Consulting Firm for Marine and Fisheries Conservation,
Nature Tourism, and Sustainable Investment Strategies

Midterm Review of WWF GEF Project in Eastern Indonesia

Credit: Tommy Schultz, 2020.

Assessment Report by Lida Pet Soede

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Ecosystem Approach to Fisheries Management (EAFM) in Eastern Indonesia (Fisheries Management Area [FMA]-715, 717, and 718) 9129 (project), 9060 (program)

Table 1. Project Summary

Project Data	
Project/Program Title	Ecosystem Approach to Fisheries Management (EAFM) in Eastern Indonesia (Fisheries Management Area [FMA]- 715, 717, and 718)
GEF Project ID	9129 (project), 9060 (program)
WWF GEF Agency Project ID	G0009
Implementing Agency(s)	World Wildlife Fund-US (WWF) GEF, Conservation International (CI) GEF
Executing Agency	Ministry of Marine Affairs and Fisheries (MMAF)
Executing Partner(s)	*Yayasan Keanekaragaman Hayati Indonesia* (KEHATI) – Blue Abadi Fund
Countries	Indonesia
Focal Area(s)	Biodiversity and International Waters
GEF Operational Program	GEF-6
Total GEF Approved Budget	$10,183,486
Total Co-financing Approved	$52,071,783
Relevant Dates	
CEO Endorsement/Approval	5/9/2017
Agency Approval Date	WWF: 12/20/2019; CI: 05/09/2017
Implementation Soft Start Date	WWF: 12/23/2020; CI: 05/15/2018
Implementation Start of Activities	WWF: 05/04/2021; CI: 03/15/2018
Project Completion Date	WWF: 12/31/26; CI: 03/14/2023
Period to Be Evaluated	May 9, 2017, through time of review

Evaluation team members - Dr. Lida Pet-Soede, Mrs. Geertruidha Latumeten, and Dr. Dominic Bryant, all from PT People and Nature Consulting International.

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Executive Summary

World Wildlife Fund, Inc. (WWF-US) contracted People and Nature Consulting International (PNCI), to conduct a Mid Term Review (MTR) of the GEF financed project: Ecosystem Approach to Fisheries Management (EAFM) in Eastern Indonesia: hereafter referred to as the "Project."

The objectives of the MTR or the "Review" are to:

- examine the extent, magnitude, sustainability, and potential for project impacts to date;
- identify any project design or management issues;
- assess progress towards project outcomes and outputs; and
- draw lessons learned that can improve the project effectiveness, efficiency, and sustainability of project benefits.

Between October and December, a team of 3 experts conducted a review of the co-implemented GEF-financed project "Ecosystem Approach to Fisheries Management In Eastern Indonesia, Fisheries Management Areas (FMA) - 715, 717 & 718. The scope of the MTR covers the GEF-financed project and not co-financing.

WWF-GEF agency is the Lead Agency of the co-implemented project with Conservation International (CI).

The project includes 4 components: Components A, B, and D are being implemented by the WWF-GEF Agency and executed by the Ministry of Marine Affairs and Fisheries over an extended six-year period: 2020 – 2026. Component C is implemented by Conservation International-GEF Agency (CI-GEF) and executed by KEHATI. The CI-GEF implemented component C of the project was operationally complete at the time of the MTR due to a different start date for the WWF-GEF implemented components (A,B,D), but activities of Component C were included in the analysis.

The GEF Secretariat provided CEO approval in 2017 and it would have been possible to start the WWF-GEF implemented project components at the end of 2019 after signing of the Grant Agreement (GA) by the Ministry of Marine Affairs and Fisheries (MMAF). It took MMAF another year to hire the company which would contract the PMU and the first annual work plan was approved on May 25, 2021, after which project implementation could start. MMAF as the Executing Agency for components A, B, and D is responsible for the day-to-day management of project results entrusted to it in full compliance with all terms and conditions laid out in the Standard Operating Procedures (SOP), Grant Agreement (GA), and ProDoc.

The review methodology adheres to relevant guidance, rules and procedures established by WWF-GEF and aligns with guidance from the GEF evaluation and ethical guidelines. The team presents evidence-based information that is independent, participatory, transparent, and ethical. Our approach ensured that all stakeholder views have been reflected and followed a participatory and consultative approach.

The Project – when designed – was a first to support EAFM planning and implementation with the goal to contribute to coastal fisheries in FMA 715, 717 and 718 delivering sustainable environmental, social, and economic benefits and demonstrating effective, integrated, sustainable and replicable models of coastal fisheries management characterized by good governance and effective incentives.

When it was designed, measurable targets were improved management of 5.5 million hectares of seascapes and 400,000 tons of fisheries into sustainable production levels across the project FMAs.

When this project was designed it was appreciated that Indonesia's ability to support sustainable coastal and marine development faced increasing coastal population, greater commercialization of marine resources, a decline in fish stocks from overexploitation and destructive fishing, as well as challenges with effective fisheries management. Following Indonesia's maritime growth plans, the coastal region was expected to contribute significantly to the nations' economy through a variety of goods and services derived from coastal ecosystems. It was therefore relevant to note that conditions for sustainable coastal economies differed between areas in western and eastern Indonesia, which was the main reason behind selection of the three FMAs in eastern Indonesia.

The MTR considered how managing access to fishing areas, promoting sustainable fisheries management, maintaining marine protected areas, and supporting the development of community livelihoods are inherently challenging as numerous stakeholders and layers of administrative agencies need to be involved in the process especially in areas where differences between traditional or customary rights and formal regulatory frameworks are significant.

Key findings

The project was classified as a medium risk project during its design - i.e. the risks can be mitigated with proper action and there are no anticipated long term, irreversible harm to communities or the environment. The MTR team has not seen new risks or changes in the socio-political contexts that meet the definition of high risk so the project activities and socio-political context are still in line with the original project document and context when written. This means that the current level of environmental and social risk can be maintained.

Executing arrangements are a unique aspect of the project, causing delays and affecting coordination between the project parties during the early years following GEF CEO approval. While the project is clearly driven by people with purpose who have offered ideas to solve the challenges facing SSF communities, moving effectively from purpose to action as an organization and sustaining project results can be a challenge, as evidenced from results of the MTR described in this report. Building the capacity of individuals within organizations can help the entire organization to get better at acting to solve problems, however, working on the capacity of organizations sustains the ability at a scale where more significant impact may be achieved for more people and larger communities. This requires that past experiences with the executing arrangements are shared between individuals from the different organizations either involved with executing these arrangements or affected by them, so that lessons are drawn collaboratively about their impact on the current project status as described in the specific findings below.

Additionally, as different people implement the project than those who designed it, it appears that understanding by key project stakeholders about what constitutes the 'full spectrum of EAFM activities' is currently not very high. This is mainly reflected by the selection of activities and target fisheries as well as by the scale (including the number and type of beneficiaries) at which activities were prepared and have been implemented under each of the 4 project components so far. This requires that efforts are made to grow understanding about the project Theory of Change with relation to applying the full spectrum of EAFM, so that more meaningful activities can be prioritized

collaboratively to enhance impact of the project resources for the remaining duration as suggested in the recommendations to address specific findings described below.

Specific findings include:

Relevance

The project design and outcomes remain valid and consistent with local and national development priorities and organizational policies, but the project outcome indicators and targets must be adjusted to better reflect change as a result of project interventions and the size of the project investment. The relevance of several of the activities that have been implemented during the first half of the project is low, and even while some of this was explained by restrictions during COVID-19, feedback from beneficiaries should be considered more systematically in preparation and evaluation of activities going forward to increase relevance of the project interventions towards expected outcomes and results. Since the initial design, several similar projects have been implemented, resulting in useful lessons to adopt for acceleration of impact at the project sites. The report provides suggestions for some highly relevant opportunities to engage local partners and other government agencies to enhance performance of the project towards acceleration of more relevant outcomes.

Coherence - The compatibility of most of the project interventions with relevant Indonesian fisheries management policy and national targets as identified during the design of the project remains high. However, optimizing synergy and creating interlinkages between interventions planned in this project and those in other programs by MMAF could have been higher during the past implementation period. Aside from some alignment of project activities and results framework with the "Measured Fishing" concept[1], more efforts could have been undertaken to collaborate with other programs and projects that are executed by MMAF. Several activities and outputs of the project are not consistent with the overall goal and the attainment of its objectives at the scale intended, indicating low internal coherence. Fortunately, the project design provides many potential synergies with other actors in the same sector and even with government agencies for different sectors operating in the same Indonesian context, which should be activated for the remaining project duration in order to accelerate impact and mobilize additional investments to meet the co-financing commitment made.

Effectiveness - The achievement of outputs, outcomes and project objectives is low due to several factors that impede effective progress. There have clearly been significant efforts over the years to create an oversight structure aimed at combining both legal requirements as well as functional needs. This had various implications on the approach to decision-making and more detail is provided in the report, but recent improvements in the ability of the PMU to make project management decisions are expected to increase effectiveness, yet several risks remain. For example: while it appears that relations of the PMU with government agencies are very positive, the management and the organizational structure of the project require much more strategic engagement of key individuals in

[1] Peraturan Pemerintah (PP) Nomor 11 Tahun 2023 - Penangkapan Ikan Terukur regulates 'measured fishing' carried out in measured fishing zones. Measured Fishing is defined in this PP as '*controlled and proportional fishing, carried out in measured fishing zones, based on fishing quotas in order to preserve fish resources and the environment as well as equalize national economic growth. The measured fishing zone includes the Republic of Indonesia State Fisheries Management Area (WPPNRI) and the high seas. WPPNRI is a fisheries management area for fishing and fish cultivation which includes Indonesian waters, Indonesia's exclusive economic zone, rivers, lakes, reservoirs, swamps and other bodies of water that have the potential to be cultivated in the territory of the Republic of Indonesia*.'

MMAF. Also, different interpretations of priority objectives and related use of project resources between project partners, and inefficiencies in the distribution of responsibilities and coordination mechanisms must be addressed urgently to accelerate progress towards priority project outcomes. Furthermore, achievements reported and demonstrated are mainly at the output level and fall short of those that would be expected at this mid-term phase of the project. They are not very useful for validating the intervention logic, which limits the potential for adaptive management. PMU staff do appear to note feedback on the relevance of project activities from working closely with stakeholders, yet related adaptive management actions appear lacking or significantly delayed. It is important to note that project members appear to have increased awareness of several internal impediments, but awareness of external impediments appears lacking which should be addressed urgently. For example, the project design offers significant opportunities to address direct needs of communities through strategic activities with other sectoral agencies in Component B which will motivate communities to reduce unsustainable practices and increase co-financing contributions from sources that are complementary to those of MMAF alone. Also, the project design allows for reduction of obstacles to private sector investment in the small-scale fisheries sector by addressing regulatory barriers through strategic activities in Component A more directly. For this to be more widely supported by key decision makers in this project, it will be important to enhance understanding about the intervention logic and to validate it from recent and other experiences. That way, more focus and weight may be placed on those outcomes that result in delivery of the priority outcomes or impacts identified in the project design. Lastly, on this criteria, it is important to note that interviews indicate some incidents of alleged misuse of funds by MMAF and that the way that MMAF dealt with this left lingering concerns about the project. For the different institutional elements of the entire project organization to be effective in decision making towards achieving project results, implement adequate strategies to achieve goals, and mitigate a variety of risks, a high level of trust amongst members of the leadership bodies, and of trust by the staff in the leadership will be required.

Efficiency – While it may appear that the very low spending rate offers much opportunity to increase implementation of the project during the remaining project period, details on the type of expenses made during the first half of the project indicate a need to shift budget allocations between cost categories. During the first half of the project, a relatively large part of the budget was used for travel and meetings, and a relatively very low part was used to pay for salaries of PMU staff and temporary expertise. Results from those expenditures are limited to # of people being trained, and little or no review of the actual intended changes in behavior towards expected results appears to have taken place during the first half of the project. Instead, it appears that during annual work planning meetings, the activities that have not yet been implemented are simply brought forward into the new plan, without much consideration of learned lessons or the evolving (local) context that may make these activities less relevant during the next year(s). Also, the size of the implementing team is deemed too small for the size of the project, especially at the site and FMA level, and the focus of senior team members has been rather scattered between central level and field interventions. At this stage, there are ample SOPs describing responsibilities and control procedures, so it should be possible to refocus responsibilities and empower different people to lead and progress interventions for the different components.

Results/Impact and Attribution – At this stage and with the information provided, it appears not possible to anticipate the level of impact that project interventions or strategies will have on the

project objective, conservation targets and GEF global environmental benefits. For example, the highest-level indicators for project targets of 'improved management of 5.5 million hectares of seascapes and 400,000 tons of fisheries into sustainable production levels across the 3 project FMAs – 715, 717, 718', are ambiguous and appear to be missing from the tracking tool used to support reporting of progress. While people interviewed responded with high enthusiasm on perceived impacts of the project so far, the details shared indicate no measurable impact on the project's environmental targets, nor any measurable socio-economic benefits to the project beneficiaries. It is very likely that any changes, aside from the creation of some of the regulations and management plans would have occurred in the absence of the project. The project's logic or ToC remains valid, but the potential to scale up or replicate the project outcomes and impact needs to be considered so that a specific pathway to magnify impact can be designed and initiated. The lack of measurable results provides strong arguments for applying behavior adoption science to motivate mainstreaming of EAFM in the SSF sector.

Sustainability - The likely ability of the project interventions to continue to deliver benefits, progress and impact after project support has ended is currently considered low. The report provides several indications of financial risks, socio-political risks, institutional framework and governance risks, and environmental risks, and even if the project design included much effort to contribute to capacity building, the relevance of the approaches appears not very high. Pathways to scale and sustainability of the project measures appear missing and the use of lessons throughout the implementation of the project, to strengthen the project and its performance should be systematically enhanced.

Adaptive capacity – Due to different start dates of the work for CI-GEF implemented component C, the work in the Global Program and the work for components A, B, and D, sharing of lessons learned was limited. More importantly, however, the existence of two result frameworks (for CI-GEF and for WWF-GEF) that do not align or connect, appears to limit the adaptive capacity of the current project implementors. Several of the indicators in the tracking tool are not conducive for adaptive management towards effective delivery of results. Improvement of the results framework and its related tracking tool requires wide understanding on all elements that constitute EAFM and on factors that affect behavior change for different target audiences and key actors. This is especially so, because the need to engage with actors and decision-makers in fields beyond the fisheries and environmental sector has increased. This requires skills to motivate engagement and investment by actors who are mostly external to the sector. These other actors are especially those who can help with scaling of project impacts, such as commercial and impact investors or agencies responsible for community development.

Recommendations

Overall, while the design of the project is considered still highly relevant in the current regulatory, environmental and societal context of Indonesia, it will be important to facilitate a process through which most of the key assumptions underpinning the ToC can either be validated or rejected by a broader group of primary AND secondary stakeholders to the project. This should support crafting of a slightly revised ToC, with particular relevance for the project's scaling strategy that easily appeals to those strategic partners who can support scaling and sustainability. At the same time, this process should enhance consistency between planned activities and outputs of the project with the overall goal, with the attainment of its objectives at the scale intended and with the intended impacts and

effects. In turn, that will need to inform a simplified but more purposefully designed results framework and tracking tool.

Specific recommendations include:

Relevance
R1 Broaden awareness and understanding about the relevance of the project with primary (sectoral) and secondary (non-sectoral) stakeholders. This should be considered the main priority of any further work during the first 6 months of 2024 under Component A, and could be best implemented by the PMU leader, supported by a new to be developed strategic communication strategy that includes specifically identified target audiences.
R2 Adjust and quantify project outcome indicators and targets to reflect change through project interventions and to better align with achieving targets 'improved management of 5.5 million hectares of seascapes and 400,000 tons of fisheries into sustainable production levels across the project FMAs' and with the full size of the project investment. For example, the type(s) of fisheries in the target FMAs that actually already produce (close to) 400,000 tons of fish should be identified and targeted with activities during the remainder of this project. This should be considered the main priority of any further work under Component A and D, and a dedicated workshop to achieve this should be facilitated.
R3 Connect with other similar projects (e.g. as currently being implemented with MMAF for BerIKAN and Oceans, as implemented during recent years by Rare, YKAN and KEHATI, and as related to institutionalization of *sasi*, or as related to eco-label and seafood certification schemes) to adopt their lessons or to draw additional relevant lessons such as those relevant to marketing of perishable consumer goods for selection of feasible activities that effectively accelerate impact at the project sites. This should be a priority for the PMU leader, and supported systematically by the new to be developed strategic communication strategy.
R4 Review selection of activities with the following selection criteria: i) do they align with achievement of the project targets i.e. 'improved management of 5.5 million hectares of seascapes and 400,000 tons of fisheries into sustainable production levels across the project FMAs", ii) are they based on lessons learned elsewhere/by other similar projects and on feedback from stakeholders already provided during the first half of the project, iii) will their results be measurable relatively quickly to serve as demonstration of the value of EAFM, iv) will results be scalable and sustainable, and v) do they allow for mobilization of significant co-finance. This should be a priority for the PSC and facilitated by the PMU leader.
R5 Integrate processes to review already provided and new to be provided feedback from beneficiaries (especially community members) more systematically for example by empowering site managers throughout all project management activities. This can be managed by the M&E expert in the PMU in the long term, but a dedicated series of well-facilitated meetings between site managers and local government representatives should be organized during Q1 of 2024 to consider ways that such process can be sustained through already existing 'institutional' arrangements such as those regulated for FMA management and other relevant regional economic development planning processes.
R6 Shift focus and related financial and human resources to component B to improve the project's progress towards measurable relevant outcomes and results. Note that the focus of work under

Component A should also shift, towards supporting engagement of other departments of MMAF and other ministries in support of relevant co-financing of enabling conditions to achieve project targets in the project areas. The required budget for the re-focused activities under Component A, however, will therefore reduce significantly, making it possible to significantly increase resources for work with communities and local government in the project FMAs. This should be a priority for the PSC and facilitated by the PMU leader.
R7 Identify and operationalize relevant opportunities to engage local partners and other government agencies to enhance performance of the project towards acceleration of more relevant outcomes towards "improved management of 5.5 million hectares of seascapes and 400,000 tons of fisheries into sustainable production levels across the project FMAs". This is closely linked to R3 and C2, so it should be part of implementing R1 as it will be especially valuable to align coordination efforts with other departments of MMAF and with other ministries, in support of efficient coastal community development. The PMU and the steering committee should receive additional technical assistance to implement this recommendation, which includes development of a new to be designed communication strategy.
2. Coherence
C1 Optimize synergy and create interlinkages between interventions planned in this project and those in other programs by MMAF, especially with BerIKAN and Oceans. Significant opportunities may also exist by working with other departments in MMAF, especially those responsible for investment in coastal infrastructure and those responsible for sectoral capacity development and collaborative management. This should receive priority attention during more frequently held PSC meetings and can be further supported through A4 with regards expanding the PSC and improving diversity of PSC membership (both technically – especially related to economic development - as well as through inclusion of different type of members - especially private sector).
C2 Identify and activate synergies with other actors in the same sector (e.g., private sector, NGOs) and with government agencies for different sectors operating in the same Indonesian context to mobilize adequate investments to meet the co-financing commitment. Similarly, as for R2, this should be a priority for the PMU leader, and supported by the new to be developed strategic communication strategy.
C3 Increase internal project coherence through review (confirmation or rejection) of previously identified activities, outputs and component outcomes informed by their quantified/proportional contribution overall targets of "improved management of 5.5 million hectares of seascapes and 400,000 tons of fisheries into sustainable production levels across the project FMAs". As this is similarly to R4. but internal to the PMU team firstly, this should be a priority for the M&E expert in the PMU, in close collaboration with the 3 site managers, and they should be facilitated in this through additional technical assistance in this process to also use it to validate assumptions of the ToC. Following the internal implementation of this recommendation, the outcomes should inform implementation of R.4. during Q1, to improve and finalize the draft AWP of 2024.
C4 Spend time with core project decision-makers to review the project ToC with its indicators and to verify underlying assumptions to identify new priority activities. This follows C3, and should be led by the PMU leader during the first quarter of 2024 in support of improving and finalizing AWP 2024.

Effectiveness
EN1 A facilitated evaluation of the impacts of the executing arrangements on the current state of the project should lead to identification of relevant lessons and recommendations for change, particularly with relevance to the ability of the PMU to make project management decisions. The PSC should lead such evaluation during the first quarter of 2024 with support of WWF-GEF and CI-GEF. Meanwhile, decision-making ability should be enhanced by implementing the already available revised SOP, by accelerating AWP sign-off processes within MMAF for timely preparation of cash-flow agreements, and through some additional changes in project management – as suggested in this MTR report.
EN2 Enhance more strategic engagement of key individuals of multiple units in MMAF through increasing understanding of priority objectives and improving information flows for effective coordination. This should be a priority for the PMU leader, and supported by the new to be developed strategic communication strategy.
EN3 Enhance awareness of key decision-makers in different MMAF departments about external impediments flowing from direct needs of communities that are not addressed by engaging other sectoral agencies with relevance to rural economic development in Component B. This should be led by the PMU leader, following a rapid internal process to identify key lessons from the first years of project implementation, and a technical exchange of lessons with other technical experts, such as those implementing similar projects (see also R3). Also, a marketing assessment should be done by seafood trade experts.
EN4 Identify opportunities to reduce obstacles to private sector investment in the small-scale fisheries sector by addressing regulatory barriers through strategic activities in Component A more directly. This can be led by the PMU supported by colleagues from the World Bank who implemented various studies during preparation of LAUTRA on the investment landscape for coastal communities, and who have additional knowledge relevant to this need.
EN5 Put more focus and weight on strategies and activities that result in delivery of the priority outcomes or impacts identified in the project design. This should consider amongst other things, the identification of the type(s) of fisheries for each of the target FMA's that can contribute most effectively to the target of 400,000 tons of fish at sustainable levels and should be facilitated by the PMU leader as part of revisiting the ToC and implementing C3 and R4.
EN6 Adjust indicators (e.g., adding project specific indicators at the objective level, add indicators to enable measuring progress more frequently in support of adaptive management and change indicators that are not useful, or require huge resources to monitor) to guide enhanced ability of project implementors to review the adequacy of change towards expected results and impact at the scale that corresponds with the significant size of the financial investment ~ 70 million USD equivalent. This is part of improving the M&E framework and needs to consider objectives for component D, particularly with relation to monitoring by fishers and other beneficiaries. This should be a priority led by the M&E expert and supported with additional technical assistance during Q1 of 2024.
EN7 Ensure that feedback on the relevance of project activities from working closely with stakeholders – including private sector actors -, is used more immediately for adaptive management. This is relevant particularly to the sustainability of providing 'institutional' support for

maintain *sasi* and other co-management systems. During the first quarter of 2024, the M&E expert of the PMU, should prioritize review and drawing of lessons from information already collected during the first years of the project. Going forward, a more systematic approach to M&E should be applied, led by the M&E expert of the PMU in close collaboration with the site managers, to review feedback by project beneficiaries after each activity, and to prepare clear summaries, in the form of lessons learned, to be considered on a monthly basis by the entire PMU, and on a quarterly basis by the PSC and local government agencies in the target FMAs. This is to be supported by a new to be developed communication strategy.
EN8 Include more other government agencies, non-governmental organizations (NGOs) and community stakeholders in the implementation of project interventions under component B. This must be facilitated by the PMU leader and followed up with preparation of contractual arrangements by the project finance manager as part of the finalization of the AWP. See also EF4.
Efficiency
EF1 Discuss the need with PSC members to shift budget allocations between cost categories, reducing the relatively large portion for travel and meetings, and increasing the portion for PMU salaries and adequate internal and external expertise. This should follow a facilitated meeting to determine the size and composition of an adequate implementation team with a focus on increasing staff at each of the target FMAs.
EF2 Start monitoring intended changes in behavior towards expected results instead of number of participants to meetings and trainings. For example, information to review progress and draw lessons on inclusion of women in decision-making processes or monitoring activities, beyond lists of meeting participants segregated by gender will be highly relevant. This should be guided by an improved M&E system, to be developed during the first quarter of 2024 by the M&E expert in the PMU in close coordination with the site managers and supported with additional technical assistance. It would be useful to consider levers for behavior change identified by Rare as part of the process to more incorporate meaningful indicators in an adjusted results framework.
EF3 Prioritize actions that generate early evidence of the project outcomes for acceleration of impact and change across the target FMAs and review progress more frequently with a larger group of stakeholders. For example, these would be actions that increase the capacity of local communities to evaluate the effect of their fishing activities on the state of the fishery, and actions that address external impediments to shifting towards better fishing practices. This is linked to C3, R4, EN5 and EN6 and best facilitated through additional technical assistance.
EF4 PMU should help MMAF during the first quarter of 2024, to identify which type of actions by which type of actors may demonstrate results/wins against measurable targets in achievable timelines, to avoid wasting time on strategies that depend too much on external factors beyond the sphere of influence of MMAF. This should be guided by improved understanding about relevance of certain fisheries regards their annual production, so that significant progress towards the target of 400,000 tons of fish under improved management will become evident soonest. This follows C2, C3 and is similar as R7.
EF5 Identify actions for which interoperability with other MMAF units and the coherence of interventions with other government agencies is high. This should be led by the TC in close coordination with the PMU leader. It should inform EF4 and is part of C3.

EF6 Increase the size of the executing team in line with the full size of the project investment (~ 70 million USD equivalent). Generally, effective teams should not exceed 7 members, however, this does not mean that the PMU may only include 5-7 members. For example, at each FMA, especially in support of a shift of resources to accelerate implementation of component B, local teams should ideally also include 5-7 members. This implies a minimum of 7 +3*5 = 22 fully dedicated team members for this project. (See also B4.1.1 in annex 8). This should be a priority for a PSC meeting.
EF7 Re-focus effort by senior team members starting in Q2 of 2024 on central level engagement interventions under component A, to ensure co-finance commitments as well as policy pathways to scale and sustainability. This should be informed by C3 and C4 and involves strengthening the PMU team at the central level through additional relevant staff and improving the value of the PSC to project delivery (e.g. see also C1). Identification of policy pathways should be done in the new to be developed communication strategy, for which additional technical assistance will be required.
EF8 Strengthen the local teams in the target areas by recruiting additional team members and improved ability to mobilize funding for implementation of approved activities, and contract mainly local partners from local government agencies, local universities, local NGOs and local knowledge institutes. This follows EF5 and EF6 amongst others.
EF9 Improve coordination and information flow among the project partners by improving knowledge management systems and processes, as originally designed under component D. Consider to outsource this part of the project, following creation of a new communication strategy. See also EN7.
EF10 Refocus responsibilities and empower different people to lead and progress interventions for the different components: i) senior staff in the PMU work with the central government under component A, ii) the site-based staff and local partners lead work under component B, and iii) outsource a systematic approach to knowledge management and sharing to a relevant Indonesian agency or institution for component D.
Impact and Attribution
IA1 Identify and initiate pathways to scale up or replicate the project outcomes and impact. This should be led by the PMU leader, and facilitated by additional technical assistance during the first quarter of 2024.
IA2 Define preferred behavior change with quantified output targets to enable monitoring of measurable contributions to the project targets of “improved management of 5.5 million hectares of seascapes and 400,000 tons of fisheries into sustainable production levels across the project FMAs”. This could be led by the M&E expert of the PMU in close collaboration with the site managers and facilitated by additional technical assistance during the first quarter of 2024.
Sustainability
S1 Similar as IA1, identify and initiate pathways to scale and sustainability of the project results. This should be led by the PMU leader, and should be facilitated by additional technical assistance during the first quarter of 2024.
S2 Start tracking major factors that impact the success and sustainability of results, in particular related to preferred sustainable behavior change for fisheries that could contribute adequately to the project targets of “improved management of 5.5 million hectares of seascapes and 400,000

tons of fisheries into sustainable production levels across the project FMAs". For example, information on the impact of inclusion of women in decision-making processes or monitoring activities, could provide useful lessons. This should be guided by an improved M&E system, to be developed during the first quarter of 2024 by the M&E expert in the PMU in close coordination with the site managers and supported with additional technical assistance.
S3 Identify and initiate a strategy for engagement of stakeholders beyond the sector, in order that other existing financial, economic, social, environmental, and institutional capacities can complement those from the fisheries sector. This should be a priority for the PMU leader during the first quarter of 2024, and result in a new communication strategy. This should be facilitated by additional technical assistance (see also R1).
Adaptive capacity
A1 Develop or add competencies required to engage with actors and decision-makers in fields beyond the fisheries and environment. These include skills to motivate engagement and investment by actors who are mostly external to the sector, but who can help with scaling of project impacts, such as commercial and impact investors or agencies responsible for community development. The work undertaken by the World Bank in Indonesia as part of the global CFI is relevant here. This is linked to EF6 and A4 and will involve expanding the implementation team and working with adequate technical assistance providers.
A2 Invest in additional support for strategic communications of project impacts to increase the value of reports for adaptive management, sharing of lessons learned, but especially to strengthen relation management with other types of government agencies and investors relevant for the SSF sector. The work undertaken by the World Bank in Indonesia as part of the global CFI is relevant here. This is linked to EF6 and A4.
A3 Shift responsibility of the PMU from the need to be directly engaged with work that would deliver the desired results to one of orchestrating a more complex process across multiple institutional elements to deliver impact. This means that the Jakarta-based PMU staff would refocus on work that supports mobilization of relevant co-financing, and sub-contract some of the other responsibilities, for example those for Component D.
A4 Develop and expand the PSC to enable consideration and mobilization of a more holistic package of strategic interventions. Increase the frequency, relevance and quality of information provided to the PSC, to support more frequent reflection by individual PSC members as well as through guided meetings on progress and relevance of the activities. This is linked to EF7 provided that expansion of the PSC includes decision-makers or advisors relevant to private sector investment and allocation of public funding.
A5 Following on project experience, as part of discussing lessons related to experience with the executing arrangements, the PSC should re-consider MMAF's role in supporting livelihood projects in favor of other ways to enhance small enterprise development through partnerships with 'service providers. Informed by outcomes of R7 and C3 amongst others, this may include things like developing a small network of impact investment partners that may serve a growing number of communities and locations across the geographic scope of the project. MMAF could oversee the

work done by these ‘service partners’ ensuring relevant links to conservation and sustainable fisheries outcomes and the shared vision of MMAF and the GEF.

