

TERMINAL EVALUATION

PARTNERSHIPS FOR MARINE PROTECTED AREAS IN MAURITIUS AND RODRIGUES

GEF ID: 1246 - UNDP PIMS: 864



Gonzalo Castro-de-la-Mata

International Consultant

May 23, 2012

Report acceptance by the UNDP RR

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Leyle Fegredo-Rodriguez

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ACRONYMS USED

AFRC	Albion Fisheries Research Centre
AHRIM	Association des Restaurateurs et des Hoteliers de l'Île Maurice
APR	Annual Project Report
ARTO	Association Rodriguaise des Tours Operateurs
CC	Chief Commissioner
CAC	Community Advisory Council
CCF	Country Cooperation Framework
CCO	Chief Commissioners Office
CDR	Combined Delivery Report
CRC	Community Resource Committee
CRO	Community Resource Observer
CTA	Chief Technical Adviser
DEO	Divisional Environment Officer
DHCCO	Departmental Head Chief Commissioners Office
EEZ	Exclusive Economic Zone
EIA	Environmental Impact Assessment
EIP	Environment Investment Program
EPM	Environment Program Manager
EPO	Environment Program Officer
EEZ	Exclusive Economic Zone
FRTU	Fisheries Research and Training Unit
GEF	Global Environment Facility
ICZM	Integrated Coastal Zone Management
IMPAM	Integrated Marine Protected Area Management
IUCN	The World Conservation Union
M&E	Monitoring and Evaluation
METT	Management Effectiveness Tracking Tool
MoFEE	Ministry of Finance and Economic Empowerment
MPA	Marine Protected Area
MSP	Medium Sized Project
MTE	Mid-Term Evaluation
MUR	Mauritius Rupee
MWF	Mauritius Wildlife Foundation
NBSAP	National Biodiversity Strategy and Action Plan
NEAP	National Environmental Action Plan
NES	National Environmental Strategies
NEX	Nationally Executed
NGO	Non-Governmental Organization
NPC	National Project Coordinator
OP	Operational Program
PDF	Project Development Fund
PIR	Project Implementation Review
PM	Project Manager
PMU	Project Management Unit
PRODOC	Project Document (UNDP)

PSC	Project Steering Committee
RRA	Rodrigues Regional Assembly
SEMPA	South East Marine Protected Area
SGP	Small Grants Program
TA	Technical Advisor
TAG	Technical Advisory Group
UNDAF	United Nations Development Assistance
UNDP	United Nations Development Program

EXECUTIVE SUMMARY

This document presents an independent and final evaluation of a project implemented by the Republic of Mauritius to protect marine biodiversity through the establishment of collaborative management approaches to its Marine Protected Areas (MPAs). The project was financed by the GEF as a Medium-Size Project, with UNDP acting as the Implementing Agency.

The evaluation was carried out by an international consultant (Dr. Gonzalo Castro de la Mata) with logistical support from UNDP and the project staff¹. The evaluation was conducted during the month of March 2012, with a visit to Mauritius and Rodrigues between March 11th and 17th, 2012. It was conducted in a participatory manner through a combination of: (i) Site visits and interviews in the field with key stakeholders, and, (ii) a review of documentation.

Goal and Objectives of the Project². The project goal was to improve the management and conservation practices for MPAs within the Republic of Mauritius, including Rodrigues, and the equitable sharing of benefits to the local communities and economic operators on a sustainable basis. The project had two main objectives:

1. To develop an enabling policy and institutional framework for the sustainable co-management of MPAs throughout the Republic of Mauritius. This would involve a series of activities on the main island of Mauritius, building on the lessons learned from Objective 2.
2. To develop innovative co-management arrangements for MPAs and adapt them at a representative demonstration site in Rodrigues. This was to be achieved through the establishment of an MPA on Rodrigues using the participatory approach, and providing the necessary capacity building to enable sustainable management in the future.

The Logical Framework of the project was revised as a response to the Mid-term Evaluation (MTE). The new Logical Framework maintained the overall Goal and two objectives of the project, but it had only 4 indicators with their respective targets under Outcome 1 (as opposed to 17 in the original design), and 5 indicators with their respective targets under Outcome 2 (as opposed to 14 in the original design).

Project Implementation. The following are key observations regarding project implementation performance:

- The approval process, project start, and project implementation were extremely slow. The project is scheduled to close in mid-2012, approximately 7 years after the first disbursement, 9 years after its approval by the GEF, and 12 years after its pipeline entry. It is legitimate to ask whether or not the challenges, premises, risks, and opportunities present at the time of project design are still present today, a full 12 years after the project was conceived.

¹ The author expresses its sincere thanks to UNDP and the project staff for their assistance during the course of this evaluation, in particular to Ms. Ira Ovesen, UNDP's Environment Program Officer in Mauritius.

² The terminology used by UNDP and the GEF for the components of the logframe have changed since the time of project submission. Throughout the report, we use the terminology used at the time of the production of each document. In practice within this report, "objectives" are used interchangeably with "outcomes."

- There was a very slow project start. This project represents a typical example of other projects in the environment portfolio of Mauritius because of its very slow initial disbursement. Although the first disbursement took place in 2005, the main implementation of the project only took place after 2008. These patterns of slow early disbursement are not atypical of the UNDP's environment portfolio in Mauritius (Hodge and Ramjeawon 2011).
- There was a *de-facto* disassociation of output delivery for the two components of the project:
 - o Project delivery for activities under objective 1 were almost non-existent until a few months before the end of the project, and,
 - o Delivery of outputs for Outcome 2 was steady but very protracted. Therefore, the implementation of project components in Rodrigues and Mauritius occurred separate and out of sync from each other.

The Mid Term Evaluation conducted in 2008 seems to have had an important influence over the project performance during subsequent years. Many of its recommendations were implemented, in particular two significant ones: (i) the establishment of a new position within the project to support the work of the PMU and provide training and capacity building of the existing personnel, and (ii) to finalize the M&E plan for the project, which resulted in an adjusted Logical Framework. As demonstrated in subsequent PIRs (2009, 2010, and 2011), implementation in Rodrigues accelerated greatly as a result, and delivered a main project target for Outcome 2: the creation of the "South East Marine Protected Area" (SEMPA), gazetted in 2009.

The years of 2010 and 2011 saw further consolidation of project outputs for Outcome 2, including the successful zoning of SEMPA, and the development of key planning documents for successful management including several studies and the development of SEMPA's Management Plan. In 2011 and early 2012, rapid implementation of various components for Outcome 1 also took place.

Outcomes. The project only partially achieved its intended outcomes: As would be expected from the negligible delivery of outputs under Outcome 1, only one out of four targets for this outcome was achieved. Not surprisingly, there has been very little development and adoption of the fundamental policy reforms required for the Republic of Mauritius to strengthen and manage its MPAs in a participatory manner.

The results for Outcome 2 are quite different and very encouraging. It is clear that there has been a long-process of consultation and participation with the local communities in Rodrigues. This process has resulted in the achievement of specific targets for Outcome 2, including the creation of a new MPA (SEMPA), the establishment of a functioning Management Board for it, the participatory zoning of SEMPA, and the development and adoption of an M&E plan. Only the target for sustainable financing was not achieved, but it could be argued that such a target was too ambitious in the context of a single MSP. The experiences gained with the establishment of SEMPA are important and should form the basis for the country to expand its network of MPAs, especially in Mauritius, and to develop and implement effective policies for co-management in all its MPAs.

Summary Ratings³.

<u>Element Evaluated</u>	<u>Rating</u>
Project success overall	MS
Progress towards achieving its development objective	MS
Progress in implementation	MU
Sustainability	MS

HS = Highly Satisfactory; S = Satisfactory; MS = Marginally Satisfactory; MU = Marginally Unsatisfactory; U = Unsatisfactory (U); HU = Highly Unsatisfactory

Global Environmental Benefits. These are measured through GEF program-level indicators (the Management Effectiveness Tracking Tools or METTs). For the MPAs existing in the island of Mauritius prior to the project start (Blue Bay and Balaclava) the scores show only negligible progress as a result of the project. For SEMPA, however, the pattern is very different, with a steady improvement in the score, going from a very modest 8% at Entry to a respectable 71% at closing. This result is very encouraging and demonstrates that the process of participatory management put in place, as well as the specific project activities to establish and strengthen the management of SEMPA had a measurable and strong impact upon the management effectiveness of this MPA. In summary, the project was able to deliver important global benefits in the form of a new and functioning MPA in which a participatory management approach is underway.

Achieving the Project Goal and Sustainability Issues: Towards Long-Term Impacts. Three of the four targets were achieved at the Goal level, primarily a result of the high level of achievement of targets under Outcome 2. In addition to the METT score for SEMPA increasing significantly, a new MPA of 4,200 hectares was established (SEMPA). There was also a measurable increase in the protected area capacity in the country as defined by UNDP. Very substantial support has been obtained by the local stakeholders in Rodrigues for the long-term management of SEMPA. Such support was evident at the highest level of the RRA, with very explicit expressions of commitment to provide the long-term funding needed for SEMPA. This support is reinforced by the various stakeholders interviewed, all of which were very aware of SEMPA and its importance. It is still to be seen, however, whether these intentions can be fulfilled.

A main target not achieved was the lack of legal recognition of the watershed adjacent to SEMPA. Clearly, the management of an MPA must also include the adjacent lands and this is an important “next step” as the Republic of Mauritius continues to strengthen its system of MPAs in the future.

Conclusions, Lessons Learned, and Recommendations. In conclusion, the project was characterized by a pattern of slow startup and disbursements. This pattern was amplified by a high level of staff turnover at both the project and UNDP, although UNDP was able to maintain a high level of technical support despite its own turnover. The project design assumed that the two project outcomes could feed into each other, despite the fact that they were to be implemented in geographic locations (the Islands of Mauritius and Rodrigues) that are quite different; as a result, implementation was de-linked and in practice these components were implemented as if they were separate projects. The MTE was critical and catalyzed a project turnaround, thanks to the ability of those involved to quickly implement its principal recommendations, in particular the need to bring outside expertise related to MPAs.

³ Refer to Annex 6

Outcome 1 was not achieved, and it is doubtful that its original objectives can be reached after the project ends. Outcome 2 generated excellent prospects in Rodrigues for SEMPA to become a showcase of participatory MPA management. Important global benefits were generated through the creation of SEMPA and its strengthened management through participatory approaches. A main challenge in SEMPA is the lack of local capacity in MPA management. Once the project ends, the technical support provided by the project will also end, and it will be up to the RRA to deploy the necessary resources to maintain the rhythm of delivery as it consolidates the SEMPA participatory model. The RRA has publicly subscribed to these goals.

The concept of financial sustainability for Mauritius' MPAs is still in its infancy and the project has not made progress towards developing mechanism for cost recovery, implementation of entrance fees, and the establishment of mechanisms to finance recurring costs.

The following are the main lessons-learned:

- Project design must carefully consider local implementation realities. Overall, the expected outcomes were over-ambitious for a MSP.
- High staff turnover imposes additional burdens to the project.
- Local capacity needs to be in place at the time of project inception to ensure smooth project start.
- Capacity transfer is possible.
- Mid-term evaluations can be critical to place a project back on track.

Recommendations are provided separately for the MPAs in Mauritius and Rodrigues:

For Mauritius, and given that there is strong political commitment to advance sustainable development through the adoption of the new long-term vision of Maurice Ile Durable (MID), follow up activities should focus on:

- Implementation of a very active process to learn from the experiences in SEMPA in order to implement participatory management approaches in Blue Bay and Balaclava,
- Move towards the full implementation of the management plans for Blue Bay and Balaclava, with a focus on carrying capacity issues,
- Study the enhancement of both protected areas through a substantial increase in their size with an emphasis on achieving a proper scale from an ecological perspective, and
- Identify and implement management activities in the catching areas for both sites to avoid the building up of threats to these areas.

For Rodrigues, it is clear that the conditions exist for long-term effective and participatory management of SEMPA. The momentum must be maintained, with a focus on the following issues:

- Maintain the participatory approach with strong involvement from government, NGOs, and local people, including fishermen and tourism,
- Focus on livelihoods issues, with an emphasis on alternative activities for fishermen,
- Consider providing better incentives to the private sector in Rodrigues to support the sustainability of SEMPA,
- Focus on enforcement and implement checks and balances so that corruption is minimized and eventually eradicated, and

- Implement a financial sustainability strategy with a main pillar based on the implementation of appropriate user fees, fines, permits, etc. The establishment of a Trust Fund to sustain the maintenance of recurring costs should also be explored.

1. INTRODUCTION AND PROJECT CONTEXT

This document presents an independent and final evaluation of a project implemented by the Republic of Mauritius to protect marine biodiversity through the establishment of collaborative management approaches to its Marine Protected Areas (MPAs). The project was financed by the GEF as a Medium-Sized Project, with UNDP acting as the Implementing Agency.

COUNTRY AND SECTOR BACKGROUND

The Republic of Mauritius is located in the Indian Ocean, 800 km to the southeast of Madagascar. Its total land area is 1,852 sq. km., with an Exclusive Economic Zone (EEZ) of 1.9 million sq. km. It consists of a main island (Mauritius), and a group of smaller islands scattered in the Mascarenes: Rodrigues, the Cargajos Carajos, Agalega, Tromelin and the Chagos Archipelago (Diego Garcia). The Mascarene Islands form a distinct ecoregion, known as the Mascarene forests. The islands were formerly covered in tropical moist broadleaf forest and harbored a diverse range of forest types. Near the coast were coastal wetlands and swamp forests, transitioning to rain forest to windward and lowland dry forest to leeward, palm savannas, montane deciduous forests, and montane heathlands. The volcanic nature of the islands' origin and millions of years of isolation and adaptation resulted in the evolution of a diverse biota with a high degree of endemism.

Human influence has led to extensive habitat degradation and high rates of species extinction. Indeed, the Dodo (*Raphus cucullatus*), a pigeon-like endemic bird of Mauritius, and the Solitaire (*Pezophaps solitaria*) an endemic of the island of Rodrigues, are the first known birds to become extinct due to human intervention. It is estimated that only about 2% of the land remains under native vegetation. Humans have impacted less upon the smaller islands and for this reason they are the targets of much of the existing conservation efforts aimed at protecting both terrestrial and marine biodiversity. These islands harbor numerous endemic fish and corals and are critical in the dispersal of juvenile fish, thought to be transported seasonally as far as the Cape of Good Hope.

