



United Nations Environment Programme

**Terminal Evaluation of the UNDP-UNEP GEF Project:
Combating Living Resources Depletion and Coastal Area
Degradation in the Guinea Current LME through
Ecosystem-based Regional Actions (GCLME)**

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Acronyms and Abbreviations

ACP	Africa, Caribbean and Pacific
BCLME	Benguela Current Large Marine Ecosystem
BDCP	Bioresources Development and Conservation Programme (Nigeria)
BEP/BAT	Best environmental practices/best available technologies
CEDED	<i>Centre pour l'Environnement et le Développement en Afrique</i> (Benin)
COP	Conference of Parties
COREP	Regional Fisheries Committee for the Gulf of Guinea
CYNDYNIQUE	<i>Centre Régional Pour la Prévention des Risques</i> , Gabon
DEPI	Division of Environmental Policy Implementation (UNEP)
DGEF	Division for GEF Coordination (UNEP)
EA	Executing Agency
EAF	Ecosystem approach to fisheries ('EAF-Nansen' Project)
EIS	Environmental Information System
ELI	Environmental Law Institute
ENVIREP	Environment and Resource Protection in Cameroon
EQO	Environmental Quality Objective
ERM	Environmental Resources Management
ESI	Environmental status indicator
FAO	Food and Agriculture Organization of the United Nations
FMO	Fund Management Officer (UNEP)
GCC	Guinea Current Commission
GCLME	Guinea Current Large Marine Ecosystem
GEF	Global Environment Facility
GOG-LME	Gulf of Guinea Large Marine Ecosystem
IA	Implementing Agency
ICARM	Integrated Coastal Area and River Basin Management
ICS-UNIDO	International Centre for Science and High Technology (UNIDO)
ICZM	Integrated Coastal Zone Management
IGCC	Interim Guinea Current Commission
IMC	Inter-Ministerial Committee
IMO	International Maritime Organization
IOS	Office of Internal Oversight Services (UNIDO)
IPIECA	International Petroleum Industry Environmental Conservation Association, now known as 'The global oil and gas industry association for environmental and social issues'
IW:LEARN	International Waters Learning, Exchange and Resource Network Programme
LBA	Land-Based Activities
LCGP	Low carbon growth pathway
LME	Large Marine Ecosystem
LOA	Letter of Agreement
LDC	Least developed country
LMR	Living marine resources
M&E	Monitoring and Evaluation
MEST	Ministry of Environment, Science and Technology (Ghana)
MOU	Memorandum of Understanding
MPA	Marine Protected Areas
MPPI	Major Perceived Problems and Issues (TDA)
NAP	National Action Plan
NEPAD	The New Partnership for Africa's Development
NGO	Non-governmental Organization
NPA/LBA	National Programme of Action/Land-Based Activities
NOAA	National Oceanic and Atmospheric Administration (USA)
OP	Operational Program
OVI	Objectively verifiable indicator
PADH	Physical Alterations and Destruction of Habitat
PDF	Project Development Facility
PENaf	Ports Environmental Network - Africa
PI	Process indicator
PIR	Project Implementation Report

PPER	Project Performance and Evaluation Review
PSC	Project Steering Committee
RAC	Regional Activity Centre
RCU	Regional Coordination Unit
RFB	Regional fisheries body
ROtI	Review of Outcomes to Impact
RTA	Regional Technical Advisor (UNDP)
SAP	Strategic Action Programme
SOOP	Ship of Opportunity
SRFC	Sub-Regional Fisheries Commission
SRI	Stress reduction indicators
TDA	Transboundary Diagnostic Analysis
TM	Task manager (UNEP)
TOR	Terms of reference
TPR	Tri-Partite Review
UGL	University of Ghana, Legon
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNIDO	United Nations Industrial Development Organization
UNILAG	University of Lagos, Akoka, Nigeria
WSSD	World Summit on Sustainable Development

Project Identification Table

GEF project ID:	1188	UNDP Project ID:	PIMS 858
		UNEP IMIS number:	GFL-2328-2731-4809
Focal Area(s):	International Waters	GEF OP #:	9
GEF Strategic Priority/Objective:	IW 1 & 2 (GEF 3)	GEF approval date:	20 August 2004
Approval date:	26 October 2004	First Disbursement:	10 November 2004
Actual start date:	January 2005	Planned duration:	60 months
Intended completion date:	30 June 2009	Actual completion date:	30 June 2012
Project Type:	Full Size Project (FSP)	GEF Allocation:	UNDP: US\$ 11,712,705 UNEP: US\$ 9,099,699
PDF GEF cost:	US\$ 637,780	PDF co-financing:	US\$ 712,000
Expected Co-financing:	US\$ 33,971,442	Expected Cost:	US\$ 55,420,476
Mid-term Evaluation actual date:	March 2009	Terminal Evaluation actual date:	May 2012
No. of revisions:	UNDP: 3 UNEP: 5	Date of last Revision:	May 2011 (UNEP)
Number of Steering Committee meetings:	9	Date of last Steering Committee meeting:	May 2012
Disbursement as of 31 Dec 2011 (UNDP):	US\$ 11,419,385 (98%)	Disbursement as of 31 Oct 2011 (UNEP):	US\$ 8,625,842 (95%)
Total co-financing reported as of 29 Feb 2012:	US\$ 9,997,000	Leveraged financing:	US\$ 2,000,000 ²
Total Project Cost	US\$ 31,446 million		

¹ This figure excludes associated funding. The amount is considered to have been significantly underreported.

² This figure is part of the co-finance total but reflects that co-financing from two countries and from UNEP exceeded their pledges. It is considered to be underreported.

Executive Summary

1. The overall development objective of the full size project, Combating Living Resources Depletion and Coastal Area Degradation in the Guinea Current Large Marine Ecosystem (GCLME) through Ecosystem-based Regional Actions, was to create an ecosystem-wide assessment and management framework for sustainable use of living and non-living resources in the GCLME to: i) recover depleted fish stocks; ii) restore degraded habitat; and iii) reduce land and ship-based pollution in the GCLME. The project built on and extended the experience of the six-country Gulf of Guinea Large Marine Ecosystem Project.
2. The Implementing Agencies for the project were i) UNEP, initially through its Division for GEF Coordination (DGEF) and later through its Division of Environmental Policy Implementation (DEPI) and ii) UNDP through its Water and Ocean Governance Programme. The Executing Agency was UNIDO, which established a small regional coordination unit (RCU) in Accra and provided additional support through a Project Manager based in its Water Management Unit in Vienna. The main partners of the project were the 16 littoral countries of the GCLME represented by agencies responsible for environment and/or fisheries. The project was hosted by the Government of Ghana. Key technical partners were the International Maritime Organization (IMO), Food and Agriculture Organization of the United Nations (FAO), and Abidjan Convention Secretariat.
3. GEF financing for the project was provided through two grants: i) US\$ 11,712,705 (56.3% of the total) to UNDP that was to be the lead implementing agency for the project, and ii) US\$ 9,099,699 (43.7%) to UNEP. Pledged co-financing was US\$ 33,971,442 or 61.3% of the expected total project cost of US\$ 55,420,476. Reported co-finance totalled US\$ 9.997 or 29 per cent of the pledged amount bringing the total cost of the project to US\$ 31.446 million.
4. The project was intended to be implemented over five years. It was extended four times, with the final extension to June 2012 leading to an operational phase of seven and a half years. The project was suspended between 2007 and 2008 as a result of irregularities.
5. The key questions for this evaluation concerned i) the extent to which the project has been successful in supporting GCLME countries to undertake strategic planning for concrete actions to develop sustainable fisheries, restore habitats and improve water quality in the GCLME and achieve expected impacts in these areas; ii) the extent to which it has created an enabling environment through broad stakeholder participation and creation of a sustainable institutional structure; and iii) whether there are any lessons to be learned from this project with regard to the design and implementation of future initiatives. This evaluation has not looked specifically at the nature and causes of irregularities that led to the project being suspended since these were thoroughly investigated by UNIDO IOS and appropriate follow up actions were taken.

Findings and Conclusions

6. The GCLME project was first and foremost a foundational project designed to produce a strategic action programme (SAP) for management of the GCLME and to contribute to the creation of enabling conditions for its implementation through capacity building and development of a Guinea Current Commission. The project also set out to implement demonstration and priority activities in the areas of fisheries, habitats and pollution, including through implementation of six national and three regional demonstration projects.
7. With five components, 37 outputs and over 100, the GCLME project was a substantial undertaking. Important milestones during the life of the project have been the completion of a transboundary diagnostic analysis (TDA), development and endorsement of the SAP, creation of the Interim Guinea Current Commission (IGCC) and the decision to create a permanent Guinea Current Commission (GCC) through a protocol to the Abidjan Convention. Fifteen countries developed national action plans (NAPs) and six national demonstration projects were completed with results disseminated. The project invested substantially in individual capacity building with over 80 workshops. Together these represent important foundational steps towards the project development goal, to create an ecosystem-wide assessment and management framework for sustainable use of living and non-living resources in the GCLME.

8. Delivery and outcomes in the areas of fisheries and living resources, biodiversity and habitats, and water quality fell short of those anticipated in the project document. Key outputs in this area – reflecting strong partnerships with UNEP GPA, FAO, IMO and the Abidjan Convention – include development of regional fisheries management plans, national plans of action on land based sources of marine pollution (NPAs-LBS), adoption of the Protocol Concerning Cooperation in the Protection of the Marine and Coastal Environment from Land-Based Sources and Activities, and adoption of the amended regional Protocol Concerning Cooperation in Combating Pollution in Cases of Emergency in the Western and Central African Region and a related Regional Contingency Plan.
9. The project established five regional activity centres (RACs), three of which came to be associated with the regional demonstration projects on productivity, environmental information management and fisheries). However the project lacked the resources to finance and supervise the RACs and only the productivity centre was able to fulfil its mandate of providing a proactive region-wide service to the GCLME countries.
10. Challenges affecting performance that are taken up in the lessons and recommendations include the project suspension which led to a loss of continuity and institutional memory as well as loss of confidence amongst partners; insufficient staffing of the RCU; insufficient appropriation of the project at national level, including as a result of lack of empowerment of national structures and low visibility of the project; and limited mobilisation of co-finance.
11. The overall rating for this project based on the evaluation findings is **Moderately Unsatisfactory/Moderately satisfactory**. The ratings in [Table 1](#) reflect consideration of the full set of issues affecting or characterising project performance and impact that are discussed in Part II of the report. The full summary comments in Part III highlight aspects of the assessment that best illustrate the rationale for the rating given.

Table 1. Summary of Ratings based on Performance Criteria

Criterion	Rating
A. Attainment of project objectives and results (See A)	Moderately Unsatisfactory
1. Effectiveness	Moderately Unsatisfactory
2. Relevance	Satisfactory
3. Efficiency	Moderately Unsatisfactory
B. Sustainability of project outcomes (See B1)	Moderately Likely
1. Financial	Moderately Likely
2. Socio-political	Moderately Likely
3. Institutional framework	Moderately Likely
4. Environmental	Likely
C. Catalytic role (See B2)	Satisfactory
D. Stakeholders involvement(See C3)	Moderately Satisfactory
E. Country ownership / drivenness (See C4)	Moderately Satisfactory
F. Achievement of outputs and activities (See A)	Moderately Satisfactory
G. Preparation and readiness (See C1)	Moderately Unsatisfactory
H. Implementation approach (See C2)	Moderately Satisfactory
I. Financial planning and management (See C5)	Moderately Unsatisfactory
J. Monitoring and Evaluation (See C7)	Moderately Unsatisfactory
1. M&E Design	Moderately Satisfactory
2. M&E Plan Implementation	Moderately Unsatisfactory
3. Budgeting and funding for M&E activities	Moderately Satisfactory
K. UNEP Supervision and backstopping (See C6)	Moderately Satisfactory

Lessons

12. The lessons summarised in [Part III](#) of the report relate to some of the key constraints experienced during this project and that may be of relevance to other regional and international waters projects in the expanding GEF portfolio.

RCU Staffing

13. The RCU was not staffed to the level anticipated in the UNDP and UNEP Project Documents. The shortfall in technical staffing is associated with shortfalls in delivery on components 2, 3 and 4 of the project, including in supervision of and support to the RACs, and to a lesser extent in communications. While engagement of technical partners provided important expertise in these areas, it is likely that additional technical support in these areas would have ensured greater continuity and follow through at national level, and overcome the rather fragmented delivery in some parts of the project.
14. A general lesson related to RCU capacity is to ensure sufficient resources are allocated to ensure stable strategic and regional level technical support for planning, pilot implementation activities and development of national policy in specific thematic areas, alongside the more general support for foundational activities

Dual role of the Regional Coordination Unit /Interim Guinea Current Commission Secretariat

15. The assignment of the RCU as Secretariat for the IGCC in 2006 was envisaged in the Project Documents and had the potential to save funds and provide a long term vehicle for sustainability of project results. In retrospect the approach can be seen to have engendered difficulties in a number of areas. The dual role created confusion in terms of accountability and generated a false sense of security in terms of financial support for the (I)GCC. The structure made the RCU a champion for the future GCC but made it inherently difficult for it to play an impartial facilitation role. In addition the IGCC Secretariat was unable to deliver on requests of the Ministers that fell outside the immediate scope of the project.
16. The nature of the relationship between regional GEF projects and the regional institutional mechanisms that they help to create and establish can be expected to differ on a case by case basis. However, the lesson from this project of relevance to GEF International Waters and other regional projects is to ensure a clear independence between a GEF project and the institutional mechanism from the outset of planning for such a mechanism, while ensuring that the RCU, EA and IA(s) continue to provide an appropriate supporting role.

Mobilisation of Co-finance

17. The total reported co-finance comes to just US\$ 9.0 million, or 26 per cent of the amount pledged, with much of the deficit accounted for by the GCLME countries. The shortfall reflects both a failure to mobilise pledged funds but also the limited reporting of cash and in kind support by project partners.
18. Reasons for failure to mobilise co-finance evoked during country visits and in the questionnaire responses included lack of visibility of the project at national and ministerial level and lack of direct funding from the project to leverage co-finance. The problems associated with mobilising co-finance in this project will not necessarily recur in future GEF projects in view of the revised approach to co-finance in the GEF-5. However general lessons for all GEF projects can be drawn in terms of the need i) to maintain a dialogue with GEF focal points and future partners regarding programming of cofinance and ii) to systematically track contributions so that any issues can be identified at an early stage.

Communications Related to Project Suspension

19. Repercussion of the suspension included loss of time, loss of institutional memory and loss of momentum, in part associated with the uncertainty and loss of confidence amongst the GCLME countries as to whether and in what form the project would continue. A straightforward lesson for any GEF projects experiencing suspension or other discontinuities in activities is to ensure regular communication is maintained with project stakeholders, even if it is not possible to provide definite information regarding the prospects for project continuation.

Recommendations

20. The following recommendations are anchored in the main findings of the evaluation and are more fully developed in the report conclusions (Part III). The nature of the recommendations reflects the high level of support of the GCLME countries as well as FAO, UNDP, UNEP and UNIDO for a follow on GCLME SAP implementation project.

Project Closure and Interim IGCC Secretariat

21. The GCLME project is scheduled to close on 30 June 2012, after which the project manager in UNIDO will support administrative closure of the project including through reconciliation of outstanding contracts and un-liquidated obligations.
22. This evaluation supports the recommendation made at the third Ministerial meeting to allow any un-liquidated obligations to be used to support a skeleton staff at the IGCC Secretariat to finalise outstanding technical tasks from the GCLME project and contribute to further project development. The timeframe for this recommendation is approximately six months, to be implemented by UNIDO with the support of UNDP and UNEP as Implementing Agencies.

Empowering National Level Implementation

23. Despite strong political support for the GCLME project and creation of a the GCC, the evaluation has identified country drivenness and ownership as a weakness in this project, associated with lack of empowerment of national structures, and low visibility of the project in countries without a demonstration project or RAC. The Inter-Ministerial Committees (IMCs) played an active role in development and endorsement of the NPAs-LBS and NAPs but met only infrequently and experienced difficulty in maintaining consistent representation. As a result they have not played the mainstreaming role that would be required for an implementation project and opportunities to build linkages with other initiatives have been missed.
24. A challenge for a future implementation project will be to foster establishment of more robust institutional arrangements for cross-sectoral coordination to address LME issues at the national level. IMCs or equivalent structures will need to be task-oriented, with a broad-based composition and more consistency in participation, in order to ensure that they are able to influence policy, practice and investment across a wide range of sectors and amongst relevant actors including NGOs and the private sector.
25. It is recommended that the design team for the future SAP implementation project consult with countries on how best to establish effective long-term national coordination mechanisms building on existing examples and models, and allocate resources and technical support at national and regional level to empower these bodies to influence policy, practice and investment. The timeframe for this recommendation is approximately 18 months, corresponding to the project development phase, and the recommendation is to be implemented under the oversight of the proposed implementing agencies.

Regional Activity Centres

26. The GCLME SAP includes a recommendation to the IGCC that six Centres of Excellence or Activity Centres, addressing marine productivity, fisheries, environmental information management, pollution, risk, and oil spill contingency and emergency response, should play a major role in implementation of the SAP. However the weak performance of RACs during the existing GCLME project together with concerns raised by informants during this evaluation about the practicalities of having regional facilities, especially laboratory facilities, in a large multilingual region, indicates that the future role of RACs should be given further consideration. Lessons from the existing centres include the need to provide cost-effective and cost-recoverable services in order to ensure services can be sustained, and point to the advantages of having such centres based in established host institutions that will themselves benefit from and support the work of the centres.
27. It is recommended that the design team for the SAP implementation project undertake a further appraisal of scientific and technical information and services needed to effectively implement the SAP and consult with countries on their preferred options. The timeframe is approximately 18 months, to be implemented under the oversight of the proposed implementing agencies.

Evaluation finale du projet PNUD-PNUE-FEM visant à lutter contre l'épuisement des ressources biologiques et la dégradation des zones côtières dans le Grand Ecosystème Marin du Courant de Guinée grâce à des actions régionales ciblées

Résumé exécutif

28. L'objectif de développement général du « Projet visant à lutter contre l'épuisement des ressources biologiques et la dégradation de zones côtières dans le Grand écosystème marin du Courant de Guinée grâce à des actions régionales ciblées » était de créer un cadre pour l'évaluation et la gestion à l'échelle de l'écosystème afin d'assurer l'utilisation durable des ressources biologiques et non biologiques dans le Grand écosystème marin du courant de Guinée en vue de : i) reconstituer les stocks de poissons appauvris; ii) restaurer les habitats dégradés; et iii) réduire la pollution due aux activités terrestres et la pollution causée par les navires dans le Grand écosystème marin du Courant de Guinée. Le projet fait fond sur l'expérience acquise par les six pays couverts par le projet et l'élargit.
29. Les organismes d'exécution du projet étaient : i) le PNUE, initialement par l'intermédiaire de sa Division de la coordination avec le Fonds pour l'environnement mondial (DGEF) et, par la suite, sa Division de la mise en œuvre des politiques environnementales (DEPI), et ii) le PNUD, dans le cadre de son programme pour la gouvernance de l'eau et des océans. L'organisme chargé de l'exécution était l'Organisation des Nations Unies pour le développement industriel (ONUDI), qui a créé une petite unité de coordination régionale à Accra et fourni un appui supplémentaire par l'intermédiaire du responsable de projet au sein de son groupe de la gestion de l'eau situé à Vienne. Les principaux partenaires du projet étaient les 16 pays côtiers du grand écosystème marin représentés par leurs services chargés de l'environnement et/ou de la pêche. Le projet était organisé sous l'égide du Gouvernement ghanéen. Les principaux partenaires techniques étaient l'Organisation maritime internationale (OMI), l'Organisation des Nations Unies pour l'alimentation et l'agriculture (FAO) et le secrétariat de la Convention d'Abidjan.
30. Le financement du FEM au titre du projet a été octroyé en deux subventions : i) 11 712 705 dollars (56,3 % du total) alloués au PNUD, organisme d'exécution chef de file du projet, et ii) 9 099 699 dollars (43,7 %) alloués au PNUE. Les annonces de contributions au titre du cofinancement s'élevaient à 33 971 442 dollars, soit 61,3 % du coût total escompté du projet de l'ordre de 55 420 476 dollars. Le montant du cofinancement réel signalé s'élevait au total à 9,997 dollars, soit 29 % du montant annoncé, ce qui portait le coût total du projet à 31,446 millions de dollars.
31. Il était prévu que la mise en œuvre du projet se déroule sur une période de cinq ans. Elle a été prolongée à quatre reprises, la dernière prolongation à juin 2012 débouchant sur une phase opérationnelle portant sur sept années et demie. Le projet a été suspendu entre 2007 et 2008 suite à des irrégularités de gestion administratives et financières observées.
32. Les principales questions soulevées par cette évaluation ont été i) dans quelle mesure le projet avait contribué à aider les pays du Grand écosystème marin du Courant de Guinée à entreprendre une planification stratégique des mesures concrètes requises pour promouvoir une pêche durable, restaurer les habitats et améliorer la qualité de l'eau dans l'écosystème et obtenir les impacts escomptés dans ces domaines; ii) dans quelle mesure il avait favorisé la création d'un environnement propice grâce à une vaste participation des parties prenantes et à l'établissement d'une structure institutionnelle durable; et iii) quelles leçons pouvaient éventuellement être tirées de ce projet pour ce qui est de la conception et de la mise en œuvre d'initiatives futures. L'évaluation n'a pas spécifiquement porté sur la nature et les causes des irrégularités qui avaient conduit à la suspension du projet puisqu'elles avaient fait l'objet d'une enquête approfondie des Services de contrôle interne de l'ONUDI et des mesures de suivi judicieuses avaient été prises.

Conclusions

33. Le projet relatif au Grand écosystème marin du Courant de Guinée était d'abord et avant tout un projet visant à élaborer un programme d'action stratégique pour la gestion du Grand écosystème marin du Courant de Guinée et à mettre en place les conditions favorables à sa mise en œuvre par le renforcement des capacités et la création d'une Commission du Courant de Guinée. Il devait également permettre de mettre en œuvre des activités de démonstration et activités prioritaires dans les secteurs de la pêche, des habitats et de la pollution, en menant notamment à bien six projets nationaux et trois projets régionaux de démonstration.
34. Le projet, qui comprend 5 composantes, 37 produits et plus de 100 activités, était une entreprise ambitieuse. La réalisation d'une Analyse diagnostique transfrontière, l'élaboration et l'approbation du Programme d'action stratégique, la création d'une Commission intérimaire du Courant de Guinée (CICG) et la décision de mettre en place une Commission permanente du Courant de Guinée en instituant un protocole à la Convention d'Abidjan sont autant d'étapes importantes qui ont jalonné son exécution. Quinze pays ont élaboré des plans d'action nationaux et six projets de démonstration nationaux ont été menés à bien, et leurs résultats diffusés. Le projet avait principalement fait porter l'accent sur le renforcement des capacités individuelles suscité à travers l'organisation de plus de 80 ateliers qui, à eux tous, posent des jalons importants pour la réalisation de l'objectif de développement du projet, à savoir entreprendre une évaluation de l'écosystème et établir un cadre de gestion pour l'utilisation durable des ressources biologiques et non biologiques dans le Grand écosystème marin du Courant de Guinée.
35. La mise en œuvre et les résultats obtenus dans les domaines de la pêche et des ressources biologiques, de la biodiversité et des habitats, ainsi que de la qualité de l'eau ont été en deçà de ceux prévus dans le Document de Projet. Les principales réalisations dans ce domaine – qui sont le fruit de partenariats étroits entre le Programme d'action mondial du PNUE, la FAO, l'OMI et la Convention d'Abidjan – incluent l'élaboration de plans régionaux de gestion des pêches, de plans d'action nationaux pour lutter contre les sources terrestres de pollution marine, l'adoption du Protocole relatif à la coopération en matière de protection du milieu marin et côtier contre la pollution due aux sources et activités terrestres et l'adoption du Protocole régional amendé relatif à la coopération en matière de lutte contre la pollution en cas d'urgence dans la région de l'Afrique occidentale et centrale, ainsi que d'un Plan régional d'urgence connexe.
36. Le projet a permis de créer cinq centres d'activités régionaux, dont trois associés aux projets régionaux de démonstration sur la productivité, la gestion des informations sur l'environnement et les pêches. Toutefois, les ressources dégagées dans le cadre du projet ont été insuffisantes pour financer et superviser les centres d'activités régionaux et seul le centre sur la productivité a été en mesure de s'acquitter du mandat qui lui était dévolu, à savoir fournir des services dynamiques à l'échelle de la région aux pays du Grand écosystème marin du Courant de Guinée.
37. Au nombre des problèmes entravant la performance qui sont évoqués dans les leçons et les recommandations figurent notamment la suspension du projet qui a entraîné une perte de la continuité et de la mémoire institutionnelle ainsi qu'une perte de confiance entre les partenaires, l'insuffisance des effectifs de l'Unité de coordination régionale, le manque d'appropriation du projet au niveau national, du fait notamment de l'absence d'autonomisation des structures nationales et du faible niveau de visibilité du projet, et la faible mobilisation du cofinancement.
38. Les notations figurant au tableau ES1 tiennent compte de tout l'éventail des problèmes qui entravent ou caractérisent la performance et l'impact des projets abordés dans la deuxième partie du rapport principal. Toutes les observations sommaires présentées dans la troisième partie mettent en exergue les aspects de l'évaluation qui justifient le mieux les notations attribuées.

Tableau ES1. Tableau récapitulatif des notations établies sur la base des critères de performance décrits dans la deuxième partie du rapport

Critère	Évaluation sommaire	notation
A. Réalisation des objectifs du projet et résultats obtenus (Voir A)	<i>La notation générale pour ce critère se fonde sur la notation en matière d'efficacité¹</i>	MI
1. Efficacité	Des progrès limités ont été faits dans l'établissement d'un cadre juridique et institutionnel pour la gestion du Grand écosystème marin du Courant de Guinée, au regard des objectifs escomptés aux niveaux régional et national.	MI
2. Pertinence	Le projet présente un intérêt pour les questions qui se posent aux niveaux régional et national et concourt à la mise en œuvre des stratégies du PNUD et du PNUE identifiées dans les documents de projet et de la priorité stratégique du FEM IW-2.	S
3. Efficience	La notation prend en compte la perte de temps et de dynamique entraînées par la suspension du projet ainsi que les lacunes observées en matière de responsabilité fiscale au début de l'exécution du projet.	MI
B. Durabilité des résultats du projet (Voir B1)	<i>La notation générale établie sur ce critère se fonde sur la notation la plus faible concernant ce critère.</i>	MP
1. Au niveau socio-politique	L'initiative concernant le Grand écosystème marin du Courant de Guinée s'est avérée résiliente au changement socio-politique ou à l'instabilité dans la région.	MP
2. Au niveau financier	La poursuite de l'initiative dépendra de la poursuite du financement du FEM; la notation prend en compte l'appui fourni par plusieurs organismes d'exécution du FEM.	MP
3. Au niveau du cadre institutionnel	Les pays du grand écosystème marin du Courant de Guinée demeurent foncièrement attachés à l'établissement d'un cadre institutionnel et ont convenu de créer une Commission du Courant de Guinée par l'institution d'un Protocole à la Convention d'Abidjan.	MP
4. Au niveau de l'environnement	Il n'existe aucune menace spécifique pour l'environnement remettant en cause l'approche actuelle de gestion, mais elle devra être élargie pour aborder un nombre croissant de questions aux niveaux national et régional.	P
C. Rôle catalyseur (Voir B2)	Le projet peut jouer un rôle catalyseur, des efforts visant à le transposer ont été faits dans le cadre des projets de démonstration et les bases d'un développement futur ont été jetées par l'approbation au niveau régional du Programme d'action stratégique et les engagements politiques souscrits en rapport avec le Grand écosystème marin du Courant de Guinée.	S
D. Implication des parties prenantes (Voir C3)	La notation prend en compte les efforts judicieux déployés pour faire connaître le projet auprès d'un public averti, mais certaines lacunes ont été observées au niveau de la participation des parties prenantes aux niveaux régional et	MS

¹ La notation générale dans cette catégorie ne peut dépasser celles attribuées dans les notations prévues pour la pertinence ou pour l'efficacité.

Critère	Évaluation sommaire	notation
	national. Une plus grande association des parties prenantes dans les secteurs public et privé sera déterminante pour la mise en œuvre du Programme d'action stratégique, ce qui nécessitera d'adopter une approche radicalement différente en matière de coordination au niveau national. Des efforts beaucoup plus considérables en matière de renforcement des capacités et des engagements financiers plus substantiels seront requis des pays pour soutenir la participation des parties prenantes.	
E. Appropriation/impulsion par les pays (Voir C4)	La notation reflète l'équilibre entre le solide appui politique au niveau régional en faveur du projet et le Programme d'action stratégique, mais l'appropriation du projet au niveau national est faible.	MS
F. Réalisation des produits et des activités (Voir A)	Le projet est pour une large part exécuté à travers toutes les cinq composantes mais des lacunes sont observées sur le plan de la qualité ou de l'originalité de certains produits et du point de vue des changements politiques au niveau national.	MS
G. Préparation (Voir C1)	La notation prend en compte les lacunes observées en matière de clarté et de faisabilité des résultats attendus du projet ainsi que le peu d'attention accordée à la définition des mécanismes propres à assurer la mise en œuvre du projet au niveau national.	MU
H. Approche en matière de mise en œuvre et gestion (Voir C2)	La notation prend en compte le profond redressement de la gestion depuis que des problèmes ont été identifiés en 2007 et reflète la satisfaction à l'égard de la gestion quotidienne exprimée par une majorité de partenaires régionaux et internationaux du Grand écosystème marin du Courant de Guinée.	MS
I. Planification et gestion financière (Voir C5)	Des irrégularités ont été observées dans la gestion financière avant la suspension du projet mais la situation a pu être redressée grâce à une application judicieuse des normes financières, en matière de sous-traitance et d'achats depuis que le projet a redémarré en janvier 2009. Le cofinancement n'a pas été à la hauteur des attentes et une faiblesse dans l'établissement des rapports financiers a également été observée durant toute la durée d'exécution du projet.	MI
J. Suivi et évaluation (Voir C7)	<i>La notation générale établie sur ce critère se fonde sur la notation concernant la mise en œuvre du suivi et de l'évaluation.</i>	MI
1. Conception du suivi et de l'évaluation	Le projet prévoyait des activités de supervision, l'établissement de rapports, l'élaboration de PI/SRI et ESI, et l'amélioration des informations de référence, une attention faible étant accordée aux rôles et aux responsabilités	MS
2. Mise en œuvre du Plan de suivi et d'évaluation	En dépit d'un suivi judicieux en matière de gestion s'agissant des tâches individuelles, il n'existe aucun système global de suivi reflétant les progrès accomplis aux niveaux des produits et des résultats. Il s'est avéré difficile pour les évaluateurs de broser un tableau complet et exact du déroulement du	MI

Critère	Évaluation sommaire	notation
	projet à partir de la documentation disponible.	
3. Budgétisation et financement des activités de suivi et d'évaluation	Des fonds ont été alloués au titre de la supervision, l'établissement de rapports, la réalisation d'une évaluation et l'amélioration des données de référence.	MS
K. Supervision et appui du PNUE et du PNUD (Voir C6)	La notation prend en compte le solide appui général fourni tout au long de l'exécution du projet mais des lacunes ont été observées en matière d'établissement de rapports, de transferts et de réactivité.	MS

Notations générales

HS = Hautement satisfaisant
S = Satisfaisant
MS = Modérément Satisfaisant
MI = Modérément insatisfaisant
I = Insatisfaisant
HI = Hautement insatisfaisant

Notations concernant les sous-critères de durabilité

HP = Hautement probable : cette dimension de la durabilité ne comporte aucun risque
P = Probable : cette dimension de la durabilité compte des risques mineurs
MP = Modérément probable : cette dimension de la durabilité comporte des risques modérés
MI = Modérément improbable : cette dimension de la durabilité comporte des risques importants
I = Improbable : cette dimension de la durabilité comporte de graves risques
HI = Hautement improbable : cette dimension de la durabilité comporte de très graves risques

Leçons tirées

39. La deuxième partie du rapport principal appelle l'attention sur un large éventail de questions associées à l'ampleur et la complexité du projet concernant le Grand écosystème marin du Courant de Guinée et sur sa suspension et les problèmes qui en ont découlés en 2007 et 2008. Les leçons esquissées ci-après se fondent sur les conclusions formulées plus haut et ont trait à certaines des principales entraves à l'exécution de ce projet intéressant d'autres projets relatifs aux eaux régionales et internationales relevant du portefeuille du FEM en expansion.

Moyens d'action de l'Unité de coordination régionale

40. L'Unité de coordination régionale n'était pas dotée du niveau des effectifs prévu dans les documents de projet du PNUD et du PNUF. Bien qu'il s'agisse, semble-t-il, d'un choix délibéré opéré au tout début de l'exécution du projet, les effectifs de base ont au cours des années ultérieures été comprimés par suite des pénuries budgétaires et des efforts rigoureux déployés afin de maintenir les dépenses afférentes à la gestion du projet en-dessous de 10 % des dépenses globales, conformément aux directives du FEM; les contrats à court terme proposés ont compromis le renouvellement du poste de responsable des pêches.
41. La pénurie du personnel technique est à rattacher à la faible mise en œuvre des composantes 2, 3 et 4 du projet, notamment s'agissant de la supervision des centres d'activités régionaux et de l'appui qui leur a été fourni et, dans une moindre mesure, de l'information. Bien que l'implication des partenaires techniques ait permis de disposer d'une expertise importante dans ces domaines, la fourniture d'un appui technique supplémentaire dans ces domaines aurait vraisemblablement contribué à assurer une continuité et un suivi plus grands au niveau national et à remédier à la mise en œuvre quelque peu parcellaire de certains volets du projet.
42. Une leçon générale reliée aux moyens d'action de l'Unité de coordination régionale est qu'il importe d'assurer des ressources financières suffisantes pour fournir un appui technique et stratégique stable au niveau régional pour la planification, les activités pilotes de mise en œuvre et l'élaboration d'une politique nationale dans des domaines thématiques spécifiques, ainsi qu'un appui plus général en faveur des activités de base. Les options offertes en matière de budgétisation englobent notamment une interprétation plus généreuse de la règle des 10 % dans le cadre des projets régionaux en faisant spécifiquement référence aux rôles techniques permettant d'améliorer la coordination et les économies d'échelle dans l'exécution du projet ou l'inclusion de postes régionaux clés dans les budgets alloués aux activités. S'agissant de cette dernière option, on y a notamment eu recours dans le cadre du projet WIO-Lab entrepris entre 2005 et 2010. Cette leçon est pertinente pour les projets relatifs aux eaux internationales financés par le FEM et éventuellement pour d'autres projets régionaux du FEM.

Rôle double de l'Unité de coordination régionale/secrétariat de la Commission intérimaire du Courant de Guinée

43. Le mandat assigné en 2006 à l'Unité de coordination régionale en tant que secrétariat de la Commission intérimaire du Courant de Guinée a été envisagé dans les documents de projet et offrait la possibilité d'économiser les ressources financières tout en constituant à long terme un moyen d'assurer la durabilité des résultats du projet. Avec le recul, cette approche semble avoir entraîné des problèmes dans un certain nombre de domaines. Ce rôle double a créé une confusion en matière de responsabilité et généré un faux sentiment de sécurité en ce qui concerne l'appui financier apporté à la Commission. L'Unité a ainsi soutenu l'établissement de la future Commission mais n'a pu que difficilement jouer un rôle impartial de facilitation. En outre, le secrétariat de la Commission n'a pas été en mesure de donner suite aux demandes émanant de Ministres ne relevant pas du champ d'application immédiat du projet.

44. La nature du lien entre les projets régionaux du FEM et les mécanismes institutionnels régionaux dont ils favorisent la création diffère selon le cas. Toutefois, la leçon à tirer de ce projet pertinent pour des projets du FEM relatifs aux eaux internationales et d'autres projets régionaux est qu'il importe d'établir clairement une distinction entre un projet mené par le FEM et le mécanisme institutionnel au tout début de la planification d'un tel mécanisme, tout en s'assurant que l'Unité de coordination régionale, l'organisme d'exécution et le ou les organisme(s) intergouvernemental(aux) continuent de fournir l'appui approprié.

Mobilisation du cofinancement

45. Le montant total du cofinancement signalé s'élève à seulement 10 millions de dollars, soit 29 % des contributions annoncées, le gros du déficit étant constitué par les pays du Grand écosystème marin du Courant de Guinée. Cet écart reflète à la fois l'incapacité des pays à mobiliser les fonds annoncés mais également la faible comptabilisation de l'appui en espèces et en nature fourni par les partenaires au projet.
46. Les raisons à mettre au compte de l'incapacité de mobiliser le cofinancement mentionnées au cours des visites effectuées dans les pays et dans les réponses au questionnaire comprennent l'absence de visibilité du projet aux niveaux national et ministériel, le laps de temps écoulé depuis l'approbation du dossier de projet en 2003, l'absence de fonds générés directement par le projet pour mobiliser un cofinancement, les difficultés rencontrées dans la mobilisation d'un cofinancement au début du projet et lors de son achèvement du fait des cycles budgétaires, les pénuries des ressources et l'incapacité de tirer parti des contributions en nature fournies par d'autres institutions nationales. Nombre de ces problèmes auraient pu être en partie évités si l'Unité de coordination régionale avait maintenu un dialogue au sujet du cofinancement dès le début du projet. Toutefois, ils montrent également les répercussions associées à la visibilité relativement faible des projets du FEM axés sur la planification régionale comparé aux projets de mise en œuvre à court terme menés au niveau national.
47. Les problèmes reliés à la mobilisation d'un cofinancement dans le cadre de ce projet ne se répéteront pas nécessairement lors des futurs projets du FEM eu égard à la révision de l'approche en matière de cofinancement opérée lors de la cinquième reconstitution du FEM. Toutefois, les leçons générales à tirer pour tous les projets du FEM portent sur la nécessité i) de maintenir un dialogue entre les points focaux du FEM et les futurs partenaires au sujet de la programmation du cofinancement et ii) de suivre de manière rigoureuse les contributions pour pouvoir détecter les problèmes éventuels au tout début.

Informations relatives à la suspension

48. La présente évaluation n'a pas spécifiquement abordé la nature et les causes des irrégularités ayant conduit à la suspension du projet en 2007 et 2008 puisqu'elles avaient fait l'objet d'une enquête approfondie des Services de contrôle interne de l'ONUDI et que des mesures de suivi adéquates avaient été prises.
49. La suspension a notamment entraîné une perte de temps, une perte de la mémoire institutionnelle et un essoufflement de la dynamique, associés en partie à une certaine incertitude et à la perte de confiance de la part des pays du Grand écosystème marin du Courant de Guinée quant à savoir si le projet se poursuivrait, et sous quelle forme.
50. Une leçon simple à dégager pour les projets éventuels du FEM connaissant une période de suspension ou d'autres interruptions de leurs activités est de veiller à assurer une communication régulière avec les parties prenantes au projet, même s'il n'est pas possible d'indiquer de manière précise si le projet se poursuivra.

Recommandations

51. Les recommandations formulées ci-après se fondent sur les principales constatations et conclusions de l'évaluation et ne constituent pas des leçons, au vu de leur pertinence dans le contexte d'un futur projet de mise en œuvre du Programme d'action stratégique du Grand écosystème marin du Courant de Guinée. Elles reflètent le haut degré d'appui fourni par les pays de cet écosystème, ainsi que par la FAO, le PNUD, le PNUE et l'ONUDI, en vue d'assurer le suivi du projet. Une des recommandations est axée sur les conséquences immédiates du projet tandis que les autres ciblent un projet futur et présentent un intérêt pour l'équipe chargée d'élaborer le formulaire d'identification du projet et le dossier du projet et/ou des documents de projet.

Achèvement du projet et secrétariat de la Commission intérimaire du Courant de Guinée

52. Le projet relatif au Grand écosystème marin du Courant de Guinée devait s'achever le 30 juin 2012, après quoi le responsable de projet à l'ONUDI fournirait un appui administratif relié à l'achèvement du projet, notamment en mettant en concordance les contrats en suspens et les engagements non réglés. Dans le même temps, un certain nombre de résultats techniques en suspens attendus du projet étaient en train d'être finalisés aux fins de traduction et/ou de publication.
53. Bien que le montant du financement soit mal connu, la présente évaluation appuie la recommandation faite à la troisième réunion ministérielle sur la base des discussions tenues lors de la neuvième réunion du Comité directeur de faire en sorte que tous engagements non réglés soient utilisés pour soutenir un effectif minimal (par exemple l'administrateur responsable du secrétariat et son assistant) au secrétariat de la Commission intérimaire. Le secrétariat pourrait ainsi finaliser les rapports et publications issus du projet relatif au Grand écosystème et établir un projet pleinement indexé ainsi que des archives, continuer à informer les parties prenantes durant la poursuite de l'élaboration du projet et, si les fonds disponibles sont suffisants, veiller à ce que l'expérience acquise dans le cadre du projet soit prise en compte dans la phase de développement du projet pour la mise en œuvre du Programme d'action stratégique.
54. Le délai d'exécution de la présente recommandation est d'environ six mois; elle sera mise en œuvre par l'ONUDI, avec le concours du PNUD et du PNUE, qui constituent les organismes d'exécution.

Renforcement des moyens de mise en œuvre au niveau national

55. En dépit d'un solide appui politique en faveur du projet relatif au grand écosystème marin du Courant de Guinée et de la création d'une commission du Courant de Guinée, l'évaluation a montré que l'impulsion et l'appropriation au niveau national constituaient les maillons faibles du projet, conjugué à l'absence d'autonomisation des structures nationales et à la faible visibilité du projet, en particulier dans les pays ne disposant pas d'un projet de démonstration ou d'un centre d'activité régional.
56. Les Comités interministériels ont, avec l'appui de consultants nationaux, joué un rôle actif dans l'élaboration et l'approbation de plans d'action nationaux pour lutter contre les sources terrestres de pollution marine et de plans d'action nationaux mais ne se sont pas réunis fréquemment et ont éprouvé des difficultés à assurer une représentation cohérente. Aucun appui financier ni des moyens de facilitation technique n'ont été fournis aux organes de liaison du Grand écosystème marin ou aux Comités interministériels pour le suivi des activités menées au titre du projet au niveau national. En conséquence, bien que les Comités interministériels soient fort bien parvenus à assurer une prise de conscience intersectorielle sur les questions relevant du projet, ils n'ont cependant pas joué le rôle attendu en matière d'intégration dans le cadre d'un projet de mise en œuvre. Les possibilités d'établir des liens et de créer des synergies avec d'autres initiatives, y compris d'autres projets du FEM, n'ont pu être saisies.

57. Un défi à relever dans le cadre d'un futur projet de mise en œuvre sera de veiller à la mise en place d'arrangements institutionnels plus robustes (ou de renforcer les arrangements existants) pour assurer une coordination intersectorielle afin de s'attaquer aux questions touchant l'écosystème au niveau national, de définir des processus clairs de prise de décision reliés aux ministères hiérarchiques. Les Comités interministériels ou structures équivalentes devront être pragmatiques, dotés d'une composition largement représentative et participer de manière plus systématique pour être en mesure d'orienter les politiques, les pratiques et les investissements dans tout l'éventail des secteurs et parmi les acteurs compétents, notamment les ONG et le secteur privé. Il sera, dans certains cas, possible de le faire de manière optimale en collaborant avec les mécanismes existants (tels que les comités nationaux pour le développement durable) et non en établissant une fonction (éventuellement) parallèle.
58. Il est recommandé que l'équipe chargée de la conception du futur projet de mise en œuvre du Programme d'action stratégique tienne des consultations avec les pays sur la meilleure manière d'établir des mécanismes de coordination efficaces à long terme au niveau national en s'appuyant sur les exemples et modèles actuels et alloue des ressources ainsi qu'un appui technique aux niveaux national et régional pour donner à ces instances les moyens d'orienter les politiques, les pratiques et les investissements. En outre, il conviendrait de s'attacher à soutenir les activités concrètes de démonstration dans tous les pays en tant que mesures rapides de mise en œuvre associant un large éventail d'acteurs nationaux.
59. Le délai d'exécution de cette recommandation est d'environ 18 mois correspondant à la phase de développement du projet, et cette recommandation sera mise en œuvre sous la supervision des organismes d'exécution proposés.

Centres d'activité régionaux

60. Le Programme d'action stratégique du Grand écosystème marin du Courant de Guinée contient une recommandation à l'endroit de la Commission intérimaire du Courant de Guinée selon laquelle les six centres d'excellence ou centres d'activité traitant des questions concernant la productivité marine, la pêche, la gestion de l'information sur l'environnement, les risques, la pollution et l'intervention en cas de déversement d'hydrocarbures et de situations d'urgence, devraient jouer un rôle majeur dans la mise œuvre du Programme d'action stratégique. Toutefois, la mauvaise performance des Centres régionaux d'activité au cours du projet actuel relatif au Grand écosystème marin du golfe de Guinée ainsi que les préoccupations soulevées par les personnes interrogées durant la présente évaluation quant à la possibilité pratique de disposer d'installations régionales, en particulier de laboratoires, dans une vaste région multilingue, démontre que le rôle futur des Centres régionaux d'activité devrait être consolidé.
61. Parmi les leçons à tirer des centres actuels figurent notamment la nécessité d'offrir des services rentables et pouvant être recouverts afin d'assurer leur maintien et l'utilité d'implanter ces centres dans des institutions reconnues qui tireront avantage des travaux des centres et les appuieront, notamment en fournissant des apports aux publications revues par les pairs.
62. Il est recommandé que l'équipe chargée de la conception du futur projet de mise en œuvre du Programme d'action stratégique devrait effectuer une évaluation plus complète des informations et services scientifiques et techniques requis pour renforcer la base de données et mettre en œuvre efficacement ce programme et mener des consultations avec les pays pour déterminer les options privilégiées par ces derniers. L'évaluation devrait prendre en compte les moyens et priorités variables des pays de cet écosystème, rechercher activement l'établissement de liens avec les universités et centres de recherche existants, réfléchir aux possibilités de faciliter l'établissement de réseaux et déterminer les résultats et produits spécifiques. On trouvera dans le Tableau ES2 des suggestions fournies à titre indicatif.
63. Le délai d'exécution de cette recommandation est environ 18 mois, correspondant à la phase de développement du projet, et cette recommandation sera mise en œuvre sous la supervision des organismes d'exécution proposés.

