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30 Years Promoting  
Sustainable Development

# MID-TERM EVALUATION OF THE PROJECT: EXPANDING AND CONSOLIDATING MADAGASCAR'S MARINE PROTECTED AREAS NETWORK

Evaluation report

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**Prepared for**

World Wildlife Fund, Inc.  
(WWF)

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## I. OVERVIEW

<b>PROJECT DATA</b>	
Project/Program Title	Expanding and consolidating Madagascar's marine protected areas network
GEF Project ID	9546 (project), 9433 (program)
WWF (Agency) Project ID	G0013
Implementing Agency(s)	WWF GEF
Executing Agency	Ministry of Environment and Sustainable Development (MEDD)
Executing Partner(s)	Madagascar Protected Areas and Biodiversity Fund (FAPBM), WWF Madagascar (WWF-MD)
Countries	Madagascar
Focal Area(s)	Biodiversity
GEF Operational Program	GEF-6
Total GEF Approved Budget	\$6,284,404
Total Co-financing Approved	\$35,630,379
<b>RELEVANT DATES</b>	
CEO Endorsement/Approval	1/29/2019
Grant Agreement Signature	12/12/2019
Agency Approval Date	2/10/2020
Implementation Start	1/1/2021
Project Completion Date (proposed or actual)	12/31/2025
Period to Be Evaluated	1/1/21 to time until evaluation

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## II. EXECUTIVE SUMMARY

### Project description

Recognizing the need to protect its biodiversity and ecosystems, Madagascar's government committed to increase (marine) protected area coverage by tripling its surface area until 2025, at the 2014 World Parks Congress in Sydney and to contribute to Aichi Target 11 in this way. The project '**Expanding and consolidating Madagascar's marine protected areas network**' (hereafter 'the project'), aims to directly contribute to Madagascar's 'Sydney Promise'. It is one of two child projects<sup>1</sup> under the GEF-6 Sustainable Management of Madagascar's Marine Resources Program. The project intends to contribute to the program by expanding the coverage and increasing the management effectiveness of the Marine Protected Areas (MPA) and Locally Managed Marine Areas (LMMA) network. The **project's objective** is to ensure "**Madagascar's marine biodiversity and productivity are effectively managed through a sustainable, and resilient national network of MPAs**". In this definition, MPAs include all sites that are governed under the Protected Area Code (COAP) as well as those LMMAs outside MPAs that are eligible to contribute directly to Aichi Target 11 based on IUCN/CBD guidelines.

### Principle findings

#### *Relevance and coherence*

The project proves to be relevant to the strategic priorities of the GEF and WWF, and interviewees at all levels reconfirmed the relevance of project activities, outputs and outcomes as presented in the Project Document.

The project is well aligned with the Government of Madagascar's strategic priorities in terms of biodiversity conservation, and the project is coherent with and additional to existing interventions in the sector. Country ownership is high.

#### *Progress towards results and effectiveness*

The project has managed to establish a Project Steering Committee, reestablish the Sydney Promise Steering Committee and establish both a temporary national KBA coordination group and an OECM working group. Apart from this, in the first 2.5 years most project activities consisted in conducting studies and capacity building, as no project sites for intervention were operational.

The studies conducted by the project, the capacity building activities, the advances on the regulatory texts, the establishment of the steering committees, KBA coordination group and OECM working group are well appreciated by stakeholders at national level. Interviewees also expressed their appreciation for the recent selection of first sub-project sites under component 3, which, as some put it, announced the long-awaited start of the practical implementation of the project on the ground. A significant number of interviewees however also expressed dissatisfaction with the slow progress under component 1, and with the lengthy process for

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<sup>1</sup> The other project, the Second South West Indian Ocean Fisheries Governance and Shared Growth Project (SWIOFish2), is implemented by the World Bank (WB)

selecting the sub-project sites under component 3. Several key MPA promoters<sup>2</sup> also expressed their wish for the project to play a much stronger coordinating role in bringing key actors together around MPA, and to facilitate the development of a common vision and strategy, with clear identifications of who does/will do what and where in terms of supporting/promoting the expansion of existing MPAs and the establishment of new ones in Madagascar in the nearby future. This criticism can be somewhat countered by the fact that MEDD's DAPRNE plays this role. However, it is clear that many respondents expect the project to at least strongly complement this coordination effort.

Major factors that have led to delays are found in low-efficient recruiting, contracting and consultancy processes, limited experience of the PMU in terms of socio-economic evaluations, lengthy sub-project compliance checking procedures, and a number of key project activities requiring more time and budget than what was initially identified in the ProDoc (e.g. KBA inventory, OECM catalogue, regional consultations for regulatory texts).

Blocking of several activities at political level has also led to delays. In terms of execution, the available evidence suggests that the PMU does not always operate in an effective manner with respect to strategically targeting, engaging, or navigating key stakeholders from different sectors and their agendas. Moreover, it is not clear how the PMU decision making is taking place or how priorities are being set by the PMU as a team. Furthermore, in terms of adaptive management, the PMU seems to operate in a reactive mode rather than a proactive one.

The design and speed of delivery of the project hinges on the establishment of the national KBA inventory and from there, extension of existing or establishment of new MPAs/LMMAs. The interviewees and the first PIR convey that the accumulated delay on the KBA inventory poses serious risks for the achievement of outcome 1.2, and of the two first objective indicators related to it.

The upcoming elections pose a major risk to the project. Most of the outcomes and outputs to be achieved rely on strategic and political support at national level and hence disturbances at this level will greatly affect the effectiveness of the project in the coming year. Risk related to weak or absent enforcement of MPA and fisheries regulations should be raised to high, as well as risks related to weak inter-agency or government cooperation.

### ***Impact***

There is no indication at the time of the MTE that project interventions or strategies will have unforeseen effects on the project objective, conservation targets and GEF global environmental benefits. Obstacles to be overcome are related to securing the buy-in from all sectors that are operating in the marine area and the backlog of MPA files being processed at MEDD. There are several opportunities to be exploited such as the readiness and interest of key MPA and LMMA promotor NGOs to contribute to the expansion and consolidation of MPAs in Madagascar. Even though a number of key outcomes are delayed, the project continues to have substantial potential to replicate and scale up its outcomes, even if only partially met.

### ***Implementation, coordination and operational issues***

Implementation by the WWF GEF Agency has been highly satisfactory and the working relationship between WWF GEF, the PMU and the two project partners FAPBM and WWF MDCO are functional and appropriate. In spite of high turnover of members, the PSC executed

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<sup>2</sup> In Madagascar 'promoters' is used to indicate MPA site managers and supporting organizations, usually international or national NGOs or CSOs.

its supervisory and guidance function fine, but did not play a strong role in securing political support for activities and facilitating clearance for key processes and working groups. Overall, the coordination between the different teams and institutions involved in the project implementation work fine and relationships seem sustainable but lack a strong leadership.

### ***Efficiency***

The first 2.5 years of the project have been characterized by delays under most outcomes, and the project ran a significant underspending in Y2 and the first half of Y3. From the available evidence it seems unlikely that the project will spend all of its resources by the current project end date.

### ***Sustainability***

The project is designed to improve the enabling environment and mechanisms for expanding and establishing new marine conservation areas, that through their effective management bring environmental, social and economic benefits both locally and nationally.

As no draft Aichi Target 11 Strategy and Action plan was available at MTE, and no project sites have been selected yet for demonstrating expansion or establishment of new MPAs or LMMAs, and as implementation in project sites for improved management is yet to begin, it is too early to tell whether the environmental sustainability of the project will manifest itself.

One of the main threats to the environmental sustainability of the project is the vast economic interests that come with exploiting Madagascar's marine areas for both domestic and foreign industrial fishing<sup>3</sup> as well as for deep seabed mining<sup>4</sup>. Overall, interviewees assessed the likelihood that the activities and approaches developed under the project will continue delivering benefits after the project ends high, if project results are achieved (especially the deposit of MPA/LMMAs extension and establishment files) as many of the sites would be managed by promoters with strong commitments, also in the longer term.

The project has delivered a number of training and capacity building activities around KBAs, the OECM label, safeguards and gender at national, regional and local level, which could contribute to a better understanding and support of MPAs and LMMAs of key actors in the longer term and lead to institutional sustainability. The project is making good progress with respect to establishing and streamlining the regulatory framework for MPAs and LMMAs. Stakeholder engagement with other ministries and with regional level administrations has however been insufficient and need to be improved to increase the chance for institutional sustainability.

It is likely that financial and economic resources will be available for further MPA and LMMA establishment and expansion if the processes and regulatory frameworks for establishing MPAs and LMMAs are firmly established by the project and if an Aichi Target 11 Strategy and Action plan and an MSP are developed with engagement and support from all sectors that have a legitimate interest in the marine space.

### ***Monitoring and evaluation system and adaptive capacity***

Implementation of the M&E plan was moderately satisfactory. The results framework was revised and was used during implementation as a management and monitoring-evaluation tool. However,

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<sup>3</sup>

<https://news.mongabay.com/2021/08/china-joins-the-foreign-fleets-quietly-exploiting-madagascars-waters/>

<sup>4</sup> <https://mg.co.za/environment/2021-09-25-deep-seabed-mining-a-threat-to-africas-coral-reefs/>

documentation of activities is moderately unsatisfactory, and the PMU does not seem to dispose of a centralized document database. Challenges and recommendations or suggestion to overcome them are identified in PSC meetings and in PRISM reports, but management responses to address the more strategic challenges are slow. As discussed in section 3.2.1.4, the PMU seems to use PRISMs and PSC meetings to get external input and guidance on priorities and corresponding adaptive management actions to be taken, rather than proactively setting priorities, or proactively adapt the approach or strategy under certain outputs, and using the PRIMs and PSC meetings as soundboards.

### ***Gender equality and mainstreaming***

The design of the gender equality and mainstreaming approach was appropriate and in line with WWF and GEF policies but the implementation of the gender mainstreaming strategy identified in the ProDoc and specified in the GAP, shows shortcomings, most notably in incorporating gender aspects in studies and consultancies, as well as in the collection of sex-disaggregated data on stakeholder engagement.

### ***Stakeholder engagement***

The design of the stakeholder engagement strategy in the ProDoc was satisfactory, but based on the findings described above, the evaluators assess that the project is in dire need of an applied stakeholder engagement strategy to ensure a more effective and efficient project implementation and progress towards outcomes and ultimately project objective. This not only at national level, but also at project site level, to also ensure that all safeguards measures (e.g. involving PAPs, socializing the GRM) and gender aspects are assured.

### ***Safeguards***

The project has sufficiently implemented safeguards up to the time of the MTE but needs to keep socializing the GRM as well as keep guiding and supporting sub-grantees closely in the implementation and monitoring of safeguards, most specifically in the engagement (project awareness raising and consultation) of PAPs. Social risks need to be monitored closely by sub-grantees in certain intervention sites, for example in the three sites in Belo sur Tsiribihina. Vigilance or close monitoring of the situation is required in most rural sites; all rural areas of Madagascar are currently experiencing security risks. As the project selects new intervention sites, this aspect requires careful attention and monitoring.

### ***Finance and co-finance***

The project runs a significant underspending which is mainly due to the delay in key spending activities such as the granting under component 1 and 3. The recent budget reallocation has addressed the difference between the project strategy and the actual situation and budgetary needs on the ground, making the two much more aligned now. The level of co-financing at MTE stage is acceptable considering the level of implementation of the project.

## Recommendations:

	Recommendation	Entity responsible	Timeframe
1	<p>Develop a stakeholder engagement plan that describes in practical steps the PMUs strategy and intended activities to target:</p> <ul style="list-style-type: none"> <li>- key stakeholders at national level to ensure their buy-in and support for critical decision-making groups/structures such as the KBA National Coordination Group or the Sydney Promise Steering Committee</li> <li>- MPA promoters to ensure their embracing of the new KBA definition, and the OECM label and to secure their co-financing for recognition and mapping activities</li> <li>- regional administrations (DREDDs) to ensure their active collaboration and role in following up project activities in the sites located in their region</li> </ul> <p>A deadline should be set to ensure that the PMU will quickly finalize the SEP and share it with the WWF GEF Agency, so that it can be disseminated to staff and partners and implemented as quickly as possible .</p>	PMU	Within the next two months
2	<p>Further strengthen intersectoral engagement and collaboration through targeted lobbying and information sharing.</p> <ul style="list-style-type: none"> <li>- Identify and establish key focal points within each key partner ministry, and develop a strategy to proactively inform them about upcoming decisions or processes so they can pass it by their superiors beforehand, come to steering committee meetings and quickly approve of or take decisions.</li> <li>- To ensure the long-term sustainability of the project results, it is particularly important that the Ministry of Fisheries actively participates in COPIL meetings and is generally informed of the progress of the project, so that a potential follow-up project to SWIOFISH2 is aligned with the MPA project.</li> </ul>	PMU	Henceforth
3	<p>Keep the recent redistribution of roles where the (deputy) project Director takes on more responsibility for budgetary decisions and the</p>	MEDD/PMU	Within the next two months

	project coordinator focuses on the strengthening of the intersectoral engagement and collaboration. Consider assigning strategic planning responsibilities to the (deputy) project Director		
4	<p>Further ensure that the safeguards, gender and grievance mechanism are socialized at sub-project level, especially with respect to consulting and informing project affected peoples.</p> <p>Ask promoters to explicitly show that people who live in the project sites but who are not direct beneficiaries of the project have been informed about the project and the complaints mechanism.</p>	PMU	Henceforth
5	<p>Further strengthen gender mainstreaming practices and habits within the PMU so it is reflected in all project activities. Ensure that equality and equity challenges between men and women are systematically analyzed and taken into account by the different PMU members, in actions linked to results under their responsibility.</p> <p>Be more demanding in terms of gender equity for all sub-projects.</p>	PMU	As soon as possible
6	Radically increase communication efforts and the information sharing of knowledge products generated by the project. The establishment of the project website should be of highest priority.	PMU	As soon as possible
7	Increase transparency and information sharing about the draft Aichi Target 11 Strategy and Action plan and increase efforts to identify what other projects or organizations are working on MPAs, and bring them together and play a coordinating role	PMU	Within the next three months
8	Request a no-cost extension of 12 months to ensure that a number of MPA and LMMA extension or establishment files can be accompanied up to and including phase III (outcome 1.2). The extension period can be used to see outcome 1.2 through, as well as ensure that there is sufficient time to test	PMU and WWF GEF Agency	Within the next 6 months

	and learns from the implementation of agreements under output 3.2.1 as well as 3.1.3.		
9	Use financial resources and remaining project time more efficiently under component 3 by concentrating project sites in a limited number of geographical areas	PMU	When selecting sites under the 2 <sup>nd</sup> call for projects
10	<p>Conduct a prioritization exercise as to what targets are realistically achievable under each outcome within the (extended) timeframe of the project, keeping in mind the overarching objective of the project. Keep the potential challenges related to the upcoming election in mind and plan to mitigate its impacts. It is key that by the end of the project:</p> <ul style="list-style-type: none"> <li>- the enabling environment for MPAs and LMMAs is established</li> <li>- a new KBA inventory as well as an OECM catalogue is approved and embraced by MPA/LMMA promoters</li> <li>- an Action Plan to achieve Aichi target 11 is endorsed by all sectors that have a legitimate interest in the marine space</li> <li>- the processes, tools and frameworks for creating new MPAs/LMMAs and for effectively managing them are tested for a number of sites and that they generate insights for improvement, best practices</li> </ul>	PMU, MEDD, FAPBM, WWF MDCO	Within the next two months
11	Reduce the ambition in terms of surface area targets, which seems non-achievable and overambitious within the (extended) timeframe of the project	PMU, MEDD, FAPBM, WWF MDCO, WWF GEF Agency	Within the next 6 months
12	In connection and complementary to the two previous recommendations, design an exit plan for the project, taking into account results that can potentially not be achieved under the project	PMU, MEDD, FAPBM, WWF MDCO, WWF GEF Agency	Within the next 6 months
13	Improve documentation of activities and file keeping at PMU level. This includes:	PMU	As soon as possible and retroactively

	<ul style="list-style-type: none"> <li>- documenting workshops, trainings and meetings and documenting participants by gender</li> <li>- documenting other stakeholder engagements such as meetings between different ministries</li> <li>- dating all reports, contracts, deliverables, workshops, meetings and presentations</li> <li>- ensuring that the PMU coordinator has access to all files at all times</li> </ul>		
14	Improve efficiency and transparency in decision making at PMU level and improve cross collaboration between the individual PMU members.	PMU	As soon as possible
15	Improve the monitoring of the progress and quality of deliverables under contracts	PMU	Henceforth
16	Improve PSC meeting minutes so that it is easier to track what adaptive management is being done by the PMU and other institutions between consecutive PSC meetings. Document bimonthly calls between WWF GEF, FAPBM, WWF MDCO and PMU, to increase transparency about strategic decisions and adaptive management.	PMU	As soon as possible
17	Measure progress under some of the outputs by level of completion of a deliverable (e.g. a consultant report) rather than by the number of procedural steps that have been taken.	PMU	Within the next three months/before the next PSC meeting
18	<p>The project logic framework (section 2.4 of the ProDoc) is complex, with many detailed outcomes and outputs, and the evaluators suggest the following simplifications:</p> <ul style="list-style-type: none"> <li>- Combine Output 1.1.2 and Output 1.1.3 into one single output: Catalogue of eligible LMMAs/OECMs directly contributing to Aichi Target 11</li> <li>- Combine Outcomes 3.1 and 3.2. into one single outcome: Improved revenue generation and site level cost recovery for management activities. Output 3.2.1. then can be renamed output 3.1.4.</li> <li>- Bring Output 3.2.1. under Outcome 3.1. and rename to Output 3.1.5.</li> </ul>	PMU and WWF GEF	Within the next two months

	<p>The evaluators also suggest to put output 4.2.3, on communications in the annual workplan.</p> <p>This output is described in the project description on page 55 of the ProDoc under Outcome 4.2., is missing from the project work plan presented in Annex 8 of the ProDoc, on page 129.</p> <p>Set the target for direct beneficiaries.</p>		
19	<p>Raise the risk related to weak or absent enforcement of MPA and fisheries regulations to high, as well as risks related to weak inter-agency or government cooperation.</p>	PMU and WWF GEF	Within the next two months
20	<p>All rural areas of Madagascar are currently exposed to security risks. As the project selects new intervention sites, this aspect requires careful attention and monitoring.</p> <p>Potential measures to take (for example in sites near Belo on Tsiribihina) are to avoid all income generating activities involving cattle breeding and to strengthen other activities, in particular beekeeping, poultry breeding, fish farming, and to raise awareness among populations to put their money in banks in larger cities such as Belo on Tsiribihina or Morondava.</p> <p>It would be good if the project also strengthens its communication with the DREDDs in order to monitor this issue and so that the DREDDs can take appropriate measures at the regional level if and when necessary.</p>	PMU and DREDDs	Henceforth
21	<p>To mitigate the risk posed by the elections:</p> <p>Strengthen communication at the various sites identified, avoid communications of a political nature and continue the activities already planned while avoiding all meetings that could coincide with meetings relating to the election. More specifically, meetings must be minimized as much as possible during the election period. However, it is necessary to strengthen the clear communication of project activities and avoid any form of disagreement or discordance, particularly with administrative and local authorities.</p>	PMU and DREDDs	As soon as possible

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## III. ToC

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#### IV. ACRONYMS AND ABBREVIATIONS

AWPB	Annual Work Plans and Budgets
BCPE	Bureau de Coordination Pêche-Environnement – Coordinating office for fisheries and environment
COAP	Code des Aires Protégés – Protected Area Code
CBO	Community Based Organisation
CSO	Civil Society Organisation
DAPRNE	Direction des Aires Protégés, des Ressources Naturelles renouvelables, et des Ecosystèmes – National directorate for Protected Areas, renewable Natural Resources and Ecosystems (Formerly: DSAP)
DREDD	Direction Régional de l'Environnement et du Développement Durable - Regional Directorate for Environment and Sustainable Development
DSAP	Direction du système des Aires Protégés – National Directorate for Protected Areas
ESMF	Environment and Social Management Framework
F&A	Finance and Administration
FAPBM	Fondation pour les Aires Protégées et la Biodiversité de Madagascar - Madagascar Protected Areas and Biodiversity Fund
GRM	Grievance Redress Mechanism
LMMA	Locally Managed Marine Areas
MATSF	Ministry of regional planning and land services – Ministère de l'aménagement du territoire et des services fonciers
MDCO	WWF Madagascar Country Office
M&E	Monitoring and Evaluation
MEDD	Ministère de l'Environnement et du Développement Durable - Ministry for Environment and Sustainable Development (Formerly MEDD)
MEDD	Ministère de l'Environnement, de l'Écologie et des Forêts – Ministry of the Environment, Ecology and Forests
METT	Management Effectiveness Tracking Tool
MMRS	Ministère des Mines et des Ressources Stratégiques – Ministry of mining and strategic resources
MPA	Marine Protected Areas
MPEB	Ministère de la Pêche et de l'Économie Bleue – Ministry of Fisheries and the Blue Economy (Formerly : MRHP)
MSP	Marine Spatial Planning
NCG	National Coordination Group
OECM	Other Effective Area-based Conservation Measures
PA	Protected Area
PAP	Project Affected Peoples
PF	Process Framework
PFD	Project Framework Document
PIR	Project Implementation Report
PMU	Project Management Unit

PPR	Project Progress Report
PrISM	Project Implementation Support Mission
ProDoc	Project Document
PSC	Project Steering Committee
REBIOMA	RÉseau de la BIOdiversity de MAdagacsar – Madagascar Biodiversity Network
RF	Results Framework
SIPP	Safeguards Integrated Policies and Procedures (of WWF9
SWIOFish2	The Second South West Indian Ocean Fisheries Governance and Shared Growth Project
US	United States of America
WB	World Bank
WWF	World Wildlife Fund

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# 1. INTRODUCTION TO THE EVALUATION

## 1.1. Purpose of the evaluation

The purpose of the MTE is<sup>5</sup>:

- Enhancing effectiveness of ongoing WWF projects or programmes by developing recommendations for improving design, management or implementation.
- Enhancing WWF's accountability, credibility, and transparency with respect to stakeholder engagement and to investment.
- Improving WWF's overall impact by drawing key lessons for broader organisational learning e.g. about what works well, how to manage risks, effective stakeholder engagement, effective community participation, etc.

Concrete objectives of this MTE as identified in the ToRs 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;
- draw lessons learned that can improve the project effectiveness, efficiency and sustainability of project benefits;
- provide feasible recommendations that could be applied for the remaining duration of the project.

The project is evaluated according to the seven criteria outlined in Annex A in the ToRs. Gender equality and mainstreaming and stakeholder engagement are analyzed separately and additionally.

The evaluation report will be primarily used as a monitoring and adaptive management tool by WWF GEF and the executing agency and partners by identifying challenges and outline corrective actions to put the project on track to achieve its objectives by its completion date. It will also serve transparency and broader organizational learning purposes and will be, according to WWF Evaluation Guidelines, uploaded to the Insight Conservation Project Management (CPM) database and sent to internal staff where appropriate. Finally, the evaluation report will be submitted to the GEF Secretariat.

## 1.2. Scope and methodology

The MTE covers all project activities from the start of the project until the time of the evaluation, in July 2023. It also assesses project design.

A structured process was adopted for this MTE, in order to assess the relevance, effectiveness, efficiency and sustainability of results achieved of the ongoing project, assessing the progress towards the achievement of the project objectives and outcomes and proposing any recommendations for the project to achieve its intended results. The evaluation was conducted using OECD DAC criteria and the GEF's evaluation guidelines and the WWF relevant guidance, rules and procedures. The evaluation report provides information that is based on data collected and analysed in an independent, transparent and ethical way. The evaluators adopted a participatory approach to ensure that a variety of stakeholders were consulted, and sought to identify, hear and gain insight from the perspective of all people and environments relevant to the

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<sup>5</sup> the [WWF Evaluation Guidelines](#) , published on the [WWF Program Standards](#) public website.

project (government counterparts, GEF operational focal points, Executing Agency PMU, partners and key national and local stakeholders). At all stages of the evaluation, the evaluation team was alert to the different characteristics (such as gender, age, income, and education) that intersect in project stakeholders, shaping their social relationships, capacities, needs and vulnerabilities.

### 1.2.1. Data collection

Both primary and secondary data were collected. Secondary data was collected from project management staff and partners, as well as through a literature review of project documents, technical documents, and policy papers. A list of documentation is provided in Annex 2. Primary data was collected through interviews and direct observations as well as focus groups with local communities involved in setting-up and/or managing LMMA during the two in-country missions, enabling the evaluators to meet stakeholders (donors, beneficiaries, government representatives) and observe the progress, including physical progress, of the project. Annex 3 lists the individuals and organisations interviewed. Data was hence collected using three main methods:

- **In-depth document review**, covering all relevant project and program information. In-depth review of documentation was conducted not only before the interviews and the mission, but also during and afterwards, as complementary documents were collected.
- **Interviews**. Initial remote video conference meetings/interviews with WWF (both US GEF Agency as well as the Country Office staff), the PMU and the PSC members helped to get an in-depth understanding of the implementation of the project in all five regions and at the national level and select the sampling of project implementation sites. In-depth interviews were held in Antananarivo with the WWF Country Office, FAPBM, the PMU, government counterparts (MEDD and DREDD), PSC members, LMMA and MPA promotor NGOs, local governments, CSOs and CBOs. Interviews were then conducted in two project sites, with relevant national and local administrations, as well as local community representatives.
- **Site visits**. Focus group discussions were organized with local communities to gather their views and opinions on the relevance of the project and preliminary project activities at community level. These visits helped acquire information from different sources, facilitating triangulation (i.e. cross-checking) of information and answer to the evaluation questions on the basis of verifiable and/or factual elements. The approach also encouraged the participation and inclusion of stakeholders from different sectors, including project managers, local implementation teams and beneficiaries. Group discussions took place with pre-defined target groups, and were conducted with men and women separately to obtain sex-disaggregated information. In all cases, people of different ages were invited. The site visit provided an opportunity to take a look at the project's physical realities and photographs were taken.

### 1.2.2. Data analysis

The reviewers compiled and analysed all data collected on progress towards project objectives, intermediate results achieved and gaps reported. The information collected was triangulated by comparing the data provided by the different informants to ensure consistency and verifiability of the information collected. Conclusions were drawn from the relevant information through interpretive analysis. The evaluators applied both deductive and inductive logic in the

interpretation process. This systematic approach ensures that all findings, conclusions and recommendations are supported by evidence.

### 1.2.3. Sampling

Due to the tight schedule and limited time allotted for site visits, a sample of project sites was proposed. As the project had not selected implementation sites yet for component 1, the assessment team visited the sites and communities targeted by component 3. Based on available data, the selection was made according to the following criteria:

- Geographical and marine ecosystem representativeness;
- Type and stage of MPA/LMMA process; and
- Accessibility within the proposed timeframe.

Two sites were visited, one in the Diana region and one in the Menabe region. The international consultant visited the site in Diana and the national consultant the one in Menabe. Hence two separate and complementary field visits took place. Members of the PMU accompanied the evaluation team on the visits, without taking part in the interviews and focus groups.

As the project is only at the initial stage of implementing pilot projects under component 3, the evaluation predominantly focused on the criteria 'relevance' and on the progress towards achieving outputs and outcomes. More specifically the evaluators assessed stakeholder engagement processes (inclusivity of stakeholders as well as stakeholders' understanding of mechanisms (e.g. complaints mechanism)), and the alignment of proposed project activities with local priorities, gender and safeguard aspects.

At the sites, the evaluators conducted interviews and organized focus groups (15 to 20 people) with community members. Some groups were mixed, while others were gender specific. In all cases, people of different ages participated. The evaluators ensured that all members of the focus group participated by asking direct questions to different group members. The evaluation team received the support from the PMU and the local promotor in organizing the site visits but asked the members of the PMU to retreat during the interviews, as to guarantee a safe and confidential environment in which beneficiaries could express their opinions. The team also interviewed the site promoters and local government authorities, such as the 'chef de cantonnement'.

## 1.3. Analytical framework and tools

The following elements were used as an analytical framework for this evaluation:

- **Evaluation matrix:** based on the literature review and in line with the GEF guidance document, an evaluation matrix was developed and is included in Annex 1. The matrix is an essential tool for data collection and analysis. It includes the evaluation questions and criteria defined in the ToR and details the most relevant qualitative and quantitative indicators that will provide information on the evaluation questions, sources of information and data collection methods. It should be noted that the evaluation matrix follows the broad categories mentioned in the ToRs (i.e. "Relevance"; "Coherence"; "Effectiveness", "Efficiency", "Results/Impacts", "Sustainability" and "Adaptive capacity").
- **Summary table of MTR ratings and achievements:** this framework was used to provide specific ratings of achievements to date.
- **Triangulation** of information will help ensure the validity and accuracy of the results.

- **Participatory and gender-sensitive approach:** to ensure that the views of the most vulnerable populations were taken into account in the evaluation.

The project is evaluated according to the seven criteria and accompanying questions detailed in Table 1. These are aligned with the evaluation questions in the ToRs and agree upon during the inception phase.

*Table 1. Overview of the main evaluation questions under the OECD DAC criteria*

<b>Evaluation criteria and main evaluation questions</b>
<p><b>Relevance:</b>            To what extent is the problem addressed by the project relevant to the national and local context?            To what extent is the project in line with national and sub-national plans and priorities?</p>
<p><b>Coherence:</b>            What lessons from other relevant projects were incorporated in the project design?            To what extent was the additionality of the project clearly identified at design stage?            How clearly were other interventions within the sector and their linkages to the project identified?</p>
<p><b>Effectiveness:</b>            To what extent has the project achieved its expected outputs and outcomes, and what progress has been made towards its objective?            In the project's current situation, what results are at risk of not being achieved, and what remedial action should be taken?            To what extent is the management structure of the project appropriate? How is the distribution of responsibilities and resources, and how are the coordination mechanisms conducive to achieve progress? What is WWF's comparative advantage on this project? To what extent were the capacities of the executing institution (MEDD) and its counterparts (FAPBM; WWF MDCO) considered when the project was designed?</p>
<p><b>Efficiency:</b>            How efficient are management mechanisms?            What is the quality of project execution by the executing agency (MEDD) and implementing partners (FAPBM and WWF MDCO)?            How efficient and sustainable are these partnership and collaboration arrangements?            Have management teams (MEDD, PMU, FAPBM) provided quality and timely inputs/responses to the project team (WWF US GEF Agency)?</p> <p><i>Analyzed under a separate financing and co-financing section:</i>            Is there a discrepancy between planned and actual expenditure? Why or why not?            Is there any variation between expected and actual co-financing? If there is, what is the explanation? What is their impact on project results?            To what extent are outputs (products) produced profitably or cost-effective? Was the strategy adopted the most appropriate given the actual situation in the field?</p>
<p><b>Impact:</b>            Are there any unforeseen effects that project interventions or strategies will have on the project objective, conservation targets and GEF global environmental benefits, whether positive or negative?            What are the main obstacles to be overcome and the main opportunities to be exploited based on current progress towards results?            What is the project's potential to scale up or replicate the project outcomes and impact? Are any approaches developed through the project taken up on a regional / national scale, becoming widely accepted, and perhaps legally required?</p>

To what extent is the theory of change still relevant? How effective is the chosen strategy in achieving the desired results?

**Sustainability:**

To what extent was the project sustainability strategy robust (in the planning stages)? Did it include a specific exit strategy?

