, as identified by fishers and community members during the survey work conducted by the Project covered 10 sites across North and North-west Sri Lanka, comprising at least 227,807.78 ha. There were 8 projects involving multiple partners and stakeholders, engaging over 40 villages as outlined in the Project Identification Table above.

LK1 was implemented by BEAR to deliver awareness raising and social marketing programs in community groups (engaging over 5,000 school children and over 10 fishing and other social communities) in the Gulf of Mannar.

LK2, managed by Department of Wildlife Conservation (DWC), was designed to strengthen legal and administrative capability for wildlife resource management and conservation through the establishment of a marine conservation centre in Jaffna District and the development of a national communication network for sighting of dugongs and other marine mammals, as well as for reporting/ responding to illegal fishing cases, including bycatch/ stranding cases.

LK4 was implemented by IUCN Sri Lanka for the preparation of community-based management plans for the conservation of dugongs and seagrass meadows in 4 districts in Kalpitiya - Puttalam, Mannar, Kilinochchi and Jaffna. LK4 will declare 10,000 ha of a dugong and seagrass MPA shortly.

LK5 managed by NARA and LK6 managed by ORCA were designed to close the knowledge gaps on dugongs and seagrass in Palk Bay, Gulf of Mannar and Kalpitiya. The projects incorporated their data into a national database.

LK7 was managed by SLTCP and aimed to work with six fishing communities in Puttalam lagoon on the protection of dugongs and seagrasses through the introduction of incentives.

LK8 was the National Facilitating Committee of Sri Lanka. The Project was managed by IUCN and implemented by the DWC (also implementing project LK 2).

LK3, was never initiated. The PCT and the Partners jointly decided that the GEF funds available for that project (USD 32,523.70) was allocated to activities in Sri Lanka based on national needs and managed by national Partners, based on their performance. The funds were also used for any additional costs relating to the mid-term review and the terminal evaluation.

D. Project financing

The total budget for the implementation of the DSCP project on Sri Lanka was $622,015.37 as outlined in the Project Identification Table above. The materialised co-financing by all projects in Sri Lanka was USD 1,074,099.07. This was split as USD 379,102.18 in cash and USD 676,996.89 in- kind contribution. Only one of the Partners leveraged funds, amounting to USD 72,000 under LK8.

Financial Management table

Project ID	Partner	GEF budget (USD)		Cash contribution (USD)		In-kind contribution (USD)	
		Allocated	Utilised	Committed	Materialised	Committed	Materialised
LK1	BEAR	40,573.68	37,248.95	52,000.00	31,284.00	68,829.00	195,955.00
LK2	DWC	109,767.42	108,973.95	224,000.00	-	188,000.00	-
LK3	PCT	5,890.80	5,405.41	-	-	-	-
LK4	IUCN	114,246.96	106,270.90	-	-	73,394.00	76,421.00
LK5	NARA	58,666.44	50,433.19	-	28,520.00	115,750.00	91,108.00
LK6	ORCA	68,835.24	68,835.24	36,125.45	43,738.18	29,333.34	32,516.15
LK7	SLTCP	121,963.80	121,958.83	17,000.00	11,700.00	29,800.00	20,396.74
LK8	DWC	97,571.04	97,470.94	3,000.00	263,860.00	22,750.00	260,600.00
Total		**622,015.38**	**596,597.39**	**332,125.45**	**397,102.18**	**527,856.34**	**676,996.89**

Leverage funding totalling USD72,000 was as follows:

Leverage funding

Project ID	Project name	Donor	Funding volume (USD)
LK8	Environmental Sensitive Area Project (ESA)	GEF (post DSCP project)	70,000.00
LK8	Wilpattu Development Project	GIZ	2,000.00

E. Reconstructed Theory of Change at Evaluation

This theory of change for the activities undertaken in Sri Lanka is in line with the overall TOC for the DSCP against Outcomes 1, 2, 3 and 4 as outlined in the Table below. Reported outcomes were confirmed in interviews with all project partners and through on-ground confirmation of project outcomes during field visits to project sites under LK1, 2, 4, 5, 6 and 7.

Linkages between Projects and Outcomes as defined by TOC and Project Logframe

Outcome as specified in the ToC	**Desired Intermediate States as specified by ToC**	**Project Name(s) contributing to Outcomes and Desired Intermediate States (as per Project Description)**
Outcome 1: Community-based stewardship of dugongs and their seagrass ecosystems at selected globally important Indo-Pacific sites enhanced	IS1. Improved conservation and management of dugongs and seagrass habitats by communities at priority sites IS2. Models and best-practices learned from target sites shared and replicated	LK 1. A Community Based Approach for Conserving the Globally Threatened *Dugong dugon* in Sri Lanka LK2. Improving communication and collaboration amongst all relevant stakeholders in Sri Lanka to enhance seagrass and dugong conservation LK4. Development of a multiple-community-based marine resource management plan in the Gulf of Mannar LK8. National Steering Committee for the GEF Dugong and Seagrass Conservation Project
Outcome 2: Sustainable fisheries practices that reduce damage to dugongs and their seagrass ecosystems widely adopted through uptake of innovative incentive mechanisms and management tools	IS 3. Demonstration and testing of effective incentives. On-ground capacity development of key stakeholders IS4 Reduced detrimental impacts and loss of dugongs and seagrass habitat	LK7. Providing incentives to local communities in return for wise stewardship of coastal habitats
Outcome 3: Increased availability and access to critical knowledge needed for decision-making for effective conservation of dugongs and their seagrass ecosystems in Indian and Pacific Ocean basins	IS5. Tools and capacity to improve conservation and management IS6 Improved understanding of dugongs through research and management IS8 Enhanced cooperation among stakeholders through sharing and collaborative efforts	LK1. A Community Based Approach for Conserving the Globally Threatened *Dugong dugon* in Sri Lanka LK4 Development of a multiple-community-based marine resource management plan in the Gulf of Mannar LK 5. Ensuring seagrass ecosystem values are incorporated into coastal area planning in Sri Lanka LK6. Increasing knowledge on sea grass habitats and dugong distribution at selected sites in North Western Sri Lanka LK 7. Providing incentives to local communities in return for wise stewardship of coastal habitats LK8. National Steering Committee for the GEF Dugong and Seagrass Conservation Project
Outcome 4: Conservation priorities and measures for dugongs and their seagrass ecosystems incorporated into relevant policy, planning and regulatory frameworks across the	IS7 Effective implementation of National Plans of Action	LK 4. Development of a multiple-community-based marine resource management plan in the Gulf of Mannar LK8. National Steering Committee for the GEF Dugong and Seagrass Conservation Project

Outcome as specified in the ToC	**Desired Intermediate States as specified by ToC**	**Project Name(s) contributing to Outcomes and Desired Intermediate States (as per Project Description)**
Indian and Pacific Ocean basins		

II. Country Study Findings

A. Strategic Relevance: Rating – Highly Satisfactory

Alignment to the UNEP Medium Term Strategy (MTS) and Programme of Work (Pow): Rating – Highly Satisfactory

All National Projects contributed collectively to the delivery of a number of strategic focus areas in the UNEP Medium-term Strategy (MTS) 2014–2017, particularly Ecosystem Management (EA1, EA2 and EA3) and Environmental Governance (EA2 and EA3) through: its focus on strengthening the science-policy interface at the national and regional levels; by assisting countries to create the institutional, legal and policy conditions necessary to mainstream dugong and seagrass conservation into their development planning; through capacity building; from the use of innovative tools (incentives) and approaches; and the sharing of knowledge, data and techniques for their management.

The National Projects contributed to the delivery of the UNEP Programme of Work for 2018/2019 primarily under: Subprogram 3 Healthy and productive ecosystems through its focus on improving the management and conservation of seagrass ecosystems towards maintaining and restoring biodiversity, and the seagrass ecosystems' long-term functioning and supply of ecosystem goods and services and therefore improving human wellbeing; Subprogram 4 Environmental governance through helping to increase the uptake of the CMS Dugong MoU and strengthening the Institutional capacities and policy and/or legal frameworks of the Project countries; and Subprogram 7 Environment under review through strengthening the capacity of governments and other stakeholders involved in the Project to access quality environmental data, analyses and participatory processes that strengthen the science-policy interface to generate evidence-based environmental assessments, identify emerging issues and foster policy action in relation to dugongs and seagrass.

Alignment to UNEP/GEF/Donor strategic priorities: Rating – Highly Satisfactory

All National Projects contributed to specific strategic programmes under the GEF V Focal Area Biodiversity Strategy and Objective 1: Improve the Sustainability of Protected Area Systems (Outcome 1.1) and Objective 2: Mainstream biodiversity conservation and sustainable use into production landscapes/seascapes and sectors (Outcomes 2.1 and 2.2). All National Projects responded directly to those identified needs and priorities. Interventions in Sri Lanka also contributed to the Cross Cutting Capacity Development Strategy Objectives.

At the timing of the Project design, the Sustainable Development Goals (SDGs) had not been developed. All National Projects however clearly demonstrated their relevance to delivering the Aichi Biodiversity Targets through seeking to improve the conservation and management of dugongs and their seagrass habitats through the baseline data collection and on ground activities and incentives programs with communities in northwest Sri Lanka. Of most relevance are Targets 2 (Biodiversity values integrated), 4 (Sustainable consumption and production), 5 (Habitat loss halved or reduced), 6 (Sustainable management of marine living resources), 7 (Sustainable agriculture, aquaculture and forestry), 10 (Pressures on vulnerable ecosystems reduced), 14 (Ecosystems and essential services safeguarded) and 15 (Ecosystems restored and resilience enhanced).

The Bali Strategic Plan for Technology Support and Capacity Building (BSP) aims for more coherent, coordinated and effective delivery of capacity building and technical support at all levels nationally

and by all actors, in response to country priorities and needs. All National Projects' aims and objectives were relevant to and consistent with the BSP. The strong focus on capacity building at the national level sought to strengthen policy frameworks to support the implementation of relevant international environmental policies as they related to dugongs and seagrass, most notably the CMS dugong MoU Conservation Management Plan.

South - South Co-operation was achieved through the exchange of resources, technology and knowledge and sharing of lessons learned between the eight partner countries at the annual Executive Project Steering Committee meetings held.

The Project Coordination Team, in collaboration with the Sri Lanka National Facilitator and Project Partners, made efforts to ensure their interventions complemented other interventions, optimized any synergies and avoided duplication of effort. This was achieved at the design stage through consultation and engagement with key stakeholders from a range of programs and organisations as well as during implementation.

The importance of women and disadvantaged group engagement in National Projects were outlined in the design (via the Prodoc) both in terms of priority in job creation and capacity building from local communities and consideration of their needs and priorities in development plans. Project stakeholders in Sri Lanka during interviews as well as on ground at project sites (LK1,2,4,5,6,7) confirmed that effort was made to ensure women and youth and other disadvantaged groups were engaged in national projects through consultation and data collection, awareness and capacity building, incentives programs and through research and policy work. In a male dominated country, this was particularly encouraging to see for incentives projects.

Relevance to regional, sub-regional and national issues and needs: Rating – Highly Satisfactory

The DSCP supported Sri Lanka to deliver against their obligations relating to international MEAs (multi-lateral environmental agreements) relevant to the Project and to dugong and seagrass conservation in the region. This includes:

- CMS Dugong MoU - Sri Lanka joined the CMS Dugong MOU in 2012.
- Convention on Biological Diversity (CBD) concerning coastal ecosystem services and biodiversity conservation (via supporting the conservation priorities identified in National Biodiversity Strategies and Action Plans (NBSAPs) and other relevant national plans such as Development Plans, National Plans of Action for Dugongs, Poverty Reduction Plans, fisheries and tourism plans and United Nations Development Assistance Framework (UNDAF) Plans);
- United Nations Framework for Climate Change Convention (UNFCCC) Cancun Agreement concerning climate change mitigation targets (via supporting national climate change adaptation and mitigation plans);
- Ramsar Convention on Wetlands which promote the protection of coastal ecosystems and their services by member states; and
- Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) is also relevant as it aims to ensure that international trade in specimens of wild animals and plants does not threaten their survival, and prohibits international trade of endangered species such as dugongs, which is listed in Appendix I.

On a national level, the Project established a National Steering Committee (NSC), which provided a platform for policy-related discussions and recommendations. The NSC has a legal authority to recommend policy level decisions and will continue after the life of the DSCP. Through the Project and the NSC, Marine Mammal (Observation, Regulation and Control) Regulations were developed, which at the time of the terminal evaluation were still with the Cabinet of Ministers for approval.

Dugongs are listed as protected species in Sri Lanka under the Flora and Fauna Ordinance but due to the war in the Gulf of Mannar, enforcement was lacking. The Project established and equipped a Marine Conservation and Coordination Centre (MCCC) in the Gulf of Mannar comprising monitoring and emergency teams, which respond to dugong sighting and incident signals, as well as other marine wildlife matters. This addressed a long outstanding priority to improve communication and response, thereby providing effective coordination to allow the DWC to actively manage marine wildlife. The Project also formed Community Conservation Groups – a first for Sri Lanka and something that had been proposed for many years by NGOS to support a move to better engage bottom up approaches to marine conservation. Despite their small number of groups formed, the pilots were very important for future community-based conservation initiatives in the country. Consultation with these groups and the DWC during the terminal evaluation indicated a sense of pride and ownership of their marine environment and a growing sense of trust with the DWC and a desire to work together more effectively.

Complementarity with existing interventions: Rating – Highly Satisfactory

The Project supported Sri Lanka to develop and strengthen a national policy and strategy for the protection of dugongs and seagrass, including the proposal of 3 MPAs (90,000 ha) in priority dugong habitat and improving national and local coordination on dugong conservation and monitoring. The establishment of a special Marine Management Unit with the Department of Wildlife Conservation of Sri Lanka achieved this. A five-year conservation plan was developed for the Unit, including dugong and seagrass conservation activities. The information gained from the activities under the DSCP provided good baseline data for the national policy and strategy, as well as information to provide a case for strengthening community conservation activities for example, through the Community Conservation Groups.

National projects also contributed to the strengthened management of coastal marine resources and fisheries, and the development of local management plans and conservation agreements in the project locations. This work provided a continuation and expansion of work previously undertaken by a number of the Project Partners prior to the DSCP.

B. Quality of Project Design: Rating - Moderately Satisfactory

Strengths (in no particular order)

- The project was very relevant and aligned with the CMS Dugong MoU, in terms of rationale and philosophy to empower stakeholders and build their capacity to drive their own projects to deliver against priorities within the Dugong Conservation Management Plan.
- The National project was very relevant for addressing a key threat to dugongs and seagrass in priority locations through the on-ground and policy projects. To that end, the project undertook a comprehensive analysis of the problem and context in Sri Lanka prior.
- The project design enabled improvement of communications amongst national and regional level stakeholders including local communities which appears to be sustainable beyond the lifetime of the project. For the first time government partners across agencies and NGOs worked together with communities using a bottom up approach to conservation.
- The project recognises that the threats to dugongs and seagrass habitats are shared problems that bring many challenges. The national approach, through its inclusion of relevant partners, provided good opportunities to strengthen capacity and cooperation between the partners and identify and share dugong and seagrass technical expertise and improve coordination mechanisms and partner networks and linkages to other environmental initiatives.
- The incentives model has created a bond with community conservation groups under the project. Communities have closer links to DWC and that will support and assist the dugong and seagrass management process; however, it will be important for DWC to follow-through and continue engagement.

- The project is built on and addresses the needs and priorities of the national partners and communities.

Weaknesses (in no particular order)

- The project outputs and outcomes, particularly relating to policy were ambitious given its scope, the limited baseline and budget. The results were always likely to be inconsistent across the locations with not all stakeholders benefitting equally and the project's overall success difficult to measure.
- The project document does not include a Theory of Change to help understand how the project components are linked and the output and outcomes will lead to the achievement of results, especially project impacts over the longer term.
- While there was good stakeholder involvement in the design and during implementation that led to strong partnership building through the process and allowed for potential sustainability to be factored into the outcomes, a key stakeholder, the Department of Fisheries was not involved in the design. While they were engaged in meetings, the lack of engagement early on posed challenges to build ownership and engagement from them with respect to enforcement and fisheries management related reforms needed.
- The design of a number of incentive projects did not show a clear link to how they would lead to improved conservation outcomes for dugongs such as through the introduction of sewing machines and aquarium fish trade or toilets and school equipment.

C. Nature of the External Context: Rating - Favourable

No major external impacts were recorded, although it should be noted that the effects of past civil disruption and natural disasters has had a major impact on Sri Lankan society and particularly coastal communities in the focus areas for the Project.

D. Effectiveness: Rating –Satisfactory

i. Delivery of outputs: Rating – Satisfactory

Project outputs are outlined in the Project Identification Table above. The majority of outputs were delivered on time and were widely distributed and promoted to stakeholders within Sri Lanka.

Under Component 1, through the combined work of Project Partners across all projects, community awareness and stewardship improved greatly, as confirmed during consultations with local community members and Community Conservation Groups. Fishers and school children were the main target of partner engagement efforts but women's representation was also monitored. Ensuring the support and approval of elders and other local leaders, such as religious leaders, teachers and heads of fisher's organisation was key. Three local community conservation groups were developed in Kalpitiya and Mannar under LK4 with support from LK8. Consultations for the terminal evaluation revealed that while they are at different levels of capacity, all are committed and enthusiastic and have a good understanding of the importance of protecting dugongs and seagrass and a strong sense of stewardship to conserve marine resources. Under LK7 community meetings were held to improve local buy-in for dugong and seagrass conservation, and abandonment of destructive fishing practices and gear. Again, the project team had to approach this process sensitively. After introducing livelihood alternatives and eco-friendly fishing gear, the LK7 project team continued to meet with the communities to facilitate the community members' collaboration, training and monitor the results of their conservation work. The survey conducted by projects LK5 and LK6 proposed several areas as dugong hotspots, which needed legal protection and the enforcement of community-based stewardship. Under LK4, three sites proposed as dugong and seagrass sanctuaries were identified but not gazetted (90,000 ha) - draft management plans have been prepared but at the time of the

terminal evaluation further consultation with local communities and relevant authorities was required regarding the impact of conservation measures on local communities.

Under Component 2, incentive pilots were established (under LK7) with communities adjacent to where dugongs and/or seagrass occurred. In most cases it was too early to measure whether there had been any income generated as many incentive models commenced late in the Project and had been functioning for a year or less, however community consultation confirmed positive responses and much enthusiasm. As part of the incentives program, MOUs were signed by the communities participating to change to more environmentally friendly gear and not impact on seagrass habitats, dugongs and other marine wildlife. LK8 provided assistance to the 3 Community Conservation Groups to develop alternate livelihoods to fishing through tourism activities or capacity building and providing materials and supplies for home-based Aloe Vera drink production. At the time of consultation, only one community group undertaking marine mammal/whale watching was doing it on a fulltime basis. The Aloe Vera project targeted women within the CCG however started within the last 6 months of the project so was yet to produce any product.

Under Component 3, LK5 and Lk6 made considerable advances in improving the baseline knowledge about dugong presence, distribution, behaviour and status; and seagrass species composition, distribution and status. There was strong communication of survey results in Sri Lanka and Guidelines developed on varies aspects, with information shared with communities, decision-makers, conservationists and the research society. There was also very strong promotion of the project and the importance of improving conservation of dugongs and their habitat as a result of the baseline data collected, including through videos, presentations of conferences, via the DSCP website, story books and other medium. A cultural scoping study was also undertaken to capture information about the local communities' attitude and use of dugongs and seagrasses, although the value of this study was questioned during the consultation with a number of stakeholders.

Under Component 4, LK2 drafted Marine Mammal (Observation, Regulation and Control) Regulations, which at during the terminal evaluation were still with the Cabinet of Ministers for approval. LK8 developed an analysis of Driver, Pressure, State, Impact and Response (DPSIR), initiated by the Project Coordination Team. All National Facilitating Committee meetings as well as National Steering Committee meetings, both established by the Project, were used as platforms to discuss the results from the Project in Sri Lanka and validate any policy recommendations, such as the prohibition of the use of some fishing gear, and the development of a specialised unit within the Department of Wildlife Conservation to work on the marine management and protection across the country. Good practices guidelines (drafts) for marine mammal tourism guidelines and recommendation to fisheries in Sri Lanka were also developed. To improve the governance of dugong hotspots in Sri Lanka, LK2 initiated a Marine Conservation and Communication Centre (MCCC) and a communication network. The MCCC was developed in Mollikulam in Wilpattu National Park, in the premises of Wildlife Rangers Office and sighted during the evaluation. The facility acts as a field station for dugong conservation and a coordination centre. A national communication network was established to improve the communication on dugong crime and sighting cases.

ii Achievement of direct outcomes: Rating – Satisfactory

Outcome 1. Community-based stewardship of dugongs and their seagrass ecosystems at selected globally important Indo-Pacific sites enhanced through on ground pilot projects

At the commencement of the project there were very few community members trained in community-based stewardship of dugongs and seagrass habitats at selected sites in Sri Lanka. Furthermore, the project report stated that no community-based conservation systems existed in priority target areas. By the end of the project a number of significant advances had been achieved. Awareness raising was considerable at the local and national levels. Community groups were formed to continue the work initiated by the DSCP. Government agencies and communities received capacity building to assist in ongoing efforts towards community stewardship of dugongs and seagrass ecosystems. Three sites

totalling 90,000ha were proposed as dugong and seagrass sanctuaries and draft management plans prepared.

Outcome 2. Sustainable fisheries practices that reduce damage to dugongs and their seagrass ecosystems widely adopted through uptake of innovative incentive mechanisms and management tools.

At the commencement of the project there were no incentive schemes encouraging local communities to adopt sustainable fisheries practices at priority dugong and seagrass habitat sites. As such, no women participated in dugong/seagrass incentive schemes. The project established nine types of incentives which were introduced at nine sites, engaging 122 people, including 49 women. Feasibility studies and business plans were developed for some of the incentives. Communities received income on an ongoing basis and paid back debts they had had before the start of the incentives program and some progress on reducing impacts on dugongs was noted as a result, including changes in fishing practices. However, the project timeline was too short to establish community businesses and generate positive benefits for dugongs and seagrass. The incentives models in most cases, given their remoteness, also indicated that the geographic localities may prove to be financially unfeasible from business point of view for communities to establish and access markets (transaction costs may be too high). Many women were involved in the projects (as wives to fishers) with the intention that the alternate income sources they might achieve would reduce pressure on marine resources from fishing. This was perhaps misguided as a theory of change. Sustainable financing for community incentive models, especially in places where incentives were linked to benefits associated with improved long-term management was an issue across all sites.

Outcome 3. Increased uptake (through availability and access) of critical knowledge tools and guidance needed for decision-making for effective conservation of dugongs and their seagrass ecosystems in Indian and Pacific Ocean basins

At the start of the project there was very limited (and mostly out-of-date) information on dugong presence/absence or threats to dugong. Seagrass data was limited. Two projects were undertaken to address knowledge gaps on dugongs and seagrass in Sri Lanka and made considerable advances in knowledge of these issues. Wide reaching surveys of dugong and seagrass communities were undertaken and the attitudes of over 500 fishers to dugongs was assessed. Project partners were requested to use standardized tools for dugong and seagrass research, to ensure comparability and consistency of data, with two tools that were promoted - the Seagrass-Watch and the CMS Dugong Catch/ Bycatch Questionnaire. These were not used in Sri Lanka, with alternate methodologies applied that made global comparison difficult. The information gained however was useful in informing decision making for priority dugong locations to establish MPAs as noted in Outcome 1. A variety of local, regional, national and international opportunities and events were utilised to promote dugong and seagrass conservation.

Outcome 4. Conservation priorities and measures for dugongs and their seagrass ecosystems incorporated into relevant policy, planning and regulatory frameworks across the Indian and Pacific Ocean basins.