Tableau ES2. Éléments à prendre en considération pour les investissements futurs dans les Centres régionaux d'activité ou autres structures

<p>Gestion des informations</p>	<p>Il continue de s'avérer nécessaire de disposer d'un centre régional pour l'échange de données et d'informations (ou de métas données) entre les pays du Grand écosystème marin du Courant de Guinée. Une option serait d'établir un système de flux bidirectionnel d'informations en s'appuyant sur un centre pivot type doté d'un système de gestion d'informations sur l'environnement au sein du centre qui pourrait être accueilli par la Commission (intérimaire) du Courant de Guinée ou le secrétariat de la Convention d'Abidjan. Les tâches relatives à la compilation de données spécifiques pourraient être assignées à différents noyaux nationaux selon leur spécialisation ou leur disponibilité.</p>
<p>Pollution</p>	<p>Les problèmes liés à la centralisation d'une structure de suivi de la pollution sont notamment la préservation et le transport des échantillons et l'affectation des coûts. De nombreux pays du Grand écosystème marin du Courant de Guinée disposent déjà de laboratoires qui pourraient être aisément renforcés pour permettre et suivre la mise en œuvre du Protocole relatif à la pollution due à des sources et activités terrestres. Plutôt que de soutenir une installation centrale, il est proposé qu'un programme d'action stratégique futur appuie l'établissement d'un réseau de centres collaborateurs dans chacun ou dans la plupart des pays de cet écosystème en s'appuyant sur les installations existantes au sein des universités ou des instituts nationaux de recherche.</p>
<p>Intervention en cas de déversement d'hydrocarbures et en cas d'urgence</p>	<p>Les options possibles pour ce centre doivent être examinées dans le contexte du Protocole d'urgence amendé, du mandat et des fonctions du futur centre de coordination régional et du plan régional d'urgence adopté en avril 2011 afin de renforcer la capacité de préparation pour parer au déversement d'hydrocarbures dans des secteurs clés.</p>
<p>Évaluation et gestion des risques</p>	<p>Il conviendrait, dans le cadre de l'évaluation, d'examiner s'il convient de poursuivre la fonction de « radar » reliée à l'identification et à l'évaluation des nouvelles questions.</p>
<p>Productivité</p>	<p>Le Centre sur la productivité situé au Ghana a effectué des analyses des échantillons collectés durant les activités menées au titre du projet Nansen entrepris par la FAO. Le Centre a formé des scientifiques de différents pays du Grand écosystème marin du Courant de Guinée et a travaillé en collaboration avec ces derniers et il est proposé qu'il continue de fournir des services régionaux dans ce domaine hautement spécialisé.</p>
<p>Pêche</p>	<p>Il importe de renforcer le réseautage entre les pays ainsi que les liens entre les scientifiques, les responsables et les structures chargées de la pêche au niveau régional. Il faudrait, pour ce faire, consolider le réseau des centres collaborateurs dans l'ensemble de la région du Grand écosystème marin du Courant de Guinée.</p>

Part I. Evaluation Background

1. Context

64. Spanning 16 countries, from Guinea Bissau to Angola (Angola, Benin, Cameroon, Congo, Democratic Republic of the Congo, Côte d'Ivoire, Gabon, Ghana, Equatorial Guinea, Guinea, Guinea-Bissau, Liberia, Nigeria, Sao Tome and Principe, Sierra Leone and Togo), the Guinea Current Large Marine Ecosystem (GCLME) is ranked among the most productive coastal and offshore waters of the world with rich fishery resources, oil and gas reserves, precious minerals, a high potential for tourism and an important reservoir of marine biological diversity of global significance.
65. Approximately 40% of the region's 300 million people (2004 estimate) live in the densely populated coastal areas of the GCLME, many of whom are dependent on the rivers, coastal lagoons, estuaries and offshore waters of the GCLME for food security and their livelihoods.
66. According to the GCLME Project Brief, the vulnerable coastal and offshore habitats and the shared living marine resources of the GCLME are being rapidly depleted and degraded, putting the economies and health of the local populace at risk. Marine and coastal areas, including their upstream river systems, are affected by a number of anthropogenic activities, namely:
- Over-exploitation of fishery resources by both artisanal and industrial fishing fleets, with the increasing adoption of destructive fishing practices by the subsistence sector faced with the decline in fish availability;
 - Land-based activities including often-haphazard land reclamation for agriculture, housing and industrial development on mangrove and other wetlands;
 - Agricultural (fertilizer and pesticides), industrial and domestic pollution; with substantial quantities of nutrients and toxic products carried to the sea through river outflows and increasing levels of eutrophication in nearby coastal waters causing harmful algal blooms; and
 - Industrial activities, in particular oil and gas extraction off the coasts of Angola, Cameroon, Gabon and Nigeria, with increasing numbers of offshore platforms, pipelines, export/import oil terminals and refineries. Activities related to oil and gas development have increased during the lifetime of the project such as discovery of oil in commercial quantities off the shores of Ghana.
67. The consequences of these human activities are the depletion of living resources, the deterioration of water quality, the loss of habitats and coastal erosion, all contributing and constituting significant transboundary environmental problems in the GCLME region. In addition, significant knowledge gaps regarding the status of the region's ecosystems thwart effective management of natural resources. Ecosystem knowledge is not a high priority in most of the 16 countries. Consequently financial resources, human capacity and institutions are either limited or lacking.

2. The Project

Rationale

68. The rationale for the GEF international Waters (IW) intervention is presented in the Project Brief which states that "in the absence of a GEF intervention, it is probable that the present types of sectoral-based interventions which have been demonstrated during the past twenty years as being ineffective in halting the pace of environmental degradation will continue. Without a concerted ecosystem-based regional approach to environmental management it is unlikely that the present rates of habitat degradation and living marine resources depletion will be slowed. The likely consequence of such a scenario is the loss of globally significant biological diversity during the next century, combined with collapse of fish stocks and food security in the region."

69. The case for the project is elaborated in the very detailed incremental cost matrix presented in the Project Brief which detailed the domestic and global environmental benefits of the 'alternative' course of action to be fostered by the project.

Objectives and Components

70. The project's **overall development goal** is to create an ecosystem-wide assessment and management framework for sustainable use of living and non-living resources in the GCLME to: i) recover depleted fish stocks; ii) restore degraded habitat; and iii) reduce land and ship-based pollution in the GCLME.

71. The project has five components, each with its own component objective as presented in [Table 2](#). Regional level activities defined in the Project Brief included three regional demonstration projects (addressing marine productivity, fisheries and environmental information systems) and were complemented by six national demonstration projects (addressing protected areas, mangrove restoration, integrated coastal area and river basin management (ICARM), shoreline erosion, nutrient reduction, and waste stock exchange).

Table 2. Project Components and Component Objectives

Components	Component objectives
<u>Component 1</u> SAP and Sustainable financing mechanisms	Undertake strategic planning for concrete actions to develop sustainable fisheries, restore habitats and improve water quality in the GCLME, including the formulation of economic arrangements that will assure the sustainability of the action program.
<u>Component 2</u> Fisheries and Living Marine Resources	Establish an ecosystem-wide fisheries/LMR monitoring, assessment, and management system, fill technical gaps in understanding the current status of fisheries and take actions to aid in the recovery and sustainable use of living marine resources including development of mariculture in the GCLME
<u>Component 3</u> Biodiversity, Degraded Habitats and Coastal Erosion	Undertake strategic planning for conserving biodiversity and integrated coastal management, demonstrate activities to restore priority degraded habitats, and develop strategies for reducing coastal erosion in the GCLME region
<u>Component 4</u> Pollution and Water Quality	Develop strategic programmes for reducing land and sea-based sources of transboundary pollution and enhance regional ability to address wastes, oil spills, and other major marine pollution incidents
<u>Component 5</u> Regional Coordination and Institutional Sustainability	Create a regional network with broad stakeholder participation and a sustainable institutional structure for addressing identified threats in the GCLME, including the development of a regional ecosystem commission and information system

Intervention Areas and Target Groups

72. The sixty-four large marine ecosystems (LMEs) delineated globally are defined by their distinctive bathymetry, hydrography, chemistry, and tropho-dynamics. The geographical area of intervention of the GCLME stretches from Guinea Bissau at the southern end of the Canary Current down to northern Angola, the seasonal limit of the Benguela Oceanographic Current. The LME includes the drainage basins of major rivers such as the Niger and Volta and extends seaward to the (variable) front delimiting the Guinea Current from open ocean waters.

73. The Project Brief states that the primary target beneficiary of this project is the population of the Guinea Current countries, in particular the fishing communities with an emphasis on women. Direct recipients of the project objectives were to be people of the region; governments of the region; national focal points; regional scientific and technical organizations; national, local and municipal governments in cooperating countries; technical organizations, universities, research institutes and private sector organizations (tourism, agriculture, fisheries, oil and gas industry, environmental consultancy firms, etc. in the coastal states); as well as non-governmental organizations concerned with environmental management and conservation of natural resources.

Milestones in Design, Implementation and Completion

74. The GCLME initiative has its origins in the recommendations of the First Working Group Meeting of the six-country Gulf of Guinea Large Marine Ecosystem (GOG-LME) Project held in August 1995 that emphasized the need to extend coverage of the GOG-LME project to the natural limits of the GCLME. The idea of an extended project was subsequently approved by the Committee of Ministers of the GOG-LME Project through "*The Accra Declaration*", which was endorsed by ministerial letters from the 10 additional GCLME countries. The initiative was also endorsed as part of the Report of the December 1998 Cape Town Meeting of the African Ministerial Conference on Environment (AMCEN).
75. The Project entered the GEF pipeline in April 2000 with submission of a (revised) request for PDF B funding to the GEF Secretariat. A first PDF B Grant for US\$ 349,500 was approved in June 2000. Preparation activities included a 'stocktaking workshop' that was organized in 2001 with the 16 GCLME countries under the aegis of the *Abidjan Convention for Co-operation in the Protection, Management and Development of the Marine and Coastal Environment of the West and Central African Region* (hereafter, Abidjan Convention). A supplemental PDF B of US\$ 287,280 was approved in November 2002, to be matched by estimated co-financing of US\$ 500,000. According to the project proposal, outputs were to include a completed Transboundary Diagnostic Analysis (TDA), definition of environmental quality objectives (EQOs), a preliminary Strategic Action Programme (SAP) prepared through national and regional stakeholder consultations, and a report of a donors' conference.
76. The GCLME Project Brief was approved by the GEF Council in November 2003. Complementary Project Documents were submitted by the United Nations Development Programme (UNDP) and the United Nations Environment Programme (UNEP) in July 2004, and the Project was endorsed by the GEF CEO on 18 August 2004. The project was approved by the GEF Agencies – UNDP and UNEP – in October 2004.
77. The first cash advance to the United Nations Industrial Development Organization (UNIDO) was received on 10 November 2004 and a Project Director was appointed in mid-November. The project can be considered to have a start date of 1 January 2005 when the Regional Coordinating Unit (RCU) was established. The planned project duration was 60-months but the expected completion date was recorded as 30 June 2009, implying an effective duration of 54 months.
78. As a result of discovery of irregularities in project execution, an investigation was conducted by UNIDO's Office of Internal Oversight Services (IOS) between September 2007 and June 2008. Project activities were frozen on 14 December 2007. The UNIDO Project Manager was dismissed in February 2008 and the Project Director tendered his resignation, which was accepted, in April 2008. UNDP suspended approval of budget revisions in December 2007 and UNEP suspended disbursement of funds in June 2008.
79. Agreement to relaunch the project was reached at an interagency meeting concerning the IOS investigation in October 2008. A new workplan and logframe were developed in November 2008 at a meeting between UNIDO, UNEP and the RCU. Project activities were re-launched in January 2009.
80. There have been three formal extensions, first to 31 December 2010 agreed at the fifth Project Steering Committee (PSC) meeting in June 2009; second to the end of May 2011 agreed at the sixth PSC meeting in February 2010; and third to the end of April 2012 agreed by the eighth PSC meeting in May 2011. A fourth extension to June 2012 was agreed amongst the IAs and EA, to accommodate scheduling of the third Ministerial meeting. Together these extended the project duration from the planned 54 to a total of 90 months.
81. In terms of technical implementation major milestones for this IW foundational project have been:
 - Completion of the TDA and its publication in 2006;
 - The first Ministerial meeting held in September 2006 leading to the 'Abuja Declaration' where Ministers agreed to institutionalize regional cooperation by the creation of a

technical Interim Guinea Current Commission (IGCC) in the framework of the Abidjan Convention (1981);

- Signature of the Strategic Action Programme (SAP) by government representatives of the 16 GCLME countries between September 2007 and June 2008, and its publication in September 2008;
 - A second Ministerial meeting in July 2010, which led to the Osu Declaration, reiterating support for creation of a Guinea Current Commission and launching the consultation process towards its creation;
 - A third Ministerial meeting in May 2012, which led to the Abidjan Declaration, reiterating support for creation of a Guinea Current Commission and determining that this should be established through a protocol to the Abidjan Convention.
 -
82. Sub-component/output 5.7 was suspended between January and June 2011 as a result of a disagreement between UNEP and UNIDO around the process to be used in facilitating the GCLME countries to establish the Guinea Current Commission.

Implementation Arrangements and Main Partners

83. The Implementing Agencies for the project were i) UNEP, initially through its Division for GEF Coordination (DGEF) and from the beginning of 2011 through its Division of Environmental Policy Implementation (DEPI) and ii) UNDP through its Water and Ocean Governance Programme. The Executing Agency was UNIDO, which established a small regional coordination unit (RCU) in Accra and provided additional support through a Project Manager based in its Water Management Unit in Vienna.
84. The project was hosted on behalf of the Government of Ghana by the Ministry of Environment and Science, then the Ministry of Local Government, Rural Development and Environment, and later the Ministry of Environment, Science and Technology (MEST). The main partners of the project were the 16 littoral countries of the GCLME, with 14 of the 16 appointed national directors in line agencies responsible for environment, one in fisheries and one in an agency responsible for both fisheries and environment.
85. Key technical partners were the International Maritime Organization (IMO), Food and Agriculture Organization of the United Nations (FAO), and Abidjan Convention Secretariat who undertook joint activities with the project that allowed them to enhance delivery of their own strategic priorities the region. The UNEP GPA office was closely involved in the earlier stages of the project including development of the initial workplan though it was not able to provide the level of support originally anticipated through support from the Government of Norway ([Paragraph 86](#)). Experts from the National Oceanic and Atmospheric Administration (NOAA) have supported and encouraged the project including through technical input at PSC meetings and to some of the Demonstration projects. The NEPAD Secretariat has taken part in PSC meetings.
86. The main financial partner was the Global Environment Facility (GEF). Co-financing from the Government of Norway anticipated through a sister project submitted by the Coordination Office of the Global Program of Action for the Protection of the Marine Environment from Land-Based Activities (GPA-LBA) did not materialize. Nevertheless, the Government of Norway has provided equivalent or greater support through its support to the FAO EAF - Nansen GEF project and UNEP was able to assure the support of the GPA through its own and other (EU-ACP) project funding.
87. The September 2006 *Abuja Declaration* stated that the IGCC was to assume leadership and coordination of the project. The RCU took on the role as Interim Secretariat to the IGCC and the Project Director took on an additional role as Executive Secretary of the IGCC². This dual role was anticipated in the Project Brief and is discussed further in [Section C: Implementation Approach](#).

Financing

² The Project Coordinator (PC) appointed in 2009 was similarly charged with both roles.

88. UNDP and UNEP Project Documents respectively identified GEF financing for the project through two grants: i) US\$ 11,712,705 (56.3% of the total) to UNDP that was to be the lead implementing agency for the project, and ii) US\$ 9,099,699 (43.7%) to UNEP. In addition the PDF-B grants totalled US\$ 636,780. Pledged co-financing according to the UNDP Project Document³ was US\$ 33,971,442 or 61.3% of the expected total project cost of US\$ 55,420,476.
89. Table 3 presents an overview of project finance and of budget allocations by component including expressed as a percentage of the total funds available for project activities.

Table 3. Summary of anticipated GEF and Project Partner Support by Project Component

All figures in US\$

Component	Co-financing Governments	Co-financing others	GEF Funds	ALL Funds	% of Subtotal 1 GEF Funds	% of Subtotal 1 ALL
Comp I: TDA, SAP and NAPs	1,508,500	0	2,491,996	4,000,496	12.6	7.4
Comp II: Fisheries and Living Marine Resources	5,360,532	645,200	3,671,372	9,677,104	18.5	18.0
Comp III: Biodiversity, Degraded Habitats and Coastal Erosion	9,994,900	45,200	4,253,281	14,293,381	21.5	26.6
Comp IV: Pollution and Water Quality	11,996,110	1,826,050	2,711,180	16,533,340	13.7	30.7
Comp V: Regional Coordination and Institutional Sustainability	1,496,400	1,098,400	6,693,008	9,287,808	33.8	17.3
Subtotal 1 (Funds available for project activities)			19,820,837	53,792,129	100.0	100.0
UNIDO Execution Fee			991,567	991,567		
Subtotal 2 (GEF Project Grant)			20,812,404			
PDF (B)			636,780	636,780		
Total Project Financing	30,356,442	3,614,850	21,449,184	55,420,476		

Sources: UNDP Project Document of July 2004, PDF-B applications

90. UNDP expenditure to 31 December 2011 was US\$ 11,419,385 or 98% of the GEF Grant. UNEP expenditure to 31 October 2011 was US\$ 8,625,842 or 95% of the GEF grant. UNIDO reported that it had reimbursed US\$ 528,500 in response to the UNIDO IOS investigation, equivalent to 95 per cent of the management fee on UNDP funding. This amount was credited to the UNDP budget since the grant to UNDP covered management (RCU) costs and did not affect the overall project cost.
91. The reported co-finance of US\$ 39.521 million includes substantial associated funding⁴ for four countries, derived mainly from other projects. Once this is excluded, the value of reported co-finance comes to US\$ 9.997 or 29 per cent of the pledged amount. This figure is considered to significantly underestimate the true value of co-finance provided since co-financing data were not systematically collected during the life of the project and reflect contributions from just 10 of the 16 GCLME countries.
92. The total cost of the project was US\$ 31.446 million.

Modifications to Design before or during Implementation

³ There are inconsistencies in the financial information provided in different parts of the Project Documents and in the GEF database including anomalies due to rounding. The GEF database suggests that co-finance anticipated at CEO approval was US\$ 43,971,293. This is similar to the figure in the UNEP Project Document that included some contributions that cannot be substantiated.

⁴ See explanatory note in Annex 7.

93. Project implementation started promptly after approval with no inception phase, reflecting the short amount of time passed since the second project development phase. Some activities, including development of the TDA that was supposed to be completed under the second PDF grant, continued with only minimal interruption. The first phase of the project was marked by the definition of roles for five regional activity centres (RACs) that were not anticipated in the project document. Three of the RACs later came to be associated with delivery of the three regional demonstration projects addressing the same themes ([Paragraph 71](#) and [Annex 7](#)).
94. Following the project suspension, a revised logframe was developed in November 2008. The remaining budget was reallocated and budgets that had been submitted for the demonstration projects and by the RACs were adjusted to be more realistic.
95. UNEP has recorded five revisions, associated with approved project extensions and changes in budget, while UNDP has recorded three, associated with approved changes in the annual spending limit.

3. The Evaluation

Purposes

96. The purposes of this Terminal Evaluation are to: i) provide evidence of results to meet accountability requirements, and ii) promote learning, feedback, and knowledge sharing through results and lessons learned among UNEP, UNDP, UNIDO, the GEF and their partners

Criteria and Key Questions

97. Key questions for the evaluation identified in the evaluation terms of reference ([Annex 1](#)) are:
 - To what extent has the project supported GCLME countries to undertake strategic planning for concrete actions to develop sustainable fisheries, restore habitats and improve water quality in the GCLME, including the formulation of economic arrangements that will assure the sustainability of the action program?
 - How successful was the project in supporting GCLME countries to: establish an ecosystem-wide fisheries/LMR monitoring, assessment, and management system; fill technical gaps in understanding the current status of fisheries and; take actions to aid in the recovery and sustainable use of living marine resources including development of mariculture in the GCLME?
 - To what extent did the project assist GCLME countries to undertake strategic planning for conserving biodiversity and integrated coastal management, demonstrate activities to restore priority degraded habitats, and develop strategies for reducing coastal erosion in the GCLME region?
 - How well did the project support GCLME countries to develop strategic programmes for reducing land and sea-based sources of transboundary pollution and enhance regional ability to address wastes, oil spills, and other major marine pollution incidents?
 - How successful was the project in facilitating the creation of a regional network with broad stakeholder participation and a sustainable institutional structure for addressing identified threats in the GCLME, including the development of a regional ecosystem commission and information sharing system?
 - How well did the project contribute to the expected impacts in terms of a) recovery depleted fish stocks; b) restoration of degraded habitat; and c) reduction land and ship-based pollution in the GCLME?
 - Are there any lessons to be learned from this project with regard to the a) design and b) implementation of future initiatives in similar (especially LME-related) fields?
98. [Annex 1 \(Evaluation Terms of Reference\)](#) includes a specific list of review criteria used for this evaluation that are reflected in the structure of this report.
99. An important analytical tool used in this evaluation is the Review of Outcomes to Impacts (ROtI) tool which is presented in Part II A of the evaluation report and is used to inform analyses on

stakeholder engagement, sustainability and progress towards impact. Information used in the wider evaluation is evidence-based and efforts have been made to triangulate information and opinions from interviews.

100. The evaluation includes an expanded discussion of the national and regional demonstration projects and RACs as [Annex 7](#).

Timeframe, data collection and limitations of the evaluation

101. The evaluation terms of reference were discussed at the eighth Project Steering Committee meeting in May 2011, at which the project was extended to end of April 2012. The evaluation took place between September 2011 and June 2012. A verbal summary of findings was presented to the ninth Project Steering Committee meeting in May 2012.

102. The list of persons interviewed during the course of evaluation is provided in [Annex 2](#) and the itinerary and evaluation timeline is provided in [Annex 3](#).

103. The findings of the evaluation were based on the following:

- a) A desk review of Project Documents, including (See also [Annex 4](#), List of references):
 - Relevant background documentation, including UNEP, UNDP and GEF policies, strategies and programmes pertaining to international/transboundary waters; the Abidjan Convention documents; the Accra Declaration (1998); and the TDA and preliminary SAP prepared under the PDF-B grants preceding the project;
 - Project design documents; Annual Work Plans and Budgets or equivalent, revisions to the logical framework and project financing;
 - Project reports such as progress and financial reports from countries to the RCU and from the RCU and UNIDO to UNEP and UNDP; Steering Committee meeting minutes; annual Project Implementation Reviews and relevant correspondence;
 - The Mid-term Evaluation report, Aide Memoire between EA and IAs and other documentation related to the project suspension in 2007-2008;
 - Documentation related to project outputs such as the updated TDA, the adopted SAP and National Action Programmes as well as reports from workshops and training activities.
- b) Interviews with:
 - Project management and execution support in the RCU (Ghana) and UNIDO Headquarters (Vienna);
 - UNEP Task Manager and Fund Management Officer (Nairobi); UNDP Principal and Regional Technical Advisors, and the Assistant Resident Representative at the Ghana Country Office;
 - Country Directors, National assistants, NAP consultants, and other relevant partners;
 - Relevant staff of GEF Secretariat;
 - Representatives of other multilateral agencies (e.g. IMO, FAO) and relevant organisations (NOAA).
- c) Visits by the two person evaluation team to Benin, Cameroon, Ghana, Nigeria, and Togo including to the national demonstration projects and regional activity centres (RACs).
- d) Six responses to a questionnaire sent in English and French to project assistants and directors in the GCLME countries in January 2012. The questionnaire looked specifically at relevance of themes addressed in Components 2-4 of the project, at project implementation at national level, and at satisfaction with project processes.

104. The start of the evaluation was delayed in view of the project extension to April 2012 agreed in May 2011, since GEF regulations require that terminal evaluations take place at the earliest six months before the end of a project. A preliminary report submitted in April 2012 was updated to accommodate the results of the expert meeting, ninth Steering Committee meeting and third Ministerial meeting organised in May 2012.

105. There were two main constraints to the evaluation.

- First, it was not possible to visit all sixteen countries involved in the project and the evaluators' visits therefore focused on those countries hosting demonstration projects. Efforts were made to contact the other countries by questionnaire, but only six responses were received despite two reminders with extensions and a note of encouragement from the RCU. One respondent noted that his ability to respond in a timely manner was affected by poor internet connections and power cuts, a remark that underscores the at times difficult circumstances in which national project Assistants and Directors are working
- Second, very little first-hand information was available on the history of the project and on changes in strategic direction implemented during its early years, including decisions related to the RACs and demonstration projects. This is in part due to changes in key staff including the Project Coordinator and Project Manager in UNIDO and in part due to poor documentation.

106. The evaluators were not given access to the detailed findings of the UNIDO IOS investigation that led to the project suspension. The evaluators elected not to pursue lines of query related to certain events in the early years of the project that were presumably covered by that investigation as this would have negatively affected GCLME interaction with stakeholders. During the site visits, the evaluators needed to stress repeatedly that the exercise was a 'normal evaluation' not an 'investigation'. Had the UNIDO IOS investigation not taken place, several areas of the evaluation would have been flagged for special attention in the evaluation report.

107. The evaluators would like to express particular appreciation to the RCU and UNIDO for facilitating the evaluation and to the wider project team and partners for hosting visits that at times fell in holiday and weekend periods.

Part II. Project Performance and Impact

108. Part II of the evaluation is organised in four sections representing the four main categories of evaluation criteria, namely a) attainment of objectives and planned results, b) sustainability and catalytic role, c) processes affecting attainment of project results, and d) complementarities with the UNDP, UNEP and UNIDO programmes and strategies.

A. Attainment of Objectives and Planned Results

Achievement of Outputs and Activities

109. A detailed evaluation of the project's 37 outputs and 106 activities based on the November 2008 logframe is attached as [Annex 5](#). This includes a description of milestones or deliverables, a commentary addressing factors such as quantity, quality, usefulness or timeliness and an individual rating for each activity and output. The ratings of the outputs do not necessarily reflect the average rating of activities under that output as these may differ in importance or be of a cumulative nature. Further information on the RACs /Regional Demonstration projects and National Demonstration projects is provide in [Annex 7](#).

Component 1

110. The eight outputs and 25 activities under Component 1 *finalise SAP and develop sustainable financing mechanisms for its implementation*, describe foundational steps towards creations of a management framework for the GCLME, including filling data gaps (Outputs 1.1 & 1.2), completion of the TDA drafted during the project development phase (Output 1.3), development of the SAP (Output 1.5) and National Action Plans (NAPs)(Output 1.4), and mobilisation of funding (Output 1.6), partnerships (Output 1.7) and exploration of economic instruments (Output 1.8) for SAP implementation. Component 1 accounted for approximately 14 per cent of the project expenditure compared to 13 per cent budgeted⁵.

111. Output 1.1 was to address weaknesses in methods and standards at the regional level previously identified in the draft TDA. This need was not due to lack of rigour at the individual country level but rather for the purposes of standardisation of methods for easier comparison of results between scientists in the GCLME region. Through a series of 16 on land and ship board training workshops, in the period 2005 - 2011 manuals have been produced to standardise regional methodologies to monitor marine productivity (fishes, plankton and benthos), nutrients, and pollution. About 400 technical participants took part in the various training workshops associated with this output from all 16 GCLME countries.

112. Preparation of the TDA was originally expected to be completed in 2003 under the supplemental PDF/B grant provided in the project development. The UNEP Project Document indicates that the TDA would be updated on the basis of supplementary information under Output 1.2. Institutions in 15 of the 16 GCLME countries were awarded monitoring contracts valued at US\$ 20,000 per country to complete data gaps; an amount that was at least an order of magnitude below the real costs of the data gathering exercise proposed. Nine reports were eventually produced in 2009 and 2010, while the remaining six contracts were cancelled and payments suspended.

113. The TDA itself (Output 1.3) was completed and published in February 2006, some 14 months into project implementation. The TDA is a comprehensive document that broadly includes the elements recommended in the 2005 Train-Sea-Coast TDA/SAP guidelines, with detailed descriptions of the physical and biochemical setting and socio-economic and development setting and a brief introduction to the policy, legal, regulatory and institutional setting of the Guinea Current, identification of major perceived problems and issues (MPPIs) and development of basic causal chains. Two substantive sections of the TDA, Chapters 6 (analysis of root causes) and 7 (priority areas for future interventions) are very heavily based on the BCLME TDA that was published in 1999 with about 80% of the content copied from that

⁵ See [Paragraph 314 and Annex 9](#) for a full explanation of expenditure data presented in this section.

document. A sympathetic interpretation would point to the strong similarity in issues experienced by the two LMEs

114. The SAP (Output 1.5) was developed immediately after the TDA in a deviation from the planned approach which saw National Action Plans (NAPs) developed prior to the SAP. There is little information on the SAP preparation process that was coordinated and facilitated by qualified regional consultants during the first two years of the GCLME project. The SAP built on the identification of preliminary Environmental Quality Objectives (EQOs) and targets related to fisheries, water quality and habitats during the project development phase. Like the TDA the SAP has drawn significantly on the experience and outputs of the BCLME project with several sections, including the Ministerial statement, based on - but appropriately adapted from - the BCLME text.
115. The SAP is prefaced by an Agreement signed on behalf of the governments of the 16 GCLME states between September 2007 and August 2008 whereby they agree to the principles, criteria and indicators of the SAP. Reaching such an agreement can be considered a major feat for an LME spanning 16 countries, several of which have been affected by war, unrest or political upheavals in the past decade. While an invaluable expression of agreement regarding required actions to address transboundary issues, the plan has little detail on how it would be operationalised.
116. The complementary National Action Plans (NAPs) (Output 1.4) were designed to operationalise the SAP at country level, though there was some confusion as to whether these should include only transboundary concerns, or include all work required at national level for delivery of SAP objectives. NAPs were intended to build on and draw together existing national action plans and strategies in relevant areas (e.g. related to fisheries, environment or biodiversity).
117. The NAP development process was led by an experienced team of bilingual consultants, and started at the end of 2009. The process was well designed and reflective, with a kick-off workshop, engagement of a national coordinator and national experts in each of the GCLME countries, a regional mid-term review workshop, and technical validation of 14 of the 15 plans at national workshops between November 2010 and February 2011. The plan for Angola has not yet been completed as there is an ongoing process to develop a joint plan with the BCLME.
118. The regional NAP consultants prepared an evaluation of the NAPs in March 2011 which is available in draft form. Time for NAP preparation was reportedly limiting and scheduling concerns meant the focus shifted prematurely from finalization of the NAPs to development of a portfolio of priority investment projects, which were identified in each country through a call for proposals. Nevertheless the 15 completed NAPs reflect the strong commitment and investment of time by the national consultants with one or two outstanding examples.
119. Output 1.6 concerned fundraising for SAP implementation. The portfolio of *Country Investment Project Profiles for the Implementation* of the GCLME SAP was developed on the basis of priority projects included in the 15 NAPs. The First Partners' Conference was held in Douala in February 2011, though unfortunately only a handful of donor organizations were represented. There were no specific commitments to fund either SAP implementation or priority projects but some expressions of interest related to further collaboration. Discussions during evaluation visits indicated that country partners have high expectations for funding for the NAP projects, which would be regarded as justifying the planning efforts made to date.
120. At present the most promising vehicle for future funding appears to be the SAP implementation project being developed by the project partners, as mandated by the seventh meeting of the PSC and second and third Ministerial Meetings. National priority projects are reflected in this document, though being reformulated and clustered to better fit the SAP EQOs.
121. Output 1.7 was reoriented in November 2008 to put greater emphasis on programmatic partnerships than sustainable financing. In this context the project has had effective working relationships with UNEP GPA, FAO, IMO, IPIECA and the Abidjan Convention Secretariat. It has had good dialogues with a host of other regional and international organizations including several of the regional fisheries bodies leading in some cases to MOUs. There is some ambiguity as to whether this undertaking has been on behalf of the project or the IGCC (with

both referenced in MOU documents) though this is a relatively minor issue given the clear intent to collaborate. These MOUs will need revisiting when the GCC is formally established.

122. Finally under Output 1.8, the project commissioned two reports which addressed the identification of tools and the overall economic evaluation. The contents of the report on ecosystem assessment and valuation were good in their coverage of the key issues, but the report did not come out with a specific blue-print for the selection of appropriate tools. The second output of private sector involvement in pollution control was not adequately addressed. This is an important aspect as the private sector involvement impacts on the sustainability of activities post-project.
123. The overall rating on Component 1 is ***moderately satisfactory*** with some evident weakness in deliverables seen as outweighed by the political momentum assured by endorsement of the SAP. Concerns with financial sustainability will be addressed in Section B.

Component 2

124. The seven outputs and 20 activities under Component 2 *recovery of depleted fisheries and living marine resources including mariculture*, describe the initiatives needed to establish an ecosystem-wide fisheries and living marine resources assessment and monitoring system for the GCLME. This was to involve stock assessment, methods for estimating sustainable yields of commercially important fisheries and development of management plans (Outputs 2.1, 2.2 & 2.6), evaluation of the carrying capacity for living marine resources of the ecosystem and the potential for coastal aquaculture and mariculture including identification of investments and legislation (Outputs 2.3 & 2.7), development of regional agreements (Output 2.4) and changes to country laws towards sustainable fisheries (Output 2.5). Component 2 accounted for approximately 20 per cent of the project expenditure compared to 18 per cent budgeted.
125. The assessment and management of fish stocks (Outputs 2.1, 2.2 and 2.6) is the first of the policy actions given in the SAP, perhaps reflecting its importance among the GCLME countries. The project, with partners such as FAO-EAF Nansen, had completed four surveys in the region between 2005 and 2010 and a common methodology for regional ecosystem-wide stock assessments has been created. As part of the fish surveys, oceanographic, productivity, and ecological data were collected. Three consultant-facilitated workshops were held in 2005, which were used to determine appropriate methods for estimating sustainable yields for dominant fisheries.
126. Three groups of commercially-important fisheries were identified in 2009 at a regional workshop for the GCLME, small pelagics, Sciaenidae and Sparidae as well as shrimp. Subsequently, model management plans were developed, adopted and published for these three fisheries (Output 2.6). In 2010, a 'User's Guide for Ecosystem Based Fisheries Management' (corresponding to an ecosystem approach to fisheries) with emphasis on trophic relationships and adaptive management was produced. Most of the country NAPs had been produced before this guide was released so these could not incorporate the key elements; however aspects of the guidelines feature in the country investment projects.
127. Marine productivity (Output 2.3) was addressed by a Regional Demonstration Project based at the University of Ghana. Despite limited financial support from the project, using collaborative links, the Productivity RAC has managed to initiate collection of ecosystem-wide time series of productivity and plankton measurements from the RV Nansen cruises, Ships of Opportunity (SOOP) and data from satellite remote sensing operations.
128. Relatively little work was done in the area of mariculture (Output 2.7): some of the country NAPs comment on the value of coastal aquaculture and mariculture but there was no regional determination of the sustainable capacity of ecosystem and maximum practical limits for its future development. Some countries included identification of investments and legislation for aquaculture in their NAPs. The regional review of the existing status and trends and ecosystem impact of coastal aquaculture and mariculture was not found in project documentation. A micro-project in Cameroon is trying to find low cost techniques for growing out shrimps as part of integrated coastal zone management (ICZM); and in conjunction with the Yellow Sea LME and

IW:LEARN inland aquaculture demonstrations have been carried out in Nigeria and Ghana with the aim of developing a guideline document for best environmental practices/best available technologies (BEP/BAT) but as of December 2011 this had not yet been produced. The GCLME project has played a contributing role in developing regional fishery agreements (Output 2.4) including assisting in negotiations, endorsement and ratification for sustainable use of fisheries resources. A series of Memoranda of Understanding (MOU) have been signed with regional fisheries organisations (2011) such as Regional Fisheries Committee for the Gulf of Guinea (COREP) and Fishery Committee for the West Central Gulf of Guinea (FCWC); these have provided a potential mechanism for continued stock assessment (Output 2.4). A joint programme is being developed with ACP FISH II (fisheries project by the African, Caribbean and Pacific Group of states) while the MOU with the Sub Regional Fisheries Commission (SRFC) is yet to be completed. These MOUs build on one of the better products of the project, i.e., the document co-produced with the World-Wide Fund for Nature (WWF) on equitable fisheries access arrangements in the region.

129. Under the GCLME project, national legal frameworks were supposed to be modified so as to reflect the regional agreements that were developed as part of Output 2.4. In 2007 national consultants, with the aid of stakeholder workshops, reviewed existing national laws/regulations on fisheries and mariculture making draft modifications and recommendations on fisheries and marine resources (Output 2.5). Most of these modifications have not as yet been ratified by the various national authorities for the laws to come in force. It should be noted that each GCLME country is in a different stage or at a different position in the cycle of reformulation/reforming laws and regulation on fisheries (linked also to Activity 2.7.4). This has meant that the Evaluators could not see passed bills and acts, but assurances were given during some country visits that the changed regulations were passing into law. One documented success was the first ever Fisheries Regulations, 2010 (L. I. 1968), of Ghana, which provides guidance to the fishing industry that incorporates elements of best practice as prescribed by the GCLME.
130. The outputs and activities given in the November 2008 version of the logframe were for the most part addressed by December 2011, in that workshops had been held and reports prepared. The quality and content of reports is very variable. There are also issues reported in the countries visited by the evaluation team and in questionnaire responses related to project follow-through at the regional level and enabling actions at the national level. These general issues also are seen in Components 3 and 4. The overall rating on Component 2 is ***moderately satisfactory***.

Component 3

131. Component 3, planning for biodiversity conservation, restoration of degraded habitats and development of strategies for reducing coastal erosion, had seven outputs and 26 activities. These can be grouped into three sub-themes. The first sub theme was planning for protected areas, where a GCLME Ecosystem-wide Biodiversity Action Plan was to be developed (Output 3.1) including a gap analysis of national legislation and drafting of improvements to legislation regarding key elements of biodiversity and habitats identified in the TDA (Output 3.6). This was to be demonstrated by the establishment of Marine Protected Areas in Benin (Output 3.2). Component 3 accounted for approximately 15 per cent of the project expenditure compared to 22 per cent budgeted.
132. The Technical Advisory Group on Biodiversity met in early 2007 to discuss among other things an ecosystem-wide biodiversity action plan (Output 3.1) prepared by a consultant in 2006. The group identified possible coastal and marine protected areas based on submissions from participants and on the presentations on the status of coastal biodiversity. They also inventoried all existing Marine Protected Areas (MPAs) in the GCLME countries. Two reports one in English and another covering six francophone countries, build on information presented in the TDA to broadly cover national practices of coastal habitat use, conservation, and restoration. The reports presented a list of protected areas and a list of threatened and endangered species which was heavily drawn from the IUCN Red List current at that time. However, the list does not follow standard principles and methods for classifying threatened or endangered species. In addition, the accompanying maps presented contain some errors, e.g., the number of coastal

Ramsar sites in Ghana is five not four with the Muni-Pomadze Ramsar site missing from the map.

133. The second sub theme was on the management and control of invasive species. An assessment of status of introduced species and their threats to the biodiversity of the GCLME region was carried out by regional and national consultants who also helped in the development of legal/regulatory mechanisms for the control of invasive species (Output 3.5). One introduced species, the Nypa Palm which is spreading in the mangrove areas of Nigeria, was selected as a demonstration species (Output 3.3) (initially for “eradication” but was reoriented in November 2008 to “control” in the revised project document logframe).
134. Finally the last sub-theme of Component 3 was the use of best environmental practices/best available technologies (BEP/BAT) for coastal management. This was to be done through seven activities that covered the use of integrated coastal area and river basin management (ICARM) and assessment of physical alteration and destruction of habitat (PADH) for habitat protection with a Cameroonian Demonstration Project. This aspect of the project examined the development of cost-effective mitigation strategies for protection of shorelines and critical coastal habitats. It also included studies, investments for SAP/NAPs, and legal/regulatory mechanisms (National Demonstration Project) (Outputs 3.4 & 3.7). A consultation on a draft regional Biodiversity Action Plan (BAP) involving a wide stakeholder base at the national level was to be carried out (Output 3.1). There is no documentation to indicate that this happened system-wide or at the national level, but a participatory process was used to endorse the ecosystem-wide biodiversity action plan. Most of the recommended actions in the BAP such as the creation of a regional museum of biodiversity were never implemented or even elaborated further.
135. The TDA and to some extent the SAP identified gaps in national laws and regulations concerning biodiversity and sensitive habitats (Output 3.6). Between August 2010 and February 2011, legal experts in each of the 16 GCLME had reviewed national legislation and drafted improvements to legislation regarding land-based activities, marine-based pollution, introduced species, and fisheries. They made recommendations for modifications to national laws and regulations on biodiversity but as with legal frameworks on Component 2, it is too early (under two years) for the project to have facilitated the harmonisation of laws and regulation to a regional standard.
136. Benin led a national demonstration/pilot activity on the establishment of marine protected areas (Output 3.2). The title of the pilot project was misleading since even though the MPAs were established and management plans were developed, no actual ‘management’ actions were taken, for the same reasons given above on delivery at the national level. A local NGO (*Centre pour l'Environnement et le Développement Durable*, CEDED) was contracted to identify the priority areas for marine protection in Benin based on the ecosystem approach. CEDED also prepared an adaptive management plan for MPAs in Benin. A report in French (2007) and English (undated) was followed in 2009 by 10 community meetings involving several hundred local participants to disseminate results of the pilot project. Exchange visits were held between countries to disseminate results within the region.
137. Output 3.5 has several areas of overlap with Output 3.6. Much of the work here involved a close and valuable collaboration with IMO and GEF-UNDP-IMO GloBallast Partnerships project. Activities started in 2007 with the first of three high level meetings. Training modules in ballast water management were developed and run in 2009. Support was also provided to form an association of ballast water managers at the various national ports called Ports Environmental Network - Africa (PENAf).
138. As mentioned above, the Nypa palm was the focus of Output 3.3 - restoration of degraded mangrove areas. The original idea of Nypa clearance was not possible so was reformulated after the project hiatus to a “wise-use” alternative. A local consultancy company Bioresources Development and Conservation Programme, carried out an intensive set of activities in 2010 to 2011 including a survey, site identification, trials and dissemination, resulting in 12 reports in a 14 month period. Given that just two of the 16 GCLME countries have confirmed presence of Nypa as an invasive species (Nigeria and Cameroon) this demonstration project has limited replicability.

139. In 2007 a final report to GCLME on “Integrated Coastal Area Management in the Kribi Campo Area – Cameroon” (Output 3.4) was presented by ‘Group of Local Development Facilitators’ which produced a frame work document of ICARM and PADH. In 2010 ENVIREP Cameroon, another local company was contracted by the project to facilitate and report on the implementation of actual micro-projects. The lead consultant of this company had been involved in the GCLME ICARM process, albeit in a different capacity right from the initial workshop in April 2005. The outcomes of the micro projects were mixed, but a number of key lessons and recommendations could be derived from them. Results were disseminated through a regional workshop.
140. A technical report dated June 2003 on ‘Application of Low Costs Technologies for the Fight against Coastal Erosion: Case of the Coastline Assinie in Côte d'Ivoire’ set up the guidance for GCLME Output 3.7. This was followed by another report (undated but presumed to be around 2007, no cover page or ToRs) by Civil and Coastal Engineering Consultancy Services Ltd. which gave the cost of the intervention at that time as around US\$ 500,000. In 2010 the French branch of an international consulting firm Environmental Resources Management (ERM) was contracted to deliver further on Output 3.7 by the provision of an environmental and social impact analysis. ERM identified no anthropogenic root causes related to erosion and damage observed at Assinie Beach. As with Output 3.2, no actual follow-up intervention has taken place. A report on regional littoral sediment budgets was completed in April 2012.
141. The project performance under Component 3 is very patchy with some extremely good technical products in terms of reports and documentation. However in other cases, the documentation did not remotely address the expected results in the project logframe. As such the rating for Component 3 is ***moderately satisfactory***.

Component 4

142. Component 4, *reduce land and sea-based pollution and improve water quality*, had eight outputs and 22 activities which describe the steps required to develop strategic programmes to militate and mitigate transboundary pollution (Outputs 4.4, 4.5 & 6.6) and enhance the capacity within the region to respond to marine pollution incidents. Key actions include strengthening the link between NPAs and NAPs (Outputs 4.1 & 4.2), and tightening the relationship between the GCLME and the Abidjan Convention (Output 4.3). Two demonstration projects, one on reducing nutrients inputs to the ocean (Output 4.7) and a Waste Stock Exchange (Output 4.8) round up the suite of initiatives. Component 4 accounted for approximately 12 per cent of the project expenditure compared to 14 per cent budgeted.
143. An NPA Methodology Manual was developed early in the project, (2006). Some countries as early as 2005 had presented reports of NPA workshops (Output 4.1 and 4.2). Regionally-integrated and consistent National Programmes of Action for Land-Based Activities (NPAs-LBA), including updated inventories of pollution and habitat hot spots have been developed. The 16 NPA reports came up with a number of issues that clearly may be shared problems but are not transboundary in nature. The completed NPA-LBAs reports have also been validated in all 16 GCLME countries. The activity to create a West and Central African regional node of the GPA Clearinghouse Mechanism within the GCLME Environmental Information Management System has not been delivered, and it appears that neither of these two information sharing systems exists. The use of the project website as a data exchange portal is a poor substitute for a truly equitable and accessible platform.
144. A series of meetings have been held to assist define the relationship between the project and the Abidjan Convention as well as development of a protocol on LBSA (Output 4.3). The Protocol to the Abidjan Convention on LBSA was signed by the first six plenipotentiaries at a meeting of the Convention Focal Points in June 2012. The national consultations on Output 3.5 and 3.6 on review of legal instruments provided synergy for the review of the status of the appropriate regional/ international convention by GCLME participating countries for Output 4.3.
145. Outputs 4.4 and 4.5 benefited greatly from the collaboration between IGCC, UNIDO, IMO, and IPIECA which resulted in the 2007 ‘Draft memorandum for the sub-regional contingency plan for preparedness and response to major marine pollution incidents in GCLME region’. Subsequent

to that, a Marine Pollution Manual, sensitivity maps and draft policies on the use of dispersants as well as national oil spill contingency plans have been produced with the help of the project. A draft Regional Oil Spill Contingency Plan developed and agreed by IMO, IGCC and IPIECA exists and systems for cooperation on cases of marine incidents have been incorporated in regional spill contingency plans. An amended Emergency Protocol, TORs and Functions of a Future Regional Coordination Centre and the Regional Contingency Plan were adopted at the 9th Conference of Parties (COP) of the Abidjan Convention.

146. UNIDO, IMO and IPIECA have assisted delivery on Output 4.6, facilitation of a process to reform legislation in selected countries to adopt and implement international conventions (e.g., MARPOL, OPRC) as related to oil and gas activities. A series of high-level meetings were held under the auspices of the project. Many of the recommendations of these meetings went on to be incorporated in the Marine Pollution Manual produced by the project. Aspects of the NAP studies which were related to legal frameworks, were used with other project activities regarding recommendations for changes in national laws based on the provisions of international and regional conventions.
147. Output 4.7 was to find the most cost efficient solution to treat nutrient rich waste water effluents from the Phosphate factory in Kpémé and for the management of the sludge that would not flow out to sea (See also [Annex 7](#)). Consultants identified a solution costing over US\$ 10 million and this is the first listed project in the Togolese section of the document produced by the project on Country Investment Profiles for the implementation of the GCLME Strategic Action Programme. In addition, the feasibility of sludge recycling was assessed at the request of the Government of Togo.
148. The original intention under Output 4.8 was to support a Waste Stock Exchange (See also [Annex 7](#)). In 2007 reports started to emerge from Mamsco Environmental Management Consortium Ltd, a Ghanaian consulting company contracted to carry out this task. The contract with the consultant was terminated in 2009 by the UNIDO's procurement services. The company had identified priority industrial waste inputs in Ghana and collected some data on the volumes of waste in 11 categories that could be used as raw material for other industries. A roundtable for the private sector was held in 2010 which was attended by a large number of companies and participants from several GCLME countries.
149. The project performance under Component 4 is considered **Satisfactory** mainly due to the high quality technical outputs produced in collaboration with UNIDO, IMO and IPIECA.

Component 5

150. Five of the seven outputs under Component 5, *regional coordination and institutional sustainability*, were concerned with procedural aspects of project delivery including development and functioning of a regional coordination mechanism (Output 5.1), a project steering committee (Output 5.2), and inter-ministerial coordination structures (Output 5.3); involvement of stakeholders and communication (Output 5.4) and monitoring and evaluation (Output 5.6). These outputs and activities have been addressed in [Annex 5](#) and are discussed in more detail in later sections of this evaluation. See in particular sections [C2. Implementation Approach and Adaptive Management](#); [C3. Stakeholder Participation and Public Awareness](#); [C4. Country Ownership and Driveness](#) and [C7. Monitoring and Evaluation](#). Component 5 accounted for approximately 39 per cent of the project expenditure compared to 34 per cent budgeted.
151. The development of an ecosystem information system (Output 5.5) was one of the regional demonstration projects. An MoU with the University of Lagos (2005) was signed to set up the RAC. An undated report (possibly 2008) lists the tasks and requirements for the Centre. The GCLME/UNILAG Regional Centre of Excellence for Environmental Information Management and Decision Support System provided GIS services and generated maps for other components of the project. Unfortunately the Data and Information Management System aspect was never developed to the extent that data sharing (as opposed to document provision) was possible among the 16 countries through the RAC. When the evaluators visited the RAC, it had recently experienced a fire which had destroyed many of the computers as well as accessories such as

printers, scanners and plotters. The University of Lagos has replaced some of the equipment destroyed in the fire.