If the recommendations from this MTR are well received and adopted, it is the consultant’s opinion that the project is likely to make significant progress on its main objectives. Once the MMAF – together with the PMU – can demonstrate the logic and effect of the project strategies, the potential for full realization of all project outcomes to materialize increases significantly:

- Funding to increase investment in addressing barriers that hold back the SSF sector from sustainable development and to achieve co-financing commitment,
- Economic development and related wellbeing of local coastal communities
- Adoption by other provincial governments of similar strategies/approaches growing the area of protected and well-managed coastal ecosystems and reducing threats to fish stocks and their productivity, and
- Evidence of an effective role of EAFM in protecting coastal ecosystems, indicating high performance over protected areas and paving the way for more conducive policy and legislation to scale up impact across Indonesia.

List of Abbreviations

AWP	Annual Work Plan
BAF	Blue Abadi Fund
BMP	Best Management Practice
BPS	*Biro Pusat Statistik* – Statistical Bureau
CI-GEF	Conservation International – GEF Agency
CFI	Coastal Fisheries Initiative
COVID-19	Corona Virus Disease 19
DKP	*Dinas Kelautan dan Perikanan* – Local fisheries service
EA	Executing Agency
EAFM	Ecosystem Approach to Fisheries Management
ESS	Environmental and Social Standards
ESMS	Environmental and Social Management System
FAO	Food and Agricultural Organization of the United Nations
FIP	Fisheries Improvement Project
FPAT	Fishery Performance Assessment Tool
FPIC	Free and Prior Informed Consent
FMA	Fisheries Management Area
GA	Grant Agreement
G20	Intergovernmental Forum
GAP	Gender Analysis Pathway
GDP	Gross Domestic Product
GEF	Global Environmental Fund
GFCR	Global Fund for Coral Reefs
GoI	Government of Indonesia
GRM	Grievance Redress Mechanism
HDI	Human Development Index
HR	Human Resources
IDR	Indonesia Rupiah
IPG	*Indeks Pembangunan Gender* – Gender development index
LME	Large Marine Ecoregion

M&E	Monitoring and Evaluation
MHA	*Masyarakat Hukum Adat* – Traditional community rights
MMAF	Ministry of Marine Affairs and Fisheries
MPA	Marine Protected Area
MSME	Micro small and medium scale enterprise
MSP	Marine Spatial Planning
MT	Metric Tonnes
MTR	Mid Term Review
NGO	Non-Governmental Organization
NPC	National Project Coordinator
ODA	Overseas Development Assistance
PMU	Project Management Unit
PNCI	People and Nature Consulting International
PIR	Project Implementation Report
PPR	Project Progress Report
PSC	Project Steering Committee
PRI	Principles for Responsible Investment
PUG	*Pengarusutamaan Gender* – mainstreaming gender
RPJMN	*Rencana Pembangunan Jangka Menengah Nasional* – Medium-Term National Development Plan
SOP	Standard Operating Procedure
SSF	Small Scale Fisheries
SWOT	Strength Weakness Opportunity Threat
TC	Technical Coordinator
TOC	Theory Of Change
TOR	Terms Of Reference
UNDP	United Nations Development Programme
USA	United States of America
USD	United States Dollar
WWF-GEF Agency	World Wildlife Fund Inc. - GEF Agency

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1. Introduction

1.1 Purpose of the evaluation

World Wildlife Fund, Inc. GEF Agency (WWF-GEF) contracted People and Nature Consulting International (PNCI), to conduct a Mid Term Review (MTR) of the WWF-GEF financed project: Ecosystem Approach to Fisheries Management (EAFM) in Eastern Indonesia: hereafter referred to as the "Project." The objectives of the MTR or the "Review" are to:

- examine the extent, magnitude, sustainability, and potential for project impacts to date;
- identify any project design or management issues;
- assess progress towards project outcomes and outputs; and
- draw lessons learned that can improve the project effectiveness, efficiency, and sustainability of project benefits.

1.2 Scope and methodology

The scope of the Review covers the GEF financed components and no activities under co-financing (see Annex 1 for the key elements of the Terms of Reference for this MTR). The CI-GEF implemented portion of the project was operationally complete at the time of the MTR due to a different start date for the WWF-GEF implemented portion, but activities to date were included in the analysis.

The review methodology adheres to relevant guidance, rules and procedures established by WWF-GEF and aligns with guidance from the GEF evaluation and ethical guidelines. Our team provides evidence-based information that is independent, participatory, transparent, and ethical. Our approach ensured that all stakeholder views will be reflected and followed a participatory and consultative approach.

In support of protection of stakeholder rights, participants to the evaluation were offered the opportunity to share possible concerns about the MTR and review team with the PMU staff directly. Special efforts were made to ensure respondents were confident to share their experiences. For example, respondents could opt to share their information anonymously and, sensitive information is presented in a way that it cannot be attributed to the individual.

Between October and December 2023, the team followed the following process steps:

1. Kick-off Meeting – team leader and WWF-GEF review manager. Virtual kick-off meetings to ensure a contract and to discuss the approach to sharing WWF-GEF reports and other relevant documents for the desk review. Output by October 31: contract and access for MTR team to documents.
2. Inception Meeting – all MTR team members and key project staff. Discuss MTR objectives, expectations, timeline, information needs, coordination preferences, and confirm the final deliverable. The PMU leader agreed to provide contact information of government counterparts, partners, and key stakeholders. Output by November 1: Inception report with MTR report outline and list of key stakeholders to be engaged.

3. Desk Review – all MTR team members. Review of all documents listed in the Terms of Reference (ToR) for relevant information and to create assumptions to be validated through consultations. A list of reviewed documents is provided in Annex 2.
4. Interviews, discussions, and consultations with executing partners, Project Steering Committee (PSC) members, off-site beneficiaries, WWF-GEF and support team; PMU and others – team leader. Interview guides were used for in person and virtual consultation meetings. Responses are kept anonymous. If deemed necessary, people interviewed were invited to share their concerns directly with WWF-GEF about the MTR and our team. Annex 3 provides a list of people who participated in the assessment.
5. Field Visits with staff of the PMU and project partners at Menarbu in Roon Island, Watkidat in Kei Besar Island and Kilitay in East Seram Island – Hilda and Dominic (see annex 4). Meetings with project staff, partners, beneficiaries and other stakeholders helped to gather information, validate information presented in reports and identify opportunities for achievement of project success during the remaining project duration. Our field team endeavored to be as inclusive as possible in the engagement of respondents and used semi-structured interviews, group discussions, and direct observations. Responses are kept anonymous. Output by November 30: summary of desktop review and field visit findings and participant list.
6. Debrief Presentation on November 28 – MTR team leader presented main findings from the site-visits and confirmed time of delivery of the full draft assessment report. Output by November 28: PowerPoint presentation with initial findings.
7. Analysis and Draft Report by December 11 – team leader. Written feedback will be invited on clarity and completeness of the MTR as well as on adequacy of the assessment results. A virtual meeting can be facilitated in the week of December 11, to provide points of clarification on the findings. Output by December 22: list of feedback for finalization of MTR deliverable.

The final Report – due end of January 2024, will incorporate corrections and clarifications as needed and be submitted with the feedback log.

1.3 Composition of the evaluation team, including specific roles

As team leader, the evaluation specialist, Dr. Lida Pet-Soede brings to the team a PhD in fisheries biology and management and an MSc. With specialties in socioeconomics of developing countries, tropical aquaculture, and fisheries management. She has more than 20 years of relevant professional experience and extensive experience in evaluation methodologies including for GEF projects as well as in reviewing application of social and environmental safeguards policies projects. In this project, Lida applied her knowledge and expertise mostly to the processes required to conduct consultations with senior team members and key partners in the project. Also, she was responsible for ensuring the quality of the analysis and results. She was the point person for all project coordination.

As field visit leader, Geertruidha Latumeten (Hilda) combines her technical knowledge on marine fisheries and its management with more than 10 years of experience working on fisheries research and more than 5 years working directly with fishing communities and training fishers in support of fisheries monitoring across Indonesia. In this project, she applied her knowledge and expertise to gather information from a selection of project staff and partners and she led the preparation and implementation of the field visits. During field visits she was the main expert responsible for conducting interviews and consultations with project beneficiaries.

As field visit team member, Dominic brings a PhD in coral reef ecology and graduate degrees in marine conservation, biosecurity, marine biology, and aquaculture to the team. He combines his technical knowledge on marine ecologist with over 15 years of experience in environmental monitoring projects. He has lead field teams for marine environmental surveys often in remote and harsh environments using SUBA diving equipment and has extensive experience in developing effective collaborative networks, capable motivated teams, and strategic partnerships for conservation research and -monitoring. In this project he supported the team leader in evaluation of documents, and he supported the field assessments focusing on different elements of environmental monitoring, coral reef ecology and coastal and marine management as relevant to the evaluation.

The MTR team perused all published information and worked with the WWF-GEF Agency team and the PMU, housed in the Ministry of Marine Affairs and Fisheries (MMAF), during frequent virtual meetings. The review team leader coordinated with the evaluation coordinator to ensure efficient implementation of all aspects of the evaluation.

1.4 Limitations of the evaluations

The MTR team could not assess details related to the co-financing commitments as only one letter was available for the amount provided as co-financing by WWF-GEF and the interviews regarding co-financing generated confusion about materialization of co-financing that could not be addressed during the MTR period. Aside from this, participation by project staff and respondents was sufficient. This included 12 responses on the rapid Strength Weakness Opportunity Threat (SWOT), 13 one-on-one virtual interviews with key staff, 10 in-person information gathering sessions, 11 respondents to the Online questionnaire, 7 virtual consultations with external experts consulted, and 59 partners and beneficiaries interviewed during field visits (including 19 Government officials, 38 individuals who are fishers, members of women groups, members of *pokmaswas* or cooperatives, Blue Abadi Fund (BAF) grantees or students.

1.5 Structure of the evaluation report

This assessment report firstly describes the project and development context. This is followed by the presentation of findings, organized under project design, project implementation, Monitoring and evaluation, gender equity, stakeholder engagement, safeguards, finance, and knowledge management. Findings are followed with a conclusion section, which also includes recommendations and some key lessons that can be drawn from the project at this stage. Specific recommended actions are organized for each of the evaluation criteria, which included:

Relevance – The extent to which the project design, outcomes, indicators, and targets remain valid and consistent with local and national development priorities and organizational policies, including the context of the changing circumstances of the country (e.g., political context).

Coherence – The compatibility of a project intervention with other interventions (particularly policies) in a country, sector, or institution. This can include internal coherence and external coherence. Internal coherence addresses the synergies and interlinkages between the project interventions and those carried about by the same sector or institution in country. External coherence measures consistency and compatibility of the interventions among different sectors, but in the same context.

Effectiveness – The extent to which the outputs, outcomes and project objective have been or are likely to be achieved, considering their relative importance. Identify the major factors which have facilitated or impeded this achievement. Review the management structure of the project and determine whether the organizational structure of the project, the resources, the distribution of responsibilities and coordination mechanisms are appropriate for achieving progress towards project outcomes.

Efficiency – The extent to which results have been delivered with the least costly resources possible. This includes efficiency of: funding availability, project management and human resources, coordination, and information flow among the project partners.

Results/Impact- The extent of intended or unforeseen effects that project interventions or strategies will have on the project objective, conservation targets and GEF global environmental benefits, whether positive or negative. Whereas effectiveness focuses on intended outcomes, impact is a measure of the broader consequences of the intervention at different levels. Assess the project's logic or theory of change and the potential to scale up or replicate the project outcomes and impact.

Sustainability – The likely ability of an intervention to continue to deliver benefits, progress and impact after external support has ended. Determine the degree of support and buy-in given to the project at the national and local level.

Adaptive capacity – The extent to which the use of M&E, lessons learned and adaptive management are used to meet indicator targets and mitigate project issues (such as design flaws or any adverse impacts of the project).

2. Project Description and Development Context

2.1 Project start and duration

The Grant of the project "Ecosystem Approach to Fisheries Management In Eastern Indonesia, FMA – 715, 717 & 718) Components A, B, and D is being implemented over an extended six-year period: 2020 – 2026. The GEF Secretariat provided CEO approval in 2017 and it would have been possible to start the WWF-GEF implemented project at the end of 2019 after signing of the Grant Agreement (GA) by the Ministry of Marine Affairs and Fisheries (MMAF). It took MMAF another year to hire the company which would contract the PMU and the first annual work plan was approved on May 25, 2021, after which project implementation could start. The project was part of a larger program called "The Coastal Fisheries Initiative (CFI)" which is a global effort to preserve marine resources and ensure that coastal fisheries can continue to play their crucial role in society, contributing to food security, as well as economic and social development. CFI was designed to provide hands-on support to coastal fisheries in six countries across three geographies: Indonesia, Latin America (Ecuador and Peru) and West Africa (Cabo Verde, Côte d'Ivoire and Senegal).

There were several issues during the project development and start-up which affected effective operations during the early phase. Of particularly relevance are: i two different implementing agencies were working with different executing agency on one project ii) the executing agency was decided by the GEF Secretariat to be changed from WWF Indonesia to the MMAF, where no previous experience existed with in-house project management of such large GEF project, iii) almost three years of delay

between GEF CEO endorsement of the project in 2017 and signing of the Grant Agreement at the end of 2019 due to challenges in the Department of Captures Fisheries in MMAF, iv) required financial management due diligence by Price Waterhouse Cooper to which MMAF voiced concern of being subject to a financial due diligence and disputed its findings, v) unwillingness of MMAF to set-up an inclusive PSC which includes partners; vi) long time for finalizing MMAF's Standard Operational Procedures (SOP) for the project; vii) lacking financial management standards, viii) WWF-Indonesia decided not to be involved in the project execution, ix) travel and meeting restrictions during the COVID-19 pandemic limited opportunities to introduce the project and select appropriate target sites systematically and effectively. Additionally, following alleged misuse of funds some changes in project management procedures and oversight were made, culminating more recently in adjustments to the project grant agreement. Related lessons learned should be drawn and recorded along with mitigation steps taken, and good practices implemented by other Indonesian ministries experienced with GEF project implementation to generate guidance for MMAF execution of future GEF projects.

2.2 Concise summary of project evolution, underlying rationale, and strategies to achieve conservation results

Important theoretic and regulatory context to the design of the project included provisions in Law/No. 45 of 2009 which states that fisheries management is a unity of three components: 1) fisheries resources and their ecosystem; 2) utilization of fisheries resources in socio-economic terms; and 3) fisheries policy. Following the enactment of this law, MMAF decided to develop the EAFM framework as a means to advance sustainable development and EAFM was given a mandate just prior to the development of this project through the Decree of the Directorate General of Capture Fisheries, KEP-DJPT/No. 18/2014 and its attachments, as well as in PERMEN-KP/No. 9/2015 concerning work competency standards that must be implemented by the government and its partners in EAFM. That is the attachment to the regulation PERMEN-KP/No. 18/2014 is inseparable from the provisions and provisions of technical guidelines as a reference for the central government, regional governments and all stakeholders in the field of developing, implementing, monitoring and evaluating the status of EAFM in each FMA and refers to the FAO definition (2003):

'An ecosystem approach to fisheries seeks to balance diverse societal goals, by taking into account knowledge and uncertainty about biotic, abiotic, and human ecosystem components and their interactions and applying an integrated approach to fisheries within ecologically meaningful boundaries.'

MMAFs decision also recognizes the importance of strategic planning from national level and regional level decision makers and the need to include socio-economic objectives, environmental considerations, and aspects relevant to specific fishery resource targets in EAFM planning objectives. Decision no. 18/2014 recognizes that EAFM implementation requires two types of planning: i) related to strategic planning policies, and ii) management planning to implement the EAFM strategy. MMAF adapted a FAO schematic to describe how these relate during EAFM implementation (Figure 1) and has noted that strategy planning must consider goals set in the policy plan relevant to Indonesian fisheries and other sectors.

The Project – when designed – was a first to support EAFM planning and implementation with the goal to contribute to coastal fisheries in FMA 715, 717 and 718 delivering sustainable environmental,

social, and economic benefits and demonstrating effective, integrated, sustainable and replicable models of coastal fisheries management characterized by good governance and effective incentives. When it was designed, measurable targets were improved management of 5.5 million hectares of seascapes and 400,000 tons of fisheries into sustainable production levels across the project FMAs.

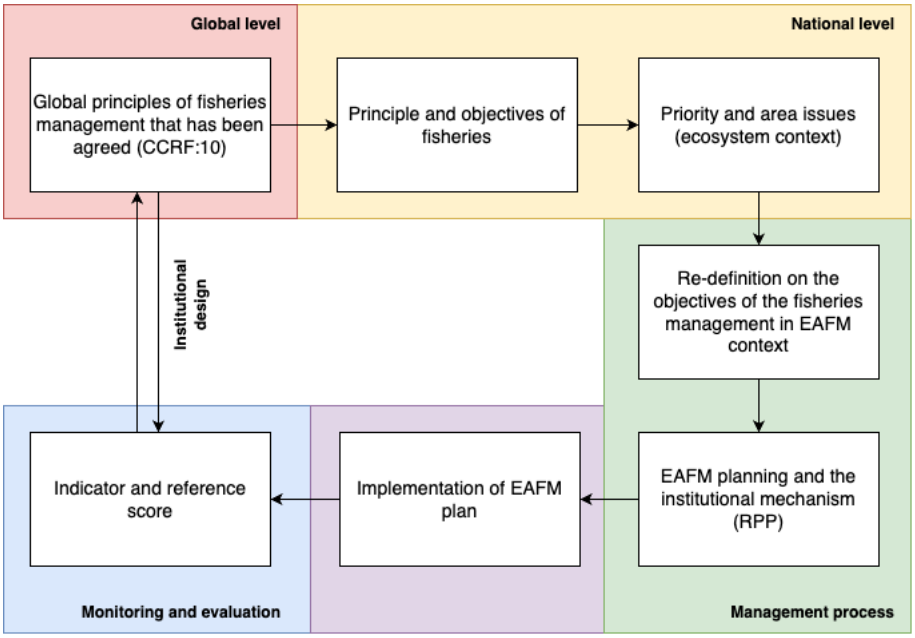

Figure 1. Process of EAFM planning and implementation

Source: Figure 1.3 4 which is a modification of a schematic created by the FAO (Staples and Funge-Smith 2009) and used in SDI KKP, 2014.

To achieve the targets, strategies were identified for four project components:

Component A: Implementing Enabling Conditions for EAFM in FMA 715, 717, and 718.

Objective: Increasing capacity and compliance of coastal fisheries stakeholders to implement EAFM policies and regulations by applying relevant rights and collaborative management mechanism and financial incentive scheme.

Component A: Implementing Enabling Conditions for EAFM in FMA 715, 717 and 718
Outcome A.1: Enabling policy: National and local policy and institutional frameworks (including Fisheries Management Plans – FMPs) amended to contribute to the implementation of a holistic EAFM.
Outcome A. 2: Enabling awareness: Holistic EAFM based plans in place demonstrating the benefits of harvest controls and co- management to fishers and province level managers.
Outcome A.3: Enabling incentives: Locally based financial mechanisms established to demonstrate coastal ecosystem conservation as part of a holistic EAFM.
Outcome A.4: Enabling skills: Capacity of fishers, fish workers, and provincial and district government agencies enhanced to effectively participate in the implementation of holistic EAFM approaches.

Component B: Implementing EAFM Tools to support EAFM in FMA 715, 717 and 718.

Objective: Selected coastal fisheries are improved by using tools such as Best Management Practices (BMPs), Fisheries Improvement Projects (FIPs), Marine Protected Areas (MPAs) and application of the EAFM principles at key locations.

Component B. Implementing EAFM Tools to support EAFM in FMA 715, 717 and 718.
Outcome B.1: Improved planning and management of MPAs for cross-sectoral collaboration implemented as part of a holistic EAFM approach that includes ecosystem restoration and conservation strategies and other innovative approaches
Outcome B.2: Small scale business sector investment increases in coastal fisheries management
Outcome B.3: Business sector invests and implements FIPs.

Component C: Sustainably Financing the Protection of Coastal Ecosystems and EAFM Activities in FMA 715 and 717.

Objective: (operationalization of the Blue Abadi Trust Fund in West Papua Province – FMA 715 and 717 – with the objective of) establishing a network of local institutions are that are permanently financed to continue work to protect coastal ecosystems, recover local fisheries, and enhance EAFM for the benefit of small-scale local fishers and their communities.

Component C: Sustainably Financing the Protection of Coastal Ecosystems and EAFM Activities in FMA 715 and 717.
Outcome C.1: Financing provided to the Blue Abadi Fund for critical coastal ecosystem protection and EAFM in West Papua Province (FMA 715 and 717), results in Indonesia's first sustainably financed MPA network, serving as a national and regional model for sustained marine resource management, as well as in positive impacts to ecosystem health, fisheries production, and the livelihoods and food security of local fishers and their communities.

Component D: Implementing knowledge management, monitoring, and evaluation for sustainable coastal fisheries in FMA 715, 717 and 718.

Objective: Development of monitoring, evaluation, reporting and knowledge management platform for data dissemination, communication from learning and adaptive management.

Component D. Implementing knowledge management, monitoring, and evaluation for sustainable coastal fisheries in FMA 715, 717 and 718.
Outcome D.1: Results-based performance monitoring used to track project status and inform governance and management of project sites to support EAFM in FMAs 715, 717 and 718.
Outcome D.2: Existing and new data and information management systems established, maintained, and updated so that information is secure and available.

Outcome D.3: EAFM information for coastal fisheries management available and disseminated in the respective FMAs, the CFI Programme and other interested national/regional/global audiences.

Combined, the underlying rationale or logic of these components makes up the following ToC: IF there are regulations and legislation that protect productive and healthy coastal and marine ecosystems (Component A), AND there are examples of coastal communities being helped through relevant tools and incentives (Component B and C) to successfully comply with these regulations and legislation for their livelihoods, THEN there will be evidence that coastal fisheries can bring benefits sustainable development for Indonesia, which can be shared widely to replicate and scale up the success of project interventions across Indonesia's coastal areas (Component D). This can be visualized in a Conceptual Framework (Figure 2).

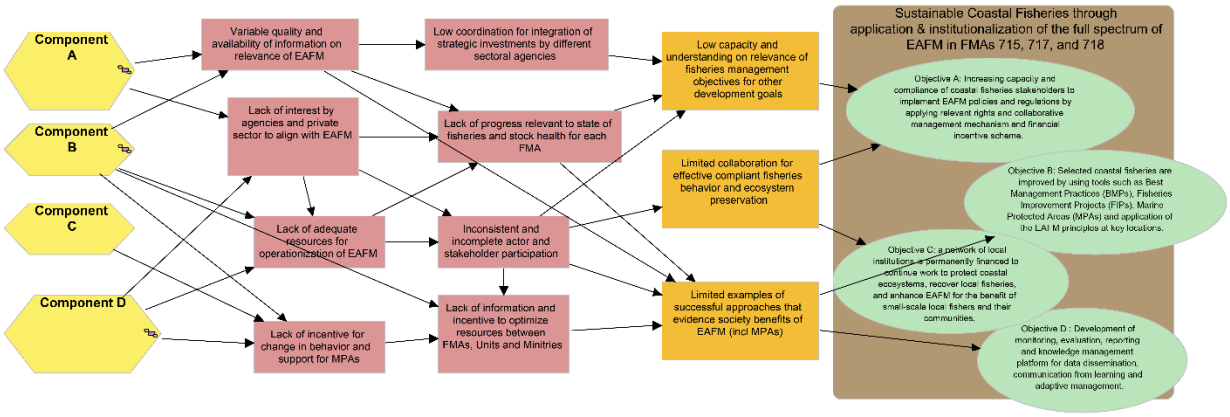

Figure 2. Conceptual framework of the project logic for Components A, B, and D created by the MTR team

2.3 Main stakeholders and beneficiaries

The official WWF-GEF Project Document (ProDoc) lists an extensive list of primary and secondary stakeholders, at the national provincial, district levels of the target areas, which were identified also as implementers and beneficiaries of the Project. The ProDoc describes that stakeholders have been divided into categories: 1) primary stakeholders who will be an active participant in the project's implementation and 2) secondary stakeholders whose support will be important for the successful implementation of the project and will be informed regularly about its progress. The term 'beneficiaries' is not defined in the ProDoc, but the result framework mentions a definition for direct beneficiaries by copying GEF's Core Indicator 11 as : "*individuals receiving targeted support from the project*". 'Targeted support' is further defined as "*participation in working groups*". This definition appears rather narrow and while it is generally understood that beneficiaries are people living in coastal fishing communities, this unclarity may lead to ineffective selection of potential project beneficiaries and difficulties when monitoring attributable results and ultimate project impacts.

2.4 Discussion of baseline (of indicators) and expected results

Progress made on achievement of the expected outcomes of the project is tracked using a results framework and tracking tool. Prior to discussing current baseline values of indicators captured in the

results framework, details of the development context to the design of the project must be understood. The development context includes theoretical, regulatory, and societal elements.

When this project was designed it was appreciated that Indonesia's ability to support sustainable coastal and marine development faced increasing coastal population, greater commercialization of marine resources, a decline in fish stocks from overexploitation and destructive fishing, as well as challenges with effective fisheries management. Following Indonesia's maritime growth plans, the coastal region was expected to contribute significantly to the nations' economy through a variety of goods and services derived from coastal ecosystems. It was therefore relevant to note that conditions for sustainable coastal economies differed between areas in western and eastern Indonesia, which was the main reason behind selection of the three FMAs in eastern Indonesia.

Also, while in 2019, Indonesia was the largest economy in Southeast Asia, the 10th largest economy in the world and the only Southeast Asian country in the G20, the nation's economy was largely commodity-driven even as it had been steadily growing with approximately 5-6% since the Asian financial crisis in 1997 (World Bank 2020). Only 2.6% of Indonesia's Gross Domestic Product (GDP) which reached IDR 15,834 trillion in 2019 was generated by the fisheries industry, and geographically, Java dominated economic activity contributing 59% to the national GDP; followed by Sumatra (21%), Kalimantan (8%), and Sulawesi (6%) while the remaining islands combined, contributed only 5% (BPS 2020). It was hence appreciated during project design, that conditions for sustainable fisheries development in the target FMAs in eastern Indonesia, should include investments in transport electricity and communication infrastructure, access to finance for rural communities and development of skills and information that would facilitate efficient access to market, and production of \ consumer goods and services for local and urban markets throughout Indonesia.

Lastly, and importantly, the Human Development Index (HDI)[2] used by the United Nation Development Programme (UNDP) which measures human development outcomes based on several basic components to assess quality of life: 1) long life and healthy life; 2) knowledge; and 3) a decent standard of living, were also considered at the time of the project design. The UDNP HDI classification, which has been adopted by the GOI through BPS, are: i) Low status = HDI < 60; ii) Moderate status = 60 ≤ HDI < 70; and iii) High status = 70 ≤ HDI < 80. Indonesia's HDI increased to 71.39 in 2018 (2.6% increase from 2015) which moved the country to the high HDI status category, however, at the sub-national level, the lowest 2018 HDI value of 60.06 was determined for Papua province with other provinces relevant to the project FMAs only scoring slightly higher. Indeed, there is a difference with provinces in western Indonesia due to differences in access to economic activity, health, and education. Typically, also, in eastern Indonesia, the importance of customary governance mechanisms was considered when the project was designed to strengthen opportunities for collaborative management.

[2] The HDI is a summary measure of average achievement in key dimensions of human development: a long and healthy life, being knowledgeable and have a decent standard of living. The HDI is the geometric mean of normalized indices for each of the three dimensions. The health dimension is assessed by life expectancy at birth, the education dimension is measured by mean of years of schooling for adults aged 25 years and more and expected years of schooling for children of school entering age. The standard of living dimension is measured by gross national income per capita. The HDI uses the logarithm of income, to reflect the diminishing importance of income with increasing GNI. The scores for the three HDI dimension indices are then aggregated into a composite index using geometric mean.

