

Terminal Evaluation Validation form, GEF Independent Evaluation Office

1. Project Data

Summary project data			
GEF project ID		666	
GEF Agency project ID		P070219	
GEF Replenishment Phase		GEF-2	
Lead GEF Agency (include all for joint projects)		World Bank	
Project name		Coastal Zone Management along the Gulf of Aden	
Country/Countries		Yemen	
Region		Europe & Central Asia	
Focal area		Biodiversity	
Operational Program or Strategic Priorities/Objectives		OP#2 coastal, marine and freshwater ecosystems	
Stand alone or under a programmatic framework		Standalone	
If applicable, parent program name and GEF ID			
Executing agencies involved		Environmental Protection Agency of Yemen, Ministry of Water and the Environment	
NGOs/CBOs involvement		NGOs for project execution in sites	
Private sector involvement (including micro, small and medium enterprises) ¹			
CEO Endorsement (FSP) /Approval (MSP) date		6/8/1999	
Effectiveness date / project start date		2/29/2000	
Expected date of project completion (at start)		12/31/2004	
Actual date of project completion		8/14/2007	
Project Financing			
		At Endorsement (US \$M)	At Completion (US \$M)
Project Preparation Grant	GEF funding	0.025	0.025
	Co-financing		
GEF Project Grant		0.75	0.280
Co-financing	IA own		
	Government	0.54	0
	Other multi- /bi-laterals		
	Private sector		
	NGOs/CBOs		
	Other		
Total GEF funding		0.775	0.305
Total Co-financing		0.54	0
Total project funding (GEF grant(s) + co-financing)		1.315	0.305
Terminal evaluation validation information			
TE completion date		7/31/2005	
Author of TE		John Bryant Collier	
TER completion date		1/12/2023	

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](#))

TER prepared by	Ines Freier
TER peer review by (if GEF IEO review)	Neeraj Negi

2. Summary of Project Ratings

Criteria	Final PIR	IA Terminal Evaluation	IA Evaluation Office Review	GEF IEO Review
Project Outcomes	MU	MS	-	U
Sustainability of Outcomes		U	-	U
M&E Design		Not rated	-	MU
M&E Implementation		MS	-	U
Quality of Implementation		S	-	U
Quality of Execution		MS	-	U
Quality of the Terminal Evaluation Report			-	MU

3. Project Objectives and theory of change

3.1 Global Environmental Objectives of the project:

The project seeks to conserve globally significant coastal and marine biodiversity in threatened pilot sizable sections of the coastal zone along the Gulf of Aden by promoting effective and replicable integrated coastal zone management process including the establishment of coastal and marine protected areas based on a strong participation of all the coastal users (Project Brief p. 2)

The Global Environmental Objective of the project is to contribute to the conservation of coastal and marine biodiversity in the two pilot sections, namely Balhaf- Burum and Sharma-Jethmun along the Gulf of Aden. (PIR 2002)

3.2 Development Objectives of the project: non

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)?

Non

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.

Project outputs like setting up protected areas on coastal zones in two pilot sites, establishment of community conservation areas and establishing policies and the institutional framework for sustainable coastal management lead to a better management of biodiversity in coastal zones of Yemen (outcome) which contributes to the protection of biodiversity of global importance (global environmental benefits, impact)

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 and Coherence	S
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The projects relevance is satisfactory due to its alignment with GEF objectives, the mandate of the implementing agency World Bank in the country and the environmental policy of the country as well as the needs of beneficiaries. The project design was not fully suited to achieve the objective because it relied on consultants delivering documents and not on participatory processes to define the protected areas even if fishermen were willing to collaborate with a sound coastal zone management.

The project is consistent with the GEF's Coastal, Marine and Freshwater Ecosystems Operational Program (OP#2) and responds to the first two objectives of the Convention on Biological Diversity (CBD). In particular it addresses Art. 8, in-situ conservation of biodiversity resources, and COP guidance on sustainable use of vulnerable ecosystems and species.

The project was in line with the World Bank country strategy for Yemen which identifies sustainable use of natural resource and conservation of natural habitats as issues of major importance for the country. The World Bank has an important on-going fisheries project in Yemen that include sustainable use of marine resources activities which surveyed natural habitats along Gulf of Aden; The Bank is currently exploring the possibility of reinforcing its support to this dynamic (Project Brief p.2)

The project is based on the environmental priorities identified in the National Environmental Action Plan and corresponds to government programs to save biodiversity resources as these are being outlined in the draft National Biodiversity Strategy, in particular with regard to unique coastal and marine resources along the Gulf of Aden. The project will also contribute to constitute a national enabling framework for coastal and marine biodiversity conservation in Yemen based on a coastal zone management process. (PIR 2002 p. 1). The project brief reported that the willingness of fishers is high to participate in the project (Project Brief p. 5)

The GRM reports that it was not possible to establish links with the World Bank project on fisheries in Yemen so that coherence with other projects is unsatisfactory (GRM updated p. 9)