Prior to the commencement of the project there was no National Dugong Plan of Action and no policy gap analysis. The project developed a Dugong and Seagrass Conservation Management Plan developed and consulted with institutions. A marine sector conservation plan was developed, and a Marine Conservation Unit established within the DWC. A Driver, Pressure, State, Impact and Response DPSIR analysis was developed. Draft Marine Wildlife Tourism Guidelines - Best practices guidelines; and Marine Mammal Observation Regulations were developed.

iii. Likelihood of Impact: Rating – Moderately Likely

The national projects were rated Moderately Likely in terms of the likelihood of impact because there is a widespread sense of country driven-ness and ownership, the local NGOs will continue to encourage the governments at all levels to implement the policy and regulatory changes that have been developed and there is continual support from Project Partners, positively influencing the

likelihood of impact. However, the fact that none of the intermediate states has been fully achieved yet has a negative effect on the rating. For intermediate states and impact, given their medium and long-term nature, it is harder to assess whether, and to what extent, assumptions hold. Overall, despite some uncertainty associated mostly about how and when the intermediate states will be achieved, there is a reasonable expectation that some impact will be achieved, due both to national and local circumstances.

The formation of Community Conservation Groups in particular could be a major step in establishing socio-political sustainability at the community-level, and in bringing attention and consideration from Government Agencies that have not always worked collaboratively with local communities, especially in relation to marine resources such as fisheries. The community groups provide an avenue for diversifying local reliance on fishing and developing alternative livelihoods from nature-based tourism and other less environmentally damaging enterprises. These community groups may prove to be an effective mechanism to deliver a carefully planned and targeted package of economic incentives for sustainable coastal marine resource management.

Significant institutional improvements were also achieved and new institutional measures and partnerships for dugong and seagrass conservation have been developed. For example, the new Marine Management Unit within DWC was established as a result of this project and a five-year management plan was developed for the unit and capacity was built for its implementation. Thirty people were assigned to the Unit, including local community members. There is confidence among partners that institutional arrangements are sustainable and can continue to be improved.

E. Financial Management: Rating – Satisfactory

1. Completeness of project financial information: Rating - Satisfactory

The total budget for Sri Lanka for the implementation of the DSCP amounted to USD 622,015.37. Ninety six percent of GEF funds available for the implementation of the projects in Sri Lanka were fully absorbed by the Partners with the remainder returned to the PCT.

During the implementation of the Project in Sri Lanka, the Executing Agency for the DSCP incurred some costs on behalf of the Partners related to the attendance of Project Partners to the Third Meeting of the Signatory States to the Dugong MoU (MOS3) in 2017. These costs were charged directly to the budget of the respective projects. Some changes in the activities of the national projects also led to an increase in the originally assigned budgets. After the re-allocations from project LK3 to some of the national projects in Sri Lanka and the costs charged for the mid-term review cost, the balance left from the GEF budget for project LK3 amounted to USD 8,746.40. A share of that amount - USD 4,500 – was allocated to cover the additional cost of the terminal evaluation in Sri Lanka.

There are no major financial management issues to report. National projects were well managed financially, as confirmed during consultation with the DSCP Program Coordinator. All reports were made available and appeared complete.

2. Communication between finance and project management staff: Rating –Satisfactory

Communication was effective and timely between the Program Coordinator and National Facilitator as confirmed during consultation with the DSCP Program Coordinator and the National Facilitator for Sri Lanka. All issues were raised and addressed in a timely manner with high quality reports provided.

F. Efficiency: Rating – Satisfactory

The projects were well managed by the Project Partners in Sri Lanka within the timeframe agreed. Some delays were experienced by the project although these were resolved and did not appear to materially affect outcomes. There was some resistance initially with respect to funds allocated to Sri Lanka being used to fund the midterm and terminal evaluations as well as for undertaking national

training in seagrass watch methodology as it would affect funds in the field, however these concerns were resolved. LK7 was considered the most cost-effective project relating to the delivery of the incentives projects. LK2, LK4 and LK8 were also highly efficient in terms of delivery. These projects were well managed by IUCN.

Monitoring and Reporting: Rating –Satisfactory

1 Monitoring design and budgeting: Rating –Satisfactory

The project monitoring undertaken in Sri Lanka was in line with Monitoring protocols established for the DSCP. No major issues identified. The monitoring plan developed for national projects was comprehensive and used by the NFC to track progress against project targets.

2 Monitoring of project implementation: Rating –Satisfactory

The monitoring system in place for national projects in Sri Lanka was operational and facilitated the timely tracking of results and progress towards projects objectives throughout the project implementation period. Information was disaggregated by gender and marginalised groups. Funds for monitoring activities were built into project budgets.

3 Project reporting: Rating –Satisfactory

A standard approach for project reporting was adopted by the DSCP and all national projects were required to use the templates provided. Reporting followed the UNEP standard monitoring, reporting and evaluation processes and procedures and was consistent with the GEF Monitoring and Evaluation policy. Sri Lanka provided high quality reports on time to the DSCP Program Coordinator. Data was disaggregated by gender and marginalised groups and reporting was gender neutral. The reports provided to the DSCP Programme Coordinator supported the outcomes achieved from national projects in Sri Lanka and this was confirmed during consultations.

Sustainability: Rating – Moderately Unlikely

1 Socio-political sustainability: Rating – Moderately Likely

The level of knowledge and support for dugong conservation in Sri Lanka at dugong hotspots has increased over the life of the project. The formation of Community Conservation Groups could be a major step in establishing socio-political sustainability at the community-level, and in bringing attention and consideration from Government Agencies that have not always worked collaboratively with local communities, especially in relation to marine resources such as fisheries. The community groups provide an avenue for diversifying local reliance on fishing and developing alternative livelihoods from nature-based tourism and other less environmentally damaging enterprises. More tourists are already going into Mannar and this presents new opportunities. The challenge however will be to continue to build capacity and support these groups until they are economically viable. The Kuwdawa CCG provides a model to learn from as they are the most advanced, undertaking their own economic activities through marine mammal/ whale watching. The other CCGs are much weaker and in a state of flux. DWC needs to continue to support and engage these groups and provide their recognition through registration, otherwise there remains room for the groups to fall apart.

Using a diverse suite of activities (e.g. alternative livelihoods, participatory monitoring and community-led fisheries management) and targeting diverse groups (e.g. women in participatory monitoring) to engage coastal communities in dugong and seagrass going forward will be important. Likewise, continuing to engage with the various government agencies to build a strong relationship to work together will be key to ensure ownership and government support continues - particularly enforcement of regulations – in the absence of good enforcement trust will not be built with communities, regardless of the level of incentives offered to them in the long term.

2 Financial sustainability: Rating – Moderately Likely

Financial sustainability of the project at the local scale depends heavily on ongoing development of sustainable livelihoods that are more resilient and less dependent solely on fishing. As such, the scaling of incentives provided to local communities, and their linkage to reductions in environmentally negative activities associated with fishing is a major requirement for successful dugong and seagrass conservation in Sri Lanka, as elsewhere. Through the local economic incentives, the project was able to create new bonds to local communities which can be the basis for future development. The links to drive conservation outcomes need to be made much clearer going forward and monitored accordingly. It is essential that this is followed up and built on by DWC and NGO partners and that they support and assist locally-driven management processes. It is too early to measure how these arrangements are performing and it must be seen as part of a long-term strategy of engagement and building trust.

In all project sites, however, exit strategies had not been developed.

3 Institutional sustainability: Rating – Moderately Unlikely

Institutional sustainability requires long-term, appropriately resourced commitments from agencies with relevant knowledge, expertise and commitment. Project partners frequently mentioned how successful the project has been in this regard, and in fact new institutional measures and partnerships have been developed as a result. For example, a new Marine Management Unit within DWC. A five-year management plan was developed for the unit and capacity was built for its implementation. Thirty people were assigned to the Unit, including local community members. There is confidence among partners that institutional arrangements are sustainable and can continue to be improved. Weaknesses also remain however, and ongoing commitment will be required if these gains are to be fully realised and sustainable into the future.

The project established a number of specific mechanisms that should enhance the sustainability of the direct outcomes of the project. Fisheries management and enforcement of regulations, however, remain a challenge and without the level of buy-in from the Department of Fisheries needed there is a high risk that the management plans developed will fail. In all project sites, however, exit strategies had not been developed.

III. Conclusions and Recommendations

At the commencement of the DSCP in Sri Lanka, there were very few of the major components in place that could support successful conservation of dugong and seagrass conservation. Community-based marine management systems were largely non-existent and few, if any local people that directly impacted dugongs and seagrass habitats (e.g. through unstainable fishing practices and deliberate killing of dugong) were not trained or engaged to participate in community-based marine conservation. Local communities were highly reliant on fishing as their main livelihood and source of income, and there were no incentives for local people to adopt more sustainable alternatives. Little information was available on dugong distribution abundance and threats, and there was limited information about seagrass habitat extent and condition. There was no overall strategy for dugong conservation and Government agencies lacked the capacity and guidance necessary to take effective conservation action for dugong and seagrass habitats. The DSCP sought to systematically address these factors and thereby conserve dugong and their seagrass habitat at10 sites across North and North-west Sri Lanka, comprising at least 227,807.78 ha.

The 7 inter-linked projects in Sri Lanka made significant progress in:

- providing relevant education and awareness;
- strengthening legal and administrative capability for wildlife resource management and conservation with participation from a wide range of stakeholders including local communities;

- strengthening the communications between coastal communities, government management and enforcement agencies;
- developing multiple community-based management plans for the conservation of dugongs and seagrass;
- improving decision making and coastal area planning in Sri Lanka with the increased knowledge on the distribution and abundance of seagrasses in Palk Bay, Gulf of Mannar and Kalpitiya;
- closing the knowledge gaps that prevented effective management, conservation and policy initiatives in the Bay of Bengal/ Palk Bay area;
- reducing impacts of destructive fishing practices on seagrass habitats and provide income-generation opportunities to local communities in return for their commitments to wise habitat and natural resource use in Puttlam area.

There is now updated information on the status and distribution of dugongs and seagrass in Sri Lanka, as well as the threats they are exposed to. This information is now being used in planning decisions and has resulted in useful maps of priority conservation areas, as well as a national database hosted by the Department of Wildlife Conservation.

The enhancement of management and monitoring of dugongs and seagrass has improved through the establishment of the Marine Management Unit, within the Department of Wildlife Conservation for the management and protection of marine areas. A five-year management plan is in place, along with capacity for its implementation. The establishment and equipping of the Marine Conservation and Coordination Centre (MCCC) in the Gulf of Mannar comprising monitoring and emergency teams, which respond to dugong sighting and incident signals is also significant.

On a national level, the Project established a National Steering Committee (NSC), which provided a platform for policy-related discussions and recommendations and opened dialogue across agencies, although it was acknowledge that the Department of Fisheries should have been included as a key stakeholder in the design of the project and more actively engaged during implementation. The NSC has a legal authority to recommend policy level decisions. A major factor in the success of the project was the good coordination between the Project Partners. The coordination by the DWC and the support from the Partners helped eliminate duplications of activities, especially given the geographic overlap of most of the projects in Sri Lanka. The regular meetings of the NFC ensured that activities were coordinated and delivered on time.

There was good consideration of gender in all projects, with engagement of women and youth highest in incentives programs. While fishing is a predominantly male focused industry, the project teams engaged women (participation varied between 10 – 50% across projects), youth and children within local fishing communities as a way of influencing conservation outcomes within family units.

The Project formed the first ever Sri Lanka Community Conservation Groups. Despite their small number, this pilot was very important for future community-based conservation initiatives in the country. The Project also introduced alternative income-generating models and social benefits to local communities in areas of importance to dugong conservation. While it is too early to tell of the success of these models, they provide many lessons and opportunities from which to build and scale as funding becomes available and conservation results are demonstrated.

The overall rating for the Sri Lanka projects is Satisfactory. A summary of the evaluation criteria, assessment and ratings is provided below:

Criterion	Summary Assessment	Rating
Strategic relevance		**Highly Satisfactory**

Criterion	Summary Assessment	Rating
1. Alignment to MTS and POW	Strong alignment with MTS and POW	Highly Satisfactory
2. Alignment to UNEP /Donor/GEF strategic priorities	Strong alignment with strategic priorities	Highly Satisfactory
3. Relevance to regional, sub-regional and national environmental priorities	Highly relevant to regional, sub regional and national priorities	Highly Satisfactory
4. Complementarity with existing interventions	The project demonstrated strong complementarity with many important interventions.	Highly Satisfactory
Quality of Project Design	**Good project design for national projects, however some overlaps that were rectified.**	**Moderately Satisfactory**
Nature of the external context	**No major external impacts were recorded, although it should be noted that the effects of past civil disruption and natural disasters has had a major impact on Sri Lankan society and particularly coastal communities.**	**Favourable**
Effectiveness Satisfactory		
1. Delivery of outputs	Project Partners delivered high quality outputs.	Satisfactory
2. Achievement of direct outcomes	High level of achievement of outcomes for most components.	Satisfactory
3. Likelihood of impact	The achieved direct outcomes include some of the most important to attain intermediate states; some assumptions for the change to intermediate states hold; drivers to support transition to intermediate states are in partially place. Partners are committed to implementing the project outputs and finding long term sustainable solutions.	Moderately Likely
Financial Management		**Satisfactory**
1.Completeness of project financial information	All aspects of financial management made available and appear complete. Some delays and initial problems encountered and resolved.	Satisfactory
2.Communication between finance and project management staff	Good and effective communication between finance and project management staff in country and with the DSCP programme coordinator.	Satisfactory
Efficiency		**Satisfactory**
Monitoring and Reporting	**Progress reporting regular and timely.**	**Satisfactory**

Criterion	Summary Assessment	Rating
1. Monitoring design and budgeting	Monitoring design and budgeting are effective. Comprehensive monitoring plan.	Satisfactory
2. Monitoring of project implementation	Good evidence of detailed monitoring of project implementation and sharing, extensive data shared with evaluators; also aggregated data by gender conducted. Projects and log frames reviewed at NFC meetings.	Satisfactory
3.Project reporting	Substantial documentation of project progress and good communication.	Satisfactory
Sustainability		**Moderately Unlikely**
1.Socio-political sustainability	Strong interest and commitment and some level of ownership from government departments to take project achievements forward. Strong ownership and commitment from NGO Project Partners and local communities. DWC needs to continue to support and engage community groups and provide their recognition through registration, otherwise there remains room for the groups to fall apart.	Moderately Likely
2.Financial sustainability	Government funds committed to some of the sub-projects and ongoing financial commitments have been made. No exit strategies have been developed.	Moderately Likely
3.Institutional sustainability	Partners committed to continuation of efforts after GEF funding. A platform and institutional arrangements established for ongoing decision-making and implementation. Enforcement remains an ongoing challenge.	Moderately Unlikely
Factors Affecting Performance **Satisfactory**		
1. Preparation and readiness	Some delays and initial issues encountered and resolved. Greater stakeholder involvement in project design would have been helpful.	Moderately Satisfactory
2. Quality of project management and supervision	Effective project management performance demonstrated by National Facilitator and project partners.	Satisfactory
3. Stakeholders participation and cooperation	Good in most cases but inconsistent across the locations with not all stakeholders benefitting equally.	Moderately Satisfactory
4. Responsiveness to human rights and gender equity	Gender equality varied across projects. National projects adhere to UNEP's Policy and Strategy for Gender Equality and the Environment.	Satisfactory

Criterion	Summary Assessment	Rating
5. Country ownership and driven-ness	Good level of ownership generated by the national projects over outputs and outcomes. The project was strongly focused on building capacity at the national level and strengthening regional coordination mechanisms.	Satisfactory
6. Communication and public awareness	Communication/public awareness efforts largely effective in driving change towards results beyond outputs. Substantial experience sharing between project partners and other interested groups / stakeholders.	Satisfactory
Overall project rating		**Satisfactory**

1. Lessons Learned

The following lessons were identified during consultation:

Lesson 1- Awareness that is effective creates good openings for conservation and facilitates it with local communities.

Lesson 2 - Planning is key – and needs to be inclusive of all key stakeholders, like fisheries agencies. Building relationships and trust between agencies that have tended to work in isolation requires time. Planning processes take time and should not be rushed so as to reduce complications during implementation and ensure exit strategies are in place.

Lesson 3 - Coordination between partners is an essential component of success and helps eliminate duplications of activities, especially where there is geographic overlap for projects. The National Facilitating Committee provides a useful mechanism to ensure coordination.

Lesson 4 – Economic incentives and financial assistance to develop alternative livelihoods and reduce over-reliance on fishing and use of unsustainable practices, and hence impacts on dugong, need to be well considered, underpinned by a robust socio-economic theory of change, and sustainable for the long-term.

Lesson 5 - Using a diverse suite of activities (e.g. alternative livelihoods, participatory monitoring and community-led fisheries management) and targeting diverse groups (e.g. women in participatory monitoring) to engage coastal communities in dugong and seagrass is essential if they are to be effective in achieving conservation outcomes.

Lesson 6 - Empowering local communities to be equal partners in the sustainable management of their natural resources through training and participatory decision-making, coupled with consistent and sensible enforcement of regulations, gives communities confidence in governance arrangements.

2. Recommendations

This Project created the conditions for furthering the conservation of dugongs and seagrass. To ensure the continuation of the conservation efforts, during the consultation, stakeholders raised the following priority recommendation:

Recommendation 1 - Community Conservation Groups are important for ensuring compliance with regulations and require formal recognition to enact enhanced conservation outcomes.

Improving the approval process by shortening the time for registration and by guiding the communities on the overall structure and roles and responsibilities of the conservation group during the establishment phase is needed. Providing these groups to undertake enforcement activities with

authorities and the authority to collect visitor fees to marine protected areas will help strengthen long term financial sustainability, based on conservation performance, create a sense of ownership and provide impetus among the communities to protect their own environment.

Annex

1. Evaluation Itinerary

Date	Activity	participants
12 Mar 2019	Meeting at Department of Wildlife Conservation with all partners	All project partners
13 Mar 2019	Kalpitiya and visited community incentives managed by SLTCP	SLTCP, DWC, IUCN, Community members
	Meeting with community conservation group at Kandakuliya	DWC, IUCN, Community Groups
14 -15 Mar 2019	Visited Marine Conservation Coordination Center at Mollikulam Visited Community incentive programmes at Mannar - Meet community conservation groups in Mannar District (Arippu, Vidathalative and Vankalai)	DWC, IUCN, Community Groups

2. List of documents consulted

Final Report, Chapter VI: Project results in Sri Lanka and other project documents as listed in Annex III.

Malaysia Status Report

Project Identification Table

Project ID/ Reference #	MY1	MY2	MY3	MY4	MY5
Project title	Operationalising the Malaysian National Plan of Action for Dugong in Pulau Sibu and Pulau Tinggi, Johor, Peninsular Malaysia	Establishment of the National Working Committee for conserving dugongs and their habitats through involvement of various stakeholders	Community understanding and management of dugong and seagrass resources in Johor	A two-pronged approach for overcoming knowledge barriers on the ecology and status of dugongs in Johor, Malaysia – towards critical habitat protection	Overcoming the knowledge gaps and involvement of local community to establish a marine protected area (MPA) for the conservation of dugong and seagrass in Bay of Brunei, Lawas, Sarawak, East Malaysia
Project Proponent/ National Lead Partner	Reef Check Malaysia (RCM), Department of Marine Park Malaysia (DMPM)	Department of Fisheries Malaysia (DFM), Ministry of Agriculture and Agro-base Industry, Marine Research Foundation (MRF)	Universiti Sains Malaysia (USM)	MareCet Research Organization (MareCet)	Protected Area & Biodiversity Conservation Division Sarawak Forestry Corporation (SFC)
Alignment with Overall Project Outcomes (PO)	1, 2 and 4	2 and 4	1 and 3	2,3 and 4	1,3 and 4
Region/Sites	Pulau Sibu and Pulau Tinggi, Johor, Peninsular Malaysia	National	Johor	Johor	Bay of Brunei, Lawas, Sarawak, East Malaysia
Project start date	1/8/16	18/9/16	1/11/15	30/9/15	1/10/15
Expected end date	31/12/18	30/9/18	31/12/18	30/9/18	31/10/18
Revised end date	n.a.	n.a.	n.a.	n.a.	n.a.
GEF project grant (in USD)	$73,557	$43,215	$73,557	$73,557	$150,791

Project ID/ Reference #	MY1	MY2	MY3	MY4	MY5
Total co-financing (in USD)	$413,920	$510,600	$197,200	$96,774	$530,320
Total project cost (in USD)	$487,477	$553,815	$270,757	$170,331	$681,111
Key Project Outputs	*Outcome 1:* • Education programs in Pulau Sibu schools' Nature Club on marine ecosystems and habitats • Beach/ coastal areas clean-up campaigns, 130 people engaged in total with MY3 and MY4 • Co-management structure established for Pulau Sibu and Pulau Tinggi MPA – 25 members, Co-management Plan and terms of reference developed. • Modules and training materials about co-management and the role of communities; 4 training session for the communities at Pulau Tioman and Pulau Sibu, and two formal sessions for Department of Marine Parks Malaysia State Directors and Headquarters' officers	*Outcome 3:* • A low-tech UAV technology for dugong surveys developed *Outcome 4:* • National Technical Working Group on Dugong and Marine Mammals established and met twice – in April 2017 and January 2019. • Two training workshops on rescue of Dugong and Marine Mammals were conducted in September 2017 in Mersing, Johor and in August 2017 in Rantau Abang, Terengganu. • Standard Operating Procedure on Rescue of Stranding Dugongs and Marine Mammals published and distribute to the staff of State Department of Fisheries Malaysia (in Malaysian • Media event during the second EPSC meeting, which was led by the	*Outcome 1:* • Teachers Workshop on dugong and seagrass conservation in Mersing – 20 teachers • Training of trainers (teachers) from Mersing – 20 teachers trained • Survey of community opinions of the type of management needed for conservation - 73 people • Awareness raising materials produced • 19 people attending an English language education programme • Facebook - project activities promoted • Education programme - 189 posters and 103 stickers distributed (out of 200 each in Bahasa Malaysia) • Seven villages and resorts were outreached and three stakeholders demonstrated their interest in dugong and seagrass conservation - Rimba resort, Sea Gypsy	*Outcome 1:* • Promotion of dugong and seagrass conservation during the official launch of a Dugong Sanctuary and the annual island expedition of the Sultan of Johor • Developed the design and structural plan for building a dugong galleria at the school on Sibu Island • Dugong and seagrass-centric marine education programme for both primary and secondary schools developed and rolled out to 600 students across 10 schools in Mersing and Tenggaroh. • 347 interviews to assess local community members' perceptions and opinions of dugong and seagrass conservation plans for the Johor (for the Dugong Sanctuary), people	*Outcome 1:* • Education programme for 93 secondary school students in Lawas, Malaysia • 75 Honorary Wildlife Rangers from Sarawak trained in conserving and protecting wildlife, including dugongs • Consultation with communities in Lawas, Malaysia • Lawas National Park for protection of dugong and seagrass gazetted but challenges experienced with finalisation *Outcome 3:* • Dugong surveys and seagrass mapping using drone for Northeast Monsoon season, NEMS (Wet season) conducted twice in the reporting period. • Drone and ground-truth surveys of seagrasses and dugongs in Lawas

Project ID/ Reference #	MY1	MY2	MY3	MY4	MY5
	(60 attendees trained, among which 45 community members • Research study on local community demographic and marine resources surrounding Pulau Sibu and Pulau Tinggi – 263 • Draft management plan for Pulau Sibu and Pulau Tunggi MPA, 2018-2020, including co-management guidelines and structure. *Outcome 2:* • Training and mentoring on entrepreneurship as an incentive programme – 17 locals trained, including 9 women *Outcome 3:* • Project progress and achievements promoted through the Facebook through the Project website.	Director General of the DFM and attended by the UNEP Project Task Manager, the Programme Coordinator of the CMS Dugong MoU and PCT	resort and Coconut Village resort. • Management measures developed together with communities and tested – report on pre- and post-testing of management measures. • Dugong monitoring tools and programme, including flash cards and guidance on first response to stranded dugongs developed and launched in Pulau Sibu and Pulau Tinggi MPA – 26 local people involved • Buoys around seagrass habitats in Johor placed to mark where the dugong and seagrass areas are – areas validated with seagrass researchers and procedures coordinated with local authorities; a map of the buoys locations developed and provided to the Department of Marine Park Malaysia in Johor. *Outcome 3:* • A cultural scoping study conducted with 33 local people, including 16 women • Maps and reports produced from surveys	interviewed, and findings shared with local people • Support for development of the management framework of the Dugong Sanctuary, including a delineation of a dugong and seagrass conservation area and drafting of a management plan for the area. *Outcome 2:* • Small-scale tailoring workshop developed, engaging 8 women and initial income generated • Partnership with a Malaysian social enterprise established for the development of special dugong-featuring design and capacity building, 8 local women trained in tailoring and labelling • Two community consultation surveys supporting the work on the total economic value of seagrass in Johor, Malaysia • Some basic information to support a biophysical	• Maps and reports on the findings from surveys • Methodology document and lessons learned on using drones for dugong and seagrass research and monitoring • Project results presented at the 5th Congress of the International Marine Conservation Society (IMCC5) in Kuching, Malaysia in 2018 • information collected from the drone research in Sarawak collated and presented at events and to authorities.

