

Terminal Evaluation Validation form, GEF Independent Evaluation Office

1. Project Data

Summary project data			
GEF project ID		5674	
GEF Agency project ID		P-Z1-AAF-011	
GEF Replenishment Phase		GEF-5	
Lead GEF Agency (include all for joint projects)		African Development Bank	
Project name		Multinational Lakes Edward and Albert Integrated Fisheries and Water Resources Management (LEAF II)	
Country/Countries		Democratic Republic of Congo, Republic of Uganda	
Region		Africa	
Focal area		International Waters	
Operational Program or Strategic Priorities/Objectives		Objective IW-1: Implementation of agreed Strategic Action Programs (SAPs) incorporates transboundary IWRM principles (including environment and groundwater) and policy/legal/institutional reforms into national/local plans Objective IW-3: Outcome 3.1: Political commitment, shared vision and institutional capacity demonstrated for joint, ecosystem-based management of water bodies and local ICM principles; Outcome 3.3: IW portfolio capacity and performance enhanced from active learning/KM/experience sharing	
Stand alone or under a programmatic framework		Standalone	
If applicable, parent program name and GEF ID		N/A	
Executing agencies involved		Nile Basin Initiative / Nile Equatorial Lakes Subsidiary Action Program Coordination Unit (NELSAP-CU)	
NGOs/CBOs involvement		[Indicate as: Lead executing agency; secondary executing agency; one of the beneficiaries; through consultation]	
Private sector involvement (including micro, small and medium enterprises) ¹		[Indicate as: Lead executing agency; secondary executing agency; one of the beneficiaries; through consultations]	
CEO Endorsement (FSP) /Approval (MSP) date		4/25/2016	
Effectiveness date / project start date		7/1/2016	
Expected date of project completion (at start)		7/1/2021	
Actual date of project completion		3/31/2022	
Project Financing			
		At Endorsement (US \$M)	At Completion (US \$M)
Project Preparation Grant	GEF funding	0.2	0.162
	Co-financing	-	-
GEF Project Grant		8.1	8.1
Co-financing	IA own	16.885	16.107
	Government	-	3.327
	Other multi- /bi-laterals	6.54	0.228
	Private sector	-	-
	NGOs/CBOs	-	-
	Other	-	-
Total GEF funding		8.3	8.26

¹ Defined as all micro, small, and medium-scale profit-oriented entities, including individuals and informal entities, that earn income through the sale of goods and services rather than a salary. ([GEF IEO 2022](#))

Total Co-financing	23.425	19.662
Total project funding (GEF grant(s) + co-financing)	31.725	27.922
Terminal evaluation validation information		
TE completion date	May 2022	
Author of TE	Not indicated	
TER completion date	8/16/2023	
TER prepared by	Emanuele Bigagli	
TER peer review by (if GEF IEO review)	Mariana Vidal Merino	

Access the form to summarize key project features here: <https://www.research.net/r/APR2023>.

2. Summary of Project Ratings

Criteria	Final PIR	IA Terminal Evaluation	IA Evaluation Office Review	GEF IEO Review
Project Outcomes	N/A	S		S
Sustainability of Outcomes		L		L
M&E Design		HS		S
M&E Implementation		HS		S
Quality of Implementation		HS		S
Quality of Execution		HS		S
Quality of the Terminal Evaluation Report				S

3. Project Objectives and theory of change

3.1 Global Environmental Objectives of the project:

The objective of the project was to ensure Sustainable development, management and utilization of the shared water and fisheries resources of the Lakes Edward and Albert Basin (TE, p. 1).

The PPR (p.33) further elaborates on the global environmental benefits as (i) Multi-state cooperation to reduce threats to international waters —formulating legal and institutional structures and capacity to facilitate these actions; (ii) Reduced pollution load in international waters from nutrient enrichment and other land-based activities—through catchment based management (iii) Restored and sustained freshwater, ecosystems goods and services (through fisheries information systems, bilateral MCS etc.), including globally significant biodiversity, as well as maintained capacity of natural systems to sequester carbon; and (iv) Reduced vulnerability to climate variability and related risks, and increased ecosystem resilience, through improved water resources information systems.

3.2 Development Objectives of the project:

The Project Development Objective is “to sustainably utilize the fisheries and allied natural resources of the Lakes Edward and Albert Basin through harmonized legal framework and policies” (TE, p. 5).

3.3 Were there any **changes** in the Global Environmental Objectives, Development Objectives, or project activities during implementation? What are the reasons given for the change(s)?

None reported.

3.4 Briefly summarize project’s theory of change – describe the inputs and causal relationships through which the project will achieve its long-term impacts, key links, and key assumptions.

- **Problem:** poverty and deterioration of the natural resources base and environmental degradation, worsened by political instability and food insecurity; problems in fisheries resources development and management: (i) un-harmonized policy and regulatory frameworks for fisheries management; (ii) inadequate knowledge of the status of fish stocks; (iii) loss of biodiversity; (iv) inadequate facilities for seed multiplications and artificial propagation for restocking and stock enhancement; (5) improper and un-gazetted breeding/nursery grounds.