3. Findings

All criteria marked with (*) are rated in Section 4.4. During the review of documents, special attention was given to the level with which the executing agency and partners continue to plan for impact of its project and to the progress and impact reported. While the first set of findings focuses more on the design elements of the project, certain notes related to the design of the project could also be reported under the set of findings on the project implementation, particularly as they relate to adaptive management processes.

To start, it may be useful to consider the results of a rapid SWOT assessment prior to the detailed findings presented below. The SWOT results that are provided in Annex 5 reflect observations shared by people who are intensely involved with the project. Their responses were grouped in three main categories that are relevant to the current and ultimate project impact: Design, Execution, and Adaptive capacity. More specific findings by the MTR consultant team are described below, and it should be interesting to note the level of agreement between the SWOT results and MTR findings. Most findings are supported with examples derived from reviewed documents and from information provided (anonymously) by people interviewed.

3.1 Project Design

Assessment of Relevance and ToC (project logic/strategies) together with assumptions and risks

Development of a ToC and conceptual framework is an important part of the preparation of any project as it shows a causal pathway from the current to the desired situation by specifying what is needed for goals to be achieved, articulating underlying assumptions or hypotheses which can be tested and measured. It also helps generate useful understanding about the organizations' sphere of influence.

The details provided in the ProDoc indicate a deep understanding by project designers of the issues relevant to the attainment of the project goal at the scale intended. Now that the project has been active for a few years, it should be a priority to validate the ToC and its assumptions and adjust the work accordingly for the remaining project duration to address risks to the achievement of the project objective. As per design of the project, validation of the ToC in relation to reviewing main lessons from activities, should also be the focus of future reflection workshops.

At the time of the project design, assumptions must have been built mostly on an assessment of the geopolitical context to EAFM, nationally and locally in the project target FMAs. There is no evidence the relevance of EAFM has reduced or changed during the past years. Other than travel and meeting restrictions related to the COVID-19 pandemic, no major theoretical, regulatory, or societal changes appear to have occurred that directly impacted the context in which the project was implemented during the past 3 years. The types of interventions included in the design of the project are well supported by current prevailing theory. Also globally, there is a clear trend towards community- and nature-based solutions in the field of coastal conservation and Small-Scale Fisheries (SSF) development.

From quick review of national policy documents, and progress reported on development of locally relevant decrees, the attitude of MMAF as project executor towards EAFM remains positive. However, and as per original design, there is an increasing need to accelerate pathways to scale and

sustainability of project interventions. Anticipating success in the development of a replicable model, the project designers included a policy advocacy element in the project design, for the advancement of national and provincial policies which will strengthen the legal context for adoption of the holistic EAFM approach as well as the mobilization of public and private investment required to reach the scale and sustainability required. While the CI-GEF led component C, managed by KEHATI may appear to have been interpreted by KEHATI to be focused on just one part of the overall project target e.g., "improved management of 5.5 million hectares of seascapes…" through supporting sustainable financing for activities related to effective MPA management, as per the original design, additional activities under component C should be a more significant part of a yet to be created replicable model.

To motivate engagement of public and private sector actors who can operationalize such much-needed scaling and sustainability pathways, it is becoming increasingly important to have actual measurable impacts of the project interventions from the pilot sites. While the project design is considered relevant, wide understanding about the project logic is needed to reduce risks to sustainable impact, so prioritization of any further planned work to be financed by the project under Component A should enhance the project' chances to successful replicability and magnification. Fortunately, MMAF can build on experiences generated through various of its other projects, to efficiently re-focus project resources.

Lastly, it is relevant to note that this project may not be unique in facing significant delays, however, the organizational arrangements that came with the special nature of the project organization added challenges. Lessons regarding the impact of the arrangements i) MMAF as executing agency for components A,B, and D, holding the funds AND implementing activities-, and ii) two GEF agencies using different result frameworks, on the status of the project must be drawn as well on to the perceived lack of ownership, as these are useful for future design of effective conservation strategies and interventions for both MMAF as well as the GEF[3]. Indeed, when this project was designed, some elements were quite innovative, especially the linkage of social and ecological dimensions of coastal SSF communities. However, as several other projects and organizations have since tested similar interventions as designed for this project, the PMU and the MMAF can now capitalize on lessons generated through other projects. Even while it was explained to the MTR team leader that much of the knowledge management work was driven by the FAO for the CFI program coordination, the design of Component D for the Indonesia child project clearly calls for a well-structured structured approach to knowledge sharing in order to evidence the value of EAFM for sustainable economic development of coastal areas and to enable highlighting how the sector could more effectively contribute to the nation's prosperous future.

3.1.1 Analysis of M&E* Design

Indonesia has a long history of implementing marine and coastal management programs and projects that have contributed to the development and implementation of critical environmental and ocean related policies, legislation, plans and programs. Since the 1990s, these institutional policies have directly shaped approaches towards improving coastal livelihoods. Accurately defining, measuring, and attributing impacts of the various support programs is vital to evaluating impacts of investment

[3] It is noted that the GEF Secretariate no longer allows that implementing agencies also manage projects, unless they receive an exception.

through these programs and to adjust sectoral policy and motivate appropriate and adequate public sector investment of other significant agencies in Indonesia's coastal areas and -economies. This project should not be an exception and support validation of the value of applying EAFM to address identified challenges to sustainable coastal fisheries and coastal economies.

A results framework was developed during initiation of the project in early 2020. Prior to selection of pilot sites or beneficiaries, it is necessary to gain understanding of the overall socio-ecological system relevant to the overarching project targets and to define target behaviors of actors relevant to those overarching project targets and gain a reasonable understanding of likely motivations and barriers to successful behavior change of target actors. A baseline assessment was conducted during 9 days in 2021 in the three target FMAs. It must be noted that this is rather late in the process of project preparation and does not appear to be an adequate amount of time for identifying pilot sites and beneficiaries in such an extensive area. Also, it is not clear whether BAF grantees were selected with specific relation to targets of this project, but this appears not the case.

The highest-level indicators for project targets of 'improved management of 5.5 million hectares of seascapes and 400,000 tons of fisheries into sustainable production levels across the 3 project FMAs – 715, 717, 718', are ambiguous and appear to be missing from the tracking tool used to support reporting of progress. Generally, most of the indicators selected to monitor progress for components A, B, C and D appear suitable as output indicators, yet, their suitability as indicator for outcomes for each component is significantly less. Also, generally, target values for most indicators are not very ambitious, considering the large financial investment of the GEF grant and co-financing commitment.

These design challenges will make it difficult to measure change, to validate assumptions that were made when strategic interventions were selected and to support adaptive management processes, also related to selection of grantees for BAF. It will also be difficult to evaluate attributable impact of the project and its individual components. This point must have been raised when the project approval was delayed, particularly because some of the project targets were already achieved before the project could start. More details on the result framework and related ability for monitoring and evaluation of project results and impacts are provided in section 3.3.

3.1.2 Lessons from other relevant projects incorporated into project design

As mentioned in section 3.1 the project was rather innovative when it was designed. However, due to delays with the project initiation, there have been several other projects implementing similar interventions and it is not evident that lessons from such other projects are much considered for their relevance.

For example, argumentation for creating a *sasi* label appears outdated: "*Greenbiz in 2008 reported that Eco-Label products have the potential for success because they will ultimately encourage sales and create consumer loyalty.*" Since 2008 was 15 years ago, it should be possible to validate this statement and say something about the relevance of the *sasi* label strategy. In fact, there has been much progress regarding development of 'eco' or 'better-choice'-labels in Indonesia, not just for forestry and agricultural products, but also for seafood. Also, assumptions of a causal link between creating a *sasi*-label and adoption of EAFM and eradication of destructive practices should be validated now, prior to allocating any further resources to its development. As was stated: "*This activity is one of the efforts to protect the coastal ecosystem by supporting efforts to utilize catches*

produced from the sasi management area to be developed as a product with a more profitable selling value because it is produced from the protected area." Unfortunately, however, experience with seafood labels imply that premium prices may not be counted on, not even for those targeting international markets, and that domestic markets are not yet so discerning as to warrant development of profitable effective supply chains around labeled seafood. These experiences indicate major challenges to the success of developing a *sasi*-label. As it could not be determined whether an adequate market study was conducted for such *sasi*-label, it is important that efforts are undertaken using project resources to review such lessons learned from other labels and consider consequences for the planned work accordingly.

There are many opportunities to learn from other projects, and it is particularly relevant to consider lessons that are related to pathways to create scale and sustainability for the project interventions. Sections 3.1.4, 3.2.2 and 3.5.1 offer further details and suggestions for efficient incorporation of lessons from other projects for more effective achievement of progress towards project outcomes.

3.1.3 Additionality

Targets are 'improved management of 5.5 million hectares of seascapes and 400,000 tons of fisheries into sustainable production levels across the 3 project FMAs – 715, 717, 718', and as it is currently not possible to review how this project has actually contributed to these targets as most progress reported describes implemented activities, and does not link these with a quantified contribution to the targets As mentioned in other sections of this report, it will be important to select target fisheries with regards their potential to efficiently achieve progress son the 400,000 tons element of the project target.

Also, there are several statements in progress reports that are not adequately evidenced, reducing the potential for this project to show its additionality. One example comes from the CFI Indonesia_4th PIR_FY2023 report which states "*The adoption of Good Fish Handling Practices aboard ships and at fishing ports promoted quality control and reduced wastage,* ***contributing to improved economic and environmental outcomes***." Another statement in the same document claims: "*Ocean Accounting in Cenderawasih Bay allowed for a holistic assessment of marine resources, while the preparation of the Seram National Strategic Area Zoning Plan for both Seram Sea and Nuhuyut Island* ***facilitated sustainable development within these ecologically important regions***." Even if these types of statements were to be verified, more specific information on what economic and environmental outcomes or what type of sustainable development resulted from the stated activities is required to support claims of project additionality.

3.1.4 Replication approach

As described in earlier sections, during the design of the project, its interventions were innovative, and so the ProDoc claims that this project is different from others at the time because it would allow for implementing of the "*full spectrum of EAFM activities*", lessons of which would be shared for replication purposes. Therefore, in the original design, and in the larger Global CFI project, due attention was given to a structural approach to learning through application of cross-cutting themes and sharing of related experiences for these themes across countries. Global CFI meetings and learning exchange events were included in the project design. In the Indonesia project, Component D

was designed to support learning for adaptive management and creation of a 'model' for replication of a holistic EAFM approach to reach scale across three FMAs and potentially across relevant coastal areas throughout Indonesia.

Review of documents and interviews indicate however, that a particular strategy to reach actors and decision-makers who can ensure replication is missing from Component D. Review of progress reports indicates that until this point, only few lessons were drawn from the project. Increasing understanding of more of the primary project stakeholders that Component D was included in the project design to inform specifically selected strategic actors and decision-makers for replication of successful approaches, conditions to align activities for achievement of outcomes under component D may improve.

Furthermore, and this may be caused by the fact that different people implement the project than who designed it, it appears that understanding by key project stakeholders about what constitutes the 'full spectrum of EAFM activities' is currently not very high. Instead, many people interviewed had not heard of EAFM, and those who had heard about it, mostly appear to consider environmental elements only, forgetting the human elements of EAFM and its interlinkages. This further limits the current team's ability to devise a replication approach that indeed reflects EAFM to its fullest extent.

Lastly, as already mentioned in sections 2.4 and 3.1.1, it was not possible to determine from documents or interviews why certain project sites were chosen, nor whether specific local or other conditions impede or contribute to project success. This makes it difficult to progress effectively towards replication of the approach. Fortunately, since this project was designed, there have been several initiatives by MMAF and other organizations that resulted in potentially replicable models. Several of the interventions that are/will be tested in this project, may complement interventions tested in other models.

From engagements with senior MMAF and PMU staff during the MTR, it appears that the interest in this project is growing, which should make it easy to engage particularly those individuals within MMAF units who have much experience with other models and to co-develop meaningful and mutually beneficially pathways to scale successful approaches for EAFM throughout the three FMAs and beyond.

3.1.5 WWF-GEF, CI-GEF, MMAF, and KEHATI comparative advantage

During the design of the project, which started in 2015 and ended when the project was GEF CEO approved in May 2017, there were clear comparative advantages of each project partner. As the project implementation was much delayed, the actualization of these comparative advantages may have suffered, but considering the significant time and budget remaining, and the progress made by each of these partners individually and separately from this particular project, it is worthwhile to consider these advantages again. Particularly, as the MMAF with its Global CFI partner - the World Bank – has embarked on the implementation of LAUTRA, and CI has really become a global front runner on inclusive marine conservation approaches AND is much involved with the Global Fund for Coral Reefs (GFCR), there are evident opportunities to aide this project towards accelerated achievement of project outcomes.

It is important to mention the potential value of strengthening collaboration with KEHATI beyond their management of the BAF under component C. Few people remember perhaps that KEHATI launched a green index in 2009 called the Sustainable and Responsible Investment or 'SRI-KEHATI' Stock Index. This index refers to the United Nations' Principles for Responsible Investment (PRI) and was published in collaboration with the Indonesian stock exchange. Currently the 'SRI-KEHATI' Index is the only reference to investment principles that focuses on environmental, social and governance aspects in the Indonesian capital market. Based on these categories, the 'SRI KEHATI' index selects 25 public companies listed on the Indonesian stock exchange and the list is always reviewed, evaluated and updated in May and November. The stock price performance of companies listed in the 'SRI-KEHATI' Index has continued to increase since this index was launched. According to the KEHATI website, there are several investment managers who sell products based on the 'SRI-KEHATI' Index, with significant assets under management. This, and other experiences of KEHATI could be useful when reconsidering whether and how to prioritize new activities under Component A, specifically for working on enabling policy that supports sustainable investment in the SSF sector.

3.1.6 Coherence/linkages between project and other interventions within the sector

While this may not have been retained or appreciated sufficiently during the project design, it is especially the coherence with interventions planned from outside the sector that provide great opportunities during the next and remaining 3 years of the project. Particularly, there are several other Indonesian government agencies who strive to achieve Indonesia's national development agenda. Infrastructure, education, health are but a few of the basic investment areas that Indonesia has already identified for improvement. Significant national budget is allocated to address basic needs in remote outer parts of Indonesia's archipelago.

By prioritizing Indonesia's coastal small-scale fishers and their families for investment in adequate infrastructure and in their ability to enter or participate more effectively in Indonesia's market economy, the thousands of people who make up the seafood sector may increase its performance and related contribution to a sustainable national development agenda. When the PMU and the MMAF - through this project – can focus more effort on aligning public finance of other sectoral government agencies at the central and province level to the coastal fishing communities and to the management of supporting coastal ecosystems, then the committed co-financing amount may also be met more easily. Fortunately, the MMAF has much experience working with different government agencies at the provincial levels through its important work around marine spatial planning for the creation of all the provincial coastal and marine spatial plans. The spatial plans relevant to the provinces that are part of the three target FMAs offer a great opportunity to start engaging other government agencies behind this sector and EAFM.

3.1.7 Governance and management arrangements – as designed and implemented

For the different institutional elements of the entire project organization to be effective in decision making towards achieving project results, implement adequate strategies to achieve goals, and mitigate a variety of risks, a high level of trust amongst members of the leadership bodies, and of trust by the staff in the leadership will be required. There have clearly been significant efforts over the years

to create an oversight structure aimed at combining both legal requirements as well as functional needs. This had various implications on the approach to decision-making.

It was explained to the MTR team leader that the design included two different GEF projects, one with WWF-GEF and one with CI-GEF. Upon request by the GEF Secretariat, these were merged into one project with WWF-US havening a legal arrangement with MMAF as the executing agency for components A, B, and D and CI-GEF having a legal arrangement with Kehati as the executing agency of component C.

MMAF acts as the Executing Agency (EA) for components A, B, and D and is responsible for the day-to-day management of project results entrusted to it in full compliance with all terms and conditions laid out in the SOP, GA, and ProDoc. Text from the most recent SOP was used to describe the arrangements. The project structure consists of: MMAF as the EA, the Project Steering Committee (PSC), a National Project Coordinator (NPC), a Technical Coordinator (TC) and a Project Management Unit (PMU) as presented in Figure 3.

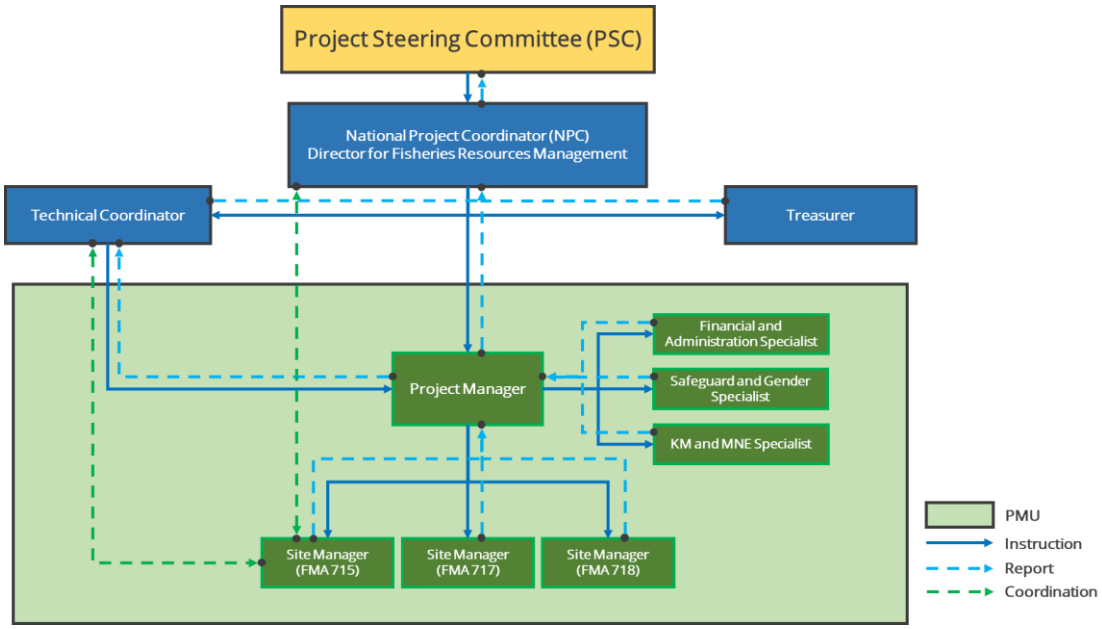

Figure 3. Project Organizational Structure of the Project. Components A, B and D

As lead EA of the majority of the project, MMAF is supposed to work with WWF-GEF Agency for the timely implementation of the agreed project results, operational oversight of implementation activities, timely reporting, and for effective use of GEF resources for the intended purposes and in line with WWF-GEF Agency and GEF policy requirements.

As noted earlier in section 2.1, the decision to exclude WWF-Indonesia as executing agency from this project, left the WWF-GEF Agency with the task to support effective, transparent, and high technical quality project implementation from Washington DC, USA. Even if the GEF Agency added a consultant on location to its team, interviews indicate that this has not been without some significant challenges. Also, it is important to note that interviews indicate some incidents of alleged misuse of funds and that the way that MMAF dealt with this left lingering concerns about the project.

From interviews, it appears that effective implementation of some functions in the project management structure has faced challenges. It appears that some PSC members indicate a very high motivation to contribute to the success of the project but not all PSC members engage similarly with the organization and some appear to fill a position in name, but less so in practice. At current it appears that relationships between some PSC members are strained which affects communication and collaboration and is not conducive for effective decision making. The size and complexity of the project calls for a model that empowers the members of the PMU to make decisions relevant to effective and efficient daily operations. The funds however, continue to be managed by the MMAF, and to address the challenge with effective decision-making on resource allocation, there now is a significant opportunity to enhance the composition of the PSC by diversifying its membership and include individuals with complementary knowledge and expertise as relevant for the scaling up of impact through engagement of stakeholders from other sectors. The WWF-GEF had recommended expanding and diversifying the composition of the PSC through more technical and stakeholder representation (e.g., local government representatives for the target FMAs and representatives of relevant CSO). More recently, the PSC has been made slightly more diverse, but additional members do not have voting rights and further expansion and diversification for improved adequacy of the PSC is needed. It must be noted that this will not replace the need to optimize procedures for financial expenditure.

The main benefits of such a model include that the PSC operates at strategic level and provides a supporting role to an executive team – the PMU - that must make decisions for increasingly complex matters, especially as related to mobilization of financial resources for approved activities. In their strategic role, a more diverse PSC can support the PMU by adding knowledge relevant to the field and trends. A more diverse set of experience and relations provided through a strategically designed PSC may also make it easier for other types of government partners to understand and engage with the project on its more holistic approach to generate change and impact. For this model of decision-making however, it is required to ensure that plentiful information flows to PSC members which helps build trust in the solidity of the review process and competency of staff/PMU. To ensure relevant information reaches the PSC, the ToC must guide the work of programme staff and there must be a consistently logical process leading to decisions that can be defended. It can be helpful to complement expertise in content areas by mobilization of external expertise to the PSC to ensure adequate information and critical eye.

It is the opinion of MTR lead expert, however, that even if the PSC will be enhanced, significant risks to efficiency continue to exist, aside from those caused by complex processes to mobilize financial resources for activities and sub-contracts. For example, while all job descriptions/responsibilities for the project management unit are included in the SOP, from interviews it is clear that many of the PMU staff do not have adequate background or competencies to fully implement their job responsibilities. During the early days of project design, there were several WWF-Indonesia experts with relevant experience and knowledge on EAFM, but currently, it appears that only the current PMU leader enjoys a PhD degree in relevant disciplines and that most of the other PMU staff has enjoyed education in fields that are not directly relevant to their job descriptions. From interviews it also appears that the hiring process did not follow basic HR practice and that job performance evaluation can be much improved, particularly related to identification of development needs and related follow up. Other risks to efficient project management are described in sections 3.7 and 3.8.

3.1.8 Country ownership

As MMAF is the main executing partner of this project, a high level of interest in the project's success may be assumed. However, as described earlier, the project appears to suffer from a lack of understanding by different MMAF units of its purpose and of its potential to support MMAF sectoral goals. Also, the project administration has faced impacts from different interpretations of the limitations and allowances of the available project resources. Even if review of the first year AWP indicates a relatively strong level of coherence between planned activities for component A and the project outcomes, however, following AWPs indicate that many of those activities were not implemented as well as a shift to activities that are less relevant to the achievement of the overall project outcomes. This does not reflect a high level of ownership by MMAFMMAF over the project.

Also, as reported in one of the project progress reports: "*collaboration between national and sub-national government entities and in MMAF has to be strengthened to accelerating the implementation of project activities, streamlining decision-making processes and foster a unified approach to coastal fisheries management.*" While this challenge has been identified by the MMAF already for a number of years, the design of this project specifically included the opportunity to fund progress on collaborative management between central, provincial and local governments. The funding is still available for activities in FMAs that can strengthen conditions for the countries authorities to serve its people through inclusive and transparent decision making for fisheries management, yet a revival of the feeling of ownership by MMAF, provincial government and local fisheries service *Dinas Kelautan dan Perikanan* (DKP) over this project appears necessary.

From engagement with the PMU members, it is clear that all staff have a strong sense of purpose which fuels their willingness to take ownership and responsibility over achieving success through the project for the coastal communities and the coastal ecosystems that they depend on. This is also illustrated by their loyalty to continue working while their salary was not paid during a long period of time. However, the ability of the PMU staff to support project success will remain extremely limited if the MMAF and their provincial and local government partners do not take a more active and constructive interest in the project.

As mentioned before, this could be motivated through increased understanding (including by KEHATI) of the objectives of the project through exposure to the ToC, the related logic of strategic interventions and their underlying assumptions on motivators of change. Investing time to broaden the understanding about this project's objectives and logic, will confirm the strong alignment with the nation's development agenda, even while it was designed several years ago.

3.2 Project implementation

3.2.1 Assessment of project progress, outcomes, and potential for impact

Due to several reasons, some of which are mentioned in previous sections, it is not easy to determine progress towards project outcomes and comment on the potential for project impact that fairly reflects the time and financial investment committed to achieve "improved management of 5.5 million hectares of seascapes and 400,000 tons of fisheries into sustainable production levels across the 3 project

FMAs – 715, 717, 718." However, the risk assessment ratings provided in the most recent progress report are considered too positive:

- Overall Development Objective rating - Satisfactory
- Overall Implementation Progress rating - Moderately Satisfactory
- Overall Risk rating - Modest

As indicated in section 3.1.1, the relevance of intermediate results reported in the most recent tracking tool appears adequate for component A, but for Components B, C and D, the reported immediate results appear not all to be directly relevant to the achievement of project outcomes.

In order to comment on the potential for impact that is planned for, assumptions that underlie the ToC and related selection of strategic interventions must be validated. The MTR team leader could conduct such validation exercise based on the reported project progress and considering her current knowledge about the adequacy of the strategic interventions that were included in the design, but it is rather recommended for the project executors to be facilitated for an attempt to validation of assumptions in order to make an informed estimate of the potential to achieve impact.

A first project reflection meeting was held just recently in November and while the meeting organizers sensed revived interest by MMAF-unit managers and staff present, an annual reflection is not deemed adequate to ensure this project will now move towards accelerated implementation at the rate that aligns with the actual size of the total project (~70 million USD equivalent). Past experience indicates a very low 'burning rate' of project resources and experience with other projects of similar size, points to a need to significantly ramp up the human resource capacity by shifting focus on resourcing local teams to enable more progress for component B and by expanding implementing responsibility to relevant local and provincial agencies and expert institutions.

The review team could not determine that changes relevant for impact at the outcome level are occurring. When interviewed, project beneficiaries stated that they received many benefits, but when asking what those are, it is clear that aside from receiving some basic equipment or protective clothing, the large majority of 'benefits' fall under the category of new knowledge and new skills. The only stakeholders that appear to have achieved something through this project seem to be regulators who have duly processed some new decrees, but there is no evidence that this motivates key stakeholders to start changing their behavior in-line with EAFM.

In fact, while interest of project beneficiaries in the potential of this project may still be active, interviews reveal disappointment that feedback on the usefulness of trainings and new ways to harvest crab and fish appears not to be used for active adjustment of support. Also, reef health monitoring may occur by some BAF grantees (Component C) who were trained and are paid to do this on inshore snorkel transects, but interviews with these individuals indicate destructive practices continue undisturbed, and that community monitoring team members do not see their derived income as sufficient. This information from interviews conducted by the MTR team, should be used to consider that the following reported project assumption is false, and puts the potential of achieving impact with the project at risk: "*As the project progresses, the enriched awareness and enhanced skills among fishermen, communities, and professionals are anticipated to lead to more effective fisheries management, healthier marine ecosystems, and improved livelihoods along coastal areas*."

Lastly, there is not much evidence in the reports or communication products that other actors reference this project, or vice versa, that this project considers lessons and results of other similar strategic interventions by other actors. Following this mid-term review, as mentioned earlier, there are major opportunities to enhance the projects' ability to integrate successful approaches of other actors in its implementation for accelerated progress towards impact and replicability, which may also facilitate effective progress towards mobilization of co-finance. One such opportunity lies in working with provincial and local government officials from SE Sulawesi, who enthusiastically implement several managed access and reserves in collaboration with local communities.

3.2.2 Effectiveness*/results*

Generally, from review of documents and from the interviews it appears that few people are considering the scale at which this project needs to deliver progressive change and impact, as relevant to the total committed project investment of approximately 70 Million USD equivalent. This may have been caused by the disconnect between the people designing the project and the implementors of the project, but it presents a risk to the achievement of the co-financing commitment.

Unfortunately, there is no evidence that the project as a whole is progressing effectively to attainment of its vision and goals in terms of stated outcomes at the intended scale. It is not clear which strategy has contributed most to intermediate outcomes, but it appears that most of the focus so far has been on component A, as reflected in the reporting on creation of management plans and decrees.

Result framework indicators for component C do not go beyond indicators that the fund is fully capitalized and that operational procedures are compliance with the BAF SOPs. This makes it difficult to review the contribution of BAF under component C to the overall EAFM project targets. Interviews indicate however, that even while full capitalization was achieved for the originally estimated fund size of USD 30 million, now that the actual needs related to achieve BAF objectives throughout its geography are clearer, the original fund size estimate is not sufficient. Also, while the BAF is operational, as reported in the report by BAF "Five years of impact and lessons learned from the Blue Abadi Fund 2016—2021" and in project progress reports, its effectiveness was challenged, especially related to "*proposal writing, financial management, administration and grant reporting. Low capacity in these areas means grantees cannot always develop proposals that meet BAF requirements. It can also hamper grant implementation, for instance if grantees do not have the processes and systems in place for handling large sums of grant money. There is a particular need to continuously build these skills among local West Papuan groups so they can continue to access BAF resources for their projects*". The unique nature, past progress and its potential, warrants allocation of project resources to eliminate challenges and enhance the ability of the BAF to deliver on the purpose for which it was designed. This will be especially useful, if BAF could structurally consider grantee proposals with relation to the full project target of '**improved management of 5.5 million hectares of seascapes and 400,000 tons of fisheries into sustainable production levels across the project FMAs'.** This is warranted by the original design of this project, were outcomes for component C, include: "*...positive impacts to ecosystem health, fisheries production, and the livelihoods and food security of local fishers and their communities*" and the description of the objective for C includes: '*...restored local fisheries*'.

