

Terminal Evaluation Report

2015 May

Version: v2

Mainstreaming Biodiversity Management into Production Sector Activities

GEF Project ID: 1620

UNDP PIMS ID: 2053

| | |
|---------------------------------|---|
| Country: | Seychelles |
| Region: | Africa |
| GEF Funding Cycle: | GEF-3 |
| Focal Area: | Biodiversity |
| Operational Program: | 2: Mainstream Biodiversity in Production Landscapes, Seascapes and Sectors |
| Implementing Agency: | United Nations Development Programme (UNDP) |
| Executing Agency: | Ministry of Environment, Energy, and Climate Change |
| Other Partners Involved: | Ministry of Land Use and Housing Seychelles Fishing Authority Tourism Department MFF: Mangroves for the Future SGP: The GEF Small Grants Programme ENGOS: Environmental Non-Governmental Organizations |

Prepared by:

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Contract No. ICSEY2015-003 (UNDP Seychelles)

Terminal Evaluation Opening Page:

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|--|---|------------------------|--|
| Project Name: | Mainstreaming Biodiversity Management into Production Sector Activities | | |
| GEF Project ID: | 1620 | | |
| UNDP PIMS ID: | 2053 | | |
| Region: | Africa | | |
| Country: | Seychelles | | |
| GEF Funding Cycle: | GEF-4 | | |
| Focal Area: | Biodiversity | | |
| Operational Program: | 2: Mainstream Biodiversity in Production Landscapes, Seascapes and Sectors | | |
| CEO Endorsement Date: | 18 October 2007 | | |
| Project Start Date (prodoc signature): | 18 December 2007 | | |
| Project Closing Date: | Original: 31 December 2013 | Proposed: 30 June 2015 | |
| Implementing Agency: | United Nations Development Programme | | |
| Implementation Modality: | Supported National Implementation | | |
| Executing Agency: | Ministry of Environment, Energy, and Climate Change | | |
| Other Partners Involved: | Ministry of Land Use and Housing Seychelles Fishing Authority Tourism Department MFF: Mangroves for the Future SGP: The GEF Small Grants Programme ENGOS: Environmental Non-Governmental Organizations | | |
| Project Cost: | USD 11,226,950 | | |
| GEF Project Grant: | USD 3,600,000 (excluding PDF-B Grant) | | |
| Cofinancing, Pledged: | USD 7,626,950 | | |
| | Government of Seychelles: | USD 3,009,000 | |
| | Environmental NGOs: | USD 2,617,950 | |
| | Private Sector | USD 2,000,000 | |
| TE Timeframe: | May-June 2015 | | |
| Evaluator: | James Lenoci | | |
| TE Reporting Language: | English | | |

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Executive Summary

| Exhibit 1: Project Summary Table | | | | |
|--|---|--|---------------------------------|--------------------------------|
| Project Title: Mainstreaming Biodiversity Management into Production Sector Activities | | | at endorsement (USD million) | at completion (USD million) |
| GEF Project ID: | 3861 | GEF financing: | 3.6 | 3.485 |
| UNDP Project ID: | 4207 | IA own: | 0 | 0 |
| Country: | Seychelles | Government: | 3.009 | 1.688 |
| Region: | Africa | Other: | 4.618 | 2.039 |
| Focal Area: | Biodiversity | Total co-financing: | 7.627 | 3.728 |
| Operational Programme: | SP2: Mainstreaming Biodiversity | Total Project Cost: | 11.227 | 7.213 |
| Executing Agency: | Ministry of Environment, Energy, and Climate Change | Prodoc Signature (date project began): | | 18 Dec 2007 |
| Other Partners Involved: | Ministry of Land Use and Housing, Seychelles Fishing Authority, Tourism Department, MFF, SGP, ENGOS | (Operational) Closing Date: | Proposed: 31 Dec 2013 | Actual: 30 Jun 2015 |

Note: Total expenditures based upon figures through the end of 2014

Project Description

Seychelles' ecosystems and biodiversity are relatively intact compared to many other small islands states, but development pressures have increased substantially in recent years. Past efforts at biodiversity conservation have focused on protected areas, but the major threats are associated with the main production sectors i.e. overfishing, mass tourism, and physical infrastructure development. This project differs from earlier biodiversity programs in the country by taking a sector-based approach that seeks to integrate biodiversity conservation into the day-to-day operations of the main production sectors. Barriers to this integration include insufficient capacities at the systemic and institutional levels, resource tenure and access rights, and insufficient know-how for sustainable ecosystem management. The project aimed to:

- Create enabling conditions for mainstreaming biodiversity management;
- Develop methods and means for integrating biodiversity into artisanal fisheries management; and
- Make biodiversity conservation a routine part of business operations in the tourism sector.

Terminal Evaluation Purpose and Methodology

This terminal evaluation was conducted to provide conclusions and recommendations about the relevance, efficiency, effectiveness, sustainability, and impact of the project. The evaluation also aimed to identify lessons from the Project for future similar undertakings, and to propose recommendations for ensuring the sustainability of the results. The evaluation was an evidence-based assessment and relied on feedback from persons who have been involved in the design, implementation, and supervision of the project, review of available documents and records, and findings made during field visits.

Summary of Findings and Conclusions

Major Achievements

The major threats to the rich biodiversity in the Seychelles are associated the main production sectors in the country, i.e., fisheries, tourism, and physical infrastructure construction. The project

was designed to strengthening the enabling environment required for mainstreaming biodiversity conservation among these three economic sectors.