How did the project implement its sustainability strategy?

What is the likelihood that the activities and approaches developed under the project will continue delivering benefits after the project ends?

What is the likelihood that financial and economic resources will not be available once GEF assistance has ended?

**Adaptive capacity:**

To what extent is the M&E system operational and effective? Was the results framework used during implementation as a management and monitoring-evaluation tool?

## 1.4. Composition of the evaluation team

The evaluation team is composed by the Principal Evaluator, Ms. Sarah D'haen and Mr. Mahefa Solofoniaina Randriamiarisoa. Mr. Gaetan Quesne complements the team as the Quality advisor. All team members have a strong knowledge of the project context and regions. In choosing a team for this assignment, Baastel focused on individuals with solid experience in evaluation, program management, capacity building, social assessments institutional development, as well as in-depth expertise in marine management, biodiversity, climate change, covering climate finance, climate change adaptation, mitigation, and cross cutting thematic areas like gender mainstreaming and African regions.

The principal evaluator coordinated the work of the other members of the team, as well as data collection, the drafting of all reports and all meetings.

## 1.5. Limitations

As most interviewees in the two focus groups conducted in Anotsangana Community (Diana Region) did not speak any French, and as the evaluator did not speak Malgache, the interviews were conducted with the assistance of the promotor's site manager, who acted as interpreter. The interviews were however recorded and analyzed/checked afterwards for the correct relaying of questions and answers by the national evaluator afterwards. All questions and answers were relayed correctly. The MEDD accompanying member retreated during the interviews, as to guarantee a safe and confidential environment in which beneficiaries could express their opinions to the evaluator.

The site visits and interviews in the Menabe region were handled in one day instead of in the two days foreseen, as frequent attacks by bandit groups in the region posed a serious security risk for the evaluation team. Nevertheless, all three sites were visited. The evaluation team left the village of Belo sur Tsiribihina at 6am and returned at 8pm. Access to the different sites depends on the tides, and moving from one site to another required more time than expected, hence further limiting the time spent in each village. For this reason, only one focus group could be held in each village, and no women's only focus group was held. The evaluator was however able to observe site conditions and to speak to several individuals outside the focus groups during the visits. The PMU accompanying member retreated during the interviews, as to guarantee as safe and confidential environment in which beneficiaries could express their opinions to the evaluator.

## 1.6. Structure of the evaluation report

The **next section** of the report will provide a **brief description of the project** and the development context. **Section 3** of the report presents the evaluation's **findings**, structured along the different sections identified in the evaluation report outline provided in annex D of the ToRs. The project's M&E design and implementation plan, its results, effectiveness, and sustainability are rated, as well as the Implementing Agency's - WWF GEF - implementation and the Executing Agency's – MEDD – execution. **Section 4** presents the **conclusion and lessons learned** as well as specific and actionable **recommendations** to improve different aspects of the project.

The questions to which the report provides answers are indicated in blue throughout the report. Main elements of reflection and main findings are indicated in orange.

## 2. PROJECT DESCRIPTION AND DEVELOPMENT CONTEXT

### 2.1. Project timeline and key dates

The project started on 1 January 2021, and was designed to run for 54 months, until 31 December 2025. Key stages in project development and approval are captured in Table 2.

Table 2: Key project process dates

Key stages in project development	Date
PFD	28 March 2016
PPG approval	1 August 2016
Endorsement request	29 June 2018
Project document	7 December 2018
CEO endorsement	29 January 2019
Approved for implementation <sup>6</sup>	29 January 2019
Project start date	1 January 2021
Inception workshop	17 November 2020
Mid-term review	15 September 2023

### 2.2. Project underlying rationale and strategy to achieve conservation results

Madagascar's marine and coastal ecosystems are increasingly threatened by overexploitation and overharvesting, habitat destruction and inappropriate or destructive fishing practices. The detrimental impacts of these are moreover increasingly exacerbated by climate change.

Recognizing the need to protect its biodiversity and ecosystems, Madagascar's government committed to increase (marine) protected area coverage during two main events:

- At the 2003 World Parks Congress in Durban. Commitment to triple the protected area (PA) coverage and diversify governance and management options so they reflect local conditions - the so called 'Durban Vision'.
- At the 2014 World Parks Congress in Sydney. Specific commitment to triple the number of Marine Protected Areas (MPAs) within 5-10 years following the congress, under Aichi Biodiversity Target 11<sup>7</sup>. This included a commitment to address the policy gap that prevented local communities from securing management rights to traditional fishing grounds and establish legal and regulatory frameworks for community management of marine and coastal resources. The target to triple the number of MPAs later evolved to become tripling the surface area coverage by 2025. The commitment is referred to as the 'Sydney Promise' in Madagascar.

All protected areas in Madagascar are governed by the Protected Areas Code (COAP, legislated in 2001). The code was revised in 2015, to reflect the commitments under the Durban Vision.

<sup>6</sup> <https://www.thegef.org/projects-operations/projects/9546>

<sup>7</sup> <https://www.cbd.int/sp/targets/>. Target 11: By 2020, at least 17 per cent of terrestrial and inland water, and 10 per cent of coastal and marine areas, especially areas of particular importance for biodiversity and ecosystem services, are conserved through effectively and equitably managed, ecologically representative and well connected systems of protected areas and other effective area-based conservation measures, and integrated into the wider landscapes and seascapes.

The COAP is based on IUCN's governance/management categories (Box 1) and includes an additional designation to allow for sites managed by local communities that do not fall readily into these international categories.

#### Box 1: IUCN Protected Areas categories

Category Ia: Strict nature reserve

Category Ib: Wilderness area

Category II: National Park

Category III: Natural monument or feature

Category IV: Habitat or species management area

Category V: Protected landscape or seascape

Category VI: Protected area with sustainable use of natural resources

The Durban Vision led to a national planning process to identify terrestrial sites to be designated as new protected areas but the limited amount of data on marine biodiversity precluded a similar exercise for marine sites. At the time, the conservation community was also predominantly focused on conserving forest and inland wetlands sites. As a result, the regulatory frameworks derived from the COAP are based on forest management approaches, and pose challenges for application in marine areas (e.g. rights of access and use).

Fishery resources are managed through fisheries management plans, under the Ministry of Fisheries and Blue Economy (MPEB, Ministère de la pêche et de l'économie bleue). Over the last decade and a half, an additional approach to managing marine and coastal environments and their resources has arisen in Madagascar, the Locally Managed Marine Areas (LMMAs). Most of the LMMAs were initially created by local communities to manage fisheries and other natural resources but many now also have an additional aim of conserving biodiversity.

The implementation of the Durban Vision, and the associated expansion of Protected Areas was supported by a number of (international) NGOs and other partners. Following the Sydney Promise, these same NGOs and partners have also been supporting Marine Protected Area establishment and expansion as well as LMMA processes over the last decade. They have been joined by a plethora of national, regional and local NGOs and CSOs that have increasingly been supporting LMMAs.

The project '**Expanding and consolidating Madagascar's marine protected areas network**' (hereafter 'the project'), aims to directly contribute to Madagascar's 'Sydney Promise'. It is one of two child projects<sup>8</sup> under the GEF-6 Sustainable Management of Madagascar's Marine Resources Program. The project intends to contribute to the program by expanding the coverage and increasing the management effectiveness of the MPA/LMMA network. The **project's objective** is to ensure "**Madagascar's marine biodiversity and productivity are effectively managed through a sustainable, and resilient national network of MPAs**". In this definition, MPAs include all sites that are governed under the Protected Area Code (COAP) as well as those LMMAs outside MPAs that are eligible to contribute directly to Aichi Target 11 based on IUCN/CBD guidelines.

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<sup>8</sup> The other project, the Second South West Indian Ocean Fisheries Governance and Shared Growth Project (SWIOFish2), is implemented by the World Bank (WB)

## 2.3. Discussion of baseline and expected results

The **project's overall target** is to increase MPA network coverage by 1 million ha - 900 000 ha MPA strictu sensu, and 100 000 ha LMMAs under IUCN/CBD OECM status - and to bring over 400 000 ha of MPAs under improved management by project termination (as per adjusted/refined project objective targets in Y2, reported in the 1<sup>st</sup> PIR).

Madagascar's current Protected Area creation process involves four phases, or 'procedures' (Box 2). The project's target more specifically, is to support the 900 000 ha additional MPA up to completion of stage /procedure III (as per adjusted/refined project objective targets in Y2, reported in the 1<sup>st</sup> PIR).

At the time of the MTE, the number of direct beneficiaries was not yet determined.

### **Box 2 : Stages of Protected Area creation in Madagascar**

#### **PROCEDURE I – CREATION INITIATIVE**

- Feasibility study
- Conservation planning workshop
- Stakeholder consultations and engagement
- Environmental impact study
- Initial land use planning.

#### **PROCEDURE II – OBTAIN TEMPORARY PROTECTION STATUS**

F. Submission of a creation initiative dossier to the ministry responsible for the environment

#### **PROCEDURE III – MANAGEMENT OF INTER-SECTORIAL CONFLICTS**

G. 21 Conflict management procedures

#### **PROCEDURE IV – DEFINITIVE CREATION (ACTIONS LEADING TO GAZETEMENT)**

- Preparation of contract to define management responsibilities (delegation of management responsibility to a protected area promoter)
- Public consultations
- Full land use and management plan
- Delimitation
- Recommendation by Sustainable Development of Natural Resources Steering and Evaluation Committee
- Environmental impact assessment (with an action plan included)
- Submission of a creation dossier to the ministry responsible for the environment
- Submission of a proposal for gazettelement including the creation dossier
- Approval and gazettelement.

The project is organized into four components:

Component 1: Establishing an extended, representative, and sustainable network of coastal and marine protected areas and locally managed marine areas (LMMAs)

- Outcome 1.1. Aichi Target 11 implementation strategy and action plan for the Madagascar marine and coastal environment developed based on best available science.
- Outcome 1.2. Proposals for new MPAs/LMMAs or extension of existing ones, covering and additional >1,000,000 ha submitted to government for gazettelement in areas that capture key biodiversity and habitats of threatened species, based on the action plan.

#### Component 2: Building a robust enabling environment for MPAs/LMMAs

- Outcome 2.1. Improved regulatory frameworks to address specific MPA and LMMAs needs including streamlined creation procedures, governance and management regimes, user rights and contribution to sustainable development.
- Outcome 2.2. Increase MEDD/DAPRNE capacity to defend and promote MPAs and LMMAs for sustainable development, e.g. incorporation of MPAs/LMMAs in multi-sectoral Marine Spatial Planning (MSP).

#### Component 3: Enhancing management effectiveness and contributions to sustainable development through MPAs and LMMAs at site level

- Outcome 3.1. Expanded options for increased, diversified, and environmentally sustainable revenue sources for improved living conditions of coastal communities.
- Outcome 3.2. Increased revenue to cover operational costs at MPA & LMMAs at site level.
- Outcome 3.3. Enhanced management effectiveness of selected demonstration MPA and LMMAs sites.

#### Component 4: Knowledge management, monitoring and evaluation

- Outcome 4.1. M&E plan finalized with on-time data collection, reflection and reporting to inform adaptive management and ensure delivery of project results.
- Outcome 4.2. M&E data, lessons learned, and best practices are transparent, participatory and shared with relevant stakeholders to contribute to knowledge management.

## 2.4. Main stakeholders and beneficiaries

The project is implemented by WWF-US GEF, with the Ministry for Environment and Sustainable Development (MEDD – formerly MEEF, the Ministry of Environment, Ecology and Forests) as lead executing agency. WWF Madagascar’s Country Office (MDCO) provides capacity building to the MEDD and the Project Management Unit (PMU – located in the MEDD), under a Technical Assistance (TA) contract. The Madagascar Protected Area and Biodiversity Foundation (FAPBM) manages all financial flows and reporting related to the project, in support to the PMU. The FAPBM and WWF MDCO are the two main partners in the project (executed by the MEDD).

Activities are supervised by the Sydney Promise Steering Committee and by the Child Project Steering Committee (PSC). At the level of each project site, activities are managed and conducted by a promotor supporting organization and supervised by the Regional Directorate for Environment and Sustainable Development (DREDD), who also takes responsibility for regional coordination with relevant platforms.

The evaluation team involved key stakeholders in the evaluation activities. Table 3 gives an overview of the main stakeholders as identified in the ProDoc, with their key function, mandate and role. The actual involvement of stakeholders is discussed in section 3.5.

Table 3: Overview of project stakeholders

Type of stakeholder	Stakeholder name	Role	Engagement approach
<b>National level</b>			
Government	MEDD	Executing Agency	- MEDD will be in the project steering committee and will be regularly updated on project progress, barriers encountered and proposed solutions.
	MPEB	Influential stakeholder regarding marine resources	- Regular exchanges, collaborative planning and monitoring will ensure that synergy between the child projects is optimized.
	SWIOFISH2 (at MPEB)	Programme implementing partner	-
	MATSF	Influential partner regarding MPA/LMMA integration into marine development planning	- M2PATE will be consulted and informed concerning MPA/LMMA integration into MSP and related sustainable development planning processes.
NGOs and CSOs		Co-financing stakeholders and/or implementation partners	- Co-financing organizations will be engaged throughout project implementation. - Implementation will require grants to selected promoter NGOs/CSOs and/or those with other specialist skills such as petroleum development
Donors		Co-financing stakeholders with similar objectives	- Knowledge and key lessons will be shared regularly.
<b>Regional and local level</b>			
Government	Regional, and local authorities DREDD, Canton, Commune	Coordination or technical support at their respective levels	- Support to regional and local coordination planning. - Conflict resolution if required. - Knowledge and lessons sharing with key regional actors.
NGOs and CSOs	MPA/LMMA governance and management structures, including promoters	Coordination and mobilization at site level. Guidance and decisions at site level.	- Project implementation at site level. - Semi-annual reports on progress. - Technical reports and knowledge/lessons collation.
	Civil society organizations not directly involved in MPA/LMMA governance and management, such as specialist CSOs involved in gender equality, education or health	May be contracted to provide specific support to communities.	- Special thematic tasks. - Semi-annual meetings. - Technical reports.
Community level organisations	Local communities in target MPAs/LMMAs	May be directly involved in project activities but are not part of the officially designated governance/management	-

		bodies, such as community based entrepreneurial groups.	
	Traditional leaders	May be influential in encouraging communities to adopt innovative and more efficient practices.	- Regular dialogue with project staff.
<b>Other stakeholders</b>			
Private sector		May enter into equitable development agreements involving sustainable use of natural resources.	<ul style="list-style-type: none"> <li>- Meeting reports.</li> <li>- Technical reports.</li> <li>- Contracts with communities.</li> </ul>

## 3. FINDINGS

### 3.1. Project Design

#### 3.1.1. Relevance

- ⇒ The project is aligned with GEF 6 and WWF priorities and strategic objectives

The project contributes to the GEF 6 biodiversity programme overall goal to maintain globally significant biodiversity and the ecosystem goods and services it provides to society. It directly contributes to the biodiversity objectives 1- Improve sustainability of protected area systems - through contributions to Outcome 1.2: Improved management effectiveness of protected areas, and Outcome 2.1: Increase in area of terrestrial and marine ecosystems of global significance in new protected areas and increase in threatened species of global significance protected in new protected areas.

The project is aligned with WWF Biodiversity goal, and with its global ocean goal to ensure the world's most important fisheries and ocean ecosystems are productive and resilient, and to improve livelihoods and biodiversity. The ProDoc highlights that key strategies of WWF under this goal are to promote representative and adequate MPA coverage, to ensure that they are effectively managed and to promote sustainable use of marine and coastal resources.

#### ***To what extent is the problem addressed by the project relevant to the global, national and local context?***

- ⇒ The project is highly relevant in the global context

Madagascar is at the heart of the Argulus and Somali currents Large Marine Ecosystems. The Island's levels of coral diversity are the highest in the western Indian Ocean and only surpassed elsewhere in the world by the Coral Triangle and high-density mangrove area of global significance. Numerous marine and coastal species are endemic to Madagascar's waters as well as being locally or globally threatened (e.g. species of marine teleost fish, Dugong, sharks and rays). The global conservation community recognizes the importance of Madagascar's marine biodiversity and the need to mitigate or remove threats to it. The Convention on Biological Diversity (CBD) recognizes several Ecologically or Biologically Significant Areas (EBSA) and has proposed three zones of particular interest: the *Mozambique Channel*, the *Southern Madagascar* EBSA also known as the 'deep south' and embedded in the Mozambique Channel EBSA, and the *Northern Mozambique Channel* EBSA. Madagascar and the Indian Ocean Islands are also one of the 36 Global Biodiversity Hotspots. The project aims to increase the surface of MPA, thereby contributing significantly to maintaining or restoring a globally important and highly productive biodiversity hotspot.

- ⇒ The project design process was based on a thorough and relevant national and local context analysis

The project document clearly outlines the importance of Madagascar's marine biodiversity for national and local economies and livelihoods and identifies the existing institutional arrangements and the existing efforts and initiatives of key actors at different levels (government, international NGOs, national and local CSO) with respect to marine and coastal conservation and sustainable management of marine and coastal natural resources. It identifies the existing MPAs, their IUCN categories and the 'promoting' (supporting) actor. It describes the evolution of LMMAs and their importance for local communities. The project document furthermore clearly identifies

the existing challenges and gaps in the legal, planning and policy framework around either MPAs and LMMAs.

All stakeholders interviewed during the MTE stated that they found the project's objective, outcomes and activities to be highly relevant.

**Conclusion 'Relevance':**

The project proves to be relevant to the strategic priorities of the GEF and WWF, and interviewees at all levels reconfirmed the relevance as presented in the Project Document.

3.1.2. Coherence

***To what extent is the project in line with national and sub-national plans and priorities?***

⇒ **The project is aligned with government priorities in terms of biodiversity conservation**

The project is the main mechanism to implement Madagascar's Sydney Promise and to make progress towards the Aichi Target 11 commitments. The project's overall target is to catalyze and support a process that increases MPA coverage in Madagascar from the baseline 1.1 million ha in 2020 to more than 2.1 million ha. MPAs are also prioritized in Madagascar's National Development Plan (NDP), and in its National Biodiversity Strategy and Action Plan (NBSAP). The project is also very relevant in the context of Objective 3 of the recent Kunming-Montreal global biodiversity framework. This target indeed addresses issues that were also addressed by Aichi Target 11.

***How clearly were other interventions within the sector and their linkages to the project identified?***

⇒ **Other interventions within the sector and their linkages to the project were clearly identified**

The ProDoc clearly identified GEF supported interventions in the sector (SWIOFISH2 - see below - and the 'Strengthening the network of new protected areas in Madagascar' project), as well as key government policy initiatives and key national organizations such as the FAPBM and Madagascar National Parks. The relevant work done by international NGOs (WCS, Blue Ventures, Conservation International) and other promoters in terms of MPA and LMMA support was identified as well as the strategic role of the MIHARI platform for LMMAs. In addition, the project at hand was conceived to complement the SWIOFISH2 project (see below).

***To what extent was the additionality of the project clearly identified at design stage?***

⇒ **The additionality of the project was clearly identified at design stages.**

The MPA project was conceived to complement the SWIOFISH2 project, under the Integrated Program 'Sustainable management of Madagascar's Marine Resources'. The SWIOFISH2 child project (anchored at the MPEB) was to focus on improved local fisheries management, whereas the MPA project would focus on the establishment of biodiversity-focused MPA, recognized under national legislation and CBD criteria. The Program Framework Document (PFD) explains that MPA expansion without the MPA project could occur, but that achievement of Aichi Target 11 and consolidation of the existing MPA and LMMA efforts and projects would be less likely without the proposed GEF funding. Additionally, the PFD argued that GEF incremental investments would enable demonstrating MPA value for socio-economic development.

The Project Document further highlights the project's significant incremental value to ongoing global efforts for the conservation and sustainable use of Madagascar's marine and coastal biodiversity. GEF investment is identified to facilitate the acceleration, consolidation and scaling up of existing efforts around MPAs and LMMAs, as well as enable highlighting their importance within the context of a blue economy vis-à-vis that of other sectors relying on marine resources and areas.

Interviewees highlighted the strategic importance of the project in bringing together all actors around marine conservation and resource management, and more particularly the project's intended role in establishing a joint consultation and decision-making body/committee around marine resource management between the MEDD and the MPEB, together with the IP's sister project SWIOFISH 2.

***What lessons from other relevant projects were incorporated in the project design?***

The ProDoc includes an appendix summarizing the lessons from other relevant projects that have informed and are reflected in the project design. It is not clear when and how these lessons were collected, but the ProDoc was developed through an 18 month consultative process, which included a series of public stakeholder meetings to review the project's goals and strategies, involving among others the key NGOs and other promoters of MPAs and LMMAs, leading to believe that relevant lessons were identified during this process.

***What is the level of country ownership of the project?***

⇒ Country ownership of the project is high.

The project is executed by Madagascar's MEDD, and the PMU is located at the MEDD offices, in the same building as the DAPRNE. Apart from the PMU, the MEDD also appointed a dedicated director and vice-director to supervise the project.

**Conclusion 'Coherence':**  
 The project is well aligned with the Government of Madagascar's strategic priorities in terms of biodiversity conservation, and the project is coherent with and additional to existing interventions in the sector. Country ownership is high.

3.1.3. Theory of Change (ToC), assumptions and risks

⇒ A complete, high-quality project document that includes a pertinent analysis of the context, and clearly presents the theory of change and results framework of the project.

The project document clearly explains the project's aim to be the 'the principle mechanism to implement Madagascar's Sydney Promise and make considerable progress towards its Aichi Target 11 commitments'. In line with this aim, the project's objective is "to ensure Madagascar's marine biodiversity and productivity are effectively managed through a sustainable, resilient national network of MPAs".

In order to achieve this objective, nine outcomes were expected from the project. Each outcome of the project is broken down, according to logical reasoning, into different outputs that cumulatively allow reaching the expected result (Table 4).

*Table 4. Overview of the project's outcomes and outputs*

Outcome	Output
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<p>Outcome 1.1. Aichi Target 11 implementation strategy and action plan for the Madagascar marine and coastal environment developed based on best available science.</p>	<ul style="list-style-type: none"> <li>- Output 1.1.1. New KBA Maps and accompanying documentation identifying priority areas for expansion, and which represent major marine and coastal ecosystems and global threatened species' conservation needs</li> <li>- Output 1.1.2. Report to define LMMA/OECM eligibility criteria to contribute to Aichi Target 11.</li> <li>- Output 1.1.3. Catalogue of eligible LMMAs/OECMs directly contributing to Aichi Target 11 based on Output 1.1.2</li> <li>- Output 1.1.4. Action plan to achieve Aichi Target 11 for the marine environment, identifying partner roles and contributions, and integrating multi-sectoral interests.</li> </ul>
<p>Outcome 1.2. Proposals for new MPAs/LMMAs or extension of existing ones, covering and additional &gt;1,000,000 ha submitted to government for gazettelement in areas that capture key biodiversity and habitats of threatened species, based on the action plan</p>	<ul style="list-style-type: none"> <li>- Output 1.2.1. Operational partners and proposed MPA creation/expansion sites selected</li> <li>- Output 1.2.2 Sub-grants and contracts to operational partners to demonstrate the full MPA/LMMA creation/expansion process through to gazettelement,</li> <li>- Output 1.2.3 Gazettelement proposals submitted by MEDD (from Output 1.2.2) to government for full approval by the Council of Ministers</li> </ul>
<p>Outcome 2.1. Improved regulatory frameworks to address specific MPA and LMMA needs including streamlined creation procedures, governance and management regimes, user rights and contribution to sustainable development.</p>	<ul style="list-style-type: none"> <li>- Output 2.1.1 Review of existing regulatory framework including a gap analysis.</li> <li>- Output 2.1.2 Recommendations and draft regulatory text submitted to appropriate level of government by MEDD</li> </ul>
<p>Outcome 2.2. Increase MEDD/DAPRNE capacity to defend and promote MPAs and LMMAs for sustainable development, e.g. incorporation of MPAs/LMMAs in multi-sectoral Marine Spatial Planning (MSP).</p>	<ul style="list-style-type: none"> <li>- Output 2.1.2. Assessment of the economic and social benefits of MPAs/LMMAs for justifying their role in MSP and sustainable economic development</li> </ul>
<p>Outcome 3.1. Expanded options for increased, diversified, and environmentally sustainable revenue sources for improved living conditions of coastal communities.</p>	<ul style="list-style-type: none"> <li>- Output 3.1.1. Selection criteria for demonstration sites, eligible activities, and operational partners approved by Project Steering Committee</li> <li>- Output 3.1.2 Sub-grants issued to selected promoters/sites for improved community revenue generation, site level cost recovery for management activities, and for strengthened management effectiveness</li> <li>- Output 3.1.3 Mechanisms to increase community/other local stakeholder revenues developed through promoter support and private sector partnerships (where appropriate) (subgrant under 3.1.2).</li> </ul>
<p>Outcome 3.2. Increased revenue to cover operational costs at MPA &amp; LMMAs at site level.</p>	<ul style="list-style-type: none"> <li>- Output 3.2.1 Agreements with communities brokered to reinvest a percentage of revenues in MPA/LMMA operational costs (subgrant under 3.1.2).</li> </ul>
<p>Outcome 3.3. Enhanced management effectiveness of selected demonstration MPA and LMMA sites.</p>	<ul style="list-style-type: none"> <li>- Output 3.3.1 Essential infrastructure in place based on the site's management plan, including office space, weather stations and outlying observation posts, boundary marking, equipment for patrolling and surveillance including boats and other vehicles (subgrant under 3.1.2).</li> <li>- Output 3.3.2 Standardized MPA/LMMA management toolkits developed and propagated in place. Toolkits selection, development and adaptation</li> </ul>

	- Output 3.3.3. Training program to support and replicate management effectiveness measures established and operational.
Outcome 4.1 M&E plan finalized with on-time data collection, reflection and reporting to inform adaptive management and ensure delivery of project results	- Output 4.1.1. M&E system established, with roles and methods defined - Output 4.1.2. Implementation of the Project M&E Plan and subsequent review of project management approaches and strategies
Outcome 4.2. M&E data, lessons learned, and best practices are transparent, participatory and shared with relevant stakeholders to contribute to knowledge management	- Output 4.2.1. Compilation of Best Practices and Lessons distributed to relevant local, national and regional bodies for review and replication as required - Output 4.2.2. Collected and analysed data (including progress reports and results frameworks) shared with relevant stakeholders - Output 4.2.3. Communications plan developed and implemented.

An analysis of the project results frameworks shows that overall outputs are likely to lead to the expected outcomes and contribute to the overall objective of the project. The problem statement, barriers, threats, and assumptions are presented in the ProDoc. No major elements seem to be missing. The ProDoc also present a simplified Theory of Change and a depiction of interventions based on the ToC.

⇒ **The results framework is however complex, with many detailed outcomes and outputs, and the evaluators suggest the following simplifications:**

- Combine Output 1.1.2 and Output 1.1.3 into one single output: Catalogue of eligible LMMAs/OECMs directly contributing to Aichi Target 11
- Combine Outcomes 3.1 and 3.2. into one single outcome: Improved revenue generation and site level cost recovery for management activities. Output 3.2.1. then can be renamed output 3.1.4.
- Bing Output 3.3.1. under Outcome 3.1. and rename to Output 3.1.5.

Output 4.2.3, on communications and described in the project description on page 55 of the ProDoc under Outcome 4.2., is missing from the project work plan presented in Annex 8 of the ProDoc, on page 129.

⇒ **The evaluators propose to reformulate barriers 5 and 6 and to add two barriers** (cf. Table 5).

*Table 5: Overview of barriers 5 and 6 in the ProDoc and proposed reformulation and/or addition of barriers*

Barriers in the ProDoc	Proposed reformulation and addition
Barrier 5: A persistent lack of MPA and LMMA management effectiveness.	Barrier 5: Lack of cost-effective MPA/LMMA infrastructures and equipment  Barrier 8: PA toolkits are not adapted to local MPA and LMMA conditions
Barrier 6: Innovative local revenue generating mechanisms remain at pilot stage and have not expanded to scale and diversity	Barrier 6: Limited experience in developing management contracts that go beyond biodiversity conservation and guaranteeing subsistence needs  Barrier 7: Low local community acceptability of management cost recovery

⇒ **The evaluators propose to (re)formulate the assumptions** (cf. Table 6).

*Table 6: Overview of assumptions and proposed (re)formulation*

Assumptions in the ProDoc	Observations and proposed new assumption (formulation)
Effective partnership between the government and NGOs/CSOs will be maintained, and the joint capacities of this partnership will be leveraged to deliver on the project	Assumption 1: The existing partnerships between government and NGOs/CSOs remain effective and can be leveraged
	Assumption 2: Biodiversity remains recognized as a major foundation for sustainable economic development by the government
Local community members will develop stronger local MPA/LMMA management capacity through support from this project. [...] This assumption is supported through the continuing efforts of Malagasy NGOs/CSOs to strengthen the capacity of local CBOs.	This is partly an outcome and captured under Outcome 3.3.  Proposed Assumption 3: The capacity of local communities is further supported and built through broad support of Malagasy NGOs and CSOs
Local community and broad public support for MPAs will continue to increase.	Assumption 4: There is broad support from local communities, the public and the private sector for MPAs and LMMAs

⇒ Risks were appropriately identified at the project design phase, but some need to be revised.

The ProDoc identified risks related to the political environment, legal frameworks, MPA/LMMA promotor capacity, private sector involvement, displacement of environmental degradation, and finally climate change.

The identified risk related to government reorganization was rated high, and this has indeed manifested itself during the first 2,5 years of project implementation, which was characterized by several changes with MEDD at minister and Secretary General level. Similar high turnover in partner ministries has delayed the establishment and has severely hampered the functioning of the Project Steering Committee, the Sydney Steering Committee and national coordination groups set up by the project. The risk hence remains highly relevant and high.

The upcoming elections pose a major risk to the effectiveness of the project. Most of the outcomes and outputs to be achieved rely on strategic and political support at national level and hence disturbances at this level will greatly affect the effectiveness of the project in the coming year.

The risk related to weak or absent enforcement of MPA and fisheries regulations was rated Medium, but site visits during the MTE revealed weak enforcement in at least one project implementation site. The evaluators therefore suggest increasing the risk rating to high.

The risk related to weak inter-agency or government cooperation was rated medium in the ProDoc. However, reports from the PSC meetings reveal that political commitment of certain partner ministries is challenging. During the MTE interviews a majority of interviewees mentioned this as a major risk to the project. The evaluators therefore suggest raising the risk rating to high, and that the project increases its communication efforts with the different ministries in order to strengthen institutional cross-sectoral cooperation (see section 3.5. 'Stakeholder engagement').

Finally, the ProDoc identifies risks related to climate change and mitigating them through a dedicated output. However, this output or the mitigation of climate change risks is not integrated into the project design.

One additional risk arose during project implementation, related to COVID-19 which of course could not have been anticipated, but for which appropriate management measures were taken and implemented.

#### Conclusion ToC:

The project's ToC, Results Framework, barriers and assumptions are complete and adequately identified at the project design stage. Some of the risks were rated too low and should be adjusted. The upcoming election pose a major risk.

### 3.1.4. M&E design\*

The design of the monitoring-evaluation system, as presented in the ProDoc, is considered highly satisfactory. It complies with the procedures established by the GEF and WWF and provides for: a project results framework, annual work plan tracking, a quarterly (financial) and semi-annual (project progress) reporting system, annual adaptive management review meetings, supervision mission reporting, a mid-term and an end-of-project evaluation, as well as a project close-out report. The M&E design clearly identifies roles and describes M&E data sharing practices with the PMU and partners via a M&E dashboard. A specific budget and timetable are provided for monitoring and evaluation activities.