Project ID/ Reference #	MY1	MY2	MY3	MY4	MY5
			• Guidelines for good practices for dugongs and seagrasses in Tinggi and Sibu Island, Johor, developed and consulted with DTG and Malaysian Partners. • Best practice for dugong and seagrass conservation, supported by flashcards and a poster English and Bahasa Malaysia (200 pieces each) for the monitoring programme; stranding events and codes of decomposition, was explained in picture format adopted by Department of Fisheries in Johor • Project results presented at the 5th Congress of the International Marine Conservation Society (IMCC5) in Kuching, Malaysia in 2018	assessment of seagrass ecosystem services collected. *Outcome 3:* • Aerial survey, seagrass mapping and dugong feeding trails survey in Johor, Malaysia • developed maps and reports on the findings from surveys • Collated and presented the research information on the Dugong Sanctuary at validation workshops and scientific events • Project progress and achievements promoted through the Facebook.	

Context

Dugongs are listed as an endangered species in Malaysia, and the population has been in a state of decline, with numbers of less than 100 individuals inhabiting the waters surrounding Pulau Sibu, Pulau Tinggi (Marine Protected Areas covering a total of 14,440ha), and Lawas (a proposed MPA covering 12,000). Both areas have been influenced by coastal development, which led to the introduction of management regulations specifically protecting the species and its habitats. Sibu and Tinggi are largely fishing communities. However, some communities have been involved in small-scale tourism since the 1980's and it is now a key employment opportunity and a primary income source for them.

The local communities in these areas have become marginalized through inconsistent supply of potable water, limited healthcare and education services, lack of employment opportunities and the restrictions on fishing imposed after the establishment of the Marine Park. Many members travel to the main island for part time employment options and/or are employed with the resorts on their island.

Country Programme Summary

The Project in Malaysia covered two regional sites extending across 88,565 ha. The DSCP was implemented in Malaysia through 5 separate sub-projects (MY1 – MY5) each addressing a separate aspect of the overall National project as outlined in the Project Identification Table above.

Status of the national sub-projects

While there were a number of challenges faced during the implementation as described below, the Project Partners' achievements did advance dugong and seagrass conservation in Malaysia and provide a base for follow-up actions. A key achievement was the introduction of co-management in the marine conservation in the areas the project was working (under MY1) and the proposing of a MPA in Johor. There was little progress made against MY2 relating to the National Plan of Action. The table below provides a summary of the status of achievement against project targets in Malaysia.**Table - Achievement against global Project objective and outcomes by DSCP Malaysia (Source Malaysia Final Report)**

Project objective and Outcomes	Indicator	Baseline level	End-of-project deliverables
Objective **To enhance the effectiveness of conservation of dugongs and their seagrass ecosystems across the Indian and Pacific Ocean basins**	1. Total area of seagrass (key areas for dugongs) under improved conservation management	An MPA in Johor covering 14,440 ha A site in Lawas, Malaysian Borneo proposed for an MPA covering 12,000 ha	MPA in Johor, 14,440 ha Buoy demarcation of dugong feeding grounds (seagrass habitats) in Johor; Notification on the establishment of an MPA in Lawas, on the basis of Project results, published in the Lawas state gazette, 13,200 ha Dugong and seagrass hotspots identified and mapped in Lawas. Mersing Archipelago registered as Important Marine Mammal Area under the IUCN-WCPA Marine Mammal Protected Areas Task Force, approximately 120,000 ha
	2. METT scores in targeted protected areas (MPAs, LMMAs, others) in national programmes	Total: 138 (Average score: 69)	Total: 184 (Average score: 92) METT score increased due to improved information and collaboration with the local communities.

Project objective and Outcomes	Indicator	Baseline level	End-of-project deliverables
	3. Use of gill nets (beach seines), fixed fish traps and other damaging methods) by fishermen (which result in incidental dugong mortality) reduced	Entanglement and boat strikes main causes for incidental dugong mortality	Threats re-confirmed but illegal fishing activities coming from outside is an increasing issue in Johor/ Mersing. Local communities on Sibu and Tinggi islands, fishermen and school children in Mersing aware of dugongs and seagrass importance and status. Local infrastructure development is the main issue in Lawas.
Outcome 1: *Community-based stewardship of dugongs and their seagrass ecosystems at selected globally important Indo-Pacific sites enhanced*	Community engagement in management (CBM) for dugong conservation in selected priority target areas (LMMAs, other seagrass protection zones, co-management of MPAs)	Communities are not involved in management for dugong conservation. The MPA in Johor has a management plan valid until 2017 The Johor State works on the establishment of a Dugong Sanctuary.	Dugong Sanctuary proposed and a management plan for the jurisdiction of Department of Marine Park Malaysia in Johor MPA developed. Yet to be endorsed by government. Management plan for the Department of Marine Park Malaysia developed, integrating community-based management A co-management committee for Pulau Tinggi and Pulau Sibu, involving community members and authorities responsible for dugong protection established and ToR developed
	Number of community-based conservation/ monitoring systems established and functioning for dugong and seagrass) in priority target areas	Limited to no community engagement in management/ monitoring and not around dugongs and seagrass	Community-based monitoring system established in Pulau Sibu and Pulau Tinggi MPA Communities and local entrepreneurs involved in beach clean-up campaigns and waste management as initial step towards co-management (25 members) Consultation processes on co-management with local communities and government institutions 347 locals interviewed to assess their perception and opinion about dugong and seagrass conservation plans for the project sites Rangers and youth trained in Lawas Awareness of local stakeholders in Pulau Sibu and Tinggi (fishermen, fishers' wives, children, hotel management) and in Mersin about dugongs and seagrass raised. Awareness raising and training materials developed for educators and children in Merging.
Outcome 2:	Number and uptake of incentive mechanisms (i.e.	0 incentives or management tools	Needs and capacity of local communities in Pulau Sibu and Pulau Tinggi MPA assessed.

Project objective and Outcomes	Indicator	Baseline level	End-of-project deliverables
Sustainable fisheries practices that reduce damage to dugongs and their seagrass ecosystems widely adopted through uptake of innovative incentive mechanisms and management tools	market-based, social, cultural, religious) and management tools; linking sustainable fishing practices and adoption of best practice (see also Indicator 3)		Training on entrepreneurship, marketing and financial management of local communities 8 women in Pulau Sibu and Pulau Tinggi MPA involved in an incentive; initial income generated but too early to tell if sustainable Collaboration with 7 tourist reports and 1 social enterprise by different Partners to support the work on incentives
Outcome 3: *Increased availability and access to critical knowledge needed for decision-making for effective conservation of dugongs and their seagrass ecosystems in Indian and Pacific Ocean basins*	Availability and uptake of conservation management information (digital maps of dugong and seagrass distribution & status; ecosystem services valuation data; pilot studies – e.g. assessment of Blue Carbon potential)	580 CMS Dugong Catch/ Bycatch questionnaires Some dugong aerial and feeding trail surveys in 2000s	Drone surveys in Lawas Mapping of dugong hotspots and seagrass areas in Lawas Heat map developed for Lawas serving as a basis for the identification of the boundaries of the proposed Kuala Lawas MPA. Aerial, seagrass feeding trail and seagrass sediment and carbon studies in Pulau Tinggi and Pulau Sibu MPA Cultural scoping study conducted in Pulau Tinggi and Pulau Sibu MPA Best practices guidelines for tourism businesses and on handling dugongs developed Experience from seagrass, dugong and social research documented, assessed and presented at national and international forums; Two beach clean-up campaigns involving local people Posts on social media by three of the Partners
Outcome 4: *Conservation priorities and measures for dugongs and their seagrass ecosystems incorporated into relevant policy, planning and regulatory frameworks across the Indian and Pacific Ocean basins*	Progress on implementation of national and regional Strategies/ Action Plans for dugong and seagrass conservation	A National Plan of Action exists since 2011 but needs updating and operationalisation	Demarcation of seagrass beds by buoys at 2 sites in Johor Establishment of a National Technical Working Group on Conservation on Dugong and Marine Mammals
	Incorporation of dugong protection and dugong/ seagrass conservation in other sectors (e.g. fisheries, coastal zone management & regulations)	Dugongs are protected but the conservation of the species and their seagrass habitat not explicitly integrated in sectoral policies No policy gap analysis	Recommendations to tourists and residents on how to protect dugongs working with 7 resorts in Johor

Significant changes in plans/ personnel

The DSCP faced multiple challenges, which caused delays and required many adjustments to the original work plan of three of the five national projects. Many changes were the result of the delays in the overall DSCP starting which meant national projects had to be revised to accommodate actions that had already taken place or changes that were needed to suit the context which had also changed.

In addition, the National Facilitator for Malaysia could not be committed to the Project and his involvement after the second meeting of the Executive Project Steering Committee was limited for various reasons. Coordination between the Project Partners was, therefore, missing. Hence, the DSCP Partners and the Project Coordination Team had to revise the activities already planned.

MY2 in particular, did not progress as planned. There were few meetings of the National Facilitating Committee and the rest of the MY2 activities were continuously postponed and further delayed partly due to the national elections in late 2018 in Malaysia. As a result, the PCT reallocated GEF funds from MY2 to support the MRF's dugong research activities in Sarawak and the development of a low-tech and low-cost drone technology for dugong research; and a Project symposium, organised alongside the Fifth International Marine Conservation Congress (IMCC5). MY2 was restarted towards the end of 2018 by the DMPM, after a restructuring process transferred the Directorate from the Ministry of Environment to the Ministry of Agriculture, under the DOFM (managing project MY2). Despite this, only part of the MY2 activities could be realised in the time remaining before the completion of DSCP. The general elections in Malaysia lead to a change in political and government leadership which affected the progress of the project. All the efforts and activities undertaken during the time on the previous administration had to be introduced and tabled again.

Key challenges/negative effects

- **Implementation structure** - While the NGOs commenced their projects immediately after receiving funding, internal government processes created obstacles and it took about a year to resolve these issues so as activities could commence. Management authorities across different jurisdictions were not completely aligned on the project and aware of their roles and responsibilities from an early stage.
- **National coordination** - While the DMPM was truly engaged in the Project, the absence of leadership in the Malaysian national project (MY2) resulted in issues of communication, overlapping activities and reporting as well as unsatisfactory country reporting. The implementation of the National Plan of Action for dugongs also did not happen as a result. The rest of the Malaysian Partners and the PCT made numerous attempts to address the issues, with Reef Check Malaysia, assuming a leadership role to improve coordination between the Partners.
- **Duplication of workplans** - Three out of the five projects in Malaysia worked in the same geographical area and included awareness raising and other activities that involved the same local communities. Given the small size of the communities in Pulau Sibu and Pulau Tinggi, the communication and coordination between the Partners should have been better coordinated to avoid the confusion of the local communities. In addition, while many of the activities between the projects were complementary, there was insufficient sharing of results across projects.

Key positive lessons/ unexpected achievements:

The most significant key positive lesson from the project is the need for local stewardship at dugong hotspots. Decades-long practice of imposing conservation on communities, regardless of their needs and demands led to marginalizing them and created a sense of negativity to conservation among communities in Pulau Sibu and Pulau Tinggi MPA. The Project was successful in changing this negative experience by promoting and making effective the role of local communities in conservation by the establishment of a co-management committee. Partners applied a non-discriminatory and sensitive approach to communities, including interviews to understand the socio-economic and

environmental situation, as seen by the locals; awareness raising about the status of dugongs and seagrasses resulting from the research; capacity building for communities' involvement in management and monitoring.

The success of the project relied in a very substantial way on the Partners' readiness for long-term commitment and ensuring consistent presence among the community. A key factor to achieving this was the appointment of an on-site community liaison officer. That officer lived with the communities and was the link between the local communities and authorities, and the project progressed exponentially well once the locals began to have trust in the Projects. This decision to appoint an on-site community liaison officer eventually led to the biggest achievement, the establishment of the co-management committee.

Timor Leste Status Report

Project Identification Table

Project ID/ Reference #	TL1	TL2	TL3	TL4	TL5
Project title	Identification of priority sites for conservation of dugongs and seagrasses in Timor-Leste	Incentivising community engagement in dugong and seagrass conservation in Timor-Leste through volunteer ecotourism	Mainstreaming dugongs and their seagrass habitats into national coastal zone planning and decision-making	National-level awareness raising campaign to champion dugong and seagrass conservation	Timor-Leste National Facilitating Committee
Project Proponent/ National Lead Partner	Conservation International	Blue Ventures	Conservation International	National Directorate for Biodiversity Protection and Restoration, Ministry of Commerce, Industry and Environment (MCIE)	National Directorate for Biodiversity Protection and Restoration, Ministry of Commerce, Industry and Environment (MCIE)
Alignment with Overall Project Outcomes (PO)	1 and 3	1, 2 and 3	3 and 4	3 and 4	4
Region/Sites	National	Atauro Island	National	National	National
Project start date	21/4/16	16/6/15	21/4/16	14/9/15	16/12/15
Expected end date	31/12/18	30/9/18	31/12/18	28/2/19	30/9/18
Revised end date	n.a.	n.a.	n.a.	n.a.	n.a.
GEF project grant (in USD)	$107,453	$380,000	$100,000	$180,900	$61,000
Total co-financing (in USD)	$55,127	$805,310	$38,236	$329,946	$61,368
Total project cost (in USD)	$162,580	$1,185,310	$138,236	$510,846	$122,368
Key Project Outputs	*Outcome 1:* • Nino Konis Santana National Park – 4 out of 8 surveyed localities selected for community-based stewardship.	*Outcome 1:* • Awareness raising with communities. • 20+ meetings with local communities.	*Outcome 1:* • Three-minute commercial played on Education TV (TVE); radio and TV footage about the Project *Outcome 3:*	*Outcome 1:* • 83 national and municipal teachers trained; Project promoted to school children, local fishers, Coastal Guards, Navy and	*Outcome 4:* • NFC established in 2016. • Five NFC meetings/workshops attended by 262 people from the Government, the

Project ID/ Reference #	TL1	TL2	TL3	TL4	TL5
	• Atauro Island – 4 out of 6 surveyed localities selected for community-based stewardship • 14 LMMAs governance structures strengthened and dugongs and or seagrasses integrated in their management processes. • Two trainings, including (1) 52 members of the Community Conservation Groups (40% females) trained in seagrass mapping and monitoring; and (2) advanced training for 25-30 of the best performing community-based surveyors • Four new marine protected areas were established - two MPAs in Com and two in the Atauro region *Outcome 3:* • Film about the Project in English and Tetum.	• Weekly presentations and information stalls held at the Beloi market • 29 people, including 24 women trained in seagrass monitors • Two local people (one female) from Atauro trained as Dive and Science Assistants; first ever female Timorese Dive master *Outcome 2:* • Home stay programme and eco-tourism model conceptualised in Timor-Leste • Eight local homestays established in an association, involving mainly women; 130 tourists have taken part in 17 expeditions a total income of $32,340 for the communities.	• "Guidelines for Interactions with Cetaceans in Timor-Leste", including dugongs, developed in English, Tetum and Mandarin and disseminated locally to 550+ local people, including dive operators and construction companies • A brochure on protected marine species, including dugongs – 5,000 out of 8,000 copies distributed *Outcome 4:* • Desktop review of existing policies in the Timor-Leste, important to dugong and seagrass conservation. • Short report was produced on the policy gaps and a list of recommendations was provided - used in the global Project analysis of the drivers, pressure, state, impact and response (DPSIR), conducted by PCT with support from external policy experts. • One on one meetings with government representatives from Ministries, which intersect with marine management or whose activities could impact	authorities in eight coastal municipalities. • DSCP promoted at national events (International Environmental Day and International Day for Biological Diversity) • Seminar on dugongs and seagrass conservation at a school and the university in Dili; broadcasted in National TV (RTTL) and private TV (GMN TV) • Beach clean-up campaign – 150+ people engaged *Outcome 3:* • Awareness raising materials - Over 1,500 reached • Pre- and post-awareness survey conducted. *Outcome 4:* • 'Dugong Concert', as a promotional activity on the importance of dugong and seagrass conservation to the business executives in the country - 22 participants, including 15 business companies attended.	civil society and academia. • Facilitating and supporting activities under project TL4, such as public awareness raising at the community and schools level - 1,500 people reached.

Project ID/ Reference #	TL1	TL2	TL3	TL4	TL5
			seagrass or dugong populations. • Facilitated development of the community fisheries management plans for Com, Tutuala and Lore 1.		

Country Context

Dugongs are protected under the Marine Protected Species Act in Timor Leste and they are listed under Annex I of the draft Biodiversity Decree Law and included in the National Biodiversity Strategy and Action Plan (2011-2020) (NBSAP). The NBSAP also notes the importance of seagrass ecosystems. People in Timor-Leste however, including the decision makers are largely unaware of dugongs, their status, and of the importance of seagrass ecosystems for coastal environment.

Previous marine conservation related work in Timor-Leste has focused on general awareness on coastal and marine environment and key species such as mangroves and turtles. It has not given a focus to dugongs and seagrass habitat conservation.

Prior to the DSCP, there were substantial knowledge gaps in the distribution and abundance of dugongs, and seagrass in Timor-Leste. Information is required for the location of the main feeding habitats of dugongs, as currently there are none available. The size and characteristics of Timor-Leste's dugong population was also unknown.

Country Programme Summary

The Project in Timor Leste covered two regional areas (Nino Konis Santana National Park and Atauro Island) which extended across 124,050 ha. The DSCP was implemented in Timor Leste by three Project Partners through 5 separate sub-projects (TL1 – TL5) each addressing a separate aspect of the overall National project as outlined in the Project Identification Table above.

Status of the national sub-projects

The table below provides a summary of the status of achievement against project targets in Timor Leste.

Table - Achievement against global Project objective and outcomes by DSCP Malaysia (Source Timor Leste Final Report)

Project objective and Outcomes	Indicator	Baseline level	End-of-project deliverable
Objective: **To enhance the effectiveness of conservation of dugongs and their seagrass ecosystems across the Indian and Pacific Ocean basins**	1. Total area of seagrass (key areas for dugongs) under improved conservation management	125,600 ha One site (Nino Konis Santana National Park)	• 125,850 ha • Four sites (Nino Konis Santana National Park and Atauro island); one new MPA and three new LMMAs
	2. METT scores in targeted protected areas (MPAs, LMMAs, others) in national programmes	Total: 45	• Total: 110 • Average: 55
	3. Use of gill nets (beach seines), fixed fish traps and other damaging methods) by fishermen (which result in incidental dugong mortality) reduced	unknown	• 85 CMS Dugong Catch/ By-catch Questionnaire carried out across 42 villages
Outcome 1: *Community-based stewardship of dugongs and their seagrass ecosystems at selected globally important Indo-Pacific sites enhanced*	Community engagement in management (CBM) for dugong conservation in selected priority target areas (LMMAs, other seagrass protection zones, co-management of MPAs)	No or low community involvement in management of priority marine areas	• Awareness of communities about the importance of dugongs and their seagrass habitats raised through radio and TV broadcasts; mini-documentaries and awareness raising sessions across eight municipalities. • 83 national and municipal teachers trained in dugong and seagrass – a set of education materials provided. • Three LMMA sites on Atauro Island established and a management plan on the basis of traditional laws developed by the communities with Partners' support • One MPA in Nino Konis Santana National Park, 345 ha, dedicated to dugong and seagrass conservation; • 14 LMMAs governance structures strengthened and dugongs and or seagrasses integrated in their management processes • Awareness raising to school children, local communities, authorities and coastal guards in 8 municipalities
	Number of community-based conservation/ monitoring systems established and functioning for dugong and seagrass) in priority target areas		• At least four community structures for management and monitoring established (three on Atauro Island and one in Nino Konis Santana NP) • Six communities potentially involved in monitoring activities from Akrema, Uaro-ana and Adara (on Atauro) and Com, Tutuaka and Lore (within Nino Konis Santana NP) • 81 local people, 55% females, trained in dugong and seagrass monitoring.

Project objective and Outcomes	Indicator	Baseline level	End-of-project deliverable
Outcome 2: *Sustainable fisheries practices that reduce damage to dugongs and their seagrass ecosystems widely adopted through uptake of innovative incentive mechanisms and management tools*	Number and uptake of incentive mechanisms (ie. market-based, social, cultural, religious) and management tools; linking sustainable fishing practices and adoption of best practice (see also Indicator 3)	No incentives for conservation and involving communities	• A local home stay initiative, as part of an ecotourism programme developed, involving eight local homestays, involving mainly women • An homestay association established • 17 expeditions to Timor-Leste organised, bringing 130 tourists • Total income of $32,340 generated for the communities
Outcome 3: *Increased availability and access to critical knowledge needed for decision-making for effective conservation of dugongs and their seagrass ecosystems in Indian and Pacific Ocean basins*	Availability and uptake of conservation management information (digital maps of dugong and seagrass distribution & status; ecosystem services valuation data; pilot studies – e.g. assessment of Blue Carbon potential)	No data on dugongs and limited/ no data on seagrass	• Seagrass data using Seagrass-Watch collected in six locations; 50% women's involvement • Database on seagrasses developed for two regional sites. • Project awareness raising reached out to more than 1,500 Timorese, including students from six schools and one university • One project film developed and three mini-documentaries • A set of educational and awareness raising materials developed and disseminated
Outcome 4: *Conservation priorities and measures for dugongs and their seagrass ecosystems incorporated into relevant policy, planning and regulatory frameworks across the Indian and Pacific Ocean basins*	Progress on implementation of national and regional Strategies/ Action Plans for dugong and seagrass conservation	No National Action Plan National Biodiversity Strategy exist but not mentioning dugongs and seagrass	• Timor-Leste signed the Dugong MoU in September 2018 • Policy gap analysis developed
	Incorporation of dugong protection and dugong/ seagrass conservation in other sectors (e.g. fisheries, coastal zone management & regulations)	No policy recommendations	• Whale Watching Guidelines, including dugongs, for tourism operators in Timor-Leste developed

Significant changes in plans/ personnel

There were only a few changes to projects. TL1 supported project TL4 by facilitating and administering on their behalf a contract on the film production about the Project. USD 19,100 was moved from the budget of project TL4 and added to the budget of project TL1. The PCT and TL4 conducted two additional national training workshops in early 2019 – one on the CMS Dugong Catch/ Bycatch Questionnaire and one on the Seagrass-Watch when unspent funds were identified.

Key challenges/negative effects:

The DSCP faced a number of challenges, although these were identified during the Mid-Term Review and appear to have not hindered progress on the implementation of the project to a significant degree.

Some of these challenges were logistical – i.e. remote field sites and poor infrastructure. Other challenges were encountered as a result of the national and local disruptions caused by the 2017 elections. Local political disputes were also a source of delay and required considerable negotiation by the Project partners to resolve.