People interviewed with detailed knowledge on BAF appear to know clearly what is needed to strengthen the impact of the fund. This is confirmed in the lessons learned report that states: "*The*

impact of BAF grants on livelihoods has been limited to date… In the future, BAF support could be more strategically tied to sustainable coastal livelihoods and development of reef-based business enterprises. Through direct support to community livelihoods, these types of projects can help engender a stronger sense of community support and involvement in Blue Abadi. These can also attract potential follow-on financial support from new donors and investors". Respondents also see multiple opportunities to link BAF – as operational mechanism – to aide performance effectively for some other - more recently started - conservation and community development finance initiatives across the project geography.

To progress more effectively towards the stated objectives of the project as a whole, the actual application of new knowledge and skills by beneficiaries is needed. This means that behavior change is the real goal, and for that the strategic interventions that need to be prioritized going forward need to focus on a suite of incentives and conditions that will make it possible and attractive for target actors to change their behavior. To support effective progress during the remaining project duration, as mentioned earlier, the purpose of the project must be better understood, but also the context to behavior change needs to be considered. Lessons from BAF grants are likely highly relevant too.

Fortunately, in Indonesia there has been much progress made on approaches to behavior change and also, there is now significant information available describing barriers to change in the fisheries and coastal community sector. Also, as the project is no longer unique in its focus on EAFM and EAFM has been well adopted at many levels of government, the more valuable 'uniqueness' is deemed the fact that MMAF is responsible for project management and handling the funds for this project. This has various potential benefits, some of which are noted in project documents, particularly the effectiveness of processing new regulations. However, as already indicated, there are now other opportunities from within MMAF to link this project to LAUTRA and BerIKAN and build on other strategic collaborations between MMAF and other ministries, for example following the very significant effort to develop marine spatial plans for all of Indonesia's provinces.

3.2.3 WWF-US/CI implementation* and MMAF/KEHATI execution*, coordination, and operational issues

Overall, the levels of attention and engagement by MMAF is not adequate for the scope and size of the project.

Within the conditions and context of the project, the tasks of the WWF GEF Agency are sufficient, yet, more technical oriented support could be provided to aide oversight, considering the technical scope and size of the project.

The MTR team did not have enough information to assess CI-GEF adequacy of implementation of Component C. The MTR team could not review the level of coordination between MMAF and KEHATI.

As noted in sections 3.1.5 and 3.1.7, delays with the start of the project components executed by MMAF caused component C - implemented by CI and executed by KEHATI - to start implementation prior to the other project components. It appears from project documents and interviews that this had no significant effects on the achievement of operationalizing BAF as the main objective for Component C, however, it must be noted, that opportunities to integrate the BAF with other components and vice-versa appear not to have materialized much. this is probably due to reported less than effective

coordination and communication between the PMU for the MMAF executed components and KEHATI, and to some extent to the fact that current project implementers were not part of the design of the project. Interviews confirmed that the CI implemented activities during the early years of the project followed mainly a different results framework that was oriented towards creating the BAF with its operating procedures and achieving full capitalization. It was noted that the website of BAF appears to have dated content, and some pages are not yet fully designed.

While progress in Component C did not appear to have depended much on coordination with implementors of the other components, at this stage in the project, there are several needs and opportunities to consider potential benefits of increased coordination both for BAF as well as for the overall project. For example, studies done as part of the Global Program, such as those related to the investment landscape for SSF in Indonesia and characteristics of coastal communities to inform design of the Oceans initiative by MMAF and the World Bank, were not yet available when CI-GEF implemented most of its activities for this project. These studies provide significant information relevant to all parties and the achievement of project results by 2026.

3.2.4 Sustainability*

Review of the sustainability rating considered current financial, socio-political, institutional and environmental risks. Details to the mobilization of the co-finance commitment cannot be assessed, but it appears not to be forthcoming as expected at this point in time, which risks potential achievement of sustainable impact at scale. Also, different interpretations exist about what counts as co-finance.

Lack of progress of creating a 'model' and lack of follow up on beneficiary feedback after trainings, risks disinterest by communities to continue and low interest by regional government to support and co-invest in replication. Lengthy and delayed processes for decision-making on activities and provision of funds and human resources risk low levels of progress, and lack of interest by other units in the MMAF or other ministries, to support this project.

Lack of progress in actual behavior change and actual implementation of EAFM risk deteriorating fish stocks and local ecosystems due to continuation of unsustainable levels of fishing effort and -practices.

Additionally, documents reviewed indicate that the project implements various activities that aim to support sustainability for the changes and results achieved, but the sustainability of project results could benefit from working through a dedicated sustainability strategy. The organizational environment within which the Project operates poses various risks to the sustainability of project results. Without strategically allocated co-funding for example, especially in support of the livelihood components, and when the project ends, the measurable impact may be limited.

Clarifying pathways to impact at scale and to ensure sustainability of project interventions for example through facilitation of decisions regarding mobilization of adequate public financial resources for enabling sustainable impact of this project and to support expansion to new sites and communities through forging of appropriate partnerships appears very timely. It will provide clarity to all people involved about the way forward for magnification of impact at the scale required to achieve the full vision.

3.3 Monitoring and evaluation/adaptive capacity

3.3.1 Implementation of M&E* plan and use for adaptive management

From review of documents, observations made during meetings and interviews, it appears that the project mainly evaluates implementation of activities during the year for which these were planned in the Annual Work Plans (AWPs). For example: "*97% of the anticipated targets in the Results Framework were achieved for this second year of implementation of the WWF GEF components, during the project year period January to December 2022. The Implementation Progress is rated Moderately Satisfactory as 72% of the workplan activities were achieved according to targets set for that period. The project risk rating is Modest due to the unclear impact of the new fisheries policy, personnel changes in the PMU and the contract ending of the company that was financially managing the PMU due to an unsatisfactory audit report.*"

Importantly, from reviewing content of different annual updates of the results framework tracking tool, it appears that indicators against the project objective are missing. There is only a GEF indicator on the number of projects beneficiaries, but the definition of what is a benefit attributable to the project is not clear from review of any of the relevant documents. This can be easily corrected and must be changed at this point in the project, as it will help the PMU and others reflect on the higher-level outcomes rather than continue to report mainly on activity-related targets. Many of the types of activities that are included in the annual workplans are merely transactional in support of new decrees and management plans or related to training people and increasing awareness. There is however much evidence in the sector from around the world and Indonesia – that regulations, new skills and knowledge alone are not sufficient motivators for behavior change[4] or to improve livelihoods (see also annex 7).

Furthermore, even as indicators under Component A appear relevant for monitoring progress on the number of new frameworks and decrees of certain fisheries, the quantified targets for decrees and management plans appear not very ambitious as the overall target for the project includes improvement of a significant amount of fisheries productivity measured in tons of fish. The relevance of the currently selected fisheries to make up those targets in terms of hundreds of thousands of tons of fish, and with relation to all of the elements of EAFM is not so clear. Even if harvesting in the flying fish and mud crab sector may benefit from application of EAFM, it is not clear how much these two currently selected fisheries will actually contribute to the partial target of "***400,000*** *tons of fisheries into sustainable production levels across the 3 project FMAs – 715, 717, 718*".

Also relevant to Component A, the result framework tracking tool should enable validation of part of the ToC for these initially selected fisheries, namely that regulatory and policy instruments on EAFM do indeed motivate behavior change in flying fish and mud crab harvesting communities thus contributing to a sustainable and productive coastal SSF sector in Indonesia. Minimally, a shift is now required of project resources to generate lessons relevant to successful application of EAFM tools to flying fish and mud crab fisheries. This further underlines the need stated earlier in this assessment report to shift relatively more attention and resources to components B and D for the next and remaining phase of the project.

[4] See for example https://behavior.rare.org/behavioral-science-landing/

As originally designed, indicators were selected and should now be re-considered, to allow monitoring of behavior change towards full implementation of all aspects of EAFM – regulatory and otherwise. Specifically, the results framework includes some useful indicators for Component B, but several of the indicators are too vague to be measured effectively. Indicators for Component C are not very useful to monitor progress against the objective of Component C – i.e. "…*establishing a network of local institutions are that are permanently financed to continue work* to protect coastal ecosystems, recover local fisheries, and enhance EAFM for the benefit of small-scale local fishers and their communities."

Also, even for useful indicators, progress which is reported does not align with the indicator or quantified targets are missing. For example, progress reported against the indicator '# fishers applying Best Management Practices (BMP)' reflects merely the number of fishers trained in 'proficiency'. That there is no target for the # of fishers identified that connects to the overarching project target of '400,000 tons of fisheries into sustainable production levels across the 3 project FMAs – 715, 717, 718'. It is unclear from the tracking tool how proficiency training is related to application of BMPs, and the reported progress does not allow review of factors motivating or hampering adoption of new knowledge/skills that were provided through training. Even when assuming that 'proficiency' refers to handling of fish onboard vessels, as described in the AWP for 2022 and that it does not refer to training on boat safety - which is not related to EAFM directly, and which training was perceived to be not adequately focused on the small-scale operations of training beneficiaries, BMPs have not been defined adequately enough to allow measuring of change in the application of said BMPs, or ending application of illegal and destructing 'non'-BMPs. Also, the indicator for women related interventions may be clear to some people interviewed as "% women residing in project sites benefitting from activities designed to address and reduce losses in post-harvest fisheries", yet, progress reported against it, is not related to reduction of losses in post-harvest but reflects number of people trained for alternative livelihoods.

There are several other elements of the results framework and its tracking tool that can be improved to support adaptive management. This will be important so that investment of project resources will achieve the actual change intended. This is particularly so for the indicators identified under Component D. While the current indicators are not irrelevant, a target audience for knowledge products is missing. More detail is provided in section 3.8 on opportunities to strengthen meaningful progress on project outcomes through Component D, but it is important to note here that identification of specific target audiences for the lessons learned through the project is most urgent to support identification and design of pathways to scale and sustainability of the project interventions.

As mentioned earlier, improvement of the results framework and its related tracking tool requires wide understanding on all elements that constitute EAFM and on factors that affect behavior change for different target audiences and key actors. It was explained to the MTR team leader that because there are two different implementing agencies (WWF-GEF and CI-GEF), there are also two different result frameworks that do not align or connect. For example, the finance mechanism that is to be established seems to be interpreted as the BAF and hence considered to have been 100% achieved. However, as per original design, the indicator related to finance mechanisms is listed under component A as it referred to creation of policies and mechanisms that could stimulate investments in coastal fisheries, in various forms. In fact, the World Bank investigated various options following an investment landscape assessment for Indonesian coastal fisheries and these should be considered to receive project resources going forward.

With improved understanding, a swift and efficient process to strengthen indicators, identify quantified relevant targets for which measurements can be obtained feasibly can be initiated. This will be critical to support selection of appropriate activities for impact that needs to be obtained and for sharing of project success that can be attributed to the project interventions. Component D was originally designed not as reporting responsibility, but as an approach to inform creation of pathways to scaling EAFM across the entire three FMAs and to ensure sustainability of benefits for project stakeholders that reflects the size of the investment of approximately 70 Million USD equivalent.

If the original design of the M&E can be strengthened and resources can be allocated to systematically and structurally implementing good practice for adaptive project management, especially related to follow up on feedback from site managers and target communities following completion of certain intervention activities, information relevant to achieve actual behavior change can become knowledge. Also, improving clarity for each indicator will be a priority action. For example: the indicator '# of FMAs with 20% improvement in fisheries management performance over project baseline' can only be measured if sufficient resources are applied to assessments of the status of fish stocks that are actually managed through harvest strategies. The alternate approach of applying the Fisheries Performance Assessment Toolkit (FPAT) is likely not easier.

Spending time on figuring out how to adjust indicators meaningfully with stakeholders that can actually sustain the type of monitoring that can inform future management decisions after the project is completed, will be relevant for all Indonesian FMAs. A thus informed simplification of the results framework may result in reduced budgetary needs without changing its various purposes. This may support a shift of resources to enable learning for validating of ToC assumptions and accelerate improved adequacy of community (or government) led monitoring. Information gathered at this level directly by decision makers (fishers and local government) strengthens adaptive capacity where it matters most and can motivate sustainable behavior change.

3.4 Gender equality and mainstreaming

Some of the context to gender equality and -mainstreaming is provided for the time when this project was designed. Ariadno and Amelia (2016) estimate that women comprise at least 42% of the people who engage in fisheries in Indonesia which includes aquaculture and wild capture. From anecdotal observations visiting and working with coastal communities in Indonesia, it is clear that women and men participate in all steps of the fisheries industry, from preparing to fish (preparing the boat, gear and supporting facilities), to post-harvest processing and marketing although the extent or responsibilities differ across islands, ethnic groups, and even at the household level. The physical act of fishing is often a male-dominated activity, however in many regions including Demak, Central Jawa, women go fishing with their husbands or, as with the Bajau in central and eastern Indonesia, women often fish as part of their household activities. In many coastal areas across Indonesia, women and children also fish in the intertidal zones and in mangrove forests, gleaning for bivalves and small fish trapped in lagoons, or they harvest crabs amongst the roots of mangrove trees. Fishing is a family activity in Asmat, Papua with women and children joining men fishing in boats, which enables parents to teach their children how to secure important sources of household protein.

The role of women in the fishing industry in Indonesia is often underestimated as reflected in the national gender inequality status. BPS (2018) noted that the HDI for men in Indonesia had reached

75.43 or had a “high” status while the HDI for women reached 68.63 remaining in the "medium" status. This inequality is also reflected in *Indeks Pembangunan Gender*, - Indonesia's Gender Development Index (IPG), which only reached 90.99 in 2018. Fitriana and Stacey (2012), Alami and Rajarjo (2017), and Loneragan et al. (2018) argue that the lack of accurate and comprehensive data on the many and varied roles of women might be reason of this underestimation reported in the IPG.

The Government of Indonesia (GoI) has started to address gender inequality through gender mainstreaming or *Pengarusutamaan Gender* (PUG) programs in government ministries and other government institutions. These programs aim to ensure that women participate in development, as supported in Presidential Regulation No. 18/2020 about the national planning strategy for 2020-2024. This policy is to be carried out by all sectors in accordance with the Presidential Instruction No. 9/2000 regarding PUG in national development and with the Ministry of Finance Regulation No. 94/2017 regarding guidelines and assessments of work plans and ministerial and institutional budgets. MMAF has committed to implementing PUG through the publication of several policies as follows:

- MMAF Regulation (PERMEN-KP) No. 4/2014 about guidelines for gender responsive planning and budgeting of MMAF.
- PERMEN-KP No. 28/2016 about guidelines on the implementation of PUG monitoring and evaluation at MMAF.
- PERMEN-KP No. 51/2016 about guidelines on PUG mapping in marine and fisheries areas.
- PERMEN-KP No. 67/2016 about Roadmap for Mapping the Implementation of Gender Mainstreaming in the MMAF Environment.
- Memorandum of Agreement (MoU) between MMAF and Ministry of Women Empowerment and Child Protection No. 07/MEN-KP/KB/VI/2017 and No. 21/KPP-PA/D.1/06/2017 about increasing the effectiveness of PUG in the field of marine and fisheries.
- Cooperation agreement between Directorate General Capture Fisheries and Deputy for gender mainstreaming No. 6/MenPP-PA/DEP.I/04/2012 and No. 02/DJPT-KKP/PKS/IV/2012 about PUG facilitation and guidance for diversification of fishing business for fisherwomen.

There are seven prerequisites for the implementation of PUG, which include: 1) commitments of agencies and leaders, 2) supporting policies, 3) PUG institutions, 4) disaggregated data availability, 5) resources (HR) and budget, 6) analysis tools (Gender Analysis Pathway [GAP], problem-based approach, multi dimension, etc.), and 7) network of agencies and the community. With the fulfillment of these seven prerequisites, the implementation of PUG is expected to support and monitor processes to enhance the balance between men and women in terms of access, participation, control and benefits of development activities.

3.4.1 Assessment of design and implementation of the gender analysis and gender mainstreaming strategy, including indicators and intermediate results

When the project was initiated in 2019, there were not many examples of coastal and marine projects that particularly invested in developing the role of women in fishing communities. Stacey et al. (2019) reviewed 20 livelihoods development projects implemented in coastal communities in Indonesia since 1998 and found that even if women were reached to participate in many project activities, particularly to increase women’s productive capacity through training and group-based livelihoods enterprises, 40

percent of the projects had no discernible gender approach and only two of the 20 projects applied a gender transformative approach that sought to challenge local gender norms and gender relations and empower women beneficiaries. The authors noted how locally situated gender social relation analyses, integration of gender throughout livelihood improvement project cycles, gendered capacity building activities, and shared learning from the evaluation of the gendered outcomes of project activities could aid significantly in the achievement of success and sustainability of development program investments.

From review of most documents, it appears that the main approach to gender responsive measures is to ensure a balance in participation of males and females in project activities that are aimed at project beneficiaries. In some cases, as noted from interviews, this caused confusion, as to the relevance of certain trainings for women. More importantly, however, and as mentioned earlier, a specific definition of 'beneficiaries' and related quantified targets for different categories of project beneficiaries for this project appear to be lacking.

In the original design, there were two assumptions that have high relevance to gender related measures in the project:

- One assumed that while female members primarily sell fish at local markets, they are often left out of the decision making on resource management, therefore missing an opportunity for improved conservation and practices by approximately 50% of any coastal community. Following this assumption, the logic of enhancing inclusion of multiple stakeholders in decision-making processes on fisheries management and in monitoring of the status of the fish stocks and their supportive ecosystems underpinned several of the project activities; and
- The other assumed that if efforts to reduce post-harvest losses could support retaining high value of fish already harvested, additional harvesting of more fish would be less necessary to fill fishing community needs, thereby reducing fishing pressure on coastal fish stocks. Following that assumption, and considering the role that women play in some of the post-harvesting activities, the logic of facilitating women to apply activities that could support retention of a high value for already harvested fish underpinned certain women development project activities. To test this important assumption during project implementation, certain women groups were selected to participate in related pilot activities.

From documents and interviews however, it is not clear how women were selected nor to what extent gender social relations were considered prior to the more detailed design and implementation of development and inclusion activities. Several issues on development training activities are reported however in regular progress reports, some of which appears to come as feedback by women who participated in trainings. There is no clear information to review progress and draw lessons on inclusion of women in decision-making processes or monitoring activities, beyond lists of meeting participants segregated by gender. If feedback by women on development activities and inclusion in fisheries management meetings and – monitoring activities could be considered for more immediate follow up, the potential of 'success' of these developmental and inclusive interventions could be improved.

Also, it is important to remember, that in the design of this element of the project, 'success' was assumed to be i) more effective local conservation and fisheries management due to increased active engagement of women; and ii) a reduced fishing pressure on coastal fish stocks, from a reduced need

to go and harvest more fish, due to inadequate value of already harvested fish. Unfortunately, it appears from documents and interviews that the link with the originally designed purpose of women development and inclusion is not clear or even lost. This way, the assumption underlying an important element of the project ToC – related to behavior change on overharvesting of fish and on growing compliance with fisheries management rules and policies, cannot be validated, and creation of a successful model that can be replicated will not be possible.

3.4.2 Assessment of gender responsive measures, as per WWF[5] and GEF gender policies

In the past few years, across Indonesia, more attention has been paid to grow understanding of barriers to improvement of gender inclusion activities, specifically with relation to the implementation of development programs for rural and coastal communities. Multiple studies found barriers include gender disparities in asset ownership, access to formal financial institutions, and inclusion in livelihood development programs, causing higher vulnerability of female members of rural and coastal communities to economic shocks. Details from an assessment by the World Bank of characteristics of coastal communities, indicate that while female household members may contribute lower amounts to household incomes than male members, their income stability is often higher which is an important factor in determining credit eligibility. Also, survey results indicate that women appear relatively more engaged with, for example, mangrove related activities and have increased awareness of the multiple benefits of healthy mangrove ecosystems. This confirms that including female members in the design and implementation of fisheries management, projects for mangrove restoration and other conservation programs, offers a significant opportunity for high levels of environmental stewardship and related improved coastal community livelihoods. Fortunately, these gender responsive measures were already included in the design of the project.

The fact that the PMU leader has significant experience with stakeholder engagement, and was initially hired to be responsible for safeguards in the project, offers a significant opportunity to revive a well-structured gender responsive strategy. The lessons that were presented by the PMU lead as contribution to the project's Gender framework, are deemed relevant for the recommended increased focus of resources towards Component B, but also to be considered for review of the MMAF gender policies and regulations. Also, as mentioned earlier, there are many other projects and initiatives in Indonesia which have applied similar interventions at other sites, and their lessons could be easily added to complement the lessons generated in this project so far. By reviewing the original ToC again with a wider group of project stakeholders and implementers, this paves the way for re-alignment of gender development interventions in line with the project objectives.

Finally, it is relevant to note that review of documents indicates lack of quality control on English grammar and particularly errors related to indicating correct gender pronouns should receive more attention.

[5] WWF Statement of Principles on Gender Equality (https://files.worldwildlife.org/wwfcmsprod/files/Publication/file/7lmjjmpzho_sop__gender_equality.pdf?_ga=2.167388918.996282435.1705088804-1094736123.1688047654)

3.5 Stakeholder engagement

As described in section 2.3 of this report, as per design, main stakeholders include i) primary stakeholders who will be an active participant in the project's implementation and ii) secondary stakeholders whose support will be important for the successful implementation of the project and will be informed regularly about its progress. Effective engagement of central and provincial government stakeholders so far, as described in other sections, such as for example in section 3.1.8 and as noted from interviews, has varied, but appears to have significantly increased during the past few months. As the definition of project beneficiaries is lacking, the strategic considerations of engagement of fishers and coastal communities are unclear and may not be optimally aligned with the objective of the project. It will be important to consider the overarching project targets and the ToC of the project again to inform the further selection and engagement of relevant project beneficiaries (also for selection of new/additional BAF grantees) and to focus on relevant secondary stakeholders. Fortunately, from lessons generated in similar projects, predictors of success can be used[6].

The table in annex 6 provides a summary of general characteristics that affect the ability for SSF communities to benefit from opportunities that may improve their livelihoods and general wellbeing. These characteristics, combined with development statistics such as those listed in section 2.4, are relevant to the success of the project interventions and should have informed selection of project sites, of target beneficiary communities and of key stakeholders with relevance to the implementation and sustainability of project interventions. Engagement of such selected beneficiaries and stakeholders to discuss agreement over different elements related to the initiation and implementation of interventions is key to the potential success and sustainability of the intervention. It is not clear to what extent development context was considered when selecting project sites, stakeholders, and beneficiaries.

3.5.1 Evaluation of stakeholder engagement and assess the design and implementation of the Stakeholder Engagement Plan

As per design of the project, the major beneficiaries were intended to be SSF actors, including fishers and others included in the seafood supply chain. Micro, small and medium enterprises (MSMEs) in the fisheries sector struggle to develop due to challenges relating to marketing, financing, workforce capability, technology, and management.[7] These factors often prevent Indonesia's fish products from SSF actors in meeting the stringent food safety, traceability, and sustainability regulations and standards imposed by foreign governments and export-oriented seafood buyers.[8,9] Investments in basic infrastructure and handling practices could reduce post-harvest losses, estimated at 40 percent in some locations.[10] Investments in market access (including to international markets), increased skills, and infrastructure (such as cold chains and landing facilities) can add value to existing fisheries and

[6] See for example the list of success predictors in https://rare.org/program/fish-forever-fishing-for-climate-resilience/

[7] Mongabay, Ini Usaha KKP Membesarkan UMKM Kelautan dan Perikanan, 2019

[8] Food Standards Agency, Importing fishery products or bivalve molluscs, 2019

[9] National Development Agency, Review of Sustainable Fisheries Management Strategies, 2014

[10] FAO (2017). Case Studies on Fish Loss Assessment of Small–Scale Fisheries in Indonesia. Food and Agriculture Organization (link).

aquaculture products. These investments, however, must be coordinated with fisheries management so as not to increase pressure on stocks and also align with marine spatial plans.

The design of the project considered how the potential impact of replication a model created through this project would be very significant, considering that of more the than 2.2 million fishers in Indonesia, 95% are in the small-scale fisheries sector[11]. Dependency on fishing for fishing villages in eastern Indonesia is typically higher than for western Indonesia, and dependency on fishing is often higher for villages far from regency capital than for villages close to regency capitals. Literacy in coastal communities is generally high, many people have bank accounts and loans are used to cover fishing expenses. High occurrence of bank accounts may be related to the presidential direction that by the end of 2019, all social assistance and subsidies must be distributed in non-cash forms using electronic cards directly to beneficiaries. Surveys confirm low levels of access to finance and higher levels of livelihood risks in remote areas in eastern Indonesia, where infrastructure services are less complete than in the western parts of Indonesia. Many respondents indicate that access to their remote villages is a critical obstacle that must be addressed to increase the potential of deriving additional income from non-fisheries sources.

Many coastal households have access to the internet and while the recent emergence of online opportunities may enable fishing communities to be more flexible in their uptake and use of the internet as a platform for higher performance of their fisheries results, many coastal community enterprises are not yet bankable. Reported bottlenecks to productivity causing underinvestment in coastal communities is a lack of investable credit worthy MSMEs in the coastal sector, especially in remote areas, perpetuates challenges resulting from lack of access to finance. “Matching” of borrowers with FINTECH platforms, social impact funds, traditional lenders as well as blended finance solutions (e.g., a combination of concessional finance, subsidies, grants, and market-based private finance) requires basic financial understanding and knowledge. Increased skills in all aspects of business management and in technology utilization will provide more opportunities for traditional and more innovative investments in coastal communities.

Engagement of communities appears to benefit from working through the stakeholder engagement plan. Initial engagement during the early phases of the project, was challenged by travel and meeting restrictions related to the COVID-19 pandemic. An unexpected result of this limitation is that familiarity with online applications must have increased in rural areas, which may be useful for the introduction of new tools. There are some relevant observations reported on the results of project stakeholder engagement. For example*: “While the project's engagement efforts have yielded positive outcomes, challenges have also arisen. Balancing the diverse perspectives and needs of various stakeholders, from national bodies to local communities, can present logistical and coordination challenges. Ensuring effective communication and coordination across these different levels requires ongoing effort and strategic planning.”* It appears that this is one major reason why the PMU leader spends significant amounts of time introducing the project to representatives of national, provincial and local stakeholders and potential beneficiaries. It would be more efficient, to revisit the project ToC and consider experiences from implementation so far to inform a more structural approach to stakeholder engagement going forward.

[11] Global Business Guide Indonesia Fisheries Sector Profile 2015

Other studies found that despite the various government initiatives and incentives to support MSMEs before and during the Covid-19 pandemic, initiatives were not well targeted towards the needs of MSMEs in terms of both credit and business support. Without the right investments and access to finance, a critical element required to diversify coastal livelihoods is missing. Instead, with improved management in the fishing industry promoting productive fisheries and healthier fish stocks, the sector can diversify revenue streams by establishing value chain partnerships and commerce with other sectors. These partnerships could include technical assistance, research, technology adaptation, and linkages to eco-tourism (resorts, hotels, trade, restaurants, and catering) as well as infrastructure investment activities in port development, marinas, and transportation. This indicates relevance of identification and engagement of other secondary stakeholders to the project, those of other ministries, private sector and knowledge institutions who can address the multiple barriers to a more effective participation of coastal communities in sustainable economic activities.

Documents confirm that Environmental and Social Management System (ESMS) and Grievance Redress Mechanism (GRM) are well described and must have been developed with significant allocation of time and expertise. However, after review of the log/monitoring reports on implementation of the ESMS and Free and Prior Informed Consent (FPIC) procedures, it is not clear how rigorous these are implemented throughout all parts of the project. For example, while it is not listed as requirement, the MTR team must assume that – as good practice -all people whose pictures have been used in documents and knowledge products agreed to be photographed and that their foto would be used.

3.6 Safeguards review

3.6.1 Assessment whether safeguards were adequately considered in design, and whether measures to address safeguards are being effectively implemented

At the time of the design of the project, which started in 2015, the consideration of including safeguards in the design of projects was not common, nor was an ESMF a GEF requirement. However, Ministerial Regulation No.23/2016 already provides some guidance on the links between developing a Marine Spatial Plan (MSP) and poverty, gender and inclusion. It includes a description of the aim of MSP for managing the coastal and small island area is to improve the community welfare. It provides guidance that the data that used to develop an MSP need to include social, economic, and cultural information. There is no specific mentioning on the relevance of gender, but relevant to inclusion, it describes that public consultation must be done, that the working group responsible to prepare the MSP must collect primate data related to the aspiration of coastal community stakeholders and that the main stakeholders include the direct users of coastal and small island resources, such as (1) traditional fishers, (2) modern fishers, (3) fish cultivators, (4) tourism entrepreneurs, (5) fishery entrepreneurs, and (6) community, which is defined as *Masyarakat Hukum Adat*, community, and traditional community who live in the coastal area. This provided a useful regulatory framework for the various social elements that were included – at a high level – at the time of project design.