PROJECT CONTEXT

One of the main income-generating sectors of Mauritius is tourism. This sector depends heavily on the quality and level of preservation of the coastal zone including its marine biodiversity. On the Island of Mauritius, two marine areas (Blue Bay and Balaclava) were declared Marine Parks under the Wildlife and National Parks Act in 1997, and reclassified as Marine Protected Areas (MPAs) under the Fisheries and Marine Resources Act of 2000.

The project was conceived as a recognition that the successful implementation and management of these and additional MPAs would benefit from a partnership-based approach incorporating all relevant stakeholders in their day-to-day management. The project was envisioned to contribute to national efforts aiming at conserving the unique marine biodiversity of the country by providing capacity, effective financial mechanisms, and means and tools for the creation of a national system of Marine Protected Areas (MPAs) based on the participation of all stakeholders.

At the time of project design, the Republic of Mauritius recognized the importance of the protection and sustainable management of coastal and marine biological resources as confirmed in the National Environmental Strategy, the Ten Year Development Plan for the Fisheries Sector, the National Biodiversity Strategy and Action Plan (NBSAP), and the National Physical Development Plan reports.

PROJECT GOAL AND EXPECTED OUTCOMES

The project Goal was to improve the management and conservation practices for MPAs within the Republic of Mauritius, including Rodrigues, and the equitable sharing of benefits to the local communities and economic operators on a sustainable basis.

The project had two main objectives:

1. To develop an enabling policy and institutional framework for the sustainable co-management of MPAs throughout the Republic of Mauritius. This involved a series of activities on the main island of Mauritius, building on the lessons learned from Objective 2.
2. To develop innovative co-management arrangements for MPAs and adapt them at a representative demonstration site in Rodrigues. This would be achieved through the establishment of an MPA on Rodrigues using the participatory approach, and providing the necessary capacity building to enable sustainable management in the future.

According to the Project Brief (GEF 2003), activities under Outcome 1 would develop systemic and institutional capacity, with a particular focus upon long-term sustainability in order to provide an enabling environment to facilitate the replication of best co-management practices in other MPAs. Some supportive policies, such as the Integrated Coastal Zone Management (ICZM) and the Ten Year Fisheries Development Plan were already in place and were expected to facilitate efforts to build an enabling environment and activities. The outputs of this component were thought to be fundamental to achieving co-management of MPA's at a national level.

Activities under Outcome 2 would establish a model of co-management for a selected site in Rodrigues, demonstrating best practice principles in the management of the marine environment. The MPA would be created and managed by an Integrated Marine Protected Area Management (IMPAM) Board consisting of key stakeholders from government, the private sector and the local communities. An integrated management approach would be taken to the marine environment and activities such as participatory zoning planning, and designing appropriate user and penalty fees that would be agreed upon and implemented by the stakeholders in a participatory manner. This objective would focus upon the different phases of activities necessary to put the management plan into practice: planning phase, capacity building phase, and operational phase.

The original Logical Framework of the project was complex, and included 6 Outputs and 17 targets under Outcome 1, and 4 Outputs and 14 targets under Outcome 2.

PROJECT SITES

Outcome 1 was primarily policy-focused, but activities were envisioned to be implemented in the only two existing MPAs in the Republic of Mauritius at the time (both on the Island of Mauritius and established in 1997): Blue Bay (353 ha) and Balaclava (485 ha). These sites are managed by the Marine Parks Division of the Albion Fisheries Research Centre (AFRC) of the Ministry of Fisheries.

For Outcome 2, a site was selected to the east of the island of Rodrigues known as Mourouk. The lagoon in the Grande Passe/Mourouk area is 4 km wide and includes Hermitage, Chat and Flat islands, famous for their unique flora. The Grande Passe channel is the largest natural channel in Rodrigues. Within this area falls the Port-Sud-Est pass which had been declared a fishing reserve. The boundaries of this reserve were to be extended by the Ministry of Fisheries and given a Marine Protected Area status. Eventually and as a result of the project, this site became the basis for the newly created South East Marine Protected Area (SEMPA).

PROJECT WORKING STRATEGY

According to the Project Brief (GEF 2003), the project would contribute to the reduction of threats to marine biodiversity in the Republic of Mauritius, including Rodrigues, through a participatory stakeholder driven process. The project would work to provide an innovative model of co-management, engendering broad stakeholder participation among the public, private sector and local communities to take an integrated approach to managing the marine environment at a demonstration site in Rodrigues.

This approach would provide long term livelihood benefits to the resident fishing community, by helping to assure the sustainability of fishing activities. This would be achieved by demonstrating the efficacy of community-managed no-take zones in sustaining fishing productivity. Opportunities would be created for communities to diversify their livelihoods by becoming involved in eco-tourism based activities. At the same time, the project would provide an opportunity for environmentally sensitive development of a growing tourism industry and develop the capacity of the tourism sector to work with local communities in ecotourism based activities at the demonstration site.

Greater stakeholder participation would enable the range of conservation managers to be expanded, thus relieving pressure on the marine agencies. The project would simultaneously set the foundation for replication of similar models elsewhere throughout the Republic of Mauritius by focusing on specific policy and institutional support activities. These activities were selected and targeted in order to address the most critical gaps, including financial sustainability of MPA's, mechanisms for consultation and co-management, multi-stakeholder methods of working, involvement of the tourism sector and awareness raising.

PROJECT PARTNERS AND IMPLEMENTATION ARRANGEMENTS

According to the Project Brief (GEF 2003), the management arrangements reflected the provisions of the Second Country Cooperation Framework (CCF) for Mauritius (2001-2003), which stipulated that "Nationally Executed" (NEX) should be the preferred modality for project implementation. These

management arrangements took into consideration the need to create strong linkages between the two objectives of the project.

The project therefore was designed to be nationally executed in line with UNDP NEX procedures. Specifically:

- UNDP is the GEF Implementing Agency as nominated by the National Global Environment Facility Operational Focal Point,
- The Government Coordinating Agency is the Ministry of Economic Development, Financial Services & Corporate Affairs,
- The Ministry of Fisheries will be the executing agency for the activities under Objective 1 of the project. This ministry would nominate one of its officers as Desk Officer responsible for the management and implementation of the activities under Objective 1 of the project, together with the Project Manager, while working in collaboration with the National Project Coordinator nominated by the Executive Council of the Rodrigues Regional Assembly (RRA).
- The Executive Council of the RRA would be the executing agency for the activities under Objective 2 of the project, in collaboration with the relevant stakeholders.
- The Executive Council of the RRA would nominate a National Project Coordinator. He/she would be a government official who would manage, together with the Project Manager, the overall activities of the project in Rodrigues under Objective 2, while working in collaboration with a Desk Officer nominated by the Ministry of Fisheries for the activities under Objective 1.
- A Project Management Unit (PMU) would be set up to manage the implementation of the project activities and the project account opened for this purpose.

DEPARTURES FROM THE ORIGINAL PROJECT DESIGN

The Logical Framework of the project was revised as a response to the Mid-term Evaluation (MTE) with the support from the CTA, and became official in the 2009 PIR. The new and final Logical Framework is presented in Annex 1. This new Logical Framework maintains the overall Goal and two objectives of the project, but it has only 4 targets under Outcome 1 (as opposed to 17 in the original design), and 5 targets under Outcome 2 (as opposed to 14 in the original design).

2. OBJECTIVES AND METHODOLOGY OF THE FINAL EVALUATION

According to the Project Document, “an independent Final Evaluation will take place three months prior to the terminal tripartite review meeting, and will focus on the same issues as the mid-term evaluation. The final evaluation will also look at signs of potential impact and sustainability of results, including the contribution to capacity development and the achievement of global environmental goals. The Final Evaluation should also provide recommendations for follow-up activities. The organization, terms of reference and timing of the final evaluation will be decided after consultation between the parties to the project document.”

The statement above is in line with the objectives of the monitoring and evaluation guidelines of the Global Environment Facility (GEF):

- i. To promote accountability for the achievement of GEF objectives through the assessment of results, effectiveness, processes, and performance of the partners involved in GEF activities. GEF results are monitored and evaluated for their contribution to global environmental benefits, and,
- ii. To promote learning, feedback, and knowledge sharing on results and lessons learned among the GEF and its partners, as a basis for decision-making on policies, strategies, program management, and projects, and to improve knowledge and performance.

In addition to providing an independent, in-depth review of implementation progress, this type of evaluation is responsive to the GEF Council’s decisions on transparency and better access to information during implementation and on completion of a project. Specifically, the Final Evaluation provides a comprehensive and systematic account of the performance of a completed project by assessing its project design, process of implementation, and results, vis-à-vis project objectives endorsed by the GEF including the agreed changes in the objectives during project implementation. Final evaluations have four complementary purposes:

- i. To promote accountability and transparency, and to assess and disclose levels of project accomplishments,
- ii. To synthesize lessons that may help improve the selection, design and implementation of future GEF activities,
- iii. To provide feedback on issues that are recurrent across the portfolio and need attention, and on improvements regarding previously identified issues, and,
- iv. To contribute to the GEF Evaluation Office databases for aggregation, analysis and reporting on effectiveness of GEF operations in achieving global environmental benefits and on quality of monitoring and evaluation across the GEF system.

METHODOLOGY OF THE FINAL EVALUATION

The evaluation was carried out by an international consultant (Dr. Gonzalo Castro de la Mata) with logistical support from UNDP and the project staff⁴. The evaluation was conducted during the month of March 2012, with a visit to Mauritius and Rodrigues between March 11th and 17th, 2012. It was conducted in a participatory manner through a combination of:

- i. Site visits and interviews in the field with key stakeholders (Annexes 4 and 5), and,
- ii. A review of documentation (Annex 7).

In line with UNDP Evaluation Guidelines (UNDP 2002), this evaluation report is the key product of the evaluation process. Its purpose is to provide a transparent basis for accountability for results, for decision-making on policies and programs, for learning, for drawing lessons and for improvement.

⁴ The author expresses its sincere thanks to UNDP and the project staff for their assistance during the course of this evaluation, in particular to Ms. Ira Ovesen, UNDP's Environment Program Officer in Mauritius.

3. ASSESSMENT OF PERFORMANCE

This section presents the key project data, basic data on the project's disbursements, a brief history of the approval process, and a condensed narrative of the project's and implementation history and performance.

Table 1 below summarizes the key project identifiers.

Table 1 - Key Project Identifiers

GEF ID	1246
UNDP PMIS ID	864
GEF PHASE	GEF3
Project Type	Medium Size Project
Focal Area	Biodiversity
Operational Program	OP2
GEF Strategic Priority in Biodiversity	SP1
Current Lead RTA	Fabiana Issler

PROJECT FINANCES

Table 2 below shows the key project finances at the time of GEF CEO Approval. The total GEF grant amounted to US\$1.0M while co-financing was US\$3.365M, for a total project cost of US\$4.365M.

Table 2 - Key Project Finances at the time of GEF CEO Approval

PDF-A Amount (project preparation)	22,000 US\$
GEF Project Grant	978,000 US\$
Total GEF Grant	1,000,000 US\$
Co-financing Total	3,365,260 US\$
Total Project Cost	4,365,260 US\$
GEF Agency Fees (UNDP)	146,000 US\$

HISTORY OF THE PROJECT APPROVAL PROCESS

The project first entered the GEF Pipeline on July 28, 2000 as a Medium Size Project (MSP), and under the Focal Area of Biodiversity, Operational Program Number 2 (Freshwater and Marine Ecosystems). The project contributes to the GEF Strategic Priority Number 1 under Biodiversity: Strengthening Systems of Protected Areas. Table 3 below shows the key project dates during the approval and implementation process.

Table 3 - Key Project Dates

GEF Pipeline Entry	28 July, 2000
PDF-A Approval Date	18 July, 2001
UNDP Pipeline Entry/PIF Approval Date	15 January, 2002
GEF CEO Endorsement Date	22 August, 2003
PRODOC Signature Date	12 January, 2004
Date of first disbursement	02 March, 2005
Planned project duration	4 years
Original Planned Closing Date	30 June, 2008
Actual Planned Closing Date	Mid -2012

The MSP was approved by the GEF CEO on August 22, 2003. The first disbursement took place in March 2, 2005, almost 5 years after its pipeline entry and more than a year after the signature of the PRODOC, owing to delays in securing the necessary agreements for the administration of the cash co-finance pledged towards the project (UNDP 2006).

The project is scheduled to close in mid-2012, approximately 7 years after the first disbursement, 9 years after its approval by the GEF, and 12 years after its pipeline entry. The original project duration was envisioned to be 4 years, but in the end, it took a full 8 years to implement. A timeline showing the project history and delays is shown in Figure 1 below.

Figure 1 – Graphic Timeline of Key Project Events

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Pipeline Entry													
MSP Approval													
First Disbursement													
Expected Implementation													
Actual Implementation													

PROJECT DISBURSEMENTS

This section analyses project disbursements from data provided by UNDP in the form of Combined Delivery Report by Activity (CDR) for the years 2005 through 2012.

Figure 2 below shows the project disbursements since the first disbursement in 2005, by funding source.