Key positive lessons/ unexpected achievements

The DSCP contributed positively to establishing a sustainable program of dugong and seagrass conservation activity in Timor-Leste. Project Partners consolidated their relationships with local communities, allowing for ongoing economic incentives development such as homestay tourism (which generated substantial income for the local communities and additional income for the management of the MPAs), as well as training and capacity building. As a result of the Project, Timor-Leste formally joined the CMS Dugong MoU in September 2018.

Using a diverse suite of activities (e.g. alternative livelihoods, participatory monitoring and community-led fisheries management) and targeting diverse groups (e.g. women in participatory monitoring) to engage coastal communities in dugong and seagrass conservation is the main lesson learned from the project.

Mozambique Country Status Report

Project Identification Table

Project ID/ Reference #	MZ1	MZ2	MZ3	MZ4	MZ5	MZ6
Project title	Development of community-based activities to improved local engagement in marine management in the Bazaruto archipelago	The distribution of dugongs in the coastal waters of Mozambique	Developing an education and awareness campaign to conserve dugongs in the Bazaruto Archipelago and Mozambique	The Bazaruto Dugong Emergency Protection Project	Participatory Research of Additional Methods to reduce the Impact of the beach seine fisheries on seagrass beds at Vilanculos and Inhassoro	National Steering Committee for the GEF Dugong and Seagrass Conservation Project
Project Proponent/ National Lead Partner	Blue Ventures	Dugongos	Dugongos	Endangered Wildlife Trust (EWT)	National Environmental Directorate, Ministry of Land, Environment and Rural Development	National Environmental Directorate, Ministry of Land, Environment and Rural Development
Alignment with Overall Project Outcomes (PO)	1,2 and 3	3	1 and 4	1, 2, 3 and 4	1	4
Region/Sites	Bazaruto Archipelago	The greater Bazaruto archipelago (Inhambane province), the islands of the Quirimbas Archipelago (Cabo Delgado), Angoche (Nampula Province) and Maputo Bay (Maputo	National	Bazaruto Archipelago National Park.	Vilanculos and Inhassoro	National

Project ID/ Reference #	MZ1	MZ2	MZ3	MZ4	MZ5	MZ6
		province), part of Ponta do Ouro Partial Reserve area.				
Project start date	1/1/16	23/6/16	1/6/16	1/8/15	21/4/16	21/4/16
Expected end date	30/9/18	1/6/16	30/12/18	31/7/18	30/9/18	30/9/18
Revised end date						
GEF project grant (in USD)	$90,966	$58,823	$80,909	$90,887	$12,230	$80,859
Total co-financing (in USD)	$41,500	$35,500	$6,591	$85,832	$6,600	$23,388
Total project cost (in USD)	$132,466	$94,323	$87,500	$176,719	$18,830	$104,247
Key Project Outputs	*Outcome 1:* • Scoping exercise and health need assessment in Bazaruto, 175 community members, including 99 women • health need assessment in Primeiras e	*Outcome 3:* • Existing information on seagrass of Central Mozambique coast and satellite imagery and past and current information on dugongs' distribution and abundance in Mozambique coast collated; 506 CMS	*Outcome 1:* • 20-month training of trainers programme across 10 out of 14 schools in Inhassoro District; 43 teachers trained; • 57 awareness sessions about dugongs and seagrass, involving a total of 2,590 students	*Outcome 1:* • Scoping exercise and health need assessment in Bazaruto, 175 community members, including 99 women • 16 local sites located in two regionals for community-based stewardship	*Outcome 1:* • Focus group discussions with eight CCPs and three Fishers' Associations in Vilanculos; seven CCPs and five Associations in Inhassoro to discuss fishing practices, their	*Outcome 4:* • Policy and legal gap analyses (2 documents), in English and Portuguese • DPSIR analysis • NFC established and meeting regularly

Project ID/ Reference #	MZ1	MZ2	MZ3	MZ4	MZ5	MZ6
	Segundas National Park comprised ten focus groups, involving 178 community members, including 61 women • Awareness raising on the link between human and ecosystem health in two villages on Bazaruto island, Mozambique - 55 fishers' families • Information about seagrass use in area of Primeiras e Segundas National Park – 188 people, including 61 women *Outcome 2:* • Population-Health-Environment programme tested and initial assessment conducted for two regional areas (Bazaruto and Primeiras e	Dugong Questionnaire surveys • Cultural scoping study and the seafood supply chain analysis conducted at three sites on the use and non-use values of dugongs and seagrasses to the local communities. • Aerial and acoustic surveys applied; CMS Dugong Catch/ Bycatch Questionnaire; Cultural scoping study • SeaFari, a smart phone application for dugong and other marine mammal sighting developed and available on Google Play and Apple Store. • Review of both historic and recent information on dugong distribution and abundance across Mozambique waters compiled in a database • Two staff members trained in Seagrass-Watch methodology.	• 16 local sites located in two regions for community-based stewardship • Monthly awareness raising sessions to seven community fishing councils of Inhassoro District - 71 awareness sessions carried out for 1,374 local people *Outcome 4:* • A national art competition to promote dugong and seagrass conservation - 18 secondary schools and five universities participating; 45 artworks submitted; • Posters exhibited at the natural History Museum of Maputo and shared on Facebook • 5,000+ people engaged at the 3rd Biodiversity Exhibition and Fair • 45-minute documentary about	• Awareness raising on the link between human and ecosystem health in two villages on Bazaruto island - 55 fishers' families • Booklet and four posters on illegal and unsustainable marine species trade and human rights based fisheries, in English and Portuguese; and three videos about seagrasses • Participatory mapping in focus group discussions with the communities on Bazaruto Archipelago and the mainland. • Two tools available to fishers and stakeholders to assist in improving the sustainability of Bazaruto fisheries. • Recommendations for a fisheries co-management strategy in Bazaruto Archipelago National Park, including BRUVs for MPA management toolkit, a guide on using ICTs for	impact and fishers' need - 130 people • Data collected on fishing gear and practices in Vilanculos and Inhassoro districts.	

Project ID/ Reference #	MZ1	MZ2	MZ3	MZ4	MZ5	MZ6
	Segundas National Parks) *Outcome 4:* • Exchange visit for Project Partners to BV's sites in Madagascar.		dugongs in Bazaruto Archipelago • Seven newsletters	artisanal fishery monitoring and a draft small-scale fisheries management and monitoring strategy for Bazaruto. *Outcome 2:* • Feasibility and impact assessment of incentives for local communities in Bazaruto National Park, including health programme and seaweed farming program *Outcome 3:* • Baited Remote Underwater Video (BRUV) studies of fish assemblages in seagrass meadows • Reports on BRUV survey results; lessons learned document *Outcome 4:* • Seven newsletters		

Project ID/ Reference #	MZ1	MZ2	MZ3	MZ4	MZ5	MZ6
				• Exchange visit for the teams to BV's sites in Madagascar; • Two staff members trained in Seagrass-Watch methodology		

Country Context

A civil war between 1978-1992, resulted in many people moving to coastal areas, increasing the density and subsequently forcing them to shift from farming to fishing. When the war ended many of these migrant communities remained. Around sixty percent of the population in Mozambique now lives on the coast and is reliant on its marine resources, with poverty levels significant. Around 40% of the export earnings for the country come from fisheries. These pressures put a significant strain on coastal resources and marine environments such as seagrass habitats.

Through previous surveys, the greater Bazaruto Archipelago, on the south coast of Mozambique is estimated to host a dugong population of 250-400 individuals, making it the largest known dugong population across the entire Western Indian Ocean on the African continent.

Few locally-led initiatives on sustainable use of marine resources to support the effective management of protected areas and key species and habitats have been undertaken in Mozambique. While the dugong population is partially protected by two MPAs, the Bazaruto Archipelago National Park and the Vilanculos Wildlife Sanctuary, the dugong distribution extends to areas outside the MPAs, in Inhassoro and Govuro districts. Wide-spread beach seine fisheries and gill netting in these areas has led to seagrass degradation and bycatch of dugongs, turtles and other seagrass-dependent species. It is estimated that the current dugong mortality caused by fisheries in the greater Bazaruto Archipelago (between Save River and San Sebastian Peninsula) is equal to and even exceeds the capacity of the dugong population to maintain a positive population growth.

Mozambique became a signatory to the CMS Dugong MoU in April 2011.

Country Programme Summary

The DSCP in Mozambique worked across 3 regions, comprising 1,431,700 ha. It was implemented by 4 Project Partners through 6 separate sub-projects (MZ1-MZ6) each addressing a key aspect of the overall National project as outlined in the Project Identification Table above.

Status of the national sub-projects - Progress of key activities under each of the 4 overall project outcomes as described in the ProDoc

The table below provides a summary of the status of achievement against project targets in Mozambique.

Table - Achievement against global Project objective and outcomes by DSCP Mozambique (Source Mozambique Final Report)

Project objective and Outcomes	Indicator	Baseline level	End-of-project deliverable
Objective **To enhance the effectiveness of conservation of dugongs and their seagrass ecosystems across the Indian and Pacific Ocean basins**	1. Total area of seagrass (key areas for dugongs) under improved conservation management	143,000 ha 1 site, IUCN cat. II	• 1,385,700 ha • 3 National Parks, IUCN cat. II
	2. METT scores in targeted protected areas (MPAs, LMMAs, others) in national programmes	Total: 57	• Total METT: 122 • Average: 61 • Two National Parks included
	3. Use of gill nets (beach seines), fixed fish traps and other damaging methods) by fishers (which result in incidental dugong mortality) reduced	100 persons using bad fishing gear; 2 dead dugongs	• Active awareness raising programme by all Partners – two videos in 2018 and 2019, in which local people in Bazaruto helped stranded marine mammals, including a dugong (unlike before the Project, when they would opportunistically kill and consume the animals) • More than ten dugong mortalities since start of the DSCP, but three of them assumed to be due to natural causes • Seven Community Fishing Councils, involving 754 members, including 50% women, engaged through awareness raising sessions • Community showing support for dugong conservation (informing Partners on dugong mortality cases)
Outcome 1: *Community-based stewardship of dugongs and their seagrass ecosystems at selected globally important Indo-Pacific sites enhanced*	Community engagement in management (CBM) for dugong conservation in selected priority target areas (LMMAs, other seagrass protection zones, co-management of MPAs)	no community members trained; no communities' engagement in management of LMMA	• A 20-month training of educators on dugong and seagrass conservation – 43 teachers trained • Educational material on dugong and seagrass conservation integrated in the curriculum of local primary and secondary schools • More than 57 awareness raising sessions about dugongs and seagrass conducted in local schools, reaching 2,750 students • A Dugong Forum with 25 local participants to pave the way for community engagement in the management of the Bazaruto Archipelago National Park • Capacity building for improved management of fisheries for 15 Community Fishing Groups and eight Fishers' Associations

Project objective and Outcomes	Indicator	Baseline level	End-of-project deliverable
	Number of community-based conservation/ monitoring systems established and functioning for dugong and seagrass) in priority target areas	no community-based conservation systems in 1 MPA	• Awareness raising about the impact of fisheries on seagrass habitats and livelihoods in the Bazaruto region – more than 70 awareness sessions, covering 1,429 local people • Support to Bazaruto rangers to patrol and prevent dugong catch/ bycatch – 2000km patrolled on a monthly basis • A fisheries co-management strategy in Bazaruto Archipelago National Park, including BRUVs for MPA management toolkit, a guide on using ICTs for artisanal fishery monitoring and a draft small-scale fisheries management and monitoring strategy for Bazaruto compiled and provided to African Parks and the National Fisheries Department.
Outcome 2: *Sustainable fisheries practices that reduce damage to dugongs and their seagrass ecosystems widely adopted through uptake of innovative incentive mechanisms and management tools*	Number and uptake of incentive mechanisms (ie. market-based, social, cultural, religious) and management tools; linking sustainable fishing practices and adoption of best practice (see also Indicator 3)	Previous incentives no longer being implemented	• Feasibility and impact assessment of seaweed, oyster, pearl and sponge aquaculture assessed for Bazaruto Archipelago • Community health needs assessment for two sites covering 355 local people, including 160 women • Population Health Environment programme introduced in two regions • Discussions with dive masters, tourism operators, tourist guides in Bazaruto on the importance of the dugong for tourism. • ICT4Fishers Toolkit developed and provided to local fishers to keep track of their catch, respecting sustainable fisheries practices • Fisheries market assessment and value chain analysis of seafood from Inhassoro – study report; 189 local fishers and fish sellers interviewed
Outcome 3: *Increased availability and access to critical knowledge needed for decision-making for effective conservation of dugongs and their seagrass ecosystems in Indian and Pacific Ocean basins*	Availability and uptake of conservation management information (digital maps of dugong and seagrass distribution & status; ecosystem services valuation data; pilot studies – e.g. assessment of Blue Carbon potential)	Map of dugong distribution covering 200 ha No seagrass data	• 506 questionnaires in total since project start – tables and localization files provided to the PCT; a report on dugong population trends developed. • Seven aerial surveys and a report on the results from the aerial survey • Acoustic surveys of dugongs and other marine megafauna – report on findings • A cultural scoping study covering three sites conducted. • Ten dugong mortalities recorded – report on genetic samples and report on the mortality cases • A national database of historical and present dugong distribution developed; distribution maps and assessment study developed • Seagrass distribution validation – maps of seagrass distribution and report of results

Project objective and Outcomes	Indicator	Baseline level	End-of-project deliverable
			• SeaFari – a smart phone application for reporting dugong and other marine mammals sighting in African waters • A communication strategy developed, updated and implemented • 45-minute documentary about Bazaruto filmed and broadcasted nationwide and internationally. • Facebook group developed "Friends of the dugong" and regularly updated • Seven newsletters • One art competition initiated • More than 5,000 people reached through DSCP communication activities in Mozambique
Outcome 4: *Conservation priorities and measures for dugongs and their seagrass ecosystems incorporated into relevant policy, planning and regulatory frameworks across the Indian and Pacific Ocean basins*	Progress on implementation of national and regional Strategies/ Action Plans for dugong and seagrass conservation	A National Dugong Plan of Actions drafted	• Project information compiled in a database contributing to updating the National Dugong Plan of Action
	Incorporation of dugong protection and dugong/ seagrass conservation in other sectors (e.g. fisheries, coastal zone management & regulations)	no policy gap analysis	• A policy gap analysis conducted (Portuguese and English versions) • Two workshops with decision makers and Partners organized • One National Facilitating Committee, comprising 15 members meeting six times during the Project

Significant changes in plans/ personnel

During the implementation of the DSCP in Mozambique there were several challenges encountered by the Partners as well as expected changes in the management of Bazaruto Archipelago National Park which caused delays and impacted on the outcomes sought under each of the national projects. The change in management to the National Park affected most of the projects but especially project MZ4 and, in turn project MZ1 as they were linked and dependent.

MZ1 faced numerous unexpected challenges, which resulted in the project ending early. The original implementing partner EWT (MZ4) was not able to continue with the project at the end of 2016, and it took several months scoping for a new partner. Following the outcomes from feasibility and impact assessments undertaken as a part of MBZ1, it also became clear that introducing any of the proposed alternate livelihood options to communities in Bazaruto Archipelago would impact negatively on seagrass habitats. This, together with the lack of permanent presence of the project teams in Bazaruto resulted in abandonment of the existing plans on the incentives. This resulted in Blue Ventures moving to northern Mozambique, as no other suitable partners could be found near Bazaruto to continue MZ1. The new sites were separated geographically from the rest of the DSCP project and operating in an area where the status of dugong populations was unknown and assumed to be very low. The MoU with a new implementing partner, SoldMoz, was signed at the end of 2017, enabling work to commence again in 2018. However, serious issues with security in the new project area from civil unrest and a military attack resulted in the project team being evacuated for safety reasons. This was followed by challenges with identifying a health partner, again slowing progress further.

In July 2018, it was decided that it was unlikely for MZ1 to achieve concrete benefits for seagrass and dugong conservation by the DSCP end date. On that basis, the Project Coordinator redirected the remaining GEF funds for MZ1 to a study of the seafood supply chain for the wider Bazaruto area and PHE trials were conducted further north. The analysis of the supply chain was discussed during a meeting between the Project Coordinator and all Mozambican Project partners in 2017. It was identified as a necessary next step to improving fisheries practices in Bazaruto, dependent on the availability of funding.

Following the midterm review, the workplans for MZ4 was also changed based on recommendations provided.

Key challenges/negative effects

The DSCP in Mozambique addressed key drivers of dugong and seagrass loss but the Project scope both in terms of timeframe and funding was too small to resolve the multiple socio-economic and decision-making problems affecting people and species.

The most significant challenge was the inability to establish an alternative livelihoods solution, and any associated social benefits that would have resulted, linked to conservation outcomes. One reason for this was that the site selected for this activity (Bazaruto Islands) was not the most important for such an intervention. Much of the fishing pressure actually came from the wider Bazaruto area (Inhassoro) which had a higher concentration of fishers and potentially greater options for alternative livelihood opportunities. The plans for alternative livelihoods proved to be unrealistic. The People-Health-Environment (PHE) Programme proved difficult to implement and link effectively to conservation outcomes, something that was hindered by a lack of a local conservation partner.

Efforts to promote tourism based on dugong watching were of limited success due to the low number of visitors and lack of local capacity and expertise.

A key lesson has been the importance of scoping fully new project sites and partners before implementation, to understand potential challenges and mitigate those in the project design. Although Blue Ventures had visited Bazaruto prior to the project start, there had been a long gap, and the needs and requirements of the partnership work needed to be better understood at the beginning of the

project. For example, it would have been beneficial for Blue Ventures to understand the infrastructure available (e.g. transport and accommodation) more fully in Bazaruto, as the limitations of this would have informed the project design. Wider scoping of Mozambique had also not been undertaken prior to the DSCP to understand the number and size of NGOs that worked with communities, the strengths and weaknesses of local marine management in Mozambique, and potential opportunities and threats. This would also have informed our project design.

Key positive lessons/ unexpected achievements

Even with the difficult external factors impacting on the DSCP in Mozambique, significant progress was made resulting in some substantial positive outcomes including;

- **A baseline for the status and distribution of dugong populations and seagrasses** –The new database developed through the project provides all information available about the historical and current presence and distribution of dugongs, gained through the DSCP and has and will continue to provide scientific guidance and support decision-making processes.
- **New management and monitoring tools** - The Project developed two tools for monitoring fish resources and their habitats status – ICT4Fishers and BRUV for small scale fishers. Manuals were developed on the use of the tools and local capacity was built on their use. SeaFari, a smart phone application also developed has allowed local communities and tourists to report on the location and status of dugong and other marine mammal sightings.
- **Increased awareness with stakeholders** - The Project improved awareness and knowlege of school children, fishers and fish traders about the importance of protecting dugongs and seagrass. Through train the trainer programs, the inclusion of materials within curriculums and the provision of teacher tools, ongoing conservation education on relevant local topics will continue to be provided by teachers. The Project covered 83% of the local schools in the Bazaruto region. These schools are located along the coasts, with students from fishing families. The Project also engaged all eight fishers' association and 15 CCPs in the wider Bazaruto area and their members to raise awareness about dugongs, seagrasses and the impact of fishing methods.
- **Groundwork for PHE in place** - Blue Ventures plans to continue to work in Mozambique and indicated during consultation, that there is potential for replication and scaling within Mozambique, and to further neighbouring countries, of their PHE holistic model of health and conservation activities that can remove barriers to conservation and sustainable natural resource management. In 2019 their partner, SoldMoz plans to start their first health activities on the ground in a minimum of four communities identified through the scoping work undertaken under the DSCP. Blue Ventures is also proposing to commence work with a new partner Marine Megafauna Foundation to initially support the implementation of fisheries closures, followed by integrating health activities (pending a needs assessment). Although the current sites are not known dugong hotspots, they are important conservation areas and close to marine national parks. The development of these first projects in Mozambique also mean that Blue Ventures will have the knowledge, tools and partnership ready for when it is appropriate for work to restart in the Bazaruto Archipelago.

Solomon Islands Country Status Report

Project Identification Table

Project ID/ Reference #	SB2	SB3	SB4	SB4_A	SB4_B	SB4_C	SB5 (includes SB 1)
Project title	National-level awareness raising campaign to champion dugong and seagrass conservation	Mapping critical seagrass fisheries habitats in Lau Lagoon, Solomon Islands	Towards better management and protection of dugongs and seagrass habitats in Solomon Islands	Conserving Dugongs & Seagrass Habitats in Northwest Vonavona Lagoon	Alternate Livelihood Creation through contract Spirulina Farming	Reduction of aluminium wastes in the marine and terrestrial habitats in Western Province of the Solomon Islands	Strengthening provincial and national capacity for project implementation in the Solomon Islands (combined with SB1)
Project Proponent/ National Lead Partner	Solomon Islands Community Conservation partnership (SICCP)[13]	World Fish Centre – Solomon Islands (WFC)	Solomon Islands Community Conservation partnership (SICCP)	Coastal Marine Management (CM2)	EnerGaia	Dominican Friars of the Solomon Islands (DFSI)	World Fish Centre – Solomon Islands (WFC)
Alignment with Overall Project Outcomes (PO)	1,3 and 4	1, 3 and 4	1, 3 and 4	1, 3 and 4	2	1, 2 and 3	3 and 4
Region/Sites	National	Lau Lagoon, Malaita Province	Kolombangara Island, Tetepare Island, Marovo Lagoon, Chumbikopi Community,	Northwest Vonavona Lagoon, Vonavona Lagoon, Petunia, Rarumana	Honiara	Gizo	National

[13] SICCP a local network of four community-based/ descendants' organisations, namely Tetepare Descendant Association (TDA), Kolombangara Island Biodiversity Conservation Association (KIBCA) in the Western Province, Kahua Association (KA) and Tawatana Community Conservation Development Association (TCCDA) in Makira/Ulawa Province

Project ID/ Reference #	SB2	SB3	SB4	SB4_A	SB4_B	SB4_C	SB5 (includes SB 1)
			Vonavona Lagoon, Petunia, Rarumana (Suitonami) and Vurana Communities	(Suitonami) and Vurana Communities			
Project start date	15/6/16	1/2/16	15/6/16	1/12/17	30/4/18	4/10/18	1/2/16
Expected end date	30/9/18	31/12/18	30/9/18	30/10/18	31/1/19	31/12/18	31/12/18
Revised end date	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
GEF project grant (in USD)	$42,834	$141,341	$115,687	$30,000	$30,000	$11,381	$118,106
Total co-financing (in USD)	$50,000	$10,754	-	-	$110,000	$6,977	$13,551
Total project cost (in USD)	$92,834	$152,095	$115,687	$30,000	$140,000	$18,358	$131,657
Key Project Outputs	*Outcome 1:* • Lectures at local schools - 87 students • Scoping visits and meetings with local communities	*Outcome 1:* • Participatory map of Lau Lagoon – 800 copies – distributed to 7 schools, 535 schoolchildren, clinics, churches	*Outcome 1:* • Scoping visits and meetings with local communities • 4 management planning workshops of the	*Outcome 1:* • Three posters - 2000 copies - in both English and Pijin distributed to	*Outcome 2:* • Business plan developed by EnerGaia on spirulina farming	*Outcome 1:* • Two posters on seagrass and dugongs, and the impact of wastes on the marine environment	*Outcome 3:* • A story book 'Tales and stories of dugongs'; • Tote bag and T-shirts with dugong artwork