152. Output 5.7 addressed 'development of a regional coordination mechanism (an Interim Guinea Current Commission followed by establishment of a full-fledged commission)'. The first major milestone in this process was the preparation and convening of the first Ministerial Meeting in September 2006, which resulted in the '*Abuja Declaration*', an agreement to institutionalize regional cooperation by the creation of a technical Interim Guinea Current Commission (IGCC) in the framework of the Abidjan Convention. Ministers met for a second time in July 2010 and issued the '*Osu Declaration*', reiterating support for creation of a Guinea Current Commission and launching the consultation process towards its creation. This meeting was premature in view of the limited progress that had been made in terms of building a consensus with respect to the GCC's institutional arrangements, but did serve the purpose of highlighting to Ministers that the GCLME project was back on track after the suspension.
153. Progress towards Output 5.7 was hampered by differences in opinion between UNEP and UNIDO regarding how related activities were conducted and by different interpretations of the Ministers' instruction to create the GCC "in the framework of the Abidjan Convention". UNEP expressed strong concerns about the preparation, conduct and fidelity of reporting of the second Ministerial meeting and argued that there needed to be an analysis of different options related to creation of the GCC. FAO and UNEP tabled related concerns at the 7th PSC meeting. At the same time the RCU argued that it was – in its role as IGCC Secretariat – responding appropriately to the instructions of the Ministers. Tensions were fuelled by i) perceptions of conflict of interest between the parties ([Paragraph 251 & 344](#)) and ii) alleged politicisation of the issue amongst GCLME countries. UNEP suspended its funding for related activities in this area in January 2011 and has put on record that it does not consider the *Osu Declaration* and meeting report to be an accurate account of agreements reached at the second Ministerial Meeting.
154. A UNEP option paper comprising five options for establishment of the GCC was presented at a meeting of the working group established after the second Ministerial Meeting. The working group declined to consider a preliminary options analysis since this was not part of its mandate but following a closed session, tasked the UN agencies to reduce the number of options to two for further consideration by the countries. The results of the interagency meeting organised to reduce the number of options to two was presented to the PSC in May 2011, and the PSC requested further information on the two options. Work on this Output recommenced with joint execution by UNIDO and UNEP in July 2011. An independent review of institutional options of the GCC was commissioned from the Environmental Law Institute as input for the Technical and Ministerial meetings on the IGCC organised in May 2012, with strong engagement of legal experts in UNEP's Division of Environmental Law and Conventions, UNIDO, and later FAO. The process took several months with the effect that the accredited experts meeting that the PSC had proposed to be held some months before the Ministerial meeting was eventually held just days prior to that meeting⁶.
155. Ministers decided at their third meeting in Abidjan in May 2012 that the Guinea Current Commission should be established as a Commission by a protocol to the Abidjan Convention (Convention for Co-operation in the Protection and Development of the Marine and Coastal Environment of the West and Central African Region), reflecting a preference expressed by a strong majority of countries. However the process leading to this decision was marred by differing interpretations of documentation and decisions related to process and confusion over the roles of the experts who met at the start of the week and the PSC. While the decision of the Ministers paves the way for further development and establishment of the GCC and reflects the wishes of the countries the overall delivery of Output 5.7 falls short of establishment of a full-fledged Commission.
156. The overall **moderately unsatisfactory** rating on component 5 is based primarily on shortfalls in delivery on the substantive Outputs 5.5 and 5.7, since activities related to regional coordination are considered in more depth in part C of this report.

⁶ Though not ideal for a process perspective, the back to back organisation of these meetings was pragmatic in the light of financial constraints.

157. The overall rating on achievement of activities and outputs is **moderately satisfactory**. This rating corresponds to criterion F in the evaluation ratings table.

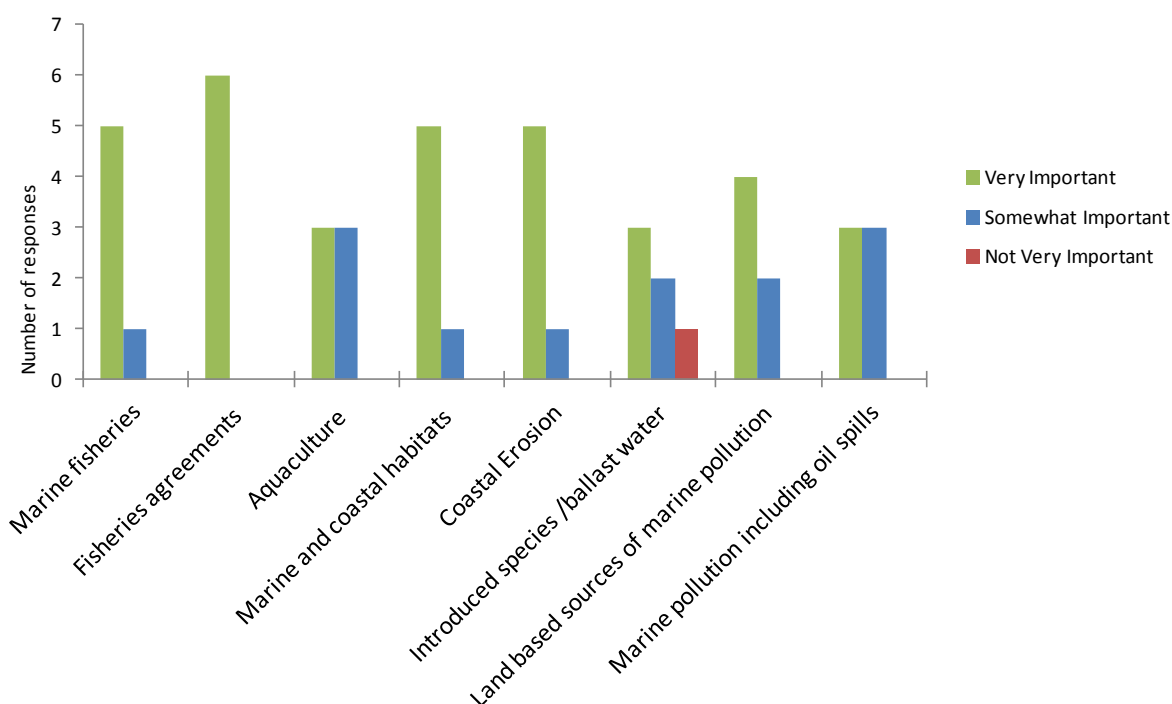
Relevance

158. The following paragraphs look at three aspects of relevance: namely, whether the project's objectives and implementation strategies were consistent with: i) sub-regional environmental issues and needs related to the use and management of the GCLME; ii) the UNEP and UNDP mandates and policies at the time of project design and during project implementation; and iii) the GEF International Waters focal area, strategic priorities and the relevant operational programmes.

159. In terms of sub-regional environmental issues and needs the project brief highlighted that the environmental goals of the project were consistent with the 1981 *Abidjan Convention for Cooperation in the Protection, Management and Development of the Marine and Coastal Environment of the West and Central African Region* and specifically its identified priorities in the areas of oils spills, coastal erosion, marine pollution, rational development of coastal zones, and capacity building. The project as implemented has remained consistent with these sub-regional issues and needs.

160. Figure 1 shows the distribution of ratings by questionnaire respondents on the relevance of issues tackled by Components two to four of the project. All issues were identified as 'very important' by half or more respondents. Only the one issue of introduced species/ballast water was identified as not very important by one respondent.

Figure 1. Summary of questionnaire ratings on importance of selected project issues (N=6)



161. The identification and choice of priority projects for inclusion in 'country investment project profiles' has highlighted the ongoing demand for support to address a wide range of national priorities in terms of management of the coastal and marine environment. Many of these issues are common rather than shared or transboundary in nature, but there is clear added value in a regionally coherent approach, including through sharing of experience, promotion of common standards and possible synergies. Enhancing capability to act at sub-regional level can thus be expected to yield benefits at the national level and vice versa.

162. Emerging issues including climate change, new oil and gas developments, increasing incidence of harmful algal blooms and presence of invasive alien species underscore the continuing importance of coherent and coordinated approaches to environmental and natural resource management issues in the GCLME and its 16 countries.
163. With regard to consistency with UNEP and UNDP mandates and policies, the Project Brief highlighted the roles these agencies were playing to augment institutional capabilities at the national level and in promoting collaboration and networking to achieve regional institutionalization of joint mechanisms for comprehensive and durable system wide management. The Project Brief emphasized the potential contribution to revitalization of the Abidjan Convention for which UNEP serves as Secretariat. The Project can be seen as broadly contributing to the aims of the Abidjan Convention. Results in strengthening institutional capabilities and in promoting collaboration reflect the greater emphasis placed by this project on regional rather than on national institutionalization as to be expected in a GEF International Waters project (See C2. *Implementation Approach*).
164. Further details on the projects contribution to UNEP's Medium Term Strategy (2010-2013) and related Programme of Work are provided and to UNDP's Country Programme Documents and Action Plans in [Part II Section D](#).
165. The GCLME Project Brief included a lengthy section on consistency with the prevailing GEF strategies. The Project was identified as contributing to GEF Operational Programmes (OP) 9 - *International Waters: Integrated Land and Water Multiple Focal Area*, now falling under the International Waters focal area, with a secondary contribution to OP 2 - *Biodiversity in coastal and marine ecosystems*, now under the Biodiversity focal area. The project has remained broadly aligned to the OP9 and has made limited but worthwhile contributions to OP2, though with some shortfalls in implementation in this area.
166. The Project was expected to and has contributed to three of the internal, specific targets adopted in 2003 under the GEF International Waters Focal Area Strategic Priorities IW-1 (mobilization of resources under TDA/SAPs or equivalent processes) and IW-2 (expanding global coverage of foundational capacity building). It remains relevant to several outcomes defined under objectives 2 and 3 of the GEF 5 International Waters Strategy.
167. The project Brief identified substantial linkages with 17 other GEF projects at different stages of development and implementation and stated that UNIDO would be responsible for assuring linkages to these projects. In practice these linkages have only been exploited to a limited degree, notably through recent efforts to reach out to the Basin Commissions for major rivers draining into the LME.
168. The overall rating on relevance is **satisfactory**.

Effectiveness

169. The evaluation of effectiveness is based on the project's main objective, to create an ecosystem-wide assessment and management framework for sustainable use of living and non-living resources in the GCLME. It considers the objectives for components 2, 3 and 4 that that were intended to initiate SAP implementation and envisaged substantive outcomes in the areas of fisheries and living marine resources; biodiversity, degraded habitats and coastal erosion and pollution and water quality.
170. Table 1 in Annex 6 is based on three overarching indicators of effectiveness established at purpose level in the original project logframe. Each of these is complemented by specific and/or measurable and time bound indicators from the original logframe and 2008 revision.
- The first overarching indicator states "Participating countries endorse an ecosystem-based approach to assessment and management of the living and other resources of the GCLME by year 1" and is rated *moderately satisfactory* with the main achievement in this area being endorsement of the SAP by the 16 GCLME countries.
 - The second overarching indicator is "Adoption by countries of a legal and institutional framework for joint governance of the shared ecosystem by year 4". The countries have

established the IGCC and have agreed to create a permanent Guinea Current Commission through a Protocol to the Abidjan Convention.

- The third indicator is “Demonstration projects to reduce the declining state of the ecosystem and achieve the recovery of depleted fish-stocks, restore degraded habitats and reduce coastal pollution completed and functional by year 5”. Process or stress indicators for each of the demonstration projects were added to the logframe when it was revised on November 2008 but the projects have not led to stress reduction at any significant scale.

171. The GEF IW Tracking Tool for projects developed during the GEF’s third operational phase offers another perspective on effectiveness. [Table 2 in Annex 6](#) presents progress against a generic set of indicators including those designed for SP-2 or foundational /new waters projects corresponding to expected outcomes from components 1, 5 and the demonstration projects. The ratings are based on the best match to descriptions on a predefined scale.

- At this stage the project has achieved high ratings (3) on completion of the TDA and endorsement of SAP.
- The national demonstration projects have failed to delivery stress reduction at any significant scale with most remaining at the stage of studies or plans ([Part IIA, Annex 5 & Annex 6](#)). Nevertheless results have been or are being disseminated and four of the five projects have potential for scaling up and replication ([Paragraph 224](#)).
- The ratings related to institutional arrangements are mixed. The GCLME has established a regional management organization, the IGCC, but is rated poorly against this double-faceted indicator in view of the absence of voluntary contributions for its functioning (See also [Paragraph 200](#)). At the national level, IMCs are functioning only on an informal basis ([Paragraphs 255 & 256](#)).
- The countries have agreed to create a permanent Commission through a Protocol to the Abidjan Convention. This process can be expected to take a further two years.
- An SP-1 (SAP implementation project) indicator on enactment of national or local reforms has been added in view of the anticipated outcomes related to legal reforms under Components 2, 3 and 4 of the project. While legal reviews were undertaken as part of the NAP process, few legal reforms have been enacted and the rating is therefore zero.

172. The overall rating on effectiveness is **moderately unsatisfactory**. This rating reflects limited progress in terms of institutional arrangements over the seven-year life of the project and absence of impact in the process-oriented demonstration projects.

Efficiency and Timeliness

Sources of cost-effectiveness

173. The GCLME project is unprecedented amongst LME projects both in its phasing, with six countries having an early start in the GOG-LME project, in its scope combining foundational activities and implementation in a single project, and in its reach, covering sixteen countries, four languages, and multiple cultures. In this context, it has not been possible to carry out a direct comparison in terms of *cost and time over results ratios* with other similar projects.

174. The decision to establish a single project management structure for what was effectively two full-sized projects provided a source of cost saving through economies of scale, but placed a considerable burden on the RCU and especially the Project Manager and finance and administration staff in UNIDO who needed to work with UNDP and UNEP’s parallel reporting systems ([Paragraph 302](#)). The RCU was rarely capacitated at the staffing level envisaged in the project proposals but was able to increase its capacity at minimal cost through secondments and recruitment of interns ([Paragraph 242](#)). There was a clear economy of scale in having just one coordination structure at the national level with significantly reduced transaction costs and improved synergy compared to two separate projects.

175. The cost effectiveness of the GCLME project has been enhanced by its building on the earlier GOG-LME project that covered six of the GCLME countries (Benin, Cameroon, Côte d'Ivoire, Ghana, Nigeria, Togo) and by the participatory PDF phase (Paragraphs 75 & 228) that allowed lessons from the pilot project as well as experiences from the participating countries to be shared with the new partners.
176. The GCLME project drew heavily on BCLME outputs during both design and earlier stages of implementation, including in development of the TDA, the SAP, and the SAP agreement. While taking inspiration from the approach and structure of BCLME outputs was clearly helpful, evaluators are concerned about the indiscriminate reuse of some of the BCLME outputs (Paragraph 113) which belies the originality of the reported consultative process.
177. Following financial losses incurred during the pre-suspension phase of the project, which led to UNIDO reimbursing funds to the project, UNIDO has taken a rigorous approach to project management including by recovering funds on contracts where consultants or sub-contractors failed to deliver, and by strong application of procurement procedures (Paragraph 300). While the overall circumstances of leading to the suspension are regrettable, UNIDO's actions to minimize losses and its acceptance of responsibility related to the irregularities experienced in the first years of the project can be considered exemplary. Numerous respondents referred positively to the change in culture in the project during the post-suspension phase though some were disappointed by changes in direction related to the demonstration projects in particular.

Timeliness

178. The GCLME project started promptly following the PDF phase with the Project Director recruited within a month of approval of the project by the IAs in October 2004. The first regional workshop was organized in December 2004 even before the RCU was established in January 2005, and the first PSC meeting was convened in April 2005. There is limited information available on progress of the project in its early years. Two detailed progress reports to the PSC made in the first years of the project suggest the project progressed according to expectation, though the frankness of some of this reporting is questionable. The Mid-term Evaluation states that the project was "well on track" until mid-2007.
179. The effect of the project suspension in 2007 and 2008 and ensuing hiatus due to suspension of funding had both direct and indirect effects on timeliness. In terms of direct effects, project activities ceased and then operated at a reduced level for approximately one year, during which time project expenditure was reduced to a minimum. One major achievement during this period, however, was the signature of the SAP by all 16 participating countries. Indirect effects included a loss in institutional memory and a loss of project momentum, in part associated with the uncertainty and loss of confidence amongst the GCLME countries as to whether and in what form the project would continue. The convening of the second Ministerial meeting in July 2010 can be seen in this regard as an important milestone in terms of recommitment to the GCLME process.
180. The project has been extended on four occasions, with a total extension period of three years according to the original expected completion date (Paragraphs 77 & 80). The reasons for the extensions include the project suspension and also difficulties and delays in preparing, planning and scheduling the 2012 Ministerial meeting and associated experts meeting. As project host and Chair to the IGCC during the later years of the project, the Government of Ghana used the opportunity of the third Ministerial Conference to express its dissatisfaction with the role played by the UN agencies – and particularly UNEP – in opening up the debate on the institutional options for establishment of the GCC and blamed this for the delay in project completion. However it became clear during the course of the 2012 Experts' and Ministerial meetings that the majority of countries supported a different option to that presented to them in June 2010.
181. The increase in expenditure on core staff positions associated with the extension has been offset in this project by under-expenditure on technical advisors who were to be recruited as part of the RCU, an issue that is taken up in Section C2.
182. Many activities have significantly overrun the timing indicated in the project workplan and logframe. In some cases this has disrupted sequencing of activities, for example in the failure of

national monitoring data to feed into the TDA process as was anticipated during project design (Output 1.2)(See also Annex 5). Similarly, the relatively poor follow up in terms of national policy can be partly explained by the late start of related studies that were originally intended to feeds into the TDA process, meaning there was insufficient time in the remaining life of the project to complete national policy changes.

183. In retrospect the time limits imposed on core activities such as development of the NAPs appear to have been unnecessarily strict, but these should be placed in the context of – and indeed illustrate – the strong efforts made by UNIDO and the RCU to complete the project in a timely manner. There have been reported knock-on effects on other projects such as FAO's EAF Nansen project which was relying on GCLME to cover costs of personnel joining cruises.
184. The overall rating on efficiency is **moderately unsatisfactory**. This rating takes account of shortcomings in terms of fiscal responsibility in the early years of the project (reflected in the reimbursement of funding), the consequences of the project irregularities, including related loss of time and momentum, and the subsequent strong recovery efforts.

Review of Outcomes to Impacts

185. The following paragraphs examine progress made towards project impacts using a Review of Outcomes to Impacts (ROtI) analysis. With their emphasis on SAP and NAP development, and creation of an institutional framework, project components 1 and 5 reflect the foundational nature of the GCLME Project. Components 2, 3 and 4 were intended to support the TDA and SAP process and start to address three major issues identified in the preliminary TDA and SAP towards achievement of the three preliminary environmental quality objectives (EQOs) that were later adopted as part of the final SAP. The ROtI analysis spans two phases of the GCLME initiative: the current foundational/ demonstration phase which include development of the SAP and early implementation actions, and a future SAP implementation phase.
186. [Figure 8.1 in Annex 8](#) presents the causal chain towards environmental impacts for the GCLME Project. Similar to the original logframe in the Project Documents, the November 2008 logframe includes 37 outputs, 54 outcomes and 104 activities spanning the five components. It was not possible in the context of this evaluation to develop a comprehensive causal chain incorporating all elements of this logframe.
- The 10 project strategies in [Figure 8.1](#) are derived from the strategic objectives of the project and address establishment of a regional ecosystem commission and information system (Component 5), fisheries and living marine resources monitoring, assessment, and, management (Component 2), biodiversity, habitats and integrated coastal management (Component 3), pollution (Component 4) and strategic planning and economic arrangements (Component 1).
 - The project outcomes are derived from the condensed list of outcomes in the Project Brief.
187. The SAP identifies the desired environmental outcomes for the GCLME, which have been used to define the impacts of the project. It describes some 94 interventions to achieve these outcomes, classified into seven intervention types: i) *Policy Actions*, ii) *Legislative /Regulatory Actions*, iii) *Institutional Strengthening Actions*, iv) *Capacity Building Actions*, v) *Investment Actions*, vi) *Scientific Investigation Actions* and vii) *Data Management Actions*. These interventions are reflected in the drivers and intermediate outcomes shown in [Figure 8.1](#).
188. Falling under the influence but not entirely within the control of the GCLME initiative; the impact drivers for further progress of the project include individual and institutional capacity, as well as availability of financial resources reflecting the SAP interventions related to institutional strengthening, capacity building and investment. Two further impact drivers related to stakeholder engagement are: i) *stakeholders support the need for a regional approach to GCLME management*, a driver that has been partially addressed through GOG and GCLME processes and remains crucial to the ongoing process, and ii) *stakeholder incentives ensure policy implementation*, that the GCLME project has started to address through work on economic tools.

189. Two crucial assumptions for achievement of outcomes related to preliminary SAP implementation were empowerment of national implementation structures and mobilisation of anticipated cofinance, both of which are factors which have affected project performance. These issues are discussed further in the sections [C4 \(Country ownership and drivenness\)](#) and [C5 \(Financial Planning and Management\)](#).
190. The intermediate states in [Figure 8.1](#) are process oriented and address harmonisation of ecosystem management approaches at regional level, mainstreaming of ecosystem management approaches at national level, and increased and better targeted budget allocations and investments. The simple wording belies the complexity of moving from planning to implementation of an ecosystem management approach in the GCLME particularly at the national level. Individual causal chains could be constructed for each of the three issues for which EQOs were developed and in this regard it is worth noting that a causal chain analysis was used as a tool in developing the preliminary SAP.
191. [Figure 8.2](#) in [Annex 8](#) shows the results of the Review of Outcomes to Impact (ROtI) analysis based on the standard rating categories. According to this analysis, the *overall likelihood of impact achievement* at this stage in the project is rated on a six-point scale as **moderately unlikely** (DC). This rating is based on the following observations:
- The rating on achievement of outcomes is D, since not all of the project outcomes of this ambitious project have been fully delivered. Nevertheless the outcomes of this foundational project were designed from the outset to feed into a continuing process with allocation of roles and responsibilities addressed in the SAP.
 - The C rating on intermediate states reflects that measures designed to move toward intermediate states have started but have not yet produced results at a significant scale. This result is disappointing since the GCLME project was supposed to deliver results in priority areas through components 2, 3 and 4 and essentially reflects shortcomings in follow through of activities that were beyond the immediate control of the Executing Agency.
 - The national demonstration projects have been successful in terms of planning stress reduction measures, but these have not yet been implemented at any significant scale. Consequently there is no '+' rating related to impact.
192. The 'DC' and corresponding **moderately unsatisfactory** rating presents a rather negative picture of the extent to which the GCLME project has laid the foundation for future delivery of significant environmental impacts. However, while arguably the ROtI rating system is not well matched to SAP design projects (given their emphasis on planning in complex transboundary contexts rather than on delivery on the ground), the rating also reflects that the project has fallen short in view of its ambitious design – which included early implementation actions – including as a result of failure to follow through on activities at national level that fell beyond the immediate control of the core project management.

B. Sustainability and catalytic role

B1. Sustainability

Socio-political Sustainability

193. More than half of the GCLME countries have either gone through political crises during the project period or have been recovering from conflict in the years prior to the project. While this has undoubtedly created difficult operating conditions for Project Directors and Assistants at the national level, the Project has been surprisingly resilient and has accomplished some substantial outcomes in a difficult socio-political environment. This bodes well for the future of the GCLME initiative.

194. The endorsement of the SAP as well as progress towards the establishment of the GCC (See [Institutional framework](#) below) illustrate the strong overall support for the GCLME initiative, in a context where GCLME issues are also considered important at national level ([Paragraph 160](#)).
195. At the same time, shortfalls in co-finance as well as the largely reactive function of the IMCs point to limited ownership and appropriation of the project at national level (See [Section C4. Country Ownership and Drivenness](#)). A number of reasons have been evoked including the limited empowerment of national structures and poor visibility of the project at national level ([Paragraph 294](#)).
196. This dimension is rated as **moderately likely**.

Financial Resources

197. Looking ahead to eventual impact of the project, continued funding at various levels will clearly be critical to achieving SAP and NAP implementation. The SAP provides a platform for further investment in the GCLME in that it represents both a technical consensus on priority investment areas and a politically endorsed strategy for the future management of the LME.
198. Participants in the seventh PSC meeting and Second Ministerial Meetings in July 2010 mandated the Executive Secretariat and IAs to develop a full SAP Implementation Proposal to the Global Environment Facility (GEF), to be based on the *road map* agreed during the seventh Steering Committee Meeting. Preparatory activities have included several interagency meetings (linked to other events) to design a proposal and identify roles and responsibilities and reformulation of the portfolio of propriety projects. Fifteen of the 16 GCLME countries had endorsed the draft 'Project Identification Form' by May 2012 and over US\$ 500 million in co-finance had been identified⁷.
199. The February 2011 *Partners Conference of Implementation of the GCLME SAP and NAPs* brought together some 80 stakeholder representatives, including participants from around a dozen existing and potential partner organisations. There were no firm offers of financial support and participants drew attention to the difficult global economic situation. NOAA and IMO offered technical assistance, FAO committed to continue to contribute to the Nansen survey, and drew attention to their own and other funding opportunities including the Strategic Partnership for a Sustainable Fisheries Investment Fund in Sub-Saharan Africa; and several NGOs expressed an interest in collaboration. The RCU has not been authorised to undertake further fundraising activities, an issue that illustrates inherent difficulties in its dual role as GCLME project facilitator and interim secretariat for the IGCC ([Paragraph 250](#)).
200. The existing proposal for future funding of the GCC is based on a gradual phase-in of country contributions, with the costs of the GCC expected to be met in the short term through project funding for SAP implementation. Three concerns in this regard are i) the failure by most countries to mobilise pledged co-finance for the GCLME project ([Paragraph 334](#)), ii) shortfalls in payments of dues for the Abidjan Convention that underscore difficulties in mobilising funds for regional bodies, and iii) possible competition for funding with other regional management bodies.
201. Also of relevance, since the RACs are proposed as SAP implementation mechanisms, the RACs have largely functioned without GCLME project support and are not dependent on GCLME funding for their future existence. However the Centres are unlikely to be able to support GCLME activities without dedicated financial resources since staff and facilities are by necessity allocated to projects and initiatives that provide for cost recovery. Some interviewees questioned the sense in using regional centres and laboratory as regional service providers in view of cost and logistical issues (for example associated with storing and transport of samples, or language difference).

⁷ This figure is based on the GEF-5 definition of co-finance which differs to the GEF-3 definition used for reporting on co-finance contributions to this project.

202. Finally, a generic list of economic instruments for management of critical zone resources and pollution reduction was produced as part of Output 1.8 (Paragraph 122). This together with the roundtable discussions on waste collection, disposal and recycling systems signify the potential for engaging the private sector in SAP implementation.
203. This dimension of rated as **moderately likely** based on the strong partner engagement towards development of a SAP implementation project for further GEF funding. However there is a strong risk that the process will stall without such catalytic funding.

Institutional Framework

204. The principal institutional outcomes were the creation of a 'technical Interim Guinea Current Commission (IGCC)' by GCLME Ministers at their September 2006 meeting and the decision taken in May 2012 to establish a permanent Commission (the GCC) through a protocol to the Abidjan Convention (Paragraph 81). The functioning of the IGCC was assured through the RCU but future funding for the IGCC or GCC functioning is a concern. At their May 2012 meeting Ministers recommended that the IGCC Secretariat should be maintained with support of any unutilized (project) funds from the UN Agencies after the closure of the GCLME SAP development project.
205. At the national level the project has encouraged inter-sectoral coordination through creation of IMCs but these have not been formalised (Paragraph 171).
206. In terms of legal frameworks, the project has contributed to revision of the Protocol Concerning Cooperation in Combating Pollution in Cases of Emergency in the Western and Central African Region (Emergency Protocol) to the Abidjan Convention that was adopted in April 2011 and to drafting of the Protocol on Land-based Sources and Activities (LBSA), dated March 2007. The LBSA protocol was further approved at a meeting of the Abidjan Convention Focal Points and signed by the first six plenipotentiaries in June 2012.
207. The rating on this aspect of sustainability is **moderately likely** based on the recently reiterated political support for creation of a permanent Commission.

Environmental Sustainability

208. The project approach of a harmonised regional response remains valid in the context of improving or declining environmental conditions. However there is lack of knowledge on critical thresholds and tipping points in environmental systems in the GCLME area. If the future flow of project benefits is to be secured, more research on the functioning of systems needs to be carried out. In addition there needs to be long term monitoring of the key environmental indicators and populations of sentinel species. This underscores the continuing importance of coherent and coordinated approaches to environmental and natural resource management issues in the GCLME and its 16 countries.
209. Climate change impacts and country response to these impacts could affect project outcomes in two ways. In the face of increased vulnerability of populations to climate change risks, it has been assessed that for some West African countries, the needed government response to assist populations to adapt will be of the same order as growth in GDP – so where national governments are to put in resources for project delivery it is likely that these resources will be diverted for disaster management. On the other hand, several governments in the sub-region have indicated that they wish to follow a low carbon growth pathway (LCGP) or a green economy agenda. Best practice in LCGP also means a reduction in use of polluting resources which would positively impact the GCLME.
210. New developments in off-shore drilling techniques and greater attention by oil prospectors have resulted in some significant oil finds in the Eastern Atlantic. The possibilities for spillage have increased and as several of these new finds are tapped by deep water wells so has the difficulty of dealing with the potential spillages. This brings to the fore the need for a regional coordinated

oil spill response for the GCLME, highlighting the importance of the Regional Oil Spill Contingency Plan adopted in April 2011.

211. The growth of coastal cities and the lack of proper planning for domestic sanitation and the lack of sanitary landfills will result in more nutrients entering the ocean with the consequent eutrophication and increased incidence of harmful algal blooms. The growth of the economies of the coastal states will also result in an increase in shipping and the associated problems of invasive alien species in ballast water.
212. The level of interest and attention from national governments related to coastal systems has increased given other developments in the sub-region including initiatives on climate change adaptation and mitigation and the increase in national wealth from offshore oil exploitation in several GCLME countries. The rating on this dimension of sustainability is **likely**.
213. The overall rating on sustainability is based on the lowest rated individual rating in this section and is **moderately likely**.

B2. Catalytic Role and Replication

Catalytic Role

214. The project has contributed to creation of a more enabling environment for management of the GCLME through its foundational activities linked to institutional strengthening and policy development and through its substantial investments in individual and organizational capacity building. Financing is addressed under *Sustainability*, above.
215. The principal outcomes in terms of institutional change have been the creation of the IGCC and decision to create the GCC through a protocol to the Abidjan Convention. While this decision has strong catalytic potential, financial sustainability is a concern (Paragraph 203).
216. The SAP includes a recommendation that the RACs or regional 'centres of excellence' that were recognised in the first year of the project should become central actors in the SAP implementation. In practice the RACs are operating as service providers in response to requests and funding from the RCU rather than as drivers or champions of change and their ongoing role needs further consideration.
217. Institutional change at the national level has been limited since the IMCs are operating on an informal basis, but the GCLME does now have an identified institutional host in each of the countries. There is potential for reinforcement of national coordination structures in a future SAP implementation project.
218. Potentially catalytic activities at the regional level in terms of policy include the amendment and drafting of protocols to the Abidjan Convention including adoption of the revised Emergency Protocol and regional emergency plan and anticipated adoption of the protocol on LBSA (Paragraph 206). A draft regional ballast water convention document has been prepared.
219. There is little evidence of national policy changes in key sectors such as fisheries, pollution and habitat management, but the legal studies, SAP and NAP, NPAs on land-based sources, and sectoral plans such as the regional fisheries management plans and biodiversity plans do pave the way for future actions in this area. Guinea Bissau reported that it had acceded to two IMO Conventions as a result of the project.
220. With regard to mainstreaming of results of pilot projects, plans developed by two of the pilot projects – the ICZM project in Cameroon and the MPAs project in Benin (including a draft decree) – were validated at technical level. However there is little real ownership of the results by the focal institutions and there are no current plans for further implementation in the absence of dedicated project funding. The project in Nigeria was instrumental in drawing attention to the importance of mangroves and stimulating increased efforts in mangrove management in the Federal Ministry of Environment, and the Nigeria representative reported a significant budget allocation in this area in May 2012.

221. The project has invested substantially in training of scientific and technical personnel as well as in strategic planning. This can be expected to bear dividends for a SAP implementation project. The guidelines and manuals such as those on fisheries and marine productivity developed by the project can be expected to generate increasing coherence in approaches to data collection and analysis.

222. The project contracted a study on incentives (Paragraph 121) for catalyzing changes in stakeholder behaviour which, while not fully developed, does identify areas that could be further investigated in a SAP implementation project. A second study demonstrated the importance of GCLME to national economies in the region and established the rationale for continued investment in securing these benefits. The waste stock management demonstration project has drawn attention to the economic case for reuse and recycling of waste products

223. Finally the project itself has acted as a champion for closer cooperation amongst Africa LMEs, and in May 2011 convened a meeting leading to the establishment of the *Caucus of Large Marine Ecosystem Institutions and Programmes in West, Central and Southern Africa*.

Replication

224. Four of the five national demonstration projects were designed to address issues of wider relevance to the host country and to other GCLME countries, while the fifth, related to treatment of wastes at the phosphates factory in Togo, set out to address a very specific but regionally important pollution issue.

225. There have been and are ongoing efforts to disseminate the results and lessons of the demonstration projects.

- The projects in Benin and Cameroon hosted regional dissemination workshops with participants from the other GCLME projects who were provided with frank feedback on the projects and had the opportunity to meet a cross-section of stakeholders involved in the project. The demonstration project coordinator has been invited to two other GCLME countries to share his experience with a wider group of national stakeholders as a result of the workshop.
- A dissemination workshop is being considered for Côte d'Ivoire after the national validation workshop was completed. The question of shoreline change is now being tackled by a wide range of national and regional initiatives and there is potential for sharing the lessons from the Côte d'Ivoire project through related communities of practice.
- The mangrove project in Nigeria is preparing a DVD on the lessons learned from the project, in view of the prevailing security situation in the project area that does not allow visits. In the meantime, as mentioned above (Paragraph 220), the project has generated a renewed interest in the country's mangrove systems which are the most extensive in West Africa.
- The results of all five demonstration projects were presented to the eighth PSC meeting and generated enthusiastic discussions.

226. The regional demonstration projects were not explicitly designed to be replicable in that they were to provide services at the regional level. Given the size, language differences, and practicalities of sharing samples, in the region, however, it would seem sensible in some cases to replicate services through a network of collaborating centres.

227. The rating on catalytic role and replication is **satisfactory** in view of the catalytic potential of the project, the replication efforts for the demonstration projects and the foundations that have been laid through the regional endorsement of the SAP and political commitments related to the GCLME.

C. Processes affecting attainment of project results

C1. Preparation and Readiness

228. The GCLME project was designed over a four-year period through two successive PDF grants (Paragraph 75). The PDF phases led to substantial outputs including a draft SAP with preliminary environmental quality objectives (EQOs), a draft TDA, and a reiteration of political support for the project. The project was founded on the experience and political momentum generated by the six-country GOGLEME project and developed by an experienced team, some of whom had been closely involved in the GOG project that was completed in November 1999. The project moved swiftly from the design to implementation phase without any apparent need for an inception phase (Paragraph 178) and continuity was assured by employment of key personnel who had been involved in project development as technical advisors or in partner organizations (Paragraph 240).
229. The objectives and components of the project as described in the Project Brief are superficially straightforward and complementary, though there were overlaps in outputs under Component 4 in particular. However, the sheer scale and scope of the project was extremely ambitious, spanning 16 countries including 10 which were not involved in the GOGLEME project, with nearly 40 outputs, over 100 activities and over 50 detailed 'outcomes'. This has proved challenging in terms of implementation, scheduling and articulation of different activities, as well as monitoring and evaluation.
230. The Project Brief anticipated a smaller project with a GEF grant in the order of US\$ 12.6 million instead of the US\$ 21 million actually received. The Project Brief refers to three project phases and is not clear which outputs were expected to be delivered in the different phases nor which phases were covered by the funding request. No documentation could be found that related to the decision to increase the GEF grant which was presumably to cover all three phases of the project described in the Brief and summarized in the UNDP and UNEP Project Documents.
231. With regard to partnership arrangements, the Project Documents describe the roles of the two implementing agencies and the executing agency in a succinct but clear way although the text does not explicitly state that UNDP would be the lead IA. Oversight of different project components was to be divided between the two IAs based on their comparative advantage, and outputs and activities are assigned to each agency.
232. The Project Documents include reference to establishment of the Project Steering Committee (PSC) with representation from the 16 GCLME countries and key project partners, some of which have changed during implementation. Brief terms of reference were appended to the UNDP project document. There is no attempt to explain whether or how the role of the PSC would evolve with creation of the GCC.
233. The two Project Documents envisage establishment of a Regional Coordination Unit (RCU) hosted by the government of Ghana, but they saw slightly different staffing arrangements. Terms of references for five senior technical positions were appended to the UNDP project document. In practice the RCU has operated below its full staff contingent both in numbers and qualifications during most of its tenure. (Paragraph 240).
234. With regard to counterpart funding and support, the very detailed incremental cost analysis in the Project Brief includes allocation of the GEF funding and co-finance including across activities, including national partner co-finance. However the in-kind support of the national partners has been less than anticipated suggesting that counterpart resources were not sufficiently assured at the design stage (Paragraph 334).
235. While the project indicators and outcomes foresee a significant level of delivery and mainstreaming at the national level, the arrangements and specific support anticipated for the project implementation at the national level are not commensurate with these expectations. The UNDP project document included appended terms of reference for the Inter-ministerial Committees (IMCs) but the roles of these committees, and other arrangements for project delivery at national level (including appointment of a national director, and appointment of a project assistant) are not well developed in either project proposal.

236. Discussions with project management suggested they were unclear at which point their direct responsibility for delivery of the project outcomes stopped but generally did not regard this as extending to delivery of activities beyond their immediate sphere of activity. Arguably national structures have not been sufficiently empowered or enabled to take a proactive role in this regard (e.g. [Paragraph 256](#)).

237. The rating on preparation and readiness is **moderately unsatisfactory**, reflecting shortfalls in terms of clarity and feasibility of project deliverables as well as insufficient attention to definition of delivery mechanisms for project implementation at the national level, both of which significantly affected quality at entry of the project.

C2. Implementation Approach and Adaptive Management

238. The following sections look at the project implementation arrangements at regional and at national level and at overall approaches to and performance of project management. In this context it should be noted that very limited information is available on project management prior to 2008 since this was heavily centralised on the Project Manager and Project Director and there was therefore a loss of institutional memory with their departure. Issues directly related to the project suspension are addressed in [Section C5: Financial Planning and Management](#).

Project Implementation Mechanisms

239. The Project Brief and Project Documents include a concise section on implementation arrangements, identifying the implementing agencies, executing agency and executing partners. They describe arrangements for establishment of an RCU (including overall TOR and TOR for key roles); as well as the regional PSC and national IMCs. The following paragraphs will look at how these arrangements were implemented and at their roles and performance.

Regional Implementation Mechanisms

240. An RCU was established in Accra January 2005 following recruitment of the Project Director, who had led project development, in November 2004. Composition of the RCU staff has varied over time, with the team in the first phase including an Environmental Officer (involved in project development as an expert), Administration Officer (formerly with the host Ministry), Fisheries Scientist, Information Communications and Technology (ICT) Specialist, and, Directors Assistant /Editor. The team was backed up by a Project Manager in UNIDO Vienna who was not paid directly by the Project. Two posts - that of Policy, Legal and Institutional Arrangements Officer, and Public Awareness and Participation Officer remained unfilled. The RCU took on a senior Administration Officer, an important role that was overlooked in the project documents. Finally, a regional GPA officer was to be recruited to support all five project components as part of the GPA's support to the project but the related funding did not materialise and the position was not filled.

241. In terms of changes to staffing after the project suspension, a new Project Manager was recruited in UNIDO Vienna in February 2009 and a new Project Coordinator joined the RCU in August 2009. There have been several changes in the Fisheries Scientist, and at times the post has been vacant or filled only on a part-time basis. A Communications Consultant was appointed from 2009 to mid-2011. The Policy, Legal and Institutional Arrangements post was never filled despite a recommendation of the mid-term evaluation and a favourable management response.

242. The shortfall in staffing is both directly and indirectly a result of budget constraints ([Paragraph 321](#)), and means that RCU has not been able to realise its full potential in terms of coordination and technical leadership across all five components of the project. On the plus side, it has been able to enhance its capacity through recruitment of local interns and by secondment of national service personnel from the Government of Ghana who have provided valuable technical and administrative support to the project.

243. The RCU has functioned in difficult circumstances in view of the upheavals associated the project suspension ([Paragraph 298](#)) whose impacts included a loss of institutional memory and significant loss of momentum. Lesser issues have included its having to move physical location

twice since the Ken Sherman Building lease expired in 2008, firstly into unsuitable temporary accommodation at UNIDO's Accra offices, and later into government offices that have been partly refurbished by the project since the host government has been unable to meet its commitments in this area.

244. The level of support provided by UNIDO headquarters, particularly since 2007, has been substantial and far greater than is normally expected to be covered by a management overhead provided to an EA. The temporary project manager appointed in 2008 following the investigation, and then permanent and almost full-time Project Manager assigned in 2009 have been effectively backed up by financial and procurement staff as well as more senior managers in the Environmental Management Branch. Other groups such as IOS have continued to be available on a needs basis.

245. Nevertheless the sheer number of ongoing contracts and activities has at times been overwhelming and engendered a strongly task-driven approach to the project where each deliverable has tended to be treated in isolation, sometimes at the expense of a more integrated or strategic perspective. Related to this:

- There has been some loss of sequencing of activities, in particular with regard to generation of information that was supposed to feed into the TDA and SAP and national policy processes (Paragraph 182).
- There has been limited follow-through of individual tasks and opportunities to add value to activities – for example the potential for establishment and animation of networks of experts as a follow-up to training workshops was not exploited.
- There has been very limited follow through of activities at national level, a situation that was exacerbated by the loss of institutional memory associated with change in management. In one striking example the project management did not discover until 2009 that equipment purchased for the Pollution RAC in 2006 and 2007 had never functioned.

246. The Project Steering Committee (PSC) was established in 2005 and has met on nine occasions. According to its TOR, membership of the PSC is broad-based, and includes national and international partners, governments and civil society representatives. The core membership consulted on key decisions⁸ appears to be the 16 National Project Directors appointed as the high-level representatives of the GCLME governments.

247. The PSC participants have been kept apprised of project progress, and since 2009 have been provided with thorough briefings on the project workplan, expenditure and budget by project management. Documentation has equally been thorough with just minor omissions (e.g. Paragraph 314). However some participants reported that circulation of key documents was too late to allow participants to properly prepare for the meetings.

248. Since 2009, the RCU has reported back to the PSC meeting on progress against previous recommendations that had been variously directed to the countries themselves, the RCU or the IAs (regarding no-cost extensions). There was no reporting back on recommendations from the first two meetings that mainly concerned approval of the project workplan, and no recommendations were made at the third and fourth meetings. The PSC played a role in preparation of decisions for the Abuja, Osu and Abidjan Ministerial Meetings.

Effects of creation of the IGCC

249. In September 2006, Ministers representing the fifteen GCLME countries that participated in the *First Meeting of the Committee of West and Central African Ministers of the Guinea Current Large Marine Ecosystem Project* issued the Abuja Declaration whereby they agreed “to institutionalize regional cooperation by the creation of a technical Interim Guinea Current Commission (IGCC) in the framework of the Abidjan Convention (1981)” and declared that “the IGCC will assume leadership and coordination of the GCLME Project”.

⁸ For example at the 9th PSC meeting whether the Directors also played a role of IGCC Steering Committee

250. Following the First Ministerial Meeting, the RCU took on an additional role as Secretariat to the IGCC. The Project Director and later the Project Coordinator served as Executive Secretary. While these arrangements were anticipated in the Project Documents, they created some ambiguity in terms of project governance and accountability, and brought about a situation where as a project financed body, the Interim Secretariat has not been fully able to meet the expectations placed on it by Ministers. For example, in practical terms:

- Each of the Ministerial meetings made one or more resolutions or technical decisions calling for actions by the IGCC Secretariat that fell outside the immediate scope of activities funded by the project (e.g. Resolution related to toxic and hazardous waste dumping or instructions related to supporting ratification of the Watercourses Convention). There is no evidence that these were followed up by the Secretariat, but to have done so would have placed additional strain on the already stretched human resources of the RCU.
- The Interim Secretariat has not been allowed to undertake independent fundraising to ensure its continuity after the close of the project. In the absence of voluntary contributions from the GCLME countries, funding for the IGCC Secretariat will end in June 2012 unless the agencies are able to allocate unexpended funds based on unliquidated obligations (Paragraph 312).
- The linkage between the project management governance structures and proposed institutional structures for the IGCC announced in the Abuja Declaration and elaborated in the SAP were unclear in terms of accountability. This has led to a situation where the RCU, as IGCC, has sometimes refused to accept the advice or instructions of the IAs and EA on the grounds that it has taken its mandate from the Ministerial declaration. Specifically it refused to accept guidance from UNEP related to standard practices in the conduct of intergovernmental processes even whether this had been agreed by UNIDO.

251. At the same time, assignment of RCU staff to the Interim Secretariat fuelled a perception of conflict of interest in that the RCU – as IGCC secretariat – was viewed by some stakeholders as having a stake in and preference related to the outcomes of the process to create the GCC that it facilitated. This preference was apparent in the series of meetings organised in May 2012 (Paragraph 155) where the IGCC Secretariat – as convener of the meetings – failed to play an impartial role. The conduct of the meetings was described by one independent observer as ‘irregular and disrespectful’.

252. The question of the dual role played by the RCU will be taken up under lessons.

National Implementation Mechanisms

253. Each of the GCLME countries appointed a National Director in the Ministry responsible for Environment and/or Fisheries. In addition, and marking a judicious early deviation from the project document, National Assistants were recruited for each country and in most cases were based at the same institution as the National Directors. National Assistants have helped the National Directors maintain an overview of project activities, have been responsible for convening workshops and events held in their country, and have convened meetings of the IMC.

254. In general the liaison between the RCU and National Directors and Assistants has worked well. However, there are few cases where the RCU failed to consult or keep National Directors fully informed of activities taking place in their country. Establishment of the RACs was identified as a weakness in two countries, and in one case decisions taken by the country appear to have been overruled by the RCU. This affected goodwill and compromised integration of activities as well as visibility of the project the national level.

255. Each country established an Inter-Ministerial Committee (IMC) bringing together specialists from different Ministries and, in some cases, representatives of civil society. The IMCs have functioned quite well in terms of building cross-sectoral awareness of project issues, as may be expected for a foundational project, but have not played the mainstreaming role that would be expected for an implementation project.

256. At a practical level, the IMC's work was affected by the lack of a dedicated budget, meaning they have largely functioned in a reactive manner, meeting in order to deliberate on specific project outputs (such as the NAP) when funds were provided. Several interviewees pointed to the need for a dedicated budget to empower project coordination at national level and enable IMCs to work on a proactive basis (See also, Paragraph 294). IMCs have been affected by frequent changes in membership and/or delegation of junior staff from partner Ministries. Few of the participants in the *ad hoc* IMC meetings arranged for the evaluation visits had been substantively involved in project activities and some were not even aware of the nature of project activities.
257. Failure to establish effective sectoral coordination at the national level has led to some missed opportunities. For example the project on development of a network of marine protected areas in Benin was carried out entirely independently from the national GEF project, *Community-based Coastal and Marine Biodiversity Management Project* (GEF ID 1234), despite the close collaboration between the demonstration project coordinator (an NGO) and the IMC. Similarly it proved difficult to create links with the UNIDO Collaborative Actions for Sustainable Tourism (COAST) project active in three of the same countries (Cameroon, Ghana, Nigeria), that UNIDO suggested would have to have been realized at national level.