From interviews with government and academic respondents it is noted that -while not specific to this project only - lack or unclarity about the adequacy of representation remains a challenge that requires attention. Also, and specific to inclusion of customary rights in Marine Spatial Planning (MSP) relevant

for creation of new conservation areas, the wording in the Indonesian law is rather generic but this has long been identified as a matter to be addressed by the interior ministry[12]. To improve inclusive participation in MSP processes, the MMAF works with several universities which has had good results in awareness of the MSP process and supports the access to information for regional government and local parliament members, but budget constraints have limited outreach to grass-root communities during previous years MSP processes.

Relevant at the time of project design was the provision in the Law No. 27/2007 on the Management of Coastal and Small Island Area with the amendment of Law No.1/2014, that identifies that the coastal zone of 0 - 4 nm is for small fishers and *adat* community and small farmers and that *masyarakat hukum adat* (MHA) also have *hak kelola adat* or traditional management rights as long as they can integrate their rights with the higher-level strategic priority needs and management agendas. Customary coastal and marine management rules have been practiced for centuries especially in and around small islands in Maluku, West Papua and Papua provinces, with positive results for sustainability of local coastal and marine resources and for the livelihoods of local communities. The practices may vary from place to place but in general involve similar premises, namely traditional *adat* communal claims over certain land sea territories and traditional institutions and/or leaders that have the powers to impose the *adat* rules to manage the resources within that territory. For example, merging traditional and customary management practices into formal regulatory frameworks while enabling entrepreneurial livelihood opportunities through safeguarding principles are proving to be crucial elements of sustainable fisheries management. For example, a case study for Cenderawasih Bay, West Papua by WWF revealed that the relatively low levels of community formal education were not a hindrance to members being trained in highly skilled areas, such as ecological surveying, reef fish data collection, and resource use monitoring . In fact, these training sessions enabled the communities to manage their resources more effectively.

As it does not appear that the project has progressed much towards a framework for restricted managed access in the FMAs yet, it is not possible to review whether safeguards were adequately implemented around the restriction of access to resources at this moment. However, the safeguards report produced in August 2022, identifies that the interventions related to revitalizing a *sasi* area as well as work related to enforce protection of endangered species such as the whale shark and leatherback turtle, could trigger the need to facilitate consent with conservation agreements with and/or compensate people impacted.

There are a number of examples that indicate a need for improved application of safeguards under Component B and possibly for some of the BAF grants. The examples may not yet include unforeseen negative social or environmental impacts, but concerns by the MTR team warrants more attention by experienced and adequately educated safeguard experts to evaluate proposed project activities (see some examples in section 3.6.3).

[12] At the time of the project design, the government had not yet been able to facilitate recognition of decision-making power by *masyarakat hukum adat*, and the KEMENDAGRI (Ministry of Home Affairs) and *keputusan bupati* (Regent Decree) is key in order to bridge this for effective collaborative local natural resource management. This partway was considered to offer opportunities for creating regulations to support managed access to fisheries resources for local communities only, under Component A.

Largely, it is stated at the start of the 2022 safeguards report that GEF requires social and economic safeguards but this is not the main reason why safeguards should be observed. As mentioned in section 2.2, the FAO includes 'biotic, abiotic, and human ecosystem components and their interactions' as integral element of EAFM, so application of safeguards naturally fits to support EAFM approaches.

3.6.2 Assessment of implementation of the beneficiary criteria developed during project preparation

As mentioned in earlier sections, it is not possible to evaluate the implementation of beneficiary criteria during project preparation as the general term for beneficiaries is not sufficiently defined and quantifiable targets for the type of beneficiaries relevant to the various elements of the project appear to be missing. In the Safeguards and Gender Report 2022, Figure 1 is an attempt to explain the project logic for the three different FMAs, but the coloration appears to suggest that certain project components are implemented in certain FMAs, yet, this is not executed systematically, which makes this presentation rather confusing. Instead, it should be possible to identify for each component, the specific type of primary and secondary stakeholders and also the actual type of beneficiaries along with a quantified target that links to the overarching project targets of "**improved management of 5.5 million hectares of seascapes and 400,000 tons of fisheries into sustainable production levels across the project FMAs**."

Interestingly, for example, if the overarching targets of the project were considered more systematically are frequently, for a more dynamic identification of relevant beneficiaries and stakeholders throughout the implementation of the project, and not just at the time of annual work planning, it would be easier to react to incidents and events that occur in the target geographies and start evidencing the real value of EAFM as solution for actual conflicts and problems. For example, while this was not related to this project specifically, the MTR team learned through interviews about demonstrations in one of the target FMAs by upset local fishers about the lack of management of large fishing nets outside of their coastal fishing grounds, taking away all small pelagics before they could even reach the inshore waters reserved for local SSF actors. Also, during an earlier year, in one of the FMAs an extreme harvest of valuable shrimp by many excited local fishers turned from an opportunity to generate huge economic benefits to large disappointment as much of the shrimp wasted away because local markets were quickly over-saturated, and logistics did not exist to support effective transport to other markets in Indonesia. Both events, while perhaps not immediately clear to project implementers, offer large opportunities to craft sustainable EAFM approaches in these areas' fisheries for these areas' communities and governments.

Furthermore, the Safeguards and Gender report includes a number of statements that require some consideration with regards to safeguards. For example: "*Indigenous peoples directly involved in the GEF6 project include: Kei Islands residents (FMA 717) and the people of Negeri Kataloka (FMA 715), in Maluku Province; and the Wame, Yeresuab, Yaur and Umari tribes in Wondama Bay, West Papua Province (FMA 718). Thus, this IPPF will be very important in directing efforts to revitalize indigenous peoples' institutions in the pilot location villages so that they are in line with the mission and vision of GEF6, but can still be accepted by the P4K Directorate as the beneficiary, for the greatest benefit to MHA.*" This statement includes a strong assumptions about the need for revitalizing indigenous peoples' institutions, but it is not clear whether identified local indigenous people have been consulted on this and indeed want this as well. For example, interviews with some of the BAF grantees indicates

that prior to its introduction, no one was familiar with *sasi* in the project site. While the people interviewed stated they understand it's value, it is not clear whether the local 'institutional' support is adequate to maintain *sasi* without external finance and other support.

3.6.3 Assessment of project activities for any additional adverse or unforeseen environmental social impacts and include potential measures to address these

From review of documents and follow up interviews at field sites, it appears that consideration of safeguards is mainly considered relevant to the selected project fishing communities and local ecosystems. However, the potential of adverse environmental or social impacts should be considered as well for other communities who are not directly part of the project or to potentially indirect adverse impacts, for example related to climate change or the entire ecosystem not just the habitat elements.

For example, activity reports on training for seaweed farming include some notes referring to a need or solution to address the impact of certain fish being 'a pest' and causing difficulties to the harvesting of good amounts of high-quality seaweed. However, *siganids* and other herbivorous fish species can be dominating reefs when their predators are gone, so the observed 'pest' may be an indicator of overfishing of reef predators or of the reef being in a bad shape - not able to support a more balanced reef fish population that includes predator fish. If indeed this is the case, then this note indicates a true opportunity to work on an ecosystem approach to fisheries management. However, as it appears that not many PMU members, nor the site managers have adequate fisheries ecology background and as the project' organization around selection of activities and interventions for annual work plans appears to assume that MMAF departments involved provide such critical knowledge, the risk exists that a follow up intervention to address 'the pest' may trigger further adverse environmental effects.

For example, reports reviewed that describe activities in support of crab fattening do not include details for example on whether fishers taking care not to take females that have eggs or otherwise important for continuation of recruitment of new individuals to the local stock. Another report indicates that fishers provided some suggestions to fix the failed attempt to fatten molting softshell rans who all died due to a failed design of a small holding system that would not allow the crabs to be submerged in deep sufficiently cool water. Lack of knowledge by site managers of fish and invertebrate biology and coastal ecology increases risks of interventions that may have adverse environmental impacts or that causes uncertainty about the value of useful feedback by local communities to improve on the trial of innovations. If adequate expertise is not added for the selection of activities to be funded through this project, the project will fail to deliver positive results, even at small local scales.

For example, reports reviewed indicate how activities to provide women with new skills and some tools to process the harvest brought in by their husbands, indeed resulted in more diverse products, but it was not reported whether the new products would gain adequate value in markets to compensate for post-harvest losses that would have otherwise occurred with the same fish brought in by their husbands. Also, some notes related to the same activities indicate that marketing of these new products is not resulting in significant amounts of income, and that in most cases, it is through family ties or within the same village that products can be sold. This experience triggers several safeguard concerns, as potential adverse impacts related to household spending of the very families

that are supposed to increase their income may occur. Also, in this case, feedback from the women themselves on what they could do to improve on the intervention was not followed up.

Lastly, reports that describe activities related to training women in using dye from mangroves to print cloth and sarongs with local designs, indicate a possible adverse social and economic impact on other already established sarong producers in the town of Ambon or elsewhere as well as a possible future adverse impact on the harvesting of mangroves to produce dye. The fact that the local government sponsored purchase of the sarongs for a large event, does not indicate a sustainable market potential either.

These examples indicate the need for a solid effort to reconsider the original ToR and the project logic underlying the main assumptions for the type of change at the scale required to achieve the overall project targets of **"improved management of 5.5 million hectares of seascapes and 400,000 tons of fisheries into sustainable production levels across the project FMAs."**

3.6.4 Evaluation of risk category/classification

The project was classified as a medium risk project during its design - i.e. the risks can be mitigated with proper action and there is no anticipated long term, irreversible harm to communities or the environment. The MTR team has not seen new risks or changes in the socio-political contexts that meet the definition of high risk so the project activities and socio-political context are still in line with the original project document and context when written. This means that the current level of ESS risk can be maintained.

3.6.5 Lessons learned

Aside from the main conclusion that is presented in the next section of this report, the MTR team notes a few observations that could be considered as lessons from the implementation of the MTR process.

Referring to the project as the "WWF-GEF' project, which appears to be the main way this project is introduced or referred to, is not considered very conducive for engagement of stakeholders for several reasons. It is suggested to make a concerted systematic effort to always introduce the project as the MMAF EAFM project[13] but when used in-country this should be in Indonesian appropriate terms.

When MMAF staff and other relevant government stakeholders are invited to participate on the project and their participation is supposed to count towards the co-finance commitment, it should be clarified that active participation is expected, which requires preparation on the issue to be addressed and requires no distractions from phones or computers to be used for anything other than purposeful participation in the meeting/activity.

Descriptions of lessons learned in the project documentation could improve, as it appears mostly to be a summary of information found or things observed, without a discussion of the relevance of the information or observation for adaptive management and the success of the project. Project Progress Report '(PPR)_12 mo_2022_PMU_CFI_INDONESIA_Ed' seems to form an exception on this observation as the lessons learned section provides real lessons and is well written with a good

[13] It is noted that this needs to be discussed with CI, due to the work implemented for Component C.

section on adaptive management. It is not clear however whether these lessons were used to create or be presented in knowledge products.

3.7 Finance and co-finance review

3.7.1 Extent of co-finance realized to date stating whether cash or in-kind

It was not possible to review the extent of total co-finance realized to date, only the letter with co-financing by WWF-GEF was available. However, from interviews it is clear that several challenges exist to ensure the commitment will be met in full prior to the project ending. There exist several misunderstandings about what would really count towards the co-financing commitment and the opportunities to mobilize co-finance through working with other government agencies and private partners as envisioned during the early design of the project appear not well understood, or not yet considered.

3.7.2 Administration of co-financing (by project management or other organization)

It was not possible to review co-financing status from documents received.

3.7.3 Financial management of the project

There appear several continuing challenges to the efficiencies of finance processing to support activities. Some examples include the ability to process and pay sub-grants on time, difficulties for site-managers to implement plans due to delayed cash-flow in support of site activities, and confusion related to what type of disbursements are allowed under the project agreement. While the underlying causes for these and other challenges are increasingly understood by all parties involved, solutions to address these challenges adequately still need to be applied. As mentioned earlier, the executing arrangements created during the early years of the project caused much of the delays and inefficiencies. Now that improvements have been proposed, it will be critical to implement changes. Even while PMU staff did not receive salaries during significant periods in the project, causing the previous PMU leader to leave, current PMU members appear still motivated to continue work for the project, but the ability of the PMU as a whole to make decisions for financial expenditure must be enhanced significantly.

The project expenditure appears slower than projected. This was explained to be a result of delays related to “onboarding” of staff and experts as well as to procurement procedures and the progress reports hint that expenditure will accelerate if some of the organizational elements of the project can be adjusted.

3.7.4 Cost-effectiveness of interventions

While it may appear that the very low spending rate offers much opportunity to increase implementation of the project during the remaining project period, details on the type of expenses made during the first half of the project, indicate a need to shift budget allocations between cost categories. During the first half of the project, a relatively large part of the budget was used for travel

and meetings, and a relatively very low part was used to pay for salaries to the PMU and expertise. Results from those expenditures are limited to # of people being trained, and little or no review of the actual intended changes in behavior towards expected results appears to have taken place during the first half of the project. Instead, it appears that during annual work planning meetings, the activities that have not yet been implemented are simply brought forward into the new plan, without much consideration of learned lessons or the evolving (local) context that may make these activities less relevant during the next year(s). . Instead, selective actions that might optimize the project outcomes for acceleration of impact and change across the target FMAs should be identified on a regular basis for efficient project implementation. To enhance efficiency, the PMU could help the MMAF identify which type of actions by which type of actors may demonstrate results/wins against measurable targets in achievable timelines, so that the project may avoid spending much time on strategies that depend much on external factors. An important criteria that should be considered when identifying specific actions is the interoperability with other MMAF units and the coherence of interventions with other government agencies. Also, the size of the implementing team is deemed too small for the size of the project, especially at the site and FMA level, and the focus of senior team members has been rather scattered between central level and field interventions. Going forward, the efficiency of allocating project resources, both human as well as financial, can be much improved by strengthening the local teams in the target areas, and through contracting mainly local partners from local government agencies, local universities, local NGOs and local knowledge institutes. Also, coordination and information flow among the project partners should be optimized by improving knowledge management systems and processes. At this stage, there are ample SOPs describing responsibilities and control procedures, so it should be possible to refocus responsibilities and empower different people to lead and progress interventions for the different components. With the senior staff in the PMU focusing mainly on work with the central government under component A, and the site-based staff being empowered and supported through local partners to focus mainly on leading work under component B, by investing strategically in some of the needs of the BAF, and by outsourcing a systematic approach to knowledge management and sharing to a relevant Indonesian agency or institution for component D, the efficiency of the entire project will increase significantly.

Generally, it must be noted that costs of implementing a project like this and in this geography, are relatively high due to the remote nature of the target beneficiaries. However, there are several experiences from other similar projects that can inform increased effectiveness of the interventions and related cost optimization. For example, Indonesia has received international assistance for fisheries development and livelihoods. According to the Organization for Economic Cooperation and Development (OECD) database, financial assistance averaged USD 302.5 million/year between 2013 and 2018 which makes Indonesia the largest global recipient of Overseas Development Assistance (ODA) for the ocean economy.[14] The programs delivered under this assistance provide a variety of lessons learned, particularly the overriding need to support increased access to finance and boost business productivity within coastal communities.

The table in annex 7, summarizes key issues and lessons from other programs implemented in Indonesia that have sought to improve coastal and mangrove communities' livelihoods. Lessons were

[14] OECD. (2021). Sustainable Ocean Economy Country Diagnostics. Retrieved from: https://www.oecd.org/officialdocuments/publicdisplaydocumentpdf/?cote=DCD(2021)5&docLanguage=En

drawn with relevance for addressing design problems, inadequate understanding of the context, lack of community ownership, and ignoring of previous lessons learned.

3.7.5 Utilization of grant funds

From the information reviewed[15] , it appears that just about 20% of the planned budget was spent during the first 3 years of the project, between 1 March 2020 and 28 February 2023. Of the actual funds received during this period, only 2,5% was not spent. The severe underspending against the projected project implementation was noted with concerns by the PMU. It is also noted that salary payments have been lagging or not occurred at all during the period that PMU members were employed. The actions undertaken to support a more autonomous PMU are considered positive but there are several concerns that remain.

Expenses made mainly fall under the category travel, meeting, and workshops. The progress report confirms these have been main activities during the first half of the project. Considering the remaining budget and low evidence of interim results that likely support achievement of the project objectives, there are significant challenges ahead to prepare for and implement the remaining tasks and related budget purposefully.

3.7.6 Likely impact of shortfalls in co-financing materialization on project results

Combined, the difficulty to obtain information relevant to review of co-financing information and the observations related to existing unclarity about what budget categories and to what extent these budget categories may be counted towards the co-financing commitment causes concern for the materialization of sufficient co-financing and related impact on ultimate project results.

Now that the PMU's ability to make project management decisions is being strengthened, the lack of attention to strategize effectively with other ministries and provincial government for co-financing of interventions and shared outcomes should be addressed to mitigate significant risks to achieving of sustainable project results at the scale expected and that justifies the financial and time investment.

Fortunately, there are a significant number of recent assessments providing insights into the barriers to investment in the SSF sector. One of these assessments was conducted by the lead MTR consultant for the World Bank as part of the global CFI project. Interviews with more than 20 private and impact investors conducted for this World bank assessment resulted in a list of barriers to investment in the SSF sector. Barriers thus identified, were grouped in four major categories:

- Barriers related to governance (lack of effective fisheries management);
- Barriers related to the lack of a sector investment policy;
- Barriers related to the regulatory environment; and
- Barriers that relate to risks flowing from the nature of the companies or investees and conditions surrounding these.

Annex 6 provides more details for these categories, as well as on the perverse incentives underlying these, that concern new and existing investors, holding back expansion of investment that could

[15] Kementerian Kelautan & Perikanan (Report-Billingual) Mar 1, 2020 - Feb 28, 2023 – Final

promote development of a high performing Indonesian SSF sector. Going forward, in devising a way to mobilize co-financing the team would be strategic to focus on ways to eradicate some of the barriers to private sector investment in the sector.

3.8 Assessment of knowledge management

Component D was designed to support 'Development of monitoring, evaluation, reporting and knowledge management platform for data dissemination, communication from learning and adaptive management. As mentioned in section 3.1.4, however, the understanding or interpretation of the purpose of component D and of the strategic logic of knowledge management for this project appears to vary and the implementation of this component has suffered as a result. Progress reported for Component D reflects mainly the different products generated to report activities implemented in the project, and does not indicate much progress towards creation of a platform through which decisions for fisheries management in the three FMAs can be informed effectively. It was noted that – as part of the global program – information sharing efforts were undertaken, but these are not deemed very useful for the level at which fisheries management decisions will need to be made and for the communities who need to be motivated to change their fishing behavior.

Also, it was noted that these products do not contain a lot of 'explicit knowledge'. Explicit knowledge, also known as expressive knowledge, is knowledge that can be readily articulated, codified, stored and accessed. It can be easily transmitted to others. Most forms of explicit knowledge can be stored in certain media. A rare example of a product that contains explicit knowledge is the publication "Five years of impact and lessons learned from the Blue Abadi Fund 2016—2021". Interviews with project implementers revealed however, that they have significantly relevant 'tacit knowledge" Tacit knowledge or implicit knowledge—as opposed to formal, codified or explicit knowledge—is knowledge that is difficult to express or extract, and thus more difficult to transfer to others by means of writing it down or verbalizing it. This can include personal wisdom, experience, insight, and intuition. Indeed, especially the site managers have gained significant insights relevant for adaptive management but the lack of a systematic, purposeful and targeted process to identify and record lessons fit for adaptive management towards a success model that can be replicated, limits the team's ability to initiate pathways for replication, scaling and sustainability of project impacts.

Improvements in the content of outputs generated in the project by working to transform tacit knowledge into explicit knowledge can support not only the opportunities for more effective engagement of stakeholders with the project, but also support organizational development of the MMAF and individual professional growth of key implementing staff. Together, this will positively influence effectiveness of investments in strategic interventions. As the context surrounding the MMAF continues to change, and as the problems that the MMAF aims to solve are large and complex, feelings about the level of being 'out of control' often cause individuals within the organization, who are the assets of the organization - to be less able to implement strategies and achieve results. Risk assessments related to strategic interventions help and create feelings of being somewhat in control, but a good risk assessment will indicate the limits to the influence/roles of the organization through its combined efforts and knowledge of its assets/its people. If these limits are known and if systems exist to mitigate such risks effectively, then the organization can exert its influence at full potential and its assets (its people) will be operational, providing their best value.

As there is already a shared comprehensive integrated project strategy with relevance for multiple units within MMAF, a more structured approach to knowledge sharing and learning across the entire MMAF will provide many benefits. This would start with consideration of efficient opportunities to strengthen information collection, storage and analysis for organizational learning and individual knowledge development. An internal shift towards development of knowledge related to the different types of interventions through a more structured approach to identification of lessons and supporting learning should be possible without requiring large additional investments for organizational development. As suggested in other sections of this report, the organizational learning should focus on the ToC which has a series of tiered building blocks identified that are critical to achieve the program's outcomes. Knowledge products should be created for tier 1: establishing enabling conditions, tier 2 changing practices, tier 3 achieving benefits, and tier 4 system sustainability.

What then remains to be reconsidered for initiation is the creation of a platform through which fisheries management decisions can be informed effectively. At this point it is not clear to the reviewer whether this is the same as what is referred to as the 'GEF learning station'[16]. However, if indeed a platform will be designed, it will be important to consider the target audience prior to designing the platform.

For example, a quick review of the users of the current available project related 'channels' of information such as 'IW learn' and the project website and newsletters indicated that a description of the project is relatively easy to find on the 'International Waters: LEARN' website, which is a dedicated website assumed to serve an audience already interested in GEF projects of this kind. Upon clicking on the project link the reader is provided with a short description of the project objective and a map is presented of the Indonesian Large Marine Ecosystem (LME) highlighted but it would be useful if this map could also highlight the fisheries management areas (FMAs))- 715, 717 & 718, as well as where exactly the projects are taken place. Project contacts are also provided for Adipati Rahmat as well as a link to Knowledge Sharing Documents via https://cfi-indonesia.id/, which is a dedicated portal. From the outset this website provides newsletters and information on the project which appears to be updated frequently, providing the reader with up-to-date information on project activities. The website is in Bahasa Indonesian but is easily translated to English using google translate. Review of counter statistics for each of the 91 publications placed on the CFI GEF website between July 2022 and end of November 2023 indicates an average number of 105 views per document, ranging from 441 views for "Equipping the spirit of environmental protection and mainstreaming gender", to 1 view for "GEF 6: KKP and IPB University explained the results of monitoring the Koon conservation area and discussed EAFM through the results seminar & talk show of zooxanthellae XVII expedition". The location and other details of viewers could not be determined.

4. Conclusions, Recommendations, and Lessons

Managing access to fishing areas, promoting sustainable fisheries management, maintaining marine protected areas with sustainable finance, and supporting the development of community livelihoods are inherently challenging as numerous stakeholders and layers of administrative agencies need to be

[16] 'GEF learning Station' which 'is intended as a means of sharing important lessons from GEF projects in Indonesia that are relevant to the 11 Integrated Programs (IP), as well as encouraging exchanges between OFP Asia and the Pacific based on Indonesia's experience regarding the main benefits for the country and lessons learned from the project.'

involved in the process especially in areas where differences between traditional or customary rights and formal regulatory frameworks are significant.

While the design of the project is considered still highly relevant in the current regulatory, environmental and societal context of Indonesia, it will be important to facilitate a process through which most of the key assumptions underpinning the ToC can either be validated or rejected by a broader group of primary AND secondary stakeholders to the project. This should support crafting of a slightly revised ToC, with particular relevance for the project's scaling strategy that easily appeals to those strategic partners who can support scaling and sustainability. Lessons learned through the initial years of implementation of the BAF will also be highly relevant. At the same time, this process should enhance consistency between planned activities and outputs of the project with the overall goal, with the attainment of its objectives at the scale intended and with the intended impacts and effects. This should include consideration of opportunities by KEHATI and others to apply BAF funding AND increase investment through the BAF mechanism for improvement of sustainable fisheries production and related coastal livelihoods. In turn, thus increased consistency will need to inform a simplified but more purposefully designed results framework and tracking tool.

The M&E processes that are currently implemented appear mostly focused on supporting accountability and control. This may have been caused by the fact that this is organizationally a new type of collaboration with an international NGO as GEF agency, a national government agency that has no previous experience executing such GEF project themselves and not through an UN organization who managed the funds instead, and a very small PMU, that has not been able to implement its role effectively during the first three years of the project. Now that improvements are made to project management and the ability of the PMU to increase implementing capability through engagement and contracting of local and provincial agencies and experts, the potential for sectoral linkages with successful initiatives and application of proven interventions is increasing.

The engagements during the MTR with many project actors indicate renewed positive interest to improve governance and management arrangements so that acceleration of achievement of results can be supported. If the recommendations from this MTR are well received and adopted, it is the consultant's opinion that the project is likely to make significant progress on its main objectives. However, and considering in-country sources of public funding to support community livelihoods in and around coastal areas, it is important for MMAF to recognize that there are various other relevant government agencies, beyond those for the environment and fisheries, who have an inherent interest in the success of this project.

With this in mind, the MTR consultant attempted to revise the ToC based on past experiences reported by the project and observations made during the MTR process and crafted the following initial working definition of what it means to mainstream EAFM: "*Mainstreaming of EAFM into the Small-Scale Fisheries sector requires effective behavior change for adoption of 'The Model' developed through legislation, governance, capacity building and sustained financial investment by Government and resourced through creative financial mechanisms that blend philanthropy, government appropriation, public finance and private capital and ultimately strengthen capacities of both government and local communities through enhanced social, economic and ecological resilience.*"

Once MMAF – together with the PMU – can demonstrate the logic and effect of the project strategies, the potential for full realization of all project outcomes to materialize increases significantly:

- Funding to increase investment in addressing barriers that hold back the SSF sector from sustainable development and to achieve co-financing commitment,
- Economic development and related wellbeing of local coastal communities,
- Adoption by other provincial governments of similar strategies/approaches growing the area of protected and well-managed coastal ecosystems and reducing threats to fish stocks and their productivity, and
- Evidence of an effective role of EAFM in protecting coastal ecosystems, indicating high performance over protected areas and paving the way for more conducive policy and legislation to scale up impact across Indonesia.

The sustainability of project results could benefit from working through a dedicated sustainability strategy. Clarifying pathways to impact at scale and to ensure sustainability of project interventions for example through facilitation of decisions regarding mobilization of adequate public financial resources for enabling sustainable impact of this project and to support expansion to new sites and communities through forging of appropriate partnerships will provide clarity to all people involved about the way forward for magnification of impact at the scale required to achieve the full vision.

4.1 Lessons learned organized by the core evaluation criteria

Relevance - The project design and outcomes remain valid and consistent with local and national development priorities and organizational policies, but the project outcome indicators and targets must be adjusted to better reflect change as a result of project interventions and the size of the project investment. The relevance of several of the activities that have been implemented during the first half of the project is low, and even while some of this was explained by restrictions during COVID-19, feedback from beneficiaries should be considered more systematically in preparation and evaluation of activities going forward to increase relevance of the project interventions towards expected outcomes and results. Since the initial design, several similar projects have been implemented, resulting in useful lessons to adopt for acceleration of impact at the project sites. The report provides suggestions for some highly relevant opportunities to engage local partners and other government agencies to enhance performance of the project towards acceleration of more relevant outcomes.

Coherence - The compatibility of most of the project interventions with relevant Indonesian fisheries management policy and national targets as identified during the design of the project remains high. However, optimizing synergy and creating interlinkages between interventions planned in this project and those in other programs by MMAF could have been higher during the past implementation period. Aside from some alignment of project activities and results framework with the “Measured Fishing” concept, more efforts could have been undertaken to collaborate with other programs and projects that are executed by MMAF. Several activities and outputs of the project are not consistent with the overall goal and the attainment of its objectives at the scale intended, indicating low internal coherence. Fortunately, the project design provides many potential synergies with other actors in the same sector and even with government agencies for different sectors operating in the same Indonesian context, which should be activated for the remaining project duration in order to accelerate impact and mobilize additional investments to meet the co-financing commitment made.