Project ID/ Reference #	SB2	SB3	SB4	SB4_A	SB4_B	SB4_C	SB5 (includes SB 1)
	• Project stall with posters at the Roviana Lagoon Festival in 2017; public talk about dugongs and seagrass, promoting the Seagrass Watch • Up-skilling training for rangers in the Solomon Islands • Scoping visits to collect baseline information – a report on the project baseline *Outcome 3:* • Seagrass data compiled in a national database. • Communication strategy document for dugong and seagrass conservation developed; a T-Shirt and 3 infographic	and customary leaders in Lau Lagoon, as well as at the local market • Lectures to youth, cumulatively 232 young people • Story book published: WorldFish. 2018. *Tales and stories of dugongs in Solomon Islands* • Meetings, focus group discussions as part of the process of awareness raising, baseline information collection, establishment of LMMAs; 83 participants at three sites. • Regular information communication with community leaders from Takwa,	SICCP network – 75 participants • Seagrass-Watch training of local communities in West Parara and North of Kolombangara islands, Solomon Islands; training for partners in Marovo and Tetepare • 40 community members trained in Seagrass-Watch and CMS Dugong Catch/ Bycatch questionnaire • Scoping visits to collect baseline information – a report on the project baseline • 4-day survey of the seagrass habitats around Tetepare Island by a team of 6 local women • Management plan for Chumpikopi and Ropa LMMAs *Outcome 3:*	Vonavona Lagoon to 67 people • Meetings, focus group discussions as part of the process of awareness raising, baseline information collection, establishment of LMMAs; • 2 community stewardship sites in Vonavona Lagoon • Conservation Committee established • Posters about dugongs and seagrasses distributed to schools and at the Roviana Lagoon Festival in 2018; An evening story-telling session featuring "Dhyum the Dugong; a coastline clean-up drive was initiated		distributed at the Gizo market • Singing competition in Gizo to promote dugongs, seagrasses and encourage people keep environment clean - 400 people engaged. *Outcome 2:* • Business plan for the recycling centre developed; one aluminium recycling centre in Gizo established; one full-time manager and two part-time operators hired (one female); 500 kg of aluminium removed from the seabed. *Outcome 3:* • 204 CMS Dugong Catch/ By-catch	*Outcome 4:* • Analysis of Drivers, Pressure, State, Impact and Response (DPSIR) • Introduction of a ban on dugong hunting within the Fisheries Management (Prohibited Activities) Regulations 2018 • Conservation strategy for dugongs and seagrass habitats in the Solomon Islands, endorsed by the Minister of Fisheries and Marine Resources and the Minister of Environment, Climate Change, Disaster Management and Meteorology. • Policy brief 'Priority actions for dugong and seagrass

Project ID/ Reference #	SB2	SB3	SB4	SB4_A	SB4_B	SB4_C	SB5 (includes SB 1)
	posters "Save the dugong" promoted during the World Environment Day. • Facebook for the project launched – 224 followers *Outcome 4:* • Disseminated information on seagrass and dugongs as part of the World Environmental Day celebration event and a public drama performed by recent graduates from the School of Natural Resources, Solomon Islands National University	Fumamato'o, Hatodea, Founafu and Tauba. • 7 community stewardship sites in Lau Lagoon • Capacity building of six existing and potential ones • Presentations on dugong and seagrass conservation at the Kodili festival in 2017 - 5,500 participants; Plenary presentation on dugongs at the 1st national CBRM symposium in 2017 - 300 participants • 24 community monitors trained on Seagrass-Watch and CMS Dugong Catch/ Bycatch questionnaire • Indigenous stories on seagrass and dugong folklore and CMS dugong survey and to	• 204 CMS Dugong Catch/ By-catch questionnaire surveys across six provinces • Seagrass-Watch implemented across four provinces; Seagrass-Watch Database developed and managed by MECDM Geospatial Unit • Seagrass data included in national database. *Outcome 4:* • REEF BLITZ for kids from Vavanga Community (South Kolombangara island, Western Province	by the Vurana Community to coincide with World Oceans Day • Capacity building for the Rarumana resource management committee • 7 local people trained in Seagrass-Watch • Draft management plan for Suitonami LMMAs *Outcome 3:* • Seagrass data included in national database. • Three posters about dugongs, seagrass and turtles; A poster about the dugong hunting ban *Outcome 4:* • Two Project Partners from the Pacific region, one from each Vanuatu		questionnaire surveys across six provinces	conservation' was developed as a fast reference to the key elements of the strategy • Elevator pitch for the project endorsed at the second NFC meeting; contributed to a Government Press Release led by the two Ministries on a dugong hunt and selling incident at the Gizo market, Western Province • National art competition "Healthy Seagrass, Protecting Dugongs ", organised in partnership with the Solomon Islands Creative Writers Association (SICWA), Artists Society & National Art Gallery Curator. The artwork from

Project ID/ Reference #	SB2	SB3	SB4	SB4_A	SB4_B	SB4_C	SB5 (includes SB 1)
		confirm dugong sittings in Lau Lagoon • Project conducted five community consultations in Lau Lagoon (Takwa, Hatodea, Tauba, Fumamato'o and Foueda), 122 participants • Management plan for Manaoba Island LMMA • Seagrass data included in a national database. *Outcome 3:* • 204 CMS Dugong Catch/ By-catch questionnaire surveys across six provinces • Seagrass-Watch implemented across four provinces; Seagrass-Watch Database developed and		and the Solomon Islands, attended and jointly presented the Project at the 2018 Annual Congress of the Australian Ecological Society.			the competition were used in the development of the booklet "Tales and stories of dugongs". • PCT visited the Solomon Islands to work with the Project Partners on addressing MTR recommendations • Regional seagrass and dugong conservation exchange workshop for four of the six dugong range state in the region held in March 2018, in Munda, Solomon Islands - provided feedback on SPREP's Regional Dugong Action Plan 2018-2022. (30 participants in total). • Dugong and seagrass conservation

Project ID/ Reference #	SB2	SB3	SB4	SB4_A	SB4_B	SB4_C	SB5 (includes SB 1)
		managed by MECDM Geospatial Unit • One site participated in the cultural scoping study; collection of traditional ecological knowledge and dugong stories • Situation analysis of dugongs in the Solomon Islands, 2017 • An education poster 'Safeguarding Seagrass', 800 copies; *Outcome 4:* • National Environment Symposium – 300 people attended; Promotion of the project at the World Environment Day, World Oceans Day and Coral Triangle					promoted at the first Solomon Islands resource management symposium in Honiara - 300 representatives from ministries, provincial governments, civil society organizations, women's and youth groups, and communities from all over the country to share experiences on natural resource management.

Project ID/ Reference #	SB2	SB3	SB4	SB4_A	SB4_B	SB4_C	SB5 (includes SB 1)
		Day celebrations in Honiara					

Country Context

Prior to the DSCP there was little information known about dugongs and seagrass across the country. Precious dugong surveys across six provinces had indicated that the highest number of dugong sightings occurred in north-east Choiseul, Honiara bay, northern Malaita, and Marovo Lagoon and the Samasodu coast of Isabel Province and Western Province. The surveys also suggested that fishers would opportunistically kill dugongs either for food or commercial gain.

Previous seagrass surveys had identified ten seagrass species and 10,000 ha of seagrass, with Lau lagoon identified as the largest and most important area for seagrass and dugong conservation in the country.

Ongoing pressure on marine resources due to expanding logging activities, overfishing, increasing population, and the impacts of climate change continues to threaten dugongs and seagrass habitats. Marine litter from household waste, is also a growing problem due to the lack of waste collection and recycling systems and is impacting on all coastal ecosystems.

In Solomon Islands customs and traditions are pivotal and continue to dictate the management of marine and land resources. To that end, community-based resource management is a central feature of the national strategy to sustainably managed marine resources. Prior to the DSCP awareness about dugongs and seagrasses was extremely limited across the country including among decision-makers, despite their spiritual and cultural value to communities.

The Solomon Islands became a signatory to the CMS Dugong MoU in 2010.

Country Programme Summary

The Project in Solomon Islands worked across 16 local sites in 6 provinces, across 20,012 ha. The DSCP was implemented in Solomon Islands by 5 Project Partners through 5 separate sub-projects (SB1 – SB5) each addressing a separate aspect of the overall National project as outlined in the Project Identification Table above.

Status of the national sub-projects - Progress of key activities under each of the 4 overall project outcomes as described in the ProDoc

The table below provides a summary of the status of achievement against project targets in Solomon Islands.

Table - Achievement against global Project objective and outcomes by DSCP Solomon Islands (Source Solomon Islands Final Report)

Project objective and Outcomes	Indicator	Baseline level	End-of-Project
Objective To enhance the effectiveness of conservation of dugongs and their seagrass ecosystems across the Indian and Pacific Ocean basins	1. Total area of seagrass (key areas for dugongs) under improved conservation management	17,304 ha + 12 sites, some of them LMMAs Seagrass research in 2006, 10 species and around 10,000 ha of seagrass; Lau lagoon the biggest seagrass meadow	• 20,012 ha • + 16 sites, mainly LMMAs • Two new LMMAs, six reinforced LMMAs • Seagrass mapping and monitoring using Seagrass-Watch; National seagrass database developed
	2. METT scores in targeted protected areas (MPAs, LMMAs, others) in national programmes	Total: 18 for one site only	• 5 LMMAs • Total METT score: 13
	3. Use of gill nets (beach seines), fixed fish traps and other damaging methods) by fishers (which result in incidental dugong mortality) reduced	Bycatch and in some areas hunting cause dugong mortality but no record of mortality cases exists 109 CMS Dugong Catch/ Bycatch Questionnaire surveys conducted across 6 provinces	• Fisheries Act Regulation of 2018 banning dugong hunting • Awareness raising about the ban and importance of dugongs (four posters and campaigns), still some opportunistic hunting continues • 204 CMS Dugong Catch/ Bycatch Questionnaire surveys conducted across six provinces
Outcome 1: *Community-based stewardship of dugongs and their seagrass ecosystems at selected globally important Indo-Pacific sites enhanced*	Community engagement in management (CBM) for dugong conservation in selected priority target areas (LMMAs, other seagrass protection zones, co-management of MPAs)	The management/ monitoring of marine areas and resources is based on traditional rules and exists, but dugongs and seagrass are not integrated.	• Targeted awareness raising to local communities, including youth, fishers, women, teachers covering more than 900 people. • More than 6,000 Solomon Islanders engaged through awareness raising activities at various local and national events. • Two new LMMAs; • One new governance structure and capacity building of six existing and potential ones • Malaita Provincial Assembly adopted a resolution promoting the establishment of an of LMMA network
	Number of community-based conservation/ monitoring systems established and functioning for dugong and seagrass) in priority target areas		• Seagrass and dugong systems at 14 sites; • At least 70 local people trained in conducting Seagrass-Watch and the CMS Dugong Catch/ Bycatch • Management plans for four LMMAs (Ropa, Chumpikopi, Manaoba Island and Suitonami LMMAs) developed/ finalised

Project objective and Outcomes	Indicator	Baseline level	End-of-Project
Outcome 2: *Sustainable fisheries practices that reduce damage to dugongs and their seagrass ecosystems widely adopted through uptake of innovative incentive mechanisms and management tools*	Number and uptake of incentive mechanisms (ie. market-based, social, cultural, religious) and management tools; linking sustainable fishing practices and adoption of best practice (see also Indicator 3)	0 incentives	• Feasibility studies and a business plan for spirulina farming near Honiara and a recycling centre in Gizo • A recycling centre in Gizo operational (3 local employees, one female manager and two operators) hired and trained • 500 kg of aluminium wastes removed from seagrass. • Three additional communities interested to participate in the aluminium recycling
Outcome 3: *Increased availability and access to critical knowledge needed for decision-making for effective conservation of dugongs and their seagrass ecosystems in Indian and Pacific Ocean basins*	Availability and uptake of conservation management information (digital maps of dugong and seagrass distribution & status; ecosystem services valuation data; pilot studies – e.g. assessment of Blue Carbon potential)	109 CMS Dugong Catch/ Bycatch Questionnaire Seagrass mapping and assessment in Lau Lagoon in 2000s	• Seagrass-Watch implemented across four provinces; Seagrass-Watch database developed and managed by MECDM Geospatial Unit • 204 CMS Dugong Catch/ Bycatch Questionnaire across six provinces • Cultural scoping study conducted in one area (50% women participation) • Compilation of indigenous stories about dugongs and seagrass used for the development of a booklet • National art competition focusing on dugongs and seagrass in preparation. • Communication strategy document for dugong and seagrass conservation developed; a T-Shirt and three infographic posters "Save the dugong" developed and promoted during the World Environment Day. • Facebook for the project launched – 224 followers • Participatory map of the importance of dugongs and seagrasses • Education poster 'Safeguarding Seagrass', 800 copies; • Three posters about dugongs, seagrass and turtles; A poster about the dugong hunting ban • Story book 'Tales and stories of dugongs'; A policy brief 'Priority actions for dugong and seagrass conservation'; Tote bag and T-shirts with dugong artwork

Project objective and Outcomes	Indicator	Baseline level	End-of-Project
Outcome 4: *Conservation priorities and measures for dugongs and their seagrass ecosystems incorporated into relevant policy, planning and regulatory frameworks across the Indian and Pacific Ocean basins*	Progress on implementation of national and regional Strategies/ Action Plans for dugong and seagrass conservation	No national action plan for dugong/ seagrass conservation SPREP's Regional Conservation Plan, including dugongs	• Conservation strategy for dugongs and seagrass habitats in the Solomon Islands, endorsed by the Minister of Fisheries and Marine Resources and the Minister of Environment, Climate Change, Disaster Management and Meteorology. • Policy brief 'Priority actions for dugong and seagrass conservation' was developed as a fast reference to the key elements of the strategy • Regional dugong and seagrass conservation workshop by SPREP, PCT and Ministry of Environment for 4 out of 6 dugong range states in the region.
	Incorporation of dugong protection and dugong/ seagrass conservation in other sectors (e.g. fisheries, coastal zone management & regulations)	Dugongs are not protected by law No policy gap analysis	• DPSIR for the Solomon Islands • Introduction of a ban on dugong hunting within the Fisheries Management (Prohibited Activities) Regulations 2018 - it is prohibited to fish for, retain, be in possession of, buy or sell dugongs. It is punishable through a 40,000-penalty unit fine, 4-month imprisonment, or both.

Significant changes in plans/ personnel

There were a number of changes to the DSCP project in the Solomon Islands.

When the project started, there were no predefined Project Partners and project concepts for the Solomon Islands. In April 2015, engagement commenced with the government and other stakeholders that resulted in the identification of national Project Partners and refinement of dugong and seagrass conservation priorities in the Solomon Islands. In October 2016, the Project Coordinator started negotiations with SICCP, which developed a proposal and were approved to manage SB2. The original GEF budget for SB2 was reduced by USD 28,000 to adjust for the delayed start. Due to serious staffing issues, SICCP was not able to progress the project well. The projects led by WFC were slightly better but were also behind schedule. This was highlighted by the Midterm review in 2017. To address recommendations, workplans for SB2 and SB4 was revised and their budgets adjusted accordingly. A strategic decision was also made for the NFC to work closely with the partner on delivering key outcomes of the project.

The Project Coordinator in close coordination with the National Facilitator and the National Dugong Focal Point reallocated the unspent funds, however in many cases these activities were occurring close to the end of the DSCP. Activities included:

- support the Pacific Islands Regional Dugong & Seagrass Conservation Workshop (organized by SPREP, March 2018). The objectives of the workshop were to exchange experiences with dugong conservation across the dugong range states in the Pacific and to provide feedback on SPREP's Regional Dugong Action Plan 2018-2022
- provide funding for a CM2 to undertaken research of dugongs and seagrasses, and awareness raising in Vonavona Lagoon(December 2017)
- provide funding to support EnerGaia on piloting spirulina farming in the Western Province (April 2018)
- provide funding to DFSI to establish Aluminium can recycling and awareness raising in Gizo (October 2018)
- expand the scope and workplan for SB3 to include seagrass mapping in Nusatupe Island, Western province and a cultural scoping study in Naro, Northwest Guadalcana, and Kmaga, Isabel Province (July 2018)
- expand the scope and workplan for SB5 (July 2018) to include consultation for the National Strategy for Dugong and Seagrass Conservation proposed by SB5; a National art competition "Healthy Seagrass, Protecting Dugongs; printing of publications and supporting the NFC with the casual hire of a data enterer (for CMS data).

Key challenges/negative effects:

The considerable difficulties early on with the DSCP in Solomon Islands noted above were mostly as a result of capacity challenges within Solomon Islands. The Midterm review recommendations provided good guidance to improve the performance of underperforming projects at the time and actions were taken by the PCT and NFC to strengthen monitoring and reporting before projects were eventually stopped due to the poor performance of one of the partners and funding reallocated as noted above.

The midterm review also recommended to strengthen the NFC which was undertaken with additional stakeholders added. This proved important to drive outcomes across the projects for the second half of the DSCP.

SB4B struggled to get traction without a local partner in country to help with the registration of the business, as had been the case for Energia in Indonesia. As a result, the project did not proceed as had been planned by the end of DSCP and funds were returned.

A key lesson from the DSCP in the Solomon Islands is to be realistic about outcome expectations from in country projects and programmes. Field work in the Solomon Islands consumes a lot of resources and may be delayed due to weather, communities' own routines or cultural specifics, and lack of communication and transportation infrastructure as well as the stretched capacity and resources of local partners, including within government. Having a local liaison officer and building lasting relationship with the community leaders and champions, including priests, teachers and doctors is important. It is important to build and revise project and programmes plans having these factors in mind.

Key positive lessons/ unexpected achievements:

The DSCP project in Solomon Islands made substantial progress following the midterm review and achieved a number of significant outcomes, including:

- the banning of dugong hunting in 2018 through fishing for, retaining, being in possession of, buying or selling dugongs, although much effort remains to implement and enforce this ban and raise awareness about it across the country;
- a conservation strategy for dugongs and seagrass habitats in the Solomon Islands and a set of priority actions for dugong and seagrass conservation, which now needs to be implemented through the NFC;
- traditional management by communities at some key dugong locations;
- a standardised CMS Dugong Catch/ Bycatch Questionnaire in 46 select communities (around 200 questionnaires) and trained staff to use these surveys going forward for other species;
- baseline data on seagrass and dugongs at the national level and community level that has been incorporated into a national database of seagrass habitats (status, distribution and abundancy) that integrates historical data and the DSCP data, all of which were collected using the Seagrass-Watch methodology (note valuable data on dugong populations and seagrass habitats covered only Lau, Roviana and Vonavona lagoons and data is still required for other parts of Solomon Islands);
- training staff in the Seagrass-Watch methodology who will be able to train and assist other Solomon Islanders to develop more capacities on seagrass mapping and monitoring; and
- recording of traditional ecological knowledge to develop participatory maps and a booklet of local dugong stories.

Several factors were key to these successes, including the commitment and support from the Government of the Solomon Islands; the dedicated and experienced local and regional Partners and an active National Facilitating Committee and National Facilitator.

Other lessons that arose from the success of the DSCP in Solomon Islands included:

a) In the Solomon Islands integrating art in dugong conservation is powerful tool for awareness raising and education about dugongs and seagrass.

b) Working with the right partners to help deliver project outcomes is important.

c) Having the buy in and strong support of government is important to drive policy change.

ANNEX II RESPONSE TO STAKEHOLDER COMMENTS

(To be included in final version of report, if applicable)

Individuals Consulted

International/Regional/DSCP Team

- Maya Bankova-Todorova, Project Coordinator, Dugong & Seagrass Conservation Project, Mohamed bin Zayed Species Conservation Fund 10/3/2019 and 4/6/2019
- Christophe Cleuger – Aquatic Megafauna Research Fellow, Murdoch University 27/3/2019
- Nicolas J. Pilcher - Executive Director, Marine Research Foundation 5/4/2019
- Helene Marsh - Emeritus Professor, Environmental Science, James Cook University 28/3/2019
- Len Mackenzie - Principal Scientist, Seagrass-Watch Program Leader 10/4/2019
- Max Zieren - UNEP Focal Point and Task Manager 2/4/2019
- Martina Bennett, Evaluation Manager, Evaluation Office, UNEP
- Saumil Shah, CEO Energaia 29/3/2019 (ID3A and SB4B)
- Rachel Kagiri, Serah Shaiya and Paul Vrontamitis, UN Envirnment Finance team 7/8/2019

Indonesia (1/3 – 4/3/2019)

ID3 - Marine and Fisheries Agency (DKP) of East Nusa Tenggara (NTT) in Kupang 1/3/2019

- Musi Wasis Indriyawan, BPSPL, Denpasar Wilker, NTT
- Pak Agus, Kabid, PRI – Head of Spatial Planning,
- Pak Budi – former Head of Conservation
- Pak Saleh, (KCD re DKP) Rep of Agency for MPA. PRI
- Pak Sukendi – Head of Protection of Species, KKHL
- Sheyka N. Fadela, WWF Indonesia
- Erina Nelly, KKHL
- Yoppy, E., WWF Indonesia

ID3 - WWF Lessor Sunda Seascape Team in Alor 2/3/2019

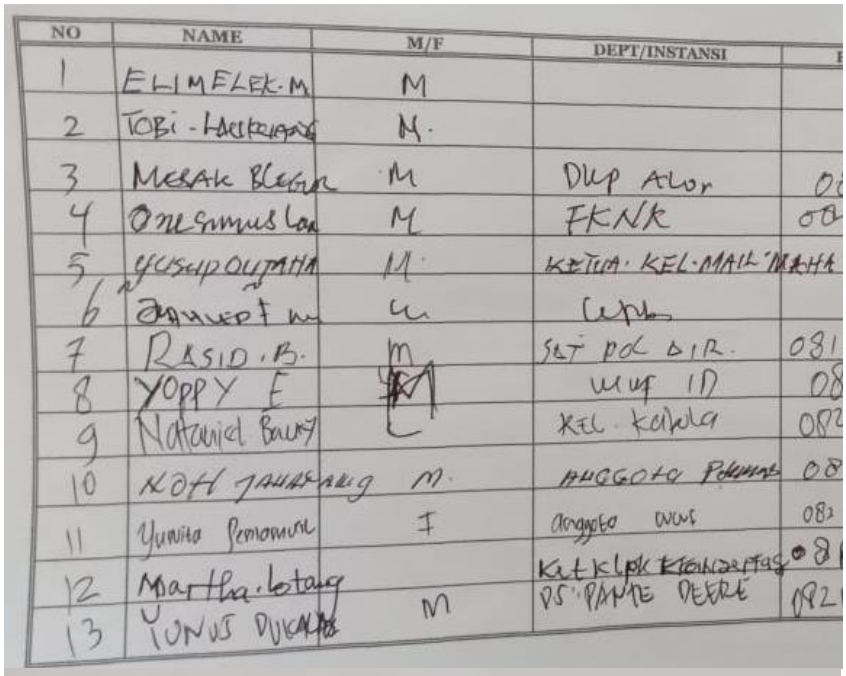
- Muhammad Erdi Lazuardi, WWF –Lessor Sunda Seascape Project Leader
- I Made Pharmajaya, WWF – Lessor Sunda Seascape, Alor –Flotim Coordinator
- Alexandra M. Waskita, WWF-Lessor Sunda Seascape, Marine Tourism Officer