Regional Activity Centres

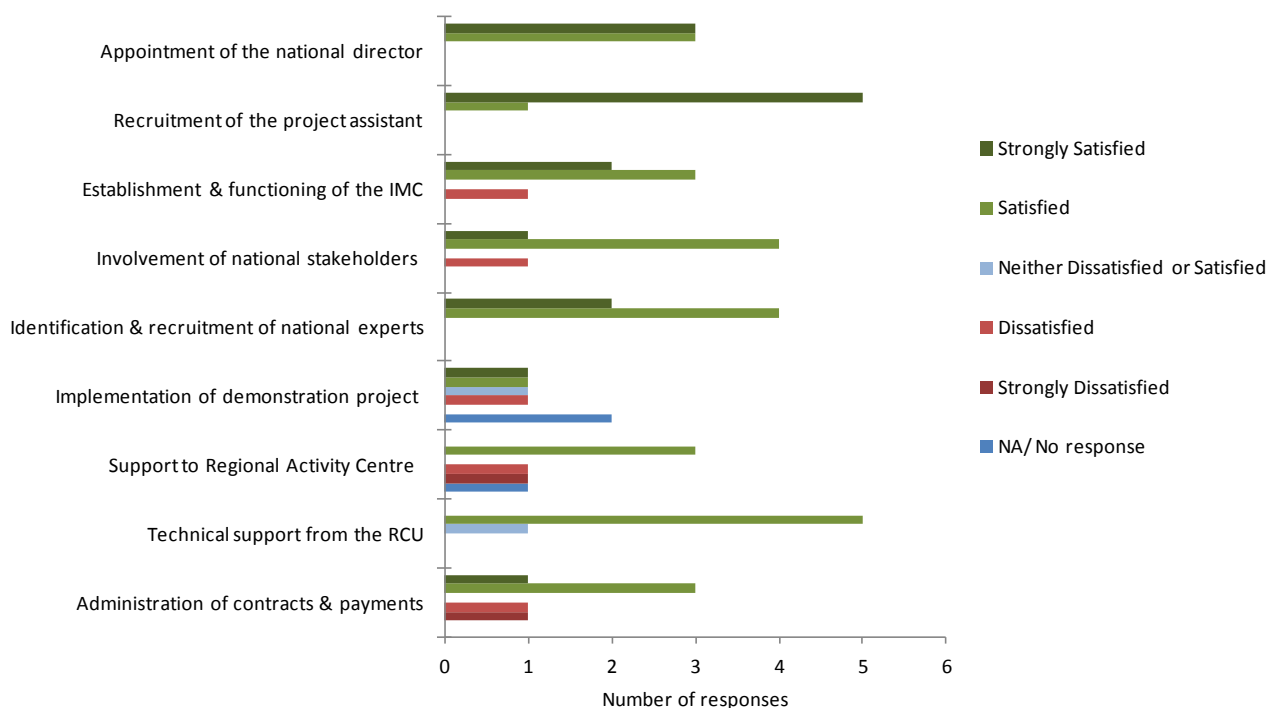
258. One major change in project direction was a decision to recognise and support five Regional Activity Centres (RACs) as centres of excellence in the areas of marine productivity, fisheries, environmental information management, pollution and risk. The first three of these RACs came to be identified with delivery of the three regional demonstration projects on the same themes⁹.
259. The process and rationale behind selection and creation of the RACs is not well documented and appears to have been rather *ad hoc*. The concept of RACs was introduced in the Project Director's report to the first PSC meeting in May 2005 in the context of regional networking. The further development of RACs is frequently attributed to a decision taken at this meeting, though the recommendations of the meeting reflect this only indirectly in the adoption of the workplan.
260. MOUs were signed between the Project Director and the University of Ghana, University of Lagos, Governor of Imo State, and Ministry of Environment on Gabon between April 2005 and April 2006 for the centres on Productivity, Environmental Information Management Systems (EIMSC), Pollution and Risk (CYNDYNIQUE). Although their legal status is highly questionable, these have been considered valid during the life of the project. The project invested substantially in equipment for the two centres in Nigeria (Paragraph 325) and supported the establishment of CYNDANIQUE through two consulting contracts.
261. The RAC work programmes were aligned and harmonized with the project's workplan for 2009-2010 at a workshop for National Programme Assistants and RAC Coordinators was organized in March 2009. Budgets were revised with a view to available funding which fell significantly short of the expectations set out in proposed budgets and workplans that had submitted by some of the centres. Project related tasks have been contracted to the RACs on Productivity and Fisheries and to the EIMSC. The Pollution Centre was involved in the organisation of the 2011 Seaboard Training Workshop that was hosted by the Nigerian Institute for Oceanography and Marine Research (NIOMR).
262. The SAP includes a recommendation to the IGCC that six Centres of Excellence or Activity Centres, addressing the five themes listed above plus 'Oil Spill Contingency and Emergency Response', should play a major role in implementation of the SAP. In this context, it will be important to consider issues raised by informants during this evaluation about the practicalities of having regional facilities, especially laboratory facilities, and preferences expressed for services that can effectively serve a multilingual region spanning 16 countries.
263. See Annex 7 for more details on issues and performance of the RACs and regional demonstration projects.

⁹ The report of the second PSC meeting refers to a fourth regional demonstration project having been established but the fourth project is not named and there are no further references to this.

Other management issues

264. The above paragraphs have provided a general overview of the performance of project management and delivery structures and some of the adaptations made in the project lifetime. The following paragraphs highlight some cross-cutting issues.
265. By the time the project re-launched in 2009, new project management faced a situation where roughly seventy per cent of the project budget had been used but several fundamental activities including development of the NAPs and implementation of the national demonstration projects were outstanding. Budgets that had been submitted by project partners for functioning of the RACs and implementation of the demonstration projects exceeded the remaining project budget.
266. The fifth meeting of the PSC in June 2009 served as a stocktaking meeting where participants adopted a revised project logframe, workplan, and budget. These reflected a new approach to the demonstration projects and RACs ([Annex 7](#) and [Paragraph 261](#)) amongst other changes. The Project Manager together with UNIDO's procurement group undertook a detailed review of outstanding contracts and following due procedure, terminated a number of outstanding contracts.
267. The IAs and EA have maintained a collaborative relationship during most of the life of the project, including in working effectively together to re-orientate the project after the suspension. However the relationship between project management, particularly the RCU, and UNEP became strained in mid- 2010 due to differences in opinion concerning implementation of Output 5.7 (*Development of a Regional Coordination Mechanism*) that was supervised by UNEP. The activity was suspended by UNEP for some months during the first half of 2011 and continued to be the subject of at-times heated debate.
268. In general, country partners who responded to the questionnaire expressed satisfaction with day to day management of the project ([Figure 2](#)). The more negative ratings (indicated in red in [Figure 2](#)) concern:
- IMC function and stakeholder participation, with reference to limited empowerment of national structures;
 - Implementation of RACs and demonstration projects, with reference to their being allocated to and benefits being enjoyed by just a few countries;
 - Administration of contracts and payments with some concerns about timeliness of payments, with one specific reference to enabling consultants to pay for access to data during the course of their assignments.
269. Finally, in a region where countries use four different official languages, the primary working language of the project has been English. Core documents such as the SAP have been produced in English and French, policy documents in English, French, Portuguese and Spanish, and countries have been allowed to use their own language for certain outputs such as NAPs. The issue of inadequate funds for translation was raised at the first PSC meeting but not addressed, and the question of accessibility to documents has been raised in the context of workshop evaluation and in some questionnaire responses. In practice most of the burden of day to day translation fell on the already-stretched RCU staff.
270. The rating on implementation approach and management is **moderately satisfactory**, a rating that recognises strong turn around in management since problems were identified in 2007 and reflects the satisfaction with day to day management expressed by GCLME regional and international partners during evaluation interviews and questionnaires. Nevertheless this section has highlighted a number of issues of a more strategic nature that will be taken up in the conclusions section of this report.

Figure 2. Satisfaction with Implementation Approach and Management (N=6)



C3. Stakeholder Participation and Public Awareness

Engagement of Stakeholders in Project Design and Implementation

271. The GCLME project was prepared through an extended participatory process that built on the six-country GOGLME project. Approximately 100 participants are reported to have attended the First Regional GCLME Stocktaking workshop that kicked off the project development phase in May 2001. The Project Brief indicates that a draft stakeholder engagement strategy was prepared during the project development phase¹⁰.

272. The project stakeholders include the direct recipients of the project objectives identified in the Project Brief (Paragraph 73), as well as project partners such as IMO and FAO who played a role in project implementation, NOAA, regional organizations such as NEPAD, and regional projects.

273. The project set out to actively engage stakeholders in project implementation through:

- The project governance structures including the PSC that has broad-based membership and participation, and the IMCs;
- Regional project activities including completion of the TDA and SAP;
- Development of national strategies and plans including the NPAs on land-based sources of pollution and the NAPs;
- Approximately 80 regional workshops on scientific and technical issues and regional or national policy development related to GCLME issues;
- The national demonstration projects with those in Ghana and Togo involving the private sector, and those in Benin, Cameroon and Nigeria engaging a range of stakeholders at local and national level.

¹⁰ This document, like the other optional annexes attached to the Project Brief, is no longer available.

274. In addition the project built strong and effective partnerships with UNEP GPA, FAO, IMO, IPIECA and the Abidjan Convention Secretariat in programme areas that contribute in a strategic manner to the objectives of both the organisations concerned and the project. NOAA has continued to provide technical support on LME management processes, fisheries issues and to some of the demonstration projects. Their ongoing interest has been strongly welcomed by the PSC.
275. Efforts were made to engage the regional NGO community and by encouraging creation of a regional NGO network with a chairman and a 'bureau' that involved some of the NGOs involved in the demonstration projects. However, the group has not been able to function in the absence of a dedicated budget to allow participation in PSC and other meetings.
276. Systematic engagement of stakeholders at national level has been constrained by the limited function and infrequent meetings of the IMCs, and the project has therefore remained heavily identified with the host institution, which in most cases has been in the Ministry responsible for environment. The absence of systematic follow up with Fisheries ministries is particularly regrettable. Several IMCs also appear to have restricted their membership to government agencies. One example where engagement of different sectoral participants appears to have worked well is Cameroon, where the ICZM demonstration project involved many of the same agencies as the IMC but shifted the management focus from national to provincial (coast) level.
277. The GCLME training workshops brought together scientists and technicians from research, training and government institutions. However, opportunities for follow-up by creation of practitioners' networks were not formalised, and participants have not been able to roll out training at national level in the absence of dedicated funding. Some individuals attended workshops spanning diverse disciplines and it is questionable in these cases whether sufficient effort was made to identify an appropriate participant. For example one individual attended 32 workshops/meetings between April 2005 and August 2007 on topics as diverse as fish trawl surveys, nutrient reduction and capacity building for lawyers and journalists.
278. The project worked with a limited pool of consultants and experts, and as with the training workshops, many individuals appear to have been involved in a wide range of project activities. While the project was able to benefit from the experience, commitment and drive of some key individuals, this has had the effect of creating something of a GCLME 'club' to the exclusion of a wider group of participants, consultants and experts.
279. Awareness of the project amongst senior officials has been boosted through the three Ministerial meetings related to establishment of the GCC. However the absence of tangible deliverables, particularly in countries not implementing a demonstration project or hosting a RAC, has meant the project had limited visibility at the national level ([Paragraph 294](#)).

Public Awareness Activities

280. Public awareness activities are given a high profile in the UNDP Project Document, which includes TOR for a *Public Awareness and Participation Officer*, and indicates that *Public Participation and Awareness (PPA) consultants will be recruited at regional and national levels*. A *Public Participation and Awareness Work Plan* was supposed to be developed under Output 5.3 of the project.
281. The project employed a dedicated communications officer in 2009 and 2010. Communications were covered by a project assistant / editor during the early years of the project, with support from other RCU staff, and by an IT or ITC officer during the rest of the project. Neither the mid-term evaluation nor this evaluation found any evidence that any formal PPA plan was produced. Despite this shortfall, the project has made good efforts to disseminate information to stakeholders already engaged in the project as well as interested parties in the region and beyond, such as researchers, consultants, potential technical or funding partners, and other projects.
282. The main point of access to information on the project has been the project website, originally set up as an independent site in English and French. The site was migrated to the IW:Learn Platform in 2011, assuring its permanence and increasing its accessibility to the international

waters community, though the bulk of content is currently available in English only. The website is attractive, up to date, and provides access to key reports and publications, qualities recognised in its being ranked second in the Sixth GEF Biennial International Waters Conference 'Wonderful Outstanding Web' contest.

283. Other communications efforts include:

- Monthly newsletters from May 2005 to May 2008 and quarterly newsletters from January 2010, with a mailing list of about 600 individuals;
- Two DVDs on GCLME issues and the project - *Africa on the Cutting Edge* (2007) & *Interim Guinea Current Commission* (2011) – as well as clips for YouTube.
- Leaflets, pamphlets, folders, and an annual calendar;
- Invitation of press, radio and TV journalists to project meetings and events;
- A project Facebook page;
- Project presentations to a wide range of international and regional meetings including the Africa LME Caucus and GEF biennial conferences organized through IW:Learn.

Future Engagement of Stakeholders

284. In terms of future engagement of stakeholders, the SAP and NAPs implicate a wide range of governmental and non-governmental partners, though their roles in implementation are not described in any detail.

285. The SAP includes clear statements of intent regarding stakeholder and public engagement, though strategies in this area are not well-developed. The section on stakeholders identifies 'main stakeholders' who would be directly involved in SAP implementation and states that 'the Stakeholder Participation Plan will be reviewed and updated for the purpose of SAP implementation'. The section public participation refers to dissemination of information, engagement of the public in regional decision making processes including through the Regional NGO Network. It proposes strengthening the institutional framework and institutional capacity for engaging stakeholders at the national level.

286. The NAPs do not include a specific section on stakeholder engagement, but typically reference a broad based approach to stakeholder engagements in their guiding principles for both NAP development and implementation. Responsible parties including government, NGOs, associations and the private sector are identified in the NAP logframes and some NAPs identify roles for different groups of stakeholders in implementation mechanisms. The current IMC mechanism is not considered adequate for this purpose.

287. Further work will be required with regard to formalisation of the GCC structure and future stakeholder engagement since the related section in the SAP was largely lifted from the Project Brief and is no longer current.

288. The overall rating on stakeholder engagement can be considered **moderately satisfactory**. However it should be emphasised that stronger stakeholder engagement in the public sector and private sector will be crucial for SAP implementation and this is likely to require a radically different approach to coordination at the national level. There also needs to be much greater investment in capacity building and financial commitment by countries to sustain stakeholder engagement.

C4. Country Ownership and Drivenness

289. The GCLME project built on the 1998 Accra Declaration where the governments of the six Gulf of Guinea countries agreed that "the development of a Strategic Action Plan including a full Transboundary Diagnostic Analysis leading to the second phase of the Project *to include all the countries bordering the Guinea Current Large Marine Ecosystem*, should be accelerated". All 16 GCLME countries were involved in the development of the GCLME project and GEF focal points from all 16 of the GCLME countries approved the project brief between April and September 2003.

290. The GCLME project has maintained the political momentum of the GOG LME project, with Ministers from all 16 countries signing the Abuja Declaration of 22 September 2006 and the Osu Declaration of 2 July 2010 related to the establishment of the GCC. Similarly all 16 countries have endorsed the SAP.
291. In terms of institutional support, each of the GCLME countries appointed National Directors in the Ministry responsible for Environment and/or Fisheries who has taken part in PSC meetings. UNIDO recruited a project National Assistant for each country who in most cases was based at same institution as the National Director. The focal institutions established and convened meetings of the Inter-Ministerial Committee (IMCs) bringing together specialists from different Ministries and, in some cases, representatives of civil society. However these have met relatively infrequently and have largely functioned in a reactive manner (Paragraph 256) and there appears to have been little systematic engagement outside host institutions (Paragraph 276).
292. The questionnaire responses and reports submitted by National Assistants reflect quite different approaches to the project, with some describing a straightforward facilitation role for regionally coordinated project activities, and others placing the project in the context of national efforts to protect the marine and coastal environment including with reference to activities not directly supported by the project. Countries have engaged actively in activities facilitated by the RCU, participated in PSC meetings, workshops, and key national level activities such as NAP development.
293. There is limited reference to policy development with notable exceptions such as Guinea Bissau that used the project to advance accession to the Abidjan and IMO Conventions. There does not appear to have been any systematic follow up on policy-related GCLME activities at national level despite anticipated outcomes in the areas of fisheries management, introduced species, biodiversity, and oil and gas development (Paragraph 171). Consultants who conducted legal reviews in these areas were not aware of any processes to take forward their findings.
294. The limited country drivenness of the project is partly a manifestation of the regional nature of many project activities. Other reasons evoked include:
- Lack of empowerment of national structures which were not given a strong mandate or budget to pursue project activities at the national level (Paragraph 256).
 - Low visibility of the project at national level, particularly in countries without a demonstration project or RAC, compounded by the long-term nature of the project. Directors were unable to mobilise political support around planning processes in the absence of tangible outcomes.
 - Failure to fully engage directors and assistants in activities taking place at national level or in regional activities such as workshops being hosted by a national institution.
 - Loss of momentum and uncertainty during the project suspension, with several partners reporting that they were unsure the project would continue. This was exacerbated by the absence of official communication during the suspension that allowed rumours concerning the likely early termination of the project to take hold.
295. Counterpart funding has proved difficult to mobilize in the GCLME countries (Table 4 and Annex 9). Two of the six respondents to the questionnaire indicated that they had raised less than 50 per cent of committed co-financing, three raised 50-100 per cent and one over 100 per cent. Reasons evoked during country visits and in the questionnaire responses included lack of visibility of the project at national and ministerial level; time passed since the Project Brief was approved in 2003; lack of direct funding from the project to leverage co-finance; difficulties in mobilizing co-finance at the start and close of a the project due to budget cycles; shortfalls in resources; and, inability to capture in kind contributions of other national institutions.
296. The rating on country ownership and drivenness is **moderately satisfactory** and reflects the balance between the strong regional policy support for the project and SAP but limited appropriation of the project at national level.

C5. Financial Planning and Management

Application of Standards

297. Financial planning to the GCLME project was thorough and documented in a very detailed incremental cost analysis and in project budgets for the complementary grants to UNDP and UNEP.
298. Financial management in first years of the GCLME project was blighted by “consistent irregularities, relating to local procurement transactions, inappropriate use of project financial resources for personal gain, and lack of disclosure of familial relationships during recruitment”¹¹. A fact-finding mission was conducted by UNIDO’s IOS between September 2007 and June 2008, and the project was suspended on 14 December 2007. The Project Manager in UNIDO was dismissed in February 2008 and the Project Director resigned in April 2008.
299. Project expenditure was effectively suspended in 2008 as UNDP delayed re-phasing of the 2007 budget and UNEP requested that disbursements be suspended. Project activities were re-launched in January 2009 following an interagency meeting on the suspension in October 2008 and a joint UNEP UNIDO mission to Accra in November 2008 that led to preparation of a revised workplan, logframe and budget. The new UNIDO Project Manager assumed duties in October 2008 and was assigned as the ‘main allotment holder’ with full responsibility in February 2009. The new Project Coordinator commenced work in August 2009.
300. UNIDO reported to the fifth PSC meeting on the administrative, managerial and operational measures undertaken to prevent recurrence of such irregularities, and to provide continuity to the project. The measures have been strongly appreciated by project partners with only minor complaints about excessive reporting measures and, occasionally, about delayed payments linked to a backlog of approvals on technical reports. Two weaknesses observed in the evaluation are i) repeated use of SSA contracts for long term staff ([Paragraph 321](#)) that was explained on the basis of cost-effectiveness and ii) the expressed preference for working with a relatively small pool of pre-identified experts and specialists including for consulting work and participation in workshops and training, that was explained on the basis of efficiency ([Paragraph 278](#)).
301. UNIDO further reported to the sixth PSC meeting that it had reimbursed US\$ 528,500 to the project, equivalent to 95 per cent of its management fee on the UNDP budget. This amount corresponded to the net direct loss identified in the IOS report and was credited to the UNDP budget since the grant to UNDP covered management (RCU) costs. It does not affect the overall project cost.
302. In terms of financial management and reporting, UNIDO has had to work at the interface of its own and UNDP and UNEP’s reporting and administration systems. UNIDO’s enterprise resource planning system, *Agresso*, is a dynamic system which requires ‘revisions’ every time a budget line is change or carried forward to a new financial year, meaning that dozens of revisions have been recorded. It differs significantly to the systems used by UNDP (ATLAS) and UNEP (IMIS) and the workload associated with financial reporting can be considered equivalent to managing two separate projects.
303. The Fund Management Officer (FMO) in UNEP has maintained a close oversight of expenditure and learned to accommodate and adapt reporting from the *Agresso* system. UNEP works on the basis of funding advances which are replenished on the basis of cash advance requests backed by documentation of expenditure. The focus on overall expenditure is not compatible with the *Agresso* system that blocks funds on the basis of financial obligations, and a delay in one replenishment created significant administrative hurdles.
304. Responsibilities for financial oversight in UNDP were split between the national and regional level, an arrangement that the Resident Representative in Ghana felt should be reviewed for regional projects since a national office has a limited remit in terms of oversight. UNDP funds were fully advanced at the start of the project, an approach that considerably simplified planning

¹¹ Aide memoire. Interagency Meeting GCLME Project. 8 October 2008

and management in the Agresso. Annual controls were based on the annual spending limit and UNDP's approval was required for re-phasing of funds.

305. UNEP has recorded five formal project revisions based on project extensions and revised budget. UNDP has recorded three revisions that address changes in the annual spending limit.

306. There is an unconfirmed report that an audit was undertaken in 2006 but no documentation is available. The project has subsequently been audited in the context of UNIDO's organization wide audit, according to standard procedures.

Overview of Expenditure and Variance

307. The Project Brief and incremental cost analysis provided a detailed breakdown of expenditure of GEF funding and co-financing for the five technical components of the project based on the lower anticipated GEF grant of US\$ 12.7 million. The UNDP and UNEP Project Document each contain a fully-developed budget and the UNDP Project Document contains a summary of expenditure by Component.

308. [Annex 9](#) provides an overview of expenditures by UNDP and UNEP. [Table 9.1](#) shows actual expenditure to 31 December 2011 and expected expenditure to project closure according to the budget lines maintained in ATLAS. [Table 9.2](#), shows actual expenditure to 31 December 2011 and expected expenditure to project closure based on records maintained by the Fund Management Officer (FMO) in UNEP using the IMIS system.

309. UNDP expenditure to 31 December 2011 was US\$ 11,419,385 or 97.7 per cent of the total budget, and UNDP envisaged spending the full GEF grant by the close of the project. The UNDP budget reflects the reimbursement of funding by UNIDO in 2009 ([Paragraph 301](#)) but it is not clear over which periods this was booked. The records indicate that 70% of the UNDP grant had been expended by the end of 2007. There is no suitable baseline by which to measure variance but this can be expected to be of a similar nature to that seen in the UNEP expenditure.

310. It is not possible from the data provided to determine the level of expenditure on management (RCU) that was covered by the grant to UNDP. However UNIDO has reported that it was successful in its efforts to keep this below 10% of the total GEF grant.

311. UNEP expenditure to 31 October 2011 was US\$ 8,625,842 or 95 per cent of the total, and UNEP also envisaged spending the full GEF grant by the close of the project. Funding had been set aside in the 2012 budget for the third Ministerial meeting planned for May. US\$ 7.2 million of the UNEP funds had been advanced to UNIDO by April 2007 and no further funds were advanced until 2010.

312. UNIDO provided updated financial figures to the ninth PSC meeting in May 2012 indicating that there would be an unexpended budget of around US\$ 25,000 at the close of the project. The Project Manager also indicated that un-liquidated obligations would be recovered during the administrative closure period. It was not yet possible to provide a good estimate of the amount that was expected to be between US\$ 24,000 and US\$ 700,000.

313. There is substantial variance between the figures for expenditure at end of project and those at the start of the project. These have largely been accounted for in the project revisions, with variance exceeding 20% compared to the latest revision on just two items, namely, a small under-spend on premises and an overspend on evaluation, since the terminal evaluation was not budgeted. There are large variations on almost all budget lines compared to the original budget of which the greatest in terms of magnitude are:

- A reduction in expenditure of US\$ 1.38 million under the budget line subcontracts to organizations, including substantial reductions on national demonstration projects in Benin, Cameroon, Ghana and Togo and in the budget for field sampling.

- An increase in expenditure of US\$ 0.97 million on group training which is partly accounted for the organization of NAP workshops in each country and the high cost of the Benin demonstration project dissemination workshop;
- An increase of US\$ 0.40 million on non-expendable equipment which is largely accounted for by provision to equipment to the Pollution and EIMS RACs ([Paragraph 325](#)).
- A new allocation of US\$ 0.17 million to ship rental linked to the at-sea sampling training courses in 2006 and 2010.

314. [Table 9.3](#) in [Annex 9](#) presents a general overview of expenditure by Component on the combined UNDP and UNEP funding based on information prepared by the UNIDO Project Manager for reporting to the PSC. It should be stressed that these data are illustrative only and include pre-final figures and variable reporting intervals. The documentation provided at the eighth PCS meeting did not include expenditure figures for UNDP and the detailed data used to develop the presentation for the meeting is no longer available.

315. Variance on the two UNEP-only components indicates that expenditure on Component 1 (SAP related) was 4 per cent higher than planned and expenditure on Component 4 (Water quality) was 13% less than planned. Expenditure on Component 2 (Fisheries) was at least 4% higher than planned; Component 5 (Regional coordination) was at least 11% more than planned; and, Component 3 (Habitats) was up to 31% lower than planned.

Reporting

316. Technical reporting to the IAs has improved during the life of the project in terms of quality, completeness, punctuality and frankness. The standard reporting to UNDP included quarterly progress reports based on a very limited word count and an annual Project Implementation Report (PIR). Roughly two thirds of the quarterly reports to mid 2011 are available.

317. The standard reporting to UNEP comprised half yearly reports, and all thirteen reports supposed to be delivered to mid 2011 are available. The reports are perfunctory, with minimal narrative text and in sharp contrast to the detailed and analytical reports seen in other projects such as the UNEP-GEF Volta project.

318. UNEP introduced a requirement for a detailed PIR in 2008 since it was not possible to reach agreement on project ratings with UNDP, which were based on a rather partial presentation of project progress. The 2010 PIR was not finalised but a very detailed PIR is available for 2011 with a frank discussion of project challenges and risks. Nevertheless it has not been possible to substantiate progress reported in some areas.

319. More detailed Project Director's and then *Project Performance Evaluation Reports* (PPERs) or updates were prepared by the RCU for the PSC meetings. Since 2009 these have been complemented by detailed financial presentations that have been appreciated by participants.

Other Administrative Processes

320. The GCLME project got off to a relatively fast start with the first disbursement of funds just four months after the project was endorsed by the GEF CEO in August 2004 and rapid recruitment of the RCU staff, several of whom had been involved in the earlier GOG-LME project and GCLME project development.

321. Staffing levels at the RCU have generally been below the level anticipated in the project documents ([Paragraph 240](#)). Most of the RCU staff has been employed through annually-renewed Special Service Agreements (SSAs), a source of dissatisfaction and some uncertainty among staff. Frequent turnovers in the Fisheries Officer Post have been attributed to the part-time or short-term nature of contracts offered and at least two incumbents have moved to more stable international roles.

322. The repeated project extensions have inevitably resulted in an increase in core staffing costs. UNIDO has been conscious of GEF guidance that states the overall project management costs

should remain under 10 per cent of the project budget meaning the extension has had the effect of reducing flexibility in overall RCU staffing.

323. Approximately 30 subcontracts to organisations are listed in the six-monthly reports to UNEP. Fifteen contracts addressed small grants for coastal monitoring, several of which were cancelled in 2010 (See activity 1.2.3 in Annex 5). Most of the remaining contracts were concerned with the demonstration projects and since 2008 these have been issued and managed through a rigorous procurement process with payments based on deliverables. Progress reports to UNIDO have been reviewed by the RCU.
324. Letters of agreement signed with IMO and FAO have been the basis for effective collaboration in delivery of joint activities under Components 2 and 4 of the project that have contributed to the strategic objectives of both sets of partners.
325. Memoranda of understanding (MOUs) were signed with four of the five RACs early in 2005 and 2006. These are generally of poor quality with only general commitments and without reference to budgets, reporting requirements, or timing. One is undated. Nevertheless in two cases (EIMSC and Pollution) they appear to have been the basis for endowment of the centres with equipment valued at nearly US\$ 680 000 between 2005 and 2007.
326. Much of the work of the project has been delivered on the basis of well over two hundred consulting contracts (SSAs) to individual experts including RCU staff, national assistants and national and regional specialists. In addition the RCU has organised around 80 regional workshops during the course of the project, equivalent to one every four to five weeks during the active life of the project. It should be noted that several of these were back to back with the same participants, reducing the logistic workload.
327. Contracts and payments have been rigorously tracked since 2009 with payments to individual consultants and organisations based on deliverables. At the same time, proper application of UN procedures has at times made it difficult to cancel contracts where individuals or organisations were not performing adequately or where an individual role was called into question.
328. At a more day to day level, consultants and partners reported that they were largely satisfied with the responsiveness of UNIDO's procurement and payment schedules during the post-suspension phase of the project, with few cases of delays reported. Four of the six respondents to the questionnaire were satisfied or very satisfied with administration of contracts and payments but two were dissatisfied or strongly dissatisfied (Paragraph 268). One country asked that the national assistant be withdrawn from the project once having established that he had no institutional affiliation and seemed to be acting simply as a conduit between the responsible ministry and RCU.

Co-financing

329. The UNDP project document anticipated total co-financing of US\$ 33,971,442, comprising US\$ 30,356,442 from the GCLME countries, US\$ 330,000 from the implementing and executing agencies, US\$ 2,085,000 from the government of Norway, US\$ 600,000 from NOAA and US\$ form the private sector. The UNEP proposal included an additional US\$ 10 million based on US\$ 6 million from the private sector (that appears to have its origins in an early proposal for the Ghana waste stock management demonstration project) and US\$ 4 million from 'IMR/NORAD'. The UNDP proposal has been taken as a baseline since it corresponds more closely to the figures in the incremental cost analysis.
330. The incremental cost analysis attached to the Project Brief includes allocation of each partners' co-finance by activity suggesting that in depth discussion on co-financing took place during project development. However it has not been possible to find any documentation that describes the split between cash and in kind co-finance. Letters of support for the project were reportedly signed by each of the 16 participating countries between July and September 2003 but are no longer available and may not have contained this information.

331. Table 9.4 in Annex 9 provides an overview and notes on the co-financing that has materialised during the course of the project based on information received up to 29 February 2012¹². The data is summarised in Table 4 below.

Table 4. Summary of Co-finance and Associated Funding

Co financing (Source/Type)	Cash and In Kind US\$ x 1000		Associated Funding US\$ x 1000		Total US\$ x 1000	
	Planned	Actual	Planned	Actual	Planned	Actual
IA/EA own Financing	330	1060	0	0	330	1,060
Governments	32,441	8,037	0	26,210	32,441	34,247
Other	1,200	600	0	3,374	1,200	3,914
Totals	33,971	9,997	0	29,524	33,971	39,521

332. Despite encouraging recommendations by the PSC and the second Ministerial meeting, there has been very little reporting to the RCU on co-financing. Most of the information in Table 9.4 is based on data provided to the RCU by national assistants from 10 countries during their October 2010 meeting. The RCU developed estimates for 2011 that have not been substantiated. One country provided data in response to the RCU's repeated requests for updates in 2012.

333. The data that was collected includes substantial funding by third parties to projects that are broadly related to the GCLME's development objective but which do not contribute directly to the outputs and activities set out in the project document and were not generated as a result of the project. This is categorised in Table 9.4 as 'associated funding' and concerns four of the 10 countries which provided data.

334. The total amount of co-financing reported, including associated funding, is US\$ 39.5 million, which exceeds the expected total by about 16 per cent. However, if associated funding is excluded, the total reported co-finance comes to just US\$ 10.0 million, or 29 per cent of the amount pledged. This reported total can be considered a significant underestimate since it excludes contributions from six of the GCLME countries as well as almost all GCLME country contributions for 2011 and 2012¹³.

335. The national demonstration projects were associated with over US\$ 7 million of co-finance in the Project Brief. The requirement to run the demonstration projects through an independent tender process may have had the unintended effect of isolating these projects in financial terms since contracted executants could not be assumed to have any responsibility or influence with regard to generating co-finance. Further background on difficulties experienced in mobilising co-finance is provided in Paragraph 295.

336. Table 9.4 shows that two countries – Cameroon and Gabon – together with UNEP mobilised co-finance that exceeded the amounts pledged, and this difference of US\$ 2 million can be considered as leveraged resources. Part of this is accounted for by funding to the RAC in Gabon, while leveraged resources from UNEP include substantial cash and in kind support through the GPA, Abidjan Convention secretariat and Division of Environmental Law and Conventions. The total does not include important but unreported contributions from partners such as IMO and FAO.

337. The overall rating on financial planning and management is **moderately unsatisfactory**. This rating takes account of the irregularities experienced prior to suspension of the project but recognises the good recovery through proper application of financial, contracting and procurement standards since the project restarted in January 2009. It also reflects shortfalls in co-finance as well as weaknesses in reporting through the life of the project.

¹² Together with updated information from UNEP provided in July 2012

¹³ The difference between the figures reported here and those reported in the UNDP PIR is explained by inclusion of 'associated funding' in the data provided to UNDP and by a formula error in an RCU spreadsheet leading to the total being overestimated by approximately US\$ 7 million.

C6. UNEP & UNDP Supervision and Backstopping

338. The Project Documents state that the project will be jointly implemented by UNDP and UNEP and identify the components and outputs for which each agency will be responsible. UNDP and UNEP are identified as members of the PSC and reporting requirements are identified, but little further information is given on their supervisory roles. The UNDP proposal states that UNDP will provide staff for monitoring and supervision of the project and implementation and execution support from its project offices and the UNEP proposal states that UNDP and UNEP shall be responsible for monitoring performance to ensure conformity with project objectives and advising the Executing Agency on Implementation issues. As the GEF agency receiving the largest grant, UNDP was to act as lead IA in this project.
339. There have been two successive Regional Technical Advisors (RTAs) within UNDP, with the current RTA taking over at the end of 2010, at which time the project was due to close just a few months later. The handover briefing for this project was therefore limited and the current RTA has very little background documentation on the project. Similarly there have been two successive Task Managers (TMs) within the UNEP Division of GEF Coordination (DGEF) provided for oversight and accountability during the life of the project, with the current incumbent commencing in 2009.
340. UNDP and UNEP have participated actively in the PSC meetings, with UNEP represented by the Abidjan Convention focal point and GPA programme officer at some of the earlier meetings. Both IAs took an appropriate interest in the process and results of the IOS investigation and follow up and UNEP was closely involved in supporting the re-launch of the project with the TM participating in detailed planning meetings with UNIDO and the RCU and in late 2008. UNEP has been able to leverage significant additional resources for the project (Paragraph 336) including through the support of the GPA, Abidjan Convention and Division of Environmental Law and Conventions that were important in terms of technical and institutional outcomes for the project.
341. Both UNEP and UNDP supervisors have struggled to find the time necessary to comprehensively supervise this large and at times difficult project; a reflection of the heavy workloads of the RTA and TM whose portfolios include many other projects¹⁴. The demands of this project required over 30% of the TM's time following the agreement between UNEP and UNIDO to co-execute Component 5.7¹⁵. Heavy workloads together with the need to consult internally with similarly occupied colleagues has led to some delays during critical consultations related to conclusion of the project, and to parallel development of the PIF for a SAP implementation project that is being undertaken at the request of the PSC and IGCC Ministers.
342. One UNDP Project implementation report (PIR) was made available for this evaluation dated 2011 and included ratings and cumulative comments and ratings for the period 2008-2010. The information in the UNDP PIR as well as quarterly reports to UNDP tend to put a rather positive gloss on project progress¹⁶, in part reflecting the limited documentation available from the early life of the project and in part a somewhat defensive approach to progress-reporting amongst project officers that may stem from the earlier problems encountered by the project. The Resident Representative, one of several UNDP officers who provide an overall rating on the PIR, remarked that it is difficult to maintain a good perspective on regional projects while operating with a national remit.
343. UNEP introduced a requirement for separate PIRs in 2008 as a result of failure to agree on the UNDP PIR ratings. UNEP PIR reports are available for 2008 to 2011 with the 2010 PIR in draft form only). The 2011 report includes a systematic evaluation of progress against outputs and activities, though referring to some deliverables such as the PPA plan that cannot be substantiated. It includes a candid analysis of issues and risks. It acknowledges areas where relations between the project management and UNEP have become strained, particularly around Output 5.7 that UNEP suspended for some months in 2011.

¹⁴ Just 30% of the UNDP RTA's time is allocated to the Water and Governance Portfolio which includes several other projects.

¹⁵ UNEP support at this stage extended beyond DEPI to include the Division of Environmental Law and Conventions.

¹⁶ Two examples are specifically referred to in this report, namely co-financing and gender balance in workshops.

344. In early 2011, the UNEP TM and FMO were reassigned to the Freshwater & Marine Ecosystems Branch in UNEP's Division of Environmental Policy Implementation (DEPI) as a result of internal restructuring in UNEP. This is the same branch that is responsible for oversight of the Abidjan Convention and the move fuelled a perception amongst some stakeholders that UNEP's supervision of Output 5.7 (*Development of a Regional Coordination Mechanism*) was biased or partial. UNEP has nevertheless made clear efforts to distinguish its project supervision role from its wider institutional role as Secretariat to the Abidjan Convention and the TM considers that senior managers respected and supported this separation of roles.
345. The rating on supervision and backstopping is **moderately satisfactory**. The rating reflects good overall support through the life of the project but some shortcomings in reporting, handover and responsiveness.

C7. Monitoring and Evaluation

M&E Design

346. The original GCLME project logframe included 36 outputs, each associated with one or more activities (121 of which many were multi-faceted) and one or more 'outcomes' (56 in total). The project logframe or results framework included objectively verifiable indicators (OVIs) and means of verification at output level, with many OVIs essentially describing delivery of an activity. These were measurable and relevant and about half of them were time-bound. Individually each output can be regarded as attainable based on the original project concept. However the sheer breadth of activities and outputs made this an ambitious programme of work even after the November 2008 revision.
347. Arrangements for monitoring and evaluation were described in main text of the Project Brief and two Project Documents. The documents put a heavy emphasis on reporting reflecting a template text for reporting on GEF projects. Differences in the UNEP and UNDP documents reflect the different internal reporting processes and sign-off. The Project Brief also stated that the project would identify Process Indicators (PIs), Stress Reduction Indicators (SRIs) and Environmental Status Indicators (ESIs) relevant to the SAP/EQOs and that these would be used to monitor the project and SAP implementation starting in year two.
348. A revised project logframe was prepared November 2008 for approval by the PSC at its fifth meeting which was to serve as a stocktaking meeting. Changes including splitting of one output into two parts and removal of one internally focused output (5.8. on capacity building for the IGCC/GCC). The 104 activities and 54 outcomes were also modified, and open-ended outcomes (such as 'pollution reduced') were better specified. The OVIs were significantly revised and expanded but remain at output (process) rather than outcome level. This revised project logframe has been used for reporting on achievement of outputs and activities in Section 1A of this evaluation and in Annex 5.
349. A more detailed M&E plan was also developed at the end of 2008, based on the plan prepared for the Mediterranean Action Plan GEF project¹⁷. The plan includes detailed description of reporting requirements and responsibility and suggests that indicators for M&E will be developed at subsequent workshops. Anticipated reporting and planning includes a stocktaking report to be prepared after the stocktaking meeting, half yearly reports and annual project reports and PIRs with detailed analysis performance and constraints, quarterly expenditure reports, annual workplans, and a project terminal report. The M&E plan noted that UNEP would take the lead in organising the terminal evaluation.
350. Baseline levels for performance indicators were included in the UNEP PIR introduced in 2008 and essentially refer to the partial or non-existence of the expected deliverable for each activity. The baseline data in the PIRs is supplemented by an extremely detailed incremental cost analysis in the Project Brief that describes the situation with and without the support provided by the project, though again essentially reflecting management activities rather than outcomes.

¹⁷ This represents the only evidence of any kind of training or experience sharing training to meet the M&E requirements of the project.

351. Project activities that have augmented the baseline include the nine national water quality reports that were completed and the FAO EAF - Nansen surveys. Development of the TDA development and preparation of NAPs and 10 national and one regional state of marine environment reports, as well as compilation and digitalisation of thematic data by the EIMS centre have improved awareness and accessibility of data.

352. The rating on M&E design and arrangements is **moderately satisfactory**.

Budgeting and funding for M&E activities

353. According to the M&E sections of the Project Brief and UNDP proposal, the funding allocated for M&E was US\$ 300 000 or approximately 1.5% of the GEF funding. The figure for activity 5.6 (*activity V*), M&E, in the incremental cost analysis was US\$ 499,470 comprising US\$ 179,470 of GEF funding, US\$ 130,000 UNDP co-finance, US\$ 100,000 UNDP co-finance, and US\$ 90,000 country partners co-finance. This latter figure thus recognises and provides a reasonable description of the contribution of partners that was further supplemented by (unbudgeted) staff time in UNIDO headquarters and the RCU.

354. The detailed GEF budgets included allocations for M&E consultants, tripartite reviews and a mid-term evaluation (UNDP, totalling US\$ 263,000) and for Demonstration Project Monitoring and Evaluation (UNEP, totalling US\$ 48,000). Allocations were also made for environmental monitoring or assessment activities undertaken as part of the wider project, though the small grants for monitoring at national level were insufficient ([Paragraph 110](#)). There was no budget allocation for the terminal evaluation ([Paragraph 313](#)).

355. A revised budget is included in the 2008 M&E plan ([Paragraph 349](#)) but does not appear to have been incorporated into budget revisions (that, for example, to not include the new allocation for the terminal evaluation).

356. The expenditure data related to M&E is fragmented but it is clear that major activities such as the PSC meetings have gone ahead.

357. The rating on budgeting and funding for M&E is **moderately satisfactory**.

M&E Implementation

358. Project reporting has included brief quarterly reports to UNDP that present a synopsis of progress according to the guidelines and word count ([Paragraph 316](#)). Half-yearly reports to UNEP were based on the standard format but are rather perfunctory with minimal narrative text and analysis ([Paragraph 317](#)). The reports are of substantially lower quality and usefulness than those prepared by of reports seen in other UNEP implemented projects. Reports were not always timely, were sometimes submitted in batches, and the record is incomplete. Report to the IAs have been complemented by occasional detailed reports (called PPERs, Project Performance and Evaluation Reviews) prepared for meetings of the PSC ([Paragraph 319](#)) and more recently by detailed presentations to the PSC.

359. The quality of PIRs has improved during the life of the project with UNEP's 2011 PIR in particular including a very detailed analysis of issues, constraints and risks. As seen above ([Paragraph 342](#)) the reporting to UNDP has been rather superficial and consequently ratings appear unduly positive. The UNEP PIRs report on some deliverables in the early years of the project that could not be substantiated despite the detailed project archive maintained by the RCU having been made available for the evaluation ([Paragraph 343](#)).

360. Since 2009, day to day tracking of project progress has been based on the project workplans and associated budgets have been presented for approval to the PSC meetings. The focus has been on activities directly delivered by the EA ([Paragraph 245](#)). Progress on subcontracts and individual contracts (SSAs) has been rigorously tracked according to milestones with a dual system of quality control involving the Project Manager and RCU. Reporting at national level has been variable and there has not been any systematic tracking of outcomes at the national level ([Paragraph 292](#)).

361. There is no evidence that the planned SRIs and ESIs were developed. In practice the stress reduction and environmental impact indicators would have been extremely costly to measure, and beset by issues of timing (with changes expected only after completion of the project) and attribution. In this regard the project's focus on development of indicators and collation and strengthening of baseline information for the SAP was arguably more appropriate. Data in the region remains patchy and it is beyond the scope of a single project to fully address data gaps.
362. A mid-term evaluation was undertaken from 22 March 2007 to July 2008. While a management response was presented at the fifth PSC meeting, this has only been partially implemented. It appears to have been generally accepted amongst the EA and IAs that the difficult circumstances under which the evaluation was undertaken (including without access to senior management) compromised the usefulness of the report.
363. The rating on M&E implementation is **moderately unsatisfactory**. The rating reflects that despite sound management follow up of individual tasks, there is no overall monitoring system that reflects progress at output or outcome level. It has been difficult for the evaluators to piece together a full and accurate account of project progress using available documentation.

D. Complementarities with the UNEP, UNDP and UNIDO strategies and programmes

D1. UNEP

364. The GCMLE project was formulated more than six years prior to the completion of the UNEP Medium Term Strategy (MTS) 2010-2013 and related Programme of Work (PoW) for the period 2010-2011. Nevertheless, there are a wide set of complementarities with four of the six cross-cutting thematic priorities (ecosystem management; environmental governance; harmful substances and hazardous waste; and resource efficiency – sustainable consumption and production), and their expected accomplishments as outlined in the MTS. Of particular note are:
- Under *ecosystem management*: the project has established a foundation for contributing to all three Expected Accomplishments related to the objective, that countries utilize the ecosystem approach to enhance human well-being, though mainstreaming of ecosystem management approach remains a challenge;
 - Under *environmental governance*: the project has contributed to three Expected Accomplishments by its support to strengthened institutions for achievement of environmental priorities: i) through establishment of the IGCC ii) by providing a foundation for mainstreaming of environmental sustainability in national development processes through the SAP, NAPs, and NPA-LBSs; and, iii) by improving access to sound science and policy advice, particularly in the area of marine fisheries and pollution.

Alignment with the Bali Strategic Plan (BSP)

365. The GCLME Project was well aligned to the Bali Strategic Plan for Technology Support and Capacity-building adopted in December 2004 for the following reasons:
- Objective A in strengthening the capacity of governments of developing countries to achieve their environmental goals, targets and objectives through individual and institutional capacity building;
 - Objective B through supporting development of the RACs and in demonstration projects, notably direct technology support to the Kpeme project;
 - Objectives D and F in encouraging participatory and multi-stakeholder approaches to strategic development (NAPs and SAP) with full national ownership; and
 - Objective G, through emphasising the identification and dissemination of best practices and fostering of entrepreneurship, notably through the demonstration projects

Gender

366. Gender was not specifically targeted in the UNEP Project Document, though the document does recognise one of the outputs of the GOG project was “*promoting active grassroots and gender participation in discussion, decision-making and interventions in environmental and resources management*”. The Project Brief and UNDP Project Document state that “*the primary target beneficiary of this project is the population of the Guinea Current countries, in particular the fishing communities with an emphasis on women*” and suggests the project will result in “*enhanced condition of and opportunities for women*”. In practice the foundational nature of this project, with its emphasis on capacity building and creating enabling conditions, means there have been few direct benefits for the target beneficiaries, including men and women.
367. Gender issues have been addressed to a limited extent in the three demonstration projects which involved community participation (Benin, Cameroon, Nigeria). For example the one of the five micro-projects in Kribi, Cameroon, was awarded to a local association called Women’s Promotion and Assistance Association (WOPA) to work on alternative livelihood activities for women in coastal areas.
368. In terms of monitoring, The UNEP PIR includes a section ‘*lessons on gender related issues*’ amongst other themes, but no lessons have been put forward in this category. The UNDP PIR has a section on gender where responses to specific questions are, i) that the project did not conduct a gender or social needs assessment, and, ii) that the project does not specifically target women or girls.
369. The UNDP PIR states that the project “has endeavoured to ensure the balance in the participation of men and women in all activities” and, by way of example, states that “a conscious effort was made to increase the share of female participants in workshops and in the implementation of activities at national level from about 16% to almost 50%”. However this is not borne out by an analysis of participants’ lists for workshops which indicate a fairly consistent 80:20 ratio in male: female participation from year 2 of the project.

South-South Cooperation

370. South-South Cooperation was central to this regional project that provided opportunities for formal networking and for discussions and networking around edges of meetings and technical workshops. Informal collaboration has continued to a limited degree amongst scientists involved in these activities.
371. The demonstration projects provide practical examples of South-South Cooperation with two projects drawing on experience gained through visits to other countries during their design and implementation phases (experts from the Nigeria Nypa palm demonstration project visited Malaysia while the Benin MPAs project drew on experience in Senegal).
372. The dissemination workshops for the demonstration projects in Cameroon and Benin were attended by participants from the majority of GCLME countries. In addition the Nigeria project is planning to disseminate its findings on DVD and the *Round Table Meeting for the Private Sector on Waste Collection, Disposal and Recycling Systems* brought together participants from five countries plus Ghana. Presentation of the demonstration projects was well received by the PSC and led to lively discussion. The coordinator for the Cameroon ICZM demo has undertaken a follow up visit to Côte d’Ivoire to share lessons as a basis for replication ([Paragraph 225](#)).
373. Exchange of experience with the wider international waters community has been assured through the project’s active participation in international LME and IW:Learn meetings. In addition:
- The GCLME project convened the May 2011 meeting to establish the *Africa LME Caucus* which held its second meeting in Paris in July 2011;
 - An exchange with the Yellow Sea LME project to look at multi-trophic level aquaculture was facilitated through IW:Learn.