- Strategy: (i) Fisheries resources development and management; (ii) Integrated water resources management.
- Outcomes: (1) sustainable utilization of fisheries and allied natural resources of the Lakes Edward and Albert Basin through harmonized legal framework and policies; (2) enhanced women’s access to resources.
- Impacts: poverty reduction; sustainable livelihoods for local communities; global environmental benefits.

4. GEF IEO assessment of Outcomes and Sustainability

Please refer to the GEF Terminal Evaluation Review Guidelines for detail on the criteria for ratings.

The outcome ratings (relevance, effectiveness, efficiency, and overall outcome rating) are on a six-point scale: Highly Satisfactory to Highly Unsatisfactory. The sustainability rating is on a four-point scale: Likely to Unlikely.

Please justify the ratings in the space below each box.

4.1 Relevance	HS
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The TE rates relevance as Highly Satisfactory, and this review concurs. The project was highly relevant to GEF, AfDB, and national priorities and plans; it was well-designed, with proper implementation arrangements.

The project is aligned with GEF priorities in promoting climate resilience, the AfDB Ten Year Strategy 2012-2022 on inclusive and green growth, and its Strategy for Addressing Fragility and Strengthening Resilience in Africa 2014-2019 (TE, p. 13). It is consistent with the Nile Basin Initiative (NBI) shared vision and the NELSAP Strategic Plans 2012-2016 and 2017-2023 on the eradication of poverty, economic growth, and reversal of environmental degradation in the Nile Equatorial Lakes region. The project was also consistent with Intergovernmental Authority on Development (IGAD)’s Environment and Natural Resources Strategy, and the agricultural and environmental policies of the Economic Community of Central African States (ECCAS), RAMSAR, UNFCCC, the Convention on Biological Diversity, and the FAO Code of Conduct for Responsible Fisheries.

At national level, the project is in line with the needs of the communities (TE, p. 12). More in detail, it is consistent with the Uganda Vision 2040, the National Development Plan III 2020-2025, National Adaptation Programs of Action (NAPA) (2007), Intended Nationally Determined Contribution (INDC) (2015) and other sectoral strategies and policies. In DRC, it is consistent with the 2017-2050 National Strategic Plan for Development (PNSD; TE, p. 13).

The project was well-designed, with proper implementation arrangements, and a clear delineation and explanation of institutional responsibilities. The choice of a decentralized implementation approach allowed each entity to fully own the project and be more accountable and effective (TE, p. 13).

4.2 Coherence	HS
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The TE does not rate coherence, and this review rates it as Highly Satisfactory. The project was tightly connected with the previous LEAF I project, with solid internal coherence.

The project was a follow-up of the closed LEAF I project, which engaged various stakeholders and led to the preparation of different investment options. The project directly engaged all the key stakeholders, ensuring an active participation of the direct beneficiaries through public consultations and interactions (TE, p. 13). The activities, outputs and outcomes of the project are properly linked and are envisaged to contribute to the achievement of the project development objective (TE, p. 22).

4.3 Effectiveness	S
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The TE rates effectiveness as Satisfactory, and this review concurs. The project achieved almost all the set targets, and achieved all the outputs across the 2 Components.

The project satisfactorily achieved the expected outcomes, although not all the targets of the outcome indicators were achieved (TE, p. 14). For Outcome 1, the indicator of the average catch per unit effort was achieved at 70.2% for Lake Albert and 89.2% for Lake Edward; the percentual reduction in the use of illegal fishing systems was achieved only in relation to the number of illegal gears in both lakes, while the targets for the number of fishing boats and fishers were not fully achieved; and the rate of catch of other fish species was actually lower (set target: 25% increase). For Outcome 2, the target of 70% of women benefiting from alternative livelihood options was not achieved, as 60% of women actually benefitted from the alternative livelihood options of goat rearing.

The majority of the expected physical outputs were fully achieved, and some of them exceeded the set targets (TE, p. 7). More details are as follows:

Component 1. Fisheries resources development and management. All the outputs of this component were achieved. Under Output 1, the legislative and policy provisions in fisheries and aquaculture, which were adopted by both countries, were harmonized. Moreover, the two countries signed a bilateral fishing agreement to support joint sustainable fisheries resources management, and a bilateral communiqué establishing a regional fisheries organization. As for Output 2, fully equipped patrol boats were in place; a regional strategy and action plan on LEA-MCS was adopted; and surveillance operations were undertaken. Under Output 3, two catch assessment surveys and standardized frame surveys were conducted; estimates of aquaculture potential were performed; and a regional fisheries information management system was established for each lake. Under Output 4, fish breeding areas were identified, characterized and delineated. Under Output 5, the share of total volume of fish traded by women was exceeded (165% for Lake Edward against a target of 33%, and 25% for Lake Albert against a target of 5%), and 717 people from Beach Management Units were trained, 53.4% of which were women. Finally, under Output 6, the targets set for people trained in business skills and alternative livelihoods, for people given access to alternative livelihoods and jobs, and for the number of start-up enterprises established for alternative livelihoods, were all reached.