ID3 - Local Government Partners in Alor 2/3/2019

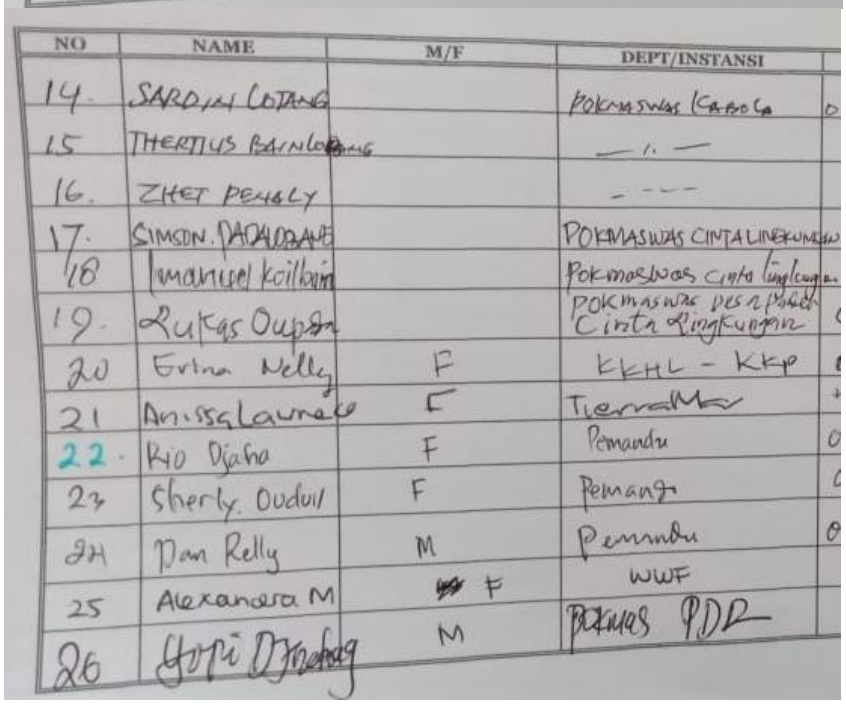
- BAPPEDA Representative
- Dinas, Tourism
- Dinas, Fisheries
- Local University

Community discussions in Alor 2/3/2019 – 3/3/2019

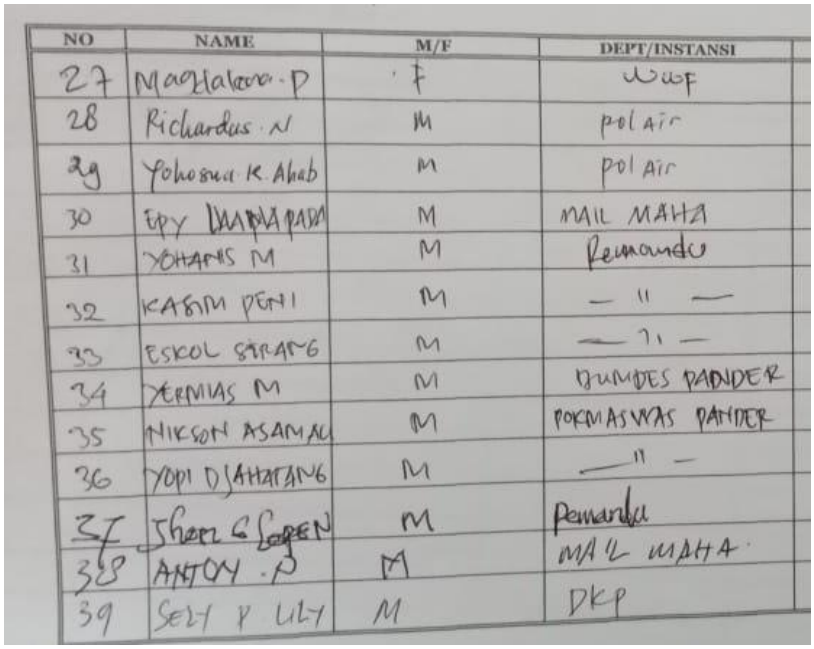
- Lurhi Village community, Water Police, POKMASWAS, Local University, Local Fisheries Agency, Small Eneterprise Agency (about 45 people see below)



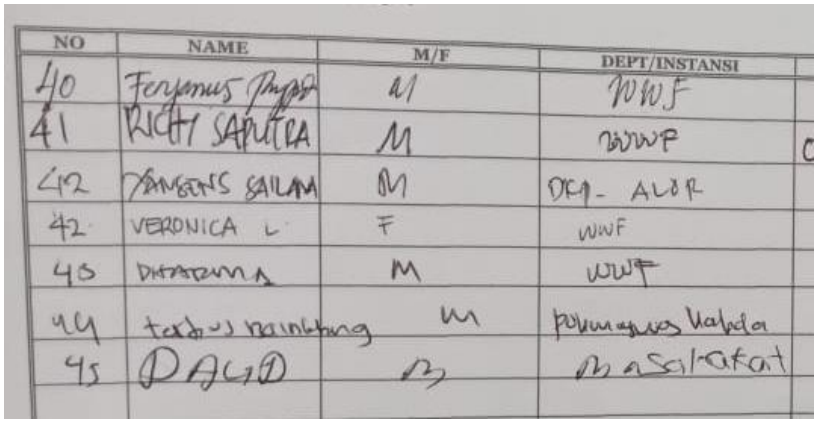
NO	NAME	M/F	DEPT/INSTANSI
1	ELIMELEK. M	M	
2	TOBI - [illegible]	M.	
3	MESAK BLEGUR	M	DKP ALOR
4	ONESIMUS LAU	M	FKNK
5	YUSUP OUPATTA	M	KETUA. KEL. MAIL [illegible]
6	[illegible]	[illegible]	[illegible]
7	RASID. B.	M	SET PDK DIR.
8	YOPPY E	[illegible]	[illegible] ID
9	Natanael Bauw	[illegible]	KEL. kalela
10	KOH [illegible]	M.	ANGGOTA [illegible]
11	Yunita Pemamun	F	anggota DUMS
12	Martha. Lotang		Ket Klpk [illegible]
13	YUNUS [illegible]	M	PS. PAMTE DEERE



NO	NAME	M/F	DEPT/INSTANSI
14.	SARDIAN LOTANG		POKMASWAS [illegible]
15	THERTIUS [illegible]		— " —
16.	ZHET PELALY		- - - -
17.	SIMSON. PAKADJAN		POKMASWAS CINTA LINGKUNGAN
18	Imanuel Koilbain		Pokmaswas Cinta lingkungan
19.	Lukas Ouppa		POKMASWAS DESA [illegible] Cinta Lingkungan
20	Erina Nelly	F	KKHL - KKP
21	Anissa Laurence	F	TierraMar
22.	Rio Djaha	F	Pemandu
23	Sherly. Oudui	F	Pemandu
24	Dan Relly	M	Pemandu
25	Alexandra M	F	WWF
26	Yopi [illegible]	M	PEKMAS PDP



NO	NAME	M/F	DEPT/INSTANSI
27	Magdalena P	F	WWF
28	Richardus N	M	pol air
29	Yohanes K. Ahab	M	pol Air
30	EPY [illegible]	M	MAL MAHA
31	YOHANIS M	M	Pemandu
32	KASIM PENI	M	— " —
33	ESKOL SIRAING	M	— " —
34	YERMIAS M	M	DUMDES PANDER
35	NIKSON ASAMAU	M	POKMASWAS PANDER
36	YOPI DJAHATANG	M	— " —
37	Sheri G Sogen	M	Pemandu
38	ANTON P	M	MAL MAHA
39	SELY P LILY	M	DKP



NO	NAME	M/F	DEPT/INSTANSI
40	Fenjamus [illegible]	M	WWF
41	RICHY SAPUTRA	M	WWF
42	YANSENS SAILAN	M	DKP- ALOR
43	VERONICA L	F	WWF
44	[illegible]	M	WWF
45	tarbus rainbang	M	pokmaswas kabola
46	DAUD	M	masyarakat

- Mali Area Community representatives – Kabola District (about 10 people)
- Pantai Desa, Village Chief

Ministry of Marine Affairs and Fisheries – Partners TE Meeting, Jakarta 4/3/2019

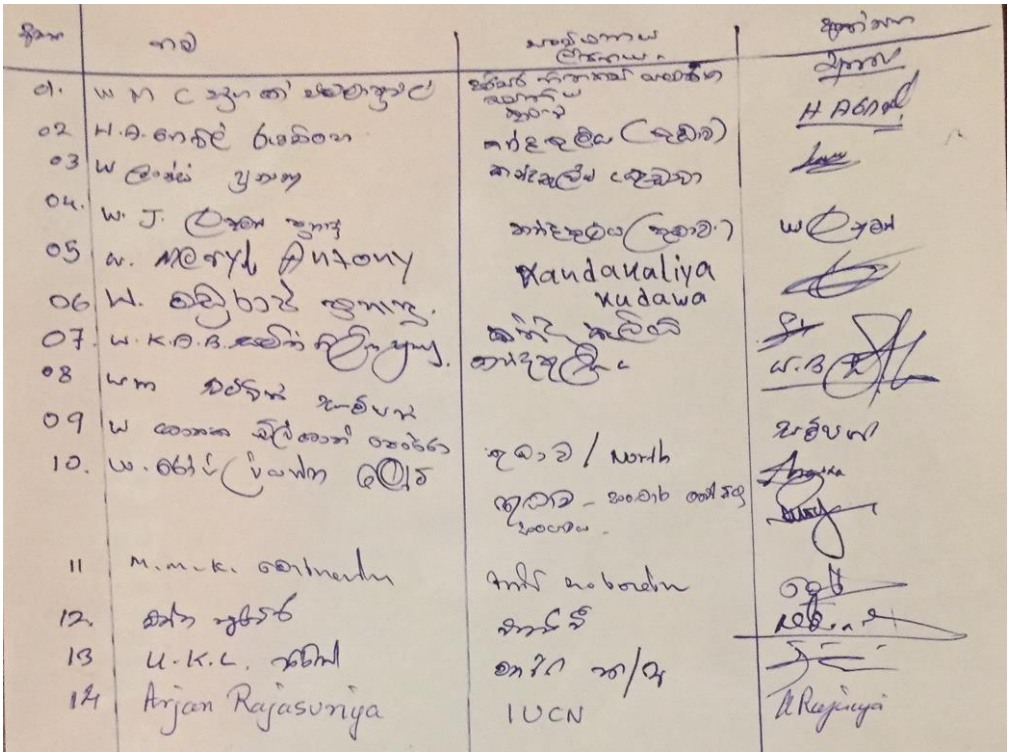
- Firdaus Agung, National Facilitator, MMAF (ID1)
- Erina Nelly, MCB, MMAF
- Ahmad Sofiullah, MCB, MMAF
- Sukendi Darwaasyas, MMAF
- Sylfa Annisa, MMAF
- Yudit Tia L., KKHL, MMAF
- Nanik S. , KKHL, MMAF
- Ana R. , KKHL, MMAF
- Agustin Rustam, Pusriskel, MMAF
- Rabneal, RCO, LIPI (ID2)
- Numl Dhervani, RC0, LIPI (ID2)

- Yoppy, E, WWF Indonesia
- Sheyka N. Fadela, WWF Indonesia
- Veda Santiaji, WWF Indonesia (ID1, ID2, ID3 and ID3A)
- Adrani Sunuddin, Faculty of Fisheries and Marine Science – IPB (ID2 and ID3)

Sri Lanka (12/4-15/4/2019)

Department of Wildlife Conservation with Partners BEAR, ORCA and NARA 12/4/2019

- Lakshman Peiris, National Facilitator and Deputy Director (Research and Training), Department of Wildlife Conservation (LK2 and LK8)
- Arjun Rajasuriya, Coordinator Coastal Marine, IUCN (LK4)
- Vasantha Pahalawattaarachchi, Principal scientist, NARA (LK1)
- Prasanna Weerakkody, Marine Team Leader ORCA
- Sajith Subhashana, President ORCA (LK5 and LK6)
- Ranil Nanayakkara, Co-founder and Principal Scientist, BEAR (LK1)
- Chonne Snooweers, Assitant Director (Marine), Department of Wildlife Conservation
- Thushan Kapurusinghe, Project Leader, Sri Lanka Turtle Conservation Project 13/4/2019 (LK7)
- Kalpitiya community representatives (around 18 people) at various project sites of SLTCP 13/4/2019
- Kandakuliya Community Group Meeting, Kalpitiya (14 people see below) 13/4/2019



- Marine Conservation Coordination Center, DWC at Mollikulam (4 officers) 14/3/2019

- Manthai West Coastal Conservation Committee, Arippu; Nanaddan Coastal Conservation Committee, Vankalai and Musali Coastal Conservation Committee, Vidathalative in Mannar District (about 50 people all together 14/3 – 15/3/2019
- Siyamsing Soysa, CEO Champer of Commerce in Mannar 15/3/2019

Madagascar (16/4 – 19/4/2019)

- Andranoma Village Community Meeting, Nosy Hara 16/3/2019 (12 people) (MG3)
    - Damo
    - Zaina Assomany
    - Be Este Lca
    - Zaramasly
    - Marivelo
    - Soamanjary
    - Sonzafy Nesteline
    - Tombotinsy Ilvdoe
    - Marie Be
    - Moana Joma
    - Viviane
    - Noraia
- Madagascar National Parks (COSAP) Sahamalaza staff 18/3/2019 (MG4)
- Nosy Vahlia Community Meeting 18/3/2019 (about 30 people) (MG4)
- Mahadera Village Community Meeting 18/3/2019 (about 20 people) (MG4)
- C3 Team – 18/3/2019 (MG3)
- Nick Piludu, Conservation Programmes Manager, Blue Ventures – 1/4/2019 (MG1 and MG2)

Vanuatu *(18-21 February 2019, noting that interviews and site inspections not possible due to Cyclone Oma. All interviews occurred via Skype at a later date)*

- Dr Christina Shaw, National Facilitator, CEO, Vanuatu Environmental Science Society, 26/3/2019 (VU1 and VU2)
- Jayven Ham, Vanuatu Department of Fisheries 16/4/2019 (VU1 and VU2)
- Donna Kalfatakmoli, Director, Vanuatu Department of Environmental Protection and Conservation 16/5/2019 (VU1 and VU2)
- Jerry Spooner, Director, Department of Tourism 17/5/2019 (VU1 and VU2)

Malaysia

- Edmund Lau Chai Ming, Programme Manager Reef Check Malaysia 2/4/2019 (MY1)
- Syed Abdullah Bin Syed Abdul Kadir, Dugong Foccal Point, Ministry of Agriculture and Agro-base IndustryMalaysia Government 25/5/2019 (MY2)

Mozambique

- Urszula Stankiewicz, Regional PHE Coordinator, Blue Ventures 1/4/2019 (MZ1)

Solomon Islands

- Chelcia Gomese, National Facilitator, World Fish 12/4/2019 (SB5)

Timor Leste

- Nick Piludu, Conservation Programmes Manager, Blue Ventures – 1/4/2019 (TL1)

Documents reviewed included:

- UNEP *Enhancing The Conservation Effectiveness of Seagrass Ecosystems Supporting Globally Significant Populations of Dugongs Across the Indian and Pacific Ocean Basins (Short Title: The Dugong and Seagrass Conservation Project)* Project Document and appendices
- Request for CEO endorsement/Approval for the Dugong and Seagrass project – 8/7/2014
- GEF CEO endorsement letter 22/4/2014
- Mid-term Review for Dugong and Seagrass Project – 31/5/2017 and Management Response - 8/6/2017
- Minutes of meetings, including from the Executive Project Steering Committee
- Project Cooperation Agreement between UNEP and MbZ Fund
- UNEP GEF PIRs for the project and HYR/MTRs
- Various Project Presentations made by Project Partners and the MbZ fund at the February 2019 Final Executive Project Steering Committee
- Project Presentations from Indonesia, Sri Lanka, Madagascar and Vanuatu during field visits in 2019.
- Project expenditure reports and revision documents
- Progress reports and final reports for each country and the Project, including Terminal Reports as provided in the Project Dropbox
- NCE Proposal Document and budget
- Various technical outputs (guidelines, toolkits, manuals, etc) from the Project
- Various communication and knowledge management outputs from the Project (regional and national) as well as the Project website www.dugongconservation.org
- Various emails between UNEP and MbZ Fund
- Terms of Reference: Terminal Evaluation of the UNEP project – Dugong and Seagrass project

ANNEX IV SUMMARY OF PROJECT CO-FINANCING AND PROJECT EXPENDITURE BY ACTIVITY

1) Summary of Project Co-financing

	Confirmed at CEO		Materialised	
Source of Co-financing	**Cash USD**	**In-kind USD**	**Cash USD**	**In-kind USD**
NGOs	350,550.00	3,592,363.00	1,987,633.85	2,522,086.48
Governments	2,591,698.00	88,888,180.00	456,778.00	119,248,115.04
IGO	652,000.00	1,318,000.00	389,864.39	1,487,201.93
Universities	565,887.00	626,417.00	137,151.94	129,834.00
Private Sector	0.00	100,000.00	0.00	7,980.00
MbZ Fund	613,948.00	0.00	866,796.42	80,678.91
	4,774,083.00	94,524,960.00	3,838,224.59	123,475,896.36
	Total co-financing - confirmed at CEO	**99,299,043.00**	**Total co-financing materialized at December 2018**	**127,314,120.95**

2) Cumulative unaudited Project Expenditure as at 30 June 2019

Note The expenditures for 2015, 2016, 2017 were audited

UNEP Budget Line		UNEP approved budget	Final expenditure as at 30 June 2019
78101010	Staff costs	$646,557.23	$668,927.83
78102010	Travel	$240,000.00	$235,211.06
78103010	Contractual services	$4,897,407.79	$4,733,128.56
78104010	Commodity	$0.00	$0.00
78105010	Operating costs	$4,000.00	$10,724.16
78106010	Vehicle & Furniture	$4,150.40	$159.60
	Evaluation	$91,902.59	$91,902.59
99	**GRAND TOTAL**	**$5,884,018.01**	**$5,740,053.80**

Anissa Lawrence brings extensive experience in undertaking international desktop studies, reviews and in biodiversity conservation policy development, particularly for the Coral Triangle and Pacific region. She has a good understanding of and experience in coastal ecosystems and marine protected species programs globally, understands the management and institutional issues involved and is familiar with many SE Asian and Pacific governments and regional institutions. She has a strong history of effective project management and experience with international funding and project proposal development and capacity assessments. She has led and worked in a number of multi disciplinary international teams and is a strong project manager with a proven track record in stakeholder consultation.

With a diverse background in environmental science, natural resource management (NRM) and conservation, environmental communication, business and risk management, Anissa has over 24 years experience in developing and communicating strategic solutions and managing people, projects and businesses towards sustainability, particularly with respect to biodiversity conservation and natural resource management issues. As the Managing Director of TierraMar, Anissa has worked to build the capacity of Natural Resource Management (NRM) and conservation program delivery agents to achieve better outcomes across Asia Pacific. This work has included strategic assistance to develop regional and national conservation frameworks, program development, implementation and assessment, monitoring and evaluation, and the review of on-the-ground conservation and NRM projects.

She has a good working knowledge of the process of developing and implementing internationally funded regional projects in a developing country context, having successfully prepared project proposals and undertaken a number of evaluations, capacity assessments and strategic planning projects across the Asia Pacific region. She has strong skills in synthesizing scientific information for plain writing and undertaking stakeholder engagement, working at all levels from Minister to community. She has been actively working in the marine conservation space for the past 16 years on and off, mostly with respect to conservation programs for coastal and wetland habitats and their species in Australia, the Coral Triangle and Pacific regions.

Anissa has previously held leadership positions in a number of Australian conservation NGOs where she focused on improving the sustainability of Australian fisheries and coastal and marine ecosystems. In these roles she provided effective policy and governance advice and delivered industry, government and community partnerships, as well effective large scale strategic education and capacity building, communication and on-the-ground coastal catchments and habitat and species conservation and rehabilitation programs.

She has held senior positions in a number of leading international consulting and professional services firms where she provided expertise in environmental, business, operational and technological risk management, systems and process design and control, and strategic planning and management. Anissa has worked across nearly every industry sector and with all types of organisations from blue chip companies to government departments both nationally and internationally in this capacity.

Anissa has a Bachelor of Business and a Masters in Environmental Science. She is also a former Australian Chartered Accountant and is a Certified Environmental Practitioner (CEnvP).

Terminal Evaluation of the UN Environment/Global Environment Facility project "Enhancing the Conservation Effectiveness of Seagrass Ecosystems Supporting Globally Significant Populations of Dugongs Across the Indian and Pacific Ocean Basins"

Section 2. OBJECTIVE AND SCOPE OF THE EVALUATION

1. Key Evaluation principles

1. Evaluation findings and judgments should be based on **sound evidence and analysis**, clearly documented in the evaluation report. Information will be triangulated (i.e. verified from different sources) as far as possible, and when verification is not possible, the single source will be mentioned (whilst anonymity is still protected). Analysis leading to evaluative judgments should always be clearly spelled out.

2. **The "Why?" Question.** As this is a terminal evaluation and future programming is possible, particular attention should be given to learning from the experience. Therefore, the "*Why?*" question should be at the front of the consultants' minds all through the evaluation exercise and is supported by the use of a theory of change approach. This means that the consultant needs to go beyond the assessment of "*what*" the project performance was, and make a serious effort to provide a deeper understanding of "*why*" the performance was as it was. This should provide the basis for the lessons that can be drawn from the project.

3. **Baselines and counterfactuals**. In attempting to attribute any outcomes and impacts to the project intervention, 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, trends and counterfactuals in relation to the intended project outcomes and impacts. It 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, trends or counterfactuals 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 judgments about project performance.

4. **Communicating evaluation results.** A key aim of the evaluation is to encourage reflection and learning by UN Environment staff and key project stakeholders. The consultant should consider how reflection and learning can be promoted, both through the evaluation process and in the communication of evaluation findings and key lessons. Clear and concise writing is required on all evaluation deliverables. Draft and final versions of the main evaluation report will be shared with key stakeholders by the Evaluation Manager. There may, however, be several intended audiences, each with different interests and needs regarding the report. The Evaluation Manager will plan with the consultant(s) which audiences to target and the easiest and clearest way to communicate the key evaluation findings and lessons to them. This may include some or all of the following a webinar, conference calls with relevant stakeholders, the preparation of an evaluation brief or interactive presentation.

2. Objective of the Evaluation

5. In line with the UN Environment Evaluation Policy[14] and the UN Environment Programme Manual[15], the Terminal Evaluation (TE) is undertaken at completion of the project to assess project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The evaluation has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among UN Environment and the Mohamed bin Zayed Species Conservation Fund (MbZ Fund). Therefore, the evaluation will identify lessons of operational relevance for future project formulation and implementation.

3. Key Strategic Questions

6. In addition to the evaluation criteria outlined in Section 10 below, the evaluation will address the **strategic questions** listed below. These are questions of interest to UN Environment and to which the project is believed to be able to make a substantive contribution:

(a) Is there evidence that the project's activities successfully created incentives for e.g. community-based stewardship or other partnerships or approaches benefitting dugong/seagrass conservation and sustainable management, as well as changing resource use practices to the positive? To what extent was conditionality built in to the incentive models with regards to the need for conservation outcomes? *(To be addressed in the Effectiveness section)*

(b) To what extent have the awareness raising activities as well as the and science-based surveys undertaken by the project lead to improved knowledge, policy, investments or behaviour change at the national, site, or community-level ? *(To be addressed in the Effectiveness section)*

(c) To what extent have the policy and institutional frameworks supported by the project ensured sustainable dugong and seagrass conservation in the project's target areas? How effective have the institutional and policy options been in strengthening national systems on dugong and seagrass conservation? *(To be addressed in the Sustainability section)*

(d) To what extent, and in what ways, is the project demonstrating the capacity to make a substantive contribution to the regional aspirations of the Conservation and Management of Dugongs and their Habitats throughout their Range MOU and CMP? In relation to this, how robust are the projects' mechanisms for sharing lessons learned and best practices, replicating the technologies, site and stakeholder approaches applied at the pilots, and scaling up a refined model both nationally and regionally? *(To be addressed in the Effectiveness section)*

4. Evaluation Criteria

7. All evaluation criteria will be rated on a six-point scale. Sections A-I below, outline the scope of the criteria and a link to a table for recording the ratings is provided in Annex 1). A weightings table will be provided in excel format (link provided in Annex 1) to support the determination of an overall

[14] http://www.unep.org/eou/StandardsPolicyandPractices/UNEPEvaluationPolicy/tabid/3050/language/en-US/Default.aspx
[15] http://www.unep.org/QAS/Documents/UNEP_Programme_Manual_May_2013.pdf . *This manual is under revision.*

project rating. The set of evaluation criteria are grouped in nine categories: (A) Strategic Relevance; (B) Quality of Project Design; (C) Nature of External Context; (D) Effectiveness, which comprises assessments of the delivery of outputs, achievement of outcomes and likelihood of impact; (E) Financial Management; (F) Efficiency; (G) Monitoring and Reporting; (H) Sustainability; and (I) Factors Affecting Project Performance. The evaluation consultant can propose other evaluation criteria as deemed appropriate.