Figure 2 – Annual Disbursements by Funding Source

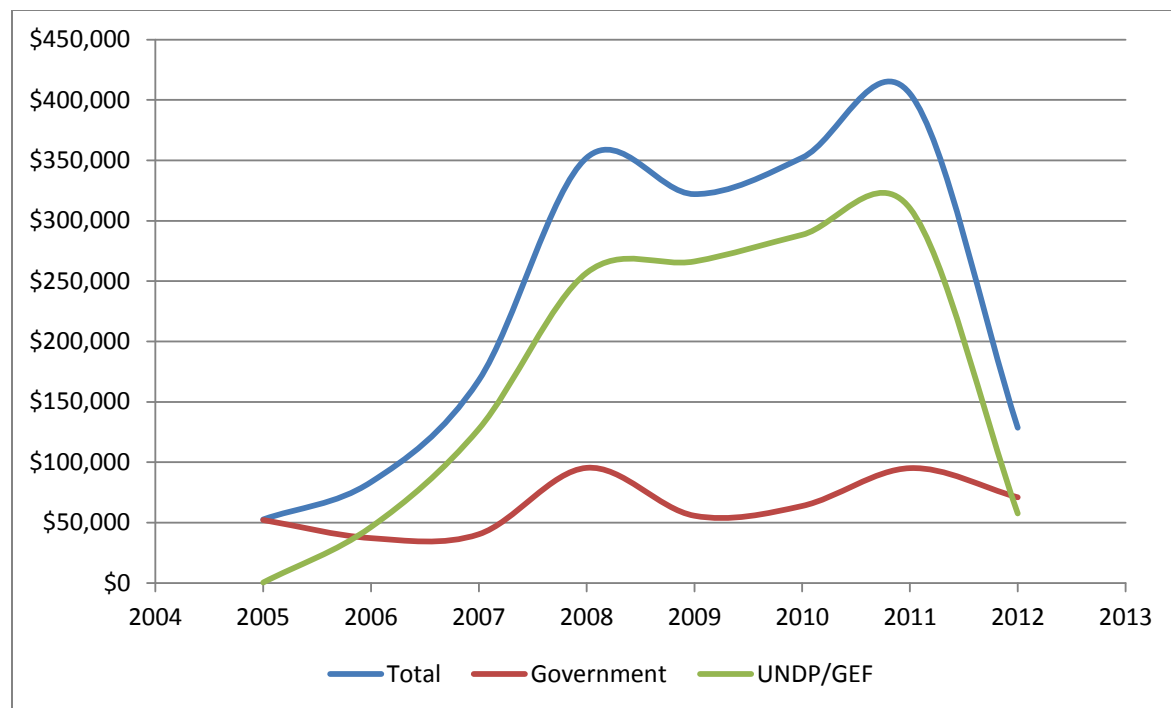


Figure 2 reveals the following patterns:

- Very slow overall disbursements in the early project dates, with an acceleration of disbursements between 2008 and 2011,
- Steady contributions by the Government of Mauritius, fluctuating between US\$50,000 and US\$100,000 per year on average, and
- Disbursements by UNDP/GEF mimicking and dominating the overall project disbursements profile.

The disbursement profile in Figure 2 is a fairly typical profile of projects with slow initial disbursement, with corrections occurring after 2008. These patterns of slow early disbursement, however, are not atypical of the UNDP's environment portfolio in Mauritius. In the Mauritius Environment Program Outcome Evaluation, Hodge and Ramjeawon (2011) found that the problem of slow start is a widespread characteristic of the environment portfolio: "Project recruitment delays and slow start-ups are the main threats to performance and impact. In-house procurement support will help in delivery and in capacity building of ministries." These issues are fully discussed later in the report.

Figure 3 below shows the project disbursements by Objective or Geographic Component.

Figure 3 - Annual Disbursements by Geographic Component

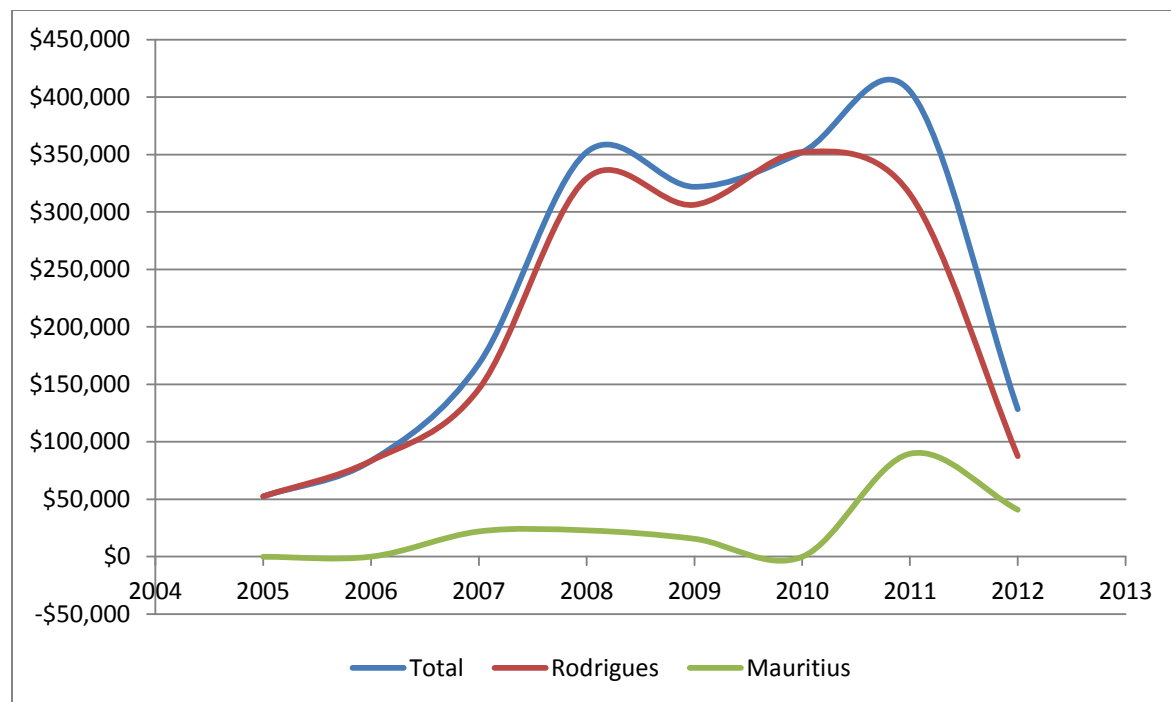


Figure 3 reveals the following patterns:

- Disbursements for Objective 1 (activities in Mauritius) were much slower than for the project as a whole, remaining almost negligible until 2011 when very modest amounts of less than US\$100,000 were disbursed. This pattern of disbursement most likely implies very little if any delivery of outputs for this component until the very last stages of the project.
- Disbursements for Objective 2 (activities in Rodrigues), on the other hand, closely reflect the project disbursements as a whole, with very slow overall disbursements in the early project dates, and an acceleration of disbursements and achievement of steady implementation between 2008 and 2011.

Figure 3 also shows a “delinking” of disbursements by outcome. This delinking implies a *de-facto* disassociation of output delivery for the two components and thus a very important observation arises: the implementation of project components in Rodrigues and Mauritius occurred separately and out of sync from each other. This also implies that it is almost impossible that the results of Outcome 2 would inform the strategy for implementing Outcome 1, as was expected in the project design.

This observation has fundamental implications when looking back at the project design, as it points to the existence of major differences in delivery ability between the Islands of Mauritius and Rodrigues for this project.

COFINANCING

Figure 4 - Cofinancing Summary

Co financing* (Type/ Source)	GEF Agency own Financing (mill US\$)		Government (mill US\$)		Other Sources** (mill US\$)		Total Financing (mill US\$)		Total Disbursement (mill US\$)	
	Proposed	Actual	Proposed	Actual	Proposed	Actual	Proposed	Actual	Proposed	Actual
Grant	978,000	952,674	1,302,940	1,003,969	1,776,000		4,056,940	1,956,643		
Credits							0	0		
Loans							0	0		
Equity							0	0		
In-kind					208,000		208,000	0		
Non-grant Instruments***							0	0		
Other Types					13,000		13,000	0		
TOTAL	978,000	952,674	1,302,940	1,003,969	1,997,000	0	4,277,940	1,956,643	0	0

Figure 4 shows the co-financing planned and achieved. The actual amount achieved was US\$1.9M, compared with a planned co-financing of US\$4.2M, equivalent to 45% of the planned amount.

PROJECT IMPLEMENTATION HISTORY

Project Inception and Early Implementation

According to the Inception Report (UNDP 2006), the earliest implementation activities took place in July 2005 with the recruitment of a Project Manager and an Administrative Assistant. Tasks accomplished between this date and the time of the Inception Report included the identification and establishment of an office, purchase of a project vehicle and office equipment, recruitment of driver and secretary, and some undocumented community meetings to inform the communities about the project. The Project Manager, however, proved unable to deliver Project Outputs in the prescribed period and thus failed to meet the expectations of the post. This Manager resigned from duties during the probationary period and project activities were suspended pending the recruitment of a new Project Manager and International Technical Adviser through a competitive search process.

According to the Inception Report (UNDP 2006), “early implementation focused on gaining a broad understanding of the issues from all sides. Meetings were held with a wide range of stakeholders both in Mauritius and Rodrigues.” The 2006 PIR (UNDP 2006) acknowledged the very little progress with the project, with the exception of the hiring of the staff in Rodrigues and the meetings mentioned above.

Because of the slow early implementation, a comprehensive project planning and budget review was undertaken between December 2006 and February 2007, in an effort to rationalize the activities and the associated budget so that the project could maintain the schedule necessary to meet the first adjusted termination date (December 2009). Although none of the project Objectives, Outcomes or Activities were changed during this work plan revision, the order and priority under which they would be executed was adjusted. Similarly, no material changes were made to the budget, except for the disbursement

schedule and the model for disbursement, i.e., placing Objective 1 under a comprehensive Contract. The revised work plan became the basis for internal project monitoring and evaluation of project progress.

Project implementation was also negligible between February and May 2007 (Wells 2008): “It is worth noting that the governing political party of 26 years on Rodrigues was replaced by the opposition party in January 2007 and, as is common with such political changes anywhere in the world, this led to certain delays while the new Government considered their views on the project and their approach to implementation. This is documented in more detail in the 2007 PIR.”

Mid-Term Evaluation (MTE)

The MTE took place in June 2008. It raised serious flags about the poor project performance to that date, and it clearly pointed out the need to be more realistic about what the project could achieve (Wells 2008). The MTE can be considered a turning point in the project implementation history, and many of its recommendations are acknowledged as crucial in getting some of the project’s components back on track.

Because of the relevance of the MTE, we reproduce here its recommendations:

1. Immediate: to be undertaken by December 2008.

- 1.1. Strengthen the PMU and overall project management.

- Finalize recruitment of the Project Manager; and recruit a new Project Assistant if the current assistant is promoted,
- Establish a new position within the project to support the work of the PMU and provide training and capacity building of the existing personnel. This individual should be recruited by UNDP as soon as possible, for the remaining duration of the project,
- Increase supervision by UNDP, the NPD and others in authority to ensure that the recommendations of the audit, PIR and MTE report are implemented and that project procedures are followed correctly,
- Prepare a work plan for the CTA’s remaining time on the project that is realistic and feasible to implement,
- Finalize the M&E plan for the project: this should involve a workshop with all project personnel, relevant staff from the UNDP CO, and contractors such as Shoals Rodrigues at which the log-frame indicators would be reviewed and revised where necessary, and data and information needs identified,
- Consider holding a workshop of all project personnel (Mauritius and Rodrigues), perhaps prior to or following a PSC, to improve commitment to and ownership of the project, and to improve morale.

- 1.2. Initiate Objective 1 activities.

- Revise activities for Objective 1 for approval at the next PSC, taking into account the current context and making the activities achievable in relation to the available time left on the project,
- Prepare a work plan for Objective 1.

1.3. Initiate the process for preparing the draft management plan for SEMPA.

- Hire a consultant to write and facilitate production of the management plan,
- Lay-out a consultative and participatory process and a structure, for the management plan, using guidelines and regionally/internationally accepted approaches and examples from other MPAs in the region,
- Finalize the goals and objectives of SEMPA and review these at a workshop to ensure that they are agreed by all stakeholders,
- Clearly identify the different options for the institutional structure and staffing, laying out the advantages and disadvantages of each and using a participatory process to reach agreement on the final choice; prepare an agreed organigram on MPA staffing structure and draft TOR for each position,
- Finalize and agree on the enforcement system ensuring that all relevant agencies are appropriately involved,
- Prepare a tourism strategy as a component of the management plan,
- Finalize monitoring programs ensuring that they are harmonized with regional monitoring initiatives so that data and results can be shared with other MPAs,
- Develop a participatory M&E plan for the MPA that will measure the progress of the MPA in meeting its objectives, and its impact in ecological and socio-economic terms, using an accepted 'assessing management effectiveness' methodology.

1.4. Training and capacity building.

- Undertake a comprehensive training needs assessment, to show clearly the specific needs of different groups, identify the priorities, and draw up a time frame,
- Strengthen linkages and actively seek opportunities to collaborate with relevant national, regional and international initiatives in order to exchange ideas, develop new approaches etc.,
- Identify training sources in the region, and consultants/trainers who can provide appropriate services.

2. Longer term: January 2009 – end of project.

Objective 1

- Undertake and complete activities.

Objective 2

- Gazette SEMPA,
- Hire staff,
- Train staff and stakeholders,
- Develop the visitor center and activities for visitors and tourism,
- Develop management arrangements for terrestrial component of MPA,
- Continue seeking opportunities for alternative livelihoods,
- Identify long-term support and partnerships for SEMPA (e.g. with international organizations such as WWF, WCS),

- Prepare an exit strategy,
 - Document lessons learned and prepare publications.
3. Long term
- Consider the feasibility of designating SEMPA as a coastal-marine UNESCO MAB Biosphere Reserve,
 - Consider the potential for a 'twinning' (jumelage) arrangement with another MPA in the region or elsewhere,
 - Develop a research policy and program for SEMPA.

Project Implementation Since 2008

The MTE seems to have had an important influence over the project performance during subsequent years. Many of its recommendations were implemented, in particular two significant ones:

- i. "To establish a new position within the project to support the work of the PMU and provide training and capacity building of the existing personnel. This individual should be recruited by UNDP as soon as possible, for the remaining duration of the project."

This key new position was that of a "Project Analyst" in Rodrigues. The individual recruited was Mr. Allen Cedras, a citizen of the Seychelles, a country sharing similar characteristics with the Island of Rodrigues, but with the advantage of having already successfully established a working system of MPAs. Mr. Cedras was formerly a key figure in the management of Seychelles' MPAs, and together with the new recruits for additional key positions, quickly became a positive force in catalyzing the delivery of many of the project outputs.

- ii. Finalize the M&E plan for the project: this should involve a workshop with all project personnel, relevant staff from the UNDP CO, and contractors such as Shoals Rodrigues at which the log-frame indicators would be reviewed and revised where necessary, and data and information needs identified.

This recommendation was completed in the second half of 2009 in the form of a new Logical Framework (UNDP 2009 and Annex 1). The log-frame review exercise involved the project team, including the Chief Technical Advisor (CTA), the CO and the RTA. Several indicators and targets were dropped and consolidated into more overarching and "SMART" indicators (see above and Annex 1).