Enabling conditions were strengthened

The requisite enabling conditions required to support biodiversity mainstreaming in the Seychelles were strengthened through **legal reform**, including substantive contributions to the drafting of proposed amendments to the two key pieces of environmental legislation in the country (the Environmental Protection and the Physical Planning Act); **regulatory framework**, as evidenced through the development of the 25 district-level land use plans in the country; **institutional capacity building**, through extensive trainings and participation of agency staff in project activities; and **awareness raising among the private sector**, both among the fisheries and tourism industries.

Replicable models of biodiversity mainstreaming demonstrated

Replicable models of biodiversity mainstreaming techniques were demonstrated, including the following: **improved production practices**, through collaborative management of demersal fisheries of the 41,400 km² Mahé Plateau, using ecosystem approach to fisheries management principles; **environmental certification**, through strengthening and launching the Seychelles Sustainable Tourism Label (SSTL) program; and **ecosystem restoration**, achieved through partnerships between private tourism operations and non-governmental organizations.

Significant contributions to biodiversity knowledge base

The completed 25 district land use plans represent the entire land area of the three main inner islands. Among these land use plans, a total of 5,470 ha (26.8% of total land area) is classified as protected for conservation purposes, and 7,066 ha (34.6%) classified as sustainable use of forest resources. In total, 12,536 ha (61%) of land area is under some type of protected classification. Complementary to the development of the land use plans, the project made significant other contributions to the biodiversity knowledge base for the Seychelles, including: key Biodiversity Area (KBA) inventories, and development of a multipurpose database integrating species and ecosystem levels; vegetation maps for the three main inner islands of Mahé, Praslin, and La Digue, and also for Curieuse and Silhouette; Caring capacity studies for the districts of Bel Ombre, Beau Vallon and Glacis, and for Cerf Island and La Digue Island; and training in cyber-tracking techniques for biodiversity monitoring delivered to roughly 20 institutions.

Strengthened collaborative capacity among key stakeholders

Mainstreaming requires involvement of production sector stakeholders in biodiversity conservation affairs, and the project effectively facilitated collaboration among the Ministry of Environment, Energy and Climate Change, the Ministry of Land Use and Housing, the Seychelles Fishing Authority, and the Tourism Department. Collaborative capacities among these stakeholders was strengthened through practical actions, including preparation of land use plans, formation collaborative fisheries management structures, and demonstration of private sector involvement in the tourism sector with respect to conservation.

Key Shortcomings

Mainstreaming objectives were not clearly articulated

The project design included the key sectors posing threats to biodiversity in the Seychelles: infrastructure development, tourism, and fisheries. But, the mainstreaming objectives of the project were not clearly articulated. For example, while the biodiversity assessments and

delineation of key conservation areas provided significant contributions to the land use planning framework, it was unclear how this work fed into the mainstreaming objectives. If mainstreaming was to be focused on the key conservation areas, it would have been prudent to develop incentives and regulations specifically for those areas and then pilot implementation of some of the management measures.

Inter-sectoral linkages for facilitating implementation of biodiversity mainstreaming plans were not worked out

The stakeholder involvement plan included a long list of agencies and organizations, but the inter-sectoral linkages required to facilitate implementation of biodiversity mainstreaming were not worked out. For example, it is unclear which stakeholders are responsible for setting conservation objectives for areas under biodiversity mainstreaming and carrying out monitoring and updated biodiversity assessments in those areas, and what are the associated interfaces with land use planners and fisheries management authorities.

Late delivery of certain activities diminishes the likelihood that the results will be sustained

Certain project activities were delivered late in the implementation timeframe, including preparation of the fisheries management plan for the Mahé Plateau, the monitoring control and surveillance protocol for the Praslin Fisheries Co-Management Plan, the biodiversity policy, and some of demonstration activities were started in the second half of last year, 2014. This late delivery diminishes the likelihood that results will be sustained, as there was limited time for consultation, monitoring, and evaluation, and for distilling lessons learned from these activities and outputs.

Stakeholder involvement was inadequately planned, with respect to advancing legislative reform and facilitating district-level land use plans

The stakeholder involvement plan for leading the process of achieving legislative reform should have included specific enabling stakeholders, e.g., representation by the cabinet, possibly through an advisory committee or individual(s). The Project Steering Committee was not effective at garnering the required political buy-in. It might have also been advisable that the person leading the facilitation efforts be a specialist in mediation, from outside the process.

The situation with respect to the process of approving the district land use plans is similar. These were the first district-level land use plans developed in the Seychelles, and there was a significant under-estimation of the required effort needed to advance these plans through both national and subnational processes to obtain approval. From the public participation perspective, the project was also unprepared, and under-appreciated the time and outreach needed to gain public support. It might have been advisable, for example, to charge one or more NGOs to lead the social mobilization processes.

Realized cofinancing was approximately 50% of pledged contributions

Realized cofinancing contributions were approximately 50% of pledged amounts. There was confusion during project development regarding what constitutes cofinancing and presumed conditions associated with making cofinancing pledges by a few of the NGO partners. As a mainstreaming project, there clearly was a target to have cofinancing from the non-governmental and private sectors, but there was limited vetting of the pledges made, including an unrealistic sum of USD 2 million from the Seychelles Hospitality and Tourism Association.

Insufficient attention was placed on developing and piloting incentive mechanisms

One of the underlying aims of biodiversity mainstreaming is to create sufficient enabling conditions that encourage productive sector stakeholders to participate in conservation. In this regard, there was insufficient focus on developing and piloting incentive mechanisms with respect to infrastructure development. Such mechanisms might have included conservation easements, transfer of development rights, special augmentation of existing zoning, tax breaks, payment for ecosystem service, etc.