4.2 Effectiveness	U
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The Effectiveness of the project is rated as unsatisfactory because the four outcomes have not been achieved:

All four outcomes were not achieved 1) designing Coastal Zone Management plans that are community based, (2) linking conservation activities with priority development needs of local communities and development of alternative livelihoods (3) enhancing Coastal Zone Management institutional framework in order to get a permanent coordinating or management body in charge of Coastal Zone Management (4) support to threats removal and prevention. The GRM reported the completion of activities as follow:

The following activities for outcome 1 were only completed. After significant pressure from the Bank and EPA, the Project Management Unit and consulting consortium charged with preparing the protected areas plans for the two coastal areas covered under this project developed a workplan and completed the planned grant activities, working up until the closing date of the Grant. (GRM 2005 p. 4)

Currently, designated international and national consultants are not in place and this would cause further delay. This indicates that this consortium does not realize the consequences of not being proactive in the implementation of the contract and benefits that local communities in the area and Government of Yemen as a whole will lose as a result of their ignorance. (GRM 2005 p. 4)

It can be assumed that the studies will never be implemented and that the activities were only conducted on paper during the last 6 months of the project not leading to the aspired outcomes and impact.

4.3 Efficiency	U
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The project activities were only carried out in the years 2004 / 2005. In the first years, the project had been inactive.

The contract with the selected Consulting Consortium MacAlister Elliott & Partners Limited of UK and the Scientific Council for Systems & Applied Sciences (SCSAS) of Yemen was signed on October 19, 2004. The implementation of activities was delayed with the World Bank highly concerned that the Consulting Consortium MacAlister Elliott & SCSAS was not going to be able to fulfill the contractual obligations within remaining project time frame and with existing management approach. (GRM 2005 p. 4) Moreover, the Project Management Structure was not cost effective as it 'resulted in very high overheads even during period of project inactivity'. (GRM 2005, p.6)

4.4 Outcome	U
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Due to the limited delivery of activities, the project is rated as unsatisfactory despite of its relevance.

Summarize key outcomes related to environment, human well-being, and enabling conditions (Policy, Legal & Institutional Development; Individual & Institutional Capacity-Building; Knowledge Exchange & Learning; Multistakeholder Interactions), as applicable. Include any unintended outcomes (not originally targeted by the project), whether positive or negative, affecting either ecological or social aspects.

None

Where applicable, note how both intended and unintended outcomes have positively and/or negatively affected marginalized populations (e.g., women, indigenous groups, youth, persons with disabilities), and where some stakeholder groups have benefited more/ less than others.

Not mentioned in the report

4.5 Sustainability	U
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The elaborated documents for Coastal zone management were not implemented due to the low institutional capacity of the implementing agency.

Note any progress made to sustain or expand environmental benefits beyond project closure, using stakeholder (rather than project) resources, e.g. through replication, mainstreaming or scaling-up of GEF-supported initiatives. Examples would be farmers adopting practices using own funds, follow-on replication projects, development of

plans for scaling, inclusion in local or national legislation, and allocation of government budgets or private sector investments for institutional adoption.

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 project continued to suffer from a difficulty in obtaining the required local funding. (GRM p. 2)
Therefore activities could not be implemented and the entire implementation process was delayed.

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?

The activities were not conducted until the last year of the project and did not lead to the aspired 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.

The implementing agency was too weak to implement the project. Stakeholder willingness to participate was high according to several project documents like project brief and GRM 2005 report.

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.

Not reported

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	MU
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M&E Design is rated as moderately unsatisfactory because the proposed M+E design only complied with formal requirements of GEF.

The M+P plan did not exist except for budget for evaluations had been planned. It was planned that the project would collect data on performance indicators, organize a mid-term review and an analysis of

stakeholder participation in the Coastal Zone Management planning process would be conducted, and recommendations to adjust the implementation of the project, if required will be given, and proposals for replicating project results throughout Yemen will be derived from monitoring results. (Project Brief p. 15)

6.2 M&E Implementation	U
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The Monitoring and evaluation of the project is rated as unsatisfactory because none of the planned M+E activities was conducted except for writing a Terminal Evaluation report (GRM 2005).

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	U
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The implementing agency did not supervise the implementation of the project and did not ask for its implementation in the first years of project duration due to which the quality of project implementation is rated as unsatisfactory. (GRM 2005 p.4)

7.2 Quality of Project Execution	U
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The quality of project execution is rated as unsatisfactory because only in the last year of the project some activities were contracted out to a consultancy which delivered some studies. (GRM 2005 p.4)

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.