As demonstrated in subsequent PIRs (2009, 2010, and 2011), implementation in Rodrigues accelerated greatly as a result.

Project implementation was ranked as "Highly Satisfactory" in 2009, a result from the achievement of a main project target (for Outcome 2): "The South East Marine Protected Area (SEMPA) was Gazetted by the Government of Mauritius on the 28th Feb 2009. This represents a significant step forward for the project. The Gazette notice included an outer boundary and limited regulations. A full set of RRA regulations and zoning will need to be gazetted to make the MPA fully operational. The SEMPA

Management Board Continues to function. The Board has been included in the draft Regulations for submission to Rodrigues Regional Assembly (RRA) and once approved and gazetted. The RRA Commission for Marine Parks indicated at the July 2009 PSC that the Board will become a 'Statutory Body'."

The years of 2010 and 2011 saw further consolidation of project outputs for Outcome 2, including the successful zoning of SEMPA, and the development of key planning documents for successful management including several studies and the participatory development of SEMPA's Management Plan.

In 2011 and early 2012, rapid implementation of various components for Outcome 1 also took place thanks to renewed efforts by the Ministry of Fisheries and the dedication of its staff.

An important observation regarding implementation is the very high rate of staff turnover at the level of both the project and the Programme Officers (POs) at UNDP. Indeed, and with only a couple of exceptions, the consultant was unable to speak with any individual involved with the project today that was familiar with the entire project implementation history. This factor played against smooth implementation because of the unavoidable "learning curve" that new individuals face. Nonetheless, it is clear that on UNDP's side, such staff turnover did not seem to have caused disruptions to the project implementation. The systems in place at UNDP seem to have allowed for a smooth transition of information between POs. Indeed, a comment very often heard during the interviews was the recognition of UNDP's very high level of dedication and the quality of its technical support throughout.

PROJECT PERFORMANCE SUMMARY

This section⁵ builds from the reinforcing observations provided by the analysis of key projects dates, project disbursement patterns, information provided annually in the PIRs, and the MTE report. The project performance in relation to implementation, disbursements, and ability to delivery outputs can be summarized as follows:

- The approval process, project start, and project implementation were extremely slow. The project is scheduled to close in mid-2012, approximately 7 years after the first disbursement, 9 years after its approval by the GEF, and 12 years after its pipeline entry. It is legitimate to ask whether or not the challenges, premises, risks, and opportunities present at the time of project design are still present today, a full 12 years after the project was conceived.
- There was a very slow project start. Although the first disbursement took place in 2005, the main implementation of the project only took place after 2008. As mentioned earlier, however, these patterns of slow early disbursement are not atypical of the UNDP's environment portfolio in Mauritius (Hodge and Ramjeawon 2011).
- There was a *de-facto* disassociation of output delivery for the two components of the project:
 - o Project delivery for activities under objective 1 were almost non-existent until a few months before the end of the project, and

⁵ Additional performance issues as required in the TORs but not essential to the evaluation are included in Annex 3.

- Delivery of outputs for Outcome 2 was steady but very protracted. Therefore, the implementation of project components in Rodrigues and Mauritius occurred mostly separate and out of sync from each other.

The Mid Term Evaluation seems to have had an important influence over the project performance during subsequent years. Many of its recommendations were implemented, in particular two significant ones: (i) the establishment of a new position within the project to support the work of the PMU and provide training and capacity building of the existing personnel,” and (ii) to finalize the M&E plan for the project, which resulted in an adjusted Logical Framework. As mentioned above, and as demonstrated in subsequent PIRs (2009, 2010, and 2011), implementation in Rodrigues accelerated greatly as a result, and delivered a main project target for Outcome 2: the creation of the “South East Marine Protected Area” (SEMPA), gazetted in 2009.

The years of 2010 and 2011 saw further consolidation of project outputs for Outcome 2, including the successful zoning of SEMPA, and the development of key planning documents for successful management including several studies and the development of SEMPA’s Management Plan. In 2011 and early 2012, rapid implementation of various components for Outcome 1 also took place.

4. PROGRESS TOWARDS ACHIEVING OUTCOMES, GLOBAL ENVIRONMENTAL BENEFITS, AND THE PROJECT'S GOAL

The previous section discussed the progress made by the project under the following dimensions: (i) Project performance as measured by implementation effectiveness (i.e., disbursements), and, (ii) Progress towards delivering outputs under each of the two project objectives. With these results in mind, this section now analyzes three fundamental question of the Final Evaluation:

- i. Has the project achieved its outcomes?
- ii. Has the project generated global environmental benefits?, and
- iii. Will results be sustainable beyond the project life?

Achievement of Outcomes

This question is analyzed separately for each of the 2 Project Outcomes. Targets for each outcome are ranked against achievement at the time of the Final Evaluation by following the color key in Table 4 below (refer to Annex 1 for the full Logical Framework):

Table 4 – Color-key to Rank the Level of Outcome Achievement

Level of Achievement	Color-Code	Rating ⁶
Achieved		HS and S
In Progress		MS and MU
Little or no Progress so Far		U and HU

HS = Highly Satisfactory; S = Satisfactory; MS = Marginally Satisfactory; MU = Marginally Unsatisfactory; U = Unsatisfactory (U); HU = Highly Unsatisfactory

The color-coded method⁷ is used to facilitate the rapid review of the broad patterns emerging, but specific ratings are also provided.

Outcome 1. Enabling policy and institutional framework for the effective participation in and the sustainable co-management of MPAs in the Republic of Mauritius enhanced.

Table 5 below summarizes the progress made by the project at the time of the Final Evaluation towards achieving the targets under Outcome 1.

⁶ Annex 6

⁷ ES LLC unpublished

Table 5 - Level of Achievement for Outcome 1

Outcome 1	Indicator	Target	Achievement
Enabling policy and institutional framework for the effective participation in and the sustainable co-management of MPAs in the Republic of Mauritius enhanced.	1. Evidence of a change in policies/legislation regarding financial arrangements for MPA's by project end.	SEMPA counts on a relevant body of policies/legislation to contribute to its financial sustainability.	U
	Evidence of a multi-institutional mechanism (i.e. the MPA learning group operational) to improve MPA management at the national level by project end.	Progress towards establishing multi-institutional mechanism.	MS
	Biennial biological surveys confirm that reef condition (measured by fish diversity, coral diversity and relative damage from human and natural causes) at demonstration MPA improves beyond established baseline.	Biennial biological surveys confirm that reef condition (measured by fish diversity, coral diversity and relative damage from human and natural causes) at demonstration MPA improves beyond established baseline by year.	U
	At least 60 stakeholders receive documentation of SEMPA board experience by year 4.	Achieved 1 year after MTE.	HS

As would be expected from the negligible delivery of outputs under Outcome 1 discussed in the previous section, only one out of four targets for this outcome was achieved. Furthermore, it can be argued that the indicator for the fourth target ("stakeholders receive documentation of SEMPA board experience") is really not an outcome but rather an output indicator.

Not surprisingly, there has been very little development and adoption of the fundamental policy reforms required for the Republic of Mauritius to strengthen and manage its MPAs in a participatory manner. For the most part, Outcome 1 was not achieved.

Outcome 2. Innovative Co-Management Arrangements for Marine Protected Areas (MPA) are Developed and Adapted at a Representative Demonstration Site.

Table 6 below summarizes the progress made by the project at the time of the Final Evaluation towards achieving the targets under Outcome 2.

Table 6 - Level of Achievement for Outcome 2

Outcome 2	Indicator	Target	Achievement
Innovative co-management arrangements for Marine Protected Areas (MPA) are developed and adapted at a representative demonstration site.	Existence of IMPAM board, guidelines of operation, evidence of meetings held by end of year 2.	SEMPA MB fully operational in SEMPA (although the name has changed).	HS
	Participatory management plan developed with full stakeholder endorsement by end of year 2.	Approved participatory management plan in place.	HS
	Participatory M&E plan developed with defined indicators by end of year 2.	Participatory M&E plan under implementation.	HS
	Independent monitoring confirms that MPA zones are being adhered to and infractions are being reported and penalized by year 4.	Zones legally recognised and being implemented.	HS
	MPA financing system in place and operational with user and other stakeholder inputs.	MPA financing system in place and operational with user and other stakeholder inputs.	U

The results for Outcome 2 are quite different and very encouraging. It is clear that there has been a long-process of consultation and participation with the local communities in Rodrigues. This process has resulted in the achievement of 4 out of 5 specific targets for Outcome 2, including the creation of a new MPA (SEMPA), the establishment of a functioning Management Board and Project Steering Committee for it, the participatory zoning of the SEMPA MPA, and the development and adoption of an M&E plan.

It is important to note, however, that although the zoning was developed in a participatory manner, including the establishment of no-take zones and the regulation and prohibition of various fishing activities within SEMPA (e.g., no net fishing), the process for fully re-integrating the fishermen whose livelihoods were impacted has not been concluded. Indeed, several people interviewed were concerned about the lack of implementation of the “livelihoods” strategy. For example, the consultant attended a ceremony in which 14 fishermen that gave up net fishing received a payment of MUR 70,000, equivalent on average to a year’s income for a fisherman (Figure 4). It is not clear, however, whether such fishermen will indeed be able to utilize this capital to switch activities or start new businesses. The consultant was not able to find plans for the training or re-deployment of these fishermen beyond the payment. On the other hand, the RRA has agreed to support the fishermen of the large net cooperative after their relinquishment of net through training for off lagoon fishing as per an IFAD scheme. The

training has already started and it is understood that these fishermen will be registered as off lagoon fishermen afterwards.

Figure 5 – Ceremony to present compensation checks to fishermen giving up net fishing within SEMPA (March 16, 2012).



Of the 5 targets, only the target for sustainable financing was not achieved. It could be argued, however, that such a target was too ambitious in the context of a single MSP.

The experiences gained with the establishment of SEMPA are important and should form the basis for the country to expand its network of MPAs, especially in the island of Mauritius, and to develop and implement effective policies for co-management of all its MPAs.

Achievement of Global Environmental Benefits

Global environmental benefits under the GEF are tracked through indicators that are tailored-made for each of its Strategic Priorities under the Biodiversity Focal area. Under Strategic Priority 1 (Strengthening Networks of Protected Areas), the GEF utilizes a coverage indicator (number of hectares under protection), and a management quality indicator by using its “Management Effectiveness Tracking Tool” (METT). The underlying assumption to the use of these tools is that properly managed systems of protected areas with sufficient coverage effectively conserve biodiversity.

Table 7 below summarizes the METT scores collected for the three MPAs in the Republic of Mauritius at 3 different project times: At entry, at Mid-Term, and at Closing. For Blue Bay and Balaclava, and as required in the TORs of the evaluation, the author had to re-construct the scores using the information collected during the evaluation, and PIRs as necessary. The results are shown graphically in Figure 5.

Table 7 – Management Effectiveness Tracking Tool (METT) Scores for the 3 MPAs in Mauritius at three separate project times

	BLUE BAY	BALACLAVA ⁸	SEMPA
<u>AT ENTRY</u>			
Person Completing	Gonzalo Castro de la Mata	Gonzalo Castro de la Mata	Roy Hagen
Date	March 27, 2012	March 22, 2012	August 28, 2004
Score over 96 (%)	39/102 (38.23%)	37/102 (36.27%)	8 (8.33%)
<u>AT MID-TERM</u>			
Person Completing	Gonzalo Castro de la Mata	Gonzalo Castro de la Mata	Susanne Wells
Date	March 27, 2012	March 22, 2012	June 14, 2008
Score over 96 (%)	39/102 (38.23%)	37/102 (36.27%)	30 (31.25%)
<u>AT CLOSING</u>			
Person Completing	Meera Koonjul	C. N. Paupiah	Allen Cedras
Date	March 20, 2012	March 13, 2012	March 17, 2012
Score over 102 (%)	46 (45.09%)	45 (44.11%)	73 (71.56%)

Figure 6 – Evolution of METT Scores for the 3 MPAs in Mauritius at three separate project times (in percentage)

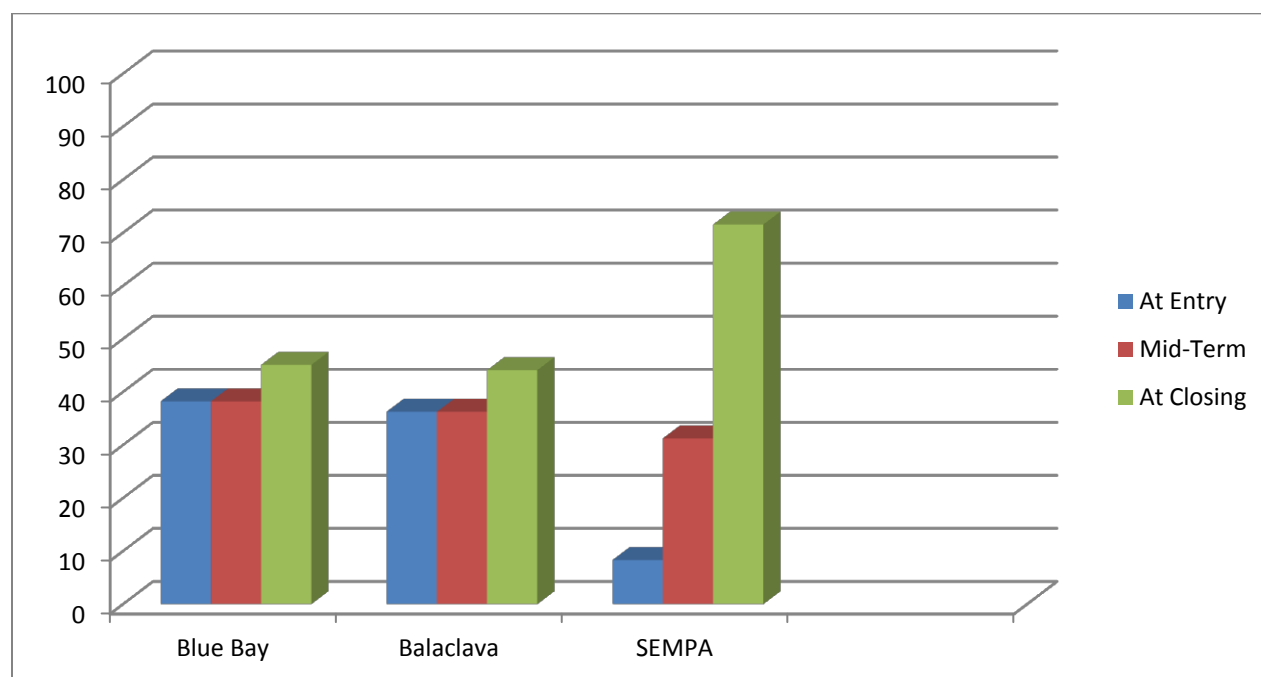


Table 7 and Figure 4 show several very clear patterns:

⁸ Tracking Tool at Entry and Mid-Term for Blue Bay and Balaclava were reconstructed by the consultant based on information existing at each of these times.