The 'M&E plan', based on and aligned with the results framework is presented in the ProDoc. It is considered complete because it includes - for the objective and for all expected outcomes of the project: indicators, definitions, a reference situation (baseline), yearly, and an end-of-project target, and sources/methods of information(collection). Indicators are formulated at outcome level, to allow for adaptive management. The evaluators note that the indicator for outcome 1.2. is the same as the objective indicator 1.

#### Conclusion and rating M&E design:

Based on the above, the M&E design is rated **Highly Satisfactory (HS)**.

### 3.1.5. Replication approach and catalytic effects

⇒ The ProDoc's presentation of the potential for replication and scaling up is credible.

The projects is conceived to:

- Improve the legislative frameworks around MPAs and LMMAs, and the procedures for establishing them, lowering barriers for interested promoters to establish future MPAs and LMMAs; and
- Develop and implement an Aichi Target 11 action plan that will establish a clearly defined framework and foundation for attracting additional donors to contribute to the strategy.

In addition, the ProDoc highlights the rapid emergence of bottom-up led expansion on LMMAs testified by the emergence and rapid growth of the MIHARI network.

Therefore, if the project succeeds in establishing an environment conducive to the establishment and management of these MPAs, and if it demonstrates the validity of the concept with the expansion or establishment of new sites, it will be a real catalyst for increasing interest and investment in MPAs in Madagascar and elsewhere.

**Conclusion replication and potential catalytic effects:**

The replication approach identified at design stage is credible and the project has a real catalytic potential.

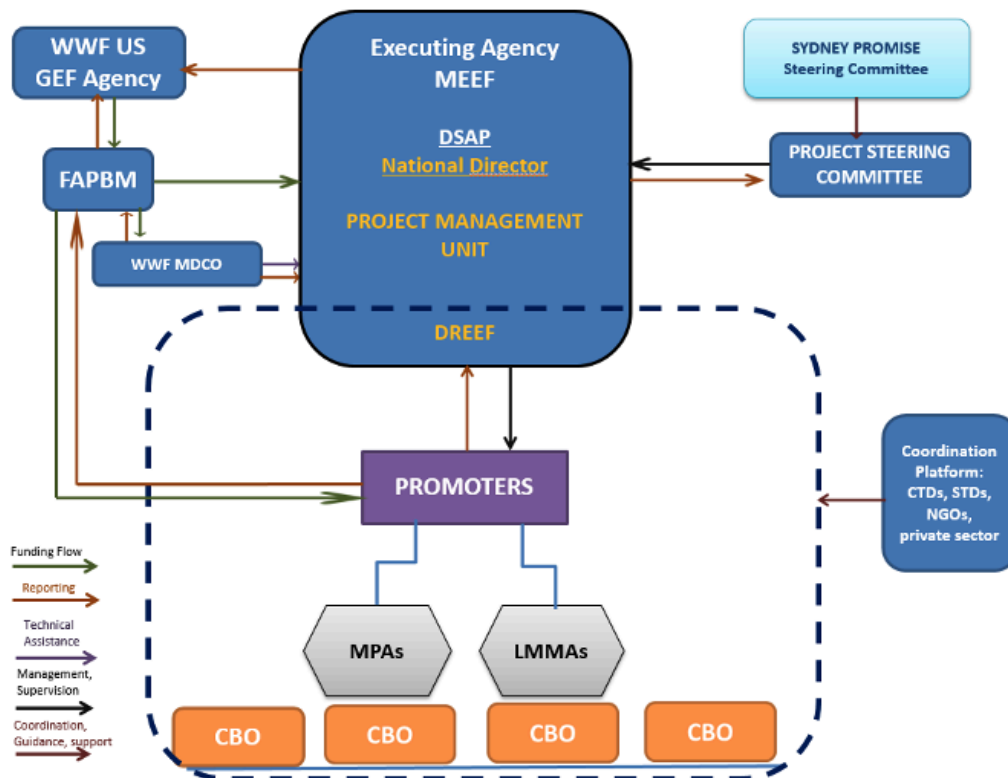
3.1.6. Governance and management arrangements

*How is the distribution of responsibilities and resources, and how are the coordination mechanisms conducive to achieve progress? To what extent were the capacities of the executing institution (MEDD) and its counterparts (FAPBM; WWF MDCO) considered when the project was designed?*

⇒ Relevant institutional arrangements were clearly presented at the design stage.

The project document presents the project's institutional arrangements clearly, notably through the following organization chart:

Figure 1. Management arrangements as identified in the ProDoc



The ProDoc also clearly describes the roles of each of the institutions and details the profiles and roles of each of the PMU members. It does however not mention a legal expert. The project is designed to be managed from the capital, where the MEDD and PMU are located; site level management and supervision is the role of the DREDD and the promoters.

The financial flows between the managing institutions are also clearly described in the ProDoc.

⇒ The capacities of the executing institution and its counterparts were considered and justified at design stage

The ProDoc briefly describes the management experience of some of the managing institutions in the dedicated ProDoc section. Justification of the other institutions is found in other sections (e.g. in section 4.1.1. which describes the project partners).

⇒ **WWF's comparative advantage is described and adequately justified at design stage**

The ProDoc highlights WWF longstanding support in Madagascar, including its active support for MPAs and LMMAs in Madagascar and the Northern Mozambique Channel, its long-standing relations with key government agencies and its experience supporting civil society capacity to defend their natural resources interests and rights at all levels. The ProDoc furthermore highlights WWF being a founding member of the FAPBM.

All interviewees recognized WWF's merits and expertise in marine conservation and management in Madagascar.

⇒ **The coordination at different levels between the two child projects is described in the ProDoc**

The coordination mechanism to ensure synergy and complementarity between the two child projects is described as regular meetings between the two government departments leading the respective child projects and the respective PMU coordinators. The ProDoc foresees meetings at national level, and a coordination between the district level, level at which the SWIOFISH2 project is decentralized and the regional level where the DREDDs should take responsibility regarding implementation for the project at hand.

**Conclusion governance and management arrangements:**

Governance and management arrangements were clearly defined and the roles of the Implementing Agency, the Executing institution (MEDD) and its counterparts (FAPBM; WWF MDCO) reflected their capacities and expertise. The coordination between the two child projects is described at different levels.

## 3.2. Project implementation

### 3.2.1. Effectiveness

#### 3.2.1.1. Progress towards results\*

##### ***To what extent has the project achieved its expected outputs and outcomes, and what progress has been made towards its objective?***

The project has managed to establish a Project Steering Committee, reestablish the Sydney Promise Steering Committee and establish a temporary national KBA coordination group (KBA NCG) and an OECM working group. Apart from this, in the first two and a half years most project activities consisted in conducting studies, capacity building, and selecting sites for a first round of implementation under component 3. At MTE, no project sites for intervention were operational.

The updated RF of the project identifies **four (4) indicators at project objective level and seventeen (17) indicators at outcome level**. The evaluators note that two of the indicators at outcome level are the same as two of the objective level indicators. The evaluators assessed these only at objective level. Two of the objective level indicators and four of the remaining fifteen (15) outcome level indicators could not be assessed at MTE stage as no activities were foreseen under these by the time of MTE. The progress is shown in Table 7 below.

The **achievement of objective level indicators is unsatisfactory for one indicator, and moderately satisfactory for the other one. At outcome level, the overall achievement is moderately satisfactory**. The achievement of targets was moderately unsatisfactory for one out of two targets under component 1 and moderately satisfactory for the other one. The achievement of targets under component 2 was moderately satisfactory for both targets. Under component 3, achievement was satisfactory for one target, moderately satisfactory for one target and moderately unsatisfactory for a third target. Four targets could not be assessed at MTE time. For component 4, achievement of three targets was found satisfactory and one was found unsatisfactory.

It is worth noting here that interviewees during the MTE mission expressed their appreciation for the studies conducted by the project, for the capacity building activities, for the advances on the regulatory texts, and for the establishment of the steering committees and KBA coordination group. Interviewees also expressed their appreciation for the recent selection of first sub-project sites under component 3, which, as some put it, announced the long-awaited start of the practical implementation of the project on the ground. A significant number of interviewees however also expressed dissatisfaction with the slow progress under component 1, and with the lengthy process for selecting the sub-project sites under component 3. Several key MPA promoters also expressed their wish for the project to play a much stronger coordinating role in bringing key actors together around MPA, and to facilitate the development of a common vision and strategy, with clear identifications of who does/will do what and where in terms of supporting/promoting the expansion of existing and the establishment of new MPAs in Madagascar in the nearby future.

Table 7. Overview of progress towards project objective and project outcomes at MTE

Description of indicator	Baseline 2020	Midterm target (Y2)	End of project target (Y5)	Status at MTE (Based on 1 <sup>st</sup> PIR, PPRs and PRISMs)	Rating	MTE comments
<b>PROJECT OBJECTIVE: MADAGASCAR'S MARINE BIODIVERSITY AND PRODUCTIVITY ARE EFFECTIVELY MANAGED THROUGH A SUSTAINABLE, RESILIENT NATIONAL NETWORK OF MPAs</b>						
# hectares MPAs and eligible LMMAs (OECMs) managed and with protected status	MPA: Phase I: 1,358,682 ha Phase II: 1,358,682 ha Phase IV: 926,982 ha	Mapping of KBAs defining potential sites submitted to COPIL Sydney for validation  PRODOC: Procedure I: + 300,000 ha Procedure II: N/A Procedure IV: + 431,700 ha	MPA: Stage 3: 900,000ha  (Stage 1 foreseen in Y3, stage 3 foreseen in Y4)  PRODOC: Procedure I: N/A Procedure II: 200,000 ha + 300,000 ha + 100,000 ha Procedure IV: 431,700 ha + 200,000 ha	The results obtained in year 2 are formed from databases on species and ecosystems under the IUCN red list. This is the first step in identifying and/or updating KBAs. After this database constitution (step 1), there is (ii) the application of the KBAs criteria, (iii) the consultation of the knowledge and rights holders on the sites, and (iv) the delimitation and publication of the KBAs. Thus, 1/4 step is completed .	U	Achievement Y1 target: no target Achievement Y2 target: 25%  Interviews at the MTE mission revealed that the completion of step 2 is only to be expected at the end of Y3.  End of project target deemed to be at risk. At the current pace of progress, the project might not be able to complete all three stages of MPA establishment.
		4 pilot sites selected for OECM process	OECM recognized: 15,000 (Y3) + 40,000 (Y4)+ 45,000 (Y5) ha = 100,000 ha	A methodology for the recognition, identification and accounting of OECM's towards Aichi Target 11 was developed by the PMU and approved by the Sydney Promise Steering Committee (30 November 2022) Two OECM pilot sites have been identified by the Sydney Promise Steering Committee, so that the OECM methodology can be applied/tested for different designations.	MS	Achievement Y1 target: No target Achievement Y2 target: 50%  End of project target deemed attainable, depending on project adapted implementation strategy.
GEF Core Indicator 2.2: # ha of MPAs with increased METT score	The Baseline score of the demonstration sites will be established after the identification of the sites (Y2)	0	> 400,000 ha  PRODOC : 200,000 ha+ 300,000 ha+ 100,000 Ha show increase in METT score with Procedure II status and 200 000 ha on procedure IV		UA	Achievement Y1 target: No target Achievement Y2 target: No target  Site identification happened in Y3. There is hence a delay in determining the baseline METT score.
GEF Core Indicator 11: #			TBD		UA	Indicator introduced in Y1

Description of indicator	Baseline 2020	Midterm target (Y2)	End of project target (Y5)	Status at MTE (Based on 1 <sup>st</sup> PIR, PPRs and PRISMs)	Rating	MTE comments
of direct beneficiaries						
<b>Component 1: ESTABLISHING AN EXTENDED, REPRESENTATIVE AND SUSTAINABLE NETWORK OF COASTAL AND MARINE PROTECTED AREAS AND LMMAs</b>						
Outcome 1.1 Aichi Target 11 implementation strategy and action plan for the Madagascar marine and coastal environment developed based on best available science.						
Area of Madagascar's marine and coastal estate in KBAs (ha)	0	KBA coordination group in place and Sydney COPIL revitalized (Y1) Partial mapping of KBA (Y2)  PRODOC: no target	2,500,000 ha (Y3)	A temporary national KBA coordination group (NCG) was formalized (12 September 2022) <sup>9</sup> . The NCG will be responsible for validating KBA data and mapping, and will be responsible for approving proposals for new KBA's (delineation) before they can be uploaded to the World Database of KBAs. Preliminary study of the identification processes for marine and coastal KBAs <sup>10</sup> drafted (19 February 2023) Training of national stakeholders on KBAs and the new KBA 2016 standard by the KBA Secretariat.	MU	Achievement Y1 target: 50% Achievement Y2 target: 25% (see project objective indicator)  End of project target attainable, but with delays. Target expected to be attained in Y4, instead of in Y3.
Status of strategy and action plan approved by Sydney Promise Steering Committee	N/A	Action plan developed on the basis of KBA results, consultations and studies, as well as demonstration sites.  PRODOC: Approved action plan and start to implement	Action plan validated <sup>11</sup> and implemented (Y3)  PRODOC: plan implemented	The Aichi Target 11 Action Plan is being outlined and drafted 3/4 regional consultations held (Y1)  The national action plan is based on 4 elements: (i) results of regional consultations, (ii) results of the KBA and OECM processes leading to the list of potential sites for new MPA creations/extensions, (iii) roles and responsibilities of stakeholders according to eligible sites, (iv) results of the elaboration of regulatory texts and MPA management tools. The plan development process consists of 3 stages: (i) outline definition, (ii) action plan draft, (iii) final version for validation. The first stage has been completed (1/3 = 33%)	MS	Achievement Y1 target: 63% Achievement Y2 target: 33%  End of project target deemed attainable, but with delays. Target expected to be attained at the end of Y4 instead of in Y3.
Outcome 1.2 Proposals for new MPAs/LMMAs or extension of existing ones, covering an additional >1,000,000 ha submitted to government for gazettelement ...						
# hectares of newly created or extended MPAs obtaining protection status			Phase 3: 900,000ha	on hold until KBA study has been finalized		See Objective level indicator 1

<sup>9</sup> PRISM Mission Report, 18 April 2023.

<sup>10</sup> Rapport portant sur la base de données. Intitulé du Mandat : « Étude préliminaire du processus d'identification des zones clés pour la biodiversité ou Key Biodiversity Area (KBA) marines et côtières»

<sup>11</sup> Validated = Content of the Action Plan supported and validated by COPIL Sydney, including the priority areas in terms of marine and coastal conservation, with the key Partners followed by their respective roles and responsibilities.

Description of indicator	Baseline 2020	Midterm target (Y2)	End of project target (Y5)	Status at MTE (Based on 1 <sup>st</sup> PIR, PPRs and PRISMs)	Rating	MTE comments
Status of LMMAs to be recognized as OECMs	0	Y2: OECM concept integrated into sustainable marine biodiversity management practices <sup>12</sup>  Y1: Sharing information with OECM resource persons (select committee, OECM working group at ICUN level,...) and marine and coastal OECM roadmap	OECMs recognized and reported <sup>13</sup> 15,000 (Y3) + 40,000 (Y4)+ 45,000 (Y5) ha = 100,000 ha  Official up-to-date catalogue of marine and coastal OECM <sup>14</sup> s	Sharing information with OECM resource persons and Draft marine and coastal OECM Roadmap (Y1) OECM concept and methodology appropriated by all sectors concerned An OECM working group was formalized by the Sydney Promise Steering Committee (30 November 2022)		Targets determined Year 1  Achievement Y1 target: 50% Achievement Y2 target: 100%  End of project target seems to be the same as the one for the project objective indicator 1.
<b>COMPONENT 2: BUILDING A ROBUST ENABLING ENVIRONMENT FOR MPAs/ LMMAs</b>						
Outcome 2.1 Improved regulatory framework to address specific MPA and LMMA needs...						
Score for regulatory framework improvement process	6	11	15	Study on the types of governance and existing contracts <sup>15</sup> (May 2022) An analysis on MPA/LMMA legislation <sup>16</sup> , including specific recommendations (October 2022) Meeting held with DAPRNE and Directorate of Blue Economy at MEDD Preparation of presentation of recommendations to SP SC for approval The drafting of the regulatory text for the MPAs is underway and is in the regional consultation phase	MS	Achievement Y1 target: 50% Score was 8  Achievement Y2 target: 50% Score was 8  End of project target deemed feasible, if the project can accelerate the pace
Outcome 2.2						

<sup>12</sup> The establishment of the working group at the Sydney SC level means that the OECM concept has been accepted at this level. The focus is on this SC since it has been coordinating the tripling of Madagascar's MPAs since 2014. In addition, this SC brings together almost all the stakeholders and sectors affected by the creation of an MPA.

<sup>13</sup> OECM process: (i) introduction to the OECM concept, (ii) OECM appropriation at the Sydney Steering Committee level, (iii) Appropriation of the IUCN's OECM recognition and counting methodology, (iv) identification of pilot sites for the refinement of the recognition methodology (v) recognition of potential OECM sites (marine and coastal), through screenings and mapping (vi) validation of marine and coastal OECM sites by the Sydney Steering Committee, (viii) reporting of marine and coastal OECM recognized at WDOECM level.

<sup>14</sup> OECMs have obtained consent for reporting/counting at WDOECM level

<sup>15</sup> Évaluation des types de gouvernance existants et des contrats existants en termes de gestion de ressources naturelles renouvelable

<sup>16</sup> RAPPORT FINAL « Examen de législation existante en matière d'aires marines protégées et de gestion des ressources naturelles renouvelables afin d'identifier les lacunes principales et besoins en termes de législation pour les AMPs et LMMAs

Description of indicator	Baseline 2020	Midterm target (Y2)	End of project target (Y5)	Status at MTE (Based on 1 <sup>st</sup> PIR, PPRs and PRISMs)	Rating	MTE comments															
Level of commitment & action of MEDD vis-à-vis MPA & LMMA promotion (scoring)	Level 2	Level 3	Level 4	PMU Participation in workshop on economic contribution of PAs and consulted with TFP to finetune ToRs for the Socio-economic benefit study. Study delivered in May 2022.	MS	Achievement Y1 target: same as baseline  Achievement Y2 target: 66.6% Level 2 was achieved. The MEDD is about to conduct scientific, technical and legal research and studies to promote MPAs/LMMAs at the multi-sectoral level, and is also starting to promote Other Measures or practices leading to biodiversity conservation at the national level. Once the results of these studies have been obtained, the MEDD plans to (i) revise the environmental and social management framework for MPAs, and (ii) draw up a MPA business plan guide for development and conservation activities.  End of project target deemed feasible, if the project can accelerate the pace															
<b>COMPONENT 3: ENHANCING MANAGEMENT EFFECTIVENESS AND CONTRIBUTIONS TO SUSTAINABLE DEVELOPMENT THROUGH MPAs AND LMMAs AT SITE LEVEL</b>																					
<b>Outcome 3.1 Expanded options for increased, diversified, and environmentally sustainable revenue sources for improved living conditions of coastal communities</b>																					
# of new opportunities for local communities to diversify their revenue sources &/or living conditions	0	20 projects initiated, in the form of a signed preparation agreement, before signature in March 2023	20 contracts under execution	Selection criteria for demonstration sites, eligible activities, and operational partners for the first call were developed and approved Adjustment of criteria for the second call Seven sites have been pre-selected for implementation (Figure 2). Six sites are being advanced for agreement signing: <table border="1"> <thead> <tr> <th>Name commune</th> <th>Region</th> <th>Promotor</th> </tr> </thead> <tbody> <tr> <td>Belo sur Tsiribihina (3 sites)</td> <td>Menabe</td> <td>FIVOI</td> </tr> <tr> <td>Anorontsangana</td> <td>Diana</td> <td>FAMELONA</td> </tr> <tr> <td>Mahavavy/Marimbitsa</td> <td>Boeny</td> <td>ASITY</td> </tr> <tr> <td>Katepy</td> <td>Boeny</td> <td>INDENTITERR E</td> </tr> </tbody> </table>	Name commune	Region	Promotor	Belo sur Tsiribihina (3 sites)	Menabe	FIVOI	Anorontsangana	Diana	FAMELONA	Mahavavy/Marimbitsa	Boeny	ASITY	Katepy	Boeny	INDENTITERR E	MU	Achievement Y1 target: No target Achievement Y2 target: 18% <sup>17</sup> Three out of five steps were completed before March 2023 for the six retained projects  Achievement of 30% <sup>18</sup> of the original Y2 target is likely to be achieved by September 2023.  End of project target deemed feasible as the second call was launched in Y3.
Name commune	Region	Promotor																			
Belo sur Tsiribihina (3 sites)	Menabe	FIVOI																			
Anorontsangana	Diana	FAMELONA																			
Mahavavy/Marimbitsa	Boeny	ASITY																			
Katepy	Boeny	INDENTITERR E																			

<sup>17</sup> (6/20) \* 60% (3/5 steps achieved) = 18%.

<sup>18</sup> (6/20) \* 100% (5/5 steps achieved) = 30%.

Description of indicator	Baseline 2020	Midterm target (Y2)	End of project target (Y5)	Status at MTE (Based on 1 <sup>st</sup> PIR, PPRs and PRISMs)	Rating	MTE comments								
				<table border="1"> <tr> <td>Beheloke</td> <td>Atsimo Andrefana</td> <td>FANIRY</td> <td></td> </tr> <tr> <td>Manombo, Belalanda et Anakao</td> <td>Atsimo Andrefana</td> <td>TAFO AVO</td> <td>MIHA</td> </tr> </table> <p>The proposal for a 7<sup>th</sup> site in Imorona commune (Manamara-Nord district, Analanjirifo region) was rejected after evaluation of the full proposal.</p> <p>The project selection steps are: (i) elaboration and validation of selection criteria, (ii) launch of the call for projects, (iii) project evaluation, (iv) project compliance with social and gender safeguard standards, financial and monitoring-evaluation requirements, (v) signature of the framework agreement.</p>	Beheloke	Atsimo Andrefana	FANIRY		Manombo, Belalanda et Anakao	Atsimo Andrefana	TAFO AVO	MIHA		
Beheloke	Atsimo Andrefana	FANIRY												
Manombo, Belalanda et Anakao	Atsimo Andrefana	TAFO AVO	MIHA											
% of households reporting improved revenue generated &/or improved living conditions	0	0	50%	Capacity building at national and regional level	UA	Achievement Y1 target: No target Achievement Y2 target: No target  End of project target deemed feasible if the second call for proposals was successful (i.e. if the 2 <sup>nd</sup> call allows selecting 14 projects)								
Outcome 3.2 Increased revenue to cover operational costs at MPA & LMMAs site level.														
% of CBOs contributing to voluntary management funds	0	0	50%	No applicable yet	UA	Achievement Y1 target: No target Achievement Y2 target: No target								
% budget covered by the contribution of CBOs in the management of MPAs/LMMAs	0	0	TBD	No applicable yet	UA	Achievement Y1 target: No target Achievement Y2 target: No target								
Outcome 3.3 Enhanced management effectiveness of selected demonstration MPA and all LMMA sites														
No. of selected MPA sites supported by the project with improved	0	0	8 MPA	Inventory and assessment of management tools of existing MPAs/LMMA <sup>19</sup> (5 January 2022) Development of an appropriate, harmonized, standard MPA/OECM management kit for potential use is ongoing	S	Achievement Y1 target: No target Achievement Y2 target: No target  End of project target deemed feasible if 2 <sup>nd</sup> call for projects can								

<sup>19</sup> 'Overview and analysis of existing AMP/LMMA management kits and tools' - État de lieu et analyse des kits et outils de gestion des AMPs/LMMAs existantes

Description of indicator	Baseline 2020	Midterm target (Y2)	End of project target (Y5)	Status at MTE (Based on 1 <sup>st</sup> PIR, PPRs and PRISMs)	Rating	MTE comments
effective management score according to METT						identify MPAs (or LMMAs inside PAs)
% of LMMA sites supported by the project with improved management effectiveness score (based on adapted METT)	0	0	100% of sites have improved LMMA-equivalent METT score	An LMMA-adapted METT tool has been under development since August 2022	MS	Achievement Y1 target: No target Achievement Y2 target: No target  End of project target deemed feasible
GEF Core Indicator 5: Area of marine habitat under improved practices to benefit biodiversity (Outside PAs)	0	0	100,000ha (Y3)		UA	Achievement Y1 target: No target Achievement Y2 target: No target  End of project target deemed feasible
<b>COMPONENT 4: KNOWLEDGE MANAGEMENT, MONITORING AND EVALUATION</b>						
Outcome 4.1 M&E plan finalized ...						
No. of Reflection workshops to validate project strategy	0	1 (Y1) + 1 (Y)	1 every year	Annual Review Meeting held with project partners at the end of Y2 Updated M&E plan (Y2)	S	Achievement Y1 target: 100% Achievement Y2 target: 100%
Outcome 4.2 M&E data, lessons learned, and best practices are transparent, participatory and shared...						
No. of reports on best practice and lessons drafted and shared	0	1	4	None of the project's reports and studies have been shared	U	Achievement Y1 target: No target Achievement Y2 target: 0%
No of views and likes of project FB Page	0	1500	1500	Communication plan developed	S	Achievement Y1 target: No target Achievement Y2 target: 100%
# International fora where project presents	0	1	5	Project participated in ocean's summit in Brest in Y2	S	Achievement Y1 target: No target Achievement Y2 target: 100%



### 3.2.1.2. Effectiveness\*

#### **Major factors that have facilitated or impeded the achievements**

##### ⇒ Delays in recruitment and contracting processes

- PMU recruitment at project start. there were minor initial delays in establishing the project team due to civil servant status of some members
- Recruitment of the Marine ecologist. The project's first Marine Ecologist left in Y1 and a new Marine Ecologist had to be recruited. The job announcement was published and the expert could only be recruited in the middle of Y2.
- Consultant for mapping of KBAs. After the job announcement, applicants were shortlisted. The FAPBM identified a problem with the top ranked candidate and hence a 2<sup>nd</sup> call had to be launched. According to several interviewees the process for recruitment still is not running smoothly.
- The consultant recruited for the 'Evaluation of existing types of governance and existing contracts for the management of renewable natural resources' took a long time to be recruited and did not deliver satisfactory results. The study had to be partially redone. The job announcement was published on 19.03.2021, the consultant recruited on 30.11.2021 and final results were delivered in May 2022.
- Initial delays in hiring processes of a consultant for output 3.3.2. due to unclear role distribution between the PMU and FAPBM.
- Consultant for the website. The job announcement was published on 19.08.2022 and a consultant was recruited on 1 December 2022. Interviews during the MTE and the PSC meeting notes (19.07.2023) reveal that the consultant did not deliver.

##### ⇒ Lengthy process for the study on socio-economic benefits under component 2 and for the first call for projects under component 3

- Output 2.2.1: Study on SE benefits. The project started looking into this in Y1, but call was only launched in March 2023. It seems that one of the challenges in the process was that the PMU had no expertise in the area. The process started moving again after the PMU's participation in the presentation of a similar study conducted for a FAPBM project (Q4Y2) and received input from the actors involved in the study. According to the interviews, a draft of the consultant report exists, but the evaluation of this report by the PMU is hindered by its limited expertise in the area.
- Outputs under outcome 3.1. The process for the first call for projects under component 3 took substantial time. The PSC evaluated the criteria for selection of promoters on 6.05.2022, and approved the call for proposals on 28.06.2022. The provisional timeline for the procedure was as presented below (cf. Table 8). The call was launched on 9.07.2022, with a deadline for applying set for 8.08.2022. A pre-selection of seven sites was done in Q3Y2 and promoters were asked to deposit a full proposal by 14.10.2022. It seems that most of the delays in the process emerged during the scanning of the full proposals by the PMU and in the tailored accompanying of promoters on stakeholder engagements, safeguards and gender. From the available evidence, it is not clear whether the publication of successful projects has taken place. Signing of agreements was ongoing during the MTE.

Table 8. Provisional timeline for the selection procedure for sub-projects under the first call under component 3

Activités /Etape	Date prévisionnelle	Nombre de jour
Lancement de l'appel d'offre	6/07/2022	
Elaboration de la note conceptuelle	5/08/2022	30
Evaluation de la note conceptuelle	25/08/2022	20
Elaboration de la proposition complète	24/09/2022	30
Evaluation de la proposition complète	24/10/2022	30
Publication des projets retenus	8/11/2022	15

⇒ Initial delays in developing the communications strategy

Initial delays in establishing a communications strategy were attributed to the fact that no project intervention site was identified yet, and due to the COVID 19 situation during the first 6 months of the project that hindered regional consultation processes and data collection in general.

⇒ The methods or methodological steps to deliver an output were different in reality compared to what was identified in the ProDoc

Needing more time and budget:

- Output 1.1.1: Updated KBA inventory. This has needed the recruitment of consultants to conduct a study and apply the scientific IUCN criteria (2016) to Madagascar's marine areas to update existing KBAs and to identify potentially new KBAs, a national training series on the application of KBA criteria, stakeholder consultations, stakeholder validation of the study results at regional level, and ground surveys to redefine and demarcate 2,500,000ha of KBA. The work under this output have also accumulated delays due to recruitment issues with the PMU Marine Ecologist ( ) as well as problems identifying a consultant for the study (in the end the PMU Marine Ecologist conducted the study) and delays in recruitment of a GIS consultant to lead the mapping.
- Output 1.1.2: OECM eligibility criteria and Output 1.1.3 catalogue of eligible LLMA for OECM label. The OECM process now consists of the following steps : (i) introduction to the OECM concept, (ii) OECM appropriation at the Sydney Steering Committee level, (iii) Appropriation of the IUCN's OECM recognition and counting methodology, (iv) identification of pilot sites for the refinement of the recognition methodology, (v) recognition of potential OECM sites (marine and coastal), through screenings and mapping, (vi) validation of marine and coastal OECM sites by the Sydney Steering Committee, (viii) reporting of marine and coastal OECM recognized at WD OECM level. This overall process is more lengthy and costly than what was described in the ProDoc. The activities under these outputs have also accumulated delays due to the OECM criteria not being immediately accepted by the different PSC members (step iii above) and needing a presentation/capacity building on the concept before they could proceed to approval.

- Outputs under outcome 2.1. Regional consultations covering 4 coastal regions and a vulgarization of the adopted texts must be carried out before they can proceed to approval by the council of ministers. A regulatory text for LMMAs needs to be drafted. Also here consultations need to take place at the regions (but can be done in parallel with the consultations for the other texts). The consultations were not part of the methodology identified in the ProDoc. The activities under this outcome also accumulated some delays due to the work of the consultant for the consultancy 'Evaluation of existing types of governance and existing contracts for the management of renewable natural resources' not deemed of sufficient quality by the PSC, and improvements took time.

⇒ **Political blocking or delaying of the setup of certain structures due to conflicting sectoral interests**

The establishment and population of the KBA NCG was not yet approved by the council of ministers by the time of the MTE, and the project is now working with a temporary group. Similarly, the nomination of members to the Sydney Promise Steering Committee is still ongoing, and the adoption of an OECM working group by the Sydney Promise Steering Committee took considerable time. Collaboration with and buy-in from the MMRS was hindered by a change of staff inside the ministry but should now improve after a recent change of the ToRs of the PSC and structural inclusion of a representative of this ministry in the PSC.