Component 2. Integrated water resource management. All the outputs of this component were achieved. Under Output 7, the developed Integrated Basin Management Plan included a Strategic Investment Plan, a basin situational analysis and report, the design of permanent transboundary basin organization, seven thematic investment sub-plans, a basin water resources management and planning model, a natural resource database, and a web-based information management system. Moreover, under Output 8, an optimal basin water quantity and monitoring network was identified, and a water quality sampling manual/protocol was agreed; two fully equipped mobile water quality laboratories were delivered, and training of 30 experts in operation and maintenance was conducted; and two bathymetrical/hydrographical surveys were completed. Under Output 9, three catchment-based water resources organizations and related management plans were developed; and under Output 10, a regional integrated aquatic weed management plan was developed as part of the integrated Basin Management Plan.

4.4 Efficiency	s
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The TE rates efficiency as Satisfactory, and this review concurs. The project used almost all the GEF funds, although it experienced some delays due to weak management, which entailed 2 no-cost extensions for 9 months in total.

The grant was almost fully disbursed (99.2%), with the remaining funds expected to be utilized for the payment of the external audit. Some delays were experienced at project start (TE, p. 16), due to: (1) some inconsistencies between project cost tables, appraisal document and financing agreements, which required a harmonization of work plans and budgets, resulting in a 3-months implementation delay; (2) Frequent changes in AfDB Task Managers, with new ones requiring significant time to familiarize themselves with the project; (3) significant delays in AfDB approvals for procurement and disbursement in the first 2 years, which were eliminated in the second part of project implementation. Two no-cost extensions of the project closure date of 9 months in total were granted, mainly because of implementation delays resulting from the persistent effects of COVID-19, Ebola, insecurity in some parts of the project areas and related delays in the implementation of activities (TE, p. 16).

4.5 Outcome	s
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The TE rates outcomes as Satisfactory, and this review concurs. The project was highly relevant and coherent, and achieved almost all the set targets, although with some delays.

The two countries acknowledged the significant benefits and results of the project (TE, p. 21).

Environmental impacts. The TE does not report any environmental impacts of the project.

Socioeconomic impacts. The project had two specific impact indicators to measure the achievement of its global development objective, “poverty reduction and sustainable livelihoods for local communities and global environmental benefit”: (i) National Poverty Rate and (ii) Food Security Status (TE, p. 20). The national poverty rate was expected to be reduced from a baseline value of 71% and 19.5% of people below US\$ 1.25 PPP/day in the Democratic Republic of Congo and in Uganda, respectively, to an expected end

target of 60% and 15%. The food security status was expected to be improved from a baseline value of 75% and 65% of food insecure people in the Democratic Republic of Congo and Uganda, respectively, to 59% and 45%. However, the TE notes that these targets were unlikely to be achieved because of the limited demographic coverage of the project (400,000 beneficiaries out of a total project area population of 16 million) and that, hence, the contribution of the project to the global development objective was insignificant (TE, p. 21). Despite this, the project had significant social and economic impacts. More in detail, it improved security on both lakes due to project-supported regional and national lake patrols, and enforcement efforts (TE, p. 21)

Enabling conditions. The project contributed to the building and strengthening of the legal and policy framework and the bilateral cooperation between the two countries, as well as the capacity building of staff and professionals. This included the following achievements: the signing of a bilateral binding agreement for sustainable fisheries; the establishment and operationalization of the LEA-FAO bilateral fisheries organization; the improvement of bilateral cooperation and lake conflict resolution mechanisms between the two countries; the formation and strengthening of professional collaboration networks between the two countries; the strengthening of data collection mechanisms and the generation of new knowledge on fisheries resources and aquaculture, water resources management, maritime operations, etc.; the transfer of knowledge and technology on alternative livelihoods, improved fish handling and processing, operation of patrol boats, delivery of mobile water quality laboratory equipment, etc.; and the creation of a strong sense of national ownership of shared resources (TE, p., 21).

Unintended impacts. The TE does not report any unintended impacts of the project.

4.6 Sustainability	L
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The TE rates sustainability as Likely, and this review concurs. There are few or no risks to project sustainability, and it is likely that the project benefits will be sustained in the future.

The TE (p. 16) notes that there are few or no risks to project sustainability. Based on the high project benefits, the two countries recommended funding a follow-up project (LEAF Phase III), for which formal commitment letters and a concept note were submitted to AfDB (TE, p. 20).