- For the MPAs in the island of Mauritius, the scores show only negligible progress as a result of the project. The MPAs were in existence at the time of project approval and minimum management actions were already in place, as shown by the METT scores in the 35% - 40% range for both Blue Bay and Balaclava. These scores do not seem to have changed between the project at Entry and at Mid-Term. At the time of project closing, however, there is a slight improvement in the score (45% and 44% of achievement respectively), mainly as a result of the preparation of the management plans for the areas and the development of background studies required to improve management.
- The final score for SEMPA is significantly greater than the score of Blue Bay and Balaclava. The short visit to Blue Bay by the consultant on a Sunday (March 11th, 2012) was instructive: the MPA lacks obvious proper signaling with the exception of a few signs that commemorate its proclamation as a Ramsar site. There does not seem to be any connection between the management of land activities and that of the MPA itself, with uncontrolled activities very clearly taking place both on the shore and on the adjacent land, with a lack of proper trash collection facilities and other visible shortcomings (Figure 6 below).
- Taking into account the very slow implementation of Outcome 1, the negligible progress achieved in Blue Bay and Balaclava as shown by the METTs, as well as the low METT scores themselves, it is doubtful that a strengthened management of these areas will take place on its own, particularly given the lack of dedicated staff (i.e., both lack a Park Director).
- Furthermore, it is unclear what criteria were used to establish both MPAs and to determine their current boundaries. At first sight, their size seems to be an order of magnitude below the minimum needed for a functioning MPA that actually incorporates ecological processes at the proper scale. Although answering these questions is beyond the scope of this report, it is important to focus on these issues in the future.
- For SEMPA, however, the pattern is very different. Here, we see a steady improvement in the METT score, going from a very modest 8% at Entry to a respectable 71% at Closing. This result is very encouraging and demonstrates that the process of participatory management put in place, as well as the specific project activities to establish and strengthen the management of SEMPA had a measurable and strong impact upon the management effectiveness of this MPA.

Figure 7 – Two views of Blue Bay Marine Park on Sunday March 11th, 2012



In summary, the project was able to deliver global benefits in the form of a new and functioning 4,200 ha MPA in which a participatory management approach is underway (SEMPA), and where management effectiveness was significantly increased.

Achieving the Project Goal and Sustainability Issues: Towards Long-Term Impacts

Finally, Table 8 below shows the level of progress toward achieving the targets of the Project's goals. The table utilizes the color-key described in table 4. The color-coded method is used to facilitate the rapid review of the broad patterns emerging, but specific ratings are also provided.

Table 8 – Level of Achievement for the Project Goal

Main Objective	Indicator	Target	Achievement
Develop and test a model for co-management, between government, local communities and the private sector, and build an enabling environment for its replication throughout the Republic of Mauritius.	METT Scores for SEMPA increases to at least 50/93 over a baseline of 8/93 (measured in 2005) at the end of the project and as an indicator of area reef under effective management.	50 out of 93 (for SEMPA only)	HS
	Area of seascape gazetted by end of project.	42 sq. km	HS
	Area of MPA watershed managed and legally recognised.	33 sq. km	HU
	Increased scores of the UNDP Capacity	Systemic; 18/30; 60% Institutional; 20/45; 44%	HS

	Development Scorecard for PA Management.	Individual; 10/21; 47%	
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HS = Highly Satisfactory; S = Satisfactory; MS = Marginally Satisfactory; MU = Marginally Unsatisfactory; U = Unsatisfactory (U); HU = Highly Unsatisfactory

Three of the four targets were achieved, primarily a result of the high level of achievement of targets under Outcome 2. Specifically and as discussed in the section on Global Environmental Benefits, the METT for SEMPA increased significantly. A full 42 sq. km (4,200 hectares) of a marine area under protection was established, and there was a measurable increase in the protected area capacity as defined by UNDP.

On the positive side, very substantial support has been obtained by the local stakeholders in Rodrigues for the long-term management of SEMPA. Such support was evident at the highest level of the RRA, with very explicit expressions of commitment by the RRA to provide the long-term funding needed for SEMPA. The consultant attended (as an observer) the final meeting of the SEMPA Steering Committee, chaired by the RRA Chief Commissioner (Mr. Clair) and witnessed this genuine and strong commitment to promote a “green” development model for Rodrigues, in which SEMPA would be a cornerstone (Figure 7). This support is reinforced by the various stakeholders interviewed, all of which were very aware of SEMPA and its importance (Annex 4).

Figure 8 - SEMPA Project Steering Committee on March 15th, 2012



The target not achieved was the lack of legal recognition of the watershed adjacent to SEMPA. It is understood that given the complexities to establish the new SEMPA MPA, it was not possible to also attempt to gazette the land areas in the adjacent watershed, something that would have greatly increased the project complexity given that many of these areas are occupied by tourism establishments and private local residents.

At the same time, it is critical for an MPA to be conceived in the context of the adjacent watersheds that more often than not, are responsible for the threats to the MPA itself. These land-based threats include sedimentation, point and non-point sources of pollution, access by visitors, etc. Furthermore, it is evident that ecosystems do not change abruptly at the line of high tide. The natural environment

represents a continuum between land and sea, with transitional zones including dunes, mangroves, and land habitats dominated by the marine influence, all of which include habitats for unique biodiversity.

Clearly, the management of an MPA must also include the adjacent lands and this is an important “next step” as the Republic of Mauritius continues to strengthen its system of MPAs in the future. This target was over-ambitious in the context of this MSP.

Summary Ratings

<u>Element Evaluated</u>	<u>Rating</u>
Project success overall	MS
Progress towards achieving its development objective	MS
Progress in implementation	MU
Sustainability	MS

HS = Highly Satisfactory; S = Satisfactory; MS = Marginally Satisfactory; MU = Marginally Unsatisfactory; U = Unsatisfactory (U);
HU = Highly Unsatisfactory

5. CONCLUSIONS, LESSONS LEARNED, AND RECOMMENDATIONS

This final section builds upon the findings delineated in the previous sections to arrive at high-level conclusions; it also looks forward by attempting to distill lessons learned and propose recommendations to guide future actions.

Conclusions

The “Partnerships for Marine Protected Areas in Mauritius and Rodrigues” MSP was characterized by a pattern of slow startup and disbursements. This pattern is not unique and reflects a widespread characteristic of the environment portfolio of UNDP in Mauritius (Hodge and Ramjeawon (2011)). The main cause of such delays is attributed to weak capacity due to the lack of trained and experienced technical experts in environmental issues within the country.

This pattern was amplified by a high level of staff turnover at both the project and UNDP, although UNDP was able to maintain a high level of technical support despite its own turnover.

A poor project design assumed that the two project outcomes could feed into each other, despite the fact that they were to be implemented in geographic locations (the Islands of Mauritius and Rodrigues) that are quite different in socio-economic and development dimensions. As a result, implementation for both components was de-linked and in practice, these components were implemented as if they were separate projects. The consultant acknowledges that since GEF-3 much more stringent design considerations and alignment with strategic priorities have been introduced in the GEF.

The MTE was critical and catalyzed a project turnaround, thanks to the ability of those involved to quickly implement its principal recommendations, in particular the need to bring outside expertise related to MPAs.

Outcome 1 was not achieved, and it is doubtful that its original objectives can be reached after the project ends due to a lack of actual experience in the island of Mauritius regarding participatory approaches for the management of MPAs.

On the other hand, outcome 2 generated excellent prospects in Rodrigues for SEMPA to become a showcase of participatory MPA management. Important global benefits were generated through the creation of SEMPA and its strengthened management through participatory approaches.

The prospects for the long-term sustainability of SEMPA are high, thanks to widespread awareness, recognition of its importance, and political support within the island of Rodrigues. At the same time, fundamental issues related to ecologic and economic sustainability still need to be dealt with effectively, particularly the issue of balancing the need of fishermen (one of the main economic activities in Rodrigues), with the ecological sustainability of the underlying resources and the need to conserve biodiversity.

An additional challenge in SEMPA relates to the lack of local capacity in MPA management. Once the project ends, the technical support provided by the project will also end, and it will be up to the RRA to deploy the necessary resources to maintain the rhythm of delivery as it consolidates the SEMPA participatory model. Without local technical capacity, the RRA may need to bring in outside expertise to

maintain these achievements, requiring sufficient budget allocations to back the political commitments made by the RRA.

The concept of financial sustainability for Mauritius' MPAs is still in its infancy, and the project has not made progress towards developing mechanism for cost recovery, implementation of entrance fees, and the establishment of mechanisms to finance recurring costs. These issues are amenable to be eligible for financing through a follow-up project.

Despite these shortcomings, the project was able to delivered very visible results, particularly around the successful SEMPA experience. It would be ideal if such experiences could be expanded to additional areas in the Republic of Mauritius.

Lessons Learned

Looking ahead, it is important for future projects to learn from the successful experiences here, as well as to avoid pitfalls identified in this project. The following are the main lessons-learned:

Project Design Must Carefully Consider Local Implementation Realities. The project envisioned the delivery of two separate project outcomes (one Mauritius as a whole with field activities in the Island of Mauritius, and the second one for Rodrigues). This design did not take into account that both islands have important socio-economic and ecological differences. These differences translate into consequences at the implementation level. As a result, the implementation of each outcome was delinked from each other, and this precluded the envisioned feedback from outcome 2 to inform outcome 1. In short, the components were delinked and the project struggled during implementation, so that in practice and for the most part, it was implemented as if it was two separate projects. Overall, the expected outcomes were over-ambitious for a MSP.

High Staff Turnover Imposes Additional Burdens to the Project. Staff turnover was high at the levels of both the project and UNDP POs. Turnover at the level of the project structures seems to have had a negative impact upon implementation effectiveness. On the side of UNDP however, and despite the high turnover, UNDP was still able to provide high-quality technical assistance throughout the project, despite the fact that UNDP POs tend to be financed through Trust Funds from bilateral sources, which may limit the agency's flexibility to maintain continuity in these positions.

Local Capacity Needs to be in Place at The Time of Project Inception to Ensure Smooth Project Start. Capacity Building takes time. It is unrealistic to expect that under all circumstances, appropriate staff would be available immediately to fulfill the expected roles. Hodge and Ramjeawon (2011) conclude that the limited availability of qualified environmental expertise affects the region, and COs are competing for candidates to form project teams. This is an issue that needs to be considered at a regional organizational level, and alternatives must be explored that improve access or broaden the range of environmental expertise available for national projects.

Capacity Transfer is Possible. When local capacity is not readily available to implement a project, the transfer of experiences from other contexts can be an effective strategy. Prior to this project, for example, there were no experiences within Mauritius regarding effective management of MPAs or successful examples of collaborative management. The project financed exchanges through which staff at the MPAs in Rodrigues and Mauritius visited each other, as well as MPAs in Seychelles and in the African continent. Furthermore and as mentioned earlier, an individual with substantive experience

managing MPAs in Seychelles (Mr. Cedras) became the Project Analyst of SEMPA with the beneficial results already discussed. This project demonstrated that given the right conditions, cross-fertilization works.

Mid-Term Evaluations can be Critical to Place a Project Back on Track. As has been mentioned in previous sections, the MTE had a crucial impact and is acknowledged as a decisive influence to put the project back on track. The two main reasons why this happened are the following: (i) recommendations were sharp, actionable, and very concrete; and (ii) these recommendations were followed up immediately by UNDP.

Recommendations

Recommendations are provided separately for the MPAs in Mauritius and Rodrigues:

For Mauritius:

According to Hodge and Ramjeawon (2011), at the national level there is strong political commitment to advance sustainable development through the adoption of the new long-term vision of Maurice Ile Durable (MID), whose main objective is to make Mauritius a model of sustainable development, particularly in the context of SIDS.

This is a major policy direction that can be used to leverage follow-up action. Follow up activities should focus on:

- Implementation of a very active process to learn from the experiences in SEMPA in order to implement participatory management approaches in Blue Bay and BalACLava,
- Move towards the full implementation of the management plans for Blue Bay and BalACLava, with a focus on carrying capacity issues,
- Study the enhancement of both protected areas through a substantial increase in their size with an emphasis on achieving a proper scale from an ecological perspective, and
- Identify and implement management activities in the catching areas for both sites to avoid the building up of threats to these areas.

For Rodrigues:

The Sustainability and Exit Strategy (Wildchief 2011) shows that there are important building blocks in place towards the sustainability of SEMPA. At the same time, a number of critical issues remain unresolved including ensuring that the budget (already estimated through 2016) is in place, the staffing complement is full, and that the Livelihoods Strategy is completed and implemented.

In other words, it is clear that the conditions exist for long-term effective and participatory management of SEMPA. The momentum must be maintained, with a focus on the following issues:

- Maintain the participatory approach with strong involvement from government, NGOs, and local people, including fishermen and the tourism sector.

- Focus on livelihoods issues, with an emphasis on alternative activities for fishermen. The pressures on the MPA are still there and without an active intervention the long-term support from local people to the concept of the MPA could be compromised.
- Consider providing better incentives to the private sector in Rodrigues to support the sustainability of SEMPA. A properly managed SEMPA can become the major tourism attraction of Rodrigues upon which a high-end, low-impact tourism industry based upon small boutique hotels can be built. Such approach would generate significant jobs directly and indirectly, particularly through the resulting development of the required service industries (restaurant, transport, sports, etc.).
- Focus on enforcement and implement checks and balances so that corruption is minimized and eventually eradicated, and
- Implement a financial sustainability strategy with a main pillar based on the implementation of appropriate user fees, fines, permits, etc. The establishment of a Trust Fund to sustain the maintenance of recurring costs should also be explored.