Effectiveness - The achievement of outputs, outcomes and project objectives is low due to several factors that impede effective progress. There have clearly been significant efforts over the years to

create an oversight structure aimed at combining both legal requirements as well as functional needs. This had various implications on the approach to decision-making and more detail is provided in the report, but recent improvements in the ability of the PMU to make project management decisions are expected to increase effectiveness, yet several risks remain. For example: while it appears that relations of the PMU with government agencies are very positive, the management and the organizational structure of the project require much more strategic engagement of key individuals in MMAF. Also, different interpretations of priority objectives and related use of project resources between project partners, and inefficiencies in the distribution of responsibilities and coordination mechanisms must be addressed urgently to accelerate progress towards priority project outcomes. Furthermore, achievements reported and demonstrated are mainly at the output level and fall short of those that would be expected at this mid-term phase of the project. They are not very useful for validating the intervention logic, which limits the potential for adaptive management. PMU staff do appear to note feedback on the relevance of project activities from working closely with stakeholders, yet related adaptive management actions appear lacking or significantly delayed. It is important to note that project members appear to have increased awareness of several internal impediments, but awareness of external impediments appears lacking which should be addressed urgently. For example, the project design offers significant opportunities to address direct needs of communities through strategic activities with other sectoral agencies in Component B which will motivate communities to reduce unsustainable practices and increase co-financing contributions from sources that are complementary to those of MMAF alone. Also, the project design allows for reduction of obstacles to private sector investment in the small-scale fisheries sector by addressing regulatory barriers through strategic activities in Component A more directly. For this to be more widely supported by key decision makers in this project, it will be important to enhance understanding about the intervention logic and to validate it from recent and other experiences. That way, more focus and weight may be placed on those outcomes that result in delivery of the priority outcomes or impacts identified in the project design. Lastly, on this criteria, it is important to note that interviews indicate some incidents of alleged misuse of funds and that the way that MMAF dealt with this left lingering concerns about the project. For the different institutional elements of the entire project organization to be effective in decision making towards achieving project results, implement adequate strategies to achieve goals, and mitigate a variety of risks, a high level of trust amongst members of the leadership bodies, and of trust by the staff in the leadership will be required.

Efficiency – While it may appear that the very low spending rate offers much opportunity to increase implementation of the project during the remaining project period, details on the type of expenses made during the first half of the project indicate a need to shift budget allocations between cost categories. During the first half of the project, a relatively large part of the budget was used for travel and meetings, and a relatively very low part was used to pay for salaries of PMU staff and temporary expertise. Results from those expenditures are limited to # of people being trained, and little or no review of the actual intended changes in behavior towards expected results appears to have taken place during the first half of the project. Instead, it appears that during annual work planning meetings, the activities that have not yet been implemented are simply brought forward into the new plan, without much consideration of learned lessons or the evolving (local) context that may make these activities less relevant during the next year(s). Also, the size of the implementing team is deemed too small for the size of the project, especially at the site and FMA level, and the focus of senior team members has been rather scattered between central level and field interventions. At this stage, there

are ample SOPs describing responsibilities and control procedures, so it should be possible to refocus responsibilities and empower different people to lead and progress interventions for the different components.

Results/Impact and Attribution – At this stage and with the information provided, it appears not possible to anticipate the level of impact that project interventions or strategies will have on the project objective, conservation targets and GEF global environmental benefits. For example, the highest-level indicators for project targets of 'improved management of 5.5 million hectares of seascapes and 400,000 tons of fisheries into sustainable production levels across the 3 project FMAs – 715, 717, 718', are ambiguous and appear to be missing from the tracking tool used to support reporting of progress. While people interviewed responded with high enthusiasm on perceived impacts of the project so far, the details shared indicate no measurable impact on the project's environmental targets, nor any measurable socio-economic benefits to the project beneficiaries. It is very likely that any changes, aside from the creation of some of the regulations and management plans would have occurred in the absence of the project. The project's logic or ToC remains valid, but the potential to scale up or replicate the project outcomes and impact needs to be considered so that a specific pathway to magnify impact can be designed and initiated. The lack of measurable results provides strong arguments for applying behavior adoption science to motivate mainstreaming of EAFM in the SSF sector.

Sustainability - The likely ability of the project interventions to continue to deliver benefits, progress and impact after project support has ended is currently considered low. The report provides several indications of financial risks, socio-political risks, institutional framework and governance risks, and environmental risks, and even if the project design included much effort to contribute to capacity building, the relevance of the approaches appears not very high. Pathways to scale and sustainability of the project measures appear missing and the use of lessons throughout the implementation of the project, to strengthen the project and its performance should be systematically enhanced.

Adaptive capacity – Due to different start dates of the work for CI-GEF implemented component C, the work in the Global Program and the work for components A, B, and D, sharing of lessons learned was limited. More importantly, however, the existence of two result frameworks (for CI-GEF and for WWF-GEF) that do not align or connect, appears to limit the adaptive capacity of the current project implementors. Several of the indicators in the tracking tool are not conducive for adaptive management towards effective delivery of results. Improvement of the results framework and its related tracking tool requires wide understanding on all elements that constitute EAFM and on factors that affect behavior change for different target audiences and key actors. This is especially so, because the need to engage with actors and decision-makers in fields beyond the fisheries and environmental sector has increased. This requires skills to motivate engagement and investment by actors who are mostly external to the sector. These other actors are especially those who can help with scaling of project impacts, such as commercial and impact investors or agencies responsible for community development.

4.2 Recommendations

To grow understanding about the relevance of this project and increase engagement of primary and secondary project stakeholders, it is recommended to inform Indonesian leadership about the high

level of alignment of the project with Indonesia's commitment to a 'blue economy'. Indeed, through its Oceans Policy of 2017, the Medium-Term National Development Plan or *Rencana Pembangunan Jangka Menengah Nasional* (*RPJMN*), and other high-level commitments, Indonesia is investing heavily in conditions for a blue economy. The 2020-2024 *RPJMN* was the starting point for achieving the target of Indonesia's Vision 2045, namely 'Advanced Indonesia' or *Indonesia Maju*. Specific improvements to the socio-economic contributions from the sector were already outlined in the *RPJMN* 2020-2024 and MMAF strategic plan. The *RPJMN* highlights the need to strengthen both management and institutions related to the FMA-related fisheries management system, to optimize fishery productivity, and harmonize spatial planning for sea and land. Relevant strategic targets and indicators for the marine and fisheries sector are summarized in Table 2, and to illustrate how this project can contribute to Indonesia's 2045 vision, it is recommended to align the project results framework with these targets and indicators.

Table 2 Strategic targets and Indicators for the fisheries sector from the MMAF Strategic Plan 2020-2024

Strategic target	Indicator	2019	2024
SS-1 Improving marine and fishery communities' welfare	Welfare index	59.16	63.87
SS-2 Improving economy of the marine and fisheries sector	GDP	7.9	8.71
	Export value (United States Dollar (USD) Billion)	6.17	8
	Fish consumption (kg/capita/annum)	56.39	62.05
SS-3 Sustainable Marine and Fisheries Resources	Proportion of catch within safe biological limits	64%	80%
	MPA (Mio Ha)	23.4	26.9
SS-4 Improving Capacity and Competency human resources	Absorption of skilled human resources in sector	60	75
SS-5 Applied and Innovative Research	Adopted/implemented	5	15
SS-6 Responsible Governance	FMA system	3	11
	Marine Zoning	24	102
	Compliance Business Sector	94	98
SS-7 Competitive Industry	Fish production (Mio Metric Ton [MT])	24.46	32.75
	Salt (Mio MT)	3	3.4
SS-8 Integrated marine and fisheries monitoring/surveillance	FMA coverage for illegal fishing surveillance	54%	75%
	Persecution of violations	95% for 5 years	

Strategic target	Indicator	2019	2024
SS-9 Good Governance	Reformation in Bureaucracy	71	75
	Spending Rate	88	90

The targets in Table 2 are based on calculations that require Indonesia's fisheries annual production to go up from 64% to 80% of the Maximum Sustainable Yield (MSY). As the National Commission on Stock Assessments in 2017 indicated that 38% of the nation's capture fisheries were already overfished and that a further 44% of stocks were fully exploited, these strategic targets of MMAF could only be achieved if the status of overfished stocks is addressed firstly. Mainstreaming EAFM had already been identified by MMAF as the preferred approach, and since MMAF introduced the concept of *Perikanan Terukur* or 'measurable fisheries" in 2021, which emphasizes output control through catch limits or quotas, effective implementation of this project has even become more relevant.

As identified earlier, executing arrangements are a unique aspect of the project, causing delays and affecting coordination between the project parties during the early years following GEF CEO approval. While the project is clearly driven by people with purpose who have offered ideas to solve the challenges facing SSF communities, moving effectively from purpose to action as an organization and sustaining project results can be a challenge, as evidenced from results of the MTR described above. Building the capacity of individuals within organizations can help the entire organization to get better at acting to solve problems, however, working on the capacity of organizations sustains the ability at a scale where more significant impact may be achieved for more people and larger communities. This requires that past experiences with the executing arrangements are shared between individuals from the different organizations either involved with executing these arrangements or affected by them, so that lessons are drawn collaboratively about their impact on the current project status as described by the findings of this MTR.

The next section provides specific and actionable recommendations and a roadmap for their implementation.

4.3 Specific and actionable recommendations to improve the design (ToC), implementation, monitoring and evaluation, and management of the project; organized as applicable by evaluation criteria and findings

A roadmap for transition to more effective project implementation is proposed (see annex 8) to be implemented in a way that creates synergies between the main partners in the organization (MMAF and the PMU) and that promotes transparency throughout the organization and with key partners – in particular with provincial and local government agencies. The detailed items recommended to be addressed through this transition process are listed in Table 3 below. It must be noted that some items in this table are repetitive or inter-linked as they apply to more than one of the evaluation criteria and findings. The roadmap includes comprehensive activities to serve all of the below listed recommendations most efficiently.

Table 3 Actionable recommendations by evaluation criteria

Relevance

R1 Broaden awareness and understanding about the relevance of the project with primary (sectoral) and secondary (non-sectoral) stakeholders. This should be considered the main priority of any further work during the first 6 months of 2024 under Component A, and could be best implemented by the PMU leader, supported by a new to be developed strategic communication strategy that includes specifically identified target audiences (see also activity B1.1.1, B1.1.2 and B1.2.1 in the roadmap presented in annex 8).
R2 Adjust and quantify project outcome indicators and targets to reflect change through project interventions and to better align with achieving targets 'improved management of 5.5 million hectares of seascapes and 400,000 tons of fisheries into sustainable production levels across the project FMAs' and with the full size of the project investment. For example, the type(s) of fisheries in the target FMAs that actually already produce (close to) 400,000 tons of fish should be identified and targeted with activities during the remainder of this project. This should be considered the main priority of any further work under Component A and D, and a dedicated workshop to achieve this should be facilitated (see also activity B1.1.1 and B1.1.2 and B4.1.2 mentioned in annex 8).
R3 Connect with other similar projects (e.g. as currently being implemented with MMAF for BerIKAN and Oceans, as implemented during recent years by Rare, YKAN and KEHATI, and as related to institutionalization of *sasi*, or as related to eco-label and seafood certification schemes) to adopt their lessons or to draw additional relevant lessons such as those relevant to marketing of perishable consumer goods for selection of feasible activities that effectively accelerate impact at the project sites. This should be a priority for the PMU leader, and supported systematically by the new to be developed strategic communication strategy (see also activity B1.1.2, B1.2.2 and B3.1.1 in the roadmap in annex 8).
R4 Review selection of activities with the following selection criteria: i) do they align with achievement of the project targets i.e. 'improved management of 5.5 million hectares of seascapes and 400,000 tons of fisheries into sustainable production levels across the project FMAs", ii) are they based on lessons learned elsewhere/by other similar projects and on feedback from stakeholders already provided during the first half of the project, iii) will their results be measurable relatively quickly to serve as demonstration of the value of EAFM, iv) will results be scalable and sustainable, and v) do they allow for mobilization of significant co-finance. This should be a priority for the PSC and facilitated by the PMU leader.
R5 Integrate processes to review already provided and new to be provided feedback from beneficiaries (especially community members) more systematically for example by empowering site managers throughout all project management activities. This can be managed by the M&E expert in the PMU in the long term, but a dedicated series of well-facilitated meetings between site managers and local government representatives should be organized during Q1 of 2024 to consider ways that such process can be sustained through already existing 'institutional' arrangements such as those regulated for FMA management and other relevant regional economic development planning processes.
R6 Shift focus and related financial and human resources to component B to improve the project's progress towards measurable relevant outcomes and results. Note that the focus of work under Component A should also shift, towards supporting engagement of other departments of MMAF and other ministries in support of relevant co-financing of enabling conditions to achieve project targets in the project areas. The required budget for the re-focused activities under Component A,

however, will therefore reduce significantly, making it possible to significantly increase resources for work with communities and local government in the project FMAs. This should be a priority for the PSC and facilitated by the PMU leader.
R7 Identify and operationalize relevant opportunities to engage local partners and other government agencies to enhance performance of the project towards acceleration of more relevant outcomes towards "improved management of 5.5 million hectares of seascapes and 400,000 tons of fisheries into sustainable production levels across the project FMAs". This is closely linked to R3 and C2, so it should be part of implementing R1 as it will be especially valuable to align coordination efforts with other departments of MMAF and with other ministries, in support of efficient coastal community development. The PMU and the steering committee should receive additional technical assistance to implement this recommendation, which includes development of a new to be designed communication strategy (see activity B3.1.1 in annex 8).
2. Coherence
C1 Optimize synergy and create interlinkages between interventions planned in this project and those in other programs by MMAF, especially with BerIKAN and Oceans. Significant opportunities may also exist by working with other departments in MMAF, especially those responsible for investment in coastal infrastructure and those responsible for sectoral capacity development and collaborative management. This should receive priority attention during more frequently held PSC meetings and can be further supported through A4 with regards expanding the PSC and improving diversity of PSC membership (both technically – especially related to economic development - as well as through inclusion of different type of members - especially private sector).
C2 Identify and activate synergies with other actors in the same sector (e.g., private sector, NGOs) and with government agencies for different sectors operating in the same Indonesian context to mobilize adequate investments to meet the co-financing commitment. Similarly, as for R2, this should be a priority for the PMU leader, and supported by the new to be developed strategic communication strategy (see also activity B1.1.2, B1.2.1, and B1.2.2 in the roadmap in annex 8).
C3 Increase internal project coherence through review (confirmation or rejection) of previously identified activities, outputs and component outcomes informed by their quantified/proportional contribution overall targets of "improved management of 5.5 million hectares of seascapes and 400,000 tons of fisheries into sustainable production levels across the project FMAs". As this is similarly to R4. but internal to the PMU team firstly, this should be a priority for the M&E expert in the PMU, in close collaboration with the 3 site managers, and they should be facilitated in this through additional technical assistance in this process to also use it to validate assumptions of the ToC. Following the internal implementation of this recommendation, the outcomes should inform implementation of R.4. during Q1, to improve and finalize the draft AWP of 2024.
C4 Spend time with core project decision-makers to review the project ToC with its indicators and to verify underlying assumptions to identify new priority activities. This follows C3, and should be led by the PMU leader during the first quarter of 2024 in support of improving and finalizing AWP 2024 (see also activity B1.1.1 in the roadmap in annex 8).
Effectiveness
EN1 A facilitated evaluation of the impacts of the executing arrangements on the current state of the project should lead to identification of relevant lessons and recommendations for change,

particularly with relevance to the ability of the PMU to make project management decisions. The PSC should lead such evaluation during the first quarter of 2024 with support of WWF-GEF and CI-GEF. Meanwhile, decision-making ability should be enhanced by implementing the already available revised SOP, by accelerating AWP sign-off processes within MMAF for timely preparation of cash-flow agreements, and through some additional changes in project management – as suggested in this MTR report (see also activities under component B in the roadmap in annex 8).
EN2 Enhance more strategic engagement of key individuals of multiple units in MMAF through increasing understanding of priority objectives and improving information flows for effective coordination. This should be a priority for the PMU leader, and supported by the new to be developed strategic communication strategy (see also activities under A1, A2, and A3 in the roadmap in annex 8).
EN3 Enhance awareness of key decision-makers in different MMAF departments about external impediments flowing from direct needs of communities that are not addressed by engaging other sectoral agencies with relevance to rural economic development in Component B. This should be led by the PMU leader, following a rapid internal process to identify key lessons from the first years of project implementation, and a technical exchange of lessons with other technical experts, such as those implementing similar projects (see also R3). Also, a marketing assessment should be done by seafood trade experts.
EN4 Identify opportunities to reduce obstacles to private sector investment in the small-scale fisheries sector by addressing regulatory barriers through strategic activities in Component A more directly. This can be led by the PMU supported by colleagues from the World Bank who implemented various studies during preparation of LAUTRA on the investment landscape for coastal communities, and who have additional knowledge relevant to this need. (See for example information summarized in annex 6).
EN5 Put more focus and weight on strategies and activities that result in delivery of the priority outcomes or impacts identified in the project design. This should consider amongst other things, the identification of the type(s) of fisheries for each of the target FMA's that can contribute most effectively to the target of 400,000 tons of fish at sustainable levels and should be facilitated by the PMU leader as part of revisiting the ToC and implementing C3 and R4. (see also B1.1.1 in annex 8).
EN6 Adjust indicators (e.g., adding project specific indicators at the objective level, add indicators to enable measuring progress more frequently in support of adaptive management and change indicators that are not useful, or require huge resources to monitor) to guide enhanced ability of project implementors to review the adequacy of change towards expected results and impact at the scale that corresponds with the significant size of the financial investment ~ 70 million USD equivalent. This is part of improving the M&E framework and needs to consider objectives for component D, particularly with relation to monitoring by fishers and other beneficiaries. This should be a priority led by the M&E expert and supported with additional technical assistance during Q1 of 2024. (See also B1.1.1 in annex 8).
EN7 Ensure that feedback on the relevance of project activities from working closely with stakeholders – including private sector actors -, is used more immediately for adaptive management. This is relevant particularly to the sustainability of providing 'institutional' support for maintain *sasi* and other co-management systems. During the first quarter of 2024, the M&E expert

of the PMU, should prioritize review and drawing of lessons from information already collected during the first years of the project. Going forward, a more systematic approach to M&E should be applied, led by the M&E expert of the PMU in close collaboration with the site managers, to review feedback by project beneficiaries after each activity, and to prepare clear summaries, in the form of lessons learned, to be considered on a monthly basis by the entire PMU, and on a quarterly basis by the PSC and local government agencies in the target FMAs. This is to be supported by a new to be developed communication strategy (see also activity B1.2.1 in the roadmap in annex 8).
EN8 Include more other government agencies, non-governmental organizations (NGOs) and community stakeholders in the implementation of project interventions under component B. This must be facilitated by the PMU leader and followed up with preparation of contractual arrangements by the project finance manager as part of the finalization of the AWP. See also EF4.
Efficiency
EF1 Discuss the need with PSC members to shift budget allocations between cost categories, reducing the relatively large portion for travel and meetings, and increasing the portion for PMU salaries and adequate internal and external expertise. This should follow a facilitated meeting to determine the size and composition of an adequate implementation team with a focus on increasing staff at each of the target FMAs (See also B2.1.1 and B4.1.1 in annex 8).
EF2 Start monitoring intended changes in behavior towards expected results instead of number of participants to meetings and trainings. For example, information to review progress and draw lessons on inclusion of women in decision-making processes or monitoring activities, beyond lists of meeting participants segregated by gender will be highly relevant. This should be guided by an improved M&E system, to be developed during the first quarter of 2024 by the M&E expert in the PMU in close coordination with the site managers and supported with additional technical assistance. It would be useful to consider levers for behavior change identified by Rare as part of the process to more incorporate meaningful indicators in an adjusted results framework. (See also activity B1.1.2 and B4.1.2 in the roadmap in annex 8).
EF3 Prioritize actions that generate early evidence of the project outcomes for acceleration of impact and change across the target FMAs and review progress more frequently with a larger group of stakeholders. For example, these would be actions that increase the capacity of local communities to evaluate the effect of their fishing activities on the state of the fishery, and actions that address external impediments to shifting towards better fishing practices. This is linked to C3, R4, EN5 and EN6 and best facilitated through additional technical assistance.
EF4 PMU should help MMAF during the first quarter of 2024, to identify which type of actions by which type of actors may demonstrate results/wins against measurable targets in achievable timelines, to avoid wasting time on strategies that depend too much on external factors beyond the sphere of influence of MMAF. This should be guided by improved understanding about relevance of certain fisheries regards their annual production, so that significant progress towards the target of 400,000 tons of fish under improved management will become evident soonest. This follows C2, C3 and is similar as R7.
EF5 Identify actions for which interoperability with other MMAF units and the coherence of interventions with other government agencies is high. This should be led by the TC in close coordination with the PMU leader. It should inform EF4 and is part of C3.

EF6 Increase the size of the executing team in line with the full size of the project investment (~ 70 million USD equivalent). Generally, effective teams should not exceed 7 members, however, this does not mean that the PMU may only include 5-7 members. For example, at each FMA, especially in support of a shift of resources to accelerate implementation of component B, local teams should ideally also include 5-7 members. This implies a minimum of 7 +3*5 = 22 fully dedicated team members for this project. (See also B4.1.1 in annex 8). This should be a priority for a PSC meeting (see also activities under component B in the roadmap in annex 8).
EF7 Re-focus effort by senior team members starting in Q2 of 2024 on central level engagement interventions under component A, to ensure co-finance commitments as well as policy pathways to scale and sustainability. This should be informed by C3 and C4 and involves strengthening the PMU team at the central level through additional relevant staff and improving the value of the PSC to project delivery (e.g. see also C1). Identification of policy pathways should be done in the new to be developed communication strategy, for which additional technical assistance will be required.
EF8 Strengthen the local teams in the target areas by recruiting additional team members and improved ability to mobilize funding for implementation of approved activities, and contract mainly local partners from local government agencies, local universities, local NGOs and local knowledge institutes. This follows EF5 and EF6 amongst others.
EF9 Improve coordination and information flow among the project partners by improving knowledge management systems and processes, as originally designed under component D. Consider to outsource this part of the project, following creation of a new communication strategy. See also EN7.
EF10 Refocus responsibilities and empower different people to lead and progress interventions for the different components: i) senior staff in the PMU work with the central government under component A, ii) the site-based staff and local partners lead work under component B, and iii) outsource a systematic approach to knowledge management and sharing to a relevant Indonesian agency or institution for component D.
Impact and Attribution
IA1 Identify and initiate pathways to scale up or replicate the project outcomes and impact. This should be led by the PMU leader, and facilitated by additional technical assistance during the first quarter of 2024. (See for example activity B1.1.1, B1.1.2 in the roadmap in annex 8).
IA2 Define preferred behavior change with quantified output targets to enable monitoring of measurable contributions to the project targets of “improved management of 5.5 million hectares of seascapes and 400,000 tons of fisheries into sustainable production levels across the project FMAs”. This could be led by the M&E expert of the PMU in close collaboration with the site managers and facilitated by additional technical assistance during the first quarter of 2024.
Sustainability
S1 Similar as IA1, identify and initiate pathways to scale and sustainability of the project results. This should be led by the PMU leader, and should be facilitated by additional technical assistance during the first quarter of 2024. (See activity B1.1.1, B1.1.2 and B3.1.1 in the roadmap in annex 8).
S2 Start tracking major factors that impact the success and sustainability of results, in particular related to preferred sustainable behavior change for fisheries that could contribute adequately to

the project targets of "improved management of 5.5 million hectares of seascapes and 400,000 tons of fisheries into sustainable production levels across the project FMAs". For example, information on the impact of inclusion of women in decision-making processes or monitoring activities, could provide useful lessons. This should be guided by an improved M&E system, to be developed during the first quarter of 2024 by the M&E expert in the PMU in close coordination with the site managers and supported with additional technical assistance. (See activity B4.1.1 in the roadmap in annex 8).
S3 Identify and initiate a strategy for engagement of stakeholders beyond the sector, in order that other existing financial, economic, social, environmental, and institutional capacities can complement those from the fisheries sector. This should be a priority for the PMU leader during the first quarter of 2024, and result in a new communication strategy. This should be facilitated by additional technical assistance (see also R1).
Adaptive capacity
A1 Develop or add competencies required to engage with actors and decision-makers in fields beyond the fisheries and environment. These include skills to motivate engagement and investment by actors who are mostly external to the sector, but who can help with scaling of project impacts, such as commercial and impact investors or agencies responsible for community development. The work undertaken by the World Bank in Indonesia as part of the global CFI is relevant here. This is linked to EF6 and A4 and will involve expanding the implementation team and working with adequate technical assistance providers.
A2 Invest in additional support for strategic communications of project impacts to increase the value of reports for adaptive management, sharing of lessons learned, but especially to strengthen relation management with other types of government agencies and investors relevant for the SSF sector. The work undertaken by the World Bank in Indonesia as part of the global CFI is relevant here. This is linked to EF6 and A4.
A3 Shift responsibility of the PMU from the need to be directly engaged with work that would deliver the desired results to one of orchestrating a more complex process across multiple institutional elements to deliver impact. This means that the Jakarta-based PMU staff would refocus on work that supports mobilization of relevant co-financing, and sub-contract some of the other responsibilities, for example those for Component D.
A4 Develop and expand the PSC to enable consideration and mobilization of a more holistic package of strategic interventions. Increase the frequency, relevance and quality of information provided to the PSC, to support more frequent reflection by individual PSC members as well as through guided meetings on progress and relevance of the activities. This is linked to EF7 provided that expansion of the PSC includes decision-makers or advisors relevant to private sector investment and allocation of public funding.
A5 Following on project experience, as part of discussing lessons related to experience with the executing arrangements, the PSC should re-consider MMAF's role in supporting livelihood projects in favor of other ways to enhance small enterprise development through partnerships with 'service providers. Informed by outcomes of R7 and C3 amongst others, this may include things like developing a small network of impact investment partners that may serve a growing number of

communities and locations across the geographic scope of the project. MMAF could oversee the work done by these 'service partners' ensuring relevant links to conservation and sustainable fisheries outcomes and the shared vision of MMAF and the GEF.

4.4 Evaluation rating tables as per the ToR. A description of rating classifications is provided in annex 1.

Project Strategy	*Achievement Rating*	*Justification*
Objective: contribute to coastal fisheries in Fisheries Management Areas (FMA) 715, 717 and 718 delivering sustainable environmental, social and economic benefits and demonstrating effective, integrated, sustainable and replicable models of coastal fisheries management characterized by good governance and effective incentives.	UA	Not sufficient progress at this level. The results framework is not conducive to evaluate progress on the objective and support adaptive management due to inadequate indicators.
Component A: Implementing Enabling Conditions for EAFM in FMA 715, 717 & 718.		
Outcome A.1: Enabling policy: National and local policy and institutional frameworks (including Fisheries Management Plans – FMPs) amended to contribute to the implementation of a holistic EAFM.	MU	Some local outcomes exist, but regarding national outcomes, it is unclear how much, if any, can be attributed to the project.
Outcome A. 2: Enabling awareness: Holistic EAFM based plans in place demonstrating the benefits of harvest controls and co- management to fishers and province level managers.	UA	No demonstration is possible, it is unclear how much this project contributed.
Outcome A.3: Enabling incentives: Locally based financial mechanisms established to demonstrate coastal ecosystem conservation as part of a holistic EAFM.	UA	No work appears to have been done yet.
Outcome A.4: Enabling skills: Capacity of fishers, fish workers, and provincial and district government agencies enhanced to effectively participate in the implementation of holistic EAFM approaches.	U	Low number of people have been trained; most trainings are not directly relevant to outcome.
Component B: Implementing EAFM Tools to support EAFM in FMA 715, 717 and 718.		
Outcome B.1: Improved planning and management of MPAs for cross-sectoral collaboration implemented as part of a holistic EAFM approach that includes ecosystem restoration and conservation strategies and other innovative approaches	UA	Cannot find evidence of cross-sectoral collaboration.
Outcome B.2: Small scale business sector investment increases in coastal fisheries management	UA	No investment appears to have been done.
Outcome B.3: Business sector invests and implements FIPs.	UA	No investment appears to have been done yet.
Component C: Sustainably Financing the Protection of Coastal Ecosystems and EAFM Activities in FMA 715 and 717.		
C.1 Financing provided to the Blue Abadi Fund for critical coastal ecosystem protection and EAFM in West Papua Province (FMA 715 and 717), results in Indonesia's first sustainably financed MPA network, serving as a national and regional model for sustained marine resource management, as well as in positive impacts to ecosystem health, fisheries production, and the livelihoods and food security of local fishers and their communities.	MS	The MPA network appears not yet to be fully financed, and it is not clear how much EAFM is occurring as a result of finance through BAF through the 2 FMA's indicated.

Component D: Implementing Knowledge Management, Monitoring and Evaluation for Sustainable Coastal Fisheries in FMA 715, 717 and 718.		
Outcome D.1: Results-based performance monitoring used to track project status and inform governance and management of project sites to support EAFM in FMAs 715, 717 and 718.	U	The monitoring system and the level of its implementation currently does not support this outcome.
Outcome D.2: Existing and new data and information management systems established, maintained, and updated so that information is secure and available.	UA	No evidence of data and information systems could be found.
Outcome D.3: EAFM information for coastal fisheries management available and disseminated in the respective FMAs, the CFI Programme and other interested national/regional/global audiences.	U	Information that is shared through the project does not fit this outcome description, namely 'for coastal fisheries management'.