The foreseen close coordination between the two child projects did not manifest itself due to the decree for the BCPE not being passed at the council of ministers and due to a number of turnovers in the SWIOFISH2 project coordinator position. This has complicated smooth information exchange with the MPEB. A meeting platform established between the MEDD and the MPEB in the second half of Y2 should bring improvement. In fact, the liaising between the MMRS and the MEDD had been facilitated by the UGP organizing monthly meetings, which unfortunately, and despite PMU lobbying, were discontinued after a changed MMRS leadership (Minister and SG) chose to discontinue their predecessors' efforts. A similar challenge was encountered in the KBA NCG creation process. Following the rejection of the establishment file by the Prime Minister, an alternative establishment was renegotiated with the MEDD minister, leading to the official establishment of the temporary NCG.

Conclusion and ratings for results and 'effectiveness':

In terms of results, the achievement of **objective level** indicators is **unsatisfactory for one indicator, and moderately satisfactory** for the other one. At **outcome level**, the overall achievement is **moderately satisfactory**.

The first two and a half years of implementation were characterized by delays due to several outputs needing lengthier methodological processes compared to ProDoc descriptions, inefficient recruiting processes, and political blocking of key coordination or approval bodies. The project could take a big leap forward in the next six to eight months if certain issues are addressed, but much depends on the potential political turmoil surrounding the upcoming general elections. Based on this, the evaluators rate the **effectiveness moderately satisfactory**.

**Outlook**

Over the next six to eight months, it should be possible for the project to make a leap in terms of implementation, if sub-project sites for component 1 can be identified and approved and agreements with promoters signed. Apart from improving the effectiveness of certain processes at PMU/MEDD level, much will depend however on the political situation around and after the

general elections planned for November 2023. Political disturbance would directly affect the effectiveness of implementation and the project should plan mitigation measures.

#### 3.2.1.3. WWF GEF (Implementing Agency) implementation \*

The WWF GEF Agency has put an entire team (project coordinator; gender, stakeholder and safeguards specialist; M&E specialist; project operations director and WWF GEF senior director) at the disposal of the project. This team closely follows project progress and provides practical and strategic support throughout. In addition to the bimonthly coordination calls between the WWF GEF team, the PMU, FAPBM and WWF MDCO (see section 3.2.1.2.), monthly calls take place between WWF GEF's gender and safeguards expert and the PMU's gender and safeguards expert. The reports from the yearly PRISMs demonstrate that these missions are highly effective and efficient in jointly identifying solutions to address and overcome major challenges in implementation. Some minor inefficiencies arise due to the limited French speaking capacities of the WWF GEF project coordinator and not all PMU members being able to speak or understand English. However, these do not jeopardize the quality of the support given by the

#### Conclusion and rating of WWF GEF implementation:

Based on the above, the MTE assesses the WWF GEF Agency Implementation **highly satisfactory**.

WWF GEF team.

#### 3.2.1.4. Execution by MEDD (Execution Agency) \*

The starting phase of the project was characterized by a long time period between the project approval (29.01.2019) and the actual start date (1.01.2021). The evaluators understand that this was mainly due to lengthy administrative processes at the MEDD, as well as considerable time needed to recruit and put the PMU in place.

The project is executed by the PMU, hosted at the MEDD, under the supervision of a MEDD project director and deputy director.

The execution of the project has brought along a number of achievements, that have been welcomed and appreciated by stakeholders. Adaptation to the project implementation during the first 2.5 years have led to an improvement of the execution, albeit only to a limited extent. Adaptive management will be discussed separately in section 3.3.2. Interviewees expressed their appreciation for the inclusion of all relevant actors in the PSC now (MMRS was recently added) and the increased focus on continued and consistent participation from the different institutions. The KBA trainings, socialization of the KBA definition, OECM label and procedures, the progress on the regulatory framework and the recent selection of project sites under component 3 all were appreciated by the interviewees. Even though documentation of stakeholder appreciation of training at national, regional and local level are lacking, almost all interviewees expressed appreciation for the capacity building activities received under the project.

- ⇒ The available evidence suggests that the PMU's effectiveness is limited with respect to strategically targeting, engaging, or navigating key stakeholders from different sectors and their agendas.

The planning at PMU level of the different activities that would deliver a particular outcome seems to be predominantly focused on formal procedural steps and processes. The interviews conducted during the mission combined with the available documentation highlight that stakeholder information or engagement processes are insufficiently taken into account or planned for within these processes, which have these stakeholders to delay their decision taking on strategic aspects of the project until they received more information (e.g. as in the case of adoption of OECM accounting criteria by the PSC, the approval of the KBA NCG at the council of ministers or the approval of the OECM working group).

In line with this, the PSC meeting notes show that the PSC repeatedly suggests that the PMU engage more (effectively) with key stakeholders from other sectors, through the organization of bilateral meetings, lobbying, or targeted communication. In addition, the PSC repeatedly asks the PMU to frame yearly reports and AWPB in the more strategic context of the overall objective of the project and more widely the target of tripling of the surface areas of MPAs.

- ⇒ Key actors in MPA and LMMA creation and management would like to see the project/PMU take a stronger lead in bringing the existing expertise together and facilitate a transformational change

A considerable number of interviewees at national level said they see the project being in the prime position to take the lead on gathering MPA/LMMA promoters (NGOs, FAPBM, MNP, MIHARI) at national level and facilitating the mapping of the who does what, where, in terms of MPA/LMMA establishment and extension in the coming years, and in planning a joint MPA/LMMA strategy for Madagascar (complementary and contributing to Aichi Target 11 Strategy and Action plan to achieve Aichi target 11). The interviewees also found that the project does not systematically and sufficiently use the knowledge and know-how residing with key MPA/LMMA actors.

- ⇒ It is not clear how the PMU decision making is taking place or how priorities are being set by the PMU as a team, and in terms of adaptive management, the PMU seems to operate in a reactive mode rather than a proactive one

From the PSC meeting notes and from the interviews both with individual PMU members and with stakeholders outside the PMU, it seems that the PMU members are operating/working relatively isolated from each other and that each member (has to) fend for the activities under their area of expertise. The evaluators found a certain lack of smoothness within the PMU. From the interviews it seems that there are many meetings at PMU level, but at the time of the MTE there was no documentation available of these meetings or decisions made here. It is hence not very transparent how decisions are being taken and how priorities are being set by the PMU as a team.

The interviews also disclosed that opinions as to whether the sequential approach under component 1 should be strictly followed diverge within the PMU itself. Similarly diverging opinions exist within the PMU on the extent, nature and documentation of stakeholder engagement, the importance of gender mainstreaming and the urgency and strategic need for heightened project profiling, communication and visibility. Even though progress in a number of these aspects can be noted over the most recent months (e.g. the parallel tracking of first outcome 1.2 activities in combination with the planned capitalization of temporary KBA study results under component 1, the budget reallocation and strengthened budget for communication

specifically aimed at strengthening stakeholder engagement (see section 3.7)), the notes from the PRISMs and the PSC meetings suggest that more often than not, the PMU uses these missions/meetings to get external input and guidance on priorities and corresponding adaptive management actions to be taken, rather than proactively setting priorities or adapting the approach or strategy under certain outputs and then using the PRIMs and PSC meetings as soundboards. This is illustrated by the PSC comment on 8.02.2023: *'It is up to the PMU to define the critical path for implementing the activities of the activities, taking into account any constraints that may be encountered. To this end, this approach must be reflected in the establishment of quarterly activities. In the light of previous experience, the planning of AWBP activities for the next three months of Y3 must now anticipate the risks that could affect each activity. This is to ensure that it is not at the presentation of the annual report'*.

Similarly, the available evidence suggest the PMU's following up on consultancy contracts could be a lot more proactive. The audit performed for Y1 recommended that mechanisms be put in place to monitor and validate consultancy deliverables (see section 3.7). The PSC meeting minutes show that the PSC has urged the PMU several times to formulate contract ToRs and evaluation criteria more clearly, to improve its internal work organization in relation to the delays in validating consultancy report, and to follow up more closely on contract deliverables.

***In the project's current situation, what results are at risk of not being achieved, and what remedial action should be taken?***

The design and speed of delivery of the project hinges on the establishment of the national KBA inventory and from there, extension of existing or establishment of new MPAs/LMMAs. The interviewees and the first PIR convey that the accumulated delay on the KBA inventory poses serious risks for the achievement of outcome 1.2, and for the two first objective indicators related to it. Similarly, the project risks running out of time to achieve outcome 3.2. Considering the time left until project end (December 2025), the project might be able to attain most non-site related outcomes but might not attain outcome 1.2 targets and therefore might only partially achieve objective level indicator targets.

**Conclusion and rating of execution by the Executing Agency:**

Based on the above, the MTE assesses the execution by the MEDD to be **moderately unsatisfactory**.

**3.2.1.5. Management and organisational structure**

***To what extent is the management and organizational structure of the project appropriate?***

⇒ **The working relationship between WWF GEF, the PMU and the two project partners FAPBM and WWF MDCO are functional and appropriate**

Bimonthly calls take place between WWF GEF, the PMU, WWF MDCO and FAPBM, to discuss project progress. The WWF GEF team also effectuates one project supervision mission (PRISM) per year, where project progress and challenges are thoroughly discussed with the PMU and implementing partners FAPBM and WWF MDCO, and where solutions and recommendations are jointly drafted (cfr. Annex 6).

After some initial unclarities regarding roles in procurement processes, the working relationship between the PMU and the FAPBM runs well now. This was formally confirmed by FAPBM in the

PSC meeting notes of 8.02.2023, and during the MTE interviews. The management structure of the project remains appropriate.

The 1st PRISM report states that monthly coordination meetings take place between PMU, DAPRNE, WWF MDCO and FAPBM to ensure alignment and coordination, but no documentation of this existed at the time of the MTE, and the evaluators can hence not assess the effectiveness of this management measure.

⇒ In spite of high turnover of members, the PSC executed its supervisory and guidance function fine, but did not play a strong role in securing political support for activities and facilitating clearance for key processes and working groups

The PSC meetings typically are informed by the PMU presenting the report of activities over the last (6-month period) and the workplan and budget for the next period. Typically, the PMU reports on the level of technical achievement of activities under a certain outcome, and the corresponding financial achievement or disbursement. The evaluators notice that co-financing information has not been presented or discussed at all at the PSC meetings.

Due to changes and reshuffling in ministries and departments, several members of the PSC were repeatedly replaced during the first 2,5 years of the project. The PSC meetings were consequently characterized by inconsistent participation of the different entities, and by participation of different representatives of the different entities. In general, participation in PSC meetings by its members is not consistent. The PSC meetings are also not consistently presided by the same person or MEDD department. The dynamic nature of the PSC members and their attendance makes that PSC participants not always are familiar or up to speed with the project's outcomes, outputs and activities, making the PSC meetings overall less effective. Perhaps partly because of this, the PSC does not play a strong role in securing political support for activities and facilitating clearance for key processes and working groups (e.g. NCG KBA, and working group on OECM). After the second PRISM, and partly in reaction to the PSC's earlier suggestions to strengthen engagement and buy-in from MMRS, an amendment of the ToRs of the PSC was discussed at PSC meeting on 19.07.2023, to include a delegate from MMRS and to insist on consistent participation of focus participants from the different member entities. Prior to this, several 'ad hoc' or PSC sub-committees had been gathered to facilitate a fast(er) decision taking. Similarly, the PSC meeting notes show that sometimes a flexible/pragmatic solution is found to facilitate the project moving forward (e.g. the decision that the applications for the PMU marine expert could be evaluated as soon as half of the PSC members had send in their assessment). Hence, overall, the PSC executed its supervisory and guidance function fine. The notes of the PSC meetings testify that the PSC follows the project closely and provides both strategic and practical advice to the PMU. Recommendations are appropriate and relevant.

#### Conclusion management and organizational structure:

The management and organizational structure of the project seems to be working well at the time of the MTE.

#### 3.2.1.6. Rules of conduct in social matters, fraud and corruption in accordance with WWF policies and the contract between the WWF GEF Agency and FAPBM

All available elements suggest that FAPBM staff are very familiar with the rules of conduct and that they are applied meticulously and consistently. Two audits were carried out. No findings of

financial anomalies were found. WWF Madagascar provides stakeholders in its interventions with complaints mechanisms at the local, national and international level (WhistleB), but no

**Conclusion rules of conduct in social matters, fraud and corruption :**

All rules are known by those involved, who apply them meticulously and consistently. Regular reminders of WWF policies of the project team can be provided by the WWF Madagascar and the WWF GEF team.

complaints concerning the GEF 6 AMP project or any breaches of social conduct, fraud or corruption according to WWF policies have been received to date. WWF Madagascar and the WWF GEF Agency can update or remind the project team on a regular basis on social matters, fraud and corruption and strengthen prevention measures if necessary.

### 3.2.1.7. Progress to impact

Even though activities are significantly delayed, there is no indication that project interventions or strategies will have unforeseen effects on the project objective, conservation targets and GEF global environmental benefits.

One of the main obstacles to be overcome is related to securing the buy-in from all sectors that are operating in the marine area. The project and by extension the MEDD are competing with the vast economic interests that come with exploiting Madagascar's marine areas for both domestic and foreign industrial fishing<sup>20</sup> as well as for deep seabed mining<sup>21</sup>. It is key that the project closely engages with and navigates both MPEB and MMRS, as well as MTSAF to demonstrate the socio-economic benefits of MPAs and LMMAs so that MPAs/LMMAs can be strategically embedded and incorporated into MSP, on a competing or equal footing with other economic interests. In the same spirit it is crucial to engage and inform MPEB and MMRS proactively about the concepts of OECMs and the different types of MPAs to be established or extended so that all sectors can find themselves in these concepts and are behind Madagascar's overall Sydney Promise commitment and Aichi Target 11, as well as behind the specific goals of the project in this context.

Another, more practical obstacle to overcome is the backlog of MPA files being processed at MEDD.

There are several opportunities to be exploited such as the readiness and interest of key MPA and LMMA promotor NGOs to contribute to the expansion and consolidation of MPAs in Madagascar. Furthermore, the FAPBM as a key funder of PA is ready to invest substantially in MPAs in the coming years.

#### ***What is the project's potential to scale up or replicate the project outcomes and impact?***

If achieved, the project has substantial potential to replicate and scale up its outcomes. If an effective legal framework is in place to establish LMMAs, and secure their recognition as OECMs, this will greatly facilitate the recognition of further OECMs as well as the establishment of LMMAs, both within and outside MPAs. Similarly, a solid legal framework for MPAs, combined

<sup>20</sup>

<https://news.mongabay.com/2021/08/china-joins-the-foreign-fleets-quietly-exploiting-madagascars-waters/>

<sup>21</sup> <https://mg.co.za/environment/2021-09-25-deep-seabed-mining-a-threat-to-africas-coral-reefs/>

with an updated KBA map/inventory will greatly enable and facilitate the establishment of new MPAs or the extension of existing ones. Under component 3, MPA/LMMA tailored toolkits for improved management as well as mechanisms for making LMMAs operationally self-sufficient, tested in the sub-projects sites and shared via targeted training have vast potential to be replicated and hence scale up results from the project. It will be crucial in the coming years for the project to achieve a number of these key outcomes for replication, more so than attaining the absolute surface area of extended or newly established MPAs, as a plethora of (international)

**Conclusion progress to impact:**

The project has great potential in terms of sustainability, replication and scaling up, especially if it manages to establish the enabling environment and regulatory framework, together with the KBA inventory and OECM catalogue. Crucial would be to demonstrate the practical application of these in a number of sites and to ensure that all learnings and best practices are widely shared.

NGOs and other organizations can make use of them to further contribute to the achievement of the Aichi 11 target. The approaches under development have hence a great potential of being taken up at national scale and serve as an example for other countries in the region to advance marine conservation goals. The Theory of Change is still relevant and the chosen strategy is overall still effective for achieving the desired results, even if some of the results of the project are not achieved. The development and implementation of an Aichi Target 11 action plan will establish a clearly defined framework and foundation for attracting additional donors to contribute to the strategy.

### 3.2.2. Efficiency

Judging by the available evidence, it is not sure that the project will use up all its resources by the current end date, 31 December 2025. As outlined in section 3.2.1.2, the first 2.5 years of the project has been characterised by delays under most of the components, and the financial analysis (section 3.7) shows a significant underspending in Y2 and the first half of Y3. At the time of the MTE, disbursement of some of the resources under component 3 was planned, as contracts with 6 sub-projects were being signed, and sub-project implementation is about to start. However, from the available evidence (e.g. delayed contracting of 2<sup>nd</sup> consultant for output 1.1.1.) and the interviews conducted during MTE, it seems unlikely that sub-grants will be disbursed under component 1 in Y3, or even in the first quarter of Y4.

The institutional setup seems to be working well now, after some initial hick-ups. The PMU however needs to put in more effort to proactively inform and lobby key political stakeholders from other sectors to facilitate their faster approval of processes, labels, working groups, and regulatory texts, so that any further delays are avoided. In addition, contracting processes are in need of speeding up (see section 3.2.1.2).

From the PSC meeting notes as well as the PRISM reports and PPRs, it appears that the PMU monitors overall progress under each outcome and output, but not always in the most efficient way. The PSC for example, urges the PMU repeatedly to provide clearer reporting, better monitoring indicators and to relate progress to higher level targets and outcomes, rather than to the number of preparatory steps taken under individual activities. The evaluators observe that progress under outputs is still measured by the number of practical process steps completed, rather than the level of completion of a certain deliverable (e.g. report).

Interviewees expressed their appreciation of their inclusion in the PSC, and conformed that in principle, all relevant sectors and institutions were represented here. However, interviewees also pointed out that the de facto attendance of representatives from other sectors was unsatisfactory (see section 3.2.1.2).

The notes of the PSC meetings testify that it fulfilled its supervisory and guidance function, and that it is willing to adopt its meeting format (e.g. ad-hoc committee meetings) to accommodate faster decision on key project aspects or faster unblocking of critical (political) processes.

**Conclusion 'efficiency':**

The first 2.5 years of the project have been characterized by delays under most outcomes, and the project ran a significant underspending in Y2 and the first half of Y3. From the available evidence it seems unlikely that the project will spend all of its resources by the current end date.

3.2.2.1. Coordination, and operational issues

***How efficient are management mechanisms? Have management teams (MEDD, PMU, FAPBM) provided quality and timely inputs/responses to the project team (WWF US GEF Agency)?***

From the documentation available, the evaluators assess that the formal requirements in terms of MEDD, PMU and FAPBM reporting and providing inputs (e.g. quarterly financial reporting, PPR, bimonthly progress meetings) to the WWF GEF project team are respected and adequate. However, both the documentation (e.g. PRISMs and WWF GEF comments on PPRs) as well as the MTE interviews reveal that the WWF GEF Agency often is informed about challenges too late to provide timely strategic input. Participants most likely took their own notes, but there is no common note-taking system of the bimonthly calls between the WWF GEF Agency, the PMU, FAPBM and WWF MDCO.

Even though most interviewees found the management mechanisms and partnership arrangement to be useful and efficient, a number of them pointed out that the partnership lacks a clear and strong leadership from the PMU/MEDD side.

Based on the MTE interviews the evaluators assess that the partnership and collaboration arrangements are sustainable.

**Conclusion coordination and operational issues:**

Overall, the coordination between the different teams and institutions involved in the project work fine and seem sustainable, but they lack a strong leadership.

3.2.3. Sustainability\*

***To what extent was the project sustainability strategy robust (in the planning stages)? Did it include a specific exit strategy?***

The project is designed to improve the enabling environment and mechanisms for expanding and establishing new marine conservation areas, that through their effective management bring environmental, social and economic benefits both locally and combined, nationally. A specific exit strategy is not included in the ProDoc, but the document argues the project design is inherently geared towards sustainability:

The Aichi Target 11 Strategy and Action plan to be developed under component 1 is to serve as a national guidebook for expansion of MPA and LMMA networks in Madagascar. The project will demonstrate how this can work in practice by accompanying the expansion or creation process for a number of MPAs and LMMAs.

**Environmental sustainability** is to come from the project supporting and building:

- effective protection of key marine and coastal ecosystems through a protected status;
- improved management of marine conservation sites, by local communities that see the benefit of restoring environmental health and productivity for their own wellbeing and incomes;
- a multi-sectoral, strategic approach to marine governance and planning where effective biodiversity conservation have a more equal footing next to other sectors with a legitimate interest in marine resources such as fisheries and the extractive industries.

**Institutional sustainability** is to come from:

- multi-level systematic strengthening of institutional and technical capacity around MPAs and LMMAs (foster high-level capacities to oversee the Sydney Promise and the implementation of the Aichi Target 11 Strategy and Acton Plan, and build site-level management capacity);
- the establishment or streamlining of regulatory frameworks that also motivate stakeholders to establish conservation sites and manage them well;
- demonstrating the economic and social benefits of MPAs and building capacity at MEDD level to use this as leverage to promote MPAs and position marine biodiversity conservation on an equal footing with interests from other sectors when it comes to MSP;
- fostering collaboration and coordination across institutional levels, most notably between MEDD and MPEB via close coordination with the SWIOFISH2 sister project, and within the MEDD by involving the DREDDs for activities in implementation/project site regions.

**Social sustainability** is to come from:

- empowering local communities with respect to their rights and responsibilities in MPA/LMMA management;
- providing opportunities for gender equity through revenue generating activities promoted or developed;
- strengthening local capacity to participate in sustainable value chains e.g. the ability to negotiate fair trade agreements with private sectors partners;
- demonstrating the social and economic benefits of effective conservation and sustainable resource management for local communities.

***How did the project implement its sustainability strategy? Are there risks to sustainability?***

⇒ **The upcoming general elections pose a major risk for the project.**

Political disturbance would directly affect the resources available to the project internally at MEDD, as well as the functioning of key decision-making bodies and groups, composed of representatives of or populated by different ministries. It is hence of utmost importance that the project plans proactively with this risk and identifies how and which activities can continue to take place over the next six months. Practically speaking, the project must strengthen its communication at the various sites identified, avoid communications of a political nature and continue the activities already planned while avoiding all meetings that could coincide with the electoral campaign. More specifically, meetings should be limited as much as possible during the electoral period. Furthermore, it will be necessary to strengthen the communication of activities

and avoid any form of disagreement or discordance, particularly with administrative and local authorities.

### 3.2.3.1. Environmental sustainability and risks

As no draft Aichi Target 11 Strategy and Action plan was available at MTE, and no project sites have been selected yet for demonstrating expansion or establishment of new MPAs or LMMAs, and as implementation in project sites for improved management is yet to begin, it is too early to tell whether the environmental sustainability of the project will manifest itself.

One of the main threats to the environmental sustainability of the project is the vast economic interests that come with exploiting Madagascar's marine areas for both domestic and foreign industrial fishing<sup>22</sup> as well as for deep seabed mining<sup>23</sup>. It will hence be crucial for the project to closely engage with and navigate both MPEB and MMRS, as well as MTSAF to demonstrate the socio-economic benefits of MPAs and LMMAs so that MPAs/LMMAs can be strategically embedded and incorporated into MSP, on a competing or equal footing with other economic interests. In the same spirit it is crucial to engage and incorporate these actors in the Aichi Target 11 Strategy and Plan. So far, stakeholder engagement has been insufficient (see sections 3.2.1.2 and 3.5).

Interviewees also pointed out that the upcoming government elections could present a threat to MPAs via two pathways: 1) by a temporary relaxation in patrolling and surveillance in PAs, and 2) by reductions in government spending in several 'non' strategic sectors such as environment during the election period and in case of changing government priorities afterwards.

Overall, interviewees assessed the likelihood that the activities and approaches developed under the project will continue delivering benefits after the project ends high, if project results are achieved (especially the deposit of MPA/LMMAs extension and establishment files) as many of the sites would be managed by promoters with strong commitments, also in the longer term.

### 3.2.3.2. Institutional sustainability and risks:

The project has delivered a number of training and capacity building activities around KBAs, the OECM label, safeguards and gender at national, regional and local level, which could contribute to a better understanding and support of MPAs and LMMAs of key actors in the longer term. The project has however underperformed in terms of stakeholder engagement and communication. Several studies have been performed but their results are not publicly available. Moreover, the visibility of the project is limited, with for example no website in place where study results, project activities and objectives, and information about KBAs, OECMs, MPAs and LMMAs in general could be posted to inform a broader public and obtain their support.

The project is making good progress with respect to establishing and streamlining the regulatory framework for MPAs and LMMAs. In terms of collaboration and coordination across institutional levels, coordination between MEDD and MPEB via close coordination with the SWIOFISH2 sister project was not manifested, but an ad hoc coordination platform has been established. Interviews during the MTE mission revealed that coordination with and involvement of some of the DREDDs is insufficient.

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<sup>22</sup>

<https://news.mongabay.com/2021/08/china-joins-the-foreign-fleets-quietly-exploiting-madagascars-waters/>

<sup>23</sup> <https://mg.co.za/environment/2021-09-25-deep-seabed-mining-a-threat-to-africas-coral-reefs/>

### 3.2.3.3. Social sustainability and risks:

As implementation of the sub-projects under component 3 still is to start, it is too early to tell whether the project is progressing towards social sustainability. However, some of the sub-projects do have a focus on advancing economic activities specifically for women and all of the selected projects under the first call have been screened for appropriate gender and safeguard measures. One of the threats to sustainability at local level are the frequent attacks of bandit groups in a considerable number of the project sites, targeting any assets accumulated in the communities. These pose an immediate risk to any project activities that would increase 'moveable' assets (such as cattle) or cash amounts held at community and household level.

#### ***Financial - What is the likelihood that financial and economic resources will not be available once GEF assistance has ended?***

It is likely that financial and economic resources will be available for further MPA and LMMA establishment and expansion if the processes and regulatory frameworks for establishing MPAs and LMMAs are firmly established by the project and if an Aichi Target 11 Strategy and Action plan and a MSP was developed with engagement and support from all sectors that have a legitimate interest in the marine space. Several key promotor NGOs and actors have already expressed their commitment to establishing or expanding MPAs in the (near) future (e.g. FAPBM) while some other promotor NGOs have a longstanding history supporting LMMAs and intend to continue to do so (e.g. WWF, Blue Ventures, MIHARI network). The project is part of an integrated Sustainable Management of Madagascar's Marine Resources Program, together with the SWIOFISH2 project, implemented by the WB, and executed by the MPEB. Future funding opportunities could lie in a continued engagement of both WWF and WB around the sustainable management of marine resources.

#### **Conclusion and rating of sustainability:**

Based on the above, and taking into account the upcoming elections, as well as the considerable delays and therefore limited progress towards key outcomes at the time of the MTE, the evaluators assess the sustainability of the project **moderately likely**.

### 3.3. Adaptive capacity

#### 3.3.1. Implementation of M&E plan\*

#### *To what extent is the M&E system operational and effective?*

Table 9. Overview of M&E activities, including GEF mandatory M&E requirements

Monitoring or reporting activity	Responsibility	Status at MTE
Inception workshop	WWF GEF	An inception workshop was held in November 2020, before project start
Inception report	PMU	The inception report was drafted
Project Results Framework	PMU	Updated, approved and used (see below)
Annual Work Plan tracking	PMU	The AWP and accompanying budgets are approved by the PSC. During the 2 <sup>nd</sup> PRISM, the timeline for AWP and budgets was adjusted to ensure earlier PSC approval and WWF GEF no objection, namely in December of the previous year, instead of in January of the implementation year.
Quarterly finance reports	PMU	All quarterly finance reports up to MTE have been submitted
Project Steering Committee meetings		Up to the MTE, 14 PSC meetings had been held. 1 in Y0, 5 in Y1, 6 in Y2 and 2 in Y3.  Establishment of the PSC and the 1 <sup>st</sup> PSC was held on 18&19.11.2020
Semi-annual Project Progress Reports (PPRs)	PMU	Three PPRs have been produced so far: 2 in the 1 <sup>st</sup> year, and 1 in the second year. A draft version of the 1 <sup>st</sup> half-yearly PRR for Y3 existed at the time of the MTE.
GEF Core Indicator tracking	PMU	Integrated in the RF
Annual Adaptive Management Review	PMU	An annual adaptive management review meeting held at the end of the 2 <sup>nd</sup> year is reported on, but a meeting report is not available.
Annual WWF-GEF Project Implementation Report (PIR)	WWF GEF	The 1 <sup>st</sup> PIR was submitted on 20.08.2022, the 2 <sup>nd</sup> PIR was being drafted at the time of the MTE.
Annual WWF-GEF Monitoring Review	WWF GEF	
Supervision Mission Reports	WWF GEF	Two missions have been conducted, A virtual one in Y1, between 30.03.2022 and 4.05.2022. Report date: 19.08.2022. An in-person one in Y2 from 27.02.2023 until 3.03.2023. Report date: 18.04.2023
Midterm Project Evaluation and Report	WWF GEF	On going

⇒ Documentation of activities is moderately unsatisfactory, and the PMU does not seem to dispose of a centralized document database

It was the evaluators experience during the MTE mission that project activities are not systematically captured or documented in activity reports (e.g. mission reports or capacity building activity reports). Documentation might exist, but seems to be located with individual

PMU members, and not kept in a central folder, accessible at PMU or at Project Coordinator level.

In addition, the majority of existing activity reports are lacking a clear indication of the date of the report. As will be discussed in a separate section of this report, documentation of stakeholder engagement activities (e.g. through (dated) meeting minutes) is largely missing and a systematic collection of and reporting on gender disaggregated data was missing for the first two years of the project, in spite of need to address this problem being highlighted already at the 1<sup>st</sup> year PRISM (see Annex 6 ).

⇒ The results framework was revised and was used during implementation as a management and monitoring-evaluation tool

As mentioned in the design section, the project has an M&E Plan that is fully aligned with the Results Framework. It has monitoring indicators, a baseline situation, yearly and end-of-project targets. These are described in the project document. The monitoring indicators proposed in the project document were presented to the PSC on 3 February 2021 and changes or adjustments were suggested for a limited number of indicators and targets. The RF was then further reviewed during the 1<sup>st</sup> PRISM, and the PMU and the WWF GEF RBM specialist worked together to revise the RF, so it would include GEF Core Indicators, tabs for each scorecard, and validated indicators and targets. A revised RF with justifications for reduced or delayed targets was submitted by the PMU, a no objection from WWF GEF was obtained on 19.08.2022, and the updated RF was submitted to the GEF secretariat as part of the 1<sup>st</sup> PIR.

The revised RF (M&E Plan) is being used throughout as a management and M&E tool. The RF is broken down further into the Annual Work Plans (AWP) and budget, which detail that year's activities under each outcome and output. The percentage of achievement of the planned yearly activities under each outcome and output is reported on by the PMU in the PPRs and used as a basis to calculate the percentage of achievement of yearly targets of outcome indicators in the PRISM reports and PIRs. The work plan tracking tables are annexed to the 1<sup>st</sup> PIR.

The evaluators note that the following is not clear yet in the revised RF:

- The indicators and targets for project objective and for outcome 1.2. seem to be exactly the same
- It is not clear whether the targets under outcome 4.2. are yearly or cumulative over the years

Conclusion and scoring of M&E implementation:

Higher level reporting follows the M&E plan, and the Results Framework is being used as a management tool, but document management and activity reporting and documentation for individual activities is patchy at PMU level.

Based on the above analysis the evaluators deem the implementation of the M&E plan **Moderately Satisfactory**. This is mainly due to the moderately unsatisfactory activity record keeping at PMU level.