- 1) Medium sized projects like this one should focus more on implementation of activities at the national and community levels rather than on funding large studies.
- 2) The PMU structure for this type of small/medium sized activity should be reconsidered, as it resulted in very high overheads even during periods of project inactivity.
- 3) Close attention to procurement to ensure that contracts are written in same currency as grant is needed to prevent currency fluctuation issues like those facing this project in the last year. (GRM report 2005)

8.2 Briefly describe the recommendations given in the terminal evaluation.

One of the main recommendations of the team was that medium sized projects like this should remain linked to larger IBRD/IDA investments primarily for a more cost-effective approach to managing the project at the country level. (GRM 2005 p. 9)

9. Quality of the Terminal Evaluation Report

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?	Terminal evaluation report was not delivered, only World Bank grant monitoring report	U
2. General information: Provides general information on the project and evaluation as per the requirement?	Provides basic information	MS
3. Stakeholder involvement: the report was prepared in consultation with – and with feedback from - key stakeholders?	Non	U
4. Theory of change: provides solid account of the project's theory of change?	Not	U
5. Methodology: Provides an informative and transparent account of the methodology?	Not	U
6. Outcome: Provides a clear and candid account of the achievement of project outcomes?	Provides basic information about project activities	MU
7. Sustainability: Presents realistic assessment of sustainability?	yes	MS
8. M&E: Presents sound assessment of the quality of the M&E system?	Yes, M+E system did not exist	MS
9. Finance: Reports on utilization of GEF funding and materialization of co-financing?	Only about amount of GEF funds used	MU
10. Implementation: Presents a candid account of project implementation and Agency performance?	Provides basic information about project activities	MU

11. Safeguards: Provides information on application of environmental and social safeguards, and conduct and use of gender analysis?	Only assessment not information	MU
12. Lessons and recommendations are supported by the project experience and are relevant to future programming?	yes	MS
13. Ratings: Ratings are well-substantiated by evidence, realistic and convincing?	Rating is too positive based upon formal delivery of activities like reports of consultants which will have no influence on the delivery capacity of the executing agency and possible environmental benefits	MU
14. Report presentation: The report was well-written, logically organized, and consistent?	yes	MU
Overall quality of the report	The TE report according to GEF standards was not available only the last Grant Monitoring report in World Bank format	MU

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

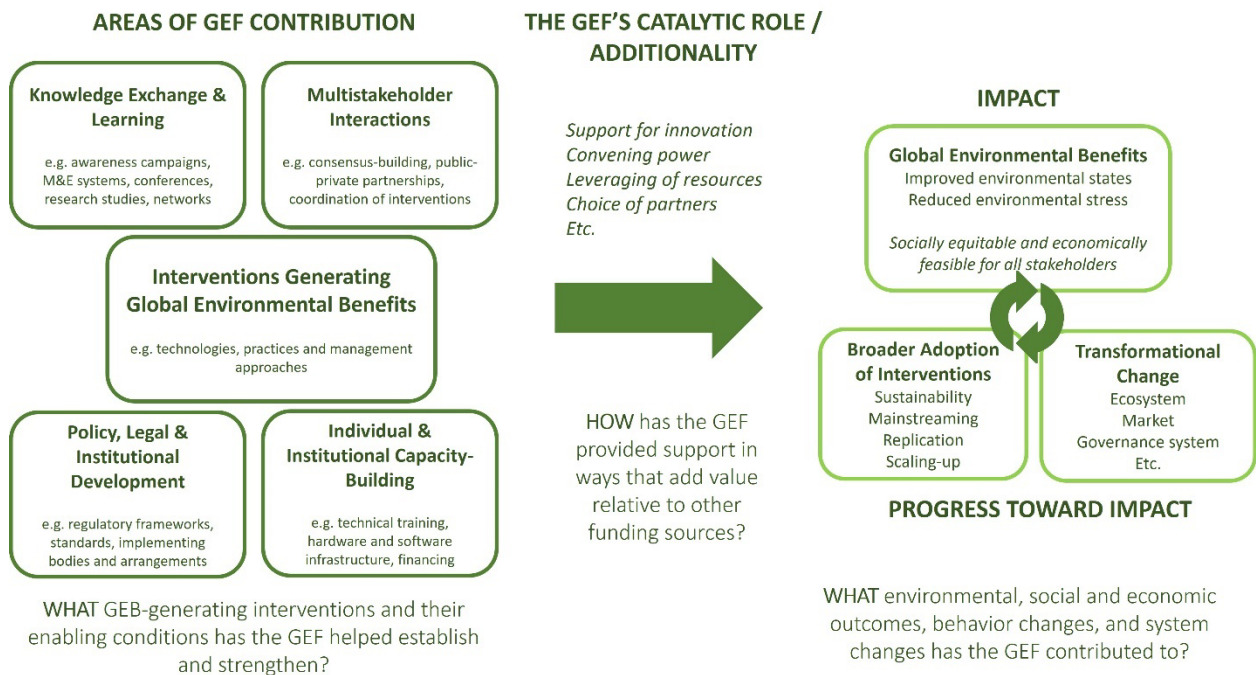


Figure 1. The GEF IEO's updated Theory of Change Framework on how the GEF achieves impact

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 OPSS5 (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