A. Strategic Relevance

8. The evaluation will assess, in line with the OECD/DAC definition of relevance, *'the extent to which the activity is suited to the priorities and policies of the target group, recipient and donor'.* The evaluation will include an assessment of the project's relevance in relation to UN Environment's mandate and its alignment with UN Environment's policies and strategies at the time of project approval. Under strategic relevance an assessment of the complementarity of the project with other interventions addressing the needs of the same target groups will be made. This criterion comprises four elements:

1. *Alignment to the UN Environment Medium Term Strategy[16] (MTS) and Programme of Work (POW)*

9. The evaluation should assess the project's alignment with the MTS and POW under which the project was approved and include, in its narrative, reflections on the scale and scope of any contributions made to the planned results reflected in the relevant MTS and POW.

2. *Alignment to UN Environment / Donor/GEF Strategic Priorities*

10. Donor, including GEF, strategic priorities will vary across interventions. UN Environment strategic priorities include the Bali Strategic Plan for Technology Support and Capacity Building17 (BSP) and South-South Cooperation (S-SC). The BSP relates to the capacity of governments to: comply with international agreements and obligations at the national level; promote, facilitate and finance environmentally sound technologies and to strengthen frameworks for developing coherent international environmental policies. S-SC is regarded as the exchange of resources, technology and knowledge between developing countries. GEF priorities are specified in published programming priorities and focal area strategies.

3. *Relevance to Regional, Sub-regional and National Environmental Priorities*

11. The evaluation will assess the extent to which the intervention is suited, or responding to, the stated environmental concerns and needs of the countries, sub-regions or regions where it is being implemented. Examples may include: the CMS Dugong MoU, the Convention on Biological Diversity (CBD) concerning coastal ecosystem services and biodiversity conservation, the United Nations Framework for Climate Change Convention (UNFCCC) Cancun Agreement concerning climate change mitigation targets, other international multi-lateral environmental agreements relevant to the project, national or sub-national development plans, poverty reduction strategies or Nationally Appropriate Mitigation Action (NAMA) plans or regional agreements etc.

4. *Complementarity with Existing Interventions*

12. An assessment will be made of how well the project, either at design stage or during the project mobilization, took account of ongoing and planned initiatives (under the same sub-programme, other UN Environment sub-programmes, or being implemented by other agencies) that address similar needs of the same target groups. The evaluation will consider if the project team, in collaboration with Regional Offices and Sub-Programme Coordinators, made efforts to ensure their own intervention was

[16] UN Environment's Medium Term Strategy (MTS) is a document that guides UN Environment's programme planning over a four-year period. It identifies UN Environment's thematic priorities, known as Sub-programmes (SP), and sets out the desired outcomes, known as Expected Accomplishments (EAs), of the Sub-programmes.

[17] http://www.unep.org/GC/GC23/documents/GC23-6-add-1.pdf

complementary to other interventions, optimized any synergies and avoided duplication of effort. Examples may include UN Development Assistance Frameworks or One UN programming. Linkages with other interventions should be described and instances where UN Environment's comparative advantage has been particularly well applied should be highlighted.

Factors affecting this criterion may include:

- Stakeholders' participation and cooperation
- Responsiveness to human rights and gender equity
- Country ownership and driven-ness

B. Quality of Project Design

13. The quality of project design is assessed using an agreed template during the evaluation inception phase, ratings are attributed to identified criteria and an overall Project Design Quality rating is established (www.unep.org/evaluation). This overall Project Design Quality rating is entered in the final evaluation ratings table as item B. In the Main Evaluation Report a summary of the project's strengths and weaknesses at design stage is included, while the complete Project Design Quality template is annexed in the Inception Report.

Factors affecting this criterion may include (at the design stage):

- Stakeholders participation and cooperation
- Responsiveness to human rights and gender equity

C. Nature of External Context

14. At evaluation inception stage a rating is established for the project's external operating context (considering the prevalence of conflict, natural disasters and political upheaval). This rating is entered in the final evaluation ratings table as item C. Where a project has been rated as facing either an Unfavourable or Highly Unfavourable external operating context, and/or a negative external event has occurred during project implementation, the ratings for Effectiveness, Efficiency and/or Sustainability may be increased at the discretion of the Evaluation Consultant and Evaluation Manager together. A justification for such an increase must be given.

D. Effectiveness

i. Delivery of Outputs

15. The evaluation will assess the project's success in producing the programmed outputs *(products, capital goods and services resulting from the intervention)* and achieving milestones as per the project design document (ProDoc). Any *formal* modifications/revisions made during project implementation will be considered part of the project design. Where the project outputs are inappropriately or inaccurately stated in the ProDoc, reformulations may be necessary in the reconstruction of the TOC. In such cases a table should be provided showing the original and the reformulation of the outputs for transparency. The delivery of outputs will be assessed in terms of both quantity and quality, and the assessment will consider their ownership by, and usefulness to, intended beneficiaries and the timeliness of their delivery. The evaluation will briefly explain the reasons behind the success or shortcomings of the project in delivering its programmed outputs and meeting expected quality standards.

Factors affecting this criterion may include:

- Preparation and readiness

- Quality of project management and supervision[18]

ii. Achievement of Direct Outcomes

16. The achievement of direct outcomes (short and medium-term effects of the intervention's outputs; a change of behavior resulting from the use/application of outputs, which is not under the direct control of the intervention's direct actors) is assessed as performance against the direct outcomes as defined in the reconstructed[19] Theory of Change. These are the first-level outcomes expected to be achieved as an immediate result of project outputs. As in 1, above, a table can be used where substantive amendments to the formulation of direct outcomes is necessary. The evaluation should report evidence of attribution between UN Environment's intervention and the direct outcomes. In cases of normative work or where several actors are collaborating to achieve common outcomes, evidence of the nature and magnitude of UN Environment's 'substantive contribution' should be included and/or 'credible association' established between project efforts and the direct outcomes realized.

Factors affecting this criterion may include:

- Quality of project management and supervision
- Stakeholders' participation and cooperation
- Responsiveness to human rights and gender equity
- Communication and public awareness

iii. Likelihood of Impact

17. Based on the articulation of longer-term effects in the reconstructed TOC *(i.e. from direct outcomes, via intermediate states, to impact),* the evaluation will assess the likelihood of the intended, positive impacts becoming a reality. Project objectives or goals should be incorporated in the TOC, possibly as intermediate states or long-term impacts. The Evaluation Office's approach to the use of TOC in project evaluations is outlined in a guidance note available on the Evaluation Office website, https://www.unenvironment.org/about-un-environment/evaluation and is supported by an excel-based flow chart, 'Likelihood of Impact Assessment Decision Tree'. Essentially the approach follows a 'likelihood tree' from direct outcomes to impacts, taking account of whether the assumptions and drivers identified in the reconstructed TOC held. Any unintended positive effects should also be identified and their causal linkages to the intended impact described.

18. The evaluation will also consider the likelihood that the intervention may lead, or contribute to, unintended negative effects. Some of these potential negative effects may have been identified in the project design as risks or as part of the analysis of Environmental, Social and Economic Safeguards.[20]

[18] In some cases 'project management and supervision' will refer to the supervision and guidance provided by UN Environment to implementing partners and national governments while in others, specifically for GEF funded projects, it will refer to the project management performance of the executing agency and the technical backstopping provided by UN Environment.

[19] UN Environment staff are currently required to submit a Theory of Change with all submitted project designs. The level of 'reconstruction' needed during an evaluation will depend on the quality of this initial TOC, the time that has lapsed between project design and implementation (which may be related to securing and disbursing funds) and the level of any changes made to the project design. In the case of projects pre-dating 2013 the intervention logic is often represented in a logical framework and a TOC will need to be constructed in the inception stage of the evaluation.

[20] Further information on Environmental, Social and Economic Safeguards (ESES) can be found at http://www.unep.org/about/eses

19. The evaluation will consider the extent to which the project has played a catalytic role or has promoted scaling up and/or replication[21] as part of its Theory of Change and as factors that are likely to contribute to longer-term impact.

20. Ultimately UN Environment and all its partners aim to bring about benefits to the environment and human well-being. Few projects are likely to have impact statements that reflect such long-term or broad-based changes. However, the evaluation will assess the likelihood of the project to make a substantive contribution to the high-level changes represented by UN Environment's Expected Accomplishments, the Sustainable Development Goals[22] and/or the high-level results prioritized by the funding partner.

Factors affecting this criterion may include:

- Quality of Project Management and Supervision (including adaptive management)
- Stakeholders participation and cooperation
- Responsiveness to human rights and gender equity
- Country ownership and driven-ness
- Communication and public awareness

E. Financial Management

21. Financial management will be assessed under two themes: *completeness* of financial information and *communication* between financial and project management staff. The evaluation will establish the actual spend across the life of the project of funds secured from all donors. This expenditure will be reported, where possible, at output level and will be compared with the approved budget. The evaluation will assess the level of communication between the Project/Task Manager and the Fund Management Officer as it relates to the effective delivery of the planned project and the needs of a responsive, adaptive management approach. The evaluation will verify the application of proper financial management standards and adherence to UN Environment's financial management policies. Any financial management issues that have affected the timely delivery of the project or the quality of its performance will be highlighted.

Factors affecting this criterion may include:

- Preparation and readiness
- Quality of project management and supervision

F. Efficiency

22. In keeping with the OECD/DAC definition of efficiency the evaluation will assess the extent to which the project delivered maximum results from the given resources. This will include an assessment of the cost-effectiveness and timeliness of project execution. Focusing on the translation of inputs into outputs, cost-effectiveness is the extent to which an intervention has achieved, or is expected to achieve, its results at the lowest possible cost. Timeliness refers to whether planned activities were delivered according to expected timeframes as well as whether events were sequenced efficiently. The evaluation will also assess to what extent any project extension could have been avoided through stronger project management and identify any negative impacts caused by project delays or extensions. The evaluation will describe any cost or time-saving measures put in place to maximize results within the secured budget and agreed project timeframe and consider whether the

[21] *Scaling up* refers to approaches being adopted on a much larger scale, but in a very similar context. Scaling up is often the longer term objective of pilot initiatives. *Replication* refers to approaches being repeated or lessons being explicitly applied in new/different contexts e.g. other geographic areas, different target group etc. Effective replication typically requires some form of revision or adaptation to the new context. It is possible to replicate at either the same or a different scale.
[22] A list of relevant SDGs is available on the EO website www.unep.org/evaluation

project was implemented in the most efficient way compared to alternative interventions or approaches.

23. The evaluation will 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. The evaluation will also consider the extent to which the management of the project minimized UN Environment's environmental footprint.

24. The factors underpinning the need for any project extensions will also be explored and discussed. As management or project support costs cannot be increased in cases of 'no cost extensions', such extensions represent an increase in unstated costs to implementing parties.

Factors affecting this criterion may include:

- Preparation and readiness (e.g. timeliness)
- Quality of project management and supervision
- Stakeholders participation and cooperation

G. Monitoring and Reporting

25. The evaluation will assess monitoring and reporting across three sub-categories: monitoring design and budgeting, monitoring implementation and project reporting.

i. Monitoring Design and Budgeting

26. Each project should be supported by a sound monitoring plan that is designed to track progress against SMART[23] indicators towards the delivery of the project's outputs and achievement of direct outcomes, including at a level disaggregated by gender, vulnerability or marginalization. The evaluation will assess the quality of the design of the monitoring plan as well as the funds allocated for its implementation. The adequacy of resources for mid-term and terminal evaluation/review should be discussed if applicable.

ii. Monitoring of Project Implementation

27. The evaluation will assess whether the monitoring system was operational and facilitated the timely tracking of results and progress towards projects objectives throughout the project implementation period. This should include monitoring the representation and participation of disaggregated groups (including gendered, vulnerable and marginalized groups) in project activities. It will also consider how information generated by the monitoring system during project implementation was used to adapt and improve project execution, achievement of outcomes and ensure sustainability. The evaluation should confirm that funds allocated for monitoring were used to support this activity.

iii. Project Reporting

28. UN Environment has a centralized Project Information Management System (PIMS) in which project managers upload six-monthly status reports against agreed project milestones. This information will be provided to the Evaluation Consultant(s) by the Evaluation Manager. Some projects have additional requirements to report regularly to funding partners, which will be supplied by the project team (e.g. the Project Implementation Reviews and Tracking Tool for GEF-funded projects). The evaluation will assess the extent to which both UN Environment and donor reporting commitments have been fulfilled. Consideration will be given as to whether reporting has been carried out with respect to the effects of the initiative on disaggregated groups.

[23] SMART refers to indicators that are specific, measurable, assignable, realistic and time-specific.

Factors affecting this criterion may include:

- Quality of project management and supervision
- Responsiveness to human rights and gender equity (e.g disaggregated indicators and data)

H. Sustainability

29. Sustainability is understood as the probability of direct outcomes being maintained and developed after the close of the intervention. The evaluation will identify and assess the key conditions or factors that are likely to undermine or contribute to the persistence of achieved direct outcomes (ie. 'assumptions' and 'drivers'). Some factors of sustainability may be embedded in the project design and implementation approaches while others may be contextual circumstances or conditions that evolve over the life of the intervention. Where applicable an assessment of bio-physical factors that may affect the sustainability of direct outcomes may also be included.

i. Socio-political Sustainability

30. The evaluation will assess the extent to which social or political factors support the continuation and further development of project direct outcomes. It will consider the level of ownership, interest and commitment among government and other stakeholders to take the project achievements forwards. In particular the evaluation will consider whether individual capacity development efforts are likely to be sustained.

ii. Financial Sustainability

31. Some direct outcomes, once achieved, do not require further financial inputs, e.g. the adoption of a revised policy. However, in order to derive a benefit from this outcome further management action may still be needed e.g. to undertake actions to enforce the policy. Other direct outcomes may be dependent on a continuous flow of action that needs to be resourced for them to be maintained, e.g. continuation of a new resource management approach. The evaluation will assess the extent to which project outcomes are dependent on future funding for the benefits they bring to be sustained. Secured future funding is only relevant to financial sustainability where the direct outcomes of a project have been extended into a future project phase. Even where future funding has been secured, the question still remains as to whether the project outcomes are financially sustainable.

iii. Institutional Sustainability

32. The evaluation will assess the extent to which the sustainability of project outcomes (especially those relating to policies and laws) is dependent on issues relating to institutional frameworks and governance. It will consider whether institutional achievements such as governance structures and processes, policies, sub-regional agreements, legal and accountability frameworks etc. are robust enough to continue delivering the benefits associated with the project outcomes after project closure. In particular, the evaluation will consider whether institutional capacity development efforts are likely to be sustained.

Factors affecting this criterion may include:

- Stakeholders participation and cooperation
- Responsiveness to human rights and gender equity (e.g. where interventions are not inclusive, their sustainability may be undermined)
- Communication and public awareness
- Country ownership and driven-ness

I. Factors and Processes Affecting Project Performance

(These factors are rated in the ratings table, but are discussed within the Main Evaluation Report as cross-cutting themes as appropriate under the other evaluation criteria, above)

i. Preparation and Readiness

33. This criterion focuses on the inception or mobilization stage of the project (ie. the time between project approval and first disbursement). The evaluation will assess whether appropriate measures were taken to either address weaknesses in the project design or respond to changes that took place between project approval, the securing of funds and project mobilisation. In particular the evaluation will consider the nature and quality of engagement with stakeholder groups by the project team, the confirmation of partner capacity and development of partnership agreements as well as initial staffing and financing arrangements. *(Project preparation is included in the template for the assessment of Project Design Quality).*

ii. Quality of Project Management and Supervision

34. In some cases 'project management and supervision' will refer to the supervision and guidance provided by UN Environment to implementing partners and national governments while in others, specifically for GEF funded projects, it will refer to the project management performance of the executing agency and the technical backstopping and supervision provided by UN Environment.

35. The evaluation will assess the effectiveness of project management with regard to: providing leadership towards achieving the planned outcomes; managing team structures; maintaining productive partner relationships (including Steering Groups etc.); communication and collaboration with UN Environment colleagues; risk management; use of problem-solving; project adaptation and overall project execution. Evidence of adaptive management should be highlighted.

iii. Stakeholder Participation and Cooperation

36. Here the term 'stakeholder' should be considered in a broad sense, encompassing all project partners, duty bearers with a role in delivering project outputs and target users of project outputs and any other collaborating agents external to UN Environment. The assessment will consider the quality and effectiveness of all forms of communication and consultation with stakeholders throughout the project life and the support given to maximize collaboration and coherence between various stakeholders, including sharing plans, pooling resources and exchanging learning and expertise. The inclusion and participation of all differentiated groups, including gender groups should be considered.

iv. Responsiveness to Human Rights and Gender Equity

37. The evaluation will ascertain to what extent the project has applied the UN Common Understanding on the human rights-based approach (HRBA) and the UN Declaration on the Rights of Indigenous People. Within this human rights context the evaluation will assess to what extent the intervention adheres to UN Environment's Policy and Strategy for Gender Equality and the Environment.

38. In particular the evaluation will consider to what extent project design, implementation and monitoring have taken 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.

v. Country Ownership and Driven-ness

39. The evaluation will assess the quality and degree of engagement of government / public sector agencies in the project. While there is some overlap between Country Ownership and Institutional

Sustainability, this criterion focuses primarily on the forward momentum of the intended projects results, i.e.. either a) moving forwards from outputs to direct outcomes or b) moving forward from direct outcomes towards intermediate states. The evaluation will consider the involvement not only of those directly involved in project execution and those participating in technical or leadership groups, but also those official representatives whose cooperation is needed for change to be embedded in their respective institutions and offices. This factor is concerned with the level of ownership generated by the project over outputs and outcomes and that is necessary for long term impact to be realized. This ownership should adequately represent the needs of interest of all gendered and marginalized groups.

vi. Communication and Public Awareness

40. The evaluation will assess the effectiveness of: a) communication of learning and experience sharing between project partners and interested groups arising from the project during its life and b) public awareness activities that were undertaken during the implementation of the project to influence attitudes or shape behavior among wider communities and civil society at large. The evaluation should consider whether existing communication channels and networks were used effectively, including meeting the differentiated needs of gendered or marginalized groups, and whether any feedback channels were established. Where knowledge sharing platforms have been established under a project the evaluation will comment on the sustainability of the communication channel under socio-political, institutional or financial sustainability, as appropriate.

Section 3. EVALUATION APPROACH, METHODS AND DELIVERABLES

41. The Terminal Evaluation 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 as appropriate to determine project achievements against the expected outputs, outcomes and impacts. It is highly recommended that the consultant(s) maintains close communication with the project team and promotes information exchange throughout the evaluation implementation phase in order to increase their (and other stakeholder) ownership of the evaluation findings. Where applicable, the consultant(s) should provide a geo-referenced map that demarcates the area covered by the project and, where possible, provide geo-reference photographs of key intervention sites (e.g. sites of habitat rehabilitation and protection, pollution treatment infrastructure, etc.)

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

(a) A **desk review** of:

- Relevant background documentation, inter alia the UN Environment/CMS Dugong MoU and its Conservation Management Plan (CMP); the Convention on Biological Diversity (CBD) concerning coastal ecosystem services and biodiversity conservation; the Ramsar Convention on Wetlands; the Convention on the Conservation of Migratory Species of Wild Animals (CMS); the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES); the Dugong, Seagrass and Coastal Communities Toolbox[24]; National Biodiversity Strategies and Action Plans (NBSAPs); and other relevant national plans of participating countries;
- Project design documents (including final Project Document, and minutes of the PRC project design review meeting at approval); Annual Work Plans and Budgets or equivalent, revisions to the project (e.g. results Framework/Logframe), and its budget;

[24] http://www.cms.int/publications/pdf/dugong_seagrass_coastalcommunities.pdf

- Country Sub-projects contracts including terms of reference, progress reports, and final reports, as available on the Virtual Project Repository (the Project Dropbox)
- Project administrative reports such as six-monthly progress and Quarterly expenditure reports, progress reports from collaborating partners, SC meeting minutes, relevant correspondence and including the Project Implementation Reviews and Tracking Tool, etc.;
- Project outputs: Technical reports, manual, information, video and other awareness products, and other deliverables as produced under the various country sub-contracts as well as by global partners (e.g. seagrass survey protocols);
- Website, newsletters and other outreach materials and social media activities
- Mid-Term Review report of the project as well as management response (document) to Mid-term review report;
- Evaluations/reviews of similar projects.

(b) **Interviews** (individual or in group) with:

- UN Environment Task Manager (TM, Bangkok));
- Project Coordination team (Abu Dhabi);
- UN Environment Fund Management Officer (FMO, Nairobi));
- Sub-Programme Coordinator (Nairobi);
- Executive Project Steering Committee (EPSC) members and/or their delegates
- Regional support partners and consultants;
- National Facilitating Committees (NFC);
- CMS Dugong MOU Secretariat (Abu Dhabi);
- Dugong Technical Advisors to the CMS Dugong MoU Secretariat who have advised the Project
- National Dugong Focal Points;
- Project partners, including:

  (i) **Indonesia**: Directorate of Conservation and Marine Biodiversity, Directorate General of Marine Spatial Management, Ministry of Marine Affairs and Fisheries, WWF Indonesia, Indonesian Institute of Sciences, Research Centre for Oceanography (RCO-LIPI); Center for Coastal and Marine Resources Studies, Bogor Agricultural University (IPB); Research Center and Development for Fisheries Resources (Puslitbangkan, BALITBANG-MMAF); Research Center and Development for Marine and Coastal Resources (P3SDLP, BALITBANG-MMAF); LAMINA Foundation and EnerGaia

  (ii) **Madagascar**: Blue Ventures, Conservation Centrée sur la Communauté (C3), Madagascar National Parks (COSAP) Sahamalaza, Wildlife Conservation Society (WCS) and Ministry of Environment, Ecology and Forests of Madagascar, Directorate General of Environment

  (iii) **Malaysia**: Department of Marine Park Malaysia, Ministry of Natural Resources and Environment; Department of Fisheries Malaysia, Ministry of Agriculture and Agro-base Industry; Centre for Marine and Coastal Studies, Universiti Sains Malaysia; the MareCet Research Organization, Sarawak Forestry Corporation, Marine Research Foundation and Reef Check Malaysia

(iv) **Mozambique**: Blue Ventures, Dugongos.org, Endangered Wildlife Trust (EWT) and the National Environmental Directorate, Ministry of Land, Environment and Rural Development

(v) **Solomon Islands**: World Fish, SICCP, Ministry of Environment, Climate Change, Disaster Management and Meteorology (MECDM), Coastal Marine Management (CM2); Dominican Friars in the Solomon Islands and EnerGaia;

(vi) **Sri Lanka**: Biodiversity Education And Research (BEAR), Department of Wildlife Conservation, Ministry of Sustainable Development and Wildlife, IUCN Sri Lanka, National Aquatic Resources Research and Development Agency (NARA), Ocean Resources Conservation Association (ORCA) and Sri Lanka Turtle Conservation Project (SLTCP)

(vii) **Timor-Leste**: Fisheries Directorate, Ministry of Agriculture and Fisheries, Conservation International, Blue Ventures and Biodiversity Directorate, Ministry of Commerce, Industry and Environment

(viii) **Vanuatu**: Department of Environment and Conservation, Vanuatu Environmental Science Society (VESS), Vanuatu Fisheries Department, Department of Environmental Protection and Conservation

- Other relevant resource persons.