The effectiveness of adaptive management was limited due to fairly weak monitoring

Results-based monitoring was fairly weak during the course of project implementation, and this restricted what adaptive management measures were taken to improve performance. For example, over the past 2 years, there has been very little information from the MEEC and MLUH stakeholders regarding the status of the Environmental Protection and Physical Planning bills, respectively; there is limited information available regarding the delay in approving the district land use plans; and monitoring indicators were not established for the demonstration sites to enable more effective oversight.

There has been weak marketing of the Seychelles Sustainable Tourism Label (SSTL) programme

Once the systems were developed for the SSTL programme and the first set of operators obtained certification, there should have been more focus on marketing. For example, there has not been a customer satisfaction survey made; such an assessment could be used to design a marketing campaign. Also, building a case for direct benefits realized by the participating operators, e.g., through cost savings from segregating waste, or sourcing local food rather than buying imported products, etc. would also aid in the marketing efforts for the programme.

Limited contingencies are in place for activities requiring follow-up action

A sustainability strategy has not been prepared for outlining actions needed to ensure certain activities requiring follow-up are attended to. Such activities include finalization and enactment of the Environmental Protection and Physical Planning bills, updating and facilitating approval of the district land use plans, finalization of the biodiversity policy, and ongoing and uncompleted activities at the demonstration sites.

Allocation of financial expenditures among the project components was not closely monitored

Upon review of financial expenditure reports, there were apparent discrepancies in the amounts allocated among the project components, including project management. For example, the amount of expenditures booked under Outcome 1 was disproportionately high, compared to what was accounted for Outcome 2 and Outcome 3. The indicated project management costs were 24% of the total expenditures incurred through the end of 2014; this is an unacceptably high level of project management cost, for a GEF-financed project.

Evaluation Ratings

Detailed ratings are tabulated below in **Exhibit 2**.

| Exhibit 2: Evaluation Rating Table | | |
|---|--------------|--|
| Criteria | Rating | Comments |
| 1. Monitoring and Evaluation (M&E) | | |
| M&E Design at Entry | Satisfactory | The M&E plan was reasonably well put together, using the template for GEF-financed projects. M&E funding was spread a bit thin, after splitting off the biosecurity project. |

Exhibit 2: Evaluation Rating Table

| Criteria | Rating | Comments |
|--|-------------------------|---|
| M&E Plan Implementation | Moderately Satisfactory | Annual project implementation reviews and quarterly progress reports provided project board with frequent feedback on project performance. Monitoring was fairly weak during the implementation phase. |
| Overall Quality of M&E | Moderately Satisfactory | The midterm review was carried out rather late in the process, late in the fourth year of a six-year project. A large number of recommendations were made in the MTR, and the project made meaningful adjustments accordingly. The effectiveness of follow-up actions to problems reported in progress reports was moderately satisfactory, particular with respect to the envisaged legislative reforms. |
| 2. Implementing Agency (IA) and Lead Implementing Partner (Executing Agency - EA) Execution | | |
| Quality of IA (UNDP) Execution | Satisfactory | UNDP's wealth of experience on biodiversity projects in the Seychelles and globally, and their favourable standing with the Government was a strong comparative advantage. |
| Quality of EA (PCU – Ministry of Environment) Execution | Satisfactory | Late delivery of certain project outputs might have been avoided with more active participation in the Project Steering Committee process. Project management was solid, even though there were 3 different managers over the course of the 7-1/2 year timeframe. And, there was proactive support from the UNDP-GEF regional technical advisor. |
| Overall IA-EA Execution | Satisfactory | Dedicated PCU functions provided experienced support to project implementation. Some lines of communication between the PCU and project manager, however, were inefficient, e.g., allocation of project expenditures. |
| 3. Assessment of Outcomes | | |
| Overall Quality of Project Outcomes | Satisfactory | By the of the project, there is considerably more terrestrial and marine under improved environmental management, and replicable models participation of the production sectors into biodiversity conservation provide a framework for mainstreaming biodiversity in the Seychelles. |
| Relevance | Relevant | The Project is relevant with respect to national development priorities. The Project also is closely aligned with the Biodiversity Focal Area Strategy for GEF-4 particularly Strategic Program 4, Strengthening the policy and regulatory framework for mainstreaming biodiversity. The project is also relevant with respect to the UNDP Country Programme Document for 2012-2016. In fact, Country Programme Outcome 2 incorporates the development objective of the project. |
| Effectiveness | Satisfactory | Outcome 1: Satisfactory Outcome 2: Satisfactory Outcome 3: Moderately Satisfactory |
| Efficiency | Moderately Satisfactory | The GEF funding addressed key barriers in promoting biodiversity conservation among production sectors. Project implementation benefited from centralized, experienced functions of the PCU. Certain key activities were delivered late (expenditures in 2014 were higher than any of the earlier 6 years from 2008 to 2013). The 1-1/2 year project extension result in disproportionately higher project management costs. Cofinancing contributions were approximately 50% of pledged amounts. |
| 4. Sustainability | | |