LIST OF ANNEXES

1. Logical Framework
2. Terms of Reference for the Terminal Evaluation
3. Additional Evaluation Issues Assessed but not Included in the Main Report Narrative
4. People and Institutions Consulted
5. Dates and Schedule of the Final Evaluation
6. Evaluation Ratings
7. Documents Reviewed
8. Comments Received
9. Signed Ethics Statement

1. LOGICAL FRAMEWORK (CURRENT AS REVISED, From 2011 PIR)

Description	Description of Indicator	Baseline Level	Target Level at end of project	Target level at 2012
Objective: Develop and test a model for co-management, between government, local communities and the private sector, and build an enabling environment for its replication throughout the Republic of Mauritius	1. METT Scores for SEMPA increases to at least 50/93 over a baseline of 8/93 (measured in 2005) at the end of the project and as an indicator of area reef under effective management.	8 out of 93 (as there are no indigenous or traditional people)	50 out 93 (as there are no indigenous or traditional people)	50 out 93 (as there are no indigenous or traditional people)
	2. Area of seascape gazetted by end of project.	0 sq km	42 sq km	42 sq km
	3. Area of MPA watershed managed and legally recognised.	0 sq km	33 sq km	33 sq km
	4. Increased scores of the UNDP Capacity Development Scorecard for PA Management.	Baseline reconstructed: Systemic; 5/30; 17% Institutional; 12/45; 4% Individual; 2/21; 11%	Systemic; 18/30; 60% Institutional; 20/45; 44% Individual; 10/21; 47%	Systemic; 18/30; 60% Institutional; 20/45; 44% Individual; 10/21; 47%
Outcome 1: Enabling policy and institutional framework for the effective participation in and the sustainable co-management of MPAs in the Republic of Mauritius enhanced.	1. Evidence of a change in policies/legislation regarding financial arrangements for MPA's by project end.	No evidence	SEMPA counts on a relevant body of policies/legislation to contribute to its financial sustainability	SEMPA counts on a relevant body of policies/legislation to contribute to its financial sustainability. Blue bay and Balaclava marine parks will be financed from result based budget Ministry of fisheries.
	2. Evidence of a multi-institutional mechanism (i.e. the MPA learning group operational) to improve MPA management at the national level by project end.	No arrangement in place for a multi-institutional mechanism	Progress towards establishing multi-institutional mechanism	Progress towards establishing multi-institutional mechanism
	3. Biennial biological surveys confirms that reef condition (measured by fish diversity, coral diversity and relative damage from human and natural causes) at demonstration MPA improves	Hard coral cover inside the lagoon was variable (ranged between 5% and 60%); coral cover on the forereef ranged	3. Biennial biological surveys confirms that reef condition (measured by fish diversity, coral diversity and relative	4. Biological surveys at Blue Bay marine park have identified , 34 habitats. Habitats with a strong patrimonial interest

	beyond established baseline.	from 18% to 50% (2007). Commercially valuable holothurians were very rare (<0.02 individuals m ⁻²), as were molluscs.	damage from human and natural causes) at demonstration MPA improves beyond established baseline by year 4.	represents 33% of Blue Bay Marine Park. Blue Bay coral reef quality has improved however the coral quality have not improved.
	4. At least 60 stakeholders receive documentation of SEMPA board experience by year 4.	No stakeholder receives any documentation.	Achieved 1 year after MTE	Achieved 1 year after MTE
Outcome 2: Innovative co-management arrangements for Marine Protected Areas (MPA) are developed and adapted at a representative demonstration site.	1. Existence of IMPAM board, guidelines of operation, evidence of meetings held by end of year 2.	No Board in place	SEMPA MB fully operational in SEMPA	SEMPA MB fully operational in SEMPA
	2. Participatory management plan developed with full stakeholder endorsement by end of year 2	No management plan in place	Approved participatory management plan in place	Approved participatory management plans in place for SEMPA, Blue Bay and BalACLava Marine parks
	3. Participatory M&E plan developed with defined indicators by end of year 2	No M&E Plans in place	Participatory M&E plan under implementation	Participatory M&E plan under implementation
	4. Independent monitoring confirms that MPA zones are being adhered to and infractions are being reported and penalized by year 4.	No zoning in place	Zones legally recognised and being implemented	Zones legally recognised and being implemented same for Blue Bay and BalACLava marine parks
	5. MPA financing system in place and operational with user and other stakeholder inputs	No MPA financing system in place	MPA financing system in place and operational with user and other stakeholder inputs	MPA financing system in place and operational with user and other stakeholder inputs, for Blue Bay and BalACLava is under review.

2. TERMS OF REFERENCE FOR THE TERMINAL EVALUATION

GEF/UNDP Partnerships for Marine Protected Areas in Mauritius and Rodrigues Terms of Reference for Final Evaluation

Title: Consultancy for a UNDP/GEF Final Project Evaluation

Duration of Contract: 20 working days (spread over three weeks, one week in the field and 2 weeks home based)

Contract starting date: 20 November 2012

Duty station: Mauritius and Rodrigues

BACKGROUND INFORMATION

The island of Rodrigues (Republic of Mauritius) lies some 650 kilometres east of Mauritius Island in the south western Indian Ocean. The 90km fringing reef surrounding Rodrigues encloses a lagoon of approximately 240 square kilometres. An estimated 40% of the lagoon coral and associated ecosystem is severely impacted by destructive fishing practices, siltation from up-stream erosion, and to a lesser degree, pollution from agricultural and sewage run off. Many communities in Rodrigues are dependent on the lagoon, with some 2000 fishers attempting to glean a living from the lagoon, 900 of whom are estimated to be working in the southern sector proposed to be developed as a Marine Protected Area under the project 'Partnerships for Marine Protected Areas in Mauritius and Rodrigues'. Studies on the marine environment of Rodrigues are still in their nascent stages and there is a need to develop a better understanding of the lagoon processes and the associated socio economic aspects.

The Government of Mauritius co-funded with UNDP and GEF this project to the amount of 2 Million USD. The project document was signed in 2003 (see Annex 1) and the project is ending in December 2011. The MPA is a National Execution project (NEX) implemented by the Ministry of Fisheries and Rodrigues and the Rodrigues Regional Assembly (for the Rodrigues component).

The aims of this project are to:

Develop an enabling policy and institutional framework to sustainably co-manage MPAs throughout the Republic of Mauritius

Develop and adapt innovative co-management arrangements for Marine Protected Areas (MPAs) at a representative demonstrative site in Rodrigues.

This project will attempt to develop a co-management process with the fisher community based on developing a sense of ownership and responsibility for the lagoon and its resources and involving the fishers with the MPA management and planning from the outset of the project. As part of this process there is a need to reduce the human pressure (number of fishers) on the lagoon while attempting to safeguard and improve the socio economic conditions in the area.

PURPOSE OF THE EVALUATION

In line with UNDP and GEF rules, a Final Evaluation is required given that the project has reached its final implementation stage. This Final Evaluation will be coordinated by the UNDP Mauritius Country Office and the Project Management Unit (PMU).

The overall purpose of this evaluation is to assess/identify:

Both positive and negative results of impact, outcomes and outputs

Progress against the recommendations of the Mid-term evaluation

Effectiveness, efficiency, sustainability, appropriateness, relevance and timeliness of project implementation
 Lessons learned and best practices about project design, implementation and management
 The level of efficient use of project resources
 The dynamics of the partnership between UNDP, GEF, Government of Mauritius and other stakeholders (civil society, economic operators etc.)
 Replicability potential of this project.

The list of the main stakeholders and their responsibility in the project is identified in the table below:

List of Stakeholders	Responsibility
Ministry of Fisheries and Rodrigues	Implementing Agency/Donor
UNDP	Technical partner/Donor
Rodriguez Regional Assembly	Donor
Global Environment Facility	Donor
Ministry of Tourism	Consultative/advisory Role
Ministry of Environment	Consultative/advisory Role
State Law Office	Legal advice
Fishermen Community	Beneficiaries
NGOs – Reef Conservation...	Partners
Public	Beneficiaries
Village council	Partners
Hotels	Partners
Private tourist operators	Partners
Coast guards	Enforcement
Beach Authority	Enforcement

EVALUATION SCOPE

The evaluation will cover the whole project concept, design and implementation period, from 2003 to end of 2011. It will cover the Republic of Mauritius, including Rodrigues Island on the areas of: biodiversity conservation, policy and institutional framework, Co-management arrangements, local capacity development, community livelihoods, economic activities with a focus on the tourism industry and Gender mainstreaming.

Crucial and strategic issues requiring focus in the Terminal Evaluation are the sustainability of the co-management arrangement in the preservation of natural resources, with specific focus on financial sustainability and Government and stakeholders interaction. Another critical area of focus should be the alternative livelihoods generated through the Marine Protected Areas for the targeted community.

The scope would also be expected to at least include the project findings, lessons learned and recommendations in the following areas:

An analysis of how efficiently programme planning and implementation was carried out. This includes assessing to what extent organizational structure, managerial support and coordination mechanisms used by UNDP, supports the project/programme;

Whether the results have been achieved, and if not, whether there has been some progress made towards their achievement;

Whether the programme/project addresses the identified needs/problem (relevance); and

Whether the programme/project contributes to a priority area or comparative advantage for UNDP.

The scope should also include issues of:

Whether the results were achieved
Whether the programme/project created impact;
Relevance and attainability of the objectives;
The usefulness of results and outcomes;
Sustainability of results and benefits;
Problems and constraints encountered during implementation;
The role played by the UNDP Country Office in the development and implementation of the project or programme;
Capacity development especially in developing countries (programme/project's contribution to human and institutional capacity building) .

The following aspects will need to be addressed by the Consultant:

In order to provide lessons learned and recommendation on replicability, the evaluation will assess as well the following issues:

Monitoring Systems

Assess if the monitoring tools currently being used generate adequate information for project evaluation:

Do they provide the necessary relevant information?

Do they involve key partners?

Are they efficient?

Are additional tools required?

Assess the adequacy/relevance of baseline data. If reconstruction is required this should follow a participatory process.

Ensure that the monitoring system, including performance indicators, at least meets UNDP and GEF minimum requirements.

Apply the GEF Tracking Tool (all elements) and provide a description of comparison with initial application of the tool. If the Tracking Tool has not been previously applied, provide a comparison against the estimated baseline.

Risk Management

Validate whether the risks identified in the project document and PIRs are the most important and whether the risk ratings applied are appropriate. If not, explain why. Describe any additional risks identified and suggest risk ratings and possible risk management strategies to be adopted

Assess the project's risk identification and management systems:

Is the UNDP-GEF Risk Management System appropriately applied?

How can the UNDP-GEF Risk Management System be used to strengthen project management?

Work Planning

Assess the use of the logical framework as a management tool during implementation and suggest any changes required

Ensure the logical framework meets UNDP-GEF requirements in terms of format and content

What impact will the possible retro-fitting of impact indicators have on project management?

Assess the use of routinely updated workplans.

Assess the use of electronic information technologies to support implementation, participation and monitoring, as well as other project activities

Are work planning processes result-based? If not, suggest ways to re-orientate work planning.

Consider the financial management of the project, with specific reference to the cost-effectiveness of interventions. Any irregularities must be noted.

Reporting

Assess how adaptive management changes have been reported by the project management

Assess how lessons derived from the adaptive management process have been documented, shared with key partners and internalized by partners.

Underlying Factors

Assess the underlying factors beyond the project's immediate control that influence outcomes and results.
Consider the appropriateness and effectiveness of the project's management strategies for these factors.
Re-test the assumptions made by the project management and identify new assumptions that should be made.
Assess the effect of any incorrect assumptions made by the project.

UNDP Contribution

Assess the role of UNDP against the requirements set out in the UNDP Handbook on Monitoring and Evaluating for Results. Consider:

Field visits

Project Executive Committee

Global Advisory Committee (TOR, follow-up and analysis)

PIR preparation and follow-up

GEF guidance

Consider the new UNDP requirements outlined in the UNDP User Guide, especially the Project Assurance role, and ensure they are incorporated into the project's adaptive management framework.

Assess the contribution to the project from UNDP "soft" assistance (i.e. policy advice & dialogue, advocacy, and coordination). Suggest measures to strengthen UNDP's soft assistance to the project management.

Partnership Strategy

Assess how partners are involved in the project's adaptive management framework:

Involving partners and stakeholders in the selection of indicators and other measures of performance

Using already existing data and statistics

Analysing progress towards results and determining project strategies.

Identify opportunities for stronger substantive partnerships between UNDP and other counterparts, with particular reference to:

Contracts and/or MoUs with relevant regional institutions

The development of partnerships with any other organizations

Assess how stakeholders participate in project management and decision-making. Include an analysis of the strengths and weaknesses of the approach adopted by the project and suggestions for improvement if necessary.

Consider the dissemination of project information to partners and stakeholders and if necessary suggest more appropriate mechanisms.

EVALUATION METHODS

Evaluation methods should include:

Document review, this will include all major documents such as the project document and its revisions, progress and monitoring reports, terminal reports, self-evaluations etc (See Annex 3 – List of relevant documents).

Interviews with all key informants and key players.

Field Work.

Questionnaires.

Observation and other participatory techniques such as focus groups rapid appraisal etc.

Participation of partners and stakeholders.

Benchmarking.

EVALUATION TEAM COMPOSITION

Based on the character of the project and the purpose of the evaluation, the Evaluation team should be composed by 2 Evaluators with specific expertise on Marine Protected areas, biodiversity and legal matters..

Validation of results will be done by UNDP Regional Technical Advisor. Evaluators will not act as representatives of any party, but should remain independent and impartial.

Qualification:

Evaluator Qualities should include:

- Recent experience with Result-Based Management evaluation methodologies.
- Experience applying participatory monitoring approaches.
- Experience applying objectively verifiable indicators and reconstructing or validating baseline scenarios.
- Recent knowledge of the UNDP/GEF Monitoring and Evaluation Policy.
- Recent knowledge of UNDP's results-based evaluation policies and procedures.
- Competence in Adaptive Management, as applied to natural resource management projects.
- Recognized and demonstrated expertise in Marine Protected Area management.
- Demonstrable analytical skills.
- Experience with multilateral or bilateral supported marine management projects.

PLANNING AND IMPLEMENTATION ARRANGEMENTS

Details on the following planning and implementation arrangements:

Management arrangements: consultation with the country offices, technical units and agreements with partners and / or beneficiaries as indicated in Annex 2 – List of stakeholders.