D2. UNDP

374. In terms of alignment to UNDP country programming, the project objectives were defined several years prior to the current UNDP Country Programme Documents and Action Plans (CPD & CPAP) for the GCLME partner countries. Nevertheless a rapid review of the fifteen country strategies available¹⁸ for the GCLME countries indicate that environmental protection and management is identified as a priority theme in fourteen strategies, with the GCLME project contributing to identified sub-themes including natural resources management, biodiversity conservation, extractive industries, waste management and disaster risk reduction (see below) and approaches including capacity building and various aspects of institutional strengthening and environmental mainstreaming.

375. The project also contributes in general terms to Focal Area 4 (Energy, Environment and Sustainable Development) of the *UNDP Regional Programme Document for Africa* (2008-2011) through strengthening of regional mechanisms for managing shared environmental resources.

376. The project brief and project documents identified a range of beneficiaries, including the population of the Guinea Current countries and in particular the fishing communities with an emphasis on women. In practice this foundational project has had only limited and local effects on local livelihoods, primarily as a result of identification of income generating activities through the demonstration projects in Nigeria and Cameroon. In the longer term, the potential for the GCLME project to contribute to poverty alleviation, better livelihoods and human well-being, including through direct employment opportunities, as a result of improved natural resource management and better management of pollution, is substantial.

377. The project was not intended to contribute to country and regional efforts to mitigate and respond to natural disasters and efforts to establish a regional activity centre in this area met with limited success ([Annex 7](#)). Nevertheless the SAP includes a policy section on actions related to effective assessment of environmental variability including development of an environmental early warning system and enhancement of predictability of extreme events, with a particular emphasis on harmful algal blooms and global climate change. Implementation of these aspects of the SAP, including through establishment of a centre or coordinated network would represent a valuable contribution in terms of mitigation and response to natural disasters.

D3. UNIDO

378. UNIDO's Programme and Budget for the period 2010-2011 provides a broad overview of the Organization's work and indicates that work initiated in an earlier programme period remains relevant and aligned in the current period. LMEs are mentioned under Section E: *Environment And Energy* in Programme Component E.2: *Resource-efficient and Low-carbon Industrial Production*, that states that "*national and regional policymakers and institutions in formulating and implementing measures to ensure the protection and sustainable use of Large Marine Ecosystems (LMEs), involving transboundary maritime areas and their associated coastlands.*" There is a further specific mention of LMEs in the sub-section on Sub-Saharan Africa that states that, "*regarding the environment, programmes in relating to large marine ecosystems and those financed through global funds (POPs, GEF) will be reinforced*".

379. In addition:

- The GCLME work on industrial effluents in Togo and on waste stock exchanges systems in Ghana contributes specifically to Programme Component D.5: *Corporate Social Responsibility for Market Integration*, and the UNIDO contribution, *Businesses demonstrate improvements in their social and environmental performance*.
- General contributions to Programme Component F.2.2: *South-South Cooperation*, are addressed in [Section D1](#) above.

380. The Programme includes a section on *Special Resources for Africa*, to which the GCLME Project can be considered a contribution, and further emphasizes that support to least developed countries (LDCs)¹⁹ is a cross-cutting theme prioritized in all UNIDO services and thematic programme components of major programmes.

¹⁸ Downloaded at <http://www.undp.org/africa/programme.shtml>. The strategy for DR Congo is not available

¹⁹ Ten of the GCLME countries are classified as LDCs: Angola, Benin, Democratic Republic of the Congo, Equatorial Guinea, Guinea, Guinea-Bissau, Liberia, Sao Tome and Principe, Sierra Leone and Togo.

Part III. Conclusions and Recommendations

Conclusions

381. The GCLME project was first and foremost a foundational project designed to produce a Strategic Action Programme for management of the GCLME and to contribute to the creation of enabling conditions for its implementation through capacity building and development of a Guinea Current Commission. The project also set out to implement demonstration and priority activities in the areas of fisheries, habitats and pollution, including through implementation of six national and three regional demonstration projects.
382. The project was intended to be implemented over five years. It was extended on four occasions, with the last extension to June 2012 implying an operational phase of seven and a half years.
383. With five components, 37 outputs and over 100 activities spanning 16 countries supported by a GEF budget of over US\$ 20 million, the GCLME project was a substantial undertaking. Progress towards each of the project objectives is addressed in [Part II Section A](#) of this report. Important milestones during the life of the project have been the completion of a transboundary diagnostic analysis (TDA) and strategic action programme (SAP) that was endorsed by the governments of the 16 countries of the region, creation of the Interim Guinea Current Commission (IGCC) and the decision to create a permanent Guinea Current Commission (GCC) through a protocol to the Abidjan Convention. At the national level, 15 of the 16 countries developed national action plans (NAPs). Six national demonstration projects were completed in six countries and results were disseminated appropriately. The project invested substantially in individual capacity building with over 80 workshops organized. These represent important foundational steps towards the project development goal, to create an ecosystem-wide assessment and management framework for sustainable use of living and non-living resources in the GCLME.
384. Delivery and outcomes in the areas of fisheries and living resources, biodiversity and habitats, and water quality fell short of those anticipated in the project document. Key outputs in this area – reflecting strong partnerships with UNEP GPA, FAO, IMO and the Abidjan Convention ([Paragraph 274](#)) – include development of regional fisheries management plans, national plans of action on land based sources of marine pollution (NPAs-LBS), adoption of the Protocol Concerning Cooperation in the Protection of the Marine and Coastal Environment from Land-Based Sources and Activities (in June 2012), and adoption of the amended regional Protocol Concerning Cooperation in Combating Pollution in Cases of Emergency in the Western and Central African Region and a related Regional Contingency Plan (in April 2011).
385. The principal change made to implementation during the life of the project was the decision to set up five regional activity centres (RACs), three of which came to be associated with the regional demonstration projects on productivity, environmental information management and fisheries ([Paragraph 93 and Annex 7](#)). However the project lacked the resources to finance and supervise the RACs to the level anticipated and only the productivity centre was able to fulfil its mandate of providing a proactive region-wide service to the GCLME countries.
386. Challenges affecting performance that are taken up in the lessons and recommendations below include:
- The project suspension which led to a loss of continuity and institutional memory as well as loss of confidence amongst partners ([Paragraph 179](#));
 - Insufficient staffing of the RCU which was never staffed to the capacity anticipated in the project proposals ([Paragraph 242](#));
 - Insufficient appropriation of the project at national level ([Paragraph 294](#)), including as a result of lack of empowerment of national structures and low visibility of the project at national level, particularly in countries without a demonstration project or RAC;
 - Limited mobilisation of co-finance ([Paragraph 295, 334](#)).

387. The ratings in [Table 5](#) reflect consideration of the full set of issues affecting or characterising project performance and impact that are discussed in Part II of the report. The summary comments highlight aspects of the assessment that best illustrate the rationale for the rating given.

388. The overall rating for this project based on the evaluation findings is **Moderately Unsatisfactory/Moderately satisfactory**.

Lessons Learned

389. [Part II](#) of this report draws attention to a wide range of issues associated with the scale and complexity of the GCLME project and to its suspension and ensuing hiatus in 2007 and 2008. The following lessons are based on the above findings ([Paragraph 386](#)) and relate to some of the key constraints experienced during this project that may be of relevance to other regional and international waters projects in the expanding GEF portfolio.

RCU Capacity

390. The RCU was not staffed to the level anticipated in the UNDP and UNEP Project Documents. While this appears to have been a deliberate choice in the early years of the project, core staffing was affected in later years by budgetary shortfalls and by rigorous effort to keep expenditure on project management below 10 per cent of overall project expenditure, in line with GEF guidelines ([Paragraph 322](#)). Turnover in the fisheries officer position was exacerbated by the short term nature of contracts offered ([Paragraph 321](#)).

391. The shortfall in technical staffing is associated with shortfalls in delivery on components 2, 3 and 4 of the project, including in supervision of and support to the RACs, and to a lesser extent in communications ([Paragraph 240](#)). While engagement of technical partners ([Paragraph 274](#)) provided important expertise in these areas, it is likely that additional technical support in these areas would have ensured greater continuity and follow through at national level, and overcome the rather fragmented delivery in some parts of the project ([Paragraph 245](#)).

392. A general lesson related to RCU capacity is to ensure sufficient resources are allocated to ensure stable strategic and regional level technical support for planning, pilot implementation activities and development of national policy in specific thematic areas, alongside the more general support for foundational activities. Budgeting options include either a more generous interpretation of the '10 per cent rule' for regional projects with specific reference to technical roles that provide for better coordination and economies of scale in project execution or inclusion of key regional positions in activity budgets. Precedents for the latter option include the 2005-2010 WIO-LaB project. This lesson is of relevance to GEF International Waters (IW) projects and potentially to other regional GEF projects.

Table 5. Summary of Ratings based on Performance Criteria described in Part II of the Report

Criterion	Summary Assessment	Rating
A. Attainment of project objectives and results (See A)	<i>The overall rating for this criterion is based on the effectiveness rating²⁰</i>	MU
1. Effectiveness	The effectiveness rating reflects limited progress in establishment of a legal and institutional framework for GCLME management, relative to anticipated outcomes at regional and national level, and weak results in terms of environmental stress reduction.	MU
2. Relevance	The project is relevant to regional and national issues, and contributing to the UNDP and UNEP strategies identified in Project Documents and to GEF Strategic Priority IW-2.	S
3. Efficiency	The rating reflects loss of time and momentum due to the project suspension, as well as shortcomings in fiscal responsibility in the early years of the project.	MU
B. Sustainability of project outcomes (See B1)	<i>The overall rating on this criterion is based on the weakest rating for sub-criteria</i>	ML
1. Socio-political	The GCLME initiative has proved resilient to socio-political change or instability in the region	ML
2. Financial	Continuation of the initiative will be dependent on further GEF funding; the rating reflects the support of several GEF agencies	ML
3. Institutional framework	The GCLME countries remain committed to development of an institutional framework and have agreed to create a Guinea Current Commission by a Protocol to the Abidjan Convention,	ML
4. Environmental	There are no specific environmental threats that will render the current management approach invalid, but this will need to be expanded to address and increasing range of issues at national and regional level.	L
C. Catalytic role (See B2)	The rating is satisfactory based on the foundational activities of the project (SAP and institutional development)	S
D. Stakeholders involvement (See C3)	The rating reflects good efforts to communicate the project to an informed public, but some shortfalls in stakeholder engagement at regional and national levels	MS
E. Country ownership / drivenness (See C4)	The rating reflects the balance between the strong regional policy support for the project and SAP but limited appropriation of the project at national level	MS
F. Achievement of outputs and activities (See A)	The project has delivered substantially across all five components but with weaknesses in terms of quality or originality of some outputs, and shortfalls in terms of policy change at national level.	MS

²⁰ The overall rating in this category cannot exceed the ratings given in the ratings provided for either relevance or effectiveness

Criterion	Summary Assessment	Rating
G. Preparation and readiness (See C1)	The rating reflects shortfalls in clarity and feasibility of project deliverables as well as insufficient attention to definition of mechanisms for project implementation at the national level	MU
H. Implementation approach (See C2)	The rating recognises the strong turn-around in management since problems were identified in 2007 and reflects the satisfaction with day to day management expressed by a majority of GCLME regional and international partners	MS
I. Financial planning and management (See C5)	This rating takes account of the irregularities experienced in the first years of the project and shortfalls in co-finance	MU
J. Monitoring and Evaluation (See C7)	<i>The overall rating on this criterion is based on rating for M&E Implementation</i>	MU
1. M&E Design	The project anticipated supervision activities, reporting, development of PI/SRI and ESIs, and improvement of baseline information, with limited attention to roles and responsibilities	MS
2. M&E Plan Implementation	Reporting and tracking of project outcomes has been weak particularly for activities beyond the immediate control of the EA	MU
3. Budgeting and funding for M&E activities	Funds were allocated for oversight, reporting, one evaluation and improvement of baseline data	MS
K. UNEP and UNDP Supervision and backstopping (See C6)	The rating reflects good overall support through the life of the project,	MS

General Ratings

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

Ratings for sustainability sub-criteria

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

Dual role of the Regional Coordination Unit /Interim Guinea Current Commission Secretariat

393. The assignment of the RCU as Secretariat for the IGCC in 2006 was envisaged in the Project Documents and had the potential to save funds and provide a long term vehicle for sustainability of project results. In retrospect the approach can be seen to have engendered difficulties in a number of areas. The dual role created confusion in terms of accountability and generated a false sense of security in terms of financial support for the (I)GCC (Paragraph 250). The structure made the RCU a champion for the future GCC but made it inherently difficult for it to play an impartial facilitation role (Paragraph 251). In addition the IGCC Secretariat was unable to deliver on requests of the Ministers that fell outside the immediate scope of the project (Paragraph 250).

394. The nature of the relationship between regional GEF projects and the regional institutional mechanisms that they help to create and establish can be expected to differ on a case by case basis. However, the lesson from this project of relevance to GEF International Waters and other regional projects is to ensure a clear independence between a GEF project and the institutional mechanism from the outset of planning for such a mechanism, while ensuring that the RCU, EA and IA(s) continue to provide an appropriate supporting role.

Mobilisation of Co-finance

395. The total reported co-finance comes to just US\$ 10.0 million, or 29 per cent of the amount pledged, with much of the deficit accounted for by the GCLME countries (Paragraph 334). The shortfall reflects both a failure by countries to mobilise pledged funds (Paragraph 295) but also the limited reporting of cash and in kind support by project partners (Paragraph 332).

396. Reasons for failure to mobilise co-finance evoked during country visits and in the questionnaire responses included lack of visibility of the project at national and ministerial level; time passed since the Project Brief was approved in 2003; lack of direct funding from the project to leverage co-finance; difficulties in mobilizing co-finance at the start and close of a the project due to budget cycles; shortfalls in resources; and, inability to capture in kind contributions of other national institutions (Paragraph 295). Many of these are issues that may have been at least partly averted had the RCU maintained a dialogue regarding co-financing from the outset of the project. However, they also point to repercussions associated with the relatively low visibility of GEF foundational projects with an emphasis on regional planning compared to shorter term national implementation projects.

397. The problems associated with mobilising co-finance in this project will not necessarily recur in future GEF projects in view of the revised approach to co-finance in the GEF-5. However general lessons for all GEF projects can be drawn in terms of the need i) to maintain a dialogue with GEF focal points and future partners regarding programming of cofinance and ii) to systematically track contributions so that any issues can be identified at an early stage.

Communications related to Suspension

398. This evaluation has not looked specifically at the nature and causes of irregularities that led to the project suspension in 2007 and 2008 since these were thoroughly investigated by UNIDO IOS and appropriate follow up actions were taken (Paragraph 298 - 300).

399. Repercussion of the suspension included loss of time, loss of institutional memory and loss of momentum, in part associated with the uncertainty and loss of confidence amongst the GCLME countries as to whether and in what form the project would continue (Paragraph 179).

400. A straightforward lesson for any GEF projects experiencing suspension or other discontinuities in activities is to ensure regular communication is maintained with project stakeholders, even if it is not possible to provide definite information regarding the prospects for project continuation.

Recommendations

401. The following recommendations are anchored in the main findings of the evaluation and are included as recommendations rather than lessons in view of their pertinence in the context of a future GCLME SAP implementation project. The nature of the recommendations reflects the high level of support of the GCLME countries as well as FAO, UNDP, UNEP and UNIDO for a follow on project. One of the recommendations targets the immediate aftermath of the project while the remainder are directed to a future project and have immediate relevance for the team developing the Project Identification Form and project brief and/or project documents.

Project Closure and Interim IGCC Secretariat

402. The GCLME project is scheduled to close on 30 June 2012, after which the project manager in UNIDO will support administrative closure of the project including through reconciliation of outstanding contracts and un-liquidated obligations (Paragraphs 250, 312). At the same time a number of outstanding technical deliverables of the project are being finalized for translation and/or publication.

403. Although the amount of funding remains uncertain, this evaluation supports the recommendation made at the third Ministerial meeting building on discussions at the ninth Steering Committee Meeting to allow any un-liquidated obligations to be used to support a skeleton staff (e.g. officer-in-charge and assistant) at the IGCC Secretariat. This would enable the Secretariat to finalize reports and publications from the GCLME project and establish a fully indexed project and IGCC archive, would provide for continued communication with GCLME stakeholders during further project development, and, if funds are sufficient, may allow for experience from the existing project to be taken into the project development phase for the SAP Implementation project.

404. The timeframe for this recommendation is approximately six months, to be implemented by UNIDO with the support of UNDP and UNEP as Implementing Agencies.

Empowering National Level Implementation

405. Despite strong political support for the GCLME project and creation of a the GCC, the evaluation has identified country drivenness and ownership as a weakness in this project, associated with lack of empowerment of national structures, and low visibility of the project particularly in countries without a demonstration project or RAC (Paragraph 294).

406. The Inter-Ministerial Committees (IMCs), with the support of national consultants, played an active role in development and endorsement of the NPAs-LBS and NAPs but otherwise met only infrequently and experienced difficulty in maintaining consistent representation (Paragraph 276). Neither the GCLME focal agencies nor IMCs were provided with financial support or technical facilitation for follow-up project activities at national level (Paragraph 256). As a result, while the IMCs have functioned quite well in terms of building cross-sectoral awareness of project issues, they have not played the mainstreaming role that would be expected for an implementation project (Paragraph 255). Opportunities to build linkages and create synergies with other initiatives, including other GEF projects, have been missed (Paragraph 257).

407. A challenge for a future implementation project will be to foster establishment of more robust institutional arrangements (or reinforce existing arrangements) for cross-sectoral coordination to address LME issues at the national level, clear decision making processes with links to line ministries. IMCs or equivalent structures will need to be task-oriented, with a broad-based composition and more consistency in participation, in order to ensure that they are able to influence policy, practice and investment across a wide range of sectors and amongst relevant actors including NGOs and the private sector. In some cases this may be best achieved by working with existing mechanisms (such as national sustainable development committees) rather than establishing a (potentially) parallel function.

408. It is recommended that the design team for the future SAP implementation project consult with countries on how best to establish effective long-term national coordination mechanisms building on existing examples and models, and allocate resources and technical support at national and regional level to empower these bodies to influence policy, practice and investment. Complementing this, emphasis should be placed on ensuring that tangible demonstration activities are supported in all of the countries as an early implementation action involving a broad cross section of national actors.

409. The timeframe for this recommendation is approximately 18 months, corresponding to the project development phase, and the recommendation is to be implemented under the oversight of the proposed implementing agencies.

Regional Activity Centres

410. The GCLME SAP includes a recommendation to the IGCC that six Centres of Excellence or Activity Centres, addressing marine productivity, fisheries, environmental information management, pollution, risk, and oil spill contingency and emergency response, should play a major role in implementation of the SAP (Paragraph 262). However the weak performance of RACs during the existing GCLME project (Paragraph 385, Annex 7) together with concerns raised by informants during this evaluation about the practicalities of having regional facilities, especially laboratory facilities, in a large multilingual region, indicates that the future role of RACs should be given further consideration (Annex 7 Paragraph A-12).

411. Lessons from the existing centres include the need to provide cost-effective and cost-recoverable services in order to ensure services can be sustained, and point to the advantages of having such centres based in established host institutions that will themselves benefit from and support the work of the centres, including through contribution to peer-reviewed publications.

412. It is recommended that the design team for the future SAP implementation project should undertake a further appraisal of scientific and technical information and services needed to reinforce the evidence base for and effectively implement the SAP and consult with countries on their preferred options. The appraisal should take into account the differing capabilities and priorities of the GCLME countries, should seek to actively build linkages to existing universities and research centres, should investigate the potential of facilitated networks and should identify specific results and deliverables. The suggestions in Table 6 are indicative.

413. The timeframe for this recommendation is approximately 18 months, corresponding to the project development phase, and the recommendation is to be implemented under the oversight of the proposed implementing agencies.

Table 6. Considerations for future investment in RACs or alternative capabilities

<p>Information management</p>	<p>There is a continued need for a regional clearing house mechanism providing for exchange of information and data (or meta data) amongst the GCLME countries. One option would be to establish a bi-directional information flow scheme based on a hub and spoke model with an EIMS in the centre that may be hosted by the (I)GCC or Abidjan Convention Secretariat. Specific data compilation tasks could be assigned to different national nodes according to their specialisations or availability.</p>
<p>Pollution</p>	<p>Difficulties associated with centralisation of a pollution monitoring facility include difficulties in preserving and transporting samples and issues of cost allocation. Many of the GCLME countries already have laboratory facilities that could be readily upgraded to enable and track implementation of the LBSA Protocol. Rather than support a central facility it is proposed that a future SAP project support development of a network of collaborating centres in each or most of the GCLME countries, building on existing facilities in universities or government research bodies.</p>

Oil spill contingency and emergency response	Options for this Centre need to be reviewed in the context of the amended Emergency Protocol, the TORs and Functions of the Future Regional Coordination Centre the Regional Contingency Plan adopted in April 2011 with a view to reinforcing oil spill preparedness in key areas.
Risk assessment and management	The appraisal should consider the need for a continued 'radar' function related to identification and assessment of emerging issues.
Productivity	The Productivity Centre in Ghana has undertaken analyses of samples collected during the FAO-Nansen cruises. The centre has worked with and trained scientists from the different GCLME countries and it is suggested it continue to provide a regional service in this highly specialised area.
Fisheries	There is a need to reinforce networking amongst countries and to reinforce linkages between regional scientists, managers and fisheries bodies. This could be enhanced by a network of collaborating centres across the GCLME region.

List of Annexes

1. The Evaluation Terms of Reference including evaluation criteria
2. List of interviewees
3. Evaluation programme
4. List of documents reviewed / consulted
5. Summary of progress towards outputs and activities
6. Summary of effectiveness
7. The Regional Activity Centres and National Demonstration Projects
8. Details of the project's 'impact pathways' and the 'ROtl' analysis
9. Summary co-finance information and a statement of project expenditure
10. Brief CVs of the consultants

Annex 1. Evaluation Terms of Reference

A. Objective and Scope of the Evaluation

1. In line with the UNEP Evaluation Policy²¹, the UNEP Evaluation Manual²² and the Guidelines for GEF Agencies in Conducting Terminal Evaluations²³, the terminal evaluation of the Project “Combating Living Resources Depletion and Coastal Area Degradation in the Guinea Current LME through Ecosystem-based Regional Actions (GCLME)” is undertaken at the end 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 learning, feedback, and knowledge sharing through results and lessons learned among UNEP, UNDP, UNIDO the GEF and their partners. Therefore, the evaluation will identify lessons of operational relevance for future project formulation and implementation. It will focus on the following sets of **key questions**, based on the project’s intended outcomes, which may be expanded by the consultants as deemed appropriate:

- To what extent has the project supported GCLME countries to undertake strategic planning for concrete actions to develop sustainable fisheries, restore habitats and improve water quality in the GCLME, including the formulation of economic arrangements that will assure the sustainability of the action program?
- How successful was the project in supporting GCLME countries to establish an ecosystem-wide fisheries/LMR monitoring, assessment, and management system, fill technical gaps in understanding the current status of fisheries and take actions to aid in the recovery and sustainable use of living marine resources including development of mariculture in the GCLME?
- To what extent did the project assist GCLME countries to undertake strategic planning for conserving biodiversity and integrated coastal management, demonstrate activities to restore priority degraded habitats, and develop strategies for reducing coastal erosion in the GCLME region?
- How well did the project support GCLME countries to develop strategic programmes for reducing land and sea-based sources of transboundary pollution and enhance regional ability to address wastes, oil spills, and other major marine pollution incidents?
- How successful was the project in facilitating the creation of a regional network with broad stakeholder participation and a sustainable institutional structure for addressing identified threats in the GCLME, including the development of a regional ecosystem commission and information system?
- Is the project well underway to contribute to the expected impacts in terms of a) recover depleted fish stocks; b) Restore degraded habitat; and c) reduce land and ship-based pollution in the GCLME?
- Are there any lessons to be learned from this project with regard to the a) design and b) implementation of future initiatives in similar (especially LME-related) fields?

B. Overall Approach and Methods

2. The terminal evaluation of the Project “Combating Living Resources Depletion and Coastal Area Degradation in the Guinea Current LME through Ecosystem-based Regional Actions (GCLME)” will be conducted by independent consultants under the overall responsibility and management of the UNEP Evaluation Office (Nairobi), in consultation with the UNEP GEF Coordination Office (Nairobi), the UNDP GEF Unit (New York), the UNDP Evaluation Office (New York) and the UNIDO Evaluation Office (Vienna). UNDP Country Offices will provide logistical support to the evaluation team for country visits.

²¹ <http://www.unep.org/eou/StandardsPolicyandPractices/UNEPEvaluationPolicy/tabid/3050/language/en-US/Default.aspx>

²² <http://www.unep.org/eou/StandardsPolicyandPractices/UNEPEvaluationManual/tabid/2314/language/en-US/Default.aspx>

²³ http://www.thegef.org/gef/sites/thegef.org/files/documents/TE_guidelines7-31.pdf

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

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

- A **desk review** of project documents²⁴ including, but not limited to:
 - Relevant background documentation, inter alia UNEP, UNDP and GEF policies, strategies and programmes pertaining to international/transboundary waters; the Abidjan Convention documents; the Accra Declaration (1998); and the TDA and preliminary SAP prepared under the PDF-B grant preceding the project;
 - Project design documents; Annual Work Plans and Budgets or equivalent, revisions to the logical framework and project financing;
 - Project reports such as progress and financial reports from countries to the RCU and from the RUC and UNIDO to UNEP and UNDP; Steering Committee meeting minutes; annual Project Implementation Reviews and relevant correspondence;
 - The Mid-term Evaluation report, Aide Memoire between EA and IAs and other documentation related to the project suspension in 2007-2008;
 - Documentation related to project outputs such as: the updated TDA; the final, adopted SAP for the GCLME; NAPs; the GCLME Regional Biodiversity Survey and Action Plan; the Draft Protocol to the Abidjan Convention Concerning Cooperation in the Protection of the Marine and Coastal Environment From Land-Based Sources and Activities in the West and Central African Region; the Economic Valuation Report of the Eco-system Services provided by the GCLME; the Ballast Water Management Convention; National Action Plans to combat pollution; the Pollution Monitoring Manual; progress/completion reports of demonstration projects; the Draft Sub-Regional Oil Spill Contingency Plan; the draft Treaty on the Establishment of the Guinea Current Commission etc.
- **Interviews**²⁵ with:
 - Project management and execution support in the RCU (Ghana) and at UNIDO (Vienna);
 - UNEP Task Manager and Fund Management Officer (Nairobi); UNDP Principal and Regional Technical Advisors to the project and the UNDP Fund Manager and other Country Office staff as appropriate;
 - Country lead execution partners and other relevant partners;
 - Relevant staff of GEF Secretariat;
 - Representatives of other multilateral agencies (e.g. IMO, FAO) and other relevant organisations.
- **Country visits to demonstration projects.** The evaluation team will visit all regional (RACs) and national demonstration projects.

C. Key Evaluation principles

5. Evaluation findings and judgements should be based on **sound evidence and analysis**, clearly documented in the evaluation report. Information will be triangulated (i.e. verified from different sources) to the extent possible, and when verification was not possible, the single source will be mentioned²⁶. Analysis leading to evaluative judgements should always be clearly spelled out.

6. The evaluation will assess the project with respect to **a minimum set of evaluation criteria** grouped in four categories: (1) Attainment of objectives and planned results, which comprises the assessment of outputs achieved, relevance, effectiveness and efficiency and the review of outcomes towards impacts; (2) Sustainability and catalytic role, which focuses on financial, socio-political,

²⁴ Documents to be provided by the UNEP and UNDP are listed in Annex.

²⁵ Face-to-face or through any other appropriate means of communication

²⁶ Individuals should not be mentioned by name if anonymity needs to be preserved.

institutional and ecological factors conditioning sustainability of project outcomes, and also assesses efforts and achievements in terms of replication and up-scaling of project lessons and good practices; (3) Processes affecting attainment of project results, which covers project preparation and readiness, implementation approach and management, stakeholder participation and public awareness, country ownership/driven-ness, project finance, UNEP and UNDP supervision and backstopping, and project monitoring and evaluation systems; and (4) Complementarity with the UNEP, UNDP and UNIDO strategies and programmes. The lead consultant can propose other evaluation criteria as deemed appropriate.

7. **Ratings.** All evaluation criteria will be rated on a six-point scale. However, complementarity of the project with the UNEP, UNDP and UNIDO strategies and programmes is not rated. Annex 3 provides detailed guidance on how the different criteria should be rated and how ratings should be aggregated for the different evaluation criterion categories.

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

9. As this is a terminal evaluation, particular attention should be given to learning from the experience. Therefore, **the “why?” question** should be at front of the consultants’ minds all through the evaluation exercise. This means that the consultants 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, i.e. of processes affecting attainment of project results (criteria under category 3). This should provide the basis for the lessons that can be drawn from the project. In fact, the usefulness of the evaluation will be determined to a large extent by the capacity of the consultants to explain “why things happened” as they happened and are likely to evolve in this or that direction, which goes well beyond the mere assessment of “where things stand” today.

D. Evaluation criteria

1. Attainment of Objectives and Planned Results

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

- *Achievement of Outputs and Activities:* Assess, for each component, the project’s success in producing the programmed outputs as presented in Table A1.1 (Annex 1), both in quantity and quality, as well as their usefulness and timeliness. Briefly explain the degree of success of the project in achieving its different outputs, cross-referencing as needed to more detailed explanations provided under Section 3 (which covers the processes affecting attainment of project objectives). The achievements under the regional and national demonstration projects will receive particular attention.
- *Relevance:* Assess, in retrospect, whether the project’s objectives and implementation strategies were consistent with: i) Sub-regional environmental issues and needs related to the use and management of the GCLME; ii) the UNEP and UNDP mandates and policies at the time of design and implementation; and iii) the GEF International Waters focal area, strategic priorities and the relevant operational program(s).
- *Effectiveness:* Appreciate to what extent the project has achieved its main objective **to create an ecosystem-wide assessment and management framework for sustainable use of living and non-living resources in the GCLME** and its component objectives as presented in Table 2 above. To measure achievement, use as much as appropriate the indicators for achievement of the “Long-term development Objective” of the project in the

November 2008 revised version of the Logical Framework Matrix (Logframe) of the project, adding other relevant indicators as appropriate. Briefly explain what factors affected the project's success in achieving its objectives, cross-referencing as needed to more detailed explanations provided under Section 3.

- *Efficiency*: Assess the cost-effectiveness and timeliness of project execution. Describe any cost- or time-saving measures put in place in attempting to bring the project to a successful conclusion within its programmed budget and (extended) time. Analyse how delays, such as delays in recruitment of consultants and the project suspension in 2007-2008, have affected project execution, costs and effectiveness. Wherever possible, compare the cost and time over results ratios of the project with that of other similar projects. Give special attention to efforts by the project teams to make use of / build upon pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects etc. to increase project efficiency.
- *Review of Outcomes to Impacts (ROtI)*: Reconstruct the logical pathways from project outputs over achieved objectives towards impacts, taking into account performance and impact drivers, assumptions and the roles and capacities of key actors and stakeholders, using the methodology presented in the GEF Evaluation Office's ROtI Practitioner's Handbook²⁷ (summarized in Annex 8 of the TORs). Appreciate to what extent the project has to date contributed, and is likely in the future to further contribute to changes in stakeholder behaviour as regards: i) Biodiversity conservation; ii) Restoration of degraded habitats and reduction of threats to habitats; iii) Sustainable fishing and use of LMRs including the development of mariculture; iv) Measures to reduce land and sea-based pollution; and v) Measures to protect coasts against erosion, and the likelihood of those leading to changes in the natural resource base: a) recovery of degraded coastal and marine habitats including coastal soils and ocean waters; and b) recovery of living marine resources including fish stocks.

2. Sustainability and catalytic role

11. **Sustainability** is understood as the probability of continued long-term project-derived results and impacts after the external project funding and assistance ends. The evaluation will identify and assess the key conditions or factors that are likely to undermine or contribute to the persistence of benefits. Some of these factors might be direct results of the project while others will include contextual circumstances or developments that are not under control of the project but that may condition sustainability of benefits. The evaluation should ascertain to what extent follow-up work has been initiated and how project results will be sustained and enhanced over time. E.g. the evaluation will have to ascertain that the SAP and NAPs developed under the project are going to be carried out after the project ends. Application of the ROtI method will assist in the evaluation of sustainability.

12. Four aspects of sustainability will be addressed:

- *Socio-political sustainability*. Are there any social or political factors that may influence positively or negatively the sustenance of project results and progress towards impacts? Is the level of ownership by the main national and regional stakeholders sufficient to allow for the project results to be sustained? Are there sufficient government and stakeholder awareness, interests, commitment and incentives to execute, enforce and pursue the programmes, plans, agreements, monitoring systems etc. prepared and agreed upon under the project?
- *Financial resources*. To what extent are the continuation of project results and the eventual impact of the project dependent on continued financial support? What is the likelihood that adequate financial resources²⁸ will be or will become available to implement the programmes, plans, agreements, monitoring systems etc. prepared and

²⁷

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

²⁸ Those resources can be from multiple sources, such as the public and private sectors, income generating activities, other development projects etc.

agreed upon under the project? Are there any financial risks that may jeopardize sustenance of project results and onward progress towards impact? How financially sustainable are the Regional Activity Centres?

- *Institutional framework.* To what extent is the sustenance of the results and onward progress towards impact dependent on issues relating to institutional frameworks and governance? How robust are the institutional achievements such as governance structures and processes, policies, sub-regional agreements, legal and accountability frameworks etc. required to sustaining project results and to lead those to impact on human behaviour and environmental resources?
- *Environmental sustainability.* Are there any environmental factors, positive or negative, that can influence the future flow of project benefits? Are there any project outputs or higher level results that are likely to affect the environment, which, in turn, might affect sustainability of project benefits?

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

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

14. *Replication*, in the context of GEF projects, is defined as lessons and experiences coming out of the project that are replicated (experiences are repeated and lessons applied in different geographic areas) or scaled up (experiences are repeated and lessons applied in the same geographic area but on a much larger scale and funded by other sources). The evaluation will assess the approach adopted by the project to promote replication effects and appreciate to what extent actual replication has already occurred or is likely to occur in the near future, with special attention to the nine demonstration projects conducted under the GCLME project. What are the factors that may influence replication and scaling up of project experiences and lessons? In this particular case, the evaluation will assess how the project has made sure that plans, programmes, institutions, agreements and management systems developed are going to be put to good use in the subsequent SAP implementation project(s).

3. Processes affecting attainment of project results

15. **Preparation and Readiness.** Were the project's objectives and components clear, practicable and feasible within its timeframe? Were the capacities of executing agencies properly considered when the project was designed? Was the project document clear and realistic to enable effective and efficient implementation? Were the partnership arrangements properly identified and the roles and responsibilities negotiated prior to project implementation? Were counterpart resources (funding, staff, and facilities) and enabling legislation assured? Were adequate project management arrangements in place? Were lessons from other relevant projects properly incorporated in the project design? Were

lessons learned and recommendations from Steering Committee meetings adequately integrated in the project approach? What factors influenced the quality-at-entry of the project design, choice of partners, allocation of financial resources etc.?

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

- Ascertain to what extent the project implementation mechanisms outlined in the project document have been followed and were effective in delivering project outputs and outcomes. Were pertinent adaptations made to the approaches originally proposed?
- Assess the role and performance of the units and committees established and the project execution arrangements at all levels. Verify whether the double role played by the project RCU as project coordination entity and secretariat for the Interim Guinea Current Commission gives cause to any conflicts of interest;
- Evaluate the effectiveness and efficiency of project management by UNIDO and how well the management was able to adapt to changes during the life of the project;
- Assess the extent to which project management responded to direction and guidance provided by the Steering Committee and IA supervision recommendations;
- Identify administrative, operational and/or technical problems and constraints that influenced the effective implementation of the project, and how the project partners tried to overcome these problems²⁹.

17. Stakeholder³⁰ Participation and Public Awareness. The term stakeholder should be considered in the broadest sense, encompassing project partners, government institutions, private interest groups, local communities etc. The assessment will look at three related and often overlapping processes: (1) information dissemination between stakeholders, (2) consultation between stakeholders, and (3) active engagement of stakeholders in project decision making and activities. The evaluation will specifically assess:

- the approach(es) used to identify and engage stakeholders in project design and implementation. What were the strengths and weaknesses of these approaches with respect to the project's objectives and the stakeholders' motivations and capacities? What was the achieved degree and effectiveness of collaboration and interactions between the various project partners and stakeholders during the course of implementation of the project?
- the degree and effectiveness of any public awareness activities that were undertaken during the course of implementation of the project;
- how the results of the project (strategic programmes and plans, monitoring and management systems, sub-regional agreements etc.) engage GCLME users' communities and their institutions in improved management and sustainable use of the natural resource base of the GCLME.

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

19. Country Ownership and Driven-ness. The evaluation will assess the performance of the Governments of the 16 countries bordering the GCLME, namely:

²⁹ The effects of the irregularities in procurement, use of financial resources and human resource management, the subsequent suspension of the project in 2007-2008, and the measures taken by UNIDO to prevent such irregularities in the future will be analysed under the parameter "Financial Planning and Management".

³⁰ Stakeholders are the individuals, groups, institutions, or other bodies that have an interest or stake in the outcome of the project. The term also applies to those potentially adversely affected by the project.

- in how the Governments have assumed responsibility for the project and provided adequate support to project execution, including the degree of cooperation received from the various contact institutions in the countries involved in the project and the timeliness of provision of counter-part funding to project activities;
- to what extent the political and institutional framework of the participating countries has been conducive to project performance. Look, in particular, at the extent of the political commitment to enforce (sub-) regional agreements promoted under the project;
- to what extent the Governments have promoted the participation of communities and their non-governmental organisations in the project; and
- how responsive the Governments were to UNIDO coordination and guidance, to UNDP and UNEP supervision and Mid-Term Evaluation recommendations.

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

- Verify the application of proper standards (clarity, transparency, audit etc.) and timeliness of financial planning, management and reporting to ensure that sufficient and timely financial resources were available to the project and its partners;
- Appreciate other administrative processes such as recruitment of staff, procurement of goods and services (including consultants), preparation and negotiation of cooperation agreements etc. to the extent that these might have influenced project performance;
- Present to what extent co-financing has materialized as expected at project approval (see Table 1). Report country co-financing to the project overall, and to support project activities at the national level in particular. The evaluation will provide a breakdown of final actual costs and co-financing for the different project components (see tables in Annex 4).
- Describe the resources the project has leveraged since inception and indicate how these resources are contributing to the project's ultimate objective. Leveraged resources are additional resources—beyond those committed to the project itself at the time of approval—that are mobilized later as a direct result of the project. Leveraged resources can be financial or in-kind and they may be from other donors, NGO's, foundations, governments, communities or the private sector.

21. Analyse the effects on project performance of the irregularities in procurement, use of financial resources and human resource management, the subsequent suspension of the project in 2007-2008, and the measures taken by UNIDO to prevent such irregularities in the future. Appreciate whether the measures taken by UNIDO are adequate.

22. **UNEP and UNDP Supervision and Backstopping.** The purpose of supervision is to verify the quality and timeliness of project execution in terms of finances, administration and achievement of outputs and outcomes, in order to identify and recommend ways to deal with problems which arise during project execution. Such problems may be related to project management but may also involve technical/institutional substantive issues (e.g. the process leading up to the creation of the GCC) in which UNEP or UNDP have a major contribution to make. The evaluators should assess the effectiveness of supervision and administrative and financial support provided by UNEP and UNDP including:

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

- Financial, administrative and other fiduciary aspects of project implementation supervision.

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

- *M&E Design.* Projects should have sound M&E plans to monitor results and track progress towards achieving project objectives. An M&E plan should include a baseline (including data, methodology, etc.), SMART indicators and data analysis systems, and evaluation studies at specific times to assess results. The time frame for various M&E activities and standards for outputs should have been specified. The evaluators should use the following questions to help assess the M&E design aspects:
 - Quality of the project logframe as a planning and monitoring instrument; analyse/compare logframe in Project Document, revised logframe (2008) and logframe used in Project Implementation Review reports to report progress towards achieving project objectives;
 - SMART-ness of indicators: Are there specific indicators in the logframe for each of the project objectives? Are the indicators measurable, attainable (realistic) and relevant to the objectives? Are the indicators time-bound?
 - Adequacy of baseline information: To what extent has baseline information on performance indicators been collected and presented in a clear manner? Was the methodology for the baseline data collection explicit and reliable?
 - Arrangements for monitoring: Have the responsibilities for M&E activities been clearly defined? Were the data sources and data collection instruments appropriate? Was the frequency of various monitoring activities specified and adequate? In how far were project users involved in monitoring?
 - Arrangements for evaluation: Have specific targets been specified for project outputs? Has the desired level of achievement been specified for all indicators of objectives and outcomes? Were there adequate provisions in the legal instruments binding project partners to fully collaborate in evaluations?
 - Budgeting and funding for M&E activities: Determine whether support for M&E was budgeted adequately and was funded in a timely fashion during implementation.
- *M&E Plan Implementation.* The evaluation will verify that:
 - the M&E system was operational and facilitated timely tracking of results and progress towards projects objectives throughout the project implementation period;
 - annual project reports and Progress Implementation Review (PIR) reports were complete, accurate and with well justified ratings;
 - the information provided by the M&E system was used during the project to improve project performance and to adapt to changing needs;
 - projects had an M&E system in place with proper training, instruments and resources for parties responsible for M&E.

4. Complementarities with the UNEP, UNDP and UNIDO strategies and programmes

UNEP

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

- *Linkage to UNEP's Expected Accomplishments and POW 2010-2011.* The UNEP MTS specifies desired results in six thematic focal areas. The desired results are termed Expected Accomplishments. Using the completed ROTI analysis, the evaluation should comment on whether the project makes a tangible contribution to any of the Expected Accomplishments specified in the UNEP MTS. The magnitude and extent of any contributions and the causal linkages should be fully described. Whilst it is recognised that UNEP GEF projects designed prior to the production of the UNEP Medium Term Strategy (MTS)³¹/ Programme of Work (POW) 2010/11 would not necessarily be aligned with the Expected Accomplishments articulated in those documents, complementarities may still exist.
- *Alignment with the Bali Strategic Plan (BSP)*³². The outcomes and achievements of the project should be briefly discussed in relation to the objectives of the UNEP BSP.
- *Gender.* Ascertain 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. Appreciate whether the intervention is likely to have any lasting differential impacts on gender equality and the relationship between women and the environment. To what extent do unresolved gender inequalities affect sustainability of project benefits?
- *South-South Cooperation.* This is regarded as the exchange of resources, technology, and knowledge between developing countries. Briefly describe any aspects of the project that could be considered as examples of South-South Cooperation.

UNDP

25. UNDP projects financed by the GEF are key components in UNDP country programming. As such, the objectives and outcomes of GEF projects managed by UNDP should be in harmony with UNDP country programme strategies. The evaluation should therefore assess how the project has successfully mainstreamed other UNDP priorities, including poverty alleviation and the prevention and recovery from natural disasters, in addition to gender and south-south cooperation strategies (covered above in the UNEP section).

26. The evaluation should assess and discuss whether:

- project objectives conform to UNDP priorities in the GCLME partner countries, as indicated in the current UNDP Country Programme Document and Action Plan (CPD & CPAP);
- it is possible to identify and quantify positive or negative effects of the project on local livelihoods (including income generation/job creation);
- there is evidence that project outcomes have contributed to country and regional efforts to mitigate and respond to natural disasters.

UNIDO

27. The evaluation should comment on the alignment of the project with the relevant strategic objectives as set out in the UNIDO Programme and Budget for the period 2010-2011.

E. The Consultants' Team

28. For this evaluation, a team of two independent consultants will be hired, preferably of mixed gender, at least one of which is from the project sub-region. The evaluation team will combine the following expertise and experience:

- Evaluation of environmental projects

³¹ <http://www.unep.org/PDF/FinalMTSGCSS-X-8.pdf>

³² <http://www.unep.org/GC/GC23/documents/GC23-6-add-1.pdf>

- Expertise in regional planning, cooperation, institutions, treaties and politics in the field of international waters
- Extensive knowledge of UNIDO as well as UNEP and UNDP GEF work
- Large marine eco-system management
- Expertise in the establishment of marine protected areas, protection and restoration of marine and coastal eco-systems and/or marine pollution management
- International fisheries
- Management of large regional development projects: planning, multi-stakeholder coordination, finances and administration, monitoring etc.

29. The **Team Leader** will be responsible for coordinating the data collection and analysis phase of the evaluation, and preparing the main report. (S)He will ensure that all evaluation criteria are adequately covered by the team. **Annex 6** provides a matrix which presents the distribution of responsibilities between evaluation team members (to be finalized in consultation with the Team Leader).

30. The **Supporting Consultant** will prepare a technical working paper that will be appended to the main report, the content of which will be agreed upon with the Team Leader. The Supporting Consultant is also expected to contribute to selected sections of the main report as agreed with the Team Leader, and provide constructive comments on the draft report prepared by the Team Leader.

31. *By undersigning the service contract with UNEP/UNON, the consultants 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 their contract) with the project's executing or implementing units.*

F. Evaluation Deliverables and Review Procedures

32. **The main evaluation report** should be brief (no longer than 35 pages – excluding the executive summary and annexes), to the point and written in plain English. The report will follow the annotated Table of Contents outlined in Annex 2. It must explain the purpose of the evaluation, exactly what was evaluated and the methods used (with their limitations). The report will present evidence-based and balanced findings, consequent conclusions, lessons and recommendations, which will be cross-referenced to each other. The report should be presented in a way that makes the information accessible and comprehensible. Any dissident views in response to evaluation findings will be appended in footnote or annex as appropriate.

33. **Technical working paper.** The format and contents of the working paper prepared by the Supporting Consultant should be agreed upon with the Team Leader and approved by the UNEP Evaluation Office before any data collection and analysis work is undertaken. It is recommended that the working paper follows the same structure as the main evaluation report, for easy reference by the Team Leader (Annex 2). The Team Leader will carry out a first review of the working paper and provide comments to the Supporting Consultant for improvement. Only a version acceptable to the Team Leader will be submitted to the EO as an appendix to the draft main report.

34. **Review of the draft evaluation report.** The Team Leader will submit the zero draft report latest by 15 November 2011 to the UNEP EO and revise the draft following the comments and suggestions made by the EO. The EO will then share the first draft report with the UNEP GEF Coordination Office (Nairobi), the UNEP Division for Environmental Policy Implementation (DEPI), the UNDP GEF Unit (New York), the UNDP Evaluation Office (New York) and the UNIDO Evaluation Office (Vienna) for review and comments. UNEP/DEPI will forward the first draft report to the other project stakeholders, in particular the Regional Coordination Office of the project, the Country National Programme Assistants and their country-level host institutions, for review and comments. Stakeholders may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions. Comments would be expected within two weeks after the draft report has been shared. Any comments or responses to the draft report will be sent to the UNEP EO for collation. The EO will provide the comments to the Team Leader for consideration in preparing the final draft report. The

Team Leader will submit the final draft report no later than 2 weeks after reception of stakeholder comments. The Team Leader will prepare a **response to those comments** that contradict the findings of the evaluation team and could therefore not be accommodated in the final report. This response will be shared by the EO with the interested stakeholders to ensure full transparency.