Financial. Although specific steps were not in place during project design, the TE (p. 17) notes that the following actions will ensure the financial sustainability of the project: (1) the preparation of a long-term Basin Strategic Investment Plan, approved by both countries, through which potential future investments were identified in priority thematic areas, prioritized and sequenced over a 30-year period. This plan will be used for financial resources mobilization to implement and monitor identified sub-projects within the Basin; (2) the leadership by national ministries and agencies that will remain responsible for implementing any downstream activities dependent on completed project activities; (3) the establishment and operationalization of a permanent bilateral fisheries organization, the Lakes Edward and Albert Fisheries and Aquaculture Organization (LEA-FAO), funded, owned and coordinated by the two countries.

Sociopolitical. The project built only small-scale infrastructure, such as fish landing sites, feeder roads, fisheries research stations, lake surveillance stations, a water quality laboratory and office block in

Uganda, and water and sanitation facilities. As such, the TE (p. 19) considers that the social and environmental impacts of these infrastructure were not significant and effectively managed.

Institutional framework and governance. The TE (p. 18) notes that the institutional set-up and capacities, based on the establishment of the LEA-FAO, which will lead the coordination, financial mobilization, and implementation of cross-border fisheries actions, are sufficient to ensure the continued institutional sustainability of the project.

Environmental. As explained above for social risks, the TE (p. 19) notes no environmental risks to project sustainability.

5. Processes and factors affecting attainment of project outcomes

Before describing the factors, you may choose to summarize reported outcomes and sustainability here: <https://www.research.net/r/APR2023>.

5.1 Co-financing. To what extent was the reported co-financing essential to the achievement of GEF objectives? If there was a difference in the level of expected co-financing and actual co-financing, what were the reasons for it? Did the extent of materialization of co-financing affect project's outcomes and/or sustainability? If so, in what ways and through what causal linkages?

The TE (p. 26) reports a total co-financing mobilized of UA 15 million from the AfDB (corresponding to about US\$ 16.1 million, an in-kind contribution of NELSAP/NBI of US\$ 0.2 million, and a contribution from the Government of Uganda of US\$ 3.3 million. However, the TE does not indicate the reasons for the discrepancy of funding mobilized against the amounts indicated in the Project Document, nor how the extent of materialization of such amount affected project outcomes and sustainability.

5.2 Project extensions and/or delays. If there were delays in project implementation and completion, then what were the reasons for it? Did the delay affect the project's outcomes and/or sustainability? If so, in what ways and through what causal linkages?

Two no-cost extensions were granted, for a total of 9 months, mainly because of implementation delays resulting from the persistent effects of COVID-19, Ebola, insecurity in some parts of the project areas and related delays in the implementation of activities (TE, p. 16). These extensions allowed an increase in the rate of implementation and achievement of outputs and outcomes.

5.3 Stakeholder ownership. Assess the extent to which stakeholder ownership has affected project outcomes and sustainability. Describe the ways in which it affected outcomes and sustainability, highlighting the causal links.

Partnerships with other regional organizations, such as the Lake Victoria Fisheries Organization (LVFO) and the Greater Virunga Transboundary Collaboration (GVTC), were formed and maintained from the beginning of project implementation to ensure long-term project support, ownership and experience exchange. It is expected that these collaborations will go beyond the project's timeline because they are mainstreamed into government structures of the two countries. In parallel, active partnerships were maintained with national fisheries research agencies (NaFIRRI of Uganda, and SENADEP in the Democratic

Republic of Congo) and other national agencies and departments. In particular, the establishment of the LEA-FAO is expected to ensure the long-term sustainability of partnerships (TE, p. 18).

5.4 Other factors: In case the terminal evaluation discusses other key factors that affected project outcomes, discuss those factors and outline how they affected outcomes, whether positively or negatively. Include factors that may have led to unintended outcomes.

Some challenges emerged during implementation, including: intermittent insecurity in some parts of the project area; the COVID-19 pandemic; and the sporadic emergence of other deadly diseases like Ebola, Congo cranium hemorrhagic, cholera, and yellow fever in some parts of the project area. These entailed delays in the realization of activities and two no-cost extensions of the project. Despite these problems, the outputs performance indicates very good progress towards the achievement of the project development objective (TE, p. 12).

6. Assessment of project's Monitoring and Evaluation system

Ratings are assessed on a six point scale: Highly Satisfactory to Highly Unsatisfactory.

Please justify ratings in the space below each box.

6.1 M&E Design at entry	S
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The TE rates M&E design as Highly Satisfactory, and this review rates it as Satisfactory. The M&E plan was well-designed, with clear roles, timing and budget, and relevant indicators, although the targets set for 2 indicators of the global development objective were too high and unrealistic.

The Project Document established a well-planned and appropriate M&E plan (TE, p. 22), with clear roles and responsibilities, timing, and budget, including also indicators to monitor the achievement of project outcomes. However, it included no baseline information for some Outcome indicators, i.e., Average Catch Per Unit Effort (CPUE), % reduction in the use of illegal fishing system, % Catch of other fish species, and % of increased resources allocated to women. This was because no known and reliable data existed before the project, and baselines were determined only during project implementation by undertaking scientific studies (TE, p. 7).