### 3.3.2. Adaptive management

***How well was the project managed by the team in place? Did it react appropriately to inquiries, difficulties and identified risks, in a timely manner? What follow-up actions and/or adaptive management were taken in response to monitoring reports (PIRs)?***

The PMU, FAPBM, WWF MDCO and WWF GEF agency jointly prepared the first PIR for submission to the GEF. The 1<sup>st</sup> year PIR does not contain any information on the Critical Risk Management, making it difficult to assess to what extent follow-up actions were taken.

As discussed under effectiveness in section 3.2.1.2., the available documentation and the interviews suggest that a number of issues impact the PMU team's effectiveness, and in connection with this, their management of challenges and difficulties.

The PSC meeting notes also show that the PMU not always presented reports or AWPB in a clear way at these meetings, making it challenging for PSC members to understand the progress for certain outcomes or the discrepancies between technical progress and budget spending, and therefore provide strategic advice.

The PRISMs provided recommendations to overcome many of the challenges that were identified earlier in the process, at PSC meetings, as well as those identified in PPRs and the PIR.

Annex 6 captures the challenges identified during the two PRISMs, and the management responses proposed/agreed upon. It also shows the status of the response at MTE. The evaluators notice that the response to a number of practical challenges was appropriate and in a timely manner (in green in the table). Some of the more strategic challenges were however not (fully) addressed by the time of the MTE (e.g. the need to have a stakeholder engagement strategy and corresponding communications activities to obtain the buy in of key stakeholders such as MMRS and MPEB, or the need to document stakeholder engagement as well as sex-disaggregated data).

It is not straightforward to trace any early adaptive measurements implemented by the PMU in response to PSC recommendations. Up until 29.07.2022 the PSC meeting minutes only contained the clarifications to questions and recommendations and did not recount the content of the presentation made by the PMU. They also did not report on the state of adaptive measures implemented in response to issues raised during previous PSC. The PSC notes are characterized by 'internal jargon' linked to sub-activities or practical steps and are not always consistent in the denomination of activities, processes, or documents, or in cross-referencing these to outputs. This challenge was also pointed out by the PSC itself during its session on 22.04.2022. The two factors combined make it challenging for people outside of the PMU to build a rapid and clear overview of project progress, challenges and what adaptive measures have been taken and with what success.

### Conclusion adaptive management:

Challenges and recommendations or suggestion to overcome them are identified in PSC meetings and in PRISM reports, but management responses to address the more strategic challenges are slow. As discussed in section 3.2.1.4, the PMU seems to use PRISMs and PSC meetings to get external input and guidance on priorities and corresponding adaptive management actions to be taken, rather than proactively setting priorities, or proactively adapt the approach or strategy under certain outputs and using the PRIMs and PSC meetings as soundboards.

### 3.3.3. Knowledge management

So far, the project has produced a number of studies and reports:

*Table 10. Knowledge generation and sharing at mid term*

<b>Result</b>	<b>Knowledge product at mid term</b>	<b>Knowledge sharing at mid term</b>
Output 1.1.1.	1 List of priority taxa and ecosystems of marine and coastal KBA 1 Interim report on the progress of the identification of priority taxa and ecosystems of marine and coastal KBA sites	1 complete training on the KBA identification process carried out
Output 1.1.2.	1 Document proposing criteria for eligibility, identification and recognition of OECMs submitted to the Sydney Committee for approval	1 training on OECMs for the benefit of national actors
Output 1.1.3	1 mission report to identify potential large-scale OECMs involving sectors other than the Environment	
Output 2.1.1	1 Final validated analysis report of existing legislation on PA/LMMA... and identification of the main gaps	
Output 2.2.1.	1 Document mentioning the achievements on the evaluations of the socio-economic benefits of MPAs/LMMAs	
Output 3.1.3.	1 environmental and social safeguards course developed 1 lesson on Gender developed 1 complaint management and participation mechanism designed 1 technical sheet containing Safeguarding and Gender questions shared with key stakeholders	2 national training workshops in Safeguarding and Gender held  4 regional training missions in social and gender safeguards and implementation of MGP
Output 3.3.2	1 Methodological document developed and validated	

The project follows an in-depth approach to knowledge generation and has made good use of the existing knowledge base (e.g. through engagement and close collaboration with the KBA secretariat) and existing expertise within the UGP (e.g. in the finalization of the KBA study, and the finalization of the evaluation of existing regulatory frameworks and legislation).

The generated knowledge products were shared with the PSC members and some of them were shared in targeted workshops with stakeholders at national, regional or local level. However, most products are not available to the general public. The project urgently needs to step up the

communication of its knowledge products via a functional website for example, so that these are known and can be used by a wider community and by the MEDD itself for the promotion of MPAs.

A number of interviewees highlighted that they would like the studies to be published more formally, so that they can use the methodologies as part of their own approaches and to advocate for MPAs and LMMAs.

**Conclusion knowledge generaton :**

The project follows a thorough approach to generating knowledge and has made good use of the existing knowledge base, but urgently needs to strengthen the sharing of this knowledge with the general public.

### 3.4. Gender Equality and Mainstreaming

The gender approach at project design stage was partially informed by the results of two 2017 gender surveys conducted in the Melaky and Menabe region and in the Diana region during project preparation. The surveys identified the different economic activities and related natural resource use man and women engage in, as well as their respective roles, responsibilities and engagement in decision making processes around natural resource use at community level.

The ProDoc identified several elements to ensure integration of gender equity and women’s empowerment during implementation (cfr. Table 11). The evaluators assess the approach for gender equality and mainstreaming at project design stage to be appropriate and conform the WWF and GEF gender policies.

In terms of implementation, the situation at MTE is captured in Table 11 below.

*Table 11. Gender equality and mainstreaming approach at design stage and implementation status at MTE*

Element or approach identified in the ProDoc	Status at MTE
Conduct a gender analysis and action plan in the first year of project execution	<p>A framework/outline of a gender action plan (GAP) was formulated in Y1 and finalized on 12.05.2022. It was shared with the technical directorates of the MEDD. A separate gender analysis was not conducted.</p> <p>The GAP is to be refined after sub-project selection under component 1 and 3.</p> <p>A training on gender mainstreaming was conducted at PMU level in Y1 (exact date not known to evaluators).</p>
<p>Sub-grants (under component 1 and 3):</p> <ul style="list-style-type: none"> <li>- Provide grantees with a short introduction course on gender mainstreaming requirements</li> <li>- Grantees to conduct an assessment of gender issues and opportunities and to define a gender mainstreaming strategy/action plan with clear indicators. PMU to support grantees in this task or</li> </ul>	<p>A training on gender mainstreaming was conducted in Y2:</p> <ul style="list-style-type: none"> <li>- at the central (MEDD, MPEB) (exact dates not known to evaluators) and</li> <li>- regional levels               <ul style="list-style-type: none"> <li>o 8-14.08.2022 Tulear (Atsimo Andrefane),</li> <li>o 8-16.10.2022, Diego &amp; Nosy Be (Diana)</li> </ul> </li> </ul>

<p>assess grantees existing gender analysis' conformity to WWF GEF standards.</p> <ul style="list-style-type: none"> <li>- Grantees to reach out to individual women and women's community or entrepreneurial groups who are developing initiatives related to the project</li> <li>- Collect sex-disaggregated data and develop gender-sensitive indicators</li> <li>- Ensure that management tools and infrastructure at site level, as well as knowledge management and M&amp;E are participative</li> </ul>	<ul style="list-style-type: none"> <li>o 15-19.11.2022, Morondave (Menabe)</li> </ul> <p>Grantees under the first call for projects under component 3 were asked to conduct or include a gender analysis, and all proposals were screened by the PMU gender specialist and concept note stage and at full proposal stage.</p> <p>The PMU Safeguards and Gender officer trained promoters online at sub-project concept note formulation stage. She conducted an in-person mission for the site in Belo sur Tsiribihina - Menabe (20-28.11.2022).</p> <p>During full proposal development stage, the PMU Safeguards and Gender officer conducted in-person missions to</p> <p>23-31.05.2023: Imorona, Manamara-Nord district (Analanjirofo)</p> <p>June 2023: Anorontsangana (Diana region) Belo sur Tsiribihina (Menabe)</p> <p>Tulear (for the sites in Atsimo Andrefane)</p>
<p>Develop Aichi Target 11 strategy and Action plan by mixed gender team of experts (Component 1)</p>	<p>There was no documentation available at the time of the MTE that demonstrates the involvement of mixed teams or that the involvement of women in regional consultations (see also sex-disaggregated data and stakeholder engagement tracking)</p>
<p>Ensure gender issues and interests are integrated into the analysis of existing regulatory frameworks and the resulting recommendations for strengthening them (component 2)</p>	<p>The ToRs for the consultancies for reviewing and developing the regulatory texts (March 2021) does not include specific references to the need for the review to have a gender lens, nor for the recommendations for strengthening regulatory texts to include gender sensitive recommendations.</p> <p>Similarly, the ToRs for reviewing existing governance arrangements (September 2021) does not include any reference to gender aspects to be integrated.</p> <p>Despite the fact that the ToRs do not contain any reference to the level of taking into account the gender dimension in the regulatory texts, an interview took place with the person responsible for safeguards and gender as well as with other members of the PMU at start of the consultant engagement to develop the regulatory texts, in order to ensure that the gender dimension is indeed included in these texts.</p>
<p>Analysis of gender equality aspects in the assessment of socio-economic benefits of MPAs/LMMAs (Component 2)</p>	<p>The ToRs for the consultancy to evaluate the socio-economic value of MPAs/LMMAs (Oct 2022) does not include any reference to gender aspects or a need to apply a gender sensitive approach.</p>
<p>Gender sensitivity of new or improved economic opportunities that are explored and developed (Component 3)</p>	<p>Gender specific indicators for improving economic opportunities are included for the FAMELONA and FIVOI sub-projects, not for IDENTITERRE, ASITY or FANIRY sub-projects.</p>

WWF GEF agency gender experts to support the PMU	A close collaboration and support in the form of monthly calls between these two experts
Develop gender-disaggregated indicators and specific gender-related indicators Collect sex-disaggregated data and report on sex-disaggregated indicators	Sex-disaggregated data was not collected during the first year of implementation and the 2 <sup>nd</sup> PRISM highlights this as a continued problem. A reporting on sex-disaggregated participation in project activities so far could not be provided at the time of the MTE. Gender specific indicators for improving economic opportunities are included for sub-projects FAMELONA and FIVOI, not for IDENTITERRE, ASITY or FANIRY. Sex-disaggregated GEF indicator # beneficiaries are included in all selected sub-projects but no sex-disaggregated target are set for this indicator for FIVOI and ASITY projects.
PSC to evaluate and advise on recommendations related to gender	There is no mention in the PSC meeting notes of gender related discussions or recommendations.

The GAP developed by the PMU further details and strengthens the approach laid out in the ProDoc. It includes:

- gender sensitive procedures for consultant recruitment, for composing steering committees, working and consultation groups, for selecting trainers and speakers at project trainings and workshops
- promoting/ensuring the participation of women in workshops, trainings and all stakeholder consultations, and explicit inclusion and integration of gender related questions and topics
- integration of a gender dimension/application of a gender lens for all analyses and recommendations leading to new plans, strategies or legislative texts and frameworks
- specific gender targeting and gender-sensitive activities at sub-projects level
- ensuring that gender indicators are monitored
- ensuring that all lessons learned include those related to gender issues and approaches

From Table 10, the evaluators assess that the implementation of the gender mainstreaming strategy identified in the ProDoc and specified in the GAP, shows shortcomings, most notably in incorporating gender aspects in studies and consultancies, as well as in the collection of sex-disaggregated data on stakeholder engagement. In terms of adaptive management, these challenges were identified during the 1<sup>st</sup> PRISM but the 2<sup>nd</sup> PRISM noted little improvement. At the time of the MTE, the PMU could not provide the evaluators with a reporting on sex-disaggregated data on stakeholder engagement or participation in project activities at national and regional (workshops, consultations, trainings). Analysis of Table 10 and of the interviews during the MTE reveal that the contrast between the detailed and relevant GAP, and the practical implementation of it, is partially due to insufficient or inconsistent gender mainstreaming by the different PMU members in the activities that fall under their responsibilities.

At site/sub-project level, the gender equality and mainstreaming approaches seem to be implemented appropriately.

**Conclusion gender equality and mainstreaming:**

The design of the gender equality and mainstreaming approach was appropriate and in line with WWF and GEF policies but the implementation and monitoring show gaps that need to be addressed.

### 3.5. Stakeholder Engagement

The ProDoc describes that the project conducted broad stakeholder consultations during the project preparation phase. Four workshops were organized at national level: one to review the PFD, one project design workshop using WWF's Project and Program Management Standards (PPMS) and two workshops to gather feedback on the ProDoc content. Finally, a project validation workshop took place. The ProDoc further states that four MPAs (with adjacent on integrated LMMAs) were visited during project preparation, to consult with site managers, community representatives and local stakeholders including promoter NGOs. More than 20 communities were consulted, as well as regional administration, selected elected commune and village leaders and CSOs working with coastal communities. The ProDoc noted that at both regional and village level, stakeholders commented they would have liked to be more fully involved at all stages of project design.

Stakeholder identified at the ProDoc stage to be engaged through project implementation are captured in Table 3 in section 2.4. The ProDoc states that additional stakeholders may be engaged based on the geographical sites selected and on specific tasks described in Component 1-3 of the project. *'Partners and their ongoing activities in the selected MPAs/LMMAs will be taken into account in the selection process. Special emphasis will be placed on encouraging sharing of key lessons learned, building on key successes, and developing mechanisms to ensure that these results benefit other sites that have not been selected as focal sites by the project'*.

The evaluators note that the Ministry of Mining and Strategic Resources (MMRS) was not identified in the ProDoc as a key stakeholder to be engaged during project implementation. This is surprising considering MMRS (then called MPMP) participated in all public consultation meetings during project development and was described as an important stakeholder in the ProDoc.

⇒ Overall, the evaluators assess the design of the stakeholder engagement strategy as laid out in the ProDoc satisfactory but the implementation shows significant gaps

GEF 6 projects do not formally require projects to have a detailed stakeholder engagement plan. In spite of project progress reports, PRISM reports and individual interviewees reporting on stakeholder engagement activities and training, the evaluators found that a structured overview and monitoring of stakeholder engagements was lacking at PMU level. The WWF GEF Agency safeguards and gender expert held a meeting in autumn 2022 with members of the PMU to discuss the development of a stakeholder engagement plan and to draft an overview and guidelines for engagement at all levels. The document is still under development and has not been shared with WWF/GEF so far. At the time of the MTE, a draft and basic outline of a Stakeholder Engagement table existed, but documentation on actual stakeholder engagement since project start was largely missing or incomplete. Not all project activities executed up to the MTE had been documented in activity reports. Many of the existing reports were not dated and did not include lists of stakeholders that were invited or attended. No documentation existed of any stakeholder appreciation of conducted project activities (e.g. documented stakeholder feedback after workshops or trainings). The situation makes it challenging to track which stakeholder has been trained or informed and when (e.g. with respect to safeguards or gender), and with what result.

As discussed in section 3.2., the project's limited efficiency is partly due to its limited ability to anticipate and navigate decision making processes at national level effectively, especially for aspects considering inter-ministerial cooperation and collaboration. Interviewees at national level feel that the project does not systematically and sufficiently use the knowledge and know-how residing with key MPA/LMMA actors.

At local level, some of the DREDDs as well as lower-level administrations have expressed their wish to be better informed about project activities in their regions or cantons. It seems that although the PMU has undertaken missions to the project sites of sub-grantees, information sharing with the DREDDs has been insufficient.

Conclusion stakeholder engagement:

The design of the stakeholder engagement strategy in the ProDoc was satisfactory, but based on the findings described above, the evaluators assess that the project is in dire need of an applied stakeholder engagement strategy to ensure a more effective and efficient project implementation and progress towards outcomes and ultimately project objective. This not only at national level, but also at project site level, to also ensure that all safeguards measures (e.g. involving PAPs, socializing the GRM) and gender aspects are assured.

### 3.6. Safeguards Review

The project was classified as a Category B in the ProDoc. The project is essentially a conservation initiative, expected to generate positive and long-lasting social, economic and environmental benefits. Any impacts were, at design stage, anticipated to be small scale, site specific and for the project to be able to mitigate itself.

At design stage, WWF's Environment and Social Safeguards Integrated Policies and Procedures (SIPP) identified several measures to be taken, captured in the left-hand column of Table 12 below. The evaluators assess that the safeguards were adequately considered during the design stage, and that the risk rating was appropriate.

Table 12's right-hand column captures the state of implementation at MTE.

Table 12. Overview of safeguards measures at design and at MTE stage of the project

Measure identified at design stage	Implementation status at MTE
<p>In response to WWF's policy on Environment and Social Risk Management (triggered based on small scale and localized negative impacts stemming from small scale infrastructure at project sites):</p> <ul style="list-style-type: none"> <li>- An Environment and Social Management Framework (ESMF) was developed by MEDD and FAPBM during project preparation.</li> <li>- Final ESMF to be translated in French and all documentation generated as part of the process to be publicly disclosed on WWF US website an in-country with MEDD &amp;FAPBM before WWF GEF Agency approval</li> </ul>	<p>The ESMF was developed and translated into French, and the information obligations were respected.</p> <p>The PMU Safeguards and Gender Officer conducted trainings at national and regional level (These were done together with the gender trainings at these levels, listed in Table 10 in section 3.4.).</p>
<p>In response to WWF's policy on Natural Habitat,</p> <ul style="list-style-type: none"> <li>- No specific measures identified in ProDoc as the project was expected to have (mainly positive) impacts on the coastal and marine environment</li> </ul>	<p>No specific actions taken</p>
<p>In response to WWF's policy on Involuntary Resettlement, due to potential access restrictions to sites established under component 1:</p> <ul style="list-style-type: none"> <li>- A Process Framework (PF) included in the ESMF to ensure people's view and concerns are fully taken into consideration in final project design</li> <li>- Public consultations held at design stage</li> <li>- Project to set up and manage a specific Grievance Redress Mechanism (GRM) to be managed by the PMU Safeguards specialist. Active socialization of the GRM at both the community and national, regional and local government level</li> </ul>	<p>The GRM was finalized in Y2. It identifies the different (consecutive) levels at which a complaint can be treated, and the process at each level. It includes the DINA as the second level at which complaints can be dealt with.</p> <p>Two ESMF and PF compliance missions were undertaken by the PMU Safeguards and Gender officer so far:</p> <ul style="list-style-type: none"> <li>- 20-28.11.2022, Belo sur Tsiribihina, Menabe</li> <li>- 22-31.05.2023, Imorona, Analanjirofo</li> </ul> <p>Site visits at MTE revealed that sub-grantees were aware of the GRM, as well as beneficiaries in 2 out of the three sites visited in Menabe, Beneficiaries in the Diana site were not yet acquainted with it.</p>
<ul style="list-style-type: none"> <li>- Include a specific Safeguards and Community Engagement officer at PMU to coordinate and oversee the implementation of the ESMF and PF</li> </ul>	<p>A Safeguards and Gender officer is operational at PMU level since March 2020.</p>
<p>WWF GEF Agency Safeguards staff to provide training to PMU staff,</p> <ul style="list-style-type: none"> <li>- To project coordinator who will have overall responsibility of compliance of project activities with WWF SIPP</li> <li>- To PMU Safeguards and Community Engagement Officer who will work directly with sub-grantees</li> </ul>	<p>The WWF GEF Agency Safeguards and Gender specialist closely supports the PMU Safeguards and Gender officer through a.o. monthly calls.</p> <p>The PMU Safeguards and Gender officer has conducted a training at PMU level on safeguards.</p>
<p>Safeguards compliance to be verified during PRISM</p>	<p>Both PRISMs to date verified safeguards compliance, identified challenges and</p>

	formulated (recommendations of) actions to be taken.
Reporting on the implementation of environmental and social safeguards provisions to the WWF GEF Agency in bi-annual progress reports	The PMU submits semi-annual progress reports to the GEF Agency. The latter then submits annual reports to the GEF SEC (PIR). Both reports contain information on environmental and social guarantees.
<ul style="list-style-type: none"> <li>- Subgrantees to implement ESMF and PF at site level</li> <li>- Sub-grantees to consult and confirm the design of socio-economic activities to address the socio-economic impacts on <b>Project Affected Peoples (PAP)</b> in each of the project areas and to specifically identify vulnerable PAPs that would require special livelihood restoration measures. Impact of project activities on PAPs to be monitored and evaluated on an annual basis.</li> <li>- Annual public consultations with PAPs to inform them of ongoing project activities and seek their views and discuss any unforeseen project impacts</li> </ul>	<p>The PMU Safeguards and Gender officer, supported by the WWF GEF Agency Safeguards and Gender specialist supported sub-grantees in improving their ESMF and gender action plans. See above re compliance missions ESMF and PF to two project sites up to MTE. Not all sub-grantees have been visited yet and support has been done remotely.</p> <p>The Action Plan for Resource Access Restrictions (French acronym PARAR) is not developed yet as no sites have been selected yet under component 1 and as a first site selection under component 3 has only just been completed</p> <p>From MTE site visits, it appears that project affected peoples have not consistently been consulted during sub-project concept note development.</p> <p>The 2<sup>nd</sup> PRISM highlighted the need for sub-grantees to increase awareness and socialization of their project objectives and activities among all stakeholders in project implementation sites.</p>

The MTE site visits to the Menabe region revealed that ‘Dahalo’ attacks (attacks by armed bandits) occur frequently here. The latter are generally interested in stealing cattle and cash. Project activities focused on cattle or on establishing saving groups holding larger amounts of cash should be avoided. This was also highlighted in the 2<sup>nd</sup> PRISM reports. As these risks are still deemed manageable at project site level, the evaluators recommend the project risk rating to remain unchanged. The measures to be taken are to avoid all income generating activities involving cattle breeding and to strengthen other activities, in particular beekeeping, poultry breeding, fish farming, and to raise awareness among populations to put their money in banks in large cities such as Belo/Tsiribihina or Morondava. However, theft is becoming a common practice in small remote villages, and security management in general goes beyond the project unless the project decides to collaborate (perhaps through the DREDDs) with the relevant officials (military forces, or the ‘gendarmes’).

In terms of lessons learned, it became apparent at project start that many actors at PMU, national, regional and local level had very limited understanding of safeguards. It was therefore

Conclusion safeguards:

The project has sufficiently implemented safeguards up to the time of the MTE but needs to keep socializing the GRM as well as keep guiding and supporting sub-grantees closely in the implementation and monitoring of safeguards, most specifically in the engagement (project awareness raising and consultation) of PAPs. Social risks need to be monitored closely by sub-grantees in certain intervention sites.

useful and necessary to conduct safeguard trainings at all levels, also within the PMU and the MEDD.

### 3.7. Finance and Co-finance review

The FAPBM is the financial coordinating unit of the project. Following the ProDoc:

- The foundation will ensure the management of all financial flows related to the project, in support to the PMU.
- The foundation will ensure that the GEF Agency (WWF US) financial management standards and requirements are met in all financial transactions and operations related to the project.
- The foundation will execute all financial transactions and operations, as approved in project workplans and budgets by PMU (cash flows, payments, etc.)
- The foundation will provide support to the PMU in budget elaboration and monitoring.
- The foundation will establish all financial reports to be approved by the project Steering Committee before submission to WWF US
- The foundation will implement all procurement procedures in compliance with WWF US procurement rules and standards, establishment of grants to partners, etc.

For activities directly implemented by the MEDD/PMU, the FAPBM establishes funding agreements with the MEDD based on work plans and budgets developed by the PMU and approved by the PSC. For activities executed by consultants, FAPBM ensures procurement based on ToRs developed by the PMU and approved by the MEDD project director and with input from WWF MDCO technical advisor. FAPBM also ensures direct payment of consultants. For activities implemented by NGOs, FAPBM ensures the establishment of grants. The ProDoc foresaw PSC approval of the first AWP in M2/Y1, and in M1 of consecutive project years.

An annual working Plan and Budget (AWPB) was developed for Y1, Y2 and Y3 of the project. The Y1 AWPB was approved by the PSC on 19.11.2020. The Y2 AWPB was presented at the PSC on 14.12.2022 and approved by the PSC on 28.01.2023. The Y3 AWPB was presented on 8.02.2023 and received recommendations to improve it by 16.02.2023. The 2<sup>nd</sup> PRISM report states that the new agreed timeline for development of future AWPBs is as follows:

- October: PMU, WWF MDCO and FAPBM convene to co-develop the AWPB
- Early November: AWPB is presented at the PSC and WWF GEF Agency for review (1-2 week period)
- Comments are incorporated, led by PMU and in close coordination with WWF MDCO and FAPBM
- 1 December: no objection obtained from PSC and WWF GEF Agency

The AWPB present the different outputs and corresponding activities, the funds allocated to each, and a timetable by quarter, according to the different budget lines.

#### *Is there a discrepancy between planned and actual expenditure? Why?*

Overall, the project has spent 11,21% of its overall budget by the time of the MTE. The project runs a significant underspending under all components in general (Table 13) and specifically in Y2 and the first half of Y3. This is explained by the delay in activities that require a large spending such as the granting under component 1 and 3 (also see section 3.2.1.2.). So far, the project has spent its resources mostly on staff, on studies, on coordination meetings at national level, on a number of field visits to do capacity building, and regional consultation for the Aichi Target 11 Strategy and Action Plan or draft legal instruments. The original budget foresaw

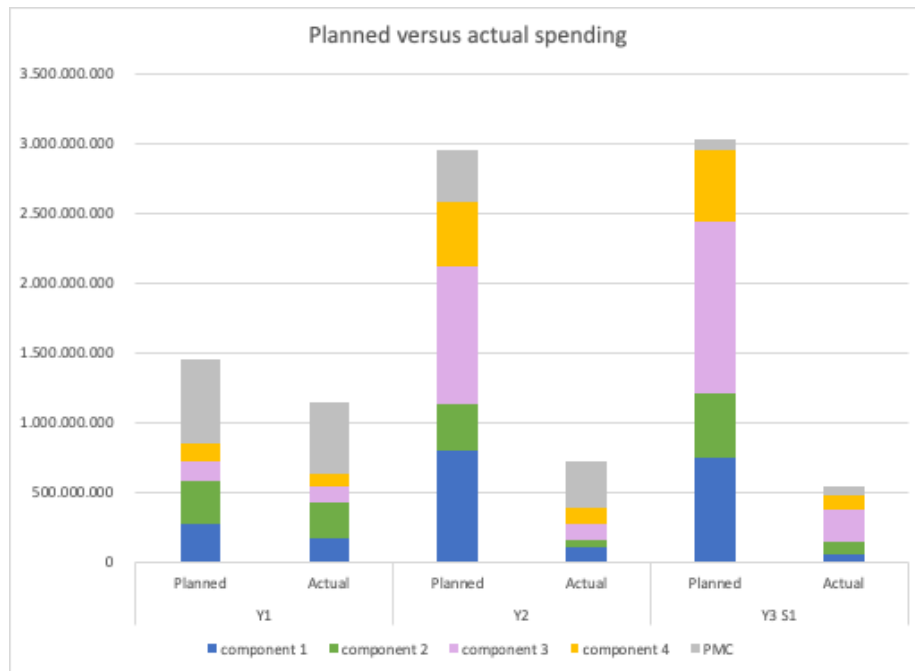
release of most of the granting under component 1 in Y2, and the start of grant release and investments in infrastructure under component 3 in the same year.

The repeated replanning of the granting processes is also reflected in the overview of the actual spending versus the AWPB per year and per component (Figure 2).

*Table 13. Overview of budget planned, rearranged and spent by 30 June 2023 (USD)*

<b>Expense post</b>	<b>Project total planned in CEO Endorsement (USD)</b>	<b>Budget version the project worked with until end of Y2 (USD)</b>	<b>Re-arranged budget since May 2023 (USD)</b>	<b>Actual expense by 30.06.2023 (USD)</b>	<b>% of overall budget spent by 30.06.2023</b>
Component 1	2.614.141	2.534.791	2.748.666	120.735	4,39
Component 2	301.457	295.925	424.869	124.669	29,34
Component 3	2.268.691	2.023.245	1.924.313	134.633	7,00
Component 4	795.382	816.321	878.115	127.743	14,55
<b>Sub-total</b>	<b>5.979.671</b>	<b>5.670.281</b>	<b>5.975.963</b>	<b>507.780</b>	<b>8,50</b>
PMC	304.733	614.123	308.441	196.904	63,84
<b>Total</b>	<b>6.284.404</b>	<b>6.284.404</b>	<b>6.284.404</b>	<b>704.684</b>	<b>11,21</b>

Figure 2. Planned (AWPB) vs actual spending (financial reports) (Ariary) per component and PMC up until 30 June 2023



***To what extent are outputs (products) produced profitably or cost-effective? Was the strategy adopted the most appropriate given the actual situation in the field?***

So far, the main outputs produced by the project are studies. These in itself are mostly cost-effective, though one of the studies had to be redone, and finalized by the PMU expert. What does not seem cost-effective is the time and resources spent on the procurement processes for consultancies. Overall, it seems that PMU staff time is not spent in the most effective manner.

At the 2<sup>nd</sup> PRISM, it became apparent that several activities require different processes and resources compared to what was identified in the ProDoc. In response, the project budget distribution was revised in Y3 (cfr. Table 14) to accommodate:

- Running part of the PMU staff salaries directly under the components for which they lead activities (and allow bringing the overall PMC down to 5% of the overall budget)
- Output 1.1.1: the recruitment of consultants, stakeholder engagement activities and the (re)delineation of 2.500.000ha of KBA,
- Output 1.1.2: the refinement of the OECM recognition methodology in pilot sites
- Output 1.1.3: field visits to all pre-selected sites that together amount to 100 000ha and screenings and mapping them
- Output 1.2.3: the organisation of more PSC meetings to follow the process
- Outcome 2.1: regional consultation missions in four coastal regions and socialization/vulgarization of the texts, as well as the development of a legal text regulating/establishing the OECM recognition process at national level
- Output 3.3.3: field missions to the project sites to capacity build site managers on effective management
- Output 4.1.2: higher costs for the PSC meetings as the DREDDs of the intervention regions are invited to come as well

- Output 4.2.3: an intensified communication of project results and a much stronger stakeholder engagement, especially at Intersectoral level, mostly through information campaigns and targeted lobbying

*Table 14. Budget revisions for specific components and outputs*

	Planned (ProDoc) (USD)	Revised (USD)
output 1.1.1	23.810	176.098
output 1.1.2	11.673	73.540
output 1.1.3	4.010	123.168
output 1.2.3	1816	10.420
outcome 2.1	43.777	170.620
output 3.3.3	54.088	77.115
output 4.1.2	247.264	399.328
output 4.2.3	8.803	82.747

***Is there any variation between expected and actual co-financing? If there is, what is the explanation? What is their impact on project results?***

The project secured 35.630.379 USD as co-financing at the ProDoc stage. According to financing support letters available at the time of the MTE, 9.098.671,85 USD has been contributed, bringing the received cofinancing to 25% of the total commitment (Table 15). KFW's cofinancing commitment was for the development of the program framework document. When considering co-financing during project implementation then the total commitment is at 23.968.879 USD, and by the time of the MTE 38% of this (9.089.671,85 USD) is confirmed by co-financing letters.