Exhibit 2: Evaluation Rating Table

| Criteria | Rating | Comments |
|---|-------------------|---|
| Overall Likelihood of Risks to Sustainability | Moderately Likely | <u>Enhances sustainability:</u> <ul style="list-style-type: none">✦ Strengthened collaborative capacity among key stakeholders;✦ Substantive outputs provided significant contributions to legislative reform, integration of conservation considerations into land use planning, collaborative fisheries management; and eco-certification among the tourism sector; <ul style="list-style-type: none">✦ Continued donor financing for biodiversity, climate change, and international waters initiatives;✦ Institutionalization of the SSTL programme (although under-staffed), and business case for SSTL showcased by participating operators;✦ Replicable models of partnerships between private sector tourism operators and local NGOs; <u>Diminishes sustainability:</u> <ul style="list-style-type: none">— Drafting of the environmental Protection and Physical Planning bills were not completed (and these bills were thus not enacted);— Conservation objectives not articulated among the targeted sectors for mainstreaming;— Little attention was placed on developing and piloting incentives for encouraging conservation-friendly land use;— Unclear ownership of the process of updating and facilitating approval of the land use plans;— Inter-sectoral arrangements, e.g., between SFA and SNPA, not worked out for ecosystem approach to fisheries management;— The project has not developed a sustainability strategy. |
| Financial | Moderately Likely | |
| Socio-Economic | Moderately Likely | |
| Institutional Framework and Governance | Moderately Likely | |
| Environmental | Likely | |
| 5. Impact | | |
| Environmental Status Improvement | Negligible | Although the legislative reforms and approval of district-level land use plans envisaged under the project were not achieved by the time of closure, the project has made substantive contributions in development of the requisite frameworks. Applying ecosystems approach to fisheries management principles is a significant step towards stress/status change, across a broad seascape scale of more than 41,000 km ² , the expanse of the Mahé Plateau. The likelihood of achieving impacts is enhanced by the sustained advocacy led by the non-governmental sector. NGOs remain important innovation drivers in the Seychelles. |
| Environmental Stress Reduction | Minimal | |
| Progress towards stress/status change | Significant | |
| Overall likelihood of impact | Moderately Likely | |
| 6. Overall Project Results | Satisfactory | The project was successful in strengthening the enabling conditions required to facilitate biodiversity mainstreaming in the Seychelles, and replicable models of mainstreaming techniques were demonstrated in the key production sectors of fisheries and tourism. |

Recommendations

The recommendations compiled below in **Exhibit 3** have been formulated based upon the findings of the terminal evaluation (TE).

Exhibit 3: Recommendations Table

| No. | Recommendation | Responsible Entities* |
|--|--|------------------------------|
| Actions to follow up or reinforce initial benefits from the project | | |
| 1. | <p>A sustainability strategy should be prepared, including but not limited to the following:</p> <p>a. Prepare a “road map” for achieving the legislative reforms that were not realized</p> | PCU, MEECC, MLUH, SFA, ENGOs |

Exhibit 3: Recommendations Table

| No. | Recommendation | Responsible Entities* |
|-----|--|------------------------------------|
| | <p>by the end of the project, indicating roles and responsibilities, and also identify where external support might be warranted to facilitate the process;</p> <p>b. Request the MLUH to identify a “champion” for managing the process of updating the land use plans and achieving district-level approval, and similarly, prepare a road map for achieving approval;</p> <p>c. Describe how the finalization of the biodiversity policy will be managed, as this policy might not be completed and approved by the end of the project in June;</p> <p>d. Outline the processes required for finalization and approval of the Mahé Plateau fisheries management plan and the Praslin Fisheries monitoring control and surveillance protocol;</p> <p>e. Request the relevant partner ENGOs to develop recommendations for post-project monitoring of ongoing and uncompleted activities at the demonstration sites. The recommendations should indicate roles and responsibilities, include estimated costs associated with the monitoring activities, and describe how the monitoring results will be reported;</p> <p>f. In the case of the demonstration activity with Matelot de Praslin and Wildlife Club, outline recommendations for mitigation measures, and evaluate if there is legal basis to claim back funds due to lack of delivery.</p> | |
| 2. | Relevant stakeholders should rationalize land use classification protocol and update the land use plans accordingly. The current land use classifications used in the plans developed with support of the project should be synergized with possible changes or additional categories introduced in the Seychelles Strategic Plan, and planners should also decide how to represent the Sustainable Use (IUCN VI) category documented in the Seychelles’ Protected Areas Policy (October 2013), e.g., possibly for the key biodiversity areas (KBAs). | MLUH, MEECC |
| 3. | Results and lessons learned of case studies should be consolidated into informative case studies, and disseminated locally, regionally (e.g., with support of the UNDP country offices, the Indian Ocean Commission, or in collaboration with other fora), and globally (e.g., through the Small Island Developing States Network (SIDSnet), or in collaboration with other fora). | PCU, ENGOs, MTC |
| 4. | Request the MLUH and MEECC to prepare a synopsis outlining the substantive changes recommended in the draft Environmental Protection Bill and Physical Planning Bill, in relation to the currently in-force acts. | PCU, MEECC, MLUH |
| 5. | In the Biodiversity Policy under preparation, linkages among relevant stakeholder groups should be mapped out; for example, showing which stakeholders are responsible for setting conservation objectives for areas under biodiversity mainstreaming and carrying out monitoring and updated biodiversity assessments in those areas, and what are the interfaces with land use planners resource management authorities, enforcement agencies, and NGOs. | PCU, MEECC, MLUH, SFA, SNPA, ENGOs |
| 6. | With respect to land use planning, it would be advisable to identify which areas are slated for biodiversity mainstreaming, and develop specific conservation objectives, incentive mechanisms, and regulations specifically for such areas that are privately owned. The aim of the incentives should be to encourage conservation of ecological values through conservation easements, transfer of development rights, special augmentation of existing zoning, tax breaks, payment for ecosystem service, or other scheme. | MLUH, MEECC, SFA |
| 7. | As part of the monitoring, control, and surveillance programme for the targeted fisheries under biodiversity mainstreaming, socio-economic data should be monitored in addition to biophysical parameters, to enable evaluation of the progress of the mainstreaming efforts. It would also be advisable to carry out monitoring at areas not covered by the mainstreaming efforts, in order to allow assessment of whether external factors, such as the state of the economy, climate change impacts, | SFA, MEECC |