(c) **Field visits** in four of the eight project countries including provisionally Indonesia, Vanuatu, Madagascar and Sri Lanka (to be defined in the inception phase)

(d) Attend the **Project Closing Workshop** in Bali, Indonesia (26-28 February 2019) and conduct face to face interviews with the attending Project Partners

(e) **Other data collection tools**

1. Evaluation Deliverables and Review Procedures

43. The evaluation consultant will prepare:

- **Inception Report:** (see Annex 1 for links to all templates, tables and guidance notes) containing an assessment of project design quality, a draft reconstructed Theory of Change of the project, project stakeholder analysis, evaluation framework and a tentative evaluation schedule.
- **Preliminary Findings Note:** typically in the form of a powerpoint presentation, the sharing of preliminary findings is intended to support the participation of the project team, act as a means to ensure all information sources have been accessed and provide an opportunity to verify emerging findings.
- **Draft and Final Country Studies and Status Reports (see table 2):** The country studies (see Annex 4 for guidance) will be produced on the selected project countries (4 all together) to assess individual country level project performance. Other countries will be covered with a status report (2-pager, Annex 5). The country studies/status reports will be presented as Annexes to the main evaluation report.

	Data collection approach	**Evaluation products**
Total 8 project countries	4 country missions	4 country studies (see Annex 4)
	4 country level desk reviews	2-pager status report on each of the 4 countries (see Annex 5)

- **Draft and Final Evaluation Report:** (see links in Annex 1) containing an executive summary that can act as a standalone document; detailed analysis of the evaluation findings organised by evaluation criteria and supported with evidence; lessons learned and recommendations and an annotated ratings table.
- **Evaluation Bulletin:** a 2-page summary of key evaluation findings for wider dissemination through the EOU website.

44. **Review of the draft evaluation report**. The evaluation consultant will submit a draft report to the Evaluation Manager and revise the draft in response to their comments and suggestions. Once a draft of adequate quality has been peer-reviewed and accepted, the Evaluation Manager will share the cleared draft report with the Project Manager, who will alert the Evaluation Manager in case the report contains any blatant factual errors. The Evaluation Manager will then forward revised draft report (corrected by the evaluation team where necessary) to other project stakeholders, for their review and comments. Stakeholders may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions as well as providing feedback on the proposed recommendations and lessons. Any comments or responses to draft reports will be sent to the Evaluation Manager for consolidation. The Evaluation Manager will provide all comments to the evaluation consultant for consideration in preparing the final report, along with guidance on areas of contradiction or issues requiring an institutional response.

45. Based on a careful review of the evidence collated by the evaluation consultant and the internal consistency of the report, the Evaluation Manager will provide an assessment of the ratings in the final evaluation report. Where there are differences of opinion between the evaluator and the Evaluation Manager on project ratings, both viewpoints will be clearly presented in the final report. The Evaluation Office ratings will be considered the final ratings for the project.

46. The Evaluation Manager will prepare a **quality assessment** of the first and final drafts of the main evaluation report, which acts as a tool for providing structured feedback to the evaluation consultants. The quality of the report will be assessed and rated against the criteria specified in template listed in Annex 1 and this assessment will be appended to the Final Evaluation Report.

47. At the end of the evaluation process, the Evaluation Office will prepare a **Recommendations Implementation Plan** in the format of a table, to be completed and updated at regular intervals by the Task Manager. The Evaluation Office will track compliance against this plan on a six-monthly basis.

2. The Evaluation Consultant

48. For this evaluation, the evaluation team will consist of an Evaluation Consultant who will work under the overall responsibility of the Evaluation Office represented by an Evaluation Manager Martina Bennett, in consultation with the UN Environment Task Manager Max Zieren, Project Coordinator Maya Bankova, Fund Management Officer Paul Vrontamitis, Head of GEF Biodiversity and Land Degradation Portfolio Unit Johan Robinson, and the Coordinator of the Ecosystem Management Sub-Programme, Marieta Sakalian. The consultant will liaise with the Evaluation Manager on any procedural and methodological matters related to the evaluation. It is, however, the consultants' individual responsibility to arrange for their visas and immunizations as well as to plan meetings with stakeholders, organize online surveys, obtain documentary evidence and any other logistical matters related to the assignment. The UN Environment Task Manager and project team will, where possible, provide logistical support (introductions, meetings etc.) allowing the consultants to conduct the evaluation as efficiently and independently as possible.

49. The consultant will be hired for 6 months spread over the period 01 January 2019 to 30 June 2019 and should have: an advanced university degree in natural sciences; proven professional experience with subjects related to Natural Resources Management and Protection, marine conservation and integrated coastal zone management, community approaches to biodiversity conservation; specific understanding and experience with advanced conservation approaches

including the use of economic instruments, communications, and science in planning and impact monitoring; a minimum of 12 years of technical / evaluation experience, including of evaluating large, regional or global programmes and using a Theory of Change approach; knowledge of French and/or Bahasa Indonesian is desirable, along with excellent writing skills in English; and, where possible, knowledge of the UN system, specifically of the work of UN Environment.

50. In close consultation with the Evaluation Manager, the Evaluation Consultant will be responsible for the overall management of the evaluation and timely delivery of its outputs, data collection and analysis and report-writing. More specifically:

Inception phase of the evaluation, including:

- preliminary desk review and introductory interviews with project staff;
- draft the reconstructed Theory of Change of the project;
- prepare the evaluation framework;
- develop the desk review and interview protocols;
- draft the survey protocols (if relevant);
- develop and present criteria for country and/or site selection for the evaluation mission;
- plan the evaluation schedule;
- prepare the Inception Report, incorporating comments until approved by the Evaluation Manager

Data collection and analysis phase of the evaluation, including:

- conduct further desk review and in-depth interviews with project implementing and executing agencies, project partners and project stakeholders;
- (where appropriate and agreed) conduct an evaluation mission(s) to selected countries, visit the project locations, interview project partners and stakeholders, including a good representation of local communities. Ensure independence of the evaluation and confidentiality of evaluation interviews.
- regularly report back to the Evaluation Manager on progress and inform of any possible problems or issues encountered and;
- keep the Project/Task Manager informed of the evaluation progress and engage the Project/Task Manager in discussions on emerging findings throughout the evaluation process.

Reporting phase, including:

- draft the Main Evaluation Report, ensuring that the evaluation report is complete, coherent and consistent with the Evaluation Manager guidelines both in substance and style;
- liaise with the Evaluation Manager on comments received and finalize the Main Evaluation Report, ensuring that comments are taken into account until approved by the Evaluation Manager
- prepare a Response to Comments annex for the main report, listing those comments not accepted by the Evaluation Consultant and indicating the reason for the rejection; and
- prepare a 2-page summary of the key evaluation findings and lessons;

Managing relations, including:

- maintain a positive relationship with evaluation stakeholders, ensuring that the evaluation process is as participatory as possible but at the same time maintains its independence;
- communicate in a timely manner with the Evaluation Manager on any issues requiring its attention and intervention.

3. Schedule of the evaluation

51. The table below presents the tentative schedule for the evaluation.

Table 5. Tentative schedule for the evaluation

Milestone	**Tentative Dates**
Inception Phase and Desk Review	01-25 January 2019
Inception Report (first submission)	26-Jan-19
Inception report (final submission)	31-Jan-19
Begin Document Review (review of project Dropbox, website and social media, project consolidated final report and country/sub-project reports should all be finalized by end Jan)	01-Feb-19
Begin Initial interviews with PCT and mission preparations	01-Feb-19
Evaluation Mission – Vanuatu 4 days	10 – 15 February 2019
Attending closing workshop, interviews (3 days) (arriving on 25th)	26-28 February 2019
Evaluation mission - Indonesia 4 days	1-4 March 2019
Evaluation mission - Sri Lanka 4 days	12-15 March 2019
Evaluation mission - Madagascar or Mozambique 4 days	18-22 March 2019
Follow-up interviews, surveys, data analysis, etc.	23-31 March 2019
Powerpoint/presentation on preliminary findings and recommendations	15-Apr-19
Draft report (including country reports as per Annex 4 & 5) to Evaluation Manager (and Peer Reviewer)	29-Apr-19
Draft Report shared with UN Environment Project Manager and team	20-May-19
Draft Report shared with wider group of stakeholders	10-Jun-19
Final Report	26-Jun-19

Milestone	Tentative Dates
Final Report shared with all respondents	28-Jun-19

4. Contractual Arrangements

52. The Evaluation Consultant will be selected and recruited by the Evaluation Office of UN Environment under an individual Special Service Agreement (SSA) on a "fees only" basis (see below). By signing the service contract with UN Environment/UNON, the consultant(s) certify that they have 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 the contract) with the project's executing or implementing units. All consultants are required to sigh the Code of Conduct Agreement Form.

53. Fees will be paid on an installment basis, paid on acceptance by the Evaluation Manager of expected key deliverables. The schedule of payment is as follows:

54. Schedule of Payment for the Evaluation Consultant:

Deliverable	Percentage Payment
Approved Inception Report *(as per annex document 7)*	30%
Approved Draft Main Evaluation Report *(as per annex document 13)*	30%
Approved Final Main Evaluation Report	40%

55. Fees only contracts: Air tickets will be purchased by UN Environment and 75% of the Daily Subsistence Allowance for each authorized travel mission will be paid up front. Local in-country travel will only be reimbursed where agreed in advance with the Evaluation Manager and on the production of acceptable receipts. Terminal expenses and residual DSA entitlements (25%) will be paid after mission completion.

56. The consultant may be provided with access to UN Environment's Programme Information Management System (PIMS) and if such access is granted, the consultants agree not to disclose information from that system to third parties beyond information required for, and included in, the evaluation report.

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

58. If the consultant fails to submit a satisfactory final product to UN Environment in a timely manner, i.e. before 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 VII QUALITY ASSESSMENT OF THE EVALUATION REPORT

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

Evaluand Title:

Enhancing the Conservation Effectiveness of Seagrass Ecosystems Supporting Globally Significant Populations of Dugongs Across the Indian and Pacific Ocean Basins"
GEF ID: 4930

	UNEP Evaluation Office Comments	Final Report Rating
Substantive Report Quality Criteria		
Quality of the Executive Summary: The Summary should be able to stand alone as an accurate summary of the main evaluation product. It should include a concise overview of the evaluation object; clear summary of the evaluation objectives and scope; overall evaluation rating of the project and key features of performance (strengths and weaknesses) against exceptional criteria (plus reference to where the evaluation ratings table can be found within the report); summary of the main findings of the exercise, including a synthesis of main conclusions (which include a summary response to key strategic evaluation questions), lessons learned and recommendations.	Final report: Clear and comprehensive	6
I. Introduction A brief introduction should be given identifying, where possible and relevant, the following: institutional context of the project (sub-programme, Division, regions/countries where implemented) and coverage of the evaluation; date of PRC approval and project document signature); results frameworks to which it contributes (e.g. Expected Accomplishment in POW); project duration and start/end dates; number of project phases (where appropriate); implementing partners; total secured budget and whether the project has been evaluated in the past (e.g. mid-term, part of a synthesis evaluation, evaluated by another agency etc.) Consider the extent to which the introduction includes a concise statement of the purpose of the evaluation and the key intended audience for the findings?	Final report: Concise and complete	6

	UNEP Evaluation Office Comments	Final Report Rating
II. Evaluation Methods This section should include a description of how the *TOC at Evaluation*[25] was designed (who was involved etc.) and applied to the context of the project? A data collection section should include: a description of evaluation methods and information sources used, including the number and type of respondents; justification for methods used (e.g. qualitative/ quantitative; electronic/face-to-face); any selection criteria used to identify respondents, case studies or sites/countries visited; strategies used to increase stakeholder engagement and consultation; details of how data were verified (e.g. triangulation, review by stakeholders etc.). Methods to ensure that potentially excluded groups (excluded by gender, vulnerability or marginalisation) are reached and their experiences captured effectively, should be made explicit in this section. The methods used to analyse data (e.g. scoring; coding; thematic analysis etc.) should be described. It should also address evaluation limitations such as: low or imbalanced response rates across different groups; gaps in documentation; extent to which findings can be either generalised to wider evaluation questions or constraints on aggregation/disaggregation; any potential or apparent biases; language barriers and ways they were overcome. Ethics and human rights issues should be highlighted including: how anonymity and confidentiality were protected and strategies used to include the views of marginalised or potentially disadvantaged groups and/or divergent views. Is there an ethics statement?	Final report: Complete and informative	6
III. The Project This section should include: • *Context:* Overview of the main issue that the project is trying to address, its root causes and consequences on the environment and human well-being (i.e. synopsis of the problem and situational analyses).	Final report: Complete and concise	6

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

	UNEP Evaluation Office Comments	Final Report Rating
• *Objectives and components*: Summary of the project's results hierarchy as stated in the ProDoc (or as officially revised) • *Stakeholders:* Description of groups of targeted stakeholders organised according to relevant common characteristics • *Project implementation structure and partners:* A description of the implementation structure with diagram and a list of key project partners • *Changes in design during implementation:* Any key events that affected the project's scope or parameters should be described in brief in chronological order • *Project financing:* Completed tables of: (a) budget at design and expenditure by components (b) planned and actual sources of funding/co-financing		
IV. Theory of Change The *TOC at Evaluation* should be presented clearly in both diagrammatic and narrative forms. Clear articulation of each major causal pathway is expected, (starting from outputs to long term impact), including explanations of all drivers and assumptions as well as the expected roles of key actors. Where the project results as stated in the project design documents (or formal revisions of the project design) are not an accurate reflection of the project's intentions or do not follow UNEP's definitions of different results levels, project results may need to be re-phrased or reformulated. In such cases, a summary of the project's results hierarchy should be presented for: a) the results as stated in the approved/revised Prodoc logframe/TOC and b) as formulated in the *TOC at Evaluation*. *The two results hierarchies should be presented as a two-column table to show clearly that, although wording and placement may have changed, the results 'goal posts' have not been 'moved'.*	Final report: Detailed discussion and diagrammatic representation	6
V. Key Findings **A. Strategic relevance:** This section should include an assessment of the project's relevance in relation to UNEP's mandate and its alignment with UNEP's policies and strategies at the time of project approval. An assessment of the complementarity of the project at design (or during inception/mobilisation[26]), with other interventions addressing the needs of the same target groups should be	Final report: Detailed discussion	6

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

	UNEP Evaluation Office Comments	Final Report Rating
included. Consider the extent to which all four elements have been addressed: 5. Alignment to the UNEP Medium Term Strategy (MTS) and Programme of Work (POW) 6. Alignment to UNEP/ Donor/GEF Strategic Priorities 7. Relevance to Regional, Sub-regional and National Environmental Priorities 8. Complementarity with Existing Interventions		
B. Quality of Project Design To what extent are the strength and weaknesses of the project design effectively summarized?	Final report: Strengths and weaknesses of design summarised	6
C. Nature of the External Context For projects where this is appropriate, key external features of the project's implementing context that limited the project's performance (e.g. conflict, natural disaster, political upheaval[27]), and how they affected performance, should be described.	Final report: Complete	6
D. Effectiveness **(i) Outputs and Project Outcomes:** How well does the report present a well-reasoned, complete and evidence-based assessment of the a) availability of outputs, and b) achievement of project outcomes? How convincing is the discussion of attribution and contribution, as well as the constraints to attributing effects to the intervention. The effects of the intervention on differentiated groups, including those with specific needs due to gender, vulnerability or marginalisation, should be discussed explicitly.	Final report: Good discussion, supported by Annex I on Country Studies and Status Reports	6
(ii) Likelihood of Impact: How well does the report present an integrated analysis, guided by the causal pathways represented by the TOC, of all evidence relating to likelihood of impact? How well are change processes explained and the roles of key actors, as well as drivers and assumptions, explicitly discussed?	Final report: Good discussion, including consideration of contributing conditions (assumptions and drivers)	6

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

	UNEP Evaluation Office Comments	Final Report Rating
Any unintended negative effects of the project should be discussed under Effectiveness, especially negative effects on disadvantaged groups.		
E. Financial Management This section should contain an integrated analysis of all dimensions evaluated under financial management and include a completed 'financial management' table. Consider how well the report addresses the following: • *Adherence* to UNEP's financial policies and procedures • *completeness* of financial information, including the actual project costs (total and per activity) and actual co-financing used • *communication* between financial and project management staff 198.	Final report: Concise and complete	6
F. Efficiency To what extent, and how well, does the report present a well-reasoned, complete and evidence-based assessment of efficiency under the primary categories of cost-effectiveness and timeliness including: • Implications of delays and no cost extensions • Time-saving measures put in place to maximise results within the secured budget and agreed project timeframe • Discussion of making use during project implementation of/building on pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects etc. • The extent to which the management of the project minimised UNEP's environmental footprint.	Final report: Detailed discussion	6
G. Monitoring and Reporting How well does the report assess: • Monitoring design and budgeting *(including SMART results with measurable indicators, resources for MTE/R etc.)* • Monitoring of project implementation *(including use of monitoring data for adaptive management)* • Project reporting *(e.g. PIMS and donor reports)*	Final report: Detailed discussion	6
H. Sustainability	Final report: Complete and detailed discussion	6

	UNEP Evaluation Office Comments	Final Report Rating
How well does the evaluation identify and assess the key conditions or factors that are likely to undermine or contribute to the persistence of achieved project outcomes including: • Socio-political Sustainability • Financial Sustainability • Institutional Sustainability		
I. Factors Affecting Performance These factors are <u>not</u> discussed in stand-alone sections but are **integrated in criteria A-H as appropriate**. Note that these are described in the Evaluation Criteria Ratings Matrix. To what extent, and how well, does the evaluation report cover the following cross-cutting themes: • Preparation and readiness • Quality of project management and supervision[28] • Stakeholder participation and co-operation • Responsiveness to human rights and gender equity • Environmental and social safeguards • Country ownership and driven-ness • Communication and public awareness	Final report: Discussed throughout the report and summarised in ratings table. Note that this project has positive examples of being gender responsive in the project implementation.	6
VI. Conclusions and Recommendations **i. Quality of the conclusions:** The key strategic questions should be clearly and succinctly addressed within the conclusions section. It is expected that the conclusions will highlight the main strengths and weaknesses of the project and connect them in a compelling story line. Human rights and gender dimensions of the intervention (e.g. how these dimensions were considered, addressed or impacted on) should be discussed explicitly. Conclusions, as well as lessons and recommendations, should be consistent with the evidence presented in the main body of the report.	Final report: Concise and complete.	6
ii) Quality and utility of the lessons: Both positive and negative lessons are expected and duplication with recommendations should be avoided. Based on explicit evaluation findings, lessons should be rooted in real project experiences or derived from problems encountered and mistakes made that should be avoided in the future. Lessons must have the potential for wider application and use and should briefly describe the context from which they are derived and those contexts in which they may be	Final report: Clear and useful	6

[28] In some cases 'project management and supervision' will refer to the supervision and guidance provided by UNEP to implementing partners and national governments while in others, specifically for GEF funded projects, it will refer to the project management performance of the executing agency and the technical backstopping provided by UNEP.

	UNEP Evaluation Office Comments	Final Report Rating
useful.		
iii) Quality and utility of the recommendations: To what extent are the recommendations proposals for specific action to be taken by identified people/position-holders to resolve concrete problems affecting the project or the sustainability of its results? They should be feasible to implement within the timeframe and resources available (including local capacities) and specific in terms of who would do what and when. At least one recommendation relating to strengthening the human rights and gender dimensions of UNEP interventions, should be given. Recommendations should represent a measurable performance target in order that the Evaluation Office can monitor and assess compliance with the recommendations.	Final report: Clear and useful. Evaluation Office acknowledges that several recommendations cannot be driven forwards at project level and that institutional leads have been identified.	6
VII. Report Structure and Presentation Quality		
i) Structure and completeness of the report: To what extent does the report follow the Evaluation Office guidelines? Are all requested Annexes included and complete?	Final report: Follows guidelines	6
ii) **Quality of writing and formatting:** Consider whether the report is well written (clear English language and grammar) with language that is adequate in quality and tone for an official document? Do visual aids, such as maps and graphs convey key information? Does the report follow Evaluation Office formatting guidelines?	Final report: Well written and neatly set out.	6
OVERALL REPORT QUALITY RATING		**6** **(Highly Satisfactory)**

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. The overall quality of the evaluation report is calculated by taking the mean score of all rated quality criteria.

At the end of the evaluation, compliance of the evaluation process against the agreed standard procedures is assessed, based on the table below. *All questions with negative compliance must be explained further in the table below.*

Evaluation Process Quality Criteria	Compliance	
	Yes	No
Independence:		
1. Were the Terms of Reference drafted and finalised by the Evaluation Office?	Y	
2. Were possible conflicts of interest of proposed Evaluation Consultant(s) appraised and addressed in the final selection?	Y	
3. Was the final selection of the Evaluation Consultant(s) made by the Evaluation Office?	Y	
4. Was the evaluator contracted directly by the Evaluation Office?	Y	
5. Was the Evaluation Consultant given direct access to identified external stakeholders in order to adequately present and discuss the findings, as appropriate?	Y	
6. Did the Evaluation Consultant raise any concerns about being unable to work freely and without interference or undue pressure from project staff or the Evaluation Office?		N
7. If Yes to Q6: Were these concerns resolved to the mutual satisfaction of both the Evaluation Consultant and the Evaluation Manager?	N/A	
Financial Management:		
8. Was the evaluation budget approved at project design available for the evaluation?	Y	
9. Was the final evaluation budget agreed and approved by the Evaluation Office?	Y	
10. Were the agreed evaluation funds readily available to support the payment of the evaluation contract throughout the payment process?	Y	
Timeliness:		
11. If a Terminal Evaluation: Was the evaluation initiated within the period of six months before or after project operational completion? Or, if a Mid Term Evaluation: Was the evaluation initiated within a six-month period prior to the project's mid-point?	Y	
12. Were all deadlines set in the Terms of Reference respected, as far as unforeseen circumstances allowed?	Y	
13. Was the inception report delivered and reviewed/approved prior to commencing any travel?	Y	
Project's engagement and support:		
14. Did the project team, Sub-Programme Coordinator and identified project stakeholders provide comments on the evaluation Terms of Reference?	Y	
15. Did the project make available all required/requested documents?	Y	

16. Did the project make all financial information (and audit reports if applicable) available in a timely manner and to an acceptable level of completeness?	**Y**	
17. Was adequate support provided by the project to the evaluator(s) in planning and conducting evaluation missions?	**Y**	
18. Was close communication between the Evaluation Consultant, Evaluation Office and project team maintained throughout the evaluation?	**Y**	
19. Were evaluation findings, lessons and recommendations adequately discussed with the project team for ownership to be established?	**Y**	
20. Did the project team, Sub-Programme Coordinator and any identified project stakeholders provide comments on the draft evaluation report?	**Y**	
Quality assurance:		
21. Were the evaluation Terms of Reference, including the key evaluation questions, peer-reviewed?	**Y**	
22. Was the TOC in the inception report peer-reviewed?	**Y**	
23. Was the quality of the draft/cleared report checked by the Evaluation Manager and Peer Reviewer prior to dissemination to stakeholders for comments?	**Y**	
24. Did the Evaluation Office complete an assessment of the quality of both the draft and final reports?	**Y**	
Transparency:		
25. Was the draft evaluation report sent directly by the Evaluation Consultant to the Evaluation Office?	**Y**	
26. Did the Evaluation Manager disseminate (or authorize dissemination) of the cleared draft report to the project team, Sub-Programme Coordinator and other key internal personnel (including the Reference Group where appropriate) to solicit formal comments?	**Y**	
27. Did the Evaluation Manager disseminate (or authorize dissemination) appropriate drafts of the report to identified external stakeholders, including key partners and funders, to solicit formal comments?	**Y**	
28. Were all stakeholder comments to the draft evaluation report sent directly to the Evaluation Office	**Y**	
29. Did the Evaluation Consultant(s) respond adequately to all factual corrections and comments?	**Y**	
30. Did the Evaluation Office share substantive comments and Evaluation Consultant responses with those who commented, as appropriate?	**Y**	

Provide comments / explanations / mitigating circumstances below for any non-compliant process issues.

Process Criterion Number	**Evaluation Office Comments**