Performance indicators and targets included in the project's results framework were relevant to measure the effectiveness and timely implementation of project activities, outputs and immediate outcomes (TE, p. 23). However, the targets set for the two indicators of the global development objective, i.e., national poverty status and food security, were too high and unrealistic, given the limited demographic scope of the project, i.e., 400,000 beneficiaries over a population in the area of 16 million (TE, p. 20).

6.2 M&E Implementation	S
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The TE rates M&E implementation as Highly Satisfactory, and this review rates it as Satisfactory. Based on the limited amount of information available, the M&E plan was implemented as expected, without salient weaknesses.

The evaluation of the M&E implementation by the TE is quite brief. M&E implementation was managed by a semi-independent branch of NELSAP-CU. The MTR was conducted after three years of project implementation, as planned, and included recommendations that were addressed by the project management (TE, p. 24).

7. Assessment of project implementation and execution

Quality of Implementation rating is based on the assessment of the performance of GEF Agency(s). Quality of Execution rating is based on performance of the executing agency(s). In both instances, the focus is upon factors that are largely within the control of the respective implementing and executing agency(s). A six-point rating scale is used (Highly Satisfactory to Highly Unsatisfactory), or Unable to Assess.

Please justify ratings in the space below each box.

7.1 Quality of Project Implementation	S
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The TE rates project implementation as Highly Satisfactory, and this review rates it as Satisfactory. Project implementation fulfilled the expectations, although with some weaknesses and shortcomings, only some of which were addressed.

The AfDB had a flexible and proactive approach, providing timely responses and guidance for different issues. The introduction of the Bank’s online Client Connection for disbursement also helped reduce project delays. Moreover, the AfDB successfully addressed the delays at project start-up due to inconsistent project documents, as well as the delays in procurement and disbursement approvals during the first two years of the project, by streamlining its turnaround times. The AfDB held three supervision missions for the NELSAP regional component. Three Task Managers were assigned to the NELSAP component throughout the project duration; this fairly high turnover often caused some delays because each new Task Manager took time to understand the project. The Bank’s assigning of separate Task Managers to each Project Implementation Unit (of the Democratic Republic of Congo, Uganda and NELSAP) was found to be inefficient due to limited internal coordination between them. The efficiency of the 3 Task Managers of the three centers was also different, delaying the progress of some Project Implementation Units relative to others. The AfDB supervised the project three times in the first four years of implementation; supervision and follow-up were strengthened to at least twice per year, following the recommendations provided by the MTR.

7.2 Quality of Project Execution	S
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The TE rates project execution as Highly Satisfactory, and this review rates it as Satisfactory. The performance of the executing agency met the expectations, without salient weaknesses.

The NBI/NELSAP led the implementation of regional project activities including, among others, (i) providing technical support in activity implementation and overall coordination, (ii) coordinating the harmonization of procedures and strategies, (iii) monitoring and reporting on overall project progress, (iv) maintaining constant liaison with national implementing institutions and the Bank, and (v) sharing

information on good practices, etc. The national project components were led and implemented by the national project implementation units, which are integrated within existing Government institutional structures and systems (TE, p. 17).

Procurement was performed following the AfDB rules and procedures. The accounting system of NELSAP conformed to the financing agreement as well as the NELSAP's Finance and Administration Manual. Quarterly financial reports were timely submitted to AfDB, and annual audits were carried out regularly (TE, p. 25). A regional project steering committee was established to provide strategic guidance; it met at least once a year and reviewed project progress, approved project annual work plans and budgets, and provided strategic and policy guidance. The TE (p. 25) evaluates it as effective and timely in its function and support.

8. Lessons and recommendations

8.1 Briefly describe the key lessons, good practices, or approaches mentioned in the terminal evaluation report, including how they could have application for other GEF projects. Lessons must be based on project experience.

The TE (p. 29) identified the following lessons:

- The project underscored the importance of the role of the NBI/NELSAP as the regional executing agency to the transboundary cooperation between Uganda and DRC, by bringing together both states to develop and implement projects for the mutual benefit of their people and the region, and by making it possible to have a common/harmonized approach to tackling the issues central to the LEA basin. In particular, it was possible to share lessons and adapt implementation based on the knowledge sharing coordinated by NBI/NELSAP.
- At project preparation and appraisal, there were gaps in availability of some baseline data for the Outcome indicators, although these were later obtained through scientific studies during project implementation. Where possible, baseline information should be collected at project appraisal, to enable tracking of change in all key performance indicators at start and end of a project.
- It is important to have accurate gender baseline information at appraisal, and to continuously collect key gender-related information throughout project implementation. Consistent monitoring and reporting on gender actions and impact should also be ensured during implementation.
- The Project implementation showed that a strong sense of national ownership of the shared resources (of the fisheries, water resources, etc.) is a key ingredient for sustainability.
- Effective implementation and sustainability of project activities beyond the project timeline requires capable and strong institutions. In this regard, during implementation and beyond, capacity gaps should be identified and filled (through institutional capacity development), to ensure institutional sustainability and to secure the project's results and impacts.
- NELSAP actively encouraged local/national agencies or consultants to undertake several of the project research work and some technical studies. This approach proved successful, strengthened national institutional and technical capacities; increased project buy-in, ownership and support;

and boosted the sustainability of the project results. It also improved project effectiveness and implementation efficiency.