Exhibit 3: Recommendations Table

| No. | Recommendation | Responsible Entities* |
|--|---|------------------------|
| | etc., are influencing performance. | |
| 8. | In terms of financial sustainability of artisanal fishers associations, supply chain analyses should be carried out, including local buyers such as hotels and restaurants. These analyses might be done in collaboration with the Fishing Boat Owners Association (FBOA), which as part of their Responsible Fishing programme, is developing a fish centre on Mahé to facilitate trade with local buyers. | SFA, FAs |
| 9. | Marketing of the SSTL programme should be strengthened, e.g., presenting the business case benefits of pursuing SSTL certification, through for example cost savings achieved by more efficient use of energy and water, by sourcing more food locally, and by implementing improved waste management programmes. These marketing efforts could be supported by preparing knowledge products (e.g., case studies) using some of the results of the demonstration activities sponsored by the project. | MTC |
| 10. | The information management systems supported by the project should be summarized; including the biodiversity database hosted by the National Herbarium, the shark database, etc. The summary should indicate responsible managers of these systems, estimated costs to maintain them, possible funding sources, and interfaces with other information systems, including the national clearinghouse mechanism. | MEECC, MTC, MLUH |
| 11. | The project financial expenditure records should be reviewed and a note-to-file prepared explaining possible misallocations across outcomes and project management cost centres. The adjusted financial expenditure summary should be among the material provided to the independent financial auditor when the 2015 results are audited. | PCU, UNDP |
| Proposals for future directions underlining main objectives | | |
| 12. | Biodiversity mainstreaming should be extended to the agriculture and forestry sectors, by upgrading relevant policies and legislation, developing incentive schemes, and piloting activities involving conservation agriculture, sustainable forest management, agroforestry, and other relevant initiatives. | MFA, MEECC, MLUH, UNDP |
| 13. | Under the fisheries partnership agreement between the EU and the Government of Seychelles, a significant portion of the financial contribution from the EU is earmarked for support of the fisheries sector of Seychelles. It would be advisable to develop specific plans to follow up the results under Outcome 2, and advocate for support under this partnership agreement. | MFA, SFA, UNDP |
| 14. | As general recommendations for similar GEF-financed mainstreaming projects: <ol style="list-style-type: none"> Some of the cofinancing streams should be advocated to flow after the GEF project closes, to support post-project monitoring and evaluation; Project managers should receive training in biodiversity mainstreaming and be made more aware of lessons learned and ongoing activities within the GEF corporate portfolio. | UNDP, PCU |
| MEECC: Ministry of Environment, Energy and Climate Change; MFA: Ministry of Fisheries and Agriculture; MLUH; Ministry of Land Use and Housing; MTC: Ministry of Tourism and Culture; ENGOS: Environmental Non-Governmental Organisations; FAs: Fishers Associations; SFA: Seychelles Fishing Authority; SNPA: Seychelles National Park Authority; PCU: Programme Coordination Unit | | |

Abbreviations and Acronyms

Exchange Rates on 15 May 2015: Seychelles Rupee (SCR): USD = 12.5514

| | |
|--------|---|
| BD | Biological Diversity (Biodiversity) |
| CBD | Convention on Biological Diversity |
| COMESA | Common Market for Eastern and Southern Africa |
| CPI | Consumer Price Index |
| CPUE | Catch per Unit Effort |
| DA | District Administrator |
| EAFM | Ecosystem Approach to Fisheries Management |
| EEZ | Exclusive Economic Zone |
| EIA | Environmental Impact Assessment |
| ENGO | Environmental Non-Governmental Organization |
| EMPS | Environment Management Plan of Seychelles 2000-2010 |
| EU | European Union |
| FBOA | Fishing Boat Owners Association |
| GCCA | Global Climate Change Alliance |
| GDP | Gross Domestic Product |
| GEF | Global Environment Facility |
| GIF | Green Islands Foundation |
| GIS | Geographic Information System |
| IAS | Invasive Alien Species |
| ICS | Island Conservation Society |
| IDC | Island Development Company |
| IOC | Indian Ocean Commission |
| IUCN | World Conservation Union |
| LUNGOS | Liaison Unit for NGOs |
| MCSS | Marine Conservation Society, Seychelles |
| MDG | Millennium Development Goal |
| MEECC | Ministry of Environment, Energy, and Climate Change |
| MPA | Marine Protected Area |
| MFA | Ministry of Foreign Affairs / Ministry of Fisheries and Agriculture |
| MLUH | Ministry of Land Use and Habitat |
| MOF | Ministry of Finance |
| MOU | Memorandum of Understanding |
| NBSAP | National Biodiversity Strategy and Action Plan |
| NGO | Non-Governmental Organization |
| NPTS | Nature Protection Trust Seychelles |
| NS | Nature Seychelles |
| NTZ | No Take Zone |
| PA | Protected Areas |
| PCA | Plant Conservation Action Group |
| PMU | Project Management Unit |
| PSC | Project Steering Committee |
| PUC | Public Utilities Corporation |
| SADC | Southern Africa Development Community |
| SFA | Seychelles Fishing Authority |
| SHTA | Seychelles Hospitality and Tourism Association |
| SIDS | Small Island Developing States |
| SIF | Seychelles Island Foundation |
| SLM | Sustainable Land Management |
| UNDP | United Nations Development Programme |
| UNEP | United Nations Environment Programme |
| WIOMSA | Western Indian Ocean Marine Science Association |

1. INTRODUCTION

1.1. Purpose of Evaluation

As outlined in the guidance documents, evaluations for UNDP Supported GEF financed projects have the following complementary purposes:

- ✓ *To promote accountability and transparency, and to assess and disclose the extent of project accomplishments;*
- ✓ *To synthesize lessons that can help to improve the selection, design and implementation of future GEF financed UNDP activities;*
- ✓ *To provide feedback on issues that are recurrent across the UNDP portfolio and need attention, and on improvements regarding previously identified issues;*
- ✓ *To contribute to the overall assessment of results in achieving GEF strategic objectives aimed at global environmental benefit;*
- ✓ *To gauge the extent of project convergence with other UN and UNDP priorities, including harmonization with other UN Development Assistance Framework (UNDAF) and UNDP Country Programme Action Plan (CPAP) outcomes and outputs.*

1.2. Evaluation Scope and Methodology

The terminal evaluation (TE) was an evidence-based assessment and relied on feedback from persons who have been involved in the design, implementation, and supervision of the project, and also review of available documents and findings made during field visits.

The overall approach and methodology of the evaluation followed the guidelines outlined in the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects¹.

The evaluation was carried out by one international consultant, and included the following activities:

- ✓ A TE mission was carried out from 3-15 May 2015; the itinerary is compiled in **Annex 1**.
- ✓ Key project stakeholders were interviewed for their feedback on the project; interviewed persons are listed in **Annex 2**.
- ✓ Field visits were made to a number of sites where the project has implemented demonstration activities. A summary of the field visits is presented in **Annex 3**;
- ✓ The evaluator completed a desk review of relevant sources of information, such as the project document, project progress reports, financial reports, midterm review, and key project deliverables. A compilation of actual financial expenditures is included in **Annex 4**, available cofinancing information is summarized in **Annex 5**, and a complete list of information reviewed is compiled in **Annex 6**;
- ✓ The preliminary findings of the TE were presented at a workshop organized in Victoria on the last day of the mission, 15 May 2015.

As a data collection and analysis tool, an evaluation matrix was adapted from the preliminary set of questions included in the TOR (see **Annex 7**). Evidence gathered during the fact-finding phase of the evaluation was cross-checked between as many sources as practicable, in order to validate

¹ Guidance for Conducting Terminal Evaluations of UNDP-Supported, GEF-Financed Projects, 2012, UNDP.

the findings. The project logical results framework was also used as an evaluation tool, in assessing attainment of project objective and outcomes (see **Annex 8**).

The rationale for implementing the utilized evaluation methodology is described below.

- ✓ The activities under Outcome 1 included legislation reform and development of land use plans. The methodology chosen to evaluate progress toward achieving this outcome was to review the amended legislation and completed land use plans, and to interview stakeholders involved in preparing and implementing these outputs.
- ✓ Outcome 2 involved integrating biodiversity conservation priorities into the fisheries sector, and activities included developing fisheries management plans, facilitating establishment of a fisheries association in Praslin, and formulating collaborative management opportunities for the association. Evaluation of results under this component was realized by interviewing local beneficiaries, i.e., the local fishers, national level stakeholders tasked with implementing the fisheries management plans, and designers of the plans and strategies.
- ✓ Outcome 3 focused on mainstreaming biodiversity conservation within the tourism sector, and there were two main activities, including strengthening an eco-certification program for tourism operators: the Seychelles Sustainable Tourism Label (SSTL) program. Besides the SSTL program, this component of the project also included demonstrations of partnerships between the private sector and non-governmental organizations in implementing conservation-friendly initiatives at and near tourism facilities. As only 5 hotels have obtained SSTL certification by the time of the terminal evaluation, a representative sampling of those could be contacted and/or visited during the mission. Also, 8 of the 10 demonstration activities were visited during the mission.

1.3. Structure of the Evaluation Report

The evaluation report starts out with a description of the project, indicating the duration, main stakeholders, and the immediate and development objectives. The findings of the evaluation are broken down into the following sections in the report:

- ✓ Project Formulation
- ✓ Project Implementation
- ✓ Project Results

The discussion under **project formulation** focuses on an evaluation of how clear and practicable were the project's objectives and components, and whether project outcomes were designed according to SMART criteria (see **Exhibit 4**).

| Exhibit 4: SMART Criteria | |
|---|--|
| S | Specific: Outcomes must use change language, describing a specific future condition |
| M | Measurable: Results, whether quantitative or qualitative, must have measurable indicators, making it possible to assess whether they were achieved or not |
| A | Achievable: Results must be within the capacity of the partners to achieve |
| R | Relevant: Results must make a contribution to selected priorities of the national development framework |
| T | Time-bound: Results are never open-ended. There should be an expected date of accomplishment |
| Source: Guidance for Conducting Terminal Evaluations of UNDP-Supported, GEF-Financed Projects, 2012, UNDP | |

Also, project formulation covers whether or not capacities of the implementation partners were sufficiently considered when designing the project, and if partnership arrangements were identified and negotiated prior to project approval. An assessment of how assumptions and risks were taken into account in the development phase is also included.

The report section on **project implementation** first looks at how the logical results framework was used as an M&E tool during the course of the project. Also, the effectiveness of partnerships and the degree of involvement of stakeholders are evaluated. Project finance is assessed, by looking at the degree of cofinancing that was materialized in comparison to what was committed, and also whether or not additional or leveraged financing was secured during the implementation phase. The cost-effectiveness of the project is evaluated by analysing how the planned activities met or exceeded the expected outcomes over the designed timeframe, and whether an appropriate level of due diligence was maintained in managing project funds.