2. Overall Assessment of Project Outcomes	***Rating***	***Justification***
Were project outcomes ***Relevant*** when compared to focal area strategies, country priorities, and WWF priorities?	UA	Not many outcomes could be found.
*What is the **Effectiveness** of project outcomes?*	UA	Not many outcomes could be found.
*What is the **Cost-efficiency** of project outcomes?* How does the project cost/time versus output/outcomes equation compared to that of a similar project?	U	Not many outcomes could be found, the few outputs versus the project cost and time spend indicate low cost-efficiency.
Overall Rating of Project Outcomes	***Rating***	***Justification***
Using above criteria, please provide an **overall rating** for the achievement of the Project outcomes. This assessment should analyze both the achievement and shortcomings of these results as stated in the project document.	HU	There are no clear outcomes of the project as per their description at this mid-point.
3. Assessment of Risks[17] to Sustainability[18] of Project Outcomes		
Financial Risks		

[17] Risks are internal or external factors that are likely to affect the achievement of project outcomes. In this context, please consider how these risks could affect the sustainability or *persistence* of project outcomes. Please feel free to list individual risks for each category (financial, sociopolitical, etc.) and provide a corresponding assessment on likelihood and magnitude for each of these. This will help you in forming your overall rating of sustainability of project outcomes.

[18] Sustainability refers to the likelihood of continuation of project benefits after project completion according to the 2019 Monitoring Policy.

Mobilization of the co-finance commitment cannot be assessed, but it appears not to be forthcoming as expected at this point in time, which risks potential achievement of sustainable impact at scale. Also, different interpretations exist about what counts as co-finance.
Socio-political Risks
Lack of progress of creating a 'model' and lack of follow up on beneficiary feedback after trainings, risks disinterest by communities to continue and low interest by regional government to support and co-invest in replication.
Institutional Framework and Governance Risks
Lengthy and delayed processes for decision-making on activities and provision of funds and human resources risk low levels of progress, and lack of interest by other units in the MMAF or other ministries, to support this project.
Environmental Risks
Lack of progress in actual behavior change and actual implementation of EAFM risk deteriorating fish stocks and local ecosystems due to continuation of unsustainable levels of fishing effort and -practices.

Overall Rating of Sustainability of Project Outcomes	*Rating*	*Justification*
Using above information, please provide an **overall rating** for the risks to sustainability of project outcomes.	*U*	There is no evidence that pathways to sustainability are systematically implemented.

4. Assessment of M&E Systems	*Remarks*
M&E Design – Was the M&E plan at the CEO endorsement practical and sufficient? Did the M&E plan include baseline data?[19] Did it: specify clear targets and appropriate SMART indicators to track environmental, gender, and socioeconomic results; a proper methodological approach; specify practical organization and logistics of M&E activities including schedule and responsibilities for data collection; and budget adequate funds for M&E activities?	This is hard to assess, the ProDoc describes development of a result-based framework and provides an approved M&E plan, but the version that is available to assess, is not sufficient, several of the targets are not specific, project objective indicators and their baseline values were missing, and a methodology and schedule appear missing.

[19] If there is not a project baseline, the evaluator should seek to estimate the baseline conditions so achievements and results can be properly determined.

M&E implementation – Did the M&E system operate as per the M&E plan? Where necessary, was the M&E plan revised in a timely manner? Was information on specified indicators and relevant GEF focal area indicators gathered in a systematic manner? Were appropriate methodological approaches used to analyze data? Were resources for M&E sufficient? How was the information from the M&E system used during project implementation? Did it facilitate transparency, sharing and adaptive management?	It appears not the case that the M&E system operates as per the plan. Mainly the implementation of activities is reported, and there appears to be mis-understanding regarding the difference between project monitoring and component D activities. It appears that resource allocation for M&E is not adequate.

Overall Rating of M&E	***Rating***	***Justification***
Using above information as guidance, please provide an overall rating for M&E during project design /implementation.	U	The current M&E approach does not support adaptive management.

5. Implementation and Execution Rating	Rating	Justification
Please rate the WWF GEF Agency on the project implementation.	MS	Within the conditions and context of the project, the tasks of the WWF GEF Agency are sufficient, yet, more technical oriented support could be provided to aide oversight, considering the technical scope and size of the project.
Please rate the Executing Agency on project execution.	MU	The levels of attention and engagement by MMAF is not adequate for the scope and size of the project. The MTR team did not have enough information to assess CI-GEF adequacy of implementation of Component C. The MTR team could not review the level of coordination between MMAF and KEHATI.

Annex 1. Terms of Reference for the Mid-Term Review

Introduction And Project Overview

World Wildlife Fund, Inc. (WWF) policies and procedures for all GEF financed full-sized projects require a midterm review (MTR). The following terms of reference (TOR) sets out the expectations for the MTR for the project: Ecosystem Approach to Fisheries Management (EAFM) in Eastern Indonesia: hereafter referred to as the "Project." The technical consultant selected to conduct this evaluation will hereafter be referred to as "evaluator."

The Project Objective is to contribute to coastal fisheries in Indonesian FMAs 715, 717 and 718 by delivering sustainable environmental, social, and economic benefits and demonstrating effective, integrated, sustainable and replicable models of coastal fisheries management characterized by good governance and effective incentives. The Project was organized into four components, with Component C implemented by CI-GEF and executed by KEHATI, and Components A, B and D implemented by WWF-GEF and executed by MMAF:

- Component A: Implementing Enabling Conditions for EAFM in FMA 715, 717 & 718.
- Component B: Implementing EAFM Tools to support EAFM in FMA 715, 717 and 718.
- Component C: Sustainably Financing the Protection of Coastal Ecosystems and EAFM Activities in FMA 715 and 717. (Implemented by CI-GEF)
- Component D: Implementing Knowledge Management, Monitoring and Evaluation for Sustainable Coastal Fisheries in FMA 715, 717 and 718.

For more details on the project please see the WWF-GEF project website: https://www.worldwildlife.org/projects/eco-system-approach-to-fisheries-management-in-eastern-indonesia-fisheries-management-area-fma-715-717-718

Scope And Objective for the Evaluation

WWF is seeking an independent consultant or team to undertake a midterm review (MTR) of the Project. The scope of the MTR will cover the WWF GEF financed components and no activities under co-financing. The CI-GEF implemented portion of the project will be operationally complete at the time of the midterm review due to a different start date for WWF-GEF implemented portion. That said, all activities to date should be included in the analysis.

The objective of this evaluation is to examine the extent, magnitude, sustainability and potential for project impacts to date; identify any project design or management issues; assess progress towards project outcomes and outputs; and draw lessons learned that can improve the project effectiveness, efficiency and sustainability of project benefits. Based on this assessment, it is expected that the evaluator will provide feasible recommendations that could be applied for the remaining duration of the project.

Evaluation Approach and Methodology

The evaluation will adhere to the relevant guidance, rules and procedures established by WWF[20] and align with guidance from the GEF Evaluation[21] and Ethical Guidelines.[22] The evaluation must provide evidence-based information that is independent, participatory, transparent, and ethical. The evaluator must be unbiased and free of any conflicts of interest with the project. The evaluator is expected to reflect all stakeholder views and follow a participatory and consultative approach. There should be close engagement with government counterparts, the GEF operational focal point, the Executing Agency project management unit (PMU), partners and key stakeholders. Contact information will be provided.

The Evaluation process will include the following, with deliverables marked by "*" :

A. Inception meeting.
B. Desk review consisting of, but not limited to:
    - Project governance documents (e.g. agreements);
    - Project Document and CEO Endorsement Letter;
    - Relevant safeguards documents, including WWF GEF Agency Categorization and Compliance memos, Environmental and Social Management Framework, Resettlement Policy and Process Framework, Indigenous Peoples Planning Framework, Grievance Redress Mechanism, sub-project safeguards screens, if applicable;
    - Gender mainstreaming strategy;
    - Annual Work Plans and Budgets (AWPBs);
    - Project Progress Reports (PPR) including Results Framework (RF) and AWPB Tracking;
    - GEF Agency reports, including Project Implementation Reports (PIRs) and Project Implementation Support Mission (PrISM) reports;
    - Tracking Tool reports, if applicable;
    - Relevant financial documents, including financial progress reports; co-financing monitoring tables and co-financing letters, and audits;
    - Meeting minutes for Project Steering Committee (PSC) and relevant virtual meetings with the WWF- GEF and CI-GEF Agencies and support team; and
    - Other relevant documents provided by the Executing Agency and partners.
B. Inception draft* and final report* that outlines evaluation methodology and approach;
C. Field visits with PMU and project partners, as necessary and feasible;
D. Interviews, discussions and consultations with executing partners, GEF Operational Focal Points (OFP), Project Steering Committee (PSC) members, beneficiaries, WWF-GEF Agency and support team; Project Management Unit, and others;
E. Site visit debrief (if applicable) / presentation* of initial findings to project management team and other partners as feasible;

[20] For additional information on evaluation methods adopted by WWF, see the WWF Evaluation Guidelines , published on our WWF Program Standards public website.

[21] Please see Evaluation Policy and Monitoring Policy. Please reference GEF Terminal Evaluation Guidelines, which may be adjusted for midterm reviews.

[22] Please see the GEF Ethical Guidelines as published on GEF website.

F. Draft report* not to exceed 50 pages (excluding annexes) shared with GEF and CI Agencies and PMU for review, feedback and approval. A sample outline is provided; and
G. Final approved MTR report* that has incorporated feedback and corrections, feedback log and documentation from the review.

Expected Content of the Evaluation Report

The Midterm review report will include the following:

- Information on the evaluation process, including when the evaluation took place, sites visited, participants, key questions, summary of methodology and rating rubric, and feedback log showing how comments on draft were incorporated;
- Assessment of Relevance (project design, theory of change) and Coherence
- Assessment of project Results Framework plus rating of project objective and outcomes (individual and overall);
- Assessment of Effectiveness and ratings of Implementation and Execution;
- Assessment and rating of Risks to the Sustainability of project outcomes;
- Assessment and rating of Monitoring and Evaluation Design and Implementation;
- Assessment of knowledge management approach, including activities and products;
- Assessment of replication and catalytic effects of the project;
- Assessment of stakeholder engagement, gender strategy and gender-responsive measures;
- Assessment of any environmental and social impacts and safeguards used for the project. A review of risk category classification and mitigation measures;
- Assessment of Efficiency, financial management and summary of co-financing delivered;
- Summary table of key findings by core criteria and GEF ratings, including justification and/or indicators for their determination;
- Key lessons tied to identified strengths or issues;
- Recommendations that include: practical and short-term corrective actions by evaluation criteria to address issues and findings; and reflect best practices towards achieving project outcomes and knowledge sharing / replication for other projects of similar scope.

Criteria for Overall Evaluation of Project

The evaluation should assess the project against the following GEF and WWF criteria:

1. **Relevance** – the extent to which the project design, outcomes, indicators and targets remain valid and consistent with local and national development priorities and organizational policies, including the context of the changing circumstances of the country (e.g. political context);
2. **Coherence** - the compatibility of a project intervention with other interventions (particularly policies) in a country, sector or institution. This can include internal coherence and external coherence. Internal coherence addresses the synergies and interlinkages between the project interventions and those carried about by the same sector or institution in country. External coherence measures consistency and compatibility of the interventions among different sectors, but in the same context.
3. **Effectiveness** - the extent to which the outputs, outcomes and project objective have been or are likely to be achieved, taking into account their relative importance. Identify the major factors which have facilitated or impeded this achievement. Review the management

structure of the project and determine whether the organizational structure of the project, the resources, the distribution of responsibilities and coordination mechanisms are appropriate for achieving progress towards project outcomes;

4. **Efficiency** - the extent to which results have been delivered with the least costly resources possible. This includes efficiency of: funding availability, project management and human resources, coordination and information flow among the project partners;
5. **Results/Impact** – the extent of intended or unforeseen effects that project interventions or strategies will have on the project objective, conservation targets and GEF global environmental benefits, whether positive or negative. Whereas effectiveness focuses on intended outcomes, impact is a measure of the broader consequences of the intervention at different levels. Assess the project's logic or theory of change and the potential to scale up or replicate the project outcomes and impact.
6. **Sustainability** - the likely ability of an intervention to continue to deliver benefits, progress and impact after external support has ended. Determine the degree of support and buy-in given to the project at the national and local level;
7. **Adaptive capacity** –the extent to which the use of M&E, lessons learned and adaptive management are used to meet indicator targets and mitigate project issues (such as design flaws or any adverse impacts of the project).

Ratings Classifications[23]

Outcome Rating Classification:

- **Highly satisfactory (HS)** – Level of outcomes achieved clearly exceeds expectations and/or there were not shortcomings.
- **Satisfactory (S)** – Level of outcomes achieved was as expected and/or there were no or minor shortcomings.
- **Moderately satisfactory (MS**) – Level of outcomes achieved more or less as expected and/or there were moderate shortcomings.
- **Moderately unsatisfactory (MU**) – Level of outcomes achieved somewhat lower than expected and/or there were significant shortcomings.
- **Unsatisfactory (U)** – Level of outcomes achieved substantially lower than expected and/or there were major shortcomings.
- **Highly unsatisfactory (HU**) – Only a negligible level of outcomes achieved and/or there were severe shortcomings.
- **Unable to assess (UA) –** The available information does not allow an assessment of the level of outcome achievements.

Sustainability/ Risk Rating Classification:

- **Likely (L) -** There are little or no risks to sustainability.
- **Moderately likely (ML)** - There are moderate risks to sustainability.
- **Moderately unlikely (MU) -** There are significant risks to sustainability.

[23] The calculation of overall outcomes rating of projects will consider relevance, effectiveness and efficiency, of which relevance and effectiveness are critical. The rating on relevance will determine whether the overall rating will be in the unsatisfactory range (MU to HU). If the relevance rating is in the unsatisfactory range then the overall outcome will be in the unsatisfactory range as well. However, where the relevance rating is in the satisfactory range (HS to MS), the overall outcome rating could, depending on its effectiveness and efficiency rating, be either in the satisfactory range or in the unsatisfactory range. Overall Outcome achievement rating may not be higher than the effectiveness rating. For more details see GEF IEO TE Guidelines.

- **Unlikely (U)** - There are severe risks to sustainability.
- **Unable to assess (UA)** – Unable to assess the expected incidence and magnitude of risks to sustainability.

M&E Rating Classifications:

- **Highly satisfactory (HS) --** There were no shortcomings and quality of M&E design / implementation exceeded expectations.
- **Satisfactory (S) --** There were no or minor shortcomings and quality of M&E design / implementation meets expectations.
- **Moderately satisfactory (MS) --** There were some shortcomings and quality of M&E design / implementation more or less meets expectations.
- **Moderately unsatisfactory (MU) --** There were significant shortcomings and quality of M&E design/ implementation somewhat lower than expected.
- **Unsatisfactory (U) --**There were major shortcomings and quality of M&E design/ implementation substantially lower than expected.
- **Highly unsatisfactory (HU) --** There were severe shortcomings in M&E design / implementation.
- **Unable to assess (UA) –** The available information does not allow an assessment of the quality of M&E design /implementation.

Implementation and Execution Rating Classifications:

- **Highly satisfactory (HS) --** There were no shortcomings and quality implementation / execution exceeded expectations.
- **Satisfactory (S) --** There were no or minor shortcomings and quality implementation /execution meets expectations.
- **Moderately satisfactory (MS) --** There were some shortcomings and quality of implementation /execution more or less meets expectations.
- **Moderately unsatisfactory (MU) --** There were significant shortcomings and quality of implementation /execution somewhat lower than expected.
- **Unsatisfactory (U) --**There were major shortcomings and quality of implementation /execution substantially lower than expected.
- **Highly unsatisfactory (HU) --** There were severe shortcomings in quality of implementation/ execution.
- **Unable to assess (UA) –** The available information does not allow an assessment of the quality of implementation / execution.

Additional guidance regarding the evaluation criteria and ratings for each dimension can be found in in the GEF Terminal Evaluation Guidelines.

Evaluation Report Outline[24]

i. Opening page:

- Title of WWF supported GEF financed project
- WWF and GEF project summary table (page 1 TOR)
- Evaluation team members and affiliations

[24]The Report length should not exceed *50* pages in total (not including annexes).

- Locator map (if appropriate)
- Acknowledgements

ii. Executive Summary (~2 – 4 pages)
- Project Description (very brief)
- Principle findings and recommendations, organized by core criteria

iii. Acronyms and Abbreviations

1. Introduction to Evaluation (~3 pages)
- Purpose of the evaluation
- Scope & Methodology
- Composition of the evaluation team, including specific roles
- Limitations of the evaluation
- Structure of the evaluation report

2. Project description and development context (~5 pages)
- Project start and duration
- Concise summary of project evolution, underlying rationale and strategies to achieve conservation results
- Main stakeholders and beneficiaries
- Discussion of baseline (of indicators) and Expected Results

3. Findings (All criteria marked with (*) must be rated[25]) (~3-8 pages)
(will include rationale, tables, graphics, and other figures to convey key findings)

3.1 Project Design
- Assessment of Relevance and theory of change (project logic /strategies) together with assumptions and risks
- Analysis of M&E* Design
- Lessons from other relevant projects incorporated into project design
- Additionality
- Replication approach
- WWF, CI, MMAF and KEHATI comparative advantage (if applicable)
- Coherence/ Linkages between project and other interventions within the sector
- Governance and management arrangements
- Country ownership

3.2 Project Implementation
- Assessment of project progress, outcomes and potential for impact
- Governance and management arrangements in implementation
- Effectiveness* /Results*
- WWF/CI implementation* and MMAF/KEHATI execution * coordination, and operational issues
- Sustainability*

3.3 Monitoring and Evaluation / Adaptive Capacity
- Implementation of M&E* plan and use for adaptive management

3.4 Gender Equality and Mainstreaming

[25] Using a six-point rating scale: 6: Highly Satisfactory, 5: Satisfactory, 4: Marginally Satisfactory, 3: Marginally Unsatisfactory, 2: Unsatisfactory and 1: Highly Unsatisfactory

- Assess design and implementation of the gender analysis and gender mainstreaming strategy, including indicators and intermediate results.
- Assess gender responsive measures, as per WWF and GEF gender policies.

3.5 Stakeholder Engagement

- Evaluate stakeholder engagement and assess the design and implementation of the Stakeholder Engagement Plan (if applicable).

3.6 Safeguards Review

- Assess if safeguards were adequately considered in design, and whether measures to address safeguards are being effectively implemented;
- Assess implementation of the beneficiary criteria developed during project preparation;
- Assess project activities for any additional adverse or unforeseen environmental or social impacts and include potential measures to address these;
- Evaluate risk category/classification, if applicable;
- Lessons learned

3.7 Finance and Co-finance review

- Extent of co-finance realized to date stating whether cash or in-kind;
- Administration of co-financing (by project management or other organization);
- Financial management of the project
- Cost-effectiveness of interventions;
- Utilization of grant funds;
- If any shortfalls in co-financing materialization, state the impact on project results.

3.8 Assessment of Knowledge Management

- Assessment of knowledge management approach (design and implementation)
- Assessment of knowledge activities and products (please list priority ones)

4. Conclusions, Recommendations & Lessons

- Lessons learned organized by the core evaluation criteria, if applicable;
- Specific and actionable recommendations to improve the design (theory of change), implementation, monitoring and evaluation, and management of the project; organized as applicable by evaluation criteria and findings;
- Evaluation rating tables.

Annex 2. List of Documents Reviewed

04-19-17_GEF_9129_ProDoc_CFI_Indonesia_19April2017

1.1.1.d. Final Report Gender Mainstreaming Implementation

1.1.3.a. Annual Budget _ Payment Instruction_2023-04-11 S4_Signed

1.1.4.a. English_Blue Abadi Fund Lessons Learned Report

1.1.4.a. Indonesian_Blue Abadi Fund Lessons Learnd Report

9129_CFI Indonesia_4th PIR_FY2023

Alami NA & Raharjo SNI. 2017. Recognizing Indonesian fisherwomen's roles in fishery resources management: Profile, policy, and strategy for economic empowerment. Journal of the Indian Ocean Region 13 (1): 40–53.

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Ambari M. 2019. Perempuan Nelayan, Profesi Berat tanpa Pengakuan Negara. Ada Apa? Mogobay. Acceses 25th Sept 2020. https://www.mongabay.co.id/2019/06/03/perempuan-nelayan-profesi-berat-tanpa-pengakuan-negara-ada-apa/

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Badan Perencanaan dan Pembangunan Nasional (BAPPENAS). 2019. Rencana Pembangunan Jangka Menengah Nasional 2019-2024. BAPPENAS: Jakarta.

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Badan Pusat Statistik. 2019. Pendapatan Nasional Indonesia 2015-2019. BPS: Jakarta. accessed via https://www.bps.go.id/publication/2020/06/12/7fe8d749c43bad46b1601662/pendapatan-nasional-indonesia-2015-2019.html

BAPPENAS. 2016. Indonesian Biodiversity Strategy and Action Plan (IBSAP) 2015-2020. Available at https://www.bappenas.go.id/files/publikasi_utama/Dokumen_IBSAP_2015-2020.pdf

BPS Statistics Indonesia. 2019. Statistik Sumber Daya Laut dan Pesisir 2019. BPS-Statistics Indonesia: Jakarta. ISSN: 2086-2806.

Case M, Ardiansyah F, Spector E. 2007. Climate Change in Indonesia Implications for Humans and Nature.

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CFI Knowledge Management Concept and CFI KM work plan_2021-2022

CFI_factsheet_2020_EN

CFI-GlobalPartnerhip-ProDoc_2017-03-271

Desain Leaflet. Gender dan Pemberdayaan Perempuan – ENG

Draft Agenda Global Conference 2022 Vers 1- Latin America-Indonesia

draft Concept Note CFI Global Consultation 2023_lw_1+HL_MH

DS43_Amend__1_WWF_Signed

DS43_Amendment_2

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EXTERNALSubmission of 2nd QER of 2023 of the CFI Indonesia GEF 6 Project

FAO. 2016. The State of World Fisheries and Aquaculture 2016: Contributing to food security and nutrition for all. Rome: FAO.

Fitriana R & Stacey N. 2012. 'The role of women in the fishery sector of Pantar Island, Indonesia', Asian Fisheries Science Special Issue. 25S: 159–175.

FPAT consultation globale Feb 2021

GA WWF GEF

GEF - Framework for GKP on Women in Fisheries Value Chains. 2023-08-03

GEF Safeguard Capacity Building. 2022-12-06

Giyanto HT, Prayudha G, Hafizt B, Shar M, Suharsono. 2018. Status terumbu karang Indonesia. [Available at https://www.researchgate.net/publication/329246162_ Status_terumbu_karang_ Indonesia_2018]

GRM English

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Hadi et al. 2019. The Status of Indonesian Coral Reefs 2019. Jakarta: Puslit Oseanografi LIPI. at https://www.researchgate.net/publication/342663285_The_Status_of_Indonesian_Coral_Reefs_2019

Hopley D & Suharsono. 2000. The Status of Coral Reefs in Eastern Indonesia. http://www.reefbase.org (accessed 15 July 2020).

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Indonesia_s Inputs for GEF CFI Child Project (Comp. A, B, D)

Indonesia_s Inputs for GEF CFI Child Project all comp

Indonesia_s Inputs for GEF CFI Child Project component C_CI inputsv2

Information letter to MMAF (about CFI global conference)

IPPF_EAFM eastern Indonesia fisheries_LM June 28 clean

Issues

Kementerian Kelautan & Perikanan (Report-Billingual) Mar 1, 2020 - Feb 28, 2023 – Final

KKP (Report Compliance-Billingual) Mar 1, 2020 to Feb 28, 2023 - Final

KKP (Report Internal Control-Billingual) Mar 1, 2020 to Feb 28, 2023 - Final

Loneragan NR, Stacey N, Warren C, Gibson E, Fitriana R, Adhuri D, Jaiteh J, Mustika PLK, Steenbergen DJ, Wiryawan B. 2018. “Small-scale fisheries in Indonesia: Benefits to households, the roles of

women, and opportunities for improving livelihoods" prepared for the ACIAR small research activity, project number FIS/2014/10. Available at https://www.aciar.gov.au/publication/ Small-scale-fisheries-Indonesia.

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Ministry of Health Republic Indonesia. 2018. Indonesia Health Profile 2017. Kemenkes: Jakarta. Accessed via. https://www.kemkes.go.id/resources/download/pusdatin/profil-kesehatan-indonesia/Profil-Kesehatan-Indonesia-tahun-2017.pdf

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MMAF. 2017. Status Keanekaragaman Hayati Biota Perairan Prioritas. KKP: Jakarta. p. 1-2

MMAF. 2018. Assessment on Threatened Species in the Coral Triangle Region – Indonesia. Directorate of Marine Conservation and Biodiversity, Directorate General of Marine Spatial Management, Ministry of Marine Affairs and Fisheries Republic of Indonesia. ISBN: 978-602-53618-2-1

MMAF. Buku Pintar Kelautan 2018. Pusat Data Statistik dan Informasi 2018. Available at http://sidatik.kkp.go.id/files/src/9b51341263445211c37f801ac8458a4c.pdf

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Newsletter 2022 Issue September - Womens Group Training

NWL 2022 (2)

NWL 2023_02

PIR_WWF GEF CFI 1st PIR FY20

Poster Sasi Label – ENG

PPR 6_mo_July 2023_CFI Indonesia + HL

Presentation 4 - 5th Session of CFI Talks - 31 May 2023 a

Presentation Day 1 CFI Consultation February2021_Indonesia slides WWF CI

Project Progress Report (PPR) 6_mo_August 2022_PMU_CFI_INDONESIA

Project Progress Report (PPR)_12 mo_2021_PMU_CFI_INDONESIA

Project Progress Report (PPR)_12 mo_2022_PMU_CFI_INDONESIA_Ed

Pusat Data, Statistik dan Informasi. 2018. Marine and fisheries in figures 2018. KKP: Jakarta. ISBN: 978-602-1278-26-0

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Resettlement Policy Framework_final draft LM June 16 clean

Result Frameworks. 2023-08-12

Safeguard and Gender Report. 2022-08-20

SIGNEDSafeguards_Compliance_Memorandum_CFI

SOP GEF-6 15-12-2022 - English

Stacey N, Gibson E, Loneragan NR et al. 2019. Enhancing coastal livelihoods in Indonesia: an evaluation of recent initiatives on gender, women and sustainable livelihoods in small-scale fisheries. Maritime Studies. 18: 359–371. https://doi.org/10.1007/s40152-019-00142-5

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Story - Good Practice - CFI Indonesia 2023-05-08

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WWF_GEF_Project_Agency_Approval_Memo_EAFM.docx

Annex 3. List of People Who Participated in the MTR, Through Interviews, Meetings, and Questionnaires

#	Name	Detail	Location
Beneficiairies			
1	Abraham Lelerau	LPPM Uni of Papua – BAF grant recipient	Manokwari
2	Asmawatty Tuahuns	fish buyer	Kiltay
3	Badli	Member of Women Group in Desa Letman	Langgur
4	Burhan Fakoubun	KUB. Marsindah	Watkidat
5	Dane Amporfires	Finance for cooperative	Menarbu
6	Deasy Lontoh	LPPM Uni of Papua – BAF grant recipient	Manokwari
7	Djud Fakoubun	POKMASWAS	Watkidat
8	Feni Renggur	Head of Women Group in Desa Letman	Langgur
9	Fitryanti Pakiding	LPPM Uni of Papua – BAF grant recipient	Manokwari
10	Fransiskus Sirken	Desa Evu	Langgur
11	Gita	Kelompok Cakalang	Ambon
12	Haer Solissa	KUB. Perbatasan	Watkidat
13	Hasan Fakoubun	KUB. Marsindah	Watkidat
14	Hasyim Ena	Dusun Kidan, Desa Kiltay	Kiltay
15	Havens FY Monik	LPPM Uni of Papua – BAF grant recipient	Manokwari
16	Inggrit	Kelompok Mina Terampil 1	Ambon
17	Irma	Panitia Pelatihan sekaligus pendamping Kelompok Mina Terampil 1 dan 2	Ambon
18	Ismail Rumau	Desa Kilwaru	Kiltay
19	Jumadi Raharusun	KUB. Marsindah	Watkidat
20	Kadir Rumalutut	Desa Kiltay	Kiltay
21	Martina Kalami	Diversification products	Menarbu
22	Masnun Rumatoras	Kelompok Rewang Indah	Kiltay
23	Monica Jupiter Arung Padang	LPPM Uni of Papua - BAF grant recipient	Manokwari
24	Naisa Ena	Kelompok Garai Mata	Kiltay
25	Nining Rumida	Kelompok Rewang Indah	Kiltay
26	Nuraini Talaohu	Fish buyer	Kiltay
27	Putri Ayu Legiwati	Kelompok Mina Terampil 2	Ambon
28	Rosa	Kelompok Cakalang	Ambon
29	Rosa Latuheru	Kelompok Mina Terampil 1	Ambon
30	Rusdi La Ali	Dusun Arbi, Desa Kiltay	Kiltay
31	Siti Arafia Pakniany	Kelompok UMK Rizki Rumlauna	Kiltay
32	Sri Fany Mony	Kelompok Rewang Indah	Watkidat
33	Tofan Sofyan	SMK 1 Tual (second grade)	Ambon
34	Wawan Suandi Katmas	SMK 1 Tual (alumnus 2023)	Ambon
35	Welem Menarbu	Head of Menarbu Village consultive department	Menarbu