8.2 Briefly describe the recommendations given in the terminal evaluation.

The TE (p. 30) proposes the following recommendations:

- In order to maintain the positive project benefits and results, both Governments should continue monitoring, evaluating, operating and maintaining them, to ensure their sustainability and reaping of their societal rewards beyond the project's timeline. This, thus, requires allocating of some funds towards this endeavour.
- Effective implementation of project activities and ensuring their continuity beyond the project timeline requires capable and strong institutions. In this regard, during implementation and beyond, capacity gaps should be identified and filled (through institutional capacity development), to ensure institutional sustainability and to secure the project's results and impacts.
- For such multi-sectoral and multinational projects, establishing and maintaining partnerships and synergies with key stakeholders and actors is very critical and cannot be underscored. This helps improve project ownership, tap into institutional strengths and capabilities of other stakeholders, reduces duplication of activities and helps optimise the required resources and synergies for the project. These partnerships can also be leveraged to attract additional financial resources to improve the project impact.
- An elaborate project exit and sustainability strategy should be developed at appraisal, as done by the project that delivered several positive results and benefits, which were anchored in existing Government structures to ensure continuity and sustainability of the outputs and outcomes. The project exit and sustainability strategy included actively involving all key stakeholders throughout the project implementation, and aligning all activities to their relevant line Ministries and agencies, in order to allow for smooth continuity at project exit.
- Since the project was implemented by three centres and some activities were interlinked and sequenced across them, a delay by one centre would occasionally spill into delays for another centre. Since the Task Managers were different for each PIU, this also slowed the required remedies to such delays. To avoid such interdependent delays, it is recommended that each multinational project is headed by a lead TM who can be deputised by alternate TMs as required.

9. Quality of the Terminal Evaluation Report

Before rating the quality of the terminal evaluation, click here to summarize your observations on the sub-criteria: <https://www.research.net/r/APR2023>.

A six-point rating scale is used for each sub-criteria and overall rating of the terminal evaluation report (Highly Satisfactory to Highly Unsatisfactory)

Criteria/indicators of terminal evaluation quality	GEF IEO COMMENTS	Rating
1. Timeliness: terminal evaluation report was carried out and submitted on time?	The TE was conducted within 6 months from project end	HS
2. General information: Provides general information on the project and evaluation as per the requirement?	The TE provides GEF project ID, lists the executing agencies, and specifies key project milestones and GEF environmental objectives; it does not list the evaluators that conducted the evaluation	S
3. Stakeholder involvement: the report was prepared in consultation with – and with feedback from - key stakeholders?	The TE does not identify the key stakeholders, nor does it specify whether or not their feedback on the draft report was sought	U
4. Theory of change: provides solid account of the project's theory of change?	The TE includes only a reference to the project's logical framework, and describes the objective, outcomes and impact of the project, without discussing in depth the causal links to achieve intended impact and without presenting the assumptions of the theory of change	MU
5. Methodology: Provides an informative and transparent account of the methodology?	The TE lists the documents reviewed, without including information on interviewees; it describes project sites and activities, but does not describe the tools and methods used nor the limitations of the evaluation	U
6. Outcome: Provides a clear and candid account of the achievement of project outcomes?	The TE provides a clear and full account of project relevance to GEF, country priorities, and of project design, and of project performance on all outcome targets; it discusses factors that affected their achievement, and reported on timeliness and efficiency	HS

7. Sustainability: Presents realistic assessment of sustainability?	The TE presents a full assessment of project sustainability, including risks, their likelihood and effects, and an overall rating	HS
8. M&E: Presents sound assessment of the quality of the M&E system?	The TE thoroughly assesses M&E design, and succinctly describes its implementation; it does not indicate whether information from the M&E was used for project management	MS
9. Finance: Reports on utilization of GEF funding and materialization of co-financing?	The TE reports on the mobilization and use of GEF funds and of co-financing, including their amount and type; it does not discuss reasons for differences from the amounts indicated in the project document, nor how these affected the achievement of project results	MS
10. Implementation: Presents a candid account of project implementation and Agency performance?	The TE gives a rating for both the implementing and executing agency; however, it discusses only the performance of the executing agency, including challenges and how these were addressed, and not that of the implementing agency (AfDB)	U
11. Safeguards: Provides information on application of environmental and social safeguards, and conduct and use of gender analysis?	The TE reported on the implementation of environmental and social safeguards, and on the conduction of the gender analysis and the implementation of related actions	HS
12. Lessons and recommendations are supported by the project experience and are relevant to future programming?	The TE presents lessons supported by project experience and discusses their applicability; it reports recommendations including content and action taker	HS
13. Ratings: Ratings are well-substantiated by evidence, realistic and convincing?	Ratings are supported with sufficient and credible evidence, apart from the rating of the implementing agency (AfDB) for which only a rating was included, with no supporting evidence	S
14. Report presentation: The report was well-written, logically organized, and consistent?	The TE is written in English; it is easy to read, well-structured and consistent, and makes good use of tables and charts	HS
Overall quality of the report		S

10. Note any additional sources of information used in the preparation of the terminal evaluation report (excluding PIRs, TEs, and PADs).