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

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

Segbedzi Norgbey, Head
UNEP Evaluation Office
P.O. Box 30552-00100
Nairobi, Kenya
Tel.: (+254-20) 762 3387
Email: segbedzi.norgbey@unep.org

37. The Head of Evaluation will share the report with the following persons:

Maryam Niamir-Fuller, Director
UNEP/GEF Coordination Office
P.O. Box 30552-00100
Nairobi, Kenya
Tel: (+254-20) 762 4686
Email: maryam.niamir-fuller@unep.org

Igor Volodin, Chief
Water Management Unit
UNIDO/ Programme Development
and
Technical Co-operation Division
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Email: I.volodin@unido.org

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saraswathi.menon@undp.org

Yannick Glemarec, Executive
Coordinator
UNDP / GEF Unit
304 East 45th Street, 9th Floor
New York, NY 10017 USA.
Tel: (+1-212) 9065143
Email: yannick.glemarec@undp.org

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

39. As per usual practice, the UNEP EO will prepare a **quality assessment** of the zero draft and final draft report, which is a tool for providing structured feedback to the evaluation consultants. The quality of the report will be assessed and rated against both GEF and UNEP criteria as presented in Annex 5.

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

Annex 2. List of Interviewees

Name	Designation
PROJECT COORDINATION AND OVERSIGHT	
UNIDO Regional Coordination Unit/ Interim Guinea Current Commission	
1. Stephen Maxwell Kwame Donkor	Regional Coordinator & Executive Secretary
2. Napoleon John Gbolonyo	Administrative Officer
3. Jacques Abe	Environment Officer
4. Helen Davies	Regional Fisheries Officer
5. Yao Modenou	ICT Officer
UNIDO	
6. Christian Susan	GCLME Project Manager, Water Management Unit
7. Heinz Leuenberger	Director, Environmental Management Branch
8. Igor Volodin	Chief, Water Management Unit
9. Johannes Dobinger	Evaluation Officer
10. Vitali Pleskatch	Finance Officer
11. Walther Lichem	UNIDO Consultant
UNEP	
12. Kelly West	Task Manager, Freshwater and Marine Ecosystems Branch
13. Rodney Vorley	Fund Management Officer
14. Jacquie Alder	Director, Freshwater and Marine Ecosystems Branch, DEPI
15. Michael Carbon	UNEP Evaluation & Oversight Unit
16. Abou Bamba	Abidjan Convention
UNDP	
17. Mame Dagou Diop	RTA Green, Low-emission and Climate-Resilient Development Strategies & Water-Ocean Governance Team
18. Andrew Hudson	Head, Water & Ocean Governance Programme, UNDP
19. Stephen Duah-Yentumi	Assistant Resident Representative Programme, UNDP Ghana
20. Horace Agossou	Bilingual Programme Associate (by email)
GEF Secretariat	
21. Al Duda	Senior Advisor, International Waters
PARTICIPATING COUNTRIES	
Ghana	
22. G.K. Scott	Chief Director, Ministry of Environment, Science and Technology (National Director)
23. Sylvia Osei Nsenkyire	National Assistant (based at GCLME RCU)
24. Osmond D Ansa Asare	Water Quality specialist, WRI, CSIR
25. Larsey Mensah	Legal specialist, EPA
26. Paul Anson	Anson Fish Farms
27. Henry Ansah	Anson Fish Farms
28. Samuel Quaatay	Fisheries Commission

Name	Designation
29. George Wiafe	Productivity Centre, Dept of Oceanography and Fisheries University of Ghana (RAC),
30. Francis KE Nunoo	Department of Oceanography and Fisheries, University of Ghana
31. Sosthenes Kwadzo Kufogbe	Department of Geography and Resource Development, University of Ghana
32. Carl Fiati	Environmental Protection Agency
33. Martin Asamoah-Manu	MAMSCO (National Demonstration Project)
Togo	
34. Marc K.A. Guinhouya	Chef Division, Direction de l'Environnement (National Assistant)
35. Kissao Gnandi	Maitre de Conference, Université de Lomé (NAP Consultant)
36. Harbour Master	Kpene Phosphates Factory (Representing demonstration project partner)
Benin	
37. Sikirou Kolawolé Adam	Director Exécutif, CEDA Consult (Demonstration project coordinator)
38. Cyriaque Agbon	Consultant, CEDA Consult
39. Roger Djiman	Centre de Recherches Halieutiques et Océan
40. W. Marcos	Direction Générale de l'Environnement
41. B. Agbossouto	Direction Générale de l'Environnement
42. Ayité Marcel Baglo	Ministère de l'Interieur et de la Sécurité Publique
Nigeria	
43. Halima Bawa-Bwari	GCLME Project Desk Officer Federal Ministry of Environment
44. Peter C. Nwilo	GCLME/UNILAG Regional Centre for Environmental Information Management System
45. Oscar Uluocha	University of Lagos
46. EA Ajao	Nigerian Institute for Oceanography and Marine Research (SAP facilitator)
47. Nkechi S. Onumajulu	Permanent Secretary, Ministry of Petroleum and Environment, Imo State
48. Thomas Akujobi	Director, RAC for Pollution Monitoring and Assessment
49. Chijioke Amadi	Programme Assistant, RAC for Pollution Monitoring and Assessment
50. N. Sokomba	Bioresources Development and Conservation Programme (Demonstration project coordinator)
Cameroon	
51. Amadou Wassouni	Direction du suivi de la conservation et de la promotion des ressources naturelles, (National Director)
52. Jean Folack	Environment and Resource Protection /ENVIREP (Demonstration project coordinator)
53. Timothee Mbella	NAP Consultant - Legal
54. Mary M. Fosi	NAP Consultant - Policy
PROJECT PARTNERS	
NOAA	
55. Bradford Brown	NOAA contractor
56. Ken Sherman	NOAA contractor

Name	Designation
IMO	
57. Jose Mathieckal	Head Technical Coordination and Major Projects
FAO	
58. Kwame Koranteng	EAF-Nansen Project Coordinator
OTHERS	
59. Andrew Cooke	NAP Regional Consultant
60. Abdoulaye Ndiaye	UNOPS (Former UNDP Task Manager)
61. Carl Bruch	Senior Attorney and Co-director International Programs, Environmental Law Institute

Other stakeholders met:

1. Participants in the 8th GCLME Project Steering Committee Meeting of May 2011
2. RCU support staff and interns
3. Participants in the ad hoc IMC Meeting in Togo
4. Participants in the ad hoc IMC Meeting in Benin
5. Participants at presentations of the GCLME/UNILAG Regional Centre for Environmental Information Management System, Lagos
6. Participants in the ad hoc IMC Meeting in Nigeria
7. Stakeholders for the ICAM Cameroon Micro projects including Véronique Folack Sijou, Guillaume Gaudin, Oumar Ndoumbe Ekoko,
8. Participants in the ad hoc IMC Meeting in Cameroon
9. Participants in the IGCC Regional Technical Meeting, the 9th GCLME Project Steering Committee Meeting, and 3rd Ministerial Meeting of May 2012

Annex 3. Evaluation Timeline

Dates	Activities
May 2011	Presentation of evaluation process to 8 th Project Steering Committee meeting and meetings with participants (Including RCU, UNIDO, UNEP, GEF Secretariat)
September /October 2011	Review of available documentation
23-27 October	Meetings with RCU and project stakeholders in Accra, Ghana Visit to RAC on Productivity
28-29 October	Meetings with project stakeholders in Lomé, Togo Visit to Kpene demonstration project/ Société Nouvelle des Phosphates du Togo (SNPT)
30-31 October	Meetings with project stakeholders in Cotonou, Benin Visit to MPAs demonstration project
1-4 November	Meetings with project stakeholders in Lagos and Abuja, Nigeria Visit to GCLME/UNILAG Regional Centre for Environmental Information Management System (RAC EIS) in Lagos Visit to RAC on Pollution in Owerri
5-8 November	Meetings with project stakeholders in Yaoundé, Cameroon including Inter-ministerial Committee meeting Visit to ICAM demonstration project in Kribi
9-10 November	Meetings with RCU in Accra
28-29 November	Meetings at UNIDO Vienna
5 December	Meetings at FAO Rome (<i>Linked to consultant's own travel</i>)
January 2012 -	Questionnaire to national directors and project assistants Telephone interviews
April 2012	Submission of preliminary draft pending updates from May meetings
May 2012	Presentation of preliminary results to 9 th Project Steering Committee meeting and meetings with participants at the technical, PSC and Ministerial meetings
June 2012	Submission of formal review draft

Annex 4. List of documents reviewed or consulted

Project Definition and Reporting

- Project Brief (November 2003) including incremental cost analysis
- PDF-B and Supplemental PDF-B requests (April 2000 and November 2002)
- UNDP Project Document dated 9 June 2004
- UNEP Project Document dated 12 July 2004
- Half yearly reports to UNEP to June 2011 (13 reports)
- Quarterly reports to UNDP to March 2011 (Missing 2 reports in 2005, all 4 in 2008, and 2 in 2010)
- Workplans and budgets presented to 5th, 6th and 8th PSC Meetings
- UNEP Project Implementation Reviews (PIR) (2008, 2009, 2010 draft, 2011)
- UNDP Project Implementation Review (PIR) of 2011 covering period from 2008
- Periodic reports produced by GCLME National Assistants
- Aide memoires, Internal memos and trip reports
- Examples of demonstration project reports

Legal Instruments and Financial Reports

- LOAs signed with FAO and IMO
- MOUs signed for Regional Activity Centres (UNILAG undated; Gabon Ministry of Environment 2005; UGL 2005; Imo State Government 2006)
- Examples of individual (SSA) contracts including national assistant's contracts
- Examples of sub-contracts
- UNIDO HQ records including extracts from *Agresso*
- Summary financial data from UNDP and UNEP

Reports and Documentation for Project Meetings

- Project Steering Committee Meeting Reports (9 Meetings to May 2012)
- Reports of technical and training workshops

Selected Technical Outputs

- GCLME. *Transboundary Diagnostic Analysis*. Feb 2006.
- National Plans of Action related to Land based Sources of Marine Pollution.
- *Second Draft Protocol to the Abidjan Convention Concerning Cooperation in the Protection of the Marine and Coastal Environment from Land-Based Sources and Activities in the West and Central African Region*. (As presented to the November 2007 COP)
- IGCC. *Strategic Action Programme*. Sept 2008
- GCLME Project. *Country Investment Project Profiles for the Implementation of the GCLME Strategic Action Programme* (Undated but prepared in 2010).
- *National Action Programmes* for the 15 of the 16 GCLME countries.
- IGCC/UNIDO. *State of the Marine Ecosystems in Guinea Current Large Marine Ecosystem Region*. Aug 2010.
- IGCC/UNIDO. *The Economic and Social Value of the Guinea Current Large Marine Ecosystem: A First Approximation*. 2011.
- Documentation related to Establishment of the Guinea Current Commission (Draft Treaty, etc)

Outreach and Promotional Outputs

- Project newsletters
- DVDs: *Africa on the Cutting Edge* (2007) & *Interim Guinea Current Commission* (2011)
- Project website in English <http://gclme.org/>
- UNIDO GCLME project summary <http://www.unido.org/index.php?id=1000769>
- GCLME Facebook page <http://www.facebook.com/pages/Igcc-gclme/118750378181439>
- GCLME site on IW:Learn <http://iwlearn.net/iw-projects/GCLME>
- Project development site in English and French (covers PDF phase) <http://gef-gclme.chez.com/>

Other Reports (Selected)

- UNDP Country Programme Documents for 15 of the 16 GCLME Countries (spanning 2008-2013) <http://www.undp.org/africa/programme.shtml>.
- UNDP Regional Programme Document for Africa (2008-2011)

- UNEP Medium-term Strategy 2010–2013
- UNEP Proposed biennial programme and support budgets for 2010-2011
- UNIDO Programme and Budgets, 2010-2011, Proposals of the Director-General May 2009
- Bali Strategic Plan for Technology Support and Capacity-building (February 2005)

Annex 5. Progress on Activities and Outputs

The activities and outputs in table are those in the November 2008 logframe that was developed by the executing and implementing agencies in November 2008 and used as a basis for developing the workplan approved by the PSC at its fifth meeting in June 2009. Any subsequent revisions are recorded in the comments. "Status" refers to the status of implementation of activities as of 30 December 2011 unless otherwise specified. 'Ongoing' or periodic activities such as RCU operations and PSC meetings are generally rated as 100%. The output rating is not necessarily the average rating across contributing activities as these activities vary in importance and in some cases are sequential.

Component 1

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 1. Finalize SAP and develop sustainable financing mechanisms for its implementation			
Output 1.1: Filling of gaps in regional monitoring methods/standards/etc. by training and at-sea demonstrations for contaminant levels in water, sediments, and biota	100%	<ul style="list-style-type: none"> – Manuals were produced during the project life span to standardise regional monitoring processes – Training of over 80 Scientists and Managers was done – EAF Nansen (FAO) project assisted in at sea sampling – Coastal wetlands loss not reported by all 16 countries 	S
1.1.1. Develop and implement regional training courses in monitoring methods for coastal and marine pollution (oceanography, chemistry)	100%	<ul style="list-style-type: none"> – Manual produced on Marine Pollution based on courses developed by consultants to GCLME – 	S
1.1.2. Perform ecosystem-wide at-sea sampling for practical training in acquisition of sediment, water-column, and biota samples for characterization of priority pollutants	95%	<ul style="list-style-type: none"> – Through partnership with the FAO GEF Ecosystem Approach to Fisheries – Nansen project there have been several ship board training sessions on marine pollution, fisheries, benthos and marine productivity the last in 2011 – The break in project activities created a data vacuum and loss of information vital for time series analysis 	S
1.1.3 Train scientists in the sampling and analysis of ecosystem-wide indicators and priority pollutants for nearshore water monitoring and adoption into the respective institutions' monitoring program	100%	<ul style="list-style-type: none"> – Workshops have been held covering several indicators (fishes, plankton and benthos, nutrients, pollution) – Institutions did not adopt, at national level, systematic monitoring programmes 	MS

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 1. Finalize SAP and develop sustainable financing mechanisms for its implementation			
Output 1.2: Identifying and filling of gaps in the TDA, including biodiversity, socio-economic conditions, legal/ regulatory review, stakeholder analysis, hot spots, contaminant levels.	100%	<ul style="list-style-type: none"> – The TDA report describes the development process for the TDA, that started in the PDF phases – The TDA includes chapters on the physical and biogeochemical setting and socio-economic and development setting, based primarily on a literature review in view of the patchy nature of information in national reports. – The background on the legal, regulatory and institutional setting is cursory; and this work was revisited during NAP development. 	MS
1.2.1. Develop work plan for filling gaps based on initial TDA, after reviewing and refining the gaps	100%	<ul style="list-style-type: none"> – There is no evidence of the workplan but this rating is based on the fact that the TDA was completed and published 	S
1.2.2. Establish regional working groups to fill gaps	100%	<ul style="list-style-type: none"> – The TDA was developed through several meetings of the regional TDA working group, starting in the PDF phase. 	S
414.1.2.3. Acquire new data through targeted monitoring and assessments	60%	<ul style="list-style-type: none"> – Small contracts for monitoring and assessments were issued to 15 institutions in 16 countries (a 16th contract for Gabon concerned the proposed RAC). – The work was significantly under-resourced and just nine coastal Monitoring Reports were delivered several years after completion of the TDA. The remaining contracts were terminated. – The rating reflects that these inputs were too late to serve their intended purpose of providing input to the TDA. – There have been ongoing efforts to update information of the state of the marine environment in the GCLME that were not specifically related to this output. 	MU

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 1. Finalize SAP and develop sustainable financing mechanisms for its implementation			
Output 1.3: Updating of TDA following filling of gaps	100%	<ul style="list-style-type: none"> – The TDA was published in February 2006 – The rating reflects concerns with the derivative nature of two substantive sections of the TDA but also that fact the TDA did provide an adequate basis for moving on to SAP and NAP development, with the latter enabling information gaps to be addressed. 	MS/MU
1.3.1. Establish regional TDA working group	100%	<ul style="list-style-type: none"> – The TDA report describes the development process for the TDA including through several meetings of the regional TDA working group. 	S
1.3.2. Using new data from project and other sources, update TDA using methodological guidance from TDA/SAP Best Practice Note and Train-Sea-Coast TDA/SAP course to prepare Ecosystem Status and Trends reports in year 3 and 5	100%	<ul style="list-style-type: none"> – A training workshop on TDA/SAP was organized in August 2005 with 36 participants from the 16 countries, based on the <i>UNDP/GEF Training course on the TDA/SAP approach in the GEF International Waters Programme</i>. – The BCLME TDA which was viewed as a good example of prevailing best practice, was used as a model – Chapters on <i>Analysis of Root Causes</i> (Ch 6) and <i>Priority Areas of Future Interventions</i> (Ch 7) appear to have been largely copied from the BCLME TDA (including budgets despite the far larger GCLME area). Three of 16 action areas were added but not fully developed in Chapter 7 and one action area was modified. The remaining action areas are unchanged. – A State of the Coast report was produced in August 2010 based on 10 National State of the Environment Reports and a literature review to complete significant gaps in information for all 16 countries. This report is moderately satisfactory. 	MU
1.3.3. Widely disseminate TDA to stakeholders, governments, and other regional projects	100%	<ul style="list-style-type: none"> – The TDA was published in hard copy and electronic format (PDF) in English and French and is available through the project website (currently in English only). 	S
Output 1.4: Preparation and endorsement of National Action Plans	95%	<ul style="list-style-type: none"> – NAPS have been developed by 15 of the 16 BCLME countries. Angola – which falls within two LMEs – plans to produce a NAP at a later date. – The NAPs are substantive technical plans with limited attention to implementation arrangements. – The NAP preparation process was time constrained; the need to define priority investment projects ate into the time available to complete NAPs. – The portfolio of priority projects has had to be retrofitted to better fit the SAP. 	MS
1.4.1. Develop training modules for formulation of National Action Plans based on TDA/SAP methodology developed under Train-Sea-Coast	100%	<ul style="list-style-type: none"> – Guidelines as well as a workplan and NAP template were completed in December 2009 based on a systematic review of best practice based on over 100 examples of actions plans, strategies and other documents. 	S

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 1. Finalize SAP and develop sustainable financing mechanisms for its implementation			
TDA/SAP Course		<ul style="list-style-type: none"> - There has been some uncertainty as to whether NAPs should include only transboundary concerns, or include all work required at national level for delivery of SAP objectives. NAPs were intended to build on existing action plans and strategies. 	
1.4.2. Implement national and regional training on National Action Plans	100%	<ul style="list-style-type: none"> - The NAP development process was facilitated by a by bilingual team and carried out in a structured manner - A Regional Trainers workshop for the development of the NAPs was organized in December 2009, providing guidance and context for NAP development but with participation by just 10 GCLME countries. The workshop was well received but participant ratings reflected that documentation was available only in English. - 15 GCLME countries organized inception workshops - A mid-term review workshop was organized in July 2010 with participants from 14 GCLME countries 	MS/S
1.4.3 Establish teams to develop NAPs	100%	<ul style="list-style-type: none"> - NAP coordinators as well as Biodiversity, Legal, and Socio-economic experts were recruited in each of the countries. 	S
1.4.4. Achieve internal consensus-building for NAPs through broad stakeholder, intersectoral and Interministerial processes	100%	<ul style="list-style-type: none"> - NAP coordinators were responsible for engagement with the IMCs. NAPs include identification of stakeholders and describe the consultations undertaken, that were very comprehensive in some cases. - Reflections on the process during the mid-term review reflect some difficulties in engaging stakeholders at national level and in obtaining access to relevant information as well as concerns with limited funding available for the process and some administrative delays. - Discussions during evaluation visits indicated overall satisfaction with the process. 	MS
1.4.5 Obtain national endorsement of NAPs at highest level	90%	<ul style="list-style-type: none"> - NAP Validation workshops were organized for 14 countries between November 2010 and February 2011 (based on available workshop reports). - Endorsement was at the level of Inter-Ministerial Committees or Steering Committees established for the purpose of this project, with one NAP signed by a Minister. 	S

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 1. Finalize SAP and develop sustainable financing mechanisms for its implementation			
Output 1.5: Finalizing and endorsement of regional Strategic Action Programme using methodological guidance from Train-Sea-Coast TDA/SAP course	100%	<ul style="list-style-type: none"> – The main achievement in this area is the endorsement of the SAP at Ministerial level, providing a foundation for development of NAPs and for eventual SAP implementation. – – 	MS/S
1.5.1. Develop regional working group for SAP following development of draft NAPs	100%	<ul style="list-style-type: none"> – There is very little information on the SAP preparation process that was coordinated and facilitated by qualified regional consultants during the first year of the GCLME project. – A 'Training Workshop on Transboundary Diagnostic Analysis (TDA) and Strategic Action Programme (SAP)' was organized in August, 2005 – The SAP was developed before and provided a framework for the NAPs 	S
1.5.2. Through national and regional workshops, develop consensus on elements of updated SAP	100%	<ul style="list-style-type: none"> – A <i>Technical Review Meeting on the GCLME Strategic Action Programme and Suite of Indicators</i> undertook detailed editing of an advanced draft of the SAP, including a discussion of indicators, in December 2006. – There is no evidence of national consultations in the post-PDF phase and the derivative nature of some sections of the SAP suggests that consultations in these areas were limited. 	MS
1.5.3. Finalize SAP	100%	<ul style="list-style-type: none"> – The SAP was finalised in mid -2007 and was published in English and French in September 2008 – The SAP annexes (analysis of issues, indicators, interventions), are based around the preliminary EQOs from the draft SAP developed in the TDA and presented in the project brief. – The Ministerial statement, description of the challenge (Sections 1.1.1 – 1.1.7), applicable principles for cooperative action (Section 2.1) and many of the policy actions (Section 3.1) are strongly based on the BCLME SAP published in 1999. – There is little detail on operationalisation of the SAP; the NAPs were to be an integral part of this. 	MS
1.5.4. Obtain endorsement of SAP at highest levels in each country (SAP issues will be implemented through NAPs)	100%	<ul style="list-style-type: none"> – The SAP was adopted at technical level at the <i>Consultative Meeting on GCLME Activities</i> held immediately before the fourth PSC meeting in February 2007 – It was further endorsed at High Level Meeting for the Finalisation and Adoption of The LBS/A Protocol to the Abidjan Convention (25-26 June 2007) and the Strategic Action Programme (SAP) (27-29 June 2007) 	HS

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 1. Finalize SAP and develop sustainable financing mechanisms for its implementation			
		<ul style="list-style-type: none"> – The Ministerial Statement endorsing the SAP was signed by Ministers of the 16 GCLME countries between September 2007 and June 2008 – The SAP was published by the IGCC in September 2008 in English and French 	
Output 1.6: Holding of donors' conference to mobilize commitments to SAP implementation	100%	<ul style="list-style-type: none"> – The donors' conference did not lead to any specific commitments to SAP financing but partners remain interested in the GCLME initiative. 	MU
1.6.1. After SAP is endorsed, organize and host a donors' meeting to mobilize commitments to SAP implementation	100%	<ul style="list-style-type: none"> – A portfolio of country investment project profiles for the implementation of the GCLME SAP was developed on the basis of priority projects included in the 15 NAPs. Country partners' have high expectations for funding for these projects. – A First Partners' Conference was held in Douala in February 2011, with only a handful of donor organizations represented. There were no specific commitments to project funding. – Organisation of national partners meetings has been proposed but as yet none appear to have taken place. – The RCU has not been allowed, in its capacity as IGCC, to attempt to raise funds outside the scope of the current GCLME project and future (GEF) implementation project 	MU
1.6.2. Formalize SAP commitments through appropriate memoranda	30%	<ul style="list-style-type: none"> – There are ongoing discussions with GEF agencies and the GCLME countries on development of a SAP implementation project. – General cooperation agreements have been drafted with a number of potential regional and international partners but their status and feasibility is not yet clear – The rating reflects that progress in these areas is unlikely except in the context of the GEF supported GCLME implementation project. 	MU
Output 1.7: Contacts, outreach to and networking with pertinent regional and international institutional LME stakeholders and organizations established for SAP/NAPs implementation	100%	<ul style="list-style-type: none"> – Note: This output was significantly modified in November 2008. The original output concerned sustainable financing for ecosystem management of the GCLME, in line with the overall component objective. There has been little progress in this area (U rating). The S rating refers to the revised output. 	S
1.7.1. Presentation of SAP/NAPs at the next GEF IW conference and/or at high level private sector fisheries forum/meeting	100%	<ul style="list-style-type: none"> – The RCU and project manager have participated in and presented at GEF IW meetings as well as international LME meetings. 	S
1.7.2. Develop linkages with existing institutions (regional and supra-regional, such as the Abidjan	100%	<ul style="list-style-type: none"> – The project has had good working relationships with FAO and IMO (See components 2 & 4) and FAO has been identified as an Implementing Agency 	S

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 1. Finalize SAP and develop sustainable financing mechanisms for its implementation			
Convention), and international collaborations (such as with IMO and FAO)		<p>for a future GEF implementation project.</p> <ul style="list-style-type: none"> - The project has contributed to the development of two Abidjan Convention (AC) Protocols. Discussions on the relationship between the future GCC and AC were ongoing at the time of the evaluation. - Other organisations such as NEPAD have participated in PSC Meetings. - The IGCC has initiated discussions and drafted MOUs for future collaboration with several organizations but their status is uncertain (See 1.6.2). 	
Output 1.8: Development and recommendation of economic instruments and incentives to promote preventive measures to decrease both land and sea-based sources of pollution as well as promote adequate ecosystem management in the region	70%	<ul style="list-style-type: none"> - The project commissioned two reports which have addressed the identification of tools and the overall economic evaluation - The reports do not come out with a specific blue-print for the selection of appropriate tools. The correct application of economic instruments is too much dependent on the specific socio-economic situation in different countries - The rating reflects that the second output of private sector involvement in pollution control was not adequately addressed 	MS
1.8.1. Identify appropriate tools such as conservation easements, land-use zoning, property rights to promote sustainable ecosystem management and awareness creation, free transfer of know-how, tax incentives, and other types of incentives and economic instruments to control pollution and encourage the adoption of less polluting technologies	90%	<ul style="list-style-type: none"> - Reports produced in 2010 based on non-GCLME case studies and examples. - The OVI determination of economic value of intervention not achieved as due to a lack of both qualitative and quantitative in some study areas, - The estimations presented here should have been improved through either specific studies covering ecosystem services in the GCLME region 	S
1.8.2. Identify appropriate incentives for private sector participation in monitoring and prevention of pollution	50%	<ul style="list-style-type: none"> - A generic list of economic instruments for the management of critical zone resources and pollution reduction/abatement in the GCLME area was produced, however country specific economic incentives were not identified in sufficient detail for immediate follow on action 	MS
1.8.3. Develop and assist in the improved quantification of economic benefits of land-based and maritime pollution prevention, including, for example, reduced insurance costs, protection of tourism assets, fisheries resources, etc	90%	<ul style="list-style-type: none"> - A report produced, to been seen as a first approximation of the quantification of the value of ecosystem services in the GCLME - Requires significant in country investment to develop quantification techniques 	S

Component 2

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 2. Recovery and sustainability of depleted fisheries and living marine resources including Mariculture			
Output 2.1: Demonstration of ecosystem-wide stock assessment methods including regional surveys (Regional Demonstration Project)	95%	– - For many years the region has lack the means to gather data on fish stocks, the project has enabled the deployment of the EAF-Nansen vessel to collect data and also to share methods on stock assessment to the GCLME countries	MS
2.1.1. Review of existing data and diagnosis of condition of fisheries stock	70%	– - There is no diagnosis of the condition of fisheries stock rather a report of the <i>status quo</i>	MS
2.1.2. Develop common methodology for joint ecosystem-wide stock assessment and perform initial joint ecosystem-wide stock assessments	100%	– - A report on the launching of the 2005 GCLME fish trawl survey and on the workshop on fisheries resources, survey, planning and methodologies – - A report on EbFM with emphasis on fish diet was produced in 2009 which led to the GCLME book on Fish Diet User Guide	MS
2.1.3. Perform demonstration of ecosystem-wide survey, including oceanography, productivity, ecological and introduced species sampling	95%	- Through the operation of the EAF-Nansen project and collaboration with FAO and IMO surveys were as follows: 2005: 3 surveys (3/5 – 31/5; 4/6 – 3/7; 4/7 – 15/7) 2006: 3 surveys (28/4 – 16/5; 18/5 – 7/6; 9/6 – 20/7) 2007: 1 survey (21/4 – 4/5) 2008: NIL 2009: NIL 2010: 1 survey The last three surveys were co-financed by the GCLME project. The break in survey in 2008/9 was as a result of the project hiatus –	MS
2.1.4. Determine a mechanism for on-going stock assessment	70%	- Beyond continued engagement with the EAF-Nansen, no regional mechanism has been determined. - Plans for regional stock assessment exist in the GCLME Fisheries Manuals - Stock assessment of fish resources in the region has always been hampered by the lack of vessels and where vessels exist, the funds available to run the vessels appropriately.	MU
Output 2.2: Development of methods and estimates for sustainable yields for dominant commercially-important fisheries species	100%	- The development of methods and calculation of MSY is of limited value if the means to use the methods and information in fishery management is absent	MU
2.2.1. Through workshops, determine methods for	80%	- Methods for estimating sustainable yields determined and in use,	MS

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 2. Recovery and sustainability of depleted fisheries and living marine resources including Mariculture			
estimating sustainable yields for dominant fisheries			
2.2.2 Based on demonstration of ecosystem-wide stock assessment, estimate sustainable yields for dominant fisheries	70%	- As early as April 2005 a workshop was held for the estimation of maximum sustainable yields for dominant fisheries, however regular estimates of MSY were not forthcoming.	MU
2.2.3 Through the Interim Guinea Current Commission, and later Guinea Current Commission, perform estimates of sustainable yields for annual status of stocks reports for the purposes of implementing fisheries management measures on commercially- important species in the region	90%	- A guide for the production of Fisheries management plans was produced in 2009 - Management plans for just three of the commercially important species have been produced - Estimates of the MSY of commercial species not available	MS
Output 2.3: Evaluation of productivity with regards to its carrying capacity for living marine resources of the ecosystem (Regional Demonstration Project)	90%	- A start has been made on estimating carrying capacity, the use of remote sensed data will be a valuable alternative that would reduce the cost of data collecting, traditionally based on ship borne methods	S
2.3.1. Initiate ecosystem-wide time series of productivity and plankton measurements from research vessels, Ships of Opportunity (SOOP) and data from satellite remote sensing operations (regional demonstration project)	90%	- A large and comprehensive report produced by the Productivity RAC in 2010 - Time series data sets presented but many are in the pre 2000 period	S
2.3.2. Review existing state-of-knowledge and preliminary carrying capacity analysis and define gaps	90%	- Time series data sets too short report states "it could not be ascertained whether primary and secondary production had reached the carrying capacity to support living resources" - Major gap identified was the lack of knowledge on macro fauna with several major groups completely unstudied	S
Output 2.4: Development of Regional Agreements and Guinea Current Commission	100%	- MoU signed with, COREP, FAO, FCWC - agreements signed with IGCC as GCC still does not yet exist	S
2.4.1. Support GCLME countries in negotiations, endorsement and ratification of regional agreements for sustainable use of fisheries resources	100%	- The project has been very active with the support of WWF since 2006 in assisting countries conform to best practice	S
2.4.2 Establish Cooperation with the Fishery	100%	- Cooperation has been established by MoU in 2011	S

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 2. Recovery and sustainability of depleted fisheries and living marine resources including Mariculture			
Committee for the West Central Gulf of Guinea (FCWC) and explore mechanism for sustainability		– Document is silent on how sustainability will be achieved	
Output 2.5: Assessment and modifications drafted to the National legal Frameworks to achieve sustainable fisheries	100%	– The documentation as it pertains to fisheries is scattered and some aspects are also covered by assessment of legal frameworks on coastal resources and protected areas	MS
2.5.1. Review existing national laws and regulations on fisheries and Mariculture and pertinent international agreements such as FAO Code of Conducts, straddling stocks, WSSD, fisheries agreements and other instruments.	70%	– Reviews were carried mainly for fisheries related international agreements but less so for mariculture	MS
2.5.2. Draft modifications to national laws and regulations on fisheries	100%	– National reports exist for all 16 GCLME countries where suggested modifications to national laws have been made – Some of the suggested amendments are rather generic and could be for any country (this is as a result of long term trend data of fish stocks)	S
2.5.3. Facilitate the approval of new or reformed laws and regulation on fisheries	100%	– A large (70 participants) workshop was carried out in 2006 to build capacity for environmental lawyers and journalists – No direct evidence/acknowledgement of this facilitation was found even when new laws on fisheries, incorporated elements of GCLME regional approaches	MS
Output 2.6: Development of fisheries Management Plans for at least three fisheries	100%	– Plans have been developed for small pelagics, shrimp and Sciaenidae and Sparidae – The plans give no indication of a secured funding base for the sustainable implementation of the plans	MS
2.6.1 Develop and facilitate ecosystem-wide fisheries management plans for at least three single or multi-species fisheries using adaptive approach	100%	– -Plans have been developed in 2010/2011 for small pelagics, shrimp and Sciaenidae and Sparidae – No mention is made in the plans of the adaptive approach	MS
2.6.2 Through the Interim Guinea Current Commission/Guinea Current Commission, initiate adaptive approach to management of these fisheries	50%	– No mention is made in the plans of the adaptive approach in the management of the fisheries	MU
Output 2.7: Assessment of existing coastal aquaculture and mariculture and determination of ecosystem sustainable capacity for future development, including identification of investments and legislation for SAP	50%	– At some point post November 2008 Logframe the focus on mariculture was lost and project has concentrated on freshwater aquaculture – No clear procedure for the selection of aquaculture facilities for project support – A demonstration project on aquaculture was carried out in Nigeria (2005-6) which involved GCLME support seems to have had no MoU or project	MU

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 2. Recovery and sustainability of depleted fisheries and living marine resources including Mariculture			
		documentation apart from consultants report	
2.7.1 Review existing status and trends and ecosystem impact of coastal aquaculture and Mariculture	70%	– A “High Level” Mini Meeting on Mariculture-Aquaculture Project was held in 2010 with participants from the Yellow Sea LME	MS
2.7.2 Determine maximum practical limits on coastal aquaculture and Mariculture based on analysis of ecosystem effects of such activities	0%	– There is no evidence that this was done or indeed the precursor - analysis of ecosystem effects of such activities was ever carried out	U
2.7.3 Develop guidelines for best environmental practices/best available technologies (BEP/BAT) as they relate to aquaculture and Mariculture	50%	– A “generic guideline for BET/BAAT was produced by a consultant for in 2010	MU
2.7.4 At national levels, assure laws and/or regulations governing coastal aquaculture and Mariculture reflect the limits developed under this project and best environmental practices/ best available technologies	20%	– There is no evidence that new or modified laws and/or regulations governing coastal aquaculture and Mariculture reflect the limits developed under this project	U

Component 3

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 3. <i>Planning for biodiversity conservation, restoration of degraded habitats and development of strategies for reducing coastal erosion</i>			
Output 3.1: Development of GCLME Ecosystem-wide Biodiversity Action Plan, including Protected Areas based on Biodiversity Action Plans	100%	<ul style="list-style-type: none"> - A regional eco-system wide Biodiversity Action Plan (BAP) has been developed but with a limited participatory stakeholder base (especially civil society inputs) 	MS
3.1.1 Organize a workshop to identify the elements for a GCLME ecosystem-wide Biodiversity Action Plan.	100%	<ul style="list-style-type: none"> - Workshop held in 2007 of the technical advisory group on biodiversity - Country reports presented of varied quality and content - Several country inputs were closely based on pre-existing National Biodiversity Plans and as such lacked specific focus on the coastal and marine areas. 	MS
3.1.2 Review existing national practices of coastal habitat use, conservation, and restoration, protected areas, list of threatened and endangered species.	100%	<ul style="list-style-type: none"> - Inventory of all MPAs in the GCLME completed, omissions were noted - NAP present information on legal instruments - List of threatened and endangered species (incomplete in most cases with several key taxa missing) 	MU
3.1.3 Elaborate an ecosystem-wide Biodiversity Action Plan and carry out a broad regional consultation on the proposed Biodiversity Action Plan.	100%	<ul style="list-style-type: none"> - A ecosystem-wide Biodiversity Action Plan was prepared in 2006 - The BAP was based on the inputs from national reports and national plans and as such has varied content and detail for each country. Some being very comprehensive with detailed maps and species lists while others are very sketchy. - There is no evidence of a broad regional consultation beyond the immediate GCLME partners 	MU
3.1.4 Using National Biodiversity Action Plans and other sources, identify priority biodiversity areas and issues of ecosystem-wide concern	70%	<ul style="list-style-type: none"> - National Plans incorporated into Regional Biodiversity Action Plan and 16 National Biodiversity Experts made inputs into the NAPs. - Several of these experts did not address the stated ToRs 	MS
3.1.5 Promote the endorsement and implementation of the ecosystem-wide Biodiversity Action Plan and review existing and proposed protected areas, and develop ecosystem-wide strategy for protected areas	10%	<ul style="list-style-type: none"> - There are four parts to the output and no evidence was found of: - Promotion of the endorsement of the ecosystem-wide Biodiversity Action Plan - Promotion of the implementation of the ecosystem-wide Biodiversity action Plan - An ecosystem-wide strategy for protected areas - An ecosystem-wide strategy for protected areas nationally endorsed 	U

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 3. Planning for biodiversity conservation, restoration of degraded habitats and development of strategies for reducing coastal erosion			
3.1.6 Review existing and proposed threatened and endangered species, and develop ecosystem-wide list of threatened and endangered species requiring special protection	30%	<ul style="list-style-type: none"> – list of rare and endangered species available in the Biodiversity documents but this is based on Activity 3.1.2 so with the national problems scaled up to the regional level – no additional species were proposed as threatened or endangered 	MU
3.1.7 Through a participatory process, develop, review and nationally endorse ecosystem-wide Biodiversity Action Plan	20%	<ul style="list-style-type: none"> – No evidence of a participatory process, to develop, review and nationally endorse ecosystem-wide Biodiversity Action Plan 	U
Output 3.2: Demonstration of establishment of Marine Protected Area in Benin	100%	<ul style="list-style-type: none"> – All the steps required for the establishment of the MPA have been taken. – This output would have been rated as Highly Satisfactory (HS) if it could have been observed as functioning – There are plans for other activities in the MPAs which could affect their ability to delivery in the future 	MS
3.2.1 Identify priority areas for marine protection in Benin based on ecosystem approach	100%	<ul style="list-style-type: none"> – A Report on a detailed description of the 4 MPAs in Benin was completed and disseminated. – Though ecosystem based principles were used in the formulation of the plans, the ecosystem based approach for the establishment of marine parks was not folloed to the letter. 	S
3.2.2 Finalize implementation and adaptive management plan for Marine Protected Area in Benin	100%	<ul style="list-style-type: none"> – Final report on Establishment of MPA in Benin completed and Disseminated in the Region. – Legal Instruments submitted for parliamentary consideration 	S
3.2.3 Monitor, evaluate, and disseminate results of Demonstration Project	90%	<ul style="list-style-type: none"> – Exchange visits from GCLME countries organized as part of Workshop to disseminate results. – As there is no on the ground activity, there is nothing to monitor or evaluate on a continued basis 	MS
Output 3.3: Demonstration of restoration of priority mangrove areas (National Demonstration Project Nigeria Nypa Palm)	100%	<ul style="list-style-type: none"> – Note: This output was significantly modified in November 2008. The original output concerned clearance of Nypa Palm in the effort to eradicate it – Only a few GCLME countries have Nypa – Due to security concerns, the Evaluators did not visit the demo activity 	N/A
3.3.1 Identify priority mangrove areas in the region (Nigeria for restoration) based on ecosystem approach	100%	<ul style="list-style-type: none"> – Priority mangrove areas identified in Idua Assang Community in Cross River State, Nigeria. – A island was selected close to a structure owned by the NCF which was to be used as a nursery 	MS

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 3. Planning for biodiversity conservation, restoration of degraded habitats and development of strategies for reducing coastal erosion			
		<ul style="list-style-type: none"> - As part of this activity, a visit by the consultant was made in 2007 to German coastal national parks 	
3.3.2 Finalize adaptive management and implementation plan for restoration of mangrove areas in Nigeria, including clearing, cleaning, planting, monitoring, and annual review of restoration activity	100%	<ul style="list-style-type: none"> - Starting in January 2010, a series of 12 reports were produced by a local consulting group Bio-Resources Development and Conservation Programme (BDCP) which detailed the development of the management plan. - In 2008 a study tour was made to AIT, Thailand to get firsthand experience of how to manage and use Nipa 	MS
3.3.3 Monitor, evaluate, and disseminate results of Demonstration Project	90%	<ul style="list-style-type: none"> - This is part of the proposed Management plan. - No evidence of continued monitoring and evaluation since the demonstration project consultants completed their final report. 	MS
Output 3.4: Demonstration of use of Integrated Coastal Area and River Basin Management (ICARM) and assessment of Physical Alteration and Destruction of Habitat (PADH) for habitat protection (National Demonstration Project Cameroon)	100%	<ul style="list-style-type: none"> - A project brief was prepared as far back as in 2003 on Integrated Management of the Kribi-Limbi Coastal Area. The identification of the project has its roots in the earlier 6-country GoG project. - The project brief was not revised as these were viewed as an integral part of the original project however weaknesses as well as unrealistic budgets were noted in a stocktaking exercise. 	MS
3.4.1. Using ICARM and PADH methodology, finalize approach for implementing demonstration project on Integrated Coastal Areas and River Basin Management	100%	<ul style="list-style-type: none"> - Implementation of the ICAM Demonstration Project in Kribi-Campo, Cameroon completed. - Stakeholder/Dissemination workshop carried out by local NGO 	MS
3.4.2. Implement demonstration project	100%	<ul style="list-style-type: none"> - The actual implementation was carried out with a set of Micro Projects in 2010. - Selection of micro projects was done by a local steering committee facilitated by a local consultant - The documentation required for the amount of money (US\$ 5,000) that was to be released was comprehensive, perhaps too comprehensive for most SMEs or Local NGOs to deal with. - Several issues arose in the roll out of the micro projects which resulted in accusations of lack of transparency in project selection - Success of the micro projects was variable from 0% delivery to very engaged stakeholders 	MU

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 3. Planning for biodiversity conservation, restoration of degraded habitats and development of strategies for reducing coastal erosion			
3.4.3. Monitor, evaluate and disseminate results of Demonstration Project		– Monitoring of the micro projects was done by the local steering committee	S
Output 3.5: Assessment of status of introduced species and their threats to the biodiversity of the GCLME region; development of legal/regulatory mechanisms for their control.	100%	– Through the collaboration with UNIDO/IMO/GloBallast, a number of high quality technical reports have been produced – These reports have applicability beyond the GCLME	S
3.5.1. Prioritize national and regional risks and threats from introduced species by researching the numbers, ecological niches, and spread of introduced species, as well as their method of introduction (based in part on results of regional survey of Component II fish trawl survey)	70%	– There is no available information on research outputs on the numbers, ecological niches, and spread of introduced species – Prioritization was carried out at the Second Regional Workshop and Task Force Meeting on The Ratification and Implementation of The IMO Convention on Ballast Water Management in 2009 – Terms of reference were adopted for a regional task force – Angola and Liberia were absent from that meeting	MU
3.5.2. Working with IMO and GloBallast, to incorporate results of GloBallast activities to determine extent of introduction of alien species in ballast water, through cooperation with regional task force, communication and public awareness, training, port biota baseline surveys (part of national activities and regional survey in demonstration project of Component II (regional fisheries demonstration project), risk assessment and incorporation into National/Regional Action Plans	100%	– Regional training workshop on compliance, monitoring and enforcement (CME) of the ballast water management (BWM) convention and third regional workshop and task force meeting on the ratification and implementation of the IMO convention on ballast water management was held in Lome, Togo, in 2011 – Port baseline studies were carried out – The methodology used in these baseline studied did not follow the same approach in each country – Ballast issues feature in NPA and NAPs	S
3.5.3 Support the development/amendment of legal/regulatory mechanisms for the control of introduced species	100%	– The TDA refinement required that countries analyse their legal frameworks for introduced and invasive species – Legal and regulatory aspects addressed as integral elements in the NAPs –	S
Output 3.6 Performing of analysis of gaps in national legislation and drafting of improvements to legislation regarding key elements of biodiversity and habitats identified in the TDA	100%	– Gaps in legal and regulatory aspects addressed as integral elements in the NAPs and NPAs by consultants in the 16 GCLME countries through country reports.	S

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 3. Planning for biodiversity conservation, restoration of degraded habitats and development of strategies for reducing coastal erosion			
3.6.1 Review existing national laws and regulations on biodiversity	100%	<ul style="list-style-type: none"> – Legal and regulatory aspects addressed as integral elements in the NAPs – The quality of these reviews is variable ranging from five page overviews to detailed analysis of laws regulations and international conventions 	S
3.6.2 Relying on existing information such as National Environmental Action Plans and other previous documents, determine gaps in laws of each of the 16 GCLME countries, concerning land-based activities, marine-based pollution, introduced species, fisheries, and related areas of concern	100%	<ul style="list-style-type: none"> – Gaps in legal and regulatory aspects addressed as integral elements in the NAPs and NPAs by consultants in the 16 GCLME countries – The gaps have – 	S
3.6.3 Draft modifications to national laws and regulations on biodiversity	100%	<ul style="list-style-type: none"> – Each of the 16 GCLME countries have proposed draft modifications in the legal and regulatory aspects of biodiversity conservation and management – It is not clear the mechanism that will be used by each country to ensure that these modifications are taken up 	S
3.6.4 Facilitate the approval of new or reformed laws and regulation on biodiversity common to all countries	10%	<ul style="list-style-type: none"> – No evidence of facilitation of new or reformed laws – No harmonized laws on biodiversity at the regional level 	U
Output 3.7 Development of cost-effective mitigation strategies for protection of shorelines and critical coastal habitats, including studies, investments for SAP/NAPs, and legal/regulatory mechanisms (National Demonstration Project)	100%	<ul style="list-style-type: none"> – Coastal erosion mitigation features in almost all submissions for country investment plans, most at multi-million dollar levels – Cost effective does not mean low cost and the two terms seem to have been used interchangeably 	MS
3.7.1 As part of filling gaps in TDA, review regional littoral sediment budgets and evaluate changes to sediment budget arising from human activities including damming rivers, interrupting littoral sediment drift, sand mining.	50%	<ul style="list-style-type: none"> – Publication on Sedimentary Dynamics of the Gulf of Guinea available – No region wide recent (project time period) quantitative data on changes to sediment budget arising from human activities including damming rivers, interrupting littoral sediment drift, sand mining was seen – The ERM April 2011 progress report identified no anthropogenic root causes related to erosion and damage observed at Assinie Beach 	MU
3.7.2 Based on priorities of human impacts on littoral sediment budgets, recommend low-technology and low-cost protection measures and	0%	<ul style="list-style-type: none"> – No prioritization on changes to sediment budget arising from human activities including damming rivers, interrupting littoral sediment drift, sand mining was seen 	U

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 3. <i>Planning for biodiversity conservation, restoration of degraded habitats and development of strategies for reducing coastal erosion</i>			
mitigation strategies for restoring littoral transport and sand resources (e.g., dredging in reservoirs and restoring sediment to rivers; redesign and modification of major shoreline structures interrupting littoral transport such as in ports, harbours, breakwaters; elimination of beach and near-shore sand mining).		<ul style="list-style-type: none"> - No evidence of detailed consideration (cost benefit analysis, impacts on provision of ecosystem services) of low technology/low cost options for addressing coastal erosion - 	
3.7.3 Review existing incidences and baseline information on coastal erosion and identify best practice technologies for low cost strategies for coastal erosion control (National Demonstration Project: Cote D'Ivoire)	100%	<ul style="list-style-type: none"> - ERM report on ESIA of coastal erosion control at Assine beach CI looks at impacts of project on humans - Cost of Civil and Coastal Engineering Consultancy Services proposal is US\$ 167 per metre of protected coastline - 	S