The quality of execution by both the implementing agency and the lead implementing partner (executing agency) is also evaluated and rated in the project implementation section of the report. This evaluation considers whether there was sufficient focus on results, looks at the level of support provided, quality of risk management, and the candour and realism represented in the annual reports.

The project implementation section also contains an evaluation and rating of the project M&E system. The appropriateness of the M&E plan is assessed, as well as a review of how the plan was implemented, e.g., compliance with progress and financial reporting requirements, how were adaptive measures taken in line with M&E findings, and management response to the recommendations from the midterm review.

In GEF terms, **project results** include direct project outputs, short- to medium-term outcomes, and longer term impact, including global environmental benefits, replication efforts, and local effects. The main focus is at the outcome level, as most UNDP supported GEF financed projects are expected to achieve anticipated outcomes by project closing, and recognizing that global environmental benefit impacts are difficult to discern and measuring outputs is insufficient to capture project effectiveness.

Project outcomes are evaluated and rated according to relevance, effectiveness, and efficiency:

Relevance: The extent to which the activity is suited to local and national development priorities and organizational policies, including changes over time. Also, relevance considers the extent to which the project is in line with GEF Operational Programs or the strategic priorities under which the project was funded.

Effectiveness: The extent to which an objective has been achieved or how likely it is to be achieved.

Efficiency: The extent to which results have been delivered with the least costly resources possible; also called cost effectiveness or efficacy.

In addition to assessing outcomes, the report includes an evaluation of country ownership, mainstreaming, **sustainability** (which is also rated), catalytic role, mainstreaming, and impact.

With respect to **mainstreaming**, the evaluation assesses the extent to which the Project was successfully mainstreamed with other UNDP priorities, including poverty alleviation, improved governance, the prevention and recovery from natural disasters, and gender.

In terms of **impact**, the evaluator assessed whether the Project has demonstrated: (a) verifiable improvements in ecological status, (b) verifiable reductions in stress on ecological systems, and/or (c) demonstrated progress towards these impact achievements.

Finally, the evaluation presents **recommendations** for reinforcing and following up on initial project benefits. The report concludes with a discussion of **lessons learned** and **good practices** which should be considered for other GEF and UNDP interventions.

1.4. Ethics

The evaluation was conducted in accordance with the UNEG Ethical Guidelines for Evaluators, and the evaluator has signed the Evaluation Consultant Code of Conduct Agreement form (**Annex 9**). In particular, the evaluator ensures the anonymity and confidentiality of individuals who were interviewed and surveyed. In respect to the UN Declaration of Human Rights, results are presented in a manner that clearly respects stakeholders' dignity and self-worth.

1.5. Limitations

The evaluation was carried out in May 2015; including preparatory activities, field mission, desk review, and completion of the evaluation report, according to the guidelines outlined in the Terms of Reference (**Annex 10**).

The evaluator was provided copies of the draft Environmental Protection and Physical Planning bills after the TE mission was concluded. Based upon available information, it is unclear what changes are proposed and what, if any, disincentives were removed from the original versions.

There was also limited feedback provided to interviewed stakeholders regarding cofinancing contributions. By the time of issuing the draft TE report, the three governmental level cofinancers, the Ministry of Environment, Seychelles Fisheries Authority, and the Ministry of Land Use and Housing have not provided the evaluator with figures of cofinancing realized. Available figures are based upon sums reported in the 2014 project implementation review (30 Jun 2014).

The evaluator visited 8 of the 10 demonstration activities completed under Outcome 3 of the project. The information obtained from the field visits and document review is assumed to be representative of the each of the priority protected areas.

There were no limitations with respect to language, as one of the official languages of Seychelles is English, and original versions of project documents were in English.

1.6. Evaluation Ratings

The findings of the evaluation are compared against the targets set forth in the logical results framework, and also analysed in light of particular local circumstances. The effectiveness and efficiency of project outcomes are rated according to the 6-point GEF scale, ranging from Highly Satisfactory (no shortcomings) to Highly Unsatisfactory (severe shortcomings). Monitoring & evaluation and execution of the implementing and executing agencies were also rated according to this scale. Relevance is evaluated to be either relevant or not relevant.

Sustainability is rated according to a 4-point scale, ranging from Likely (negligible risks to the likelihood of continued benefits after the project ends) to Unlikely (severe risks that project outcomes will not be sustained). Impact was rated according to a 3-point scale, including significant, minimal, and negligible. The rating scales are compiled below in **Exhibit 5**.

| Exhibit 5: Rating Scales | | |
|---|--|--|
| Ratings for Effectiveness, Efficiency, M&E, IA & EA Execution 6. Highly Satisfactory (HS): The project had no shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency 5: Satisfactory (S): There were only minor shortcomings 4. Moderately Satisfactory (MS): There were moderate shortcomings 3. Moderately Unsatisfactory (MU): The project had significant shortcomings 2. Unsatisfactory (U): There were major shortcomings in the achievement of project objectives in terms of relevance, effectiveness, or efficiency 1. Highly Unsatisfactory (HU): The project had severe shortcomings | Sustainability Ratings: 4: Likely (L) Negligible risks to sustainability 3. Moderately Likely (ML): Moderate risks to sustainability 2. Moderately Unlikely (MU): Significant risks to sustainability 1. Unlikely (U): Severe risks to sustainability | Relevance Ratings: 2. Relevant (R) 1. Not relevant (NR) Impact Ratings: 3. Significant (S) 2. Minimal (M) 1. Negligible (N) |
| Additional ratings where relevant: Not Applicable (N/A) Unable to Assess (U/A) | | |
| Source: Guidance for Conducting Terminal Evaluations of UNDP-Supported, GEF-Financed Projects, 2012, UNDP | | |