ANNEX 1. GEF IEO THEORY OF CHANGE FRAMEWORK

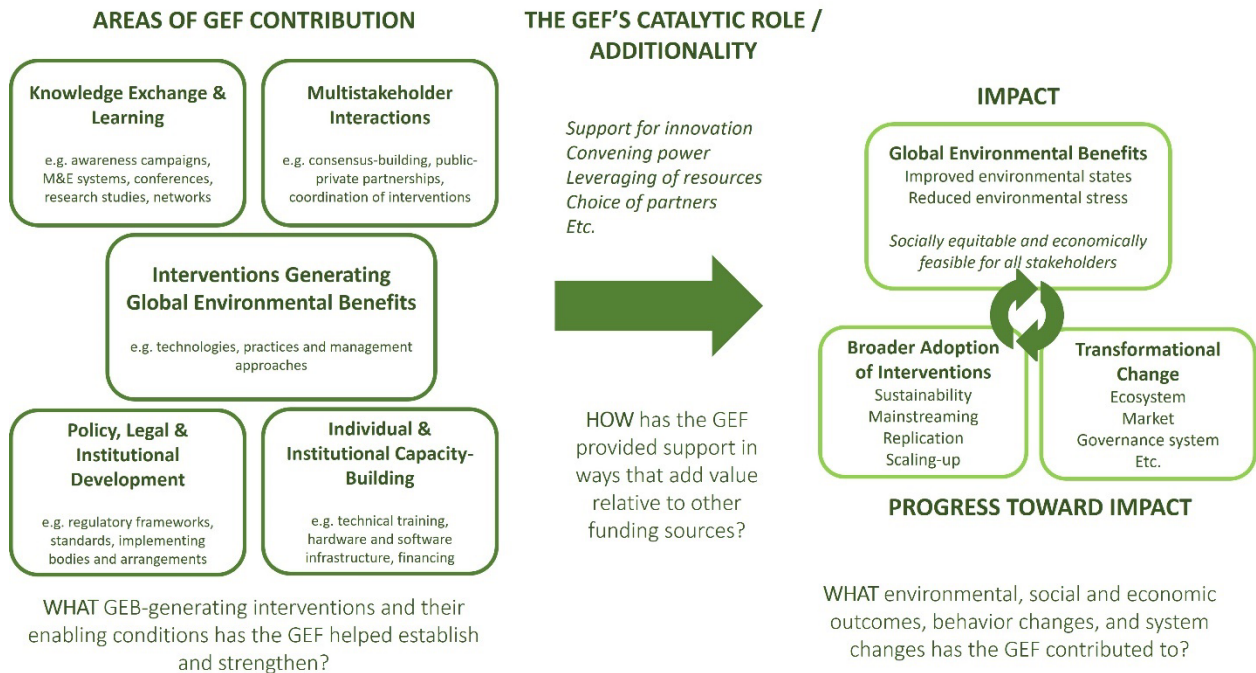


Figure 1. The GEF IEO's updated Theory of Change Framework on how the GEF achieves impact

The general framework for the GEF's theory of change (figure 1) draws on the large amount of evaluative evidence on outcomes and impact gathered over the years by the GEF Independent Evaluation Office. The framework diagram has been updated to reflect the IEO's learning since OPSS (GEF IEO 2014, p. 47-50) about how the GEF achieves impact, as well as the evolution of the GEF's programming toward more integrated systems-focused and scaled-up initiatives.

The framework outlines the three main areas that the IEO assesses in its evaluations: a) the GEF's contributions in establishing and strengthening both the interventions that directly generate global environmental benefits, and the enabling conditions that allow these interventions to be implemented and adopted by stakeholders, b) the GEF's catalytic role or additionality in the way that the GEF provides support within the context of other funding sources and partners, and c) the environmental, social and economic outcomes that the GEF has contributed to, and the behavior and system changes that generate these outcomes during and beyond the period of GEF support.

The circular arrow between impact and progress toward impact, as before, indicates how bringing about positive environmental change is an iterative process that involves behavior change (in the form of a broader group of stakeholders adopting interventions) and/or systems change (which is a key characteristic of transformational change). These three areas of change can take place in any sequence or simultaneously in a positively reinforcing cycle, and are therefore assessed by the GEF IEO as indicators of impact.

Assessing the GEF’s progress toward achieving impact allows the IEO to determine the extent to which GEF support contributes to a trajectory of large-scale, systemic change, especially in areas where changes in the environment can only be measured over longer time horizons. The updated diagram in particular expands the assessment of progress towards impact to include transformational change, which specifically takes place at the system level, and not necessarily over a long time period.