Resources required and logistical:

- The consultants should bring their own laptops.
- The Country office will be in charge of logistics support
- Travel is required to Rodrigues

All deliverables of the mission will be produced in English and will be presented as follows:

- An inception report highlighting the methodology and approach of the evaluation
- A mission plan two days after the start of the mission
- A draft evaluation report and a power-point presentation the last day of the mission
- A final evaluation report with Executive Summary (after UNDP comments)
- The structure and content of the report (see Annexe 4) should meet the requirements of the UNDP Monitoring and Evaluation Policy. The length of the Report should not exceed 35 pages in total (excluding the annexes).

Annexes to the evaluation report should be kept to an absolute minimum. Only those annexes that demonstrate or clarify an issue related to a major finding should be included. Existing documents should be referenced but not necessarily annexed.

The main body of the report should be approximately 40-50 pages. Below is a sample outline of a Terminal Evaluation Report. This forms a part of the TORs that successful candidates will be required to sign and follow. Please note specifically, the use of the UNDP/GEF six point rating scales for progress towards the project objective (outcomes) and progress on project implementation.

Table of contents: (with accurate page number references)

Acronyms

1. Executive summary (including an overall rating of the project (using the 6 point GEF/UNDP rating scale.

Brief description of project;

Context and purpose of the evaluation;

Main conclusions, rating of progress towards objectives as well as rating of progress on implementation, recommendations and lessons learned;

2. Introduction

Purpose of the evaluation;
Key issues addressed;
Methodology of the evaluation
Structure of the evaluation.
Ethics

3. The project(s) and its development context

Project start and its duration;
Problems that the project seek to address;
Immediate and development objectives of the project;
Main stakeholders;
Results expected.

4. Findings and Conclusions

In addition to a descriptive assessment, all criteria marked with (R) should be rated in conformity with the GEF/UNDP guidelines for final evaluations using the following divisions: Highly Satisfactory, Satisfactory, Moderately Satisfactory, Moderately Unsatisfactory, Unsatisfactory, Highly Unsatisfactory. (The guidelines for the use of the scales will be provided to the successful candidate).

4.1 Project Formulation

Conceptualization/Design(R). This should assess whether the approach used in design and selection of project interventions addressed the root causes and principal threats in the project area. It should also include an assessment of the logical framework and whether the different project components and activities proposed to achieve the objective were appropriate, viable and responded to contextual institutional, legal and regulatory settings of the project. It should also assess the indicators defined for guiding implementation and measurement of achievement and whether lessons from other relevant projects (e.g., same focal area) were incorporated into project design.

Country-ownership/Driveness. Assess the extent to which the project idea/conceptualization had its origin within national, sectoral and development plans and focuses on national environment and development interests.

Stakeholder participation (R) Assess information dissemination, consultation, and “stakeholder” participation in design stages.

Replication approach. Determine the ways in which lessons and experiences coming out of the project were/are to be replicated or scaled up in the design and implementation of other projects (this also related to actual practices undertaken during implementation).

Linkages between the project and other interventions within the sector and the definition of clear and appropriate management arrangements at the design stage. This element should also address the question of to what extent the project addresses UNDP priorities; gender, south-south cooperation, poverty-environment linkages (sustainable livelihoods) and disaster prevention and recovery. The linkages between the project and the UNDAF for the particular country/countries and the

4.2. Project Implementation

Implementation Approach (R). This should include assessments of the following aspects:

(i) The use of the logical framework as a management tool during implementation and any changes made to this as a response to changing conditions and/or feedback from M & E activities if required.

(ii) Other elements that indicate adaptive management such as comprehensive and realistic work plans routinely developed that reflect adaptive management and/or; changes in management arrangements to enhance implementation.

(iii) The project's use/establishment of electronic information technologies to support implementation, participation and monitoring, as well as other project activities.

(iv) The general operational relationships between the institutions involved and others and how these relationships have contributed to effective implementation and achievement of project objectives.

(v) Technical capacities associated with the project and their role in project development, management and achievements.

Monitoring and evaluation (R). Including an assessment as to whether there has been adequate periodic oversight of activities during implementation to establish the extent to which inputs, work schedules, other required actions and outputs are proceeding according to plan; whether formal evaluations have been held and whether action has been taken on the results of this monitoring oversight and evaluation reports.

Stakeholder participation (R). This should include assessments of the mechanisms for information dissemination in project implementation and the extent of stakeholder participation in management, emphasizing the following:

(i) The production and dissemination of information and lessons generated by the project.

(ii) Local resource users and NGOs participation in project implementation and decision making and an analysis of the strengths and weaknesses of the approach adopted by the project in this arena.

(iii) The establishment of partnerships and collaborative relationships developed by the project with local, national and international entities and the effects they have had on project implementation.

(iv) Involvement of governmental institutions in project implementation, the extent of governmental support of the project.

Financial Planning: Including an assessment of:

(i) The actual project cost by objectives, outputs, activities

(ii) The cost-effectiveness of achievements

(iii) Financial management (including disbursement issues)

(iv) Co-financing (has this been realized?)

Procurement Management: Including an assessment of:

(i) Technical and human resource capacity for procurement management

(ii) Linkage between work programming, procurement planning, budgeting, and disbursement planning

(iii) Effectiveness of procurement management, as indicated by results of audits (internal and/or external), and reports of review and supervision missions by IAs.

Sustainability. Extent to which the benefits of the project will continue, within or outside the project domain, after it has come to an end. Relevant factors include for example: Development of a sustainability strategy,

establishment of financial and economic instruments and mechanisms, mainstreaming project objectives into the economy or community production activities.

4.3. Results

Attainment of Outcomes/ Achievement of objectives (R): Including a description *and rating* of the extent to which the project's objectives (environmental and developmental) were achieved using Highly Satisfactory (HS), Satisfactory (S), Moderately Satisfactory (MS), Moderately Unsatisfactory (MU), Unsatisfactory (U) and Highly Unsatisfactory (HU) ratings. If the project did not establish a baseline (initial conditions), the evaluators should seek to determine it through the use of special methodologies so that achievements, results and impacts can be properly established.

This section should also include reviews of the following:

Sustainability: Including an appreciation of the extent to which benefits continue, within or outside the project domain after GEF assistance/external assistance in this phase has come to an end.

Contribution to upgrading skills of the national staff

Summary Table of ratings.

5. Recommendations

Corrective actions for the design, implementation, monitoring and evaluation of the project. Recommendations should be specific and clearly justified in relation to the achievement of the project objectives.

Actions to follow up or reinforce initial benefits from the project

Proposals for future directions underlining main objectives

Changes to project strategy, including the log frame indicators and targets

6. Lessons learned

This should highlight the 'best' and 'worst' practices in addressing issues relating to relevance, performance and success.

7. Evaluation report Annexes

Evaluation TORs

Itinerary

List of persons interviewed

Summary of field visits, , issues raised and recommendations by different stakeholders

List of documents reviewed

Questionnaire used and summary of results

Comments by stakeholders (only in case of discrepancies with evaluation findings and conclusions).

Plan for Evaluation implementation

	Activity	Estimated time	Key outputs
1	Preparation by consultants Review project documents and progress reports Other relevant literature	2 days	Familiarization with the projects (re. intended outcomes)
	Preparation (by consultants) Briefing from UNDP Office Prepare inception report Agreement on activities and timeframes Preparation of meetings/programme	1 day 1 day	Agreement on timeframes and programme
2	Meetings and discussions with stakeholders	7 days	Document records of interviews and

	Discussions with project teams (PMUs) Field visits. This will include interviews and focus group discussions with various stakeholders. Meetings with development partners including eventually Project steering committees and other partners		observations with stakeholders Evaluate findings
3	Presentation of findings to stakeholders Hold a meeting with stakeholders including Project Steering Committees, development partners, government and UN agencies to present preliminary findings and recommendations to collect feedback that will help finalise the report, give suggestions and get feedback Incorporate feedback into findings	3 days	Present findings to key stakeholders and create forum for participatory feedback
4	Writing Report Draft report and final report Report should be: Analytical in nature (both quantitative and qualitative) Structured around issues and related findings/lessons learnt Conclusions Recommendations Present draft form for review by UNDP CO	5 days	Draft report delivered to UNDP CO for consideration Consideration should be given to producing a final report for public information and donors
5	Submission of Final Report	3 days after presentation to UNDP CO	A report of maximum 25 pages in word document format with tables where appropriate will be submitted within four working days after the completion of the mission, incorporating comments made on the draft submitted to UNDP CO
	Time allocated to the assignment	24 days	

Appendix 1:

EXAMPLE OF METHODOLOGY OUTLINE:

It is anticipated that the methodology to be used for the MTE will include, but may not be limited to the following:

A) Documentation review including, *inter alia*:

Project Document and Project Appraisal Document;

Project implementation reports (PIR's);

Quarterly progress reports and work plans of the various implementation task teams;

Audits reports

Annual Review Reports

M & E Operational Guidelines, all monitoring reports prepared by the project;

Financial and Administration guidelines;

The following documents will also be available:

The project M&E framework

Knowledge products from service providers

Project operational guidelines, manuals and systems;

Minutes of the Project Board Meetings, task teams and other project management meetings;

Maps

The GEF Implementation Completion Report guidelines; and,

The UNDP Monitoring and Evaluation Frameworks.

B) Interviews with:

UNDP-GEF staff who have project responsibilities;

Staff of the Project Coordination Unit;

Executing agencies:

Members of the Project Board

Task Team members (if appropriate).

Project stakeholders, particularly members of the various project level steering committees and project beneficiaries;

Participating members of the Pilot projects

Relevant staff in participating government departments.

C) Field Visits:

The following project sites should be visited:

In addition, but separate from project staff and their institutions, the evaluators will need to specifically meet with selected communities (intended beneficiaries of the project during the field visits).

Appendix 2

Sample Ethics Statement:

This Evaluation is guided by, and has applied, the following principles:

Independence The Evaluator is independent and has not been engaged in the Project activities, nor was he responsible in the past for the design, implementation or supervision of the project.

Impartiality The Evaluator endeavoured to provide a comprehensive and balanced presentation of strengths and weaknesses of the project. The evaluation process has been impartial in all stages and taken into account all the views received from stakeholders.

Transparency The Evaluator conveyed in as open a manner as possible the purpose of the evaluation, the criteria applied and the intended use of the findings. This evaluation report aims to provide transparent information on its sources, methodologies and approach.

Disclosure This report serves as a mechanism through which the findings and lessons identified in the evaluation are disseminated to policymakers, operational staff, beneficiaries, the general public and other stakeholders.

Ethical The Evaluator has respected the right of institutions and individuals to provide information in confidence and the sources of specific information and opinions in this report are not disclosed except where necessary and then only after confirmation with the consultee.

Competencies and Capacities The credentials of the Evaluator in terms of his expertise, seniority and experience as required by the terms of reference are provided in an annex; and the methodology for the assessment of results and performance is described.

Credibility This evaluation has been based on data and observations which are considered reliable and dependable with reference to the quality of instruments and procedures and analysis used to collect and interpret information.

Utility The Evaluator strived to be as well-informed as possible and this ensuing report is considered as relevant, timely and as concise as possible. In an attempt to be of maximum benefit to stakeholders, the report presents in a complete and balanced way the evidence, findings and issues, conclusions and recommendations.

3. ADDITIONAL EVALUATION ISSUES ASSESSED BUT NOT INCLUDED IN THE MAIN REPORT NARRATIVE

The Table below summarizes the main findings on issues required in the TORs but considered by the evaluator not essential elements of the main evaluation. These findings are presented here and not as part of the main report in order to preserve the flow of the main arguments in the report.

<u>Evaluation Issue</u>	<u>Summary of Findings</u>
Use of log frame	Appropriate adjustment to the log frame in response to the MTE. The revised log frame became a useful management tool with clear and measurable indicators for the targets.
M&E	The M&E plan was adhered to carefully, and based on the log frame. UNDP produced relevant PIRs each year which provided a strong basis for monitoring and continuity.
Technology, use of	For the most part, not applicable. As mentioned in the report, the placement of underwater signs required specific skills that were transferred from SEMPA to Blue Bay.
Technical capacity	Extensive discussions in the sections on findings, lessons learned, recommendations, and through the use of the METTs.
Operational relations	No issues found.
Stakeholder participation	As discussed in the report, the concept of participatory management is at the core of stakeholder participation and therefore has been an integral aspect of the project throughout its life.
Institutional Arrangements	Adequate, no issues found.
Generation & dissemination of information & lessons	Not considered in project design.
Linkages with other programmes/projects	N/A.
Country Ownership	Strong as explained in the sections on sustainability
Project Methodology	Weak original design as explained in the context of the disassociation between Outcomes 1 and 2.
UNDP Contribution	Successful (page 24)
Risks Management	N/A.
Partnerships	As discussed in the report, the concept of participatory management is also at the core of partnerships and therefore has been an integral aspect of the project throughout its life.
Replicability	The SEMPA experience is highly replicable within Mauritius and outside. In addition, prior experiences from The Seychelles were successfully transferred to SEMPA.
Communications	Strong communication aspects for both Outcomes, as explained in page 21.