Component 4

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 4. Reduce land and Sea-based pollution and improve water quality			
Output 4.1: Facilitation of development of regionally-integrated and consistent National Programmes of Action for Land-Based Activities (NPA-LBA), including updating inventories of pollution and habitat hot spots	100%	<ul style="list-style-type: none"> – A wealth of information has been generated or collated under this component, unfortunately as very little of the GCLME information has been published as peer reviewed literature, this information will remain as grey literature. – The updating of inventories of pollution and habitat hotspots needs to be continuous 	MS
4.1.1. Assist countries in developing realistic and regionally-integrated National Programmes of Action for land-based sources of pollution and activities	90%	<ul style="list-style-type: none"> – A training manual was developed in 2006 heavily drawn from the (UNEP) Handbook on the development and Implementation of a National Programme of Action (Report Series No.6 of 2002). – A training workshop was held in 2009 on NAP development, the report of that meeting indicate that Angola and Equatorial Guinea were absent from the meeting while the Aide Memoir from the meeting indicates all 16 country directors participated in the training – The plans developed were reoriented towards regional perspectives during the training workshop 	S
4.1.2. Determine and address training needs in the region for LB sources of pollution and activities	90%	<ul style="list-style-type: none"> – A Scoping workshop was undertaken in 2009 where national consultants were to assess their country status. – The human capacity building needs for LBSA have been identified in the National Plans of Action – There is no evidence that the training needs were addressed at the country level 	MS
4.1.3 Develop and implement a West and Central African regional node of the GPA Clearinghouse Mechanism within the GCLME Environmental Information Management System (Component 5)	0%	<ul style="list-style-type: none"> – There is no evidence that this West and Central African regional node of the GPA Clearinghouse Mechanism within the GCLME Environmental Information Management System exists 	U

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 4. Reduce land and Sea-based pollution and improve water quality			
Output 4.2: Integration of NPA-LBA into NAPs	100%	<ul style="list-style-type: none"> - There was a high level of integration between these two products as in many cases at the country level, it was the same people were involved in the preparation of the material for the NPA and NAP - The quality of the documents is variable and as the same people were involved, errors, omissions and clarifications were not addressed. 	S
4.2.1 Analyze NPA-LBAs	100%	<ul style="list-style-type: none"> - The National Programmes of Action for land based activities were finalised for all 16 GCLME countries (in 2011 for Sao Tome and Principe and Angola) and a gap analysis carried out - Ranging from 33 pages to 120+ and averaging about 50, these 800 pages contributed to the preparation of the document on the State of the Coastal and Marine Ecosystems in the GCLME 	S
4.2.2 Incorporation of NPA-LBA priorities into NAPs	100%	<ul style="list-style-type: none"> - The National Programmes of Action for land based activities were incorporated into the various NAP reports - The recommendations given in the report on NPA Training and analysis of five countries (Guinea, Sierra Leone, Cameroon, Gabon and DR Congo) in 2007 do not seem to have been followed-up by the project - A large stakeholder base was created in the process of the NPA and NAP production 	MS
Output 4.3: Development of a protocol on LBA for the Abidjan Convention	100%	<ul style="list-style-type: none"> - A protocol has been developed and was adopted at a meeting of COP Focal Points, in June 2012, with signature by six Plenipotentiaries to the Abidjan Convention 	S
4.3.1 Prepare and develop protocol through sub-regional and regional stakeholder workshops as well as legal and technical expert meetings	100%	<ul style="list-style-type: none"> - Meetings were held in 2007 in conjunction with the SAP high level meeting to develop the Protocol to the Abidjan Convention on LBSA to be discussed at the COP9 of the Abidjan Convention 	S
4.3.2 Review gaps in National regulatory/ legislative framework including the review of the status of the appropriate regional/ international conventions by GCLME participating countries, and assist in developing plans for those that have not yet ratified the Abidjan Convention (led by secretariat of Abidjan Convention)	0%	<ul style="list-style-type: none"> - No evidence of a formal review of laws or a gap analysis regarding domestication of international conventions - In the NAP and national biodiversity plans there has been a review but not in a systematic way. - No GCLME documentation was found on how the Abidjan Convention was going to develop plans - With the signing by Guinea-Bissau 12th February 2012 only four of the GCLME countries are NOT party to the Abidjan Convention (Angola, DR Congo, Equatorial Guinea and Sao Tome and Principe) so this gap analysis is 	U

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 4. Reduce land and Sea-based pollution and improve water quality			
		essential for the GCLME	
4.3.3 Facilitate the GCLME countries in negotiations the ratification of the LBA protocol to the Abidjan convention	100%	– National consultations have taken place and the protocol was adopted at a meeting of COP Focal Points, in June 2012 with signature by six Plenipotentiaries to the Abidjan Convention following approval at the April 2012 COP	S
Output 4.4: Completion of ecosystem-wide assessment of marine maritime pollution prevention measures, contingency planning, and spill response capabilities	100%	– A Marine Pollution Manual, sensitivity maps, and draft policies on use of dispersants as well as national oil spill contingency plans have been produced. – The collaboration with other partners resulted in high quality technical outputs (as with ballast water [IMO] and Fisheries [WWF and FAO]).	S
4.4.1 Conduct a survey of the existing integrated approach/ system for the management of all types of marine wastes in port cities and towns	100%	– Information was acquired during the production of the NPA/NAPs – There is no evidence to indicate that the results of the survey were reported separately	MS
4.4.2 Conduct a survey/ study on port reception facility requirements and costs in some of the countries and review the region's maritime infrastructure with particular regard for survey and inspection requirements as set out in IMO Conventions	100%	– In 2006 national surveys were carried out on port reception facilities and a regional workshop held in Accra. – A resolution emanated from the workshop set out 10 priority areas (fields) and activities for technical cooperation	S
4.4.3. Assess marine pollution, preparedness and response system for oil spill, and spill-combating equipment needs in each of the countries	100%	– National reports were produced in 2009 including from South Africa, Cape Verde and Namibia countries outside the GCLME (facilitated by UNEP) – Some of the contingency plans are very comprehensive and detailed, for example the plan of Cameroon is over 500 pages and breaks down equipment needs to the level of number of mobile phones required. – The contingency plans of other countries are covered in less than 15 pages.	S
4.4.4. Support institutional capacity building for oil spills response through training and regional/national seminars, workshops, etc.; national workshops and seminars conducted for 1) institutional capacity for oil spill response 2) assessment of national equipment requirements , 3) raise awareness for appropriate equipment	100%	– IGCC/UNIDO/IMO/IPIECA collaboration resulted in several workshops to address oil spill response in the region. – These workshops over a three year period have raised the national capacity for several of the GCLME countries (Cameroon had already developed theirs by the time of the workshops) – The inputs that countries had to bring to the workshops meant that they had to assess their nation equipment requirements.	S
Output 4.5: Development of regional systems for cooperation in cases of oil spills and any other major	100%	– Collaboration between IGCC/UNIDO/IMO/IPIECA resulted in the 2007 Draft memorandum for the sub-regional contingency plan for preparedness and	S

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 4. Reduce land and Sea-based pollution and improve water quality			
marine pollution incidents (customs, communications, response)		response to major marine pollution incidents in GCLME region – COP9 of the Abidjan Convention adopted a revised Emergency Protocol and Regional Contingency Plan.	
4.5.1. Development and completion of regional contingency plan, and adoption at ministerial level	100%	– A regional contingency plan was developed following meetings in 2007 and adopted in 2011 at the COP9 of the Abidjan Convention	S
4.5.2. Need for a regional centre of excellence for oil spill response identified and draft TORs developed	100%	– At the IGCC/UNIDO/IMO/IPIECA First Meeting of the Technical Advisory Group on Development of Sub-Regional Contingency Plans and Sub-Regional Agreements for Co-Operation in Cases of Major Marine Pollution Incidents (2007) the need was identified. – The TORs and functions of a regional centre of excellence for oil spill response were adopted at COP9 of the Abidjan Convention	MS
Output 4.6: Facilitation of process to reform legislation in selected countries to adopt and implement international conventions (e.g., MARPOL, OPRC) as related to oil and gas activities	100%	– During the process of preparing the NAPs and NPAs the current legal frameworks were reviewed. However the proposed reforms have not yet been adopted in national law –	MS
4.6.1 Hold high-level meeting of government officials, parliamentarians and the oil and gas companies (stakeholders) with IMO and other personnel to discuss conventions related to oil and gas sector, including their benefits and obligations	100%	– At COP 9 of the Abidjan Convention, conventions on the oil and gas sector was an agenda item and featured in the decisions from the meeting)	S
4.6.2 Provide technical assistance to countries in translating the provisions of the Conventions that do not fall under the mandates of the convention into their national legislation	0%	– There is no evidence that technical assistance was provided by the project	U
Output 4.7: Strengthening, improvement, and demonstration of methods to reduce nutrient influx to the ecosystem (National Demonstration Project Togo)	100%	– Studies were carried out and a consultant report has been prepared – A 'bankable' project proposal has been prepared by Togo	MU
4.7.1 Based on an identified priority nutrient input, conduct demonstration project on controlling nutrient fluxes to the ecosystem	100%	– A 2006 document states "This Demonstration Project would channel much needed resources to addressing this nagging problem with view to controlling both the discharge and deleterious impacts. Envisaged actions include the establishment of low cost, low technology measures for making this problem a	MU

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 4. Reduce land and Sea-based pollution and improve water quality			
		<p>thing of the past.” Clearly there is a disconnect between what was expected and what the GCLME project could deliver</p> <ul style="list-style-type: none"> – A consultant report has been prepared and the indication is that the cost of solving this problem is of the same order of magnitude as the GCLME project 	
<p>4.7.2 Monitor, evaluate and broadly disseminate the results of the Demonstration Project throughout the region for future replication</p>	100%	<ul style="list-style-type: none"> – Given the very specific nature of this point source discharge of waste, it is not clear how dissemination of the results of the Demonstration Project throughout the region would contribute to future replication 	MU
<p>4.7.3 Facilitate a series of 10 UNESCO/IHE, UNEP/GPA Train Sea Coast training courses on municipal waste water management</p>	70	<ul style="list-style-type: none"> – Three workshops were run in Ghana in 2008 in conjunction with the GH-EPA, not all coastal areas – It is not clear from the workshop reports what the role of the GCLME was – This activity is missing from the GCLME report database 	MU
<p>Output 4.8: Needs to be defined in line with doc for demo projects (National Demonstration Project) on Waste Stock Exchange</p>	80%	<ul style="list-style-type: none"> – This output (from the November 2008 logframe) remains unclear. 	MU
<p>4.8.1 Based on identified priority industrial waste inputs, conduct demonstration project on waste stock exchange management system for controlling industrial waste inputs into the ecosystem</p>	70%	<ul style="list-style-type: none"> – The contract to deliver on this demonstration project was terminated in 2010 based on non-compliance to contractual reporting conditions by the consultant – 	MU
<p>4.8.2 Based on demonstration projects, and through broad stakeholder involvement, conduct two regional workshops to develop ideas for investment opportunities for the SAP to reduce ecosystem threats</p>	100%	<ul style="list-style-type: none"> – A Round Table Meeting for the Private Sector on Waste Collection, Disposal and Recycling Systems was organized in 2010 – Among the recommendations was “the need to set up waste exchange programmes between producers. This will bring significant gains in cash savings in raw materials and energy costs”. The demonstration project on this in Ghana was terminated, no alternative approach was put in place to create a Waste Stock Exchange – It is not clear from the project documentation whether a second regional meeting was held 	MS
<p>4.8.3 Based on priority investments identified through the public participation process, develop investment portfolios for the SAP process</p>	100%	<ul style="list-style-type: none"> – Country Investment profiles have been developed with several project concerned with pollution reduction. Echoing the evaluation comment made about the project documents produced at the end of the GOG-LME project many of the estimates and budgets are unrealistic 	S

Component 5

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 5. Regional coordination and institutional sustainability			
Output 5.1: Development of a regional project coordination mechanism	100%	– See also Section C2 - Implementation Approach	MS
5.1.1. Establish, staff and equip a Regional Coordination Unit (RCU)	100%	<ul style="list-style-type: none"> – The RCU was established promptly on approval of the project and some personnel were brought in from the PDF phase, including the Project Director who had directed the earlier GOG LME ‘pilot’ project. – The Project maintained a core staff during the project suspension in 2007/2008 and was successful in recruiting a senior Project Coordinator in the aftermath of the suspension – It has proved difficult to retain a full time fisheries officer, and this appears in part be due to short-term nature of contracts offered to technical experts; at least two incumbents left for permanent positions in other organizations. Support to communications has also been variable. – The RCU has had to move twice, the first time to temporary accommodation following the project suspension that coincided with the prevailing rental agreement being withdrawn in order for the building to be redeveloped. – Agreements related to the renovation of the new office have not yet been fully implemented by the Government of Ghana as project host. 	MS
5.1.2. Develop national project coordination structures/mechanisms in each country	100%	<ul style="list-style-type: none"> – National directors were nominated by participating governments in focal institutions – National assistants recruited at the national level were employed on UNIDO Special Service Agreements (SSAs) with final contracts terminating in March 2012. – The main coordination mechanism at national level is the inter-ministerial committee (<i>See output 5.3</i>) but short term coordination mechanisms have been established for specific tasks such as development of the NAPs. – The SSA arrangement has functioned in broadly satisfactory manner, though national assistants have sometimes been on short-term contracts and the selection process for candidates was called into question in at least one case. – The rating reflects the limited investment in national coordination mechanisms and which was one factor in limiting their effectiveness. 	MS

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 5. Regional coordination and institutional sustainability			
Output 5.2: Development of effective Steering Committee	100%	– See also Section C2 - Implementation Approach	S
5.2.1. Demonstrate value of project to high National Officials to assure continued project support at high levels	100%	<ul style="list-style-type: none"> – National Directors were appointed in each of the GCLME countries and served as members of the Project Steering Committee (PSC) – Awareness of the project amongst senior officials has been boosted through the two Ministerial meetings related to establishment of the GCC. – However the absence of tangible deliverables particularly in countries not implementing a demonstration project or RAC, has limited visibility at the national level. 	MS
5.2.2. Conduct once or twice-yearly Steering Committee meetings for Governance of Project and Project M&E	100%	<ul style="list-style-type: none"> – Brief terms of reference (TORs) for the PSC were included in the UNDP project proposal – The PSC has held 9 meetings with substantive agendas, documentation and reporting from Meeting 5 onwards. – The MS rating reflects some concerns with timeliness of documentation, and takes into account the rather superficial nature of earlier meetings and associated documentation. 	MS
5.2.3. Include broad stakeholder participation in Steering Committee activities to assure project clarity and transparency	100%	<ul style="list-style-type: none"> – The PSC comprised project directors of the 16 GCLME countries and – according to its TORs – representatives of international organizations including the GEF agencies, international technical implementation partners (e.g. FAO, IMO, NOAA), and representatives of civil society. – Formal decisions of the PSC are those of the participating country members. – Other participants (observers) included NGOs, representatives of other projects, representatives of collaborating organisations, as well as technical experts on a needs basis. – The PSC was supported by a secretariat comprising the RCU and UNIDO project manager. 	S
Output 5.3: Establishment of Intersectoral/ Interministerial/ Ministerial Coordination	100%	– See also Section C2 - Implementation Approach	MS
5.3.1. Determine appropriate national Intersectoral, Interministerial, and/or Ministerial coordination requirements to assure broad participation in project	100%	<ul style="list-style-type: none"> – Brief TORs for the Inter-Ministerial Committees (IMCs) were included in the UNDP project proposal – Participation in IMCs includes technical staff in the focal institution and other relevant Ministries. Experts have participated for specific activities. Overall there appears to have been limited systematic NGO or private sector participation though a wider range of stakeholders were involved in larger 	MS

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 5. Regional coordination and institutional sustainability			
		<p>meetings such as those related to NAP development.</p> <ul style="list-style-type: none"> - It has proved difficult to maintain consistent participation with contact persons in other ministries often delegating meeting participation to different and poorly briefed staff. It is uncertain to what extent reporting back to line Ministries was effective but clearly this lack of engagement and continuity has affected progress towards mainstreaming activities under components 2-4 of the project. - The MS rating reflects that the IMCs have delivered on key foundational outputs, but reflects that the structures have not been adequately resourced or empowered to take a play a proactive role. This is reflected in shortcomings in delivery of 'mainstreaming' activities that were anticipated in components 2-4. 	
<p>5.3.2 . Establish clear communications procedures nationally and regionally to track, monitor and facilitate project execution</p>	100%	<ul style="list-style-type: none"> - National assistants have provided a general overview of progress at national level, including of IMC meetings and activities, in their periodic reporting to the RCU. Some reports are comprehensive and include all national activities that can be broadly related to GCLME, others are more strategic or analytical, and others simply record lists of tasks. - The IMCs have reported on key project undertakings such as NAP validation through reports of funded meetings. - Reports on consultations such as those related to the GCC were made by the relevant consultants. - There has been little systematic effort to track national co-finance. - Some interviewees and questionnaire respondents said they would have liked more frequent visits from the RCU to maintain momentum. 	MS
<p>Output 5.4: Identification, strengthening and involvement of stakeholders and communication</p>		<p><i>See also Section C3 - Stakeholder Participation and Public Awareness</i></p> <p><i>The activities were changed under output 5.4 were substantially modified in the November 2008 workplan revision. The new outputs were ambitious in view of the funding situation and the overall rating in this area reflects the more modest outputs in the original logframe.</i></p> <p>There have been several changes in staffing policy related to this role and, despite strong efforts by all concerned, the lack of continuity has affected progress in this area.</p>	MS
<p>5.4.1. Analysis of the current stakeholder involvement and communication patters in the</p>		<ul style="list-style-type: none"> - There is no evidence that the Public Participation and Awareness (PPA) Work Plan referred to in the PIR was produced; the mid-term evaluation reported 	MU

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 5. Regional coordination and institutional sustainability			
GCLME project		that is was not the case. The project has reached to an informed public as appropriate for a regional project. Engagement of stakeholders in project activities has been variable.	
5.4.2. Make recommendations (with possible inclusion of stakeholder participation tools used successfully in other LME projects) to ensure adequate stakeholder participation and communication in the project	0%	– There is no evidence of such recommendations	U
5.4.3. Implement recommendations on stakeholder involvement and communication	0%	– There is no evidence of such recommendations	U
5.4.4. Develop stakeholder communication and public participation strategies for SAP/NAPs implementation	100%	<ul style="list-style-type: none"> – The SAP includes a brief section on stakeholder participation, identifying broad stakeholder groups and states that the stakeholder implementation plan will be updated. It also includes a section on public participation with reference to the regional NGO group (See 5.4.6) – The NAPs include identification of institutional and other stakeholders and some NAPs identify roles and responsibilities for different actors. 	MS
5.4.5. Establish regional information networks and information exchange mechanisms to disseminate information in West and Central Africa through newsletters, a web page, and publications on the progress of the project in order to enhance the replication of successful experiences (facilitated by IW Learn, GPA and the Abidjan Convention secretariat)	100%	<ul style="list-style-type: none"> – The project developed an attractive and regularly updated website, produced regular and high quality newsletters and two DVDs, and explored use of communications tools such as <i>Facebook</i> and <i>Youtube</i>. – Key documents such as the SAP and TDA have been published in hard copy and PDF. – Most of the communications have been in English and French, though the French web content is no longer accessible after migration of the project website to IW: Learn. – Opportunities for media outreach linked to key events have been exploited but there has been limited longer term engagement of journalists on GCLME themes and issues. – The potential to develop regional networks such as networks of scientists or practitioners around thematic areas has not been actively exploited. – Dissemination workshops have been organized by two of the demonstration projects. 	S
5.4.6. Integrate private sector participation in GCLME activities (inter alia industry, shipping, fishing, tourism, mining)	-	– NGOs and Private Sector have been included in some GCLME project activities, particularly the demonstration projects (e.g. the Ghana roundtable	MS

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 5. Regional coordination and institutional sustainability			
		<p>on waste management; Togo fertilizer factory).</p> <ul style="list-style-type: none"> - There have been some efforts to activate and engage a regional NGO network. However the network has had limited means to participate in project activities and NGO participation has mainly been at the level of individual NGOs. - This was an ambitious and perhaps unrealistic activity in the absence of a dedicated budget and the rating is intended to recognize efforts in this area. 	
5.4.7. Develop and conduct training workshops for stakeholder groups	-	<ul style="list-style-type: none"> - Training workshops have principally concerned scientists and technical experts, some of whom are associated with NGOs or technical consultation groups. - Training at the local level has taken place through some of the demonstration projects. - The strategic intent of this activity is unclear. 	U
Output 5.5 Development of Ecosystem Information System (EIS) for GCLME, including cooperation with other available regional EIS (Regional Demonstration Project)	10%	<ul style="list-style-type: none"> - A MoU with the University of Lagos (undated but presumed to be 2005) was signed to set up the RAC. A undated report (presumably from 2008) gives two figures in the budget required for the operation of the RAC (US\$ 2,625,900 and 4,016,000) No formal collaborative links apparent. 	U
5.5.1. Building on existing institutional arrangement where feasible, establish a Data and Information Management System for the GCLME to facilitate the updating of the TDA and data sharing with other regional/global projects	0%	<ul style="list-style-type: none"> - Data and Information Management System not established, either as web-based or in a set of laid out procedures for data sharing. - Ironically, all the GCLME Report database activity folders for Output 5.5 are empty of content - The RAC did provide information for updating the TDA 	U
5.5.2. Develop mechanisms for the sharing of data and information for input into the Data and Information Management System for the GCLME	0%	<ul style="list-style-type: none"> - There is no evidence of such mechanisms for the sharing of data and information The PIR FY10 claims that data sharing mechanisms are under development by the RAC 	U
5.5.3. Create standards and protocols for the collection, processing, analysis and compilation of data and GIS information	0%	<ul style="list-style-type: none"> - There is no evidence of such standards and protocols for the collection; processing, analysis and compilation of data and GIS information have been specifically developed for the GCLME. Industry standard of good practice are in use 	U
5.5.4. Develop a centralized system for access and distribution of the data to the organizations involved in the GCLME project, as well as other stakeholders	0%	<ul style="list-style-type: none"> - There is no evidence of such a centralized system for access and distribution of the data - For documentation and reports, the award winning project web site has been used as a top down means of passing information to the claimed 1200 people on the project contact list. 	U

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 5. Regional coordination and institutional sustainability			
5.5.5. Support all aspects of the GCLME project in their data and information requirements	50%	<ul style="list-style-type: none"> – Regional GIS Maps on pollution hotspots, fisheries nursery grounds, mangrove areas are available, but most output maps are heavily slanted to a limited number of GCLME countries – The PIR FY10 claims that this support is being institutionalized but no evidence was available to verify this 	MU
Output 5.6: Monitoring and Evaluation (M&E)	100%	<i>See also Section C3 – Monitoring and Evaluation</i>	MS
5.6.1. Develop and implement M&E plan	100%	<ul style="list-style-type: none"> – The project document included a logframe and brief overview of M&E arrangements with an emphasis on reporting. It was substantially revised and elaborated in late 2008 in anticipation of the project re-launch, with a continued emphasis on reporting roles and responsibility. – More detailed progress indicators have been built into the PIR templates and the modified November 2008 logframe. – There is no evidence that the planned Stress Reduction and Environmental Status Indicators were developed for this project; these would have had limited applicability. – The December 2006 M&E /indicators workshop focused on the development of indicators for the SAP. 	MS
5.6.2. Quarterly telephone conferences and annual meetings of Project Coordination Group	100%	<ul style="list-style-type: none"> – This activity was introduced in November 2008. There has been regular telephone and email contact between the IAs & EA, sometimes hampered by task managers' heavy workloads. The agencies have met during PSC meetings and on an ad hoc basis at international events. 	S
5.6.3. Timely submission of key monitoring reports (PIR, half yearly reports, QOR, quarterly finance reports, annual GEF tracking tool) in accordance with M&E plan	100%	<ul style="list-style-type: none"> – PIRs have been prepared annually by UNDP, and since 2008 by UNEP – Quarterly reports were prepared by UNDP according to the specification, with a very restrictive word count. – Half yearly reports to UNEP are perfunctory with minimal narrative, and contrast to the very detailed reports prepared by other UNEP IW projects. – Reports have sometimes been delayed and submitted in batches, with some gaps outstanding. – Financial reporting has been complicated by the different systems used by each of the agencies and efforts have been made all sides to accommodate these difference. – The GEF tracking tool for IW 'foundational projects' (SP2) and 'innovative demos' (SP3) has been used. 	MU

Outputs and Activities	Status (%)	Comments	Rating
COMPONENT 5. Regional coordination and institutional sustainability			
5.6.4. Perform mid-term and final evaluations	100%	<ul style="list-style-type: none"> - A mid-term evaluation (MTE) was completed in March 2009. It was conducted under difficult conditions since the evaluators had not been informed of the project suspension and had limited access to documentation. A management response was prepared but it was subsequently agreed the recommendations had limited applicability in view of the circumstances of the MTE. - This rating is not provided terminal evaluation is not considered in the rating 	NA
5.6.5. Monitoring of all Progress and Stress Reduction Indicators as per M&E plan and dissemination of results	100%	<ul style="list-style-type: none"> - Progress indicators have been used in PIR reporting - The rating reflects the limited applicability of stress reduction indicators in this project where the main implementation activities are demonstration activities or enabling activities (capacity building, policy development. etc). 	MS
Output 5.7: Development of regional coordination mechanism (an Interim Guinea Current Commission, followed by establishment of a full-fledged Commission)		<ul style="list-style-type: none"> - The September 2006 Ministerial meeting led to the 'Abuja Declaration', an agreement to institutionalize regional cooperation by the creation of a technical Interim Guinea Current Commission (IGCC) in the framework of the Abidjan Convention - The July 2010 Ministerial meeting led to the 'Osu Declaration', reiterating support for creation of a Guinea Current Commission and launching the consultation process towards its creation. - Ministers decided at their third meeting in Abidjan in May 2012 that the Guinea Current Commission should be established as a Commission by a protocol to the Abidjan Convention 	MU
5.7.1. Develop, agree and coordinate on the responsibilities, duties, structure, and authorities of a GCC and its relations with the Abidjan Convention and other institutions		<ul style="list-style-type: none"> - Documentation prepared in this area provides a foundation for further development of the IGCC but remains incomplete and in some areas is inappropriate given the option for establishment of the GCC selected by the GCLME countries. Significant further work in this area is required. 	U
5.7.2. Through a regional agreement, formally establish the GCC		<ul style="list-style-type: none"> - Ministers decided at their third meeting in Abidjan in May 2012 that the Guinea Current Commission should be established as a Commission by a protocol to the Abidjan Convention; a process that may take a further two years. 	MU
5.7.3. Develop sustainable financing mechanisms for the operation of the GCC		<ul style="list-style-type: none"> - A financing model has been proposed whereby countries will take on steadily increasing share of GCC costs, with the larger share of contributions in the first years expected to be met by GEF through a GCLME SAP implementation project. The IGCC has not yet received any voluntary contributions and its continued function after the close of the project (and prior to the start of a SAP implementation project) is expected to depend on mobilisation of un-liquidated obligations from the current project. 	MU

Annex 6. Summary of Effectiveness

Table 6.1

The indicators in this table are those presented at objective and purpose level in the November 2008 logframe that was used as a basis for developing the work plan approved by the PSC at its fifth meeting in June 2009. They have been grouped under three main themes.

Main Objective: To create an ecosystem-wide assessment and management framework for sustainable use of living and non-living resources in the GCLME		
Indicators of Achievement from November 2008 logframe	Comments	Overall Rating
1) Participating countries endorse an ecosystem-based approach to assessment and management of the living and other resources of the GCLME by year 1		S
a) Updated TDA available and adopted within Year 1 (Output 1.3)	– The TDA was published in February 2006. Two substantive sections of the TDA appear to have been copied from the BCLME TDA. Nevertheless the TDA did provide an adequate basis for moving on to SAP and NAP development, with the latter enabling information gaps to be addressed.	MS
b) Under aegis of IGCC, revised SAP including set of ecosystem indicators available and endorsed at Ministerial level by year 2 (Output 1.5)	– The SAP was endorsed at Ministerial level by all sixteen countries by early August 2008, roughly 18 months later than envisaged. It includes eight targets which are well-specified and time-bound, but may not be achievable in the timeframe proposed, each with a set of indicators.	MS
c) Completed and endorsed National Plans of Action by year 2 (Output 4.1)	– The National Programmes of Action for land based activities were finalised for all 16 GCLME countries (in 2011 for Sao Tome and Principe and Angola)	S

Main Objective: To create an ecosystem-wide assessment and management framework for sustainable use of living and non-living resources in the GCLME		
Indicators of Achievement from November 2008 logframe	Comments	Overall Rating
d) Build critical mass of scientists, technicians, managers in ecosystem-based approach by year 5 (Output 1.1 & and others)	– During the project life span and building of the participating experts from the Gulf of Guinea Large Marine Ecosystem project, a large number of individuals have been exposed to aspects of the EbA (over 10 workshops related ecosystems and management attended by about 500 people). However an examination of scientific literature from 2007 to date does not reveal a marked increase in research output from authors based in the GCLME region or studies on GCLME systems. From that point of view, critical mass has not been reached, though significant capacity has been built.	S
2) Adoption by countries of legal and institutional framework for joint governance of the shared ecosystem by year 4	–	MU
a) Completed and adopted Regional Programme of Action on LBA and Protocol to the Abidjan Convention of land-based sources of pollution (GPA/LBA) by year 4 (<i>Output 4.3</i>)	– The 9th Conference of the Parties to the Abidjan Convention), was organized by UNEP, in Accra 28 March April 2011. At this meeting the 2007 Draft Protocol to the Abidjan Convention Concerning Cooperation in The Protection of the Marine and Coastal Environment from Land-Based Sources and Activities (LBSA) in the West and Central African Region was to have been adopted. This is still pending.	S
b) IGCC established within Year 1 (<i>Output 5.7</i>)	– The IGCC was established in 2006 (Year 2) following the decision at the first Ministerial meeting as set out in the 'Abuja Declaration'. The RCU fulfilled the role of the IGCC during the life of the project.	S
c) Establishment of Guinea Current Commission (GCC) by year 4 (<i>Output 5.7</i>)	– Countries continued to support the idea of a permanent Commission and a decision as taken at the third Ministerial meeting (Year 8) that this Commission should be created through a Protocol to the Abidjan convention.	MU

Main Objective: To create an ecosystem-wide assessment and management framework for sustainable use of living and non-living resources in the GCLME		
Indicators of Achievement from November 2008 logframe	Comments	Overall Rating
d) Policy, regulatory, and/or legal framework adopted/modified in all GCLME countries (<i>Outputs 2.5, 2.7., 3.5. 3.6, & 4.6</i>)	– Outcomes at national level were anticipated related to sustainable fisheries, aquaculture and mariculture, invasive species, biodiversity, and oil and gas. There has been some reported progress related to fisheries, notably in Ghana. However progress in this area has not been systematically tracked.	MU
e) Strengthened national/regional executing and regulatory institutions by year 5 (<i>Output 5.3</i>)	– The main output at national level was the establishment of the IMCs that functioned within the context of this project. <i>See 2d for regional institutions.</i>	MS
3) Demonstration projects to reduce the declining state of the ecosystem and achieve the recovery of depleted fish-stocks, restore degraded habitats and reduce coastal pollution completed and functional by year 5		MU
a) Carrying capacity of GCLME evaluated based upon ecosystem wide productivity and plankton assessments (<i>Outputs: 2.1; 2.2; 2.3</i>)	– Detailed studies have been carried out on some species, mainly through information gained by the Nansen cruises (for fisheries and benthos) and including ships of opportunity for zooplankton. The carrying capacity of the entire ecosystem, including all the species and potential coastal aquaculture is not a useful measure as the carrying capacity depends on nutrient loading which can easily be affected by changed in land use and waste disposal.	MU
b) Adoption and implementation of management plans for 3 ecosystem wide fisheries (<i>Output 2.6</i>)	– This has two parts, the adoption and then the implementation of the management plans. Three plans have been drawn up and adopted by the countries. To date, the contents of those plans are not being implemented by any country. Some countries have included elements of these management plans in their national policy frameworks.	MS

Main Objective: To create an ecosystem-wide assessment and management framework for sustainable use of living and non-living resources in the GCLME		
Indicators of Achievement from November 2008 logframe	Comments	Overall Rating
c) Environmental Information System operational and accessible to all key stakeholders (Output 5.5)	<ul style="list-style-type: none"> – The GCLME/UNILAG Regional Centre for Environmental Information Management and Decision Support System did not live up to expectation. By the end of 2011, the project did not have an operational EIS or a central repository of data. For example, the data on macrobenthic community composition was obtained during monitoring cruises of the IMR/FAO/GCLME Nansen Program as part of Component 2; however, the data produced by the program is kept at laboratories of University of Ghana (i.e., Productivity & Biodiversity Centre) and University of Bergen, Norway. The RCU web page was taken as a proxy for an EIS but in reality was just a publication sharing portal without the mechanisms for participating countries and research units to upload data into a meta-database or search for data. – Many of the outputs/products from the EIMS-RAC were obtainable from other sources such as Google Earth® (Road maps of GCLME countries; drainage map of Africa) or national rather than regional in scope (Nigerian: industries; mangroves and coast, hot spots in Lagos state, maps of the Niger delta). With the migration of the webpage to IW-LEARN, francophone content has been lost. 	U
d) Invasive species (Nypa palms) eradicated and natural mangrove vegetation community restored on X ha (Output 3.3 revised)	<ul style="list-style-type: none"> – The original indicators for achievement for this demonstration project were drastically modified in the November 2008 logframe as it became apparent that the ‘clearance’ of Nypa would be impossible. 	N/A
e) Best practice in the identification and establishment of Marine Protected Areas of ecosystem wide concern demonstrated in Benin (Output 3.2)	<ul style="list-style-type: none"> – A series of coastal sites deemed suitable for the establishment of marine parks and protected areas have been demarcated on maps. On the ground, small pillars have been placed indicating the land position of these MPA, There is no actual management of these areas, the process seems stalled and other government supported ventures directly at odds to the MPA concept are being planned in the same areas. However the process of stakeholder consultation used is a good example for the other GCLME countries. 	U

Main Objective: To create an ecosystem-wide assessment and management framework for sustainable use of living and non-living resources in the GCLME		
Indicators of Achievement from November 2008 logframe	Comments	Overall Rating
f) 350,000 ha of coastal land in Cameroon sustainably managed using ICARM methodology (Output 3.4)	– Management plans were produced, but no action taken so the effectiveness of these plans could not be established as the demonstration project was severely hampered by lack of funding for actual activity beyond dissemination (to a small group of stakeholders) of the plans. A number of alternate livelihood micro-projects were instituted which were implemented with various levels of effectiveness from absolute zero to autochthonous take up of the micro project concept by other stakeholders.	MU
g) Nutrient effluents from International Fertilizer Group's phosphate mine in Togo reduced (Output 4.7)	– As with comment on 3.f above, there is a plan but no action on the ground, the plan is described in project documentation as a "bankable" plan, and a design for sedimentation basins and a mechanism for moving the recovered sediment away from the coast. The cost of this intervention is of the same order of magnitude as the entire GCLME project (> US\$ 10,000,000). To date, no moves have been made by the government or the operator to construct even a test basin	MU
h) Coastal erosion reduced on 3000m shoreline by demonstration of best practice low cost technology (Output 3.7)	– As with comment on 3.f above, there is a plan, there has been stakeholder consultation but no funds to implement any real demonstration activities. Apart from a series of early workshops in 2005 and 2006 on ICZM and coastal engineering, an Environmental and Social Assessment has been carried out but no coastal erosion has been reduced to date.	MU
i) 80,000 t/annum of waste oil, 20,000 t/annum of sawdust and 12,00 MT/annum (Output 4.8)	– As with comment on 3.f above The original project was not implemented, the reasons was based on the scaling of operations with the mechanism of supply of waste oil too low to sustain the interest of the large-scale processor	MU

Table 6.2. Application of GEF 3 Monitoring Tool

Rating	0	1	2	3	Evaluation Comments
Agreement on TB Priorities and Root Causes (TDA Development and Completion) CORE Process Indicator: SP-2	No progress on TDA	Priority TB issues identified and agreed but based on limited environmental/socioeconomic impact information; none or inadequate root cause analysis	Priority TB Issues agreed based on solid baseline of enviro and socioecon impacts info; root cause analysis is inadequate	Regional agreement on priority TB issues drawn from valid enviro/socioecon impacts baseline, immediate and root causes properly determined	The TDA includes a baseline derived from a literature review and reinforced by the State of the Environment report. Data remains patchy. Substantial parts of the TDA analysis were copied from the BCLME TDA, but are nevertheless relevant in the GCLME.
SAP Approved CORE Process Indicator: SP-2	SAP neither developed, nor approved	SAP developed and agreed at highest technical level (e.g. project Steering Committee)	SAP developed and endorsed by minimum 50% Of countries	SAP endorsed by all ministers of countries sharing the TB water body or adopted by relevant inter-governmental body	The SAP was endorsed by all environment Ministers.
Regional Management Organisation Capacitated CORE Process Indicator: SP-2*	No TBW institution in place	TBW institution established but functioning is quite limited; Countries contributing dues on voluntarily basis	TBW institution established and functioning with limited effectiveness, 50% of countries contributing dues on voluntarily basis	TBW institution established and functioning in general, 75% or more of countries contributing dues	The countries agreed to creation of an Interim Guinea Current Commission, a role fulfilled during the life of the project by the RCU. As yet there are no voluntary contributions.
Regional Agreement Adopted CORE Process Indicator: SP-2*	No legal agreement in place	Legal agreement signed	More than one country ratified the legal agreement	Legal agreement ratified by necessary quorum and in force	The project contributed to development of i) a draft protocol on LBSA expected to be adopted in June 2012 and ii) proposed revisions to the Emergency protocol, under the Abidjan Convention. The countries agreed that the Guinea Current Commission should be established by a Protocol to the Abidjan Convention; a process that may take a further two years to complete.
Functional National Inter-Ministry Committees (IMC) OPTIONAL Process Indicator: SP-1 & SP-2	No IMC established	IMCs established but not functioning effectively or at all.	IMCs established and functioning on informal basis	IMCs established, functioning and formalized through legal and/or institutional arrangements	IMCs were established in all countries and have validated key project outputs such as NAPs. There is no evidence of IMCs having been formalised in the context of these projects. Constraints to effectiveness are discussed in more detail elsewhere in this report.
National/Local Reforms Enacted/Implemented CORE Process Indicator: SP-1	Agreed reforms neither enacted nor implemented in majority of countries	Most countries have enacted reforms but less than 50% are implementing	50-80% of countries have enacted and are implementing reforms	80% or more of countries have enacted and are implementing reforms	This indicator has been included in view of anticipated outcomes related to legal reforms under Components 2, 3 and 4 of the project. Legal reviews were undertaken as part of the NAP process but no legal reforms have been enacted.
On-the-Ground Results (Demonstrations and Investments) CORE: Stress Reduction Indicator: SP-2 *	No progress on implementing demonstrations or investments	Demos/investments are designed and agreed with stress indicators and targets set	More than 2/3 of demos/investments underway as designed but insufficient information available to quantitatively document stress reduction	All demos/investments achieved the targets, projected stress reduction documented, results fully disseminated	Five national demonstration projects were completed and results are being disseminated including through two regional meetings organised in 2010. None of the demonstration projects has resulted in stress reduction as a result of support provided by the GCLME project.

SP-1 Projects are SAP implementation projects

SP-2 projects are 'foundational' or 'new waters' projects focused on TDA and SAP development and creation of an institutional framework

* This SP-2 indicator is also used for SP-1 projects but with the rating scale based on more stringent criteria

Annex 7. The Regional Activity Centres and National Demonstration Projects

- A-1. This Annex provides an overview of status of the five RACs and the six demonstration projects based on a rapid assessment with the intention in the case of the demonstration projects to inform questions raised in the overall project evaluation on the status, achievements and effectiveness, relevance, replicability and the lessons learned.
- A-2. The assessment is based on:
- A desk review of documentation including the Project Document and Annexes, Project Inception Report, demonstration project proposals, meeting reports, MOAs, and reports produced by the projects.
 - Visits to the RACs in Ghana and Nigeria as well as to demonstration projects in Togo, Benin and Cameroon during the evaluation visits.

Regional Activity Centres

- A-3. The GCLME project has recognized five regional activity centres (RACs) during the course of its implementation. The process and rationale behind selection and creation of the RACs is not well documented and appears to have been rather ad hoc. There is no explicit reference to establishment of RACs in the Project Brief or the UNDP and UNEP Project Documents. Nevertheless the idea of establishment of RACs appears to have been considered early in the life of the project with the first reference to the EIMS RAC made in December 2004, before the RCU was established.
- A-4. The following paragraphs provide more detail on the establishment and performance of the five RACs, starting with a general chronological overview and then looking at the work of the individual centres in more detail.
- A-5. The concept of Regional Activity Centres (RACs) was introduced to the participants at the first PSC meeting in May 2005. Specifically the Project Director's progress report appended to the meeting report states the following:
- A *Regional Marine Productivity Laboratory* was being set up at the University of Ghana, Legon;
 - A *Regional Environmental Information Management (EIMS) Centre* had been created at the University of Lagos;
 - A *Regional Pollution Monitoring and Research Centre* was in the process of being setup in the facilities of the Imo State Environmental Protection Agency (ISEPA), in Owerri, Nigeria.
 - An Activity Centre for Comprehensive Risk Analysis would be set up in Libreville, Gabon
 - A *Fisheries Activity Centre* would be set up in Luanda, Angola.
- A-6. No formal decision was taken at the first PSC meeting related to creation of the RACs though such a decision is referred to in subsequent accounts as the justification for investment in RACs, which in some cases was considerable. MOUs were signed between the Project Director and the University of Ghana, University of Lagos, Governor of Imo State and Ministry of Environment on Gabon between April 2005 and April 2006 and, although their legal status is highly questionable, have been considered valid during the life of the project.
- A-7. The GCLME SAP finalised in 2007 includes a recommendation to the IGCC that six Centres of Excellence or Activity Centres, addressing the five themes listed above plus *Oil Spill Contingency and Emergency Response*, should play a major role in implementation of the SAP.
- A-8. Following the relaunch of the project in January 2009, a workshop for National Programme Assistants and Coordinators of Regional Activity Centres was organized in March 2009 where the work programmes of Regional Activity Centres were aligned and harmonized with the project's workplan for 2009-2010 based on available funding.

- A-9. In June 2009, the UNIDO project manager made a proposal to the fifth PSC meeting to replace the MOUs signed in 2005 with new MOUs signed by the IGCC. However this proposal appears not to have been implemented following a query at the meeting as to whether the IGCC was allowed to sign MOUs since it was not a legal entity.
- A-10. The regional centres on productivity, fisheries and environmental information management were identified as playing a role in the coordination and implementation of the regional demonstration project in the progress report presented to the sixth PSC meeting in February 2010.
- A-11. Despite strong expectations on all sides, to date only one of these RACs - the Productivity and Biodiversity Centre at the Department of Oceanography and Fisheries, University of Ghana (or 'Productivity Centre') - has delivered services to the GCLME project in a proactive manner. The Fisheries and EIMS centres were delivery specific project tasks on a contractual basis and in hosting events and the Pollution Centre was involved in organisation of the 2011 Seaboard Training Workshop that was hosted by the Nigerian Institute for Oceanography and Marine Research (NIOMR).
- A-12. The issue of the future role of RACs is taken up in the evaluation recommendations in view of raised by key informants during this evaluation about the practicalities of having of regional facilities, especially laboratory facilities, and preferences expressed for networked centres in a multilingual region spanning sixteen countries including several island states

EIMS

- A-13. The EIMS Centre, established in April 2005 at the University of Lagos (UNILAG), serves as a Reference Laboratory for Environmental Information Management and Decision Support System. It has an office and GIS laboratory at the University of Lagos and is the project nerve center for the collection, analysis, management, storage and retrieval of all environmental information necessary for decision making. The undated MOU signed indicates that UNILAG will provide space and assign support staff while the GCLME will provide state of art equipment and costs of workshops, consultants, analysis and visiting fellows.
- A-14. The EIMS was to serve the research and training needs for the GCLME region and the University of Lagos, as well as collaborate with national/international programmes and institutions in related activities. A number of experts form the core staff of the center, also equipped with various facilities, and offers GIS and remote sensing Training programmes and numerous digital maps and products
- A-15. The EIMS was set up with a number of specific objectives, these are:
- To establish an integrated GIS database for the Guinea Current LME, including collection of existing data as well as data generated through the various activities of the GCLME project.
 - To make arrangements for networking and exchange of data electronically among the various institutions participating in the project and to establish links to relevant international information resources via the Internet.
 - To strengthen capacities users and providers of environmentally related information for countries in the region through strengthening of the scientific and technical capabilities of countries in the region to use computerized EIMS in order to monitor, store and manage environmental change information.
 - Develop and/or enhance communications and connectivity between users within countries. The goal is to enhance communications and connectivity between the users and providers of information related to environmental change, risks and remediation activities required to reverse change in the GCLME countries.
 -
- A-16. *Establish an integrated GIS database for the GCLME:* Data on hotspots, coastal sensitivities, mangroves, erosion fish breeding areas have been analysed for the GCLME. Maps have been generated for some of the national demonstration projects. Data flow seems to be unidirectional, and during the evaluation visits, there was some concerns raised about sending possibly sensitive information to a centralised facility without a clear mechanism for assessing the data when required. At least two of the other RACs (Pollution and Productivity) have created their own GIS laboratories despite the existence of the GCLME EIMS.

- A-17. *Make arrangements for networking and exchange of data:* The sharing of information through the EIMS has not worked. Equipment in national stakeholder units, internet connectivity, bandwidth and the cost of bandwidth have contributed to the problem. However the main issue is the lack of a system for uploading and downloading information, and the lack of a meta database that would inform users on what is available.
- A-18. For example, the data on macrobenthic community composition was obtained during monitoring cruises of the IMR/FAO/GCLME Nansen Program as part of Component 2, the data produced by the program is kept at laboratories of University of Ghana (i.e., Productivity & Biodiversity Centre) and University of Bergen, Norway. The RCU web page was taken as a proxy for an EIS but in reality was just a publication sharing portal without the mechanisms for participating countries and research units to upload data into a meta-database or search for data. Due to the connectivity issues, the links to relevant international information resources via the Internet has not happened. The IW-LEARN portal has performed this function to a certain degree. The EIMS suffered a major setback with a fire destroying much of the equipment in mid-2011, shortly before the evaluation visit. The University of Lagos has initiated some actions to replace some of the equipment.
- A-19. The GCLME project document refers to data sharing mechanisms in place by year 3. This has not happened and the current project website does not replace the needed information clearing house mechanism that was envisioned. This needs to be established and then could serve the needs of the IGCC (as well as other bodies such as the Abidjan Convention) using a bi-directional information flow scheme based on a hub and spoke model with an EIMS in the centre and corresponding units in each of the 16 countries.

Fisheries

- A-20. The Regional Steering Committee of the GCLME Project Meeting in Accra, Ghana held from 25 to 27 April 2005 approved the designation of the National Institute for Fishery Research (INIP), Luanda, Angola to serve as the Regional Activity Centre for Fisheries Management. The Institute was to lead and coordinate activities, both national and regional, under the Fish and Fisheries Module of the GCLME Project.
- A-21. All activities of the GCLME countries in the field of fisheries, coordinated under the regional demonstration project Sustainable Management of Fisheries in the GCLME Region, were identified as being closely associated with the INIP. The main objective of this demonstration project was to establish an ecosystem-wide fisheries monitoring, assessment and management system and fill technical gaps in understanding the current status of fishery in the region.
- A-22. The main task of the centre was to provide scientific and technical support for the sustainable management, utilisation and protection of fisheries and other living marine resources of the GCLME region. To fulfil so, it is primarily aimed at improving the structures and capacities of the sixteen countries to deal with problems and issues, which occur across the national boundaries in order to manage the ecosystem being managed as a whole.
- A-23. The RAC was to provide scientific and technical support for addressing the challenges of integrated management, use and protection of shared stocks; the sustainable use of the marine and coastal resources of the GCLME countries and its environment; and improving the structures and capacities of the countries to deal with problems and issues that occur as a response to natural and man-made impacts on the ecosystem.
- A-24. There are a number of activities and outputs of the INIP, since it was formed. Two sub-regional workshops on the shared stock *Sardinella* between the Republics of Angola, Congo, RDC and Gabon were held in 2006 and 2007. There was a working visit in 2008 to the countries of the Sub-region that share the *Sardinella* stock. This was headed by the coordinator of the Regional Centre of Activities of Fisheries. Three regional workshops, held in 2006, 2007, and 2009, were carried out mainly to analyse the stomach content of several species of fish gathered on board of the R/V Dr. Fridtjof Nansen in the coastal borders of Nigeria, Cameroon, Sao Tomé and Prince, Gabon, Congo and Angola. A *Sardinella* Joint Survey was also carried out for assessing shared stock of *Sardinella* among 4 countries: Angola, Congo, RD Congo, and Gabon.
- A-25. A number of publications highlighting the function, activities and outputs of the INIP have also been produced. These include a brochure describing the function of the RAC; the elaboration of the

Angola Report of the Coastal and Marine Environment for the year 2006 submitted to the Regional Coordination Unit in Accra, Ghana; the revision and update of the Angolan Coastal Profile document (2008); translation of the Strategic Action Plan (SAP) into Portuguese to be signed by the Angolan Ministers; and the preparation of the Angolan National Action Plan.