The updated diagram also more explicitly identifies the link between the GEF’s mandate of generating global environmental benefits, and the GEF’s safeguards to ensure that positive environmental outcomes also enhance or at the very least do not take away from the social and economic well-being of the people who depend on the environment. Thus the IEO assesses impact not only in terms of environmental outcomes, but also in terms of the synergies and trade-offs with the social and economic contexts in which these outcomes are achieved.

ANNEX 2. DEFINITION OF TERMS

Intervention	Any programmatic approach, full-sized project, medium-sized project, or enabling activity financed from any GEF-managed trust fund, as well as regional and national outreach activities. In the context of post-completion evaluation, an intervention may consist of a single project, or multiple projects (i.e. phased or parallel) with explicitly linked objectives contributing to the same specific impacts within the same specific geographical area and sector. https://www.gefio.org/evaluations/gef-evaluation-policy-2019
Activity (of an intervention)	An action undertaken over the duration of an intervention that contributes to the achievement of the intervention’s objectives, i.e. an intervention is implemented through a set of activities. E.g. training, (support to) policy development, (implementation of) management approach.
Outcome	An intended or achieved short- or medium-term effect of a project or program’s outputs. https://www.gefio.org/evaluations/gef-evaluation-policy-2019
Impact	The positive and negative, primary and secondary long-term effects produced by a project or program, directly or indirectly, intended or unintended. https://www.gefio.org/evaluations/gef-evaluation-policy-2019
Environmental outcomes	Changes in environmental indicators that could take the following forms: <ul style="list-style-type: none"> • Stress reduction: reduction or prevention of threats to the environment, especially those caused by human behavior (local communities, societies, economies) • Environmental state: biological, physical changes in the state of the environment http://www.gefio.org/sites/default/files/ieo/evaluations/ops5-final-report-eng.pdf
Social and economic outcomes	Changes in indicators affecting human well-being at the individual or higher scales, e.g. income or access to capital, food security, health, safety, education, cooperation/ conflict resolution, and equity in distribution/ access to benefits, especially among marginalized groups.
Synergies	Multiple benefits achieved in more than one focal area as a result of a <i>single intervention</i> , or benefits achieved from the interaction of outcomes from at least two separate interventions in addition to those achieved, had the interventions been done independently.

	http://www.gefio.org/evaluations/evaluation-multiple-benefits-gef-support-through-its-multifocal-area-portfolio-map-2016
Trade-offs	A reduction in one benefit in the process of maximizing or increasing another benefit. http://www.gefio.org/evaluations/evaluation-multiple-benefits-gef-support-through-its-multifocal-area-portfolio-map-2016
Broader adoption	The adoption of GEF-supported interventions by governments and other stakeholders beyond the original scope and funding of a GEF-supported intervention. This may take place through sustaining, replication, mainstreaming, and scaling-up of an intervention and/or its enabling conditions (see definitions below). http://www.gefio.org/sites/default/files/ieo/evaluations/ops5-final-report-eng.pdf
Sustainability	The continuation/ likely continuation of positive effects from the intervention after it has come to an end, and its potential for scale-up and/or replication; interventions need to be environmentally as well as institutionally, financially, politically, culturally and socially sustainable. https://www.gefio.org/evaluations/gef-evaluation-policy-2019
Replication	When a GEF intervention is reproduced at a comparable administrative or ecological scale, often in different geographical areas or regions. http://www.gefio.org/sites/default/files/ieo/evaluations/ops5-final-report-eng.pdf
Mainstreaming	When information, lessons, or specific aspects of a GEF initiative are incorporated into a broader stakeholder initiative. This may occur not only through governments but also in development organizations and other sectors. http://www.gefio.org/sites/default/files/ieo/evaluations/ops5-final-report-eng.pdf
Scaling-up	Increasing the magnitude of global environment benefits (GEBs), and/or expanding the geographical and sectoral areas where they are generated to cover a defined ecological, economic, or governance unit. May occur through replication, mainstreaming, and linking. http://www.gefio.org/evaluations/evaluation-gef-support-scaling-impact-2019
Transformational change	Deep, systemic, and sustainable change with large-scale impact in an area of major environmental concern. Defined by four criteria: relevance, depth of change, scale of change, and sustainability. http://www.gefio.org/evaluations/evaluation-gef-support-transformational-change-2017
Additionality	a) Changes in the attainment of direct project outcomes at project completion that can be attributed to GEF's interventions; these can be reflected in an acceleration of the adoption of reforms, the enhancement of outcomes, or the reduction of risks and greater viability of project interventions. b) Spill-over effects beyond project outcomes that may result from systemic reforms, capacity development, and socio-economic changes. c) Clearly articulated pathways to achieve broadening of the impact beyond project completion that can be associated with GEF interventions. https://www.gefio.org/sites/default/files/ieo/council-documents/files/c-55-me-inf-01.pdf