36	Yahoya	Head of cooperation and village secretary	Watkidat
37	Yan Menarbu	Head of Menarbu village government affairs	Menarbu
38	Yohanis Ayamiseba	Sasi coordinator	Menarbu
39	Yosias Menarbu	Finance Sasi	Menarbu
40	Yustus Menarbu	Cooperative coordinator	Menarbu
Experts			
41	Andrew Thornley	Community development	Bali
42	Craig Kirkpatrick	Inclusive conservation	Bangkok
43	Emily Goodwin	Friends of Ecosystem Based Approaches	US
44	John Claussen	Charitable foundation	US
45	Megan Baily	Dalhousie University Associate Professor	Canada
46	Melita Oktanawati	Gender specialist	Bali
47	Ratih Pertiwi	Gender specialist	Bali
48	Peter Mous	Fisheries biology	Bali
Government			
49	Adung	Staff of Health Department of Maluku Tenggara	Langgur
50	Asma Watty Tuahuns, S.Pi	Fisheries expert	jakarta
51	Eka Kurniadi	Directorate of Fishermen and Licencing	jakarta
52	Eka Kurniadi	Directorate of Fishers and Licensing, DG of Capture Fisheries.	jakarta
53	Erawan Asikin	Head of DKP Provinsi Maluku	Ambon
54	Fitria Karepesna	Pengawasan DKP Provinsi Maluku	Ambon
55	Idam Titahgusti	Directorate of Fishers and Licensing, DG of Capture Fisheries.	jakarta
56	Jafar Sahugauwa	Head of PPN Ambon (implementing institution)	Ambon
57	Juanita	Pengelolaan Ruang Laut (PRL) DKP Provinsi Maluku	Ambon
58	Leofold A. Tomasila	Politeknik Ambon (implementing institution)	Ambon
59	Mas Umamah	Directorate of Fishing Vessel and Fishing Gear, DG of Capture Fisheries	Jakarta
60	Mufti A. Ingratubun	DKP Kabupaten Maluku Tenggara	Langgur
61	Muhamad Ikbal Renur	DKP Kabupaten Maluku Tenggara	Langgur
62	Niko Ubro	Head of DKP Kabupaten Maluku Tenggara	Langgur
63	Ning Muliana	Directorate of Fishers and Licensing, DG of Capture Fisheries.	Jakarta
64	Sepnat Hosio	Staf Pengelolah Data Statistik Perikanan Tangkap	Jakarta
65	Sterra R. Sahetappy	Perikanan Tangkap DKP Provinsi Maluku	Ambon

66	Suhardi	Directorate of Fishers and Licensing, DG of Capture Fisheries.	Jakarta
67	Yayan Hernuryadin	Ketua Tim Kerja Pemantauan Data SDI	Jakarta
68	Yayan Hernuyadin	Technical Coordinator	Jakarta
69	Yvonne I. Pattinaja	Politeknik Ambon (implementing institution)	Ambon
70	Adam Frans Jaya	Head of Fisheries staff Wondama Bay @ Dinas Perikanan Wondama	Menarbu
71	Imanuel Yowei	Fisheries empowerment officer Dinas Perikanan Kabupaten Manokwari	Manokwari
72	Saddam H. Attamimi	Information operator @ DKP Papua Barat	Manokwari
73	Sopnat Hosio	Fisheries section staff @ DKP Papua Barat	Manokwari
74	Yoseph E. Massa	Section head of controlling fisheries resources @ DKP Papua Barat	Manokwari
75	Yulianus M Kadam	Head of fisheries Dinas Perikanan Kabupaten Manokwari	Manokwari
		Partners, Implementors	
76	Aki Baihaki	Previous CFI World Bank	Jakarta
77	Ameila Kissick	WWF GEF, Lead Specialist, Results Based Management	US
78	Christopher Stone	CI, Component C lead	US
79	Eddy Sahputra	Kehati	Field
80	Irfan yulianto	REKAM Contracting consulting company	Jakarta
81	Adipati Rahmat Gumelar	PMU Project manager	Jakarta
82	Ahdar	PMU Monitoring and evaluation	Jakarta
83	Faridatun Amalia Hasanah	PMU Gender specialist	Jakarta
84	Yoppy Endano	PMU Project finance and operations	Jakarta
85	Hasan Sangadji	Site manager FMA 715	Field
86	Jones Rahanjaan	Site manager FMA 718	Field
87	Kuriani Wartanoi	Site manager FMA 717	Field
88	Adrienne McKeehan	WWF GEF Safeguards & Stakeholder engagement	US
89	Anton Wijonarno	WWF GEF Design, work program, working relationship PMU and MMAF	Jakarta
90	Heike Lingertat	WWF GEF Focal point / Oversight Project Manager	Jakarta
91	Tracey Smith	WWF GEF Budget, funds, agreements	Jakarta

Annex 4. Schedule Implemented to Visit Field Sites. Each row presents a day.

Week 13-19 November 2023	
AM	PM
Trip to Ambon	
1) Visit BPPP Ambon (Basic Safety Training/BST: interview participants) 2) Visit Politeknik Maluku (BST and Seaweed Diversification: interview implementer)	3) Visit PPN Ambon (Diversification Product: interview implementer and Women's Group)
Trip to Tual	Interview and observation Crab Bank Program in Desa Evu Langgur Tual
1) Trip to Watkidat; 2) Interview and observation (Women's Group of Diversification Product, Fishers)	3) Interview and observation (Women's Group of Diversification Product, Fishers)
Visit DKP Kabupaten Maluku Tenggara (interview Head of DKP)	Visit DKP Kabupaten Maluku Tenggara (interview staff of DKP and staff of Health Department)
Revisit Crab Bank program in Desa Evu Langgur Tual	Report
Hilda: Visit Women's Group in Desa Letman Langgur Tual (Diversification Product) Dom: Back to Ambon	Report
Week 20-26 November 2023	
Hilda: Back to Ambon Dom: Trip to Manokwari (transit in Sorong)	Hilda: Trip to Bula (capital of Seram Bagian Timur/SBT)
Hilda: 1) Trip to Kiltay island 2) Interview and observation (Women's Group, Fishers, Penyuluh Perikanan) in Kiltay Dom: 1) Trip to Manokwari 2) Visit to DKP Kabupaten Manokwari	Hilda: 3) Interview and observation (Women's Group, Fishers, Penyuluh Perikanan) in Kiltay Dom: 3) Meeting with BAF grantee (LPPM Papua University)
Hilda: Interview and observation (Women's Group, Fishers, Penyuluh Perikanan) in Kiltay Dom: Visit to DKP Papua Barat	Hilda: Back to Bula, to Ambon Dom: Trip to Wasior
Hilda: On the way (Bula-Ambon) Dom: Interview, observation in Menarbu island	Hilda: Revisit Politeknik Ambon (Seaweed Diversification, BST) Dom: Visit BAF grantee (Kelompok Pengelola Kampung Sasi Menarbu) in Kampung Aisandami
Hilda: 1) Visit DKP Provinsi Maluku (interview Head of DKP) 2) Interview staff of DKP (Pengelolaan Ruang Laut, Tangkap, dan Pengawasan) Dom: Visit DKP Wasior	Hilda 3) Revisit Women's Group in PPN Ambon Dom: Back to Manokwari
Back to base (Bali)	

Annex 5. Results of the Rapid SWOT

	INTERNAL		
POSITIVE	**Strengths** **Design** Dedicated PMU embedded in the ministry, strong PMU manager, inclusion of government resulting in ownership, structured efforts to harmonize plans and work between different government agencies and between different administrative levels. Long project so wide range of activities can be tested which is strategic, diverse interventions at different levels all at the same time, also finding interventions that enable different government units to work together achieving their departmental plans; and Focus on skill development to manage fishing businesses, on organizational capacity of local organizations and on helping to make it easier for fishers to prepare for new requirements which motivates people to comply. **Execution** Strong stakeholder engagement with communities, especially women, government also joins this which helps progress on new conducive regulations and decrees and grows experience with mainstreaming of gender-balancing strategies and on customary rights and -processes. **Adaptive capacity** Disseminating information and knowledge of project results.	**Weaknesses** **Design** Due to late start outputs identified in design are not relevant or have already been achieved regardless this project, safeguard and gender capability was low and caused delays related to training, there is limited publication and communication materials to promote the project achievements; expectations to generate impact are growing fast. **Execution** Inefficiencies due to development and approval of annual work plans and budget is not done timely, timing of certain activities overlaps sometimes, and the location or season is not always suitable for the activities, high-level engagement in MMAF is lacking resulting in ineffective coordination within MMAF; Financial management by government of GEF funds is inadequate and disbursement to parties in the field is slow or does not reach them, activities mainly implemented by MMAF causes slow 'burn-rate', government regulations limit important activities and provision of equipment to field activities and communities. **Adaptive capacity** PMU does not operate independently from the dedicated MMAF department, PMU is perceived to have low mandate affecting its ability to make decisions and progress the work effectively, inadequate communication, SOPs must be revised as well as financial oversight to mitigate risks, membership of Steering Committee is limited to only MMAF and has no regional representation.	NEGATIVE
	Opportunities **Design** Fundraising for the endowment fund or any sinking to allow the BAF investment to grow, collaborate for coral bond opportunities with specific	**Threats** Project objective may not be reached due to a combination of: o insufficient project disbursement	

	sites, show lessons on how focusing on mainstreaming gender issues is efficient for stakeholders to grow awareness about EAFM and on how they can benefit from EAFM through developing diverse livelihoods. **Execution** Improved SOPs that are implemented for increased PMU independence, to ensure appropriate use of funds and enable procurement for certain beneficiaries and to improve coordination and communication resulting in sound, effective, transparent project administration. Widened Project Steering Committee which includes project partners to enhance more diverse implementation by other partners and accelerate execution of project towards impact by addressing main bottlenecks to timely delivery of the project. **Adaptive capacity** Revision of targeted output to be more relevant going forward and update the ToC- Results Framework for the remainder of the project period, optimize alignment of activities with actual local needs and timing, consider existing other programs and mechanisms by other partners and adopt related approaches, use Annual reflection meetings to validate ToC and see what has (not) been working and why (not), what has not been working and why, and adjusting the project workplans.	○ misuse of funds by MMAF ○ lack of relevance of activities to the current actual needs and opportunities in the current time and current context ○ change-over of disenchanted staff ○ reduced commitment locally and regionally by government and communities as no evidence of anticipated benefits. Other threats: Depletion of BAF endowment funds Discouraged local organizations to collaborate for conservations activities. Environmental damage or declining biodiversity	
	EXTERNAL		

Annex 6. Key barriers, implications, and recommendations to improve skills in coastal and fisheries communities (unpublished data World Bank CFI Internal report).

Key Barriers	Implications	Recommendations
1. Lack of market access to improve profitability, productivity, and transparency	The lack of access to market by rural farmers and fish workers forces them to remain in less productive farming and fishing practices resulting in poor crop and livestock productivity. People in coastal communities lack the means to overcome the costs of entering the market due to high transaction costs that significantly affect production and market participation decisions. In rural areas, there is also a lack of collective action to improve the marketing of key commodities by forming local/village cooperatives and improving direct participation of producers to strengthen their position in the agriculture and fisheries supply chains and adopt a transparent approach using digitization.	▪ Strengthen institutional capacity through cooperatives, farmers'/fish workers' groups to improve their access to markets and bargaining power required to interact on equal terms with other value chain and market intermediaries; ▪ Promote online markets to expand product reach of fish workers using digital technology and FinTech; ▪ Promote the development of new export markets in other countries; ▪ Diversify commodities; ▪ Identify new opportunities under recent regional trade agreements in ASEAN and APEC region; and ▪ Utilize technology to digitize the market to improve transparency and efficiency.
2. Lack of functional infrastructure to support economic growth and diversification	Functional infrastructure facilitates production, consumption, distribution, trade, and food security in the rural economy. However, poor infrastructure and poor access to private and public transport in the rural areas limit access to market facilities and other destinations and adversely affects small-scale farmers and fish workers as they are unable to get their products to market in a timely manner which may result in spoilage and losses. Inadequate infrastructure also reduces the competitiveness of new businesses including the growing tourism industry in coastal communities.	▪ Develop basic infrastructure such as roads, logistics, access to electricity and fresh water, especially in areas with ecotourism potential; ▪ Strengthen existing transportation networks, including transit hubs that connect multiple remote areas and villages; ▪ Protect coastal communities through nature-based solutions by restoring dunes, beaches, sea grass, mangroves, and barrier islands; ▪ Raise Green financing for the construction, rehabilitation, replacement, and expansion of infrastructure in coastal and mangrove communities. Examine market opportunities in Green finance hubs such as Singapore, Australia, Japan, Norway, and Germany; and ▪ Government to refocus on infrastructure development that supports the cold chain system such as refrigerated fishponds, cool boxes for traditional fish workers, ice factories and cold storage and link to logistics hubs if possible.
3. Lack of support in mangrove	Mangrove areas in Indonesia mostly lack the integrated and ecosystem-based approach that considers feedback between	▪ Develop education and investment programs to increase awareness of mangrove rehabilitation and protection to local communities;

Key Barriers	Implications	Recommendations
management ecosystem and protection	rehabilitation and other economic activities of coastal communities, without considering other economic benefits as incentives for rehabilitation and protection. Local people are also often not involved in planning, monitoring, and implementation of mangrove management and protection. There is a lack of awareness campaign programs to inform local coastal communities of the inherent dangers of mangrove degradation, and their own roles and responsibilities in managing the mangrove areas. Local governments are not focused on the potential gains and techniques for dynamic mangrove habitats and need technical assistance and linkages to expertise.	▪ Develop and strengthen institutions that manage mangrove ecosystems (e.g., women micro business groups to produce mangrove-derived products); ▪ Improve the management of mangrove conservation areas, national parks, nature reserves, and wildlife sanctuaries to prevent neglect and mismanagement; and ▪ Create a pipeline of investment projects for mangrove restoration and establish pilot partnership projects with sponsors.
4. Local processing plants would reduce fish workers' dependency on middlemen	Lack of processing facilities causes food loss and loss of potential income. In many instances, the food processing industry in the coastal communities lacks the capacity to process and preserve fresh fisheries and farm products to meet a growing demand. Part of the problem stems from the seasonality of production and the cost of investing in processing facilities that will not be used year-round. Also, a lack of cold storage facilities or refrigerated storage, poor transportation infrastructure, and inefficiencies in logistics lead to the high cost of distributing fish and farm products to the market and cause poor product quality. Public and private refrigerated storage in fish markets is still very limited and unreliable, especially in fish producing centers outside urban areas. This situation is exacerbated by the fact that most fish come from eastern Indonesia but must be delivered to large markets in western Indonesia. Opportunities for investment and management of logistics and cold storage infrastructure are not identified effectively.	▪ Create partnerships between local government partners and private sector actors to establish processing and cold storage facilities that promote sustainable fishing practices; ▪ Develop fish auction facilities where most fish and seafood sales transactions are conducted in an area. The facility can be managed by MMAF, local fisheries cooperatives, or the local government to coordinate auction or sale procedures and set up operational standards; and ▪ Increase the transparency of fish auctions to minimize fraud, manipulation, and compromising actions that affect fish workers.
5. Lack of awareness on sustainable practices	The Indonesian fisheries sector is facing a number of problems in overexploitation, damaging fishing practices and degradation of marine ecosystems due to poor practices. This has resulted in the loss of significant potential yield and coastal economy, increased risks of global warming and other environmental hazards, and loss of fish stocks. Coastal communities suffer from the lack the knowledge of sustainable fishing practices that generate less waste, minimize energy consumption, and reduce the use of chemicals that damage the ozone layer.	▪ Design interactive and targeted awareness programs and incentives to encourage local communities to apply practices in sustainable fishing and aquaculture farming; and ▪ Provide equipment support in the form of fishing gears, boats, machinery, or cold storage facilities to create incentives for fish workers to fish sustainably and ethically, through various means such as grant funding, working capital loans, commercial loans, and other financing methods.

Key Barriers	Implications	Recommendations
6. Reluctance to work at large companies due to low education levels and a skills gap	Unemployment in rural areas and coastal communities is high while there is a lack of labor available, especially amongst youth, in the agricultural and fisheries sectors. Workers in coastal communities also typically have lower and unstable incomes, are involved in low productive works (either with low work hours or low income) and lack access to basic protection and services available to their urban counterparts. A low proportion of secondary education graduates, job availability, and skills mismatch in rural areas are result in urban migration as there is a general lack of "choice" and opportunity to education in coastal communities.	▪ Design training plans to enhance practical business and marketing skills training for home-based business owners and the younger generation to increase employment opportunities; ▪ Develop government collaborative programs to incentivize the private sector in hiring local people especially local contractors. Create a pilot program to establish and nurture contracting firms in coastal communities; and ▪ Develop an action plan based on recommendations to pilot potential LAUTRA capacity building priorities.
7. Lack of education among fishing communities as a barrier to alternative livelihoods	Low literacy rate compared to their urban counterparts and widespread educational disadvantage in coastal fishing communities are a key development barrier. For example, limiting the agency of women to improve their business activities, benefit from extension advice, accessing training and support services, and other examples.	▪ Investments in local social and human capital (i.e., education, local institutions that provide flexibility and wider networks) will aid in mitigating some of the impacts of any losses in employment among sectors, and likely provide benefits for improving the value of coastal fisheries production for those who remain in the fishery and those who choose alternative livelihoods options; and ▪ Design and implement informal education programs that focus on basic education and technical skills needed by the coastal communities.
8. People 40 years of age and older are less interested in changing their livelihoods	Based on survey results of people above 40 years of age living in coastal areas, they are less likely to learn a new trade, skill or are unwilling to change their livelihoods and source of incomes. As a result, there is a significant need to change the mindset and offer opportunities to develop skills and provide entry into new markets in similar or new industries.	▪ Provide equipment such as fishing gear, vessels, and machinery; ▪ Design and implement skills training for gear and equipment maintenance; ▪ Create leasing and maintenance pilots for vessels and repair matching the experience of older workers with capital for small operations; and ▪ Provide economic incentives to increase motivation for skills development training and improve productivity.

Annex 7. Key issues and lessons learned for coastal community development

Sector	Key Issue	Lessons Learned
Institutional structure and capacity, legal and policy frameworks	Governance challenge	Policies formulated in urban capitals can be a poor fit for local conditions in remote areas, especially in places with large ethnic or indigenous populations whose languages and customs differ from the majority. Apart from the challenges commonly faced by poor rural communities, indigenous communities also face social stigmas and biases. Integrating sustainable coastal resource governance and management is critical because it not only helps increase fishing productivity and the value of fish sales, but also ensures the sustainability of these activities and generates positive spillover effects. In some of the studies, eco-tourism benefits emerged endogenously.
Marine resources and fisheries management	Lack of climate change education and consideration	It is important to carefully plan how to integrate resilience strategies to absorb shocks, including climatic and geological shocks specifically in Indonesian coastal communities. In response to previous events, beneficiaries have left the fishing sector entirely after their vessels and equipment (assets) were damaged by shocks.
Community engagement and empowerment	Lack of human capital and untrained youth	Remote areas often have relatively higher unemployment. Professionals employed in remote locations are often isolated from others in their field, which hampers career development. relocation to urban regions often results and the exodus of workers can drive self-perpetuating poverty. Departing workers are often more skilled and younger, so the communities they leave age faster, have lower output, lower incomes, and lower purchasing power, which leads to more worker flight.
	Limited economic opportunities	Providing business and marketing training proved to be a lynchpin in several projects and improved opportunities in coastal and mangrove communities; especially for women. Labor participation in non-fishing activities, especially in the service sector, should be considered as an alternative, complementary area for investment in contexts where rural and structural transformation has taken root, as in Indonesia. For example, the incomes of those who did not participate in coastal community development projects but engaged in non-fishing activities were found to be higher than the incomes of fish workers engaged in such projects. Remote communities often have small markets that benefit less from economies of scale, which means there is little incentive to set up businesses. It is common for smaller communities to have only one provider of certain goods and services.

Sector	Key Issue	Lessons Learned
		Often, remote communities rely on informal economic activities, where work is not regular. An OECD 2009 report noted, for instance, that more than half of the employed population of New Zealand's remote places were involved in seasonal industries like agriculture, forestry or fisheries. Other studies point out that in many other remote areas people are dependent on subsistence farming.
Infrastructure investment in coastal communities	Poor access to services	Inadequate infrastructure in remote areas means fewer maintained, insufficient systems for clean running water, and lack of medical facilities. People living in remote areas are vulnerable to health problems and lack ready access to certain treatments or vaccines. Education is also a challenge for remote communities, which often lack teachers, learning materials, and online access. Keeping the workforce well-trained is also more difficult in remote areas, and this contributes to a cycle of potentially skilled workers leaving to find training and opportunity elsewhere.
	Limited physical infrastructure	The most obvious factor that makes an area remote is its lack of physical infrastructure connecting it to the economic centers beyond its boundaries. Remote areas are often isolated by geography or surrounded by terrain which makes development of transportation infrastructure and logistical services challenging. This hampers access to electricity, water, sanitation, and communications services. It also means economic activity is weak, market demand low, and the cost of services and living high.
Improved access to finance and technology	Limited access to financial resources	There is increasing evidence that traditional loan products, especially relating to process, weekly repayment and high interest from traditional banks, has discouraged borrowers. There is a need for innovative solutions to improve access to finance in Indonesia and to address issues related to the unbanked and underbanked populations and MSMEs in Indonesia. Emerging ideas include creating partnerships between traditional lending banks, with their capital capacity and knowledge of the financial institutions, and FinTech with their technology and wide customer base that could reach coastal and remote communities, which would foster greater financial inclusion.
Environment, social, and gender considerations	Improve gender mainstreaming	Women primarily sell fish and vegetables that are harvested in the communities at the local markets. By targeting women for financial inclusion, they realize the benefits from sustainable fishing practices that feed into livelihood opportunities, which in turn benefits families and communities as a whole. Women involved in financial inclusion activities are able to save money and look towards other livelihood opportunities providing development partners the opportunity to incorporate environmental sustainability criteria into future business

Sector	Key Issue	Lessons Learned
		opportunities and encourage women to be more engaged and proactive in community-based resource management.
	Lack of environment awareness	Harmonizing environment, conservation, culture, and commerce is essential for conservation practitioners to navigate complexities of on-ground challenges experienced by fishing communities and find practicable, long-term solutions for protecting and preserving oceans and marine resources for future generations (see WWF Cenderawasih case study)[26].

[26] WWF. (2017). Cenderawasih, Conservation, Culture, and Commerce: A Case Study from Indonesia. Retrieved from: https://wwfint.awsassets.panda.org/downloads/04282017_wwf_indonesia_cenderawasih_case_study_v4.pdf

Annex 8. Transition Roadmap – Towards effective implementation of the MMAF EAFM Project

Goal Organizational elements and arrangements are adequate to deliver the project results.				
Theory of Change Improved processes and organizational capability will enhance the project implementation effectiveness. This will result in effective decision-making and availability of adequate resources required to implement strategic interventions - streamlining EAFM such that management of 5.5 million hectares of seascapes is improved and 400,000 tons of fisheries shifts into sustainable production levels across the three project FMAs.				
Objective 1) Effective decision-making.				
Strategy - Improve processes for decision-making.				
No.	**Detail**	**Indicator**	**Timing**	**Person in Charge**
A1	**Outcome**: Effective oversight bodies with adequate membership and adequate procedures provide support in service of MMAF and the PMU towards achieving their goals.			
A1.1	**Output**: Governance document describing structure, membership, and responsibilities of the PSC.	Document signed	Mar/24	NPC supported by PMU leader and WWF-GEF
A1.1.1	**Activity**: Working in close coordination with the PMU, meetings are facilitated with current members of oversight bodies to transition towards a more diverse PSC.	Meeting reports	January - March 2024	NPC
A1.2	**Output**: List of names of strategic members in PSC.	Document signed	Mar/24	NPC
A1.4.2	**Activity**: Working in close coordination with the PMU, meetings are facilitated with current members of the PSC to transition towards more frequent and more technical oriented support to project implementation and mobilization of the co-finance commitment.	Meeting reports	January - March 2024	NPC
A2	**Outcome**: The oversight bodies, PSC and PMU can make well informed decisions.			
A2.1	**Output**: Memos describing decisions relevant for the effectiveness of the project are shared with all staff and implementing partners.	Documents	Ongoing after January 2024	NPC

A2.1.1	**Activity**: Chair of the PSC and PMU leader coordinate regular meetings. Improvement of management of information and document sharing.	Meeting reports	Ongoing after January 2024	PCS chair and PMU leader
A3	**Outcome**: Improved understanding of all staff and implementing partners about institutional arrangements for decision-making and its impact on organizational, and individual performance to achieving project goals.			
A3.1	**Activity**: Chair of the PSC and PMU leader conduct monthly virtual meetings with all staff and implementing partners to share information and receive feedback related to validation of project logic and evidence of measurable progress on new/revised results framework tracking tool.	Monthly meeting notes	Ongoing after January 2024	
Objective 2) Adequate resources (human, financial, knowledge).				
Strategy - Improve conditions for internal capacity development, strategic partnerships, and co-financing.				
No.	**Detail**	**Indicator/s**	**Target Date**	**Person in Charge**
B1	**Outcome**: Theory of Change and related strategic approach of project is clear and supported by all implementing staff, partners, and key stakeholders at national, provincial, and local levels.			
B1.1	**Output**: Revised ToC, strategic plan, and results framework, that aligns with project targets of improved management of 5.5 million hectares of seascapes and a shift of 400,000 tons of fisheries into sustainable production levels.	Documents	Mar/24	NPC supported by PMU leader and WWF-GEF
B1.1.1	**Activity**: PMU coordinates MMAF and key provincial stakeholders to revisit ToC, strategic plan, and results framework.	Meeting reports	January - March 2024	PMU leader
B1.1.2	**Activity**: Invite primary partners and secondary stakeholders to learn about and provide feedback on revised ToC, strategic plan, and results framework.	Consultation meetings reports	January - March 2024	NPC supported by PMU leader

B1.2	**Output**: Communication products with final revised ToC, strategies, and results framework.	Document in public arena	Mar/24	
B1.2.1	**Activity:** Adjust as needed the strategic communication plan (identify target audiences for different messages and products)	Documents	January - March 2024	PMU leader supported by WWF-GEF
B1.2.2	**Activity:** Create expertise advisory group related to other non-sectoral ministries and -agencies and facilitate regular meetings to gather their advice in support of implementation of the revised ToC and strategic plan.	Terms of Reference for advisory group, minutes of meetings including written recommendations.	January - March 2024	PMU leader supported by WWF-GEF liaison
B2	**Outcome**: Competent and enabled implementing teams contribute effectively to implementing strategic plan and evaluation through the results framework, thereby effectively implementing adaptive project management for achieving project impact as planned.			
B2.1	**Output**: Strengthened HRD system supported by finalized SOP, with a focus on -development of human resources and dynamic mobilization of pool of content experts, especially for Component B	Document and related attributes for new system	Mar/24	NPC supported by PMU leader
B2.1.1	**Activity:** Meetings facilitated by experts to develop HRD system that includes competency framework in line with organization staffing diagram and related competency development, compensation, and benefits scales. This assumes revised SOP developed during 2023 was approved.	Meeting reports and draft document describing new system	January - March 2024	PMU leader supported by consultant
B3	**Outcome**: Government officials, at both national, provincial, and local levels, are supportive partners to ensure effective implementation of project strategies, validate different elements of the ToC and mobilize co-finance.			
B3.1	**Output**: 'landscape map' of institutional partnership needs and -opportunities to achieve project results and co-finance commitment.	Design document with recommendations	Mar/24	NPC supported by PMU leader

B3.1.1	**Activity:** Support participation of provincial and non-sectoral government in implementation of strategic interventions.	AWP and activity reports	April 2024 onwards	NPC supported by PSC
B4	**Outcome**: Improved knowledge on the effects of the projects interventions, resulting in adaptive management and improved capacity of staff and partners.			
B4.1	**Output**: A knowledge management and - sharing system	Document signed with new system and related attributes	Mar/24	NPC supported by PMU team
B4.1.1	**Activity**: Conduct a review of needs and opportunities for information management and organizational learning.	Meeting reports and draft document describing new system	January - March 2024	PMU knowledge manager supported by consultant
B4.1.2	**Activity**: Design new system, present to PSC for approval\.	Design document with recommendations	January - March 2024	PMU knowledge manager supported by consultant

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