A significant amount of the cofinancing is tied to component 1 and 3, and the limited co-financing can be explained by the fact that implementation only has begun under component 3 and not at all under component 1. No co-financing letter was available for MEDD, KFW or WWF Norway at the time of the MTE. So far, it does not seem that the current state of cofinancing or the cofinancing level up to the time of the MTE has implications for project results.

Table 15. Overview of planned and actual co-financing up to the MTE

Source of co-financing	Financing organisation		Type of co-financing	Amount at CEO endorsement (\$)	Actual to date (end of 2022) (\$)	Type of Investment
Recipient government	MEDD		In kind	2.424.510		no information
Recipient government	MNP		In kind	15.000.000	926.368,59	Recurrent expenditure
		via KfW project Madagascar national park investment fund	In Kind		1.060.085,93	Recurrent expenditure
		<i>MNP</i>	<i>In Kind</i>		<i>106.333,93</i>	<i>Recurrent expenditure</i>
		<i>WWF</i>	<i>In Kind</i>		<i>356.514,27</i>	<i>Recurrent expenditure</i>
		<i>WCS</i>	<i>In Kind</i>		<i>370.325,65</i>	<i>Recurrent expenditure</i>
		<i>GRET</i>	<i>In Kind</i>		<i>95.822,10</i>	<i>Recurrent expenditure</i>
		<i>Blue Ventures</i>	<i>In Kind</i>		<i>22,91</i>	<i>Recurrent expenditure</i>
		<i>Other financing</i>	<i>In Kind</i>		<i>131.067,07</i>	<i>Recurrent expenditure</i>
Donor agency	KfW (for developing the PFD)		Grants	11.661.500	no information	no information
Partner project	SWIOFISH 2			-	5.349.508,00	no information
CSO	WWF Sweden (WWF MDCO)		In kind	4.298.000	328.304,04	no information
CSO	WWF Norway (WWF MDCO)		Cash	1.216.867	-	no information
CSO	WWF US		In kind	53.232	61.771,00	Recurrent expenditure
CSO	ASITY		Cash	100.000	58.000,00	no information
CSO	WCS		In kind	500.000	407.441,00	no information
CSO	CI		Cash	376.270	447.063,26	no information
CSO	MIHARI			-	25.641,03	no information
CSO	Blue Ventures		In kind	-	434.489	no information
<b>Total</b>				<b>35.630.379</b>	<b>9.098.671,85</b>	

Two audits were carried out, audit No. 01: from January 1, 2020 to 12/31/2021. Audit No. 02: from January 1, 2022 to December 31, 2022. The 2nd audit was carried out during the month of April 2023.

The first audit examined the administrative, accounting and financial procedures at the PMU and FAPBM during the period 1 January 2021 until 31 December 2021, in August 2022. It yielded no financial findings, but found weaknesses in internal control systems regarding:

- Procurement processes: the need to document procurement processes better, both in terms of tracking key dates and challenges, as well as file keeping and documentation of the process itself
- Expenditure control: the need to date attendance lists and technical reports to be signed by the authors and the supervisor (in the PMU)
- Consultants: the need to put evaluation criteria in the request for proposals, and the need to put mechanisms in place to monitor and validate deliverables. This recommendation was accepted as well as providing the minutes of the validation meeting.
- Compliance with contractual conditions applicable to the Project

#### Conclusion finance and co-finance:

The project runs a significant underspending which is mainly due to the delay in key spending activities such as the granting under component 1 and 3. As discussed in section 3.2.2. the project execution is moderately unsatisfactory, and this is reflected in the inefficient use of PMU staff time as well as inefficiencies in some consultancy processes and the initial granting process for component 3. The recent budget reallocation has addressed the difference between the project strategy and the actual situation and budgetary needs on the ground, making the two much more aligned now.

The level of co-financing is acceptable considering the level of implementation of the project.

## 3.8. Lessons Recommendations & Evaluation Ratings

### 3.8.1. Lessons learned

**The project remains highly relevant at global, national, and local level** and all parties interviewed emphasised their endorsement of the envisaged project objectives and outcomes.

The project has managed to establish a Project Steering Committee, reestablish the Sydney Promise Steering Committee and establish both a temporary national KBA coordination group and an OECM working group. The studies conducted by the project, the capacity building activities, the advances on the regulatory texts, the establishment of the steering committees, KBA coordination group and OECM working group are well appreciated by stakeholders at national level. Interviewees also expressed their appreciation for the recent selection of first sub-project sites under component 3, which, as some put it, announced the long-awaited start of the practical implementation of the project on the ground.

**Progress under component 1 has been slow and several management processes need to become more effective and efficient.** Major factors that have led to delays are found in inefficient recruiting, contracting and consultancy processes, limited experience of the PMU in terms of socio-economic evaluations, lengthy sub-project compliance checking procedures, and a number of key project activities requiring more time and budget than what was initially identified in the ProDoc (e.g. KBA inventory, OECM catalogue, regional consultations for regulatory texts). In addition, blocking of several activities at political level has also led to delays.

In terms of **execution**, the available evidence suggests the PMU could operate more effectively with respect to strategically targeting, engaging, or navigating key stakeholders from different sectors and their agendas, and adopt a more proactive approach to strategic planning rather than a reactive one.

The design and speed of delivery of the project hinges on the establishment of the national KBA inventory and from there, extension of existing or establishment of new MPAs/LMMAs. **the accumulated delay on the KBA inventory hence poses serious risks for the achievement of outcome 1.2, and of the two first objective indicators related to it.**

**The upcoming elections pose a major risk to the project.** Most of the outcomes and outputs to be achieved rely on strategic and political support at national level and hence disturbances at this level will greatly affect the effectiveness of the project in the coming year.

**There is no indication at the time of the MTE that project interventions or strategies will have unforeseen effects on the project objective, conservation targets and GEF global environmental benefits.** Obstacles to be overcome are related to securing the buy-in from all sectors that are operating in the marine area and the backlog of MPA files being processed at MEDD. There are several opportunities to be exploited such as the readiness and interest of key MPA and LMMA promoter NGOs to contribute to the expansion and consolidation of MPAs in Madagascar. Even though a number of key outcomes are delayed, the project continues to have substantial potential to replicate and scale up its outcomes, even if only partially met.

Implementation by the WWF GEF Agency has been highly satisfactory and the working relationship between WWF GEF, the PMU and the two project partners FAPBM and WWF MDCO are functional and appropriate. In spite of high turnover of members, **the PSC executed its supervisory and guidance function fine, but did not play a strong role in securing**

**political support** for activities and facilitating clearance for key processes and working groups. Overall, the coordination between the different teams and institutions involved in the project implementation work fine and relationships seem sustainable, but lack a strong leadership.

**The first 2.5 years of the project have been characterized by delays under most outcomes, and the project ran a significant underspending in Y2 and the first half of Y3.** From the available evidence it seems unlikely that the project will spend all of its resources by the current project end date. A no-cost extension seems therefore appropriate.

One of the main **threats to the environmental sustainability of the project is the vast economic interests that come with exploiting Madagascar's marine areas** for both domestic and foreign industrial fishing as well as for deep seabed mining. However, if project results are achieved (especially the deposit of MPA/LMMAs extension and establishment files) the likelihood that the activities and approaches developed under the project will continue delivering benefits after the project ends remain high.

**The project has delivered several training and capacity building activities** around KBAs, the OECM label, safeguards and gender at national, regional and local level, which could contribute to a better understanding and support of MPAs and LMMAs of key actors in the longer term and **lead to institutional sustainability**. The project is making good progress with respect to establishing and streamlining the regulatory framework for MPAs and LMMAs. **Stakeholder engagement needs to improve to increase the chance for institutional sustainability.**

**It is likely that financial and economic resources will be available for further MPA and LMMA establishment and expansion** if the processes and regulatory frameworks for establishing MPAs and LMMAs are firmly established by the project and if an Aichi Target 11 Strategy and Action plan is endorsed.

The results framework was revised and was used during implementation as a management and monitoring-evaluation tool. However, **documentation of activities is moderately unsatisfactory.**

**The implementation of the gender mainstreaming strategy shows shortcomings**, most notably in incorporating gender aspects in studies and consultancies, as well as in the collection of sex-disaggregated data on stakeholder engagement.

**The project is in dire need of an applied stakeholder engagement strategy** to ensure a more effective and efficient project implementation and progress towards outcomes and ultimately project objective.

The project has sufficiently implemented safeguards up to the time of the MTE but needs to keep socializing the GRM as well as keep guiding and supporting sub-grantees closely in the implementation and monitoring of safeguards, most specifically in the engagement (project awareness raising and consultation) of PAPs. Social risks need to be monitored closely by sub-grantees in certain intervention sites

The recent budget reallocation has addressed the difference between the project strategy and the actual situation and budgetary needs on the ground, making the two much more aligned now. The level of co-financing at MTE stage is acceptable considering the level of implementation of the project.

### 3.8.2. Recommendations

#### **Design**

Simplify the results framework and include output 4.2.3 in the annual work plan and budget (Recommendation 18).

Reduce the ambition in terms of surface area targets, which seems non-achievable and overambitious within the (extended) timeframe of the project (Recommendation 11).

Conduct a prioritization exercise as to what targets are realistically achievable under each outcome within the (extended) timeframe of the project, keeping in mind the overarching objective of the project. Keep the potential challenges related to the upcoming election in mind and plan to mitigate its impacts (Recommendation 10).

#### **Implementation**

Develop a stakeholder engagement plan that describes in practical steps the PMUs strategy and intended activities to target key stakeholders at national level, MPA promoters and regional administrations (DREDDs) (Recommendation 1)

Further strengthen intersectoral engagement and collaboration through targeted lobbying and information sharing (Recommendation 2).

Increase transparency and information sharing about the draft Aichi Target 11 Strategy and Action plan and increase efforts to identify what other projects or organizations are working on MPAs, and bring them together and play a coordinating role (Recommendation 7).

Radically increase communication efforts and the information sharing of knowledge products generated by the project (Recommendation 6).

Further ensure that the safeguards, gender and grievance mechanism are socialized at sub-project level, especially with respect to consulting and informing project affected peoples (Recommendation 4).

Further strengthen gender mainstreaming practices and habits within the PMU so it is reflected in all project activities (Recommendation 5).

Use financial resources and remaining project time more efficiently under component 3 by concentrating project sites in a limited number of geographical areas (Recommendation 9).

Pay attention to the security situation at project sites (e.g. Belo on Tsiribihina). All rural areas of Madagascar are currently exposed to security risks. As the project selects new intervention sites, this aspect requires careful attention and monitoring (Recommendation 20).

Strengthen communication at the various sites identified, avoid communications of a political nature and continue the activities already planned while avoiding all meetings that could coincide with meetings relating to the election (Recommendation 21).

#### **Sustainability**

Raise the risk related to weak or absent enforcement of MPA and fisheries regulations to high, as well as risks related to weak inter-agency or government cooperation (Recommendation 19).

Request a no-cost extension of 12 months to ensure that a number of MPA and LMMA extension or establishment files can be accompanied up to and including phase III (outcome 1.2) (Recommendation 8).

Design an exit plan for the project, taking into account results that can potentially not be achieved under the project (Recommendation 12).

### ***Monitoring and evaluation***

Improve documentation of activities and file keeping at PMU level (Recommendation 13).

Improve the monitoring of the progress and quality of deliverables under contracts (Recommendation 15).

Improve PSC meeting minutes so that it is easier to track what adaptive management is being done by the PMU and other institutions between consecutive PSC meetings (Recommendation 16).

Measure progress under some of the outputs by level of completion of a deliverable (e.g. a consultant report) rather than by the number of procedural steps that have been taken (Recommendation 17).

### ***Management***

Improve efficiency and transparency in decision making at PMU level and improve cross collaboration between the individual PMU members (Recommendation 14).

Keep the recent redistribution of roles where the (deputy) project Director takes on more responsibility for budgetary decisions and the project coordinator focuses on the strengthening of the intersectoral engagement and collaboration (Recommendation 3).

### 3.8.3. Evaluation rating tables

#### 1. Progress Towards Results<sup>24</sup> and Individual Outcome Ratings

See table 7 page 39.

2. Overall Assessment of Project Outcomes	Rating	Justification
<p>Were project outcomes <b>Relevant</b> when compared to focal area strategies, country priorities, and WWF priorities?</p>	<p><b>Satisfactory</b></p>	<p>All outputs achieved so far, are deemed relevant and are appreciated by the interviewees. The project is still very much aligned to focal area strategies, country priorities, GEF and WWF priorities.</p>
<p>What is the <b>Effectiveness</b> of project outcomes?</p>	<p><b>Moderately satisfactory</b></p>	<p>The project has managed to establish a Project Steering Committee, reestablish the Sydney Promise Steering Committee and establish both a temporary national KBA coordination group and an OECM working group. The studies conducted by the project, the capacity building activities, the advances on the regulatory texts, the establishment of the steering committees, KBA coordination group and OECM working group are well appreciated by stakeholders at national level, as well as the recent selection of first sub-project sites under component 3. A significant number of interviewees however expressed dissatisfaction with the slow progress under component 1, and with the lengthy process for selecting the sub-project sites under component 3. Several key MPA promoters<sup>25</sup> also expressed their wish for the project to play a much stronger coordinating role in bringing key actors together around MPA. Major factors that have led to delays are found in low-efficient recruiting, contracting and consultancy processes, limited experience of the PMU in terms of socio-economic evaluations, lengthy sub-project compliance checking procedures, and a number of key project activities requiring more time and budget than what was initially identified in the ProDoc (e.g. KBA inventory, OECM catalogue, regional consultations for regulatory texts). Blocking of several activities at political level has also led to delays.</p>

<sup>24</sup> If any changes were made to these results, please indicate when they were made and whether those changes were approved.

<sup>25</sup> In Madagascar ,promoters' is used to indicate MPA site managers and supporting organizations, usually international or national NGOs or CSOs.

		The <b>achievement of objective level indicators is unsatisfactory for one indicator, and moderately satisfactory for the other one.</b> At outcome level, the overall achievement is <b>moderately satisfactory.</b> The achievement of targets was moderately unsatisfactory for one out of two targets under component 1 and moderately satisfactory for the other one. The achievement of targets under component 2 was moderately satisfactory for both targets. Under component 3, achievement was satisfactory for one target, moderately satisfactory for one target and moderately unsatisfactory for a third target. Four targets could not be assessed at MTE time. For component 4, achievement of three targets was found satisfactory and one was found unsatisfactory.
What is the <b>Cost-efficiency</b> of project outcomes?	<b>Moderately satisfactory</b>	The project runs a significant underspending in year 2 and the first half of year 3. It seems possible the project catches up on spending one sites for component 1 are selected and implemented, as well as additional sites for component 3.  The level of co-financing at MTE stage is acceptable considering the level of implementation of the project
<b>Overall Rating of Project Outcomes</b>	<b>Rating</b>	<b>Justification</b>
Using above criteria, please provide an <b>overall rating</b> for the achievement of the Project outcomes.	<b>Moderately satisfactory</b>	
<b>3. Assessment of Risks<sup>26</sup> to Sustainability<sup>27</sup> of Project Outcomes</b>		
<i>Please describe these risks below, taking into account likelihood and magnitude:</i>		
<b>Financial Risks</b>		
It is likely that financial and economic resources will be available for further MPA and LMMA establishment and expansion if the processes and regulatory frameworks for establishing MPAs and LMMAs are firmly established by the project and if an Aichi Target 11 Strategy and Action plan and an MSP are developed with engagement and support from all sectors that have a legitimate interest in the marine space.		

<sup>26</sup> 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.

<sup>27</sup> Sustainability is defined by 2010 GEF M&E Policy as: the likely ability of an intervention to continue to deliver benefits for an extended period of time after completion; projects need to be environmentally as well as financially and socially sustainable.

<b>Sociopolitical Risks</b>		
<p>The upcoming elections pose a major risk to the project. Most of the outcomes and outputs to be achieved rely on strategic and political support at national level and hence disturbances at this level will greatly affect the effectiveness of the project in the coming year.</p>		
<b>Institutional Framework and Governance Risks</b>		
<p>Risk related to weak or absent enforcement of MPA and fisheries regulations should be raised to high, as well as risks related to weak inter-agency or government cooperation.</p> <p>The project has delivered a number of training and capacity building activities around KBAs, the OECM label, safeguards and gender at national, regional and local level, which could contribute to a better understanding and support of MPAs and LMMAs of key actors in the longer term and lead to institutional sustainability. The project is making good progress with respect to establishing and streamlining the regulatory framework for MPAs and LMMAs. Stakeholder engagement with other ministries and with regional level administrations has been insufficient and need to be improved to increase the chance for institutional sustainability.</p>		
<b>Environmental Risks</b>		
<p>One of the main threats to the environmental sustainability of the project is the vast economic interests that come with exploiting Madagascar's marine areas for both domestic and foreign industrial fishing as well as for deep seabed mining. Overall, interviewees assessed the likelihood that the activities and approaches developed under the project will continue delivering benefits after the project ends high, if project results are achieved (especially the deposit of MPA/LMMAs extension and establishment files) as many of the sites would be managed by promoters with strong commitments, also in the longer term.</p>		
<b>Overall Rating of Sustainability of Project Outcomes</b>	<b>Rating</b>	<b>Justification</b>
Using the above information, please provide an <b>overall rating</b> for the risks to sustainability of project outcomes.	<b>moderately likely</b>	Based on the above, and taking into account the upcoming elections, as well as the considerable delays and therefore limited progress towards key outcomes at the time of the MTE, the evaluators assess the sustainability of the project <b>moderately likely</b> .

<b>4. Assessment of M&amp;E Systems</b>	<b>Rating</b>	<b>Justification</b>
<b>M&amp;E Design</b>	<b>Highly satisfactory</b>	The M&E design complies with the procedures established by the GEF and WWF and provides for: a project results framework, annual work plan tracking, a quarterly (financial) and semi-annual (project progress) reporting system, annual adaptive management review meetings, supervision mission reporting, a mid-term and an

		end-of-project evaluation, as well as a project close-out report. The M&E design clearly identifies roles and describes M&E data sharing practices with the PMU and partners via a M&E dashboard. A specific budget and timetable are provided for monitoring and evaluation activities.
<b>M&amp;E implementation</b>	<b>Moderately satisfactory</b>	Higher level reporting follows the M&E plan, and the Results Framework is being used as a management tool, but document management and activity reporting and documentation for individual activities is patchy at PMU level.  Based on the above analysis the evaluators deem the implementation of the M&E plan <b>Moderately Satisfactory</b> . This is mainly due to the moderately unsatisfactory activity record keeping at PMU level.
<b>Overall Rating of M&amp;E</b>	<b>Rating</b>	<b>Justification</b>
Using the above information as guidance, please provide an overall rating for M&E during project design /implementation.	<b>Satisfactory</b>	

<b>5. Implementation and Execution Rating</b>	<b>Rating</b>	<b>Justification</b>
Please rate the WWF GEF Agency on the project implementation.	<b>Highly satisfactory</b>	The WWF GEF Agency has put an entire team at the disposal of the project, which closely follows project progress and provides practical and strategic support throughout. The reports from the yearly PRISMs demonstrate that these missions are highly effective and efficient in jointly identifying solutions to address and overcome major challenges in implementation. Some minor inefficiencies arise due to the limited French speaking capacities of the WWF GEF project coordinator and not all PMU members being able to speak or understand English. However, these do not jeopardize the quality of the support given by the WWF GEF team
Please rate the Executing Agency on project execution.	<b>Moderately unsatisfactory</b>	The project is executed by the PMU, hosted at the MEDD, under the supervision of a MEDD project director and deputy director.

		<p>The execution of the project has brought along a number of achievements, that have been welcomed and appreciated by stakeholders. Adaptation to the project implementation during the first 2.5 years have led to an improvement of the execution, albeit only to a limited extent.</p> <p>The available evidence suggests that the PMU's effectiveness is limited with respect to strategically targeting, engaging, or navigating key stakeholders from different sectors and their agendas. Key actors in MPA and LMMA creation and management would like to see the project/PMU take a stronger lead in bringing the existing expertise together and facilitate a transformational change. It is not clear how the PMU decision making is taking place or how priorities are being set by the PMU as a team, and in terms of adaptive management, the PMU seems to operate in a reactive mode rather than a proactive one</p> <p>The accumulated delay on the KBA inventory poses serious risks for the achievement of outcome 1.2, and for the two first objective indicators related to it. Similarly, the project risks running out of time to achieve outcome 3.2. Considering the time left until project end (December 2025), the project might be able to attain most non-site related outcomes but might not attain outcome 1.2 targets and therefore might only partially achieve objective level indicator targets.</p>
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## ANNEXES

### Annex 1: Evaluation matrix

Evaluation questions	Indicators	Sources	Methodology
<b>1. Project design</b>			
<b>1.1 Relevance and country ownership</b>			
1.1.1 To what extent is the problem addressed by the project relevant to the national and local context? Taking into account changes in the local/regional/national or even international context?	<ul style="list-style-type: none"> <li>● Level of relevance of the problem addressed to the project's various intervention sites - consistency with the human development needs of the target beneficiaries</li> <li>● Level of alignment between key assumptions made in the ProDoc and the situation at project sites</li> </ul>	<ul style="list-style-type: none"> <li>● Project documents</li> <li>● Local implementation team and implementing partners</li> <li>● Government counterparts</li> </ul>	<ul style="list-style-type: none"> <li>● Document review</li> <li>● Interviews</li> <li>● Site visits/focus groups</li> </ul>
1.1.2 What is the level of country ownership of the project?	<ul style="list-style-type: none"> <li>● Level of implication of government decision bodies in the (design of the) project</li> </ul>	<ul style="list-style-type: none"> <li>● Project documents</li> <li>● Government counterparts</li> </ul>	<ul style="list-style-type: none"> <li>● Document review</li> <li>● Interviews</li> </ul>
<b>1.2 ToC and logic</b>			
1.2.1 To what extent is the theory of change still relevant? How effective is the chosen strategy in achieving the desired results?	<ul style="list-style-type: none"> <li>● Extent to which the chosen strategy is appropriate to the development context</li> <li>● Level of consistency between planned activities and expected results</li> <li>● Evidence of planning documents using lessons learned / recommendations from previous projects as input to the planning / strategy process</li> </ul>	<ul style="list-style-type: none"> <li>● Project planning documents, monitoring reports</li> <li>● Local coordination team, WWF teams, MEDD/DREDD staff, FAPBM</li> </ul>	<ul style="list-style-type: none"> <li>● Document review</li> <li>● Interviews</li> <li>● Site visits</li> </ul>
1.2.2 To what extent were the project's objectives and components clear, practicable and feasible within its time frame?	<ul style="list-style-type: none"> <li>● Consistency/difference between targets, results and project objectives</li> <li>● Feasibility of declared targets, results and objectives within the project timeframe</li> <li>● Implementing agency staff's understanding of objectives, targets and timetable</li> <li>● Local partners' understanding of objectives, targets and timetable</li> </ul>	<ul style="list-style-type: none"> <li>● Project planning documents, monitoring reports</li> <li>● Local coordination team, WWF teams, MEDD/DREDD staff, FAPBM</li> </ul>	<ul style="list-style-type: none"> <li>● Document review</li> <li>● Interviews</li> <li>● Site visits</li> </ul>

Evaluation questions	Indicators	Sources	Methodology
1.2.3 To what extent were the project assumptions and risks well articulated in the project document? How did they help to determine activities and planned outputs? To what extent were externalities (i.e. effects of climate change, global economic crisis, etc.) duly considered?	<ul style="list-style-type: none"> <li>Assumptions and risks stated in planning documents, with corresponding response methods/measures</li> <li>Quality of risk management system(s) in place at appropriate levels of reporting, accountability</li> </ul>	<ul style="list-style-type: none"> <li>Project document</li> <li>Review procedures/planning meeting minutes/emails</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> </ul>
1.2.4 How effective/relevant are the results framework's indicators, baselines and targets in measuring the project's impact?	<ul style="list-style-type: none"> <li>Level of use of SMART indicators and targets</li> <li>Level of use of gender-disaggregated indicators and targets</li> <li>Evidence of the project's effects on development or the environment not measured by current indicators</li> </ul>	<ul style="list-style-type: none"> <li>Project documents</li> <li>Monitoring and evaluation strategy and/or plan</li> <li>Local implementation team and implementing partners</li> <li>Government counterparts</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> <li>Site visits/focus groups</li> </ul>
<b>1.3 M&amp;E design</b>			
1.3.1. To what extent is the M&E plan well-conceived and sufficient to monitor results and track progress toward achieving objectives?	<ul style="list-style-type: none"> <li>Existence and quality of M&amp;E strategy and/or plan including a baseline assessment, performance measurement framework/logframe, methodology, roles and responsibilities, budget and timeframe/workplan in planning documents</li> </ul>	<ul style="list-style-type: none"> <li>Planning documents</li> <li>Monitoring and reporting documents</li> <li>WWF staff</li> <li>Local executing team</li> </ul>	<ul style="list-style-type: none"> <li>Document Review</li> <li>Interviews</li> </ul>
<b>1.4 Lessons from other projects</b>			
1.4.1 What lessons from other relevant projects were incorporated in the project design?	<ul style="list-style-type: none"> <li>Evidence of planning documents utilizing lessons learned/ recommendations from previous projects as input to planning/strategy process</li> </ul>	<ul style="list-style-type: none"> <li>Planning documents</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> </ul>
<b>1.5 Additionality and external coherence</b>			
1.5.1. To what extent was the additionality of the project clearly identified at design stage?	<ul style="list-style-type: none"> <li>Evidence of planning documents demonstrating the additionality vis-à-vis ongoing other projects and initiatives as input to planning/strategy process</li> </ul>	<ul style="list-style-type: none"> <li>Planning documents</li> </ul>	<ul style="list-style-type: none"> <li>Document Review</li> </ul>
<b>1.6 Replication</b>			
1.6.1 What replication approach was set at design stage? Was it clear?	<ul style="list-style-type: none"> <li>Replication approach clearly stated in planning documents, and means of enhancing replication during implementation stated</li> </ul>	<ul style="list-style-type: none"> <li>Planning documents</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> </ul>
<b>1.7 Coherence</b>			

Evaluation questions	Indicators	Sources	Methodology
1.7.1 To what extent is the project in line with national and sub-national plans and priorities?	<ul style="list-style-type: none"> <li>Level of alignment of project results and outputs with national priorities (a) at start of project; (b) at mid-term</li> </ul>	<ul style="list-style-type: none"> <li>National and sub-national policies, strategies and plans</li> <li>Project documents</li> <li>Local implementation team and implementing partners</li> <li>Government counterparts</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> </ul>
1.7.2 How clearly were other interventions within the sector and their linkages to the project identified?	<ul style="list-style-type: none"> <li>Other interventions within the sector duly described and their possible linkages with the project analyzed</li> </ul>	<ul style="list-style-type: none"> <li>Planning documents</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> </ul>
<b>1.8 Governance and management arrangements</b>			
1.8.1 To what extent is the management structure of the project appropriate? How is the distribution of responsibilities and resources, and how are the coordination mechanisms conducive to achieve progress?	<ul style="list-style-type: none"> <li>Extent to which the management structure, distribution of responsibilities and resources are justified</li> </ul>	<ul style="list-style-type: none"> <li>Planning documents</li> <li>WWF staff</li> <li>Local executing team and executing partners</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> </ul>
1.8.2 What is WWF's comparative advantage on this project?	<ul style="list-style-type: none"> <li>Extent to which WWF comparative advantage is justified</li> </ul>	<ul style="list-style-type: none"> <li>Planning documents</li> <li>WWF staff</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> </ul>
1.8.3 To what extent were the capacities of the executing institution (MEDD) and its counterparts (FAPBM; WWF MDCO) considered when the project was designed?	<ul style="list-style-type: none"> <li>Evidence of scoping activity or assessment of executing agency's capabilities with respect to executing this project</li> <li>Number, extent and types of gaps between planned and available capacities by executing agencies</li> </ul>	<ul style="list-style-type: none"> <li>Meeting minutes/emails leading to planning documents</li> <li>WWF staff</li> <li>Local executing team and executing partners</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> </ul>
1.8.4 What was the extent of counterpart resources (funding, staff, and facilities), enabling legislation, and adequate project management arrangements in place at project entry?	<ul style="list-style-type: none"> <li>Coherence/extent of gap in timing between counterpart resource and institutional readiness and project commencement</li> </ul>	<ul style="list-style-type: none"> <li>PriSM reports</li> <li>Project staff</li> <li>WWF staff</li> <li>Local executing partners (at the national, provincial and council levels; governmental and non-governmental stakeholders)</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> </ul>
<b>2. Project implementation</b>			

Evaluation questions	Indicators	Sources	Methodology
<b>2.1 Effectiveness – progress towards results, management arrangements</b>			
2.1.1 To what extent have the project's expected outputs, results and objectives been achieved to date?	<ul style="list-style-type: none"> <li>● Progress towards achievement of planned objectives, results and outputs</li> <li>● Existence of studies and analyses</li> <li>● Tools developed</li> <li>● Level of progress towards establishment and management improvement of MPAs and LMMAs</li> </ul>	<ul style="list-style-type: none"> <li>● Project planning, progress reports and monitoring reports</li> <li>● Local implementation team and implementation partners</li> <li>● Local and national stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>● Document review</li> <li>● Interviews</li> <li>● Site visits</li> </ul>
2.1.2 In the project's current situation, what results are at risk of not being achieved, and what remedial action should be taken?	<ul style="list-style-type: none"> <li>● Reporting/evidence on delays and objectives, results and outputs not achieved</li> </ul>	<ul style="list-style-type: none"> <li>● Project planning, progress reports and monitoring reports</li> <li>● Local implementation team and implementation partners</li> <li>● Local and national stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>● Document review</li> <li>● Interviews</li> <li>● Site visits</li> </ul>
2.1.3 What is the quality of project execution by the executing agency (MEDD) and implementing partners (FAPBM and WWF MDCO)?	<ul style="list-style-type: none"> <li>● Level of alignment of actual and planned budget and staff time devoted to the project</li> <li>● Perceived quality of project management's response to team members' requests and needs</li> <li>● Quality of supervision of executing agency and implementing agency (score on a scale), respectively</li> <li>● Quality of risk management by Implementing Agency and Executing Agency (score on a scale)</li> <li>● Quality of social and environmental management by implementing and executing agencies (score on a scale)</li> <li>● Number of innovative techniques and best practices used in project management</li> </ul>	<ul style="list-style-type: none"> <li>● Project planning, progress reports and monitoring reports</li> <li>● Local implementation team and implementation partners</li> </ul>	<ul style="list-style-type: none"> <li>● Document review</li> <li>● Interviews</li> </ul>
<b>2.2 Efficiency</b>			
2.2.1 How efficient are management mechanisms?	<ul style="list-style-type: none"> <li>● Evidence that roles and responsibilities are clearly defined</li> <li>● Evidence of transparent, timely decision-making</li> <li>● Level of responsiveness of project team and respective implementing bodies to changing project needs</li> </ul>	<ul style="list-style-type: none"> <li>● Project planning, progress reports and monitoring reports</li> <li>● Local implementation team and implementation partners</li> </ul>	<ul style="list-style-type: none"> <li>● Document review</li> <li>● Interviews</li> <li>● Site visits</li> </ul>
2.2.2 To what extent are partnerships & linkages between institutions & organizations encouraged and supported?	<ul style="list-style-type: none"> <li>● Specific activities conducted to support the development of cooperative arrangements between partners</li> </ul>	<ul style="list-style-type: none"> <li>● Project documents and evaluations</li> <li>● Project partners and relevant stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>● Document analysis</li> <li>● Interviews</li> </ul>