- A-26. A fish wet lab was set up to host all fisheries activities at the regional level. The Regional Workshop in Douala in 2009, assessed country inputs on its fisheries and the workshop proceedings were published as the Fisheries Management Plans, A Guide to Formulation and Implementation. This publication provides frameworks for the management of a variety of living resources once abundant in the Gulf of Guinea area; actions being taken; what the stakeholders need to accomplish immediately; and sets out strategic fisheries management objectives.
- A-27. Based on past data and the region wide fish trawl and productivity surveys in 2005, 2006, 2007 and 2010, the GCLME project is able to provide insight to the extent of fishery depletion, the carrying capacity of the ecosystem and maximum sustainable yields as well as shifts in biological diversity. Based on these, a number of decisions have been taken during regional consultations organized by the Regional Coordination Unit of the GCLME/Interim Guinea Current Commission. These include licensing restrictions, enhanced national monitoring measures, and country fisheries management plans.

Pollution

- A-28. The UNIDO/GCLME Regional Activity Centre for Pollution Management was established by an MOU between the GCLME Project and the Government of Imo State, Nigeria, in April 2006 and commissioned on 28 November 2007. It is responsible for assessing and monitoring marine and coastal pollution in the GCLME region and assisting member countries in obtaining pollution data, analysis, conduct periodic specialized training, host quality control and quality assurance systems for stake holders in the GCLME member countries. The centre is being hosted by the Imo State Environmental Protection Agency (ISEPA) that has a standard Environmental Laboratory and is involved in investigative scientific studies and general pollution control and monitoring activities within and outside of the Imo State.
- A-29. The focal point institution in Nigeria was asked to draw up criteria for the identification of the EIMS and Pollution Centres but the project Director was subsequently informed that the centre in Owerri had been created even though it did not meet all the criteria (such as location in a coastal state).
- A-30. Equipment was supplied to the Centres in Nigeria including high value analytical equipment for the Pollution Centre. The RCU learned in early 2011 that the gas chromatograph had never been installed and at the time of the evaluators' visit this was undergoing repair in South Africa as a result of problems that emerged during its extended storage. The Atomic Absorption Spectrophotometer had also never been used due to a problem with the cooling unit.
- A-31. A number of significant outputs in the area of pollution control have been achieved in the project lifespan to date:
- Under the GCLME and in collaboration with the International Maritime Organization (IMO), a regional oil/chemical spill contingency plan was updated and refined through consultations and was adopted by all countries. A number of countries also progressed with their national plans.
 - Regional consultations and activities were organized related to prevention of pollution from shipping activities, Implementation of MARPOL 73/78; Port State Control; Marine Pollution Preparedness and Response as well as Ballast Water Management and Port Reception Facilities. As part of the GloBallast programme, a Regional Introductory Course in Ballast Water Management was organised in Accra from March 31 to April 3, 2009 to build capacity in the GCLME region in the management of alien species in ships ballast waters. These efforts resulted in the establishment of a Port Reception facility for waste oil/water in Tema Harbour, Ghana which can serve as demonstration facility.
 - In regard to pollution from Land Based Activities, industrial hotspots in the region were identified and formed the basis for the preparation of a GIS based Regional pollution hotspots map at the EIMS Centre in Lagos.
 - Sampling of industrial hotspots by National institutions was standardized, which provided background for harmonizing national and regional effluent standards during 2009-2010.

- New policies and strategies to characterize non hazardous wastes and prevent pollution were discussed including the innovative demonstration project in Ghana *Waste Stock Exchange Management System* and the linking of industries for recycling of various waste products from one industrial process to another industry.
- Methodology manual on pollution has been produced.
- The development of regionally integrated National Programmes of Action to control pollution of the Marine Environment from Land Based Sources and Activities (LBSA) was launched (with UNEP-GPA) and the documents available for the 16 countries. This paved the path to the development of an LBSA Protocol for the Abidjan Convention in June, 2007.
- A Final Negotiations Meeting on the Text of the Protocol Concerning Cooperation in the Protection of the Marine and Coastal Environment from Land-based Sources and Activities (LBSA) in the Western, Central and Southern African Region was held in Accra from March 30th to April 2nd, 2009.

A-32. Municipal Wastewater Management also received attention with training of trainers workshops held in the GCLME countries. The first of these was organized in Accra, Ghana in May, 2008 in collaboration with Ghana EPA, UNEP-GPA and UNESCO-IHE, with similar ones following suit in the other countries.

A-33. None of the above activities have been led by the RAC on Pollution in Owerri.

Productivity

A-34. The Regional Marine Productivity and Biodiversity Centre was made available by the University of Ghana with a signed Memorandum of Understanding (MOU) and commissioned in June 2007. The RAC is responsible for carrying out productivity assessments with regards to the GCLME carrying capacity for living marine resources, and executed the associated demonstration project. The final report (GCLME Productivity Demonstration Project, 2010) provided research findings on Continuous Plankton Recorder surveys (1995 - 1999), zooplankton and benthic survey aboard the RV Fridtjof Nansen, and productivity assessment from satellite remote sensing.

A-35. Some of the RAC products include: Standard methodologies for sampling plankton and benthic fauna in the GCLME, Manual for identification of Marine Plankton, and reports on two Regional Workshops on Productivity. According the report, all the activities set out in the Terms of Reference (TORs) were successfully carried out with the exception of reporting on the status of Harmful Algal Bloom in the region, which was to be carried out by a consultant who could not be recruited.

A-36. The RCU was never in the position to support the RAC operation. The RAC Marine productivity has depended on equipment from the Gulf of Guinea and on other projects to ensure its operation. It remains housed in a set of converted garages, refurbished by the University.

Risk Assessment

A-37. An MOU related to the formation of the between the GCLME Project Director and the Regional Centre for Risk Prevention (*Centre Regional pour la Prevention des Risques /CINDYNIQUE*) was signed in October 2005 by the GCLME Project Director and by the Government of Gabon, represented by the ministry of Environment. The MOU defines general objectives of the Centre, indicative activities ranging from development of a typology of risks to support to GCLME countries in risk management; specific tasks such as development of workplans. It suggests the Centre would act as a Technical Body of the GCLME project under the authority of the GCLME 'Steering Group' (*Comité Directeur*), that its director would report to the GCLME Project Director, and that the Centre would enjoy the same privileged status in Gabon as the GCLME Project.

A-38. In 2006 UNIDO issued two contracts setting out a series of tasks related to establishment of the centre: i) a sub-contract the General Directorate of the Ministry of Environment and the Nature Protection and ii) a consultancy (SSA) contract to the then Deputy Director of the Directorate. The first of these contracts was transferred to CINYNIQUE in July 2007 when the Deputy Director of the General Directorate was transferred to the Centre. Following extended correspondence regarding

deliverables, both of these contracts were eventually terminated in the first quarter of 2011 on the basis on non-satisfactory delivery of the tasks.

- A-39. The Regional Centre for Risk Prevention was set up in a building that was renovated for this purpose and was fully equipped by the Government of Gabon. The planned inauguration of the Centre at a high level event in 2008 was initially postponed due to scheduling issues and subsequently due to the project suspension. According to one report, the launch was eventually cancelled in view of concerns expressed at national level over the way in which the Centre had been established.
- A-40. A workplan, detailed budget (approximately US\$1 million) and terms of reference for centre coordinators were submitted to UNIDO May 2008 for the period 2008-2009. However it was subsequently recognised at the March 2009 RAC meeting that there were no direct links between the CINDYNIQUE and activities outlined in the GCLME Project Document. It was therefore proposed that the RAC should be promoted as a centre of excellence. There is no record of any GCLME project activities having been implemented by or contracted to the Centre but the Government of Gabon has continued to support its functioning and operational costs.

National Demonstration Projects

- A-41. Six national demonstration projects were to be supported by the project to address specific environmental issues.
- Reduction of Nutrient Discharges in Togo
 - Creation of a Waste Stock Exchange Management System in Ghana
 - Creation of Marine Protected Areas in Benin
 - Establishment of ICAM in Kribi, Cameroon
 - Low Cost, Low Technology Coastal Defence Measure in Cote d'Ivoire
 - Nypa Palm Clearance and Mangrove Re-forestation in Nigeria.

Reduction of Nutrient Discharges in Togo

- A-42. The International Fertilizer Group (IFG) industry produces phosphates at Kpémé. The process results in two types of mining waste i) solid wastes composed of large particles and ii) 2.5 million tons per year of muddy liquid effluent. The untreated effluents are discharged directly into coastal waters leading to pollution problems along the coast of Togo and further eastwards. The pollution is of two types: i) heavy metal in the form of Cadmium and ii) more importantly, the high phosphate content of the waste water in a major nutrient input into the GCLME contributing to coastal eutrophication.
- A-43. A project document date June 2003 exists (that is, before the start of the GCLME project itself) Three sub contracts have been run during the GCLME period. October 2006, for in-depth investigations to produce recommendations of low-cost, low-technology measures to reducing the particulate content of effluents. April 2009 sub-contract for preparation of detailed engineering designs, bills of quantities and cost estimates. 2010, at the request of the Government of Togo a sub-contract to assess the environmental, social and financial feasibility to utilize the sludge resulting from the proposed waste water treatment plant.
- A-44. By December 2011, the GCLME inputs to the demonstration project had resulted in detailed options, plans and costing that if implemented could reduce nutrient discharge in Togo from the phosphate factory. The cost of the intervention (sedimentation basins for de-watering) was in the order of EUR 11,000,000. There was an unfortunate perception, the origin of which cannot be ascertained, that the foundational project under evaluation was going to go beyond that planning for an intervention and implement the plans. This unfulfilled expectation caused some resentment among national stakeholders met during the evaluation. It should be noted that part of the country co-finance was to construct a trial sedimentation basin but this was not forthcoming.
- A-45. The demonstration project was highly relevant to the overall objective of the GCLME project as this factory is among the largest if not the largest point source of pollution by a land based activity to the GCLME. Given that there are very few comparable industries, size, type of effluent and volume of effluent, there is limited replicability at present among other GCLME countries. In most other places

along the coast, pollution is by non-point discharge from multiple sources, and where there is other major pollution, (e.g., the oil in the Niger delta) the dewatering systems and techniques developed for the Togo plant would not be suitable.

- A-46. The main lessons learned from this demonstration project are in selection and raising of expectations. Clearly, the financial commitment and scale of the response that would have been needed to make a response was too large within the framework of this project so it should not have been selected in the first place as a 'demo' project. The expectation issue should have been recognised by the RCU in the early days of the project implementation and defused before it had become entrenched in the minds of local stakeholders.

Creation of a Waste Stock Exchange Management System in Ghana

- A-47. The Waste Stock Exchange Management System (WSEMS), an 'innovative' approach to waste management seeks to identify materials classified as waste generated by certain industries, which can be employed as raw materials by other industries/end-users. The 'uniqueness' of this approach, relative to current approaches lies in the fact that it also seeks to provide Waste Exchange Management Information System, create a wider stakeholder market and economic as a major driver to facilitate the functioning and autonomy of a stock exchange for identified tradable wastes, thereby institutionalizing an integrated pollution prevention and control strategy.
- A-48. A contract was awarded to Mamsco Environmental Management Consortium Ltd Ghana in December 2006 and the contract was signed in January 2007 to "identify, characterize and quantify tradable non-hazardous wastes in the coastal belt of Ghana under the GCLME project". The contract sum was US\$ 73,850.00. The final report was to have been submitted in April 2007.
- A-49. The Contract was terminated on the 29 of April 2010, as per the exact wording "...we wish to inform you that despite several requests for your first, second, third and fourth progress reports and agreeing to several extensions of submission deadlines Mamsco Environmental Management Consortium Ltd Ghana have failed to meet the contractual obligations set out in the Terms of Reference... As of today 29th August 2010, Mamsco Environmental Management Consortium Ltd Ghana is to discontinue all works and activities under the Subject Contract and project."
- A-50. At the GCLME organised Round Table for Private Sector: Waste Collection, Disposal and Recycling Systems held in Accra, Ghana, 19-21 October 2010 several private companies formed a consortium which in effect functioned as an informal WSEMS. The other part of the demonstration project that is dealing with waste oil at harbours was being carried out by Tilbury Environmental Group who run a purpose designed flexible port reception facility with a portable sludge treatment system dedicated for Annexes I and V33 of MARPOL 73/78 for Port of Tema, Ghana and Quayside tanker collection of used lubricating oil/fuel residues, sludge, oily tank washings and oily bilge water as well as a quayside truck collection of garbage from vessels at berth.
- A-51. This demonstration project would have been highly relevant to the GCLME area had it worked as planned. However, despite the abrogation of the contract with Mamsco Environmental Management Consortium Ltd Ghana and thus the failure to complete the demonstration project as a planned GCLME activity, the private sector involvement in waste management has been very encouraging and can be said to have overtaken the project targets.
- A-52. The Round Table for Private Sector: Waste Collection, Disposal and Recycling Systems included a representative private sector company from five GCLME countries. These countries were Nigeria, Sierra Leone, Congo, Congo DRC and Côte d'Ivoire. A focus of the workshop was to institutionalise a self-sustaining network to promote waste management systems in the Guinea Current region. The meeting came up with a signed plan of action for a network but no evidence was found to indicate that a region-wide network was actually operating.
- A-53. The key lesson from the Ghana demonstration project was the danger of giving consultants too much leeway in the submitting of reports. The Final report was due April 2007 but it was only in April 2010 that the contract was halted. The three year delay (partly due to the period of project closure)

³³ Annex I seeks to prevent marine pollution by oil and prescribes the conditions under which tankers may discharge oil into the sea. Annex V prevents pollution by garbage from ships. This Annex deals with the different types of garbage and specifies the distances from land and the manner in which they may be disposed of.

resulted in the loss of impetus for this aspect of the GCLME. This niche that the GCLME project could have taken was then filled by the private sector. The private sector has provided sustainability of action to handle and use waste but not necessarily the transparency on the processes used for handling potentially hazardous waste.

Creation of Marine Protected Areas in Benin

- A-54. In 2003 the Ministry of Environment and Urban Planning of the Government of Benin produced a project document on defining coastal and marine protected areas. The benefits of the protected areas were understood by the Government of Benin to include the conserving representative samples of biological diversity and associated ecosystems, the protecting critical sites for reproduction and growth of species, the providing undisturbed reference sites to serve as baseline for scientific research and for design and evaluation of management of other areas as well as offering sites for nature based recreation and tourism. The 2003 document had a budget of US\$ 2,500,000. In several respects the level of expectation was similar to that of the Togolese demonstration project (See A-42).
- A-55. In 2007, a report "*Identification et Description des Aires Marines à protéger, au Benin*" was submitted to the GCLME and the Government of Benin to establish Marine Protected Areas in four sites identified in the report, The four sites located in coastal and near-shore marine environment of Benin are:
- Nazoume-Bouche du Roy (8,679 ha)
 - Avlekete Togbin (1,800 ha)
 - Avlekete (16,390)
 - Lake Nokoue (339 ha).
 -
- A-56. In January 2009, a proposal for a legal instrument (regulation) for the creation of marine protected areas was developed through the assistance of the GCLME. At the time of the Terminal Evaluation visit the law was before the Benin Parliament but had not been passed into law.
- A-57. The *Centre pour l'Environnement et le Développement Durable*, (CEDED) a local NGO was contacted in 2009 to prepare the management framework required for the establishment of the four Marine Protected Marine Protected Areas in Benin and to support the process to actually establish the four Marine Protected Areas. In July 2011 a final report, was submitted containing land use and land cover maps, action plans for each of the sites for alternative livelihoods and geo-referenced positions of the landward boundaries.
- A-58. The threats to habitats and species that led Benin to focus on marine protected areas as a demonstration project are present in all the GCLME countries. Several of the projects in the Country Investment Profiles indicate the desire for marine protected areas (with budgets in the millions of dollars) which is a good indication that the countries find this demonstration project relevant.
- A-59. It is possible to replicate the creation of marine protected areas in the other GCLME countries. However it may not be possible to replicate the process used in Benin. Benin has a very short coastline, a number of coastal lakes and lagoons and a relatively limited migrant population and very strong traditional system of governance rooted in religious beliefs. In such circumstances, it is relatively easy to enforce laws that would control the misuse of resources.
- A-60. From the initial idea of the protected areas in Benin and through its development, there were several ministries, departments and agencies involved at one time or another. At one time the activity was championed by PAZH, a Netherlands funded project on wetlands, the Benin Environmental Agency ABE (*Agence Béninoise pour l'Environnement*). The final documentation was produced for a Ministry of Environment and the Protection of Nature. It is important that such national level projects have a very wide stakeholder base as there is a risk of it being orphaned through shifts in the political landscape. This was understood by the process in Benin as the draft final decree has seven different ministries under the signature point for the President of the Republic of Benin.

Establishment of ICAM in Kribi, Cameroon

A-61. The overall objective of this GCLME demonstration project was to conserve and promote sustainable use of existing resources within the Kribi-Limbe Coastal Area of Cameroon for improvement of the quality of the environment and of the life of the local populations. The May 2003 project document (GEF contribution expected to be US\$ 2 million) also expressed the hope that the project would create new regulations and set up mechanisms among the different sectors involved in the use of the coastal Area, generate mechanisms to resolve conflicts, provide adequate scientific and technical information for decision making and establish simple and realistic policies for education and citizen participation. At the same time the expectation was that it would test the effectiveness of the ICAM concept and verify the provisions of the draft National Integrated Coastal Areas Management Plan formulated by the country through a nationwide consultative process during the Pilot Phase of GOG-LME project

- Envi- ReP Cameroon was contracted in 2009 to carry out six tasks, the first three being: a) Identify and establish a Project Steering Committee and launch a comprehensive participation process involving government, civil society and local communities to discuss / approve the key issues identified in the previous analysis, propose ways forward and agree on respective roles of specific stakeholder groups to address these issues; b) Update / reformulate Integrated Coastal Area Management key documents including zoning, sectoral management plans (e.g. Management Plan of the Campo Ma'an National Park), necessary amendments to the local regulatory framework, roles and responsibilities of stakeholders and Priority Action Plan including proposals for micro projects etc., and formalize inter-sectoral coordination / agreement; and, c) Prepare and obtain endorsement of the full ICAM Plan including identification and implementation of priority micro project agreed upon by the project steering committee and UNIDO to test the model.

A-62. Five micro-projects, each with a budget of US\$ 5,000, comprised of:

- Waste oil management and decontamination of lands in the motorcycle garages in the city of Kribi;
- Development of a family grow out unit for the shrimp (*Penaeus notialis*) in coastal areas;
- Establishment of integrated chicken - fish farming in Kribi-Campo;
- Culture of mushrooms in the coastal area in Kribi-Campo and;
- Development of tourism in the coastal Kribi-Campo.

A-63. These micro-projects executed using a combination of private industry, civil society and individuals had varying degrees of success. Three (waste oil, chicken fish farming and tourism) had their contracts either terminated or financing curtailed due to non-performance, as assessed by the consultant to the project. The mushroom farming handled by a women's NGO was said to have had replication beyond the GCLME project but this could not be independently verified during the site visits. The shrimp grow-out project has potential but was still at the stage of identifying and testing best practice that would then be disseminated to out growers.

A-64. ICAM is a key process for maintain ecosystem integrity in the GCLME countries. However just as with the project in Benin (A-55), the condition in each of the countries differs so much at the local level that it is not possible to transfer one country's approach to developing and implementing ICAM to another country. Meetings have been held between Nigerian and Cameroonian counterparts to share knowledge on ICAM beyond the operation of the project.

A-65. From the documentation, a significant amount of project management time was spent on the micro-projects. This was not commensurate with the financial investment made by the project. In order to be cost effective, there should be a minimum threshold where the project should not invest.

Low Cost, Low Technology Coastal Defence Measure in Cote d'Ivoire

A-66. Retreating shorelines are a shared problem of most of the GCLME countries. The prevailing long shore drift from west to east means that and intervention that cause beach accretion in one country will lead to enhanced beach loss in the eastward countries. This aspect brings in the Transboundary dimension. A project document for the Coastal Erosion Control Demonstration Project at Assinie in Cote D'Ivoire was produced in June 2003. Two technical options were proposed with very different

financing options. Again as with some of the other demonstration projects the cost of these options (US\$ 1 and 5 million) were far beyond what was to be provided by GCLME foundational project.

- A-67. A series of technical reports were prepared, the latter ones drawing heavily from the 2003 report of Abe and Affian such as the 2007 report of Civil and Coastal Engineering Consultancy Service (CCECS) of Accra, who were awarded a subcontract for the Detailed Design of Coastal Protection Demonstration Project in Cote d'Ivoire. They identified the building of a field of 21 gabion groins as the most appropriate and cost efficient technical solution (cost of US\$ 0.5 million).
- A-68. In 2010, an international consulting firm Environmental Resource Management (ERM) was tasked to carry out a comprehensive analysis to identify the root causes for the coastal erosion observed at Assinie Beach in order to determine whether the observed coastal erosion is a natural process of dynamic shoreline development or whether the coastal erosion at Assinie Beach has anthropogenic causes or is aggravated by anthropogenic factors. ERM was also to assess the environmental and social impacts that would result from the demonstration project
- A-69. The thinking behind the demonstration project for coastal erosion needs to be revisited given the possible impact of sea level rise, enhanced storm surges and episodic events. Coastal protection works often give a false sense of security to local populations which actually make them more vulnerable to extreme events than where coastlines are unprotected. The second issue of downstream impacts of coastal protection in the GCLME area has been well documented by the impact of port and harbour development on other parts of the coast.
- A-70. This project is based on replicating coastal protection works in Ghana, specifically the areas around the Labadi Beach Hotel. Clearly it can be replicated, but at a significant financial cost and with environmental impact on sandy beach habitats which is changed into a rocky beach and the subsequent impacts on flora and fauna.
- A-71. Heightened national expectation of project delivery in terms of actual implementation on the ground rather than a series of plans and documentation is an issue for the GCLME. It should be emphasised and re-emphasised on a continuous basis, by the RCU and National GCLME authorities what the real outcome of activities will be. The need for this education of stakeholders to be sustained is due to the fact that in National committees there is often rapid turnover of representatives from the Ministries, Departments and Agencies and in several instances, very little passing on of institutional memory.

Nypa Palm Clearance and Mangrove Re-forestation in Nigeria

- A-72. The nypa palm (*Nypa fruticans*) had been introduced by the British colonial government from Singapore Botanical Garden into the Cross River Estuary in the former Eastern Nigeria, to Calabar in 1906 as well as Oron and Opopo in 1912. The aim was to check erosion. The then colonial Eastern Nigerian Department of Agriculture (ENDA) initiated the importation of nypa seedlings into the Niger Delta in 1945 in order to provide the "inhabitants with a crop more valuable than mangroves". ENDA neglected to train local people appropriately on how to use the nypa palm, as such it is now replacing mangrove because of over-exploitation of mangrove trees.
- A-73. A contract was awarded to a consultant in 2006 which resulted in the technical report "Nypa palm control and mangrove restoration in South-East Nigeria, following visits to the GCLME region and to Thailand as well as Germany. In 2008 another visit was made to Thailand, this time with a five member team from Nigeria including the UNIDO Regional Consultant on Mangrove Ecosystems and Integrated Coastal Management who coordinated the study tour.
- A-74. It became apparent that the 'clearance' of Nypa would be impossible, so in the November 2008 logframe wise use of Nypa was proposed. The new approach of wise-use of Nypa was hampered by lack of practical knowledge (both on the part of the researchers and indigenes). This was solved by a study tour to South East Asia to see things at first hand. The possibilities for replication of this demonstration project are limited as Nypa occurs in just a few of the GCLME countries.
- A-75. A local Nigerian consulting company (Bio-resources Development and Conservation Programme) was contracted in 2009 to carry out a sub-project "Restoration and Conjunctive Sustainable Management of Native Mangroves and Nypa Palms in the Cross River Estuary of Nigeria". The project addressed the re-forestation of native mangroves at selected sites in the Cross River Estuary

in South-Eastern Nigeria and the demonstration of the utilization of Nypa palm as a measure to control the infestation.

- A-76. BDCP produced a series of 12 reports between January 2010 and March 2011. These detailed the site identification methodology, treatment of nypa, nursing and transplanting of mangrove as well as stakeholder interaction and dissemination workshops. The national project focal point reported that based on this demonstration, the Federal Government has made a budgetary allocation for the project to be expanded and replicated in other nypa infested areas.
- A-77. The demonstration project is relevant to the GCLME area as alien/exotic/invasive species often make the natural ecosystems less resilient to degradation. These species are rapid colonisers of disturbed lands and once they have a foothold, it is very difficult for native species to re-establish their presence. The invasive species also have differing ecosystem functioning and provide different ecosystem services and have downstream effects on other species and ecosystems
- A-78. Nypa is widespread in the Niger Delta and has reached the territory of Republic of Cameroon in the east. The consultants to the project indicate in their reports that floating nypa seeds have arrived on the coasts of Gabon, Equatorial Guinea (mainland) and Congo Brazzaville, resulting in some fringing stands. As such the dangers that nypa poses to the GCLME covers five out of the 16 countries. The actions taken in Nigeria can be replicated quite easily in the other countries so that nypa does not spread any further.
- A-79. The original logframe before the November 2008 revision had envisaged control of nypa by clearance. This would have been impossible to achieve. The new approach of control by utilisation has a much better chance of succeeding. The key lesson gained from this demonstration project, is to be realistic in setting goals and targets.

Annex 8. Review of Outcomes to Impacts

Figure 8.1. Generalised Theory of Change for the GCLME

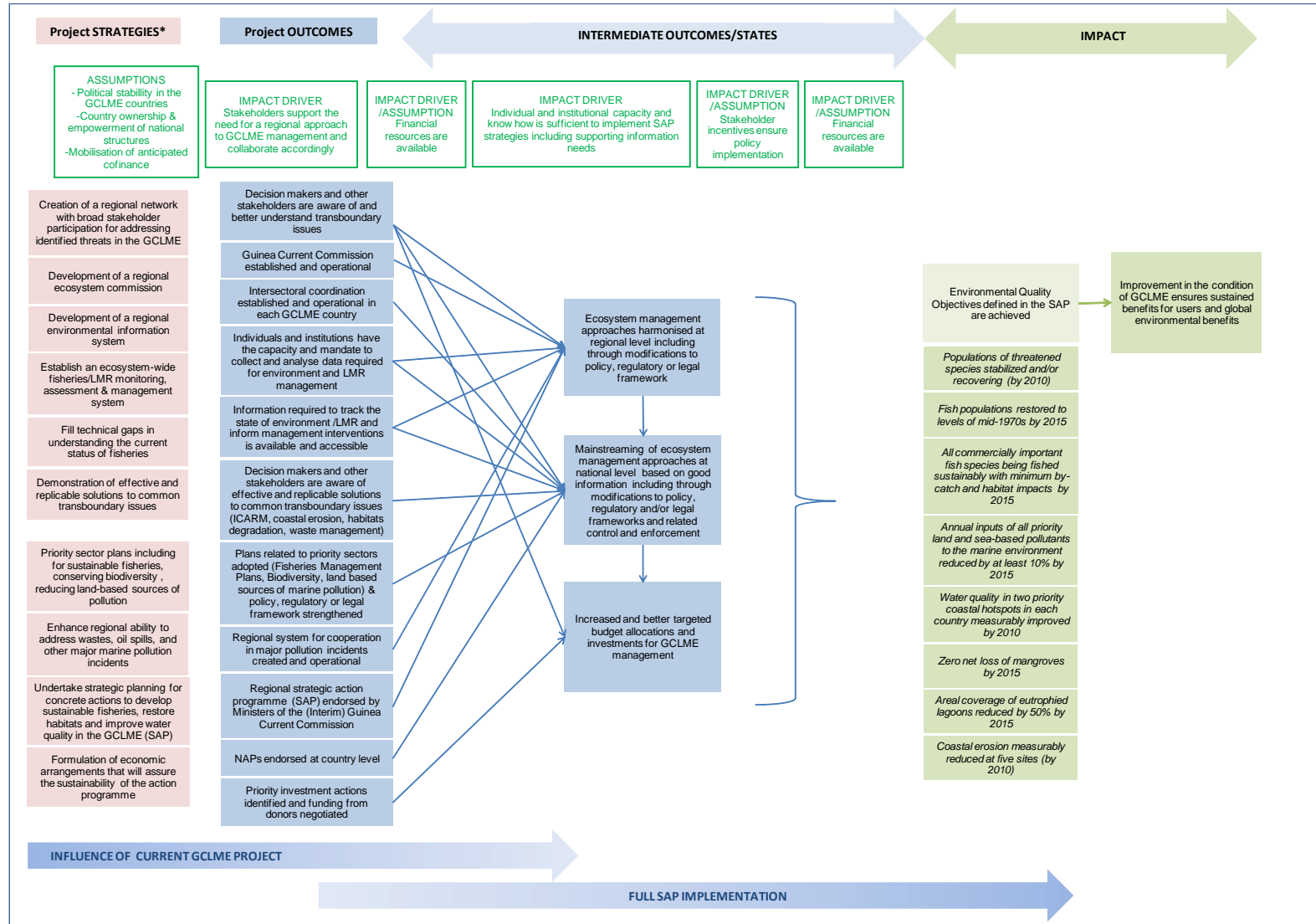


Figure 8.2. Results and ratings of Review of Outcome to Impact (ROtI)

Results rating of project entitled: Combating Living Resources Depletion and Coastal Area Degradation in the Guinea Current LME through Ecosystem-based Regional Actions							
Objectives							
<p>- Undertake strategic planning for concrete actions to develop sustainable fisheries, restore habitats and improve water quality in the GCLME, including the formulation of economic arrangements that will assure the sustainability of the action program.</p> <p>- Establish an ecosystem-wide fisheries/LMR monitoring, assessment, and management system, fill technical gaps in understanding the current status of fisheries and take actions to aid in the recovery and sustainable use of living marine resources including development of mariculture in the GCLME</p> <p>- Undertake strategic planning for conserving biodiversity and integrated coastal management, demonstrate activities to restore priority degraded habitats, and develop strategies for reducing coastal erosion in the GCLME region</p> <p>- Develop strategic programmes for reducing land and sea-based sources of transboundary pollution and enhance regional ability to address wastes, oil spills, and other major marine pollution incidents</p> <p>- Create a regional network with broad stakeholder participation and a sustainable institutional structure for addressing identified threats in the GCLME, including the development of a regional ecosystem commission and information system</p>							
Outputs *	Outcomes	Rating (D – A)	Intermediary	Rating (D – A)	Impact	Rating (+)	Overall
<p>Creation of a regional network with broad stakeholder participation for addressing identified threats in the GCLME</p> <p>Development of a regional ecosystem commission</p> <p>Development of a regional environmental information system</p> <p>Establish an ecosystem-wide fisheries/LMR monitoring, assessment & management system</p> <p>Fill technical gaps in understanding the current status of fisheries</p> <p>Demonstration of effective and replicable solutions to common transboundary issues</p> <p>Priority sector plans including for sustainable fisheries, conserving biodiversity, reducing land-based sources of pollution</p> <p>Enhance regional ability to address wastes, oil spills, and other major marine pollution incidents</p> <p>Undertake strategic planning for concrete actions to develop sustainable fisheries, restore habitats and improve water quality in the GCLME (SAP)</p> <p>Formulation of economic arrangements that will assure the sustainability of the action</p>	<p>Decision makers and other stakeholders are aware of and better understand transboundary issues</p> <p>Individuals and institutions have the capacity and mandate to collect and analyse data required for environment and LMR management</p> <p>Intersectoral coordination established and operational in each GCLME country</p> <p>Guinea Current Commission established and operational</p> <p>Information required to track the state of environment /LMR and inform management interventions is available and accessible</p> <p>Decision makers and other stakeholders are aware of effective and replicable solutions to common transboundary issues</p> <p>Plans related to priority sectors adopted & policy, regulatory or legal framework strengthened</p> <p>Regional system for cooperation in major pollution incidents created and operational</p>	D	<p>Ecosystem management approaches harmonised at regional level including through modifications to policy, regulatory or legal framework</p> <p>Mainstreaming of ecosystem management approaches at national level based on good information including through modifications to policy, regulatory and/or legal frameworks and related control and enforcement</p> <p>Increased and better targeted budget allocations and investments for GCLME management</p>	C	<p>Environmental Quality Objectives defined in the SAP are achieved :</p> <p>I. High quality water to sustain balanced ecosystem</p> <p>II. Balanced habitats for sustainable ecology and environments</p> <p>III. Sustainable fisheries</p> <p>Improvement in the condition of GCLME ensures sustained benefits for users and global environmental benefits</p>	-	DC - Moderately Unlikely
<p>* The project had 37 outputs, summarised here as 10 strategies shown in the previous figure</p>	<p>Rating justification: The project has been designed to feed into a continuing process with specific allocation of roles and responsibilities through the adopted SAP. However, the intended outcomes have not been fully delivered in this ambitious programme.</p>		<p>Rating justification: The rating reflects that measures designed to move toward intermediate states have started and have not yet produced results. Nevertheless there is every indication that these could move towards Global Environment Benefits</p>		<p>Rating justification: The DC rating corresponds to 'moderately unlikely'. Further discussion is provided in the evaluation text.</p> <p>There is no '+' rating related to impact. The national demonstration projects have been successful in terms of planning stress reduction measures, but these have not yet been implemented at any significant scale.</p>		

Ratings:

Rating scale for outcomes and progress towards 'intermediate states'

Outcome Rating	Rating on progress toward Intermediate States
D: The project's intended outcomes were not delivered	D: No measures taken to move towards intermediate states.
C: The project's intended outcomes were delivered, but were not designed to feed into a continuing process after project funding	C: The measures designed to move towards intermediate states have started, but have not produced results.
B: The project's intended outcomes were delivered, and were designed to feed into a continuing process, but with no prior allocation of responsibilities after project funding	B: The measures designed to move towards intermediate states have started and have produced results, which give no indication that they can progress towards the intended long term impact.
A: The project's intended outcomes were delivered, and were designed to feed into a continuing process, with specific allocation of responsibilities after project funding.	A: The measures designed to move towards intermediate states have started and have produced results, which clearly indicate that they can progress towards the intended long term impact.

Six point scale for translation of ratings for 'achievement of outcomes' and 'progress towards intermediate states' to ratings for the 'Overall likelihood of impact achievement'.

Highly Likely	Likely	Moderately Likely	Moderately Unlikely	Unlikely	Highly Unlikely
AA AB BA CA BB+ CB+ DA+ DB+	BB CB DA DB AC+ BC+	AC BC CC+ DC+	CC DC AD+ BD+	AD BD CD+ DD+	CD DD

Annex 9. Project Expenditure and Co-finance

Table 9.1 Statement of Expenditure by Component - UNDP GEF Funding

Component	UNDP Expenditure reported in Atlas									Total all years
	2004	2005	2006	2007	2008	2009	2010	2011	Balance	
Activity 1: Programme Management	112,494	-30,519	609,148	0	0	0	0	0		691,123
Activity 2: Recovery of Depleted Fisheries	46,637	-15,132	3,205,546	667,414	133,639	30,134	105,540	9,006		4,182,785
Activity 3: Planning for Biodiversity Conservation	11,814	-5,285	767,800	637,414	29,865	58,920	9,603	10,498		1,520,630
Activity 4: Regional Coordination	36,469	-12,782	308,460	0	0	0	0	0		332,148
Activity 5: Effective Project Management	Category not included	Category not included	438,685	1,430,897	699,032	377,180	1,063,028	683,877		4,692,699
TOTAL	207,414	-63,717	5,329,639	2,735,725	862,536	466,234	1,178,172	703,381	266,149	11,685,534

Source: Based on data from UNDP intranet produced on 19 March 2012

Table 9.2 Statement of Expenditure by Budget Line - UNEP GEF Funding

Objective/Activity	Actual Expenditures (US\$)									Total Budgeted Expenditure (US\$)	Budget Per Rev 5 (US\$)	Original Budget (US\$)	Variance on original budget (US\$)	Variance / Original Budget (%)	
	2004	2005	2006	2007	2008	2009	2010	2011 To 30/9/11	Expenditure Reported To 31 Oct 2011						
PROJECT PERSONNEL COMPONENT															
1299 Consultants	0	465,204	582,381	247,675	120,545	255,243	366,427	186,426	2,223,901	2,294,631	2,526,048	2,554,700	-260,069	-10	
1699 Travel on Official Business	0	63,415	80,205	36,028	37,658	19,587	26,981	107,879	371,753	445,006	428,643	560,382	-115,376	-21	
SUB CONTRACT COMPONENT															
2299 Sub-Contracts: Organisations (Includes demos)	0	302,488	919,731	82,359	73,300	107,500	225,817	123,728	1,834,922	1,856,246	1,913,377	3,242,218	-1,385,972	-43	
2399 Sub-Contracts: Commercial (Ship rental)	0	0	93,410	0	0	0	100,000	0	193,410	193,410	193,410	20,000	173,410	867	
TRAINING COMPONENT															
3299 Group Training	6,340	364,204	434,760	177,394	19,934	171,662	231,347	586,012	1,991,654	2,189,819	1,904,534	1,210,514	979,305	81	
3399 Meetings & Conferences	0	9,999	110,133	39,923	4,494	23,665	0	89,030	277,244	319,234	318,214	296,764	22,470	8	
EQUIPMENT AND PREMISES COMPONENT															
4199 Expendable Equipment	0	5,000	1,923	2,171	4	5,608	0	-1,930	12,775	12,775	14,705	25,000	-12,225	-49	
4299 Non-Expendable Equipment (Includes RACs)	19,877	239,697	418,238	77,735	-320	38,854	7,468	5,867	807,415	822,169	847,844	427,000	395,169	93	
4399 Premises	0	0	0	0	0	659	0	2,745	3,404	12,659	45,659	38,202	-25,543	-67	
MISCELLANEOUS COMPONENT															
5299 Reporting Cost	6,200	67,982	144,889	20,728	2,760	49,484	0	43,081	335,124	355,547	363,492	178,100	177,447	100	
5399 Sundry (Includes UNIDO execution fee)	1,621	75,900	151,298	50,342	12,932	20,244	61,169	67,032	440,538	468,960	476,347	498,819	-29,859	-6	
5599 Evaluation	0	0	0	0	28,660	19,225	5,565	80,252	133,702	129,242	67,424	48,000	81,242	169	
TOTAL	34,038	1,593,889	2,936,969	734,354	299,966	711,731	1,024,774	1,290,122	8,625,842	9,099,699	9,099,699	9,099,699	0	0	

Source: Based on data provided by UNEP FMO on 22 February 2012

Table 9.3. Statement of Expenditure by Project Component (US\$ x 1000)

Component	GEF Funding Allocation ¹	Combined UNDP and UNEP Expenditure As reported to fifth PSC Meeting					Combined Expenditure 6th PSCM	UNEP Expenditure 8th PSCM	Combined Expenditure Reported Feb 12	Planned Expenditure Reported Feb 12	Total all years
		2004 ²	2005 ²	2006 ²	2007 ²	2008 ²	2009 ³	2010 ⁴	2011 ⁵	2012 ⁵	
Comp I: TDA, SAP and NAPs	2,617	0	653	764	239	-2	64	639	358	3	2,719
Comp II: Fisheries and Living Marine Resources	3,855	0	1,048	1,350	1,341	40	165	0	62	11	4,016
Comp III: Biodiversity, Degraded Habitats and Coastal Erosion	4,466	30	448	972	633	95	251	384	205	63	3,081
Comp IV: Pollution and Water Quality	2,847	14	391	1,003	339	2	165	150	374	38	2,476
Comp V: Regional Coordination and Institutional Sustainability	7,028	135	1,393	1,919	1,385	764	678	22	890	635	7,821
TOTAL	20,812	179	3,933	6,008	3,937	898	1,323	1,195	1,890	750	20,112

Figures are indicative and are inclusive of UNIDO's execution fee

Sources:

1. UNDP Project document, Section 10. Budget. The UNIDO execution fee has been added to each component
2. Financial reporting to 5th PSC Meeting. Figures are indicative. Apparent negative 'expenditure' in 2008 is an artefact of the project suspension.
3. Report of 6th SCM Meeting. This summary shows actual expenditure on activities rather than drawdown of funding (which is affected by the substantial reimbursement of funds in 2009).
4. Expenditure to end of 2010 reported in background documents for 8th PSC Meeting (UNEP data only).
5. Pers. comm. Christian Susan, February 2012

Table 9.4 Summary of Co-finance based on information available as of 29 February 2012 (UNEP updated to 30 June 2012)

Co financing (Source/Type ^a)	Unspecified (thousand US\$)		Grants/Cash (thousand US\$)		In kind (thousand US\$)		Associated ^b (thousand US\$)		Total (thousand US\$)	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
IA/EA own Financing	330	0	0	295	0	1,065	0	0	330	1,360
UNDP	100					100 ^c			100	100
UNEP	130			295		865 ^d			130	1,160
UNIDO & ICS/UNIDO	100					100 ^c			100	100
Governments	30,356	5,987	2,085	0	0	2,050	0	26,210	32,441	34,247
Norway	0		2,085	0	0	2,050 ^e			2,085	2,050
Angola	1,096								1,096	No data
Benin	550								550	No data
Cameroon	1,966	2,814							1,966	2,814
Congo Republic	212								212	No data
Côte d'Ivoire	964	298						5,560	964	5,858
DR Congo	184	36							184	36
Equatorial Guinea	495								495	No data
Gabon	362	470							362	470
Ghana	5,860	645						118	5,860	763
Guinea	2,626	159							2,626	159
Guinea-Bissau	2,206								2,206	No data
Liberia	164	111							164	111
Nigeria	11,210	1,255						4,447	11,210	5,702
Sao Tome & Principe	496								496	No data
Sierra Leone	1,443	143						16,024	1,443	16,167
Togo	523	56							523	56
Other	1,200	0	0	0	0	600	0	3,314	1,200	3,914
NOAA	600				0	600 ^f			600	600
IMO	0									No data
FAO (excl. Nansen cruises)	0									No data
Private Sector	600								600	No data
EU ACP Fish Project	0							3,474 ^g		3,474
Totals	31,886	5,987	2,085	295	0	3,715	0	29,524	33,971	39,521

Footnotes:

^a There were no loans, credits or equity investments. The reporting format has therefore been changed to accommodate the substantial “Associated funding” reporting in the context of this project.

^b Associated funding is finance for other activities that are related to the project or to similar commitments but which is not essential for the project’s successful implementation. According to GEF (GEF/C.20/6, September 2002) “associated financing may be reported for information but commitments are not required and the financing is not monitored”.

^c Contributions from UNDP and UNIDO have not yet been systematically reported but exceed stated amounts (Pers. comms)

^d Includes support through the Global Programme of Action, Abidjan Convention, Division of Environmental Law and Conventions (UNEP memo dated 11 July 2010)

^e Government of Norway – relates to support to the EAF Nansen cruises through FAO, as reported by Christian Susan on 11 Oct 2011 & supplemented by information in the LOA with FAO for the 2010 cruise.

^f NOAA has stated that their in-kind support of US\$ 600,000 has been met through staff / expert time and direct costs. (Pers. comm.)

^g ACP Fish II-Regional Action Plan (Western Africa Region): Support to regional fisheries commissions and member states; includes funding reported for regional and national activities.

General Notes:

The table is based on figures presented by 10 National Assistants at a National Assistants workshop organised in October 2010, covering the period to 2009 in some cases and including 2010. It also includes the 2011 budget for the Gabon RAC.

The data presented by the RCU to UNDP included very substantial ‘associated funding’; notably the ACP Fish Project (regional and national contributions), three years of Fisheries Department allocations to named projects (that do not include GCLME); and 3rd party funded projects in four countries related to GCLME objectives but not directly contributing to the GCLME objectives or leveraged as a result of the GCLME project. It was also artificially inflated as a result of spreadsheet error leading to a discrepancy of approximately US\$ 7 million.

Annex 10. The Evaluators

Sarah HUMPHREY, PhD

Profile

Over 20 years working on environmental research and policy, project and programme development and institutional strengthening with a wide range of non-governmental, intergovernmental and research organisations in Europe and Africa.

Technical background in environmental management, policy and governance, sustainable development, conservation, and project and programme evaluation

Education

Open University Business School: MBA (Merit)

Department of Marine Sciences and Coastal Management, University of Newcastle

PhD: *Analysis of Approaches for Evaluating the Success of Coastal Management in Europe*

King's College, University of London: BSc. (Hons Class I): Human Environmental Science

Coastal Resources Center, University of Rhode Island: Summer Institute in Coastal Management

Employment

From 2008 **Consultant in Environment, Sustainable Development and Conservation** for WWF, IUCN, Oxfam International, UNEP, EC, WIOMSA, IOC ReCoMaP, and others

2000 - 2007 **WWF International, Gland, Switzerland**
Programme Officer, Africa and Madagascar Programme

1999 – 2000 **European Commission, Brussels, Belgium**
Stagiaire, Environment Directorate: Nature, Coastal Zones and Tourism

1997 - 1999 **University of Newcastle, UK**
Research Associate, Department of Marine Sciences and Coastal Management

1996 - 1997 **Western Indian Ocean Marine Science Association (WIOMSA), Zanzibar, Tanzania**
Development Officer

1990 - 1995 **IUCN - The World Conservation Union, Switzerland & Kenya**
Research Assistant then Programme Officer, Marine and Coastal Programme

Christopher GORDON, PhD

Profile

An active role over the past 25 years in biodiversity conservation and ecosystem management initiatives, particularly in water, coastal wetland and catchment basin conservation issues. Has considerable experience working with international bodies such as the GEF, UNEP, FAO, UNDP, DFID (former ODA), IDRC, DGIS, as well as national and international NGOs as consultant.

He has been invited to serve on several Institutional, project review and think tank bodies in the role of an Invited Expert. These include the UNEP Foresight Expert Group, Programme of Research on Climate Change Vulnerability, Impacts and Adaptation (PROVIA), the Scientific and Technical Review Panel of the Ramsar Convention.

Education

King's College, University of London, UK (1995) Ph.D. in Human Environmental Science. Thesis: Studies on the crustacean zooplankton of the Thames Tideway. 380pp

University of Ghana. Legon, Ghana (1986) M.Sc. in Zoology, with specialisation in Freshwater Ecology. Thesis: The Limnology of the Amansuri wetlands. 189pp

Austrian Academy of Science/UNESCO (1983) Post-Graduate Certificate in Limnology

University of Ghana. Legon, Ghana (1980) B.Sc. Zoology 2nd Class Upper Division (Entomology option)

Employment

July 2010 – to date Acting Director University of Ghana, Institute of Environment and Sanitation Studies
Starting as a Demonstrator (1984) then, Research Fellow (1986) then Senior Research Fellow (1996) rose to position of Associate Professor (2002)

2005 to 2008 Learning Circle Coordinator: Sustainable Development, The Scholar Ship, Baltimore, USA www.thescholarship.com

2007 Facilitator: to the University of Ghana Visitation Panel Chaired by Sir John Daniels of the Commonwealth of Learning www.col.com

2006 Visiting Professor, University of Ryukyus, Okinawa, Iriomote Tropical Biodiversity Research Centre.

July 2003 – to June 2006 Dean, International Programmes, University of Ghana

2000 – 2003 Interim Director, Centre for African Wetlands, University of Ghana

1998 – 2003 Coordinator Graduate Environmental Science Programme, University of Ghana

1996-1998 Coordinator Lower Volta Mangrove Project, Department of International Development UK