4. PEOPLE AND INSTITUTIONS CONSULTED

Alcindor, Roland	Environment Program Manager, UNDP
Boolkah, Soomiren	SEMPA Finance Officer
Branellec, Jerome	Kite and Sports Manager
Cedras, Allen	SEMPA Project Analyst
Chiranjiwa, Paupiah (Dave)	Scientific Officer, Marine Conservation Division, Ministry of Fisheries
Clair, Louis Serge	Chief Commissioner, RRA
Emilien, Stenny	Advisor/Economist, EPMU
Giappichelli, Laura	Environment Program Officer, UNDP
Hurbungs, Mira D.	Divisional Scientific Officer, Marine Conservation Division, Ministry of Fisheries
Issler, Fabiana	Regional Technical Advisor, UNDP
Jhangeer-Khan, Reshad	Former SEMPA Scientific Officer
Koonjul, Meera	Scientific Officer, Marine Conservation Division, Ministry of Fisheries
Mohit, Ravi	Scientific Officer, Marine Conservation Division, Ministry of Fisheries
Payendee, Jean Richard	Commissioner for Marine Parks, RRA
Perrine, Sylvio	Officer in Charge, Fisheries Research and Training, RRA
Pierre Louis, Jean Rex	SEMPA Project Manager
Ovesen, Ira	Environment Program Officer, UNDP
Peermamode, Damad	Officer in Charge, Fisheries Protection Services, RRA
Perrine, Sydney	Shoals Rodrigues
Piang Sang Sew-Hee, Sui Lin	Ministry of Finance and Economic Development
Raffaut Runolph	Shoals Rodrigues
Raffin, J.S. Jovani	Shoals Rodrigues
Samoisy, Silvestre	President, Community Advisory Council
Tegmo-Reddy, Leyla	UNDP Resident Representative
Waterstone, Andrea	Mauritius Wildlife Foundation, Rodrigues

5. DATES AND SCHEDULE OF FINAL EVALUATION

Date	Time	Position	Location
11 th March 2012	Afternoon	Arrival in Mauritius	
11 th March 2012	Afternoon	Visit to Blue Bay Marine Park	
12 th March 2012	Morning	Opening debriefing with UNDP Program Officer (Ms. Ovesen)	
13 th March 2012	Morning	Albion Staff	
13 th March 2012	Morning	UNDP Staff	
13 th March 2012	Afternoon	Visit to Balaclava Marine Park	
14 th March 2012	Early Morning	Flight to Rodrigues	
14 th March 2012	10:30 AM	Chief Commissioner and Acting Island Chief Executive	Chief Commissioner Office
14 th March 2012	11:30 AM	Commissioner for Marine Parks and National Project Director	La Residence: Office of the Commissioner for Marine Parks
14 th March 2012	1:30 PM	SEMPA Team (Project Manager, Project Analyst, Finance Officer)	SEMPA Office
14 th March 2012	3:00 PM	CAC President	SEMPA Office
15 th March 2012	10:30 AM	PSC	Conference Centre , Central Administration Office Port Mathurin
16 th March 2012	10:00AM	FRTU: Sylvio Perrine	FRTU Office
16 th March 2012	09:00 AM	Shoals Rodrigues	Shoals Centre
16 th March 2012	09:30 AM	Officer in Charge FPS: Damad PEERMAMODE	Officer in Charge Office Port Mathurin
16 th March 2012	11:00 AM	Mauritius Wildlife	Mauritius Wild Life Office
16 th March 2012	13:00 PM	Tourism Stakeholder : Benoit De Baize, (Diver), Jerome Branellec, Kite Surfer Willy Auguste Hotelier	Mourouk Mourouk Ebony Hotel. Mourouk
17 th March 2012	09:25 AM	Depart to Mauritius	
18 th March 2012	Final debriefing with UNDP Program Officer (Ms. Ovesen)		

6. EVALUATION RATINGS

<u>RATINGS</u>	<u>PROJECT PROGRESS IN TOWARDS MEETING ITS OUTCOMES AND OBJECTIVE(S)</u>	<u>PROGRESS IN PROJECT IMPLEMENTATION</u>
	This takes into account overall performance and the cumulative level of progress compared to the target level across all of the objective indicators.	This pertains to the project's success in implementing its activities according to the workplans, where elements such as execution of activities, effectiveness (including cost effectiveness) and delivery are taken into account.
Highly Satisfactory (HS)	Project is expected to achieve or exceed all its major global environmental objectives, and yield substantial global environmental benefits, without major shortcomings. The project can be presented as “good practice”.	Implementation of all components is in substantial compliance with the original/formally revised implementation plan for the project. The project can be presented as “good practice”.
Satisfactory (S)	Project is expected to achieve most of its major global environmental objectives, and yield satisfactory global environmental benefits, with only minor shortcomings.	Implementation of most components is in substantial compliance with the original/formally revised plan except for only a few that are subject to remedial action.
Marginally Satisfactory (MS)	Project is expected to achieve most of its major relevant objectives but with either significant shortcomings or modest overall relevance. Project is expected not to achieve some of its major global environmental objectives or yield some of the expected global environment benefits.	Implementation of some components is in substantial compliance with the original/formally revised plan with some components requiring remedial action.
Marginally Unsatisfactory (MU)	Project is expected to achieve of its major global environmental objectives with major shortcomings or is expected to achieve only some of its major global environmental objectives.	Implementation of some components is not in substantial compliance with the original/formally revised plan with most components requiring remedial action.
Unsatisfactory (U)	Project is expected not to achieve most of its major global environment objectives or to yield any satisfactory global environmental benefits.	Implementation of most components is not in substantial compliance with the original/formally revised plan.
Highly Unsatisfactory (HU)	The project has failed to achieve, and is not expected to achieve, any of its major global environment objectives with no worthwhile benefits.	Implementation of none of the components is in substantial compliance with the original/formally revised plan.

7. DOCUMENTS REVIEWED

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Hodge, S., and T. Ramjeawon. 2011. Mauritius Environment Programme (2008-2012). Outcome Evaluation. Final.

Klaus, R and Hardman E. 2009. Poster presentation of the process of zoning and regulation formation. South East Marine Protected Area. Report for the Partnership for Marine Protected Areas, Mauritius and Rodrigues (MAR/03/G35/A/1G/99). Republic of Mauritius, Rodrigues Regional Assembly, UNDP/GEF.

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Organisation du Peuple de Rodrigues (OPR). 2012. Le Grand Retour. Espoir et Liberation. 50 Pp.

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UNDP. 2011. 2011 Annual Project Review (APR). Project implementation Report (PIR). Project: Partnership for Marine Protected Areas in Mauritius and Rodrigues.

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Wildchief, R. 2011. Partnership for Marine Protected Areas Mauritius and Rodrigues. Sustainability Strategy and Exit Plan. May 2011.

8. COMMENTS RECEIVED ON THE DRAFT REPORT

This section includes the comments received on the final draft, and explains the ways in which they were addressed.

A. Comments Received from Albion Fisheries Research Centre (April 19th, 2012).

Comments on the Evaluator's report

Please find hereunder comments from the Marine Conservation Division Team:

The UNDP/ GEF/ GOM Project on Partnerships for Marine Protected Areas in Mauritius and Rodrigues started officially in 2005 with the first disbursement of funds. It should be borne in mind that the progress in outcome 1 and outcome 2 cannot be compared. The original project design should have, right from the start, considered and addressed the differences in context between Mauritius mainland and Rodrigues, because the management approaches and socio-economic contexts of the respective coastal communities differ so widely.

The project was initiated with the aim of establishing and proclaiming SEMPA as an MPA, with the recruitment of a dedicated core staff to run the project. Contrarily to outcome 1, outcome 2 started already within an existing framework, with an already existing a skeleton staff from the Ministry of Fisheries. It was much easier to start off with something new, than to restructure an existing framework. SEMPA was the demonstration site for a co management principle approach and same to be adapted to Mauritian context, the reason for the progress of outcome 2.

At page 20 (Project Implementation History), the project Manager was not 'released' from duties but voluntarily resigned from the post on personal reasons...also certain activities could not be carried out there in time due to lots of administrative heaviness and hurdles as is typical of Rodrigues. It is to be noted that at that time, the project started off in Rodrigues with activities for Objective 1, with a minimal staff (PMU) and without appropriate technical support whatsoever...it was only in the 2nd year of implementation that the first CTA was recruited together with supporting staff.

There is some sort of bias in the type of comparative evaluation between the outcomes 1 and 2...since it is viewed that the contexts for the operationalization of activities related to objective/outcome 1 (Mainland Mauritius) and 2 (Rodrigues) are very different.

Regarding the 'slow' implementation of the activities related to objective 1, it is to be noted that during the period between 2005 and 2008/9, this component had been quasi-wholly ignored/upheld as also recommended by the second Environment Project Officer, Mr Paulo Tribaldeschii i.e to postpone the activities pertaining to Objective 1 pending the recruitment of the next CTA..it was only in late 2009/early 2010 that the new CTA came into the picture.

Whilst one of the main roles of the CTA (Chief Technical Advisor) was to technically gear/expertly advise on the overall project activities for both the objectives, it is to be noted that the first CTA (who was recruited more than a year after project implementation start) concentrated on activities under Objective 2 only (i.e SEMPA-Rodrigues) while no specific advice were given to gear or initiate activities under Objective 1...until the arrival of the second CTA who put the activities for Objective 1 under their right perspectives...all these factors justify the belated start of the activities in Mauritius and relatively 'slow implementation'.

It is also worth noted that the executive agency for Objective I (Min of Fisheries) in the meantime has been actively participating in all the Project Steering Committee meetings (always held in Rodrigues under RRA) throughout all the project duration (2005-2012), but again here, the emphasis was more on SEMPA. The initial phase of the project was mostly concentrated in negotiations, drafting of ToRs, and workplans, recruitment of staff for the SEMPA.

Since 2008, there have been negotiations with relevant stakeholders (private and governmental organisations, NGOs) in Mauritius to start implementation of the project. The main obstacles during the implementation phase from 2008 to 2011 have been :

- (i) The change in the aligning of the financial year with the calendar year.*
- (ii) changes in the post of Chief Technical Adviser (CTA), which involved administrative issues, recruitment, thus delayed the implementation phase.*
- (iii) reshuffling of staff and transfer of staff and the change Assistant Project Manager in the Marine Conservation Division caused disruption in the smooth running of the project.*
- (iv) Activities earmarked for the project in 2003 when the project proposal was received had to be reviewed in 2005 as those earmarked initially were no longer viable.*

Though not much could be achieved from 2005 to 2008 for Objective 1, it should be appreciated that much has been achieved since then; especially in the last 8 months starting August 2011.

The achievements are as follows:

- i. In 2011, groundwork for the production of management plans for the Blue Bay and the Balaclava Marine Parks started.*
- ii. The first draft reports for the Management plan of both marine parks have been submitted.*
- iii. Report on the Legal Framework Review has been submitted.*
- iv. The inventory of the blue Bay Marine Park has been completed and the mid-term report has been submitted and the final report is expected shortly.*
- v. The Communication and Awareness programme has also been sucesssfully completed, with education tools produced and awareness campaigns carried out.*
- vi. The study on the carrying capacity of the marine parks have also been completed and the final report is expected.*
- vii. The setting up of 3 underwater trails at the Blue Bay Marine Parks is in progress.*
- viii. 10 Officers have been trained in GIS ARC View software.*
- ix. Other activities included exchange visits to the MPAs in Rodrigues and in Kenya and Tanzania. Officers from SEMPA have also benefitted from exchange visits to the MPAs in Mauritius.*
- x. IT, office and diving equipment have been purchased.*

It is felt that the Evaluator has been quite categorical about his overall comments on outcome 1 and it would be appreciated if same could be revised.

Response from Evaluator: Most of the comments relate to the differences between Mauritius and Rodrigues, and the timing of the activities as a main explanation for the slow progress under Outcome 1. I agree that the design should have considered the differences between Mauritius and Rodrigues, and that linking Outcome 1 to Outcome 2 was a main reason for these delay (this is stated in the report in several places). The additional justifications for the slow implementation under Outcome 1 are noted, but do not alter the conclusion that slow implementation indeed occurred.

Regarding the specific editorial and factual comments:

- The reason for the departure of the project manager has been changed to “resigned” from “released.”
- It is indeed acknowledged that much progress has taken place since 2008, particularly since August 2011, and these sections have been adjusted (page 23). Unfortunately, these achievements come too late and are unlikely to change the achievement of the Outcome at the time of project closure.

B. Comments from Mr. Jean Rex Pierre Louis, Project Manager, SEMPA (April 26th, 2012).

Comments were received in “track” form.

Response from Evaluator: All suggested adjustments are agreed, as follows:

- IFAD scheme for fishermen recognized (page 27).
- Spellings of names and titles adjusted.

C. Comments from Mr. Robert Wild, Chief Technical Advisor Partnership for Marine Protected Areas UNDP-GEF (April 30th, 2012).

Extensive comments were received contained on an 8-page document labeled “draft not for circulation” and thus they are not reproduced here verbatim. In general, the comments are in broad agreement with the evaluation, with the following exceptions:

- Lack of reference to several technical reports, and important international inputs received,
- Institutional weaknesses at several levels not properly acknowledged in the report.
- Emphasizes design weakness as a cause of slow achievements under Outcome 1.
- Challenges for the sustainability of SEMPA remain.

Response from Evaluator: It is clear that Mr. Wild has an in-depth knowledge of the project and its history. I agree with most comments, although in most cases no adjustments were made because it is felt that there is a difference in emphasis as opposed to substance. Also, Mr. Wild makes various recommendations that have not been included, given that they do not emerge from my own analysis. Specific comments addressed as follows:

- Missing references acknowledged and added, although the content was already included in the report (page 27).
- Agree with comments on Outcome 1, no changes made.

- Agree with comments under SEMPA, most issues already included in the report.
- D. Comments from Ms. Fabiana Issler, Regional Technical Adviser for Ecosystems and Biodiversity Regional Service Centre - Africa United Nations Development Programme, and Eddy Russell, Knowledge Management Officer, UNDP

Extensive comments and annotations received from Ms. Issler and Mr. Russell, primarily related to adherence of the report to the UNDP and GEF guidelines for Terminal Evaluations, and specific factual corrections. All comments have been addressed as requested.

9. SIGNED ETHICS STATEMENT

This Evaluation is guided by, and has applied, the following principles:

Independence. The Evaluator is independent and has not been engaged in the Project activities, nor was he responsible in the past for the design, implementation or supervision of the project.

Impartiality. The Evaluator endeavored to provide a comprehensive and balanced presentation of strengths and weaknesses of the project. The evaluation process has been impartial in all stages and taken into account all the views received from stakeholders.

Transparency. The Evaluator conveyed in as open a manner as possible the purpose of the evaluation, the criteria applied and the intended use of the findings. This evaluation report aims to provide transparent information on its sources, methodologies and approach.

Disclosure. This report serves as a mechanism through which the findings and lessons identified in the evaluation are disseminated to policymakers, operational staff, beneficiaries, the general public and other stakeholders.

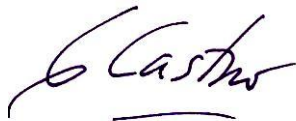
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Utility. The Evaluator strived to be as well-informed as possible and this ensuing report is considered as relevant, timely and as concise as possible. In an attempt to be of maximum benefit to stakeholders, the report presents in a complete and balanced way the evidence, findings and issues, conclusions and recommendations.

Signature:

A handwritten signature in dark ink, appearing to read 'G. Castor', with a horizontal line underneath.

Date: May 23, 2012