Evaluation questions	Indicators	Sources	Methodology
Which partnerships/linkages were/are facilitated? How efficient and sustainable are these partnership and collaboration arrangements? Which methods were successful or not and why?	<ul style="list-style-type: none"> <li>Examples of supported partnerships Evidence that particular partnerships/linkages will be sustained</li> <li>Types/quality of partnership cooperation methods utilized</li> </ul>		
2.2.3 Were there any delays in implementing the project? If so, for what reasons?	<ul style="list-style-type: none"> <li>Timetable and sequence of results in relation to the work plan</li> <li>Cause and number / frequency of total delays (in months)</li> </ul>	<ul style="list-style-type: none"> <li>Project planning, progress reports and monitoring reports</li> <li>Local implementation team and implementation partners</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> </ul>
2.2.4 Are work planning processes results-based?	<ul style="list-style-type: none"> <li>Proportion of results-based planning and reporting documents</li> </ul>	<ul style="list-style-type: none"> <li>Project planning, progress reports and monitoring reports</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> </ul>
2.2.5 Have management teams (MEDD, PMU, FAPBM) provided quality and timely inputs/responses to the project team (WWF US GEF Agency)?	<ul style="list-style-type: none"> <li>Perceived <u>timeliness</u> of management response to project team members' inquiries, needs</li> <li>Perceived <u>quality</u> of management response to project team members' inquiries, needs</li> <li>Perceived quality of risk management by IA</li> <li>Evidence of quality (candor and realism) in annual reporting</li> </ul>	<ul style="list-style-type: none"> <li>Project team members</li> <li>WWF staff</li> <li>Local executing partners</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> <li>Site Visit</li> </ul>
<b>2.3 Impact</b>			
2.3.1 Are there any unforeseen effects that project interventions or strategies will have on the project objective, conservation targets and GEF global environmental benefits, whether positive or negative? Are there unintended or unforeseen impacts on beneficiaries and stakeholders?	<ul style="list-style-type: none"> <li>Evidence of unforeseen, positive and/or negative, effects</li> <li>Evidence of major policy changes</li> </ul>	<ul style="list-style-type: none"> <li>Progress reports</li> <li>Meeting minutes</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> <li>Site visits</li> </ul>
2.3.2 What are the main obstacles to be overcome and the main opportunities to be exploited based on current progress towards results?	<ul style="list-style-type: none"> <li>Nature and extent of obstacles to progress towards results</li> <li>Nature and scope of opportunities generated by the most successful projects to date</li> </ul>	<ul style="list-style-type: none"> <li>Project planning, progress reports and monitoring reports</li> <li>Local implementation team and implementation partners</li> <li>Local and national stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> <li>Site visits</li> </ul>

Evaluation questions	Indicators	Sources	Methodology
2.3.3 What is the project's potential to scale up or replicate the project outcomes and impact? Are any approaches developed through the project taken up on a regional / national scale, becoming widely accepted, and perhaps legally required?	<ul style="list-style-type: none"> <li>Evidence of a scaling-up and/or replication strategy or approach</li> <li>Examples of laws and regulations inspired by project outcomes</li> <li>Examples of large scale initiatives building on project outcomes or methods</li> </ul>	<ul style="list-style-type: none"> <li>Project monitoring and reporting docs/data</li> <li>WWF staff</li> <li>Local executing team</li> <li>Local executing partners (workshop participants, community members, etc.)</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> <li>Site visit</li> </ul>
<b>2.4 Sustainability</b>			
2.4.1 To what extent was the project sustainability strategy robust (in the planning stages)? Did it include a specific exit strategy?	<ul style="list-style-type: none"> <li>Number and extent of unforeseen barriers to sustainability that arose during implementation</li> <li>Existence of (and level of robustness) of an exit strategy</li> <li>Existence and type of political and social conditions likely to affect the sustainability of direct results</li> <li>Existence of champions to promote the sustainability of project results</li> <li>Existence and type of frameworks, policies, governance structures and processes likely to compromise project benefits</li> <li>Types of frameworks, policies, governance structures and processes currently lacking to ensure the sustainability of project benefits</li> <li>Existence and intensity of biophysical conditions affecting the sustainability of project results</li> </ul>	<ul style="list-style-type: none"> <li>Project planning documents</li> <li>WWF staff</li> <li>Local executing team</li> <li>Local executing partners</li> <li>Project monitoring and reporting docs/data (quarterly and annual reports)</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> <li>Site visit</li> </ul>
2.4.2 How did the project implement its sustainability strategy?	<ul style="list-style-type: none"> <li>Degree of coherence between actions taken during implementation to avert sustainability risks and intended plan</li> </ul>	<ul style="list-style-type: none"> <li>Project planning documents</li> <li>WWF staff</li> <li>Local executing team and partners</li> <li>Project monitoring and reporting docs/data (quarterly and annual reports)</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> <li>Site visit</li> </ul>
2.4.3 What is the level of significance of the risks identified in the project document? To what extent are they still relevant today?	<ul style="list-style-type: none"> <li>Level of alignment of risks identified in the project document with (a) actual risks at the start of the project and (b) current risks</li> </ul>	<ul style="list-style-type: none"> <li>Local implementation team and implementation partners</li> <li>Project documents and progress reports</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> </ul>

Evaluation questions	Indicators	Sources	Methodology
What new ones emerged (i.e. financial, sociopolitical, institutional framework and governance risks, & environmental risks)? And how are they identified, controlled and mitigated?	<ul style="list-style-type: none"> <li>● Existence of a plan for managing each: Financial risks; socio-economic risk; institutional framework and governance risks; and environmental risks</li> </ul>	<ul style="list-style-type: none"> <li>● Project monitoring documents and data</li> <li>● Government stakeholders, technical teams</li> <li>● National policies and strategies</li> </ul>	
2.4.4 What is the likelihood that the activities and approaches developed under the project will continue delivering benefits after the project ends?	<ul style="list-style-type: none"> <li>● Proof of commitment and general support of the different stakeholders involved in the project</li> <li>● Existence of enabling policy environment</li> </ul>	<ul style="list-style-type: none"> <li>● Local implementation team and implementation partners</li> <li>● Project documents and progress reports</li> <li>● National policies and strategies</li> </ul>	<ul style="list-style-type: none"> <li>● Document review</li> <li>● <a href="#">Interviews</a></li> </ul>
2.4.5 What is the likelihood that financial and economic resources will not be available once GEF assistance has ended?	<ul style="list-style-type: none"> <li>● Type and cost of activities that would require ongoing financial support after the end of the project to maintain results</li> <li>● Existence of alternative sources of financing for these activities</li> </ul>	<ul style="list-style-type: none"> <li>● Local implementation team and implementation partners</li> <li>● Project documents and progress reports</li> </ul>	<ul style="list-style-type: none"> <li>● Document review</li> <li>● <a href="#">Interviews</a></li> </ul>
<b>3 M&amp;E and adaptive capacity at project level</b>			
3.1.1 To what extent is the M&E system operational and effective?	<ul style="list-style-type: none"> <li>● Existence and capacity of: <ul style="list-style-type: none"> <li>○ Roles and responsibilities ;</li> <li>○ Budget and schedule/work plan</li> </ul> </li> <li>● Proportion and types of monitoring and evaluation report material submitted a) correctly and b) on time</li> <li>● Quality of monitoring and evaluation reporting materials</li> <li>● Evidence of consultation with all relevant stakeholders, including women and vulnerable populations</li> <li>● Proportion of M&amp;E budget implemented vs. amount planned</li> <li>● Degree to which implementation of M&amp;E plan is on schedule</li> <li>● Extent to which the monitoring and evaluation systems put in place by the project have helped to ensure that programs are managed in such a way as to report results appropriately</li> </ul>	<ul style="list-style-type: none"> <li>● Project planning, progress reports, audit reports and monitoring reports</li> <li>● Local implementation team and implementation partners</li> </ul>	<ul style="list-style-type: none"> <li>● Document review</li> <li>● <a href="#">Interviews</a></li> </ul>

Evaluation questions	Indicators	Sources	Methodology
3.1.2 Was the results framework used during implementation as a management and monitoring-evaluation tool? How useful is the information in adaptive management and decision making?	<ul style="list-style-type: none"> <li>Extent to which the manager uses the results framework (number and type of uses)</li> </ul>	<ul style="list-style-type: none"> <li>Project planning, progress reports and monitoring reports</li> <li>Local implementation team and implementation partners</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> </ul>
3.1.3 Was the results framework revised during the project period? Are monitoring indicators from the revised results framework effective for measuring progress and performance? Is the results framework reflected in the monitoring of the annual work plans (work plan tracking reports) and the overall project workplan?	<ul style="list-style-type: none"> <li>Coherence between reported results (activities, outputs) and actual activities and outputs on the ground</li> </ul>	<ul style="list-style-type: none"> <li>Local executing staff and partners</li> <li>WWF staff</li> <li>Community stakeholders</li> <li>Direct observation</li> <li>Annual adaptive management meeting reports</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> <li>Site Visit</li> </ul>
3.1.4 Was the M&E plan sufficiently budgeted and funded during project preparation and implementation?	<ul style="list-style-type: none"> <li>Proportion of executed M&amp;E budget against planned amount</li> <li>Degree of adherence of the implementation of the M&amp;E plan to intended timeline</li> <li>Evidence of external factors that have affected M&amp;E budget or timeline (and extent to which they were addressed in risk management plan)</li> </ul>	<ul style="list-style-type: none"> <li>Planning documents</li> <li>Planning meeting minutes/review procedures</li> <li>Monitoring and reporting documents (quarterly, annual reports)</li> <li>WWF staff</li> <li>Local executing team</li> </ul>	<ul style="list-style-type: none"> <li>Document Review</li> <li>Interviews</li> </ul>
3.1.5 To what extent does the project comply with the progress and financial reporting requirements/ schedule, including quality and timeliness of reports?	<ul style="list-style-type: none"> <li>Proportion and types of reporting materials submitted a) correctly and b) on time</li> <li>Quality and punctuality of progress and reports</li> <li>Level of alignment with GEF reporting requirements</li> </ul>	<ul style="list-style-type: none"> <li>Monitoring and reporting documents (quarterly, annual reports)</li> <li>WWF staff</li> <li>Local executing team</li> <li>GEF/WWF reporting requirements</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> </ul>
3.1.6 To what extent were monitoring and evaluation reports discussed with stakeholders and project staff? How have the lessons learned from the adaptive management process been documented, shared with and internalized by key partners?	<ul style="list-style-type: none"> <li>Number and quality of meetings, workshops or other mechanisms used to share M&amp;E materials with stakeholders and project staff</li> <li>Number of stakeholder and staff aware of M&amp;E materials generated and/or lessons/findings they contain</li> <li>Uptake of M&amp;E/reporting information into management decision-making</li> </ul>	<ul style="list-style-type: none"> <li>Project planning, progress reports, audit reports and monitoring reports</li> <li>WWF staff</li> <li>Local executing team and partners</li> <li>Minutes and attendance list of project staff and stakeholders for meetings on M&amp;E</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> </ul>

Evaluation questions	Indicators	Sources	Methodology
	<ul style="list-style-type: none"> <li>Consistency of APR/PIR self-evaluation ratings with MTR findings</li> <li>Example of discrepancies identified by the project steering committee and addressed</li> <li>Examples of changes made to project implementation as a result of the MTR recommendations</li> </ul>		
<b>4 Gender equality and mainstreaming</b>			
<p>4.1.1 To what extent were gender issues taken into account in project design? Are the indicators well-defined and appropriate? What specific gender responsive measures as per WWF and GEF policies accounted for?</p>	<ul style="list-style-type: none"> <li>Number and types of activities undertaken during project design to assess gender-related project needs</li> <li>Presence of a gender analysis and gender mainstreaming strategy</li> <li>Proof of integration of these needs into the project document</li> </ul>	<ul style="list-style-type: none"> <li>Minutes of workshops and planning or activity meetings</li> <li>Local implementing partners, including community members and groups, government and other local (non-government) counterparts</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> <li>Site visits</li> </ul>
<p>4.1.2 To what extent were gender issues taken into account in project implementation?</p>	<ul style="list-style-type: none"> <li>PMU's intimate knowledge of these documents and demonstrated evidence they are using them to make decisions about project implementation</li> <li>Number and types of activities undertaken during project implementation that reflect gender-related needs in the project areas</li> <li>Scores of the specific indicators</li> <li>Progress towards specific gender results</li> </ul>	<ul style="list-style-type: none"> <li>Minutes of workshops and activity meetings</li> <li>Local implementing partners, including community members and groups, government and other local (non-government) counterparts</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> <li>Site visits</li> </ul>
<b>5 Stakeholder engagement</b>			
<p>5.1.1 To what extent were the views of all stakeholders involved in the project taken into account during the design phase?</p>	<ul style="list-style-type: none"> <li>Number and types of stakeholders consulted during project design</li> <li>Evidence that the concerns expressed were used to adjust the project strategy at design stage</li> <li>Existence of the Stakeholder Engagement Plan</li> </ul>	<ul style="list-style-type: none"> <li>Minutes of workshops and planning or activity meetings</li> <li>Local implementing partners, including community members and groups, government and other local actors</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> <li>Site visits</li> </ul>
<p>5.1.2 How did the project consult with and make use of the skills, experience, and knowledge of the appropriate government entities, nongovernmental organizations, community groups,</p>	<ul style="list-style-type: none"> <li>Quality of consultations / feedback mechanisms/ meetings/ systems in place for project implementers to learn the opinions of 1. Community groups 2. Local government 3. National government 4. Non-government groups 5. Other</li> </ul>	<ul style="list-style-type: none"> <li>Workshop/planning meeting minutes and action items</li> <li>Local executing partners, including community members and groups, government stakeholders and other</li> </ul>	<ul style="list-style-type: none"> <li>Document Review</li> <li>Interviews</li> <li>Site Visit</li> </ul>

Evaluation questions	Indicators	Sources	Methodology
private sector entities, local governments, and academic institutions in the design, implementation, and evaluation of project activities?	<ul style="list-style-type: none"> <li>Number and frequency of engagement with local stakeholders for consultation</li> <li>PMU's intimate knowledge of these documents and demonstrated evidence they are using them to make decisions about project implementation</li> </ul>	<ul style="list-style-type: none"> <li>local stakeholder groups (non-government)</li> <li>Local executing team</li> <li>WWF staff</li> </ul>	
5.1.3 To what extent was the stakeholder implementation plan implemented? Are there stakeholders that are not involved anymore, why?	<ul style="list-style-type: none"> <li>List of attendance in project activities</li> </ul>	<ul style="list-style-type: none"> <li>Project reports</li> <li>Workshop/planning meeting minutes and action items</li> <li>Local implementing partners</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> <li>Site visits</li> </ul>
<b>6 Safeguards review</b>			
6.1.1 How were safeguards adequately considered during project design? To what extent were measures to address safeguards appropriate, adequate and well-formulated?	<ul style="list-style-type: none"> <li>Presence of safeguard documents</li> <li>Measures identified in the safeguards documents</li> </ul>	<ul style="list-style-type: none"> <li>Safeguards documents</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> </ul>
6.1.2 To what extent are the identified measures to address safeguards effectively implemented?	<ul style="list-style-type: none"> <li>Level of implementation of safeguards measure</li> <li>PMU's intimate knowledge of these documents and demonstrated evidence they are using them to make decisions about project implementation</li> </ul>	<ul style="list-style-type: none"> <li>Updated safeguards documents and project progress reports</li> <li>Meeting minutes</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> <li>Site visits</li> </ul>
6.1.3 To what extent is the grievance mechanism (GRM) and how to use it known to stakeholders (project partners, beneficiaries)?	<ul style="list-style-type: none"> <li>Level of knowledge about the GRM and expressed examples of how to use it</li> </ul>	<ul style="list-style-type: none"> <li>Stakeholders themselves</li> <li>Meeting minutes</li> </ul>	<ul style="list-style-type: none"> <li>Interviews</li> <li>Site visits</li> </ul>
6.1.4 Which additional or unforeseen environmental or social impacts emerge from project activities? What measures are in place to reduce or avoid these? Are they appropriate? To what extent is the risk category/classification still appropriate?	<ul style="list-style-type: none"> <li>Evidence of additional or unforeseen environmental or social impacts from project activities</li> <li>Evidence of measures taken to reduce these unforeseen impacts</li> </ul>	<ul style="list-style-type: none"> <li>Updated safeguards documents and project progress reports</li> <li>Meeting minutes</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> <li>Site visits</li> </ul>
6.1.5 What are the main lessons learned in terms of safeguards?	<ul style="list-style-type: none"> <li>Lessons learned in terms of safeguards</li> </ul>	<ul style="list-style-type: none"> <li>Updated safeguards documents and project progress reports</li> <li>Meeting minutes</li> </ul>	<ul style="list-style-type: none"> <li>Interviews</li> <li>Site visits</li> </ul>
<b>7 Evaluation of rules of conduct in social matters, fraud and corruption</b>			

Evaluation questions	Indicators	Sources	Methodology
7.1.1. To what extent have the rules of conduct in social matters, fraud and corruption according to WWF policies and in accordance with the contract between WWF-US and FAPBM been upheld?	<ul style="list-style-type: none"> <li>FAPBM staff's knowledge of rules of conduct</li> <li>Evidence of application of these rules</li> </ul>	<ul style="list-style-type: none"> <li>Project planning, progress reports, audit reports and monitoring reports</li> <li>PRISM reports</li> <li>Financial reports</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> </ul>
<b>8 Financing and co-financing</b>			
8.1.1 To what extent does the project benefit from co-financing?	<ul style="list-style-type: none"> <li>Quantity of resources exploited by the project since inception (and source(s))</li> <li>Degree of integration of externally-funded components into overall project strategy/design</li> </ul>	<ul style="list-style-type: none"> <li>Project planning, progress reports, audit reports and monitoring reports</li> <li>Local implementation team and implementation partners</li> <li>Co-funded projects' management teams</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> </ul>
8.1.2 Is there any variation between expected and actual co-financing? If there is, what is the explanation? What is their impact on project results?	<ul style="list-style-type: none"> <li>Planned co-financing per year, activity</li> <li>Actual amount of co-financing per year, activity</li> <li>Number and difference between planned and actual co-financing activities carried out</li> </ul>	<ul style="list-style-type: none"> <li>Financial Audits</li> <li>Annual reports, quarterly reports</li> <li>WWF staff</li> <li>Local executing team</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> </ul>
8.1.3 What financial controls does the project have in place to make informed management decisions regarding the budget and flow of funds? Are they appropriate?	<ul style="list-style-type: none"> <li>Number and proportion of financial reports available</li> <li>Quality and timeliness of available financial reports</li> <li>Availability of annual audit reports</li> </ul>	<ul style="list-style-type: none"> <li>Project planning, progress reports, audit reports and monitoring reports</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> </ul>
8.1.4 To what extent are outputs (products) produced profitably or cost-effective?	<ul style="list-style-type: none"> <li>Cost per output compared with similar projects from other organizations</li> <li>Level of alignment between planned and incurred implementation costs and nature of discrepancies</li> <li>Cost of delivery mechanism and management structure compared to alternatives</li> </ul>	<ul style="list-style-type: none"> <li>Project planning, progress reports and monitoring reports</li> <li>Local implementation team and implementation partners</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> </ul>
8.1.5 Is there a discrepancy between planned and actual expenditure? Why or why not?	<ul style="list-style-type: none"> <li>Estimated budget per year and per activity</li> <li>Actual budget performance by year, by activity</li> </ul>	<ul style="list-style-type: none"> <li>Project planning, progress reports, audit reports and monitoring reports</li> <li>Local implementation team and implementation partners</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> </ul>

## Annex 2: List of documents consulted

- Project governance documents (agreements between WWF-US and FABM, WWF MD and MEDD, and between the PMU and FABM, etc.);
- Project Document and CEO Endorsement Letter;
- Relevant safeguards documents, including WWF GEF Agency Categorization and Compliance memo, Environmental and Social Management Framework, Process 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 Supervision Mission (PrISM) reports;
- Management Effectiveness Tracking Tool (METT) reports, if available;
- 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 Agency and support team; and
- Other relevant documents provided by the Executing Agency and partners.

### Annex 3: List of stakeholders consulted

Organisation	Interviewee	Date
Blue Ventures	RANDRIANJAFINIMANANA Tahiry	03-july
MNP	Harinaina Léon RAZAFINDRALAISA	03-july
FAPBM	RAHARIJAONA Alain Liva	03-july
MIHARI	RAKOTOVAO Guy	03-july
PF GEF	RAKOTONDRAVONY Hery	03-july
CI	Luciano ANDRIAMARO	03-july
SG - MEDD	ANDRIAMANJATO Mamitiana	04-july
DG - MEDD	RAZAFINDRAINIBE Rinah	04-july
DAPRNE - MEDD	Jean Hervé BAKARIZAFY	04-july
WWF	RATSIFANDRIAMANANA Nanie	04-july
SWIOFISH	RAZAMANDIMBY Chrysostophes	04-july
Asity	RAMINOARISOA Vony	04-july
WCS	RANAIVOSON Ravaka	04-july
PMU - MEDD	Liva Ramiandravivo Liva Rakotoarisoa Damien Tojo Razafiarison Tabitha Henintsoa Zo Rasoloarijao Fanilo Anjara Ratandrarivo Tovohasina Randresiarison Mihaly Randrianantoandro	05-july
Chef Cantonment, eaux et forets in Ambanja	Hendrik Tourkasse	7 july
FAMELONA	Joel	7 july
Comité de Village Anorotsnagana	10 members, two of them women	7 july
FIVEMPA – women’s association	9 members, al women	7 july
FIVOI	Alexandro	21 july
VOI Soarano	Focus group : 17 people, 6 of them women	22 july

VOI ANDRAMASAY TAFITASOA	Focus group : 11 people, 4 of them women	22 july
VOI AMBAKIVAO	Focus group: 9 people, 3 of them women	22 july
DREDD Menabe	MARIO Rossel François	24 july
WWF GEF Agency	Rachel Kaplan - project manager	11 july
WWF GEF Agency	Nathalie Simoneau – gender and safeguards	7 august
WWF GEF Agency	Hervé Lefeuve – Senior director	17 august

## Annex 4: Interview protocols

The table below gives an overview of the questions to be asked during the interviews and the people to whom they will be addressed. Before conducting the interviews, the questions will be separated into specific interview protocols for each type of stakeholder. Some questions can then be reworded to suit the type of stakeholder being interviewed. Informants will be asked and/or informed about the possibility for their answers to be anonymous.

Table A.1. Overview of the evaluation questions for the interviews

Evaluation questions	National level						Regional and local level				Co-funders
	W W F G E F A g e n c y	M E D D	P M U	F A P B M	W W F M D C O	S C / C O P I L	P r o m o t o r N G O s	D R E D D	L o c a l c o m m u n i t i e s	R e g i o n a l p l a t f o r m s	
<b>Meta-data</b>											
What is your name and function within your organization and within the project?											
How long have you been working on/with the project?											
What is your overall perception of the project's progress to date?											
<b>1 Project design</b>											
<b>1.1 Relevance and country ownership</b>											
1.1.1 To what extent is the problem addressed by the project relevant to the national and local context?	x	x	x	x	x	x	x	x	x	x	x
1.1.2 What is the level of country ownership of the project?		x	x	x	x	x		x		x	x
<b>1.2 ToC and logic</b>											
1.2.1 To what extent is the theory of change still relevant? How effective is the chosen strategy in achieving the desired results?	x	x	x	x	x	x	x	x			x
1.2.2 To what extent were the project's objectives and components clear, practicable and feasible within its time frame?	x	x	x	x	x	x	x	x	x	x	x
1.2.4 How effective/relevant are the logical framework's indicators, baselines and targets in measuring the project's impact?	x	x	x		x	x	x	x			x
<b>1.3 M&amp;E design</b>											
1.3.1 To what extent is the M&E plan well-conceived and sufficient to monitor results and track progress toward achieving objectives?	x	x	x	x	x	x					
<b>1.4 Lessons from other projects</b>											
1.4.1 What lessons from other relevant projects were incorporated in the project design?	x	x	x	x	x	x		x		x	x

Evaluation questions	National level						Regional and local level				Co-funders	
	WWF Agency	MEDD	PMU	FAPBM	WWF MDCO	SC/COPIL	Promotor NGOs	DREDD	Local communities	Regional platforms		
<b>1.7 Coherence</b>												
1.7.1 To what extent is the project in line with national and sub-national plans and priorities?		x	x	x	x	x	x	x			x	x
<b>1.8 Governance and management arrangements</b>												
1.8.1 To what extent is the management structure of the project appropriate? How is the distribution of responsibilities and resources, and how are the coordination mechanisms conducive to achieve progress?	x	x	x	x	x	x		x				x
1.8.2 What is WWF's comparative advantage on this project?	x	x	x	x	x	x	x	x			x	x
1.8.3 To what extent were the capacities of the executing institution (MEDD) and its counterparts (FAPBM, WWF MDCO) properly considered when the project was designed?	x	x	x	x	x	x		x				x
1.8.4 What was the extent of counterpart resources (funding, staff, and facilities), enabling legislation, and adequate project management arrangements in place at project entry?	x	x	x	x	x	x		x				x
<b>2 Project implementation</b>												
<b>2.1 Effectiveness – progress towards results, management arrangements</b>												
2.1.1 To what extent have the project's expected outputs, results and objectives been achieved to date?	x	x	x	x	x	x	x	x			x	x
2.1.2 In the project's current situation, what results are at risk of not being achieved, and what remedial action should be taken?	x	x	x	x	x	x	x	x			x	x
2.1.3 What is the quality of project execution by the executing agency (MEDD) and implementing partners (FAPBM and WWF MDCO)?	x										x	x
<b>2.2 Efficiency</b>												
2.2.1 How effective are management mechanisms?	x	x	x	x	x	x	x	x				x
2.2.2 To what extent are partnerships/linkages between institutions/ organizations encouraged and supported? Which partnerships/linkages were/are facilitated?	x	x	x	x	x	x	x	x			x	x

Evaluation questions	National level						Regional and local level				Co-funders
	WWF GEF Agency	MEDD	PMU	FAPBM	WWF MDCO	SC/ COPIL	Promotor NGOs	DREDD	Local communities	Regional platforms	
How efficient and sustainable are these partnership and collaboration arrangements? Which methods were successful or not and why?											
2.2.3 Were there any delays in implementing the project? If so, for what reasons?	x	x	x	x	x	x	x	x			x
2.2.4 Have management teams (MEDD, PMU, FAPBM) provided quality and timely inputs/responses to the project team (WWF US GEF Agency)?	x		x		x						
<b>2.3 Impact</b>											
2.3.1 Are there any unforeseen effects that project interventions or strategies will have on the project objective, conservation targets and GEF global environmental benefits, whether positive or negative? Are there unintended or unforeseen impacts on beneficiaries and stakeholders?	x	x	x	x	x	x	x	x	x	x	x
2.3.2 What are the main obstacles to be overcome and the main opportunities to be exploited based on current progress towards results?	x	x	x	x	x	x	x	x	x	x	x
2.3.3 What is the project's potential to scale up or replicate the project outcomes and impact? Are any approaches developed through the project taken up on a regional / national scale, becoming widely accepted, and perhaps legally required?	x	x	x	x	x	x	x	x		x	x
<b>2.4 Sustainability</b>											
2.4.1 To what extent was the project's sustainability strategy robust (in the planning stages)? Did it include a specific exit strategy?	x	x	x	x	x	x		x		x	x
2.4.2 How did the project implement its sustainability strategy?	x	x	x	x	x	x		x	x	x	x
2.4.3 What is the level of significance of the risks identified in the project document the most significant? To what extent are they still relevant today? What new ones emerged (i.e. financial, sociopolitical, institutional framework and governance risks, & environmental risks)?	x	x	x	x	x	x	x	x		x	x

Evaluation questions	National level						Regional and local level				Co-funders
	W W F G E F A g e n c y	M E D D	P M U	F A P B M	W W F M D C O	S C / C O P I L	P r o m o t o r N G O s	D R E D D	L o c a l c o m m u n i t i e s	R e g i o n a l p l a t f o r m s	
And how are they identified, controlled and mitigated?											
2.4.4 What is the likelihood that the activities and approaches developed under the project will continue delivering benefits after the project ends?	x	x	x	x	x	x		x			x
2.4.5 What is the likelihood that financial and economic resources will not be available once GEF assistance has ended?	x	x	x	x	x	x		x			x
<b>3 M&amp;E and adaptive capacity at project level</b>											
3.1.1 To what extent is the M&E system operational and effective?	x	x	x	x	x	x		x			
3.1.2 Was the results framework used during implementation as a management and monitoring-evaluation tool? How useful is the information in adaptive management and decision making?	x	x	x	x	x	x		x			
3.1.3 Was the results framework revised during the project period? Are monitoring indicators from the revised results framework effective for measuring progress and performance? Is the results framework reflected in the monitoring of the annual work plans (work plan tracking reports) and the overall project workplan?	x	x	x	x	x	x		x			
3.1.4 Was the M&E plan sufficiently budgeted and funded during project preparation and implementation?	x	x	x	x	x	x					
3.1.5 To what extent does the project comply with the progress and financial reporting requirements/ schedule, including quality and timeliness of reports?	x			x		x					
3.1.6 To what extent were monitoring and evaluation reports discussed with stakeholders and project staff? How have the lessons learned from the adaptive management process been documented, shared with and internalized by key partners?	x	x	x	x	x	x	x	x			x
<b>4 Gender equality and mainstreaming</b>											
4.1.1 To what extent were relevant gender issues taken into account in project design?	x	x	x		x	x					

Evaluation questions	National level						Regional and local level				Co-funders
	W W F G E F A g e n c y	M E D D	P M U	F A P B M	W W F M D C O	S C / C O P I L	P r o m o t o r N G O s	D R E D D	L o c a l c o m m u n i t i e s	R e g i o n a l p l a t f o r m s	
Are the indicators well-defined and appropriate? What specific gender responsive measures as per WWF and GEF policies accounted for?											
4.1.2 To what extent were relevant gender issues taken into account in project implementation?	x	x	x		x	x	x	x	x	x	x
<b>5 Stakeholder engagement</b>											
5.1.1 To what extent were the views of all stakeholders involved in the project taken into account during the design phase?	x	x	x	x	x	x	x	x	x	x	x
5.1.2 How did the project consult with and make use of the skills, experience, and knowledge of the appropriate government entities, nongovernmental organizations, community groups, private sector entities, local governments, and academic institutions in the design, implementation, and evaluation of project activities?	x	x	x	x	x	x	x	x	x	x	x
5.1.3 To what extent was the stakeholder implementation plan implemented? Are there stakeholders that are not involved anymore, why?	x	x	x	x	x	x	x	x	x	x	x
<b>6 Safeguards review</b>											
6.1.1 How were safeguards adequately considered during project design? To what extent were measures to address safeguards appropriate, adequate and well-formulated?	x	x	x	x	x	x	x	x			x
6.1.2 To what extent are the identified measures to address safeguards effectively implemented?	x	x	x	x	x	x	x	x	x	x	x
6.1.3. Do you know that the project has a grievance redress mechanism? How do you access it, and have you ever done so?		x	x	x	x	x	x	x	x		
6.1.4 Which additional or unforeseen environmental or social impacts emerge from project activities? What measures are in place to reduce or avoid these? Are they appropriate? To what extent is the risk category/classification still appropriate?	x	x	x	x	x	x	x	x	x	x	x
6.1.5 What are the main lessons learned in terms of safeguards?	x	x	x	x	x	x	x	x	x	x	x

Evaluation questions	National level						Regional and local level				Co-funders
	WWF Agency	MEDD	PMU	FAPBM	WWF MDCO	SC/COPIL	Promotor NGOs	DREDD	Local communities	Regional platforms	
<b>7 Evaluation of rules of conduct in social matters, fraud and corruption</b>											
7.1.1. To what extent have the rules of conduct in social matters, fraud and corruption according to WWF policies and in accordance with the contract between WWF-US and FAPBM been upheld?	x			x							
<b>8 Financing and co-financing</b>											
8.1.1 To what extent does the project benefit from co-financing?	x	x		x							x
8.1.2 Is there any variation between expected and actual co-financing? If there is, what is the explanation? What is their impact on project results?	x	x	x	x		x					x
8.1.4 To what extent are outputs (products) produced profitably or cost-effective? (Was the strategy adopted the most appropriate given the actual situation in the field?)	x			x							
8.1.5 Is there a discrepancy between planned and actual expenditure? Why or why not?	x	x	x	x	x	x	x	x			

## Annex 5: Notes of the Project Steering Committee meeting

PSC date and focus	Recommendations
<p>30.04.2021 (report 30.04.2021)</p> <p>Sub-Committee for the approval of the Financial Monitoring Report Q1Y1</p>	<p>Component 1:</p> <ul style="list-style-type: none"> <li>- the KBA NCG formal implementation workshop to produce technical instruments as deliverables.</li> <li>- PMU, supported by ad hoc PSC to take measures so COVID situation does not impact project progress</li> </ul> <p>Component 4:</p> <ul style="list-style-type: none"> <li>- Harmonize indicators for project sites with M&amp;E</li> <li>- Urgently devise a clear communication strategy before any intervention in the field. The strategy is to defines (1) the coordination of communication for different types of stakeholders (managers, projects, etc.), (2) the different communication channels and their appropriateness for all circumstances, along with the information to be conveyed. The communication strategy must focus on project visibility.</li> </ul>
<p>03.05.2021 (report 21.05.2021)</p> <p>Subcommittee ad hoc 'emergency situation'</p>	<p>Coordination and management</p> <p>For consultancies: determine what work has already been done on the subject and specific in the ToRs the activities, their objective and the methodology to be used</p>
<p>29.07.2021 (report 29.07.2021)</p> <p>half-yearly monitoring of project implementation and validation of the half-yearly technical and financial report</p>	<p>Coordination and management:</p> <ul style="list-style-type: none"> <li>- Extend the monthly coordination meetings between UGPIDAPRNE/WWFIUDCO/FAPBM and involve other technical units if necessary;</li> <li>- translate the PRODOC into French and initiate the corresponding procedure with the GEF to finalize the translation, in order to avoid any interpretation problems that could impact the implementation of the Project.</li> <li>- Resolve the problem with the ministry in charge of strategic resources in a more sustained way compared to previous initiatives: <ul style="list-style-type: none"> <li>o Call for high-level arbitration;</li> <li>o Learn about APEC best practices;</li> </ul> </li> </ul> <p>Component 1:</p> <ul style="list-style-type: none"> <li>- develop proactive activities in relation to KBA</li> <li>- Clearly explain how the PMU will carry out the regional consultation mission for the national implementation plan for the Aichi 11 goal;</li> <li>- Clarification on OECM sub-committee</li> <li>- consider the involvement of Regional Governors for the implementation of the project and the Plan Regional Emergence, in the interests of coherence.</li> </ul> <p>Component 2:</p> <ul style="list-style-type: none"> <li>- ensure studies are based on an ecosystem approach and extend the analyses of governance, contracts and legislation in relation to existing policies or legal frameworks in other sectors (Fisheries, Oil, Decentralization) concerned with the use and management of marine space.</li> </ul> <p>Component 3:</p> <ul style="list-style-type: none"> <li>- ensure ecosystem approach in study on management tools for MPAs/LMMAs, and take existing tools into account</li> </ul> <p>Component 4:</p> <ul style="list-style-type: none"> <li>- align the project's monitoring and evaluation system with that of the MEDD</li> <li>- Urgently develop strategic communication leading to changes in behaviour and attitudes among decision-makers and sectors. It will enable the environment sector to be given priority in high-level platforms.</li> </ul>
<p>5.11.2021 (report 17.11.2021)</p> <p>Subcommittee for approval of the Financial Monitoring Report Q3Y1</p>	<p>Coordination and management:</p> <ul style="list-style-type: none"> <li>- develop a strategy for dealing with Madagascar's frequent political upheavals, making the most of the project's management skills to better meet planning deadlines</li> <li>- ensure an inclusive approach when validating working documents, integrating both vertical (territory) and horizontal (sectors) dimensions, in order to avoid these points becoming blocking factors.</li> <li>- use the expertise in the PMU to achieve more tangible results (e.g. don't resort to a consultant to develop data collection methods and tools for the M&amp;E plan)</li> </ul>

	<p>Component 1:</p> <ul style="list-style-type: none"> <li>- urgently plan discussions and negotiations with the KBA focal points, to obtain more relevant planning and budgeting for Y2 for KBA work. PMU to decide whether it is necessary to either conduct (i) a budget rearrangement or (ii) find co-financing. If it is co-financing, a list of potential PTFs must be drawn up as soon as possible.</li> <li>- Given that Component 1 is essential to the successful completion of the project within the planned timeframe, the PMU needs to identify an approach that will speed up the related scientific processes.</li> </ul>
14.12.2021 (report 10.02.2022)  Approval AWPB Y2	<p>Coordination and management:</p> <ul style="list-style-type: none"> <li>- the presentation of the AWPB situation should focus more on strategic issues related to the commitment to triple the surface area of MPAs.</li> <li>- Ensure collaboration with BCPE and other sectoral ministries using the sea around MSP</li> </ul> <p>Component 1:</p> <ul style="list-style-type: none"> <li>- the MEDD Secretary General to ask the Secretary General of the Government to put the establishment of the KBA National Coordination Group on the agenda of the next Government Council (verbal communication was already submitted to the Prime Minister's Office for approval on 15 October 2021)</li> </ul> <p>Component 2:</p> <ul style="list-style-type: none"> <li>- rearrange budget for SE study to allocate more budget to the evaluation study itself. Consider current and complementary initiatives to avoid duplication, take FAPBM's socio-economic assessment study into account</li> </ul> <p>Component 3:</p> <ul style="list-style-type: none"> <li>- The eligibility criteria for promoters must be clear and feasible.</li> </ul> <p>Component 4:</p> <ul style="list-style-type: none"> <li>- Monitoring-evaluation indicators should be reviewed in a more significant way, for example adoption of the verbal communication by the Government Council;</li> <li>- Co-financed activities have to be better identified and detailed</li> <li>- Communication issues should be strengthened, in particular with regard to indicators and associated ongoing activities, to facilitate monitoring.</li> </ul>
28.01.2022 (report 2.03.2022)  Approval report Y1 and AWPB Y2	<p>Coordination and management:</p> <ul style="list-style-type: none"> <li>- Explain differences between technical and financial achievements, so the PSC can better assess the relationship and provide guidance: Reflect on existing barriers, Improve the estimation of technical and financial realization percentages.</li> <li>- MSP : <ul style="list-style-type: none"> <li>o Organize a meeting between SWOFISII2, BCPE, GEF6-AMPs to define outputs, coordination with ongoing initiatives/projects and to identify the expertise required</li> <li>o Promote the establishment of a system for strengthening collaborations to defend the common SWIOFISH2 and GEF6-AMPs projects at MSP level;</li> </ul> </li> </ul> <p>Component 1:</p> <ul style="list-style-type: none"> <li>- The national action plan Aich 11 is made up of the action plan for tripling the area of MPAs of MPAs and the action plan for the 1 million ha of the project</li> </ul> <p>Component 3:</p> <ul style="list-style-type: none"> <li>- Identify targets for capacity building in Safeguards and develop appropriate courses for each target</li> </ul>
22.04.2022 (report 27.04.2022)  Approval financial monitoring report Q1Y2	<p>Coordination and management:</p> <ul style="list-style-type: none"> <li>- Presentation of results at PSC meetings <ul style="list-style-type: none"> <li>o Better explain the low technical and financial achievement of the project</li> <li>o Identify sub-activities. The presentation of activity completion should highlight not only the estimated resources used (man-days) for each related sub-activity, but also the estimated percentage of completion</li> <li>o Present overview in the form of a diagramme</li> </ul> </li> <li>- Contract processes: <ul style="list-style-type: none"> <li>o The PMU is asked to improve its internal work organization in relation to the delays in validating consultancy reports (governance type assessment) and the recruitment of the Marine Ecology Expert (detect the blockage on CV analysis and then move on to the written test and interview):</li> <li>o improve the drafting of consultancy contracts and ensure that the ratios of each deliverable corresponds to the disbursement levels. In order to evaluate and arbitrate on deliverables and payments to be made in the event of breach of contract. Thus, from now on, consultants recruited and called upon to carry out studies within the Project will be paid according to the evaluation assigned to them by the managers who This point will be stated in black and white in the contract;</li> </ul> </li> </ul>

	<ul style="list-style-type: none"> <li>o The PMU is asked to discuss with its legal expert the case of the contract of the consultant whose final report does not satisfy the recommendations made by the PSC</li> <li>- It is recommended the PSC moves forward with the evaluation of the recruitment files for the Marine Ecology Expert as soon as the submission deadline has passed and half of the members have handed in their assessments. This is to avoid any further delays, given that the Marine Ecological Marine Ecology Expert is one of the key people in carrying out the project's activities.</li> <li>- It's important to rephrase the activities to be undertaken for each component, linking them to the corresponding output. The activity "Recruit an international consultant", for example, should be reworded as "service fees for the support of the support for the KBA Regional Focal Point in the KBA process". The PMU is asked to reformulate in this same style all the activities that have received remarks on wording.</li> </ul>																					
<p>06.05.2022 (report same date)</p> <p>Approval of criteria for sub-grantees under component 3</p>	<p>Component 3: Criteria for the selection of sub-grantees are to be:</p> <ol style="list-style-type: none"> <li>1. Be legally established and have been in existence for at least 5 years</li> <li>2. Have a financial and organizational management system.</li> <li>3. Have a validated PTBA for the current year for the LMMA and AMP to be supported.</li> <li>4. Have a monitoring and evaluation system</li> <li>5. Ability to communicate</li> <li>6. The availability of an exit strategy for LMMA and supported MPA would be an asset. asset</li> <li>7. Grounding and strategy/action plan on LMMAs in the event of bidding for a LMMA grant</li> <li>8. holistic nature: balance between governance, welfare" management</li> </ol>																					
<p>28.06.2022 (report same date)</p> <p>Approval of call for proposals for sub-projects under component 3</p>	<ul style="list-style-type: none"> <li>- Organize call in 2 steps (concept note and full proposal)</li> <li>- Infrastructure only up to 5000 USD to minimize environmental impact</li> <li>- Collect clarification questions and answer in a transparent way so all applicants have the same information</li> <li>- launch a second call in case the first one does not spend all budget</li> <li>- Timeline:</li> </ul> <table border="1" data-bbox="464 1122 1299 1570"> <thead> <tr> <th>Activités /Etape</th> <th>Date prévisionnelle</th> <th>Nombre de jour</th> </tr> </thead> <tbody> <tr> <td>Lancement de l'appel d'offre</td> <td>6/07/2022</td> <td></td> </tr> <tr> <td>Elaboration de la note conceptuelle</td> <td>5/08/2022</td> <td>30</td> </tr> <tr> <td>Evaluation de la note conceptuelle</td> <td>25/08/2022</td> <td>20</td> </tr> <tr> <td>Elaboration de la proposition complète</td> <td>24/09/2022</td> <td>30</td> </tr> <tr> <td>Evaluation de la proposition complète</td> <td>24/10/2022</td> <td>30</td> </tr> <tr> <td>Publication des projets retenus</td> <td>8/11/2022</td> <td>15</td> </tr> </tbody> </table>	Activités /Etape	Date prévisionnelle	Nombre de jour	Lancement de l'appel d'offre	6/07/2022		Elaboration de la note conceptuelle	5/08/2022	30	Evaluation de la note conceptuelle	25/08/2022	20	Elaboration de la proposition complète	24/09/2022	30	Evaluation de la proposition complète	24/10/2022	30	Publication des projets retenus	8/11/2022	15
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<p>29.07.2022 (report same date)</p> <p>Presentation and approval of the half-yearly progress report Y2</p>	<p>Coordination and management:</p> <p>Follow-up from previous recommendations of the PSC:</p> <ul style="list-style-type: none"> <li>- PSC appreciates PMU presenting results and progress in a clearer way in response to remarks made on 22.04.2022.</li> <li>- Periodic exchanges with MMRS are on hold due to the change of staff. A courtesy visit was made to the Secretary General (SG) of the MMRS and the Director General (DG) of Mines to reactivate exchanges. Files relating to the KBA were shared. SG MMRS stressed that the MMRS is ready to continue the collaboration between the two ministries.</li> <li>- A meeting was held between the MEDD's DG of Environmental Governance, the MPEB's Director General of Fisheries and Aquaculture, the MPA Project Coordinator, the SWIOFISH2 Project Coordinator and the WWF MDCO Technical Assistant to discuss the effective implementation of the BCPE. It was stated that the ToRs and the decree creating the BCPE needed to be updated by the</li> </ul>																					

	<p>stakeholders, and these documents were reviewed by the MPA Project team and sent back to the MPEB and the SWIOFISH2 Project.</p> <p>Component 1:</p> <ul style="list-style-type: none"> <li>- Review the framing of the KBA NCG and the OECM working group to get the Council of ministers to put the former onto their agenda (KBA verbal communication was submitted in October 2021, but as it was not included on the Board's agenda, it was never approved). Take the worries of other sectors into account in the re-framing/presentation of these groups</li> </ul> <p>Component 2:</p> <ul style="list-style-type: none"> <li>- social and economic objectives differ from one another if the aim is profit-making or not. The objectives of the study should be revised to ensure that they are clearly formulated, and that they be evaluated with projections to ensure greater tangibility.</li> </ul> <p>Component 4</p> <ul style="list-style-type: none"> <li>- The communication strategy needs to be made operational as the strategic implication of key sectors depends on it (e.g. around the formalization of the KBA NCG and the OECM working group)</li> </ul>
<p>02.11.2022</p> <p>Presentation and approval of the Financial Monitoring Report Q3Y2; approval of the communication strategy; Presentation of the planning of activities Q4Y2</p>	<p>Delays due to the change in methodology following (i) discussions between key stakeholders and (ii) the national context, namely the lack of national expertise in relation to OECMs and the socio-economic assessment of MPAs and LMMAs.</p> <p>Component 4:</p> <ul style="list-style-type: none"> <li>- Communication <ul style="list-style-type: none"> <li>o The overall strategy must meet the expectations and needs of the Malagasy side, despite the donor's directives.</li> <li>o It would be good to have a clear budget for communication</li> <li>o Integrate advice from the MEDD DCSI</li> <li>o message needs to be reformulated in terms of the actions to be taken, and a "call to action" needs to be added to each message. The objective should not focus on tripling PA, but rather on all project activities.</li> <li>o With regard to the message, cross-sector collaboration should be encouraged as biodiversity conservation involves several sectors (e.g. SHP)</li> <li>o need to build on benchmarking with other countries that are carrying out this type of project,</li> <li>o need to step up communications with elected representatives, administrators, local development councils, etc., so that they are more supportive of the causes of sustainable resource management (fishing, extractive industries, etc.).</li> </ul> </li> </ul>
<p>8.02.2023</p> <p>presentation and approval of the annual report for Y2, the presentation and approval of AWPB Y3</p>	<p>Coordination and management:</p> <ul style="list-style-type: none"> <li>- With regard to the change in the PMU's methodology, the COPIL is concerned about its possible impact on certain activities still to be carried out. impact of certain activities on the conduct of activities yet to be undertaken for the remaining three years of the project. The PMU is therefore asked to carry out a three-year projection of all activities still to be carried out.</li> <li>- On the functional relationship of the 4 entities implementing the project (WWF, MEDD, FAPBM, UGP) feedback was requested by the COPIL on its status. That in response FAPBM's Executive Director replied that relations had been good during the year year2.</li> <li>- It is up to the PMU to define the critical path for implementing the activities of the activities, taking into account any constraints that may be encountered. To this end, this approach must be reflected in the establishment of quarterly activities.</li> <li>- In the light of previous experience, the planning of AWPB activities for the next three months of Y3 must now anticipate the risks that could affect each activity. This is to ensure that it is not at the presentation of the annual report. A column for risks and another for related mitigation plans are to be added to the PTBA table.</li> <li>- To make the indicators easier to read and understand, the PMU is asked to add an "expected results" column for planned activities</li> <li>- The PSC recommends that the PMU make sure that the activities planned for year 3 are carried out, so as to avoid the problem of them not being achieved. In the same vein, all "soft" activities linked to scoping must be completed in year 3. At the same time, "hard" activities with a visible impact on the community should be started in year 3 of the project. These include setting up infrastructure, the granting of subsidies, the majority of which are aimed at improving the living conditions of local communities. within the framework of subsidies to existing MPAs/LMMAs.</li> <li>- Submission of a text to the Council of Ministers must be accompanied by a verbal communication. Once this communication has been approved, the Government Council will discuss and validate the draft text.</li> </ul>

	<ul style="list-style-type: none"> <li>- Lobbying activities are necessary to ensure the passage of texts. Thus, the COPIL drew the PMU's attention to this point within the framework of the budgeting of the PTA year3 in order to ensure efficiency. It was stated that a government decision is not general but binding, whereas a regulatory act is general in scope. On the other hand, matters of recognition require a declaration in the form of an authenticated deed endorsed by the authorities.</li> </ul> <p>Component 2:</p> <ul style="list-style-type: none"> <li>- With regard to the regularization of LMMAs, it has been stated via Coordo SWIOFISH2 that the MPEB has no problem with LMMAs, except that the legal framework governing them must be governing them.</li> <li>- the representative of the MIHARI network clarified that a regulatory act recognizing LMMAs should be drawn up, but not a legal framework.</li> <li>- A request from the GEF6 AMP Project for support in the drafting of the MSP text was jointly expressed by representatives of the Ministry in charge of Fisheries and the Ministry of Land Management. In response, the PMU will study the feasibility of the support in light of the Project's budgetary availability.</li> </ul> <p>Component 3:</p> <ul style="list-style-type: none"> <li>- Regarding the "analysis of the socio-economic values of MPAs" activity, the "ToRs developed for the study" indicator is not appropriate for measuring the technical achievement of the activity, which is evaluated at 60%. Instead, the COPIL recommends a much more relevant indicator, i.e. "document on the capitalization of experience in analyzing the socio-economic values of MPAs", which has enabled the ToRs to be drawn up". The indicator should be defined in terms of results, not means not in terms of means (ToRs).</li> <li>- On the development of the METT equivalent tool for LMMAs, it was recommended that the PMU to capitalize on the results of the USAID-funded LMMA performance study USAID, in addition to the documents already consulted. As regards the METT tool to be used for LMMAs, the decision as to its use the COPIL. The COPIL proposes the use of existing tools in relation to the equivalent LMMA METT tool, such as the LMMA performance performance evaluation tool.</li> <li>- As part of the development of the METT equivalent tool for LMMAs, it is recommended that the PMU also make use of the "Competence standard for LMMA managers" document developed by the MIHARI Network.</li> </ul>
<p>19.07.2023</p> <p>Presentation and approval of the half-year report for the first half of 2023</p>	<p>Coordination and management:</p> <ul style="list-style-type: none"> <li>- It is recommended that the PMU follow up retroactively on implementation, and call on the COPIL emergency in the event of stalemate. The PMU must rectify its implementation approaches to be more efficient, and that monitoring aspects need to be strengthened for proper decision-making.</li> <li>- A number of immediate strategic actions: <ul style="list-style-type: none"> <li>o Improvement of the "ToR of the PSC. The improvement concerns two points including (i) the inclusion of the Ministry of Mines and Strategic Resources in the composition, and (ii) the appointment of decision-makers to sit on the COPIL during decision-making meetings</li> <li>o Development of the Aichi 11 National Action Plan, integrating the various sectors to flesh out its content,</li> <li>o MPA Project representation at strategic events such as Blue Economy Cluster meetings, world marine and coastal day celebrations" It is recommended to have strategic communication tools at Cluster meetings.</li> <li>o Presentation of MEDD's policy on the tripling of MPAs and presentation of the of the GEF6-AMP project to the Blue Economy Cluster (scheduled for July 21st)</li> </ul> </li> </ul> <p>Component 4:</p> <ul style="list-style-type: none"> <li>- strategic and visibility communication are urgently needed. DSCI recommended that publications via Facebook and LinkedIn require close collaboration with the MEDD and the Platform of PA Managers. Similarly, setting up and maintaining of the Project's website needs to be closely coordinated with this platform to better coordinate communication actions. Regarding the website, there is dissatisfaction with the work carried out by the consultant. DCSI and its partners are open to all forms of collaboration to to solve the problem.</li> </ul>

## Annex 6: Overview of recommendations formulated during the Project Supervision Missions and the status at MTE

Source document	Challenges identified in document	Management response proposed	Who	When	Status
Management and planning					
1st PRISM (mission 30.03.2022-4.05.2022, report 19.08.2022)		<p>Review of Project Workplan (Year 2- and 5-year workplan) and Results Framework.</p> <p>Request to ensure Results Framework is clear, feasible and useful for the project (e.g. revise or validate indicator targets, tidy, incorporate scorecards, utilize latest template, integrate Gender Action Plan indicators, development of METT adapted tool for LMMAs).</p> <p>Requested that a formal justification for revisions is submitted.</p>	Coordinator	Mid-may 2022	<p>13.06.2022 : PMU sent a revised Workplan and RF – WWF GEF and PMU to review</p> <p>Non-objection WWF GEF August 19, 2022 and submitted to GEF Secretariat with 1st PIR on 20.08.22</p>
1st PRISM	Costs of reaching sites is higher than expected	Consider this is in all activity planning. KBA budget increased as well as budget assessments and establishment of LMMA/OECMs compared to CEO endorsement budget	PMU		Budget redressed in May 2023
1st PRISM	There is currently a backlog for approving new MPAs/LMMAs, this means that while the project plans to submit proposals for new MPA/LMMAs, it's unlikely that the project will be able to directly establish a larger protected network by project close.	consider a no-cost extension if this is needed in order to submit the gazettment documents.	PMU	Not defined	An extension beyond end of 2025 has not been requested yet.
1st PRISM		develop a sustainability/exit plan document to ensure continuation of results (especially in terms of gazettment).	PMU together with promoters	at the end of the project	Not addressed yet
2 <sup>nd</sup> PRISM (27.02 – 03.03.2023, report 18.04.2023)		The agreement will be extended, to show activities ending December 2025 and incorporating a closeout period.	WWF GEF Agency, for signature by FAPBM	End April 2023	The project contract was extended to end of 2025 and includes a phase-out period (see below), in line with the original 5 year design of the project.

2 <sup>nd</sup> PRISM		MEDD will take additional responsibilities in the management of the project, with some delegation of responsibilities going to the Deputy Director for workplan and budget decisions. The project coordinator will increase responsibilities to ensure intersectoral management	DG adj., PMU	Henceforth	Deputy Director led/signed the budget redress exercise
2 <sup>nd</sup> PRISM	Data gathering and documentation for KBA delineation has proven to be more expensive than the indicated budget in the ProDoc.  Shapefiles for OECM recognition are costly	Budget review – Prioritization exercise to be completed In order to ensure that the project is able to cover the cost of all activities crucial to the successful completion of the project.  Explore co-financing possibilities	PMU finance in collaboration FAPBM	End of April 2023	Budget redressed in May 2023  The six-month PPR from July 2023 mentions that an action plan for large scale recognition of OECMs up to 100 000 ha has been developed at PMU level together with MEDD and MIHARI. Réfrigépeche Est has manifested their interest in this large-scale identification exercise. Additionally, the PMU examines whether the component 3 sub-project sites can qualify as OECM. PMU collaborates with WWFMDCO for the mapping of the OECM sites.
2 <sup>nd</sup> PRISM	Potential high PMU operational cost to supervise many sites under component 3	Consider the balance between many proposals to reach 400 000 ha target, or a few proposals that include a large number of ha and are tied to other components to reduce operational costs, when selecting sub-projects for the second call			Too early to tell
2 <sup>nd</sup> PRISM		The COPIL Terms of Reference will be reviewed to ensure the right participation, format of the meetings, and frequency (agreed that the COPIL will meet twice a year instead of four times a year)	PMU, MEDD – in close coordination with WWF MDCO	By May 2023	Suggestion taken to the PSC meeting of 19.07.2023 and PSC recommended to include MMRS, and to have deciding members identified
2 <sup>nd</sup> PRISM		Specified person for taking meeting minutes and writing reports following COPIL meetings	PMU	May 2023	Too early to tell

Coordination					
1st PRISM	Procurement issues between FAPBM and PMU				Relationships fine now according to PSC meeting minutes 8.02.2023
1st PRISM		Coordination meetings between PMU, WWF GEF, FAPBM and WWF MDCO to take place bi-monthly rather than quarterly	WWF GEF	Henceforth	Implemented
2 <sup>nd</sup> PRISM		Adjust timeline for the development/approval of future workplans and budgets <ul style="list-style-type: none"> <li>October – the PMU, WWF MDCO, and FAPBM convene to co-develop the workplan and budget</li> <li>Early November – the workplan and budget is presented to the COPIL and WWF GEF Agency for upstream review (1-2 week review period)</li> <li>Comments are incorporated, led by the PMU in close coordination with WWF MDCO and FAPBM</li> <li>December 1 - no objection is provided by COPIL and WWF GEF Agency</li> </ul>	PMU, WWF MDCO, FAPBM		Too early to tell
Technical implementation					
2 <sup>nd</sup> PRISM		A focal point should be designated for Promoters/sites (under Component 3, and Component 1)	PMU	May 2023	No documentation on whether this has been implemented
2 <sup>nd</sup> PRISM	Majority of proposals under component 3 were focused on income generation	Second call for proposals for Component 3 to ensure an integrated approach – proposals should include effective management activities (demonstrating improvement in the METT score/LMMA-adjusted METT score) so that the project meets the RF and the GEF Core indicator target related to improved management effectiveness	PMU	Prior to second call for proposals for Component 3	
Gender and safeguards					
1st PRISM	Sex-disaggregated participation is not recorded for stakeholder consultations in the first year of the project, leading to a lack of data on	A gender-responsive approach is applied to all levels (national and site level).	PMU Gender and safeguards specialist	Henceforth	No sex-disaggregated data or overview available at MTE

1st PRISM	the participation of men and women, youth by gender and other factors (age, ethnicity) during project related events and engagement with stakeholders	Sex-disaggregated participation to be recorded for all stakeholder engagements and trainings	PMU Gender and safeguards specialist	Henceforth	
2 <sup>nd</sup> PRISM		A sex-disaggregated data collection approach to record progress towards gender mainstreaming and women and men's active participation in the project activities is needed, to be reported in Project Progress Reports	PMU / Tabita	ASAP / ongoing	No reporting on sex-disaggregated data in the 6 month PPR from July 2023
2 <sup>nd</sup> PRISM		<p>The following steps should be taken and documented for all relevant consultancies/outputs (more urgently, for the management toolkit and regulatory text) to ensure GEF requirements on gender and safeguards are met:</p> <ul style="list-style-type: none"> <li>• A screening of activities related to gender/safeguards (to determine if moving forward to step 2).</li> <li>• When appropriate: <ul style="list-style-type: none"> <li>o Specific language on gender/safeguards is included in the TOR of consultancies</li> <li>o Ensure that the methodology used for developing the outputs/deliverables is gender-inclusive where appropriate</li> </ul> </li> </ul> <p>The final deliverables should incorporate/ address social and environmental concerns, and be reviewed by the PMU and WWF GEF for compliance</p>	PMU / Tabita	ASAP	<p>The 6 month PPR from July 2023 reports that:</p> <ul style="list-style-type: none"> <li>- the consultant drafting the legal text for the MPA creation procedure takes gender aspects into account for the procedure</li> <li>- sub-projects under component 3 had a gender analysis and therefore were gender sensitive. Final site selection was also based on gender and safeguard measures</li> </ul> <p>There is however no proof of inclusion of gender consideration in consultancies as none of the ToRs mention gender aspects. There is no proof of feedback to consultants that they have to include the gender dimension (better).</p>
Stakeholder engagement					
1st PRISM		Template for documenting Stakeholder Engagement (for PMU and promoters).	PMU Gender and safeguards specialist	July 2022	<p>Reported in 1<sup>st</sup> PIR: a standard consultation log has been developed and the information is now being collected at meetings/events/etc.</p> <p>The evaluators found no proof of such log being consistently used</p>

					as many reports do not include a participant list.
1st PRISM		Stakeholder engagement should be included as a component of the safeguards training for promoters	PMU Gender and safeguards specialist		It is not clear whether stakeholder engagement was included in the safeguard trainings for promoters. The presentation material includes only gender and safeguards.
2 <sup>nd</sup> PRISM		A simple stakeholder engagement plan is developed for the project as a whole, and included for each sub-project. This should be monitored/reported on in all future Project Progress Reports	PMU / Tabita	ASAP	At the time of the MTE, there was no stakeholder engagement plan available, but only a draft outline of a stakeholders engagement table.
<b>Communication and knowledge management</b>					
1st PRISM	There is no project website Website development needs discussion between GEF focal point and ministry	Establish a website	PMU	As soon as possible	No operational website at the time of the MTE
2 <sup>nd</sup> PRISM		the website needs to be live ASAP to facilitate sharing of information.	PMU Comm	ASAP – by end of April 2023	The crucial role of the project's visibility and communication has been emphasised repeatedly by the PSC since 30.04.2021
1st PRISM	Non-disclosure of reports from consultants and from external relevant entities (repeated in 1 <sup>st</sup> PIR)	list (and link, where possible) all communication and knowledge products developed, in future Project Progress Reports	PMU	Henceforth	No clickable links provided in the 6 month PPR from July 2023.
<b>Financial management</b>					
2 <sup>nd</sup> PRISM		PMC to be adjusted to confirm with GEF requirement of 5% of the total components	Tracey Smith of the WWF GEF Agency to provide guidance on how this should be achieved. PMU finance to work in collaboration with FAPBM to adjust budget and	End of April 2023	The Deputy DG of MEDD oversaw the reorganization of the budget and the adjustment of expenditures accordingly

			revise expenditures to conform with adjusted budget		
2 <sup>nd</sup> PRISM		Cofinancing to be updated to include cumulative totals project to date. Cofinancing updated in the financial reports. Review of projected cofinancing completed to determine if current commitments will be met by project end. Review of complementary activities being executed by other stakeholders to determine if additional cofinancing can be identified.	PMU	End of June 2023	Co-finance letters were available for Y1 and Y2.  At the time of the MTE, there was no document that could show projected co-financing or an overview of complementary activities executed by other stakeholders that could count towards co-financing. The 6 month PPR of July 2023 mentions co-financing possibilities for the MAP extension as well as for the OECM recognition at larger scale.

## Annex 7: Rating classifications

### 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.

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.

### 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.
- **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](#).