2. PROJECT DESCRIPTION

2.1. Project Start and Duration

Key project dates are listed below:

| | |
|--------------------------------------|------------------|
| Pipeline entry: | 12 June 2003 |
| PDF-B approval: | 12 June 2003 |
| PDF-B supplemental approval: | 19 January 2005 |
| GEF CEO Endorsement: | 18 October 2007 |
| GEF Agency (UNDP) approval: | 18 December 2007 |
| Project inception workshop: | 17-22 April 2008 |
| Midterm review report: | 24 February 2012 |
| Project completion (proposed) | 31 December 2013 |
| Project completion (actual) | 30 June 2015 |
| Terminal evaluation | May 2015 |

The project concept was entered to the GEF pipeline in June 2003, and the PDF-B grant was approved at the same time. A supplemental preparation grant was awarded approximately 1-1/2 years later, in January 2005. The project grant was approved in 2007. There was a decision to pull out the biosecurity component as a separate project, so the current project was approved by the GEF agency (UNDP) later in 2007. There was also an adjustment of the value of the GEF grant, as the first version of the project document included a total of USD 3.7 million. In response to a request from the GEF Secretariat, the costs were rationalized and lowered to USD 3.6 million.

The project essentially started in 2008, as the revised project document was signed in December 2007. The project inception workshop was held in April 2008. The midterm review was carried out

in the latter part of the 4th year of the 6-year project, in October to November 2011, with the report finalized in February 2012. The original project closing date of 31 December 2013 was extended by 1-1/2 years, to 30 June 2015. The terminal evaluation was made in May 2015.

2.2. Problems that the Project Sought to Address

Threats to biodiversity in the Seychelles arise from a combination of both direct and indirect human impacts, and are further complicated by the effects of global climate change. The causes and effects are highly interrelated, but management efforts heretofore have generally not adopted systems approaches. This project aimed to mainstream biodiversity objectives into the economy across production landscapes, in order to maintain the functional integrity of the Seychelles' rich coastal and forest ecosystems.

The project focused on production sectors that constitute both threats and opportunities in the advancement of biodiversity conservation objectives: namely the tourism, nearshore fisheries, and infrastructure sectors. A special focus was placed on integrated cross-sectoral management of terrestrial and marine ecosystems across production sectors and systematic mainstreaming of efforts to control and prevent colonization by invasive alien species across production landscapes.

The Seychelles' economy has witnessed significant changes in the nearly three decades since Independence, transforming from a quasi mono-crop agricultural economy (dependent on cinnamon and copra) to a dual economy heavily dependent on tourism and fishing, but highly vulnerable to external factors.

The major threats to biodiversity stem from the following: colonization by invasive alien species, unsustainable harvests of select biological resources, including living marine resources, and environmental impacts associated with tourism, and increased urbanization of the granitic islands. The conservation and sustainable use of biological resources are of vital importance for the country's development. Tourism and fishing remain the growth engines of the economy. Given the limited success of economic diversification efforts, future economic growth will come from further expansion of these two industries, both of which are inextricably linked to the quality of the natural and physical environment.

2.3. Immediate and Development Objectives of the Project

The primary development objective is enable continued economic growth, by integrating biodiversity conservation objectives into key production sectors of the economy, thus safeguarding habitats and sensitive ecosystems against fragmentation from physical development, and from pressures linked to tourism and fisheries activities.

From the perspective of global environmental benefits, the Goal of the project was to secure the functional integrity of terrestrial and coastal ecosystems of the Seychelles, which is a repository of globally significant biodiversity.

2.4. Baseline Indicators Established

The following baseline indicators were established during the design phase of the project.

Enabling Environment

Ministry of Environment and Natural Resources, and Environmental NGOs:

- EMPS steering committee functions at sub optimal level of performance, stakeholder engagement in this process was diminishing;

- Limited development of partnerships between Government, ENGOs and the private sector for implementation;
- No commonly accepted standards for biodiversity inventories and monitoring;
- No environment meta-database or information clearing house;
- Little dissemination of biodiversity conservation results and “best practices”;
- Little use of strategic decision-making models (such as multi criteria analyses);
- EIA standards inconsistently applied and follow-up enforcement of mitigation measures is weak;
- Mid and senior-level managers in and out of Government have limited capacity for strategic planning, policy development and the facilitation of stakeholder involvement;
- Management of invasive alien species (IAS) not integrated into national development planning;

Ministry of Land Use and Housing:

- The existing legislation for land use planning dates to 1972, and makes no mention of biodiversity conservation priorities;
- Planning authority approves ad hoc plans, and does not address long term strategic planning needs;
- The only existing land use plan covers the three main islands and has no legal status;
- There is no land use plan or sustainable development plan for the other Inner and Outer Islands;
- No consistent use of biodiversity conservation principles in land use planning;
- Use of participatory processes for land use planning is weak;
- No integration of natural resource and environmental economics, including valuation of biodiversity in land use planning;

Artisanal Fisheries Sector

- Inshore fisheries management systems are approaching the limits of what can be done through a traditional top-down management approach. Opportunities for improvement lie primarily in development of collaborative management with fishers;
- The artisanal fisheries except the sea cucumber fisheries remain open access fisheries with no management plans;
- Enforcement is unsatisfactory, as evidenced by the fact that the populations of some large predatory fish are overfished (e.g., sharks);
- SFA plans to develop collaborative management of the trap fisheries that would integrate reef fish spawning aggregation areas with fishers, but is uncertain about how to proceed.
- NGOs also have little experience working with fishers;
- Coral refugia that were little affected by the 1998 bleaching event have recently emerged as inshore conservation priorities, but only one reef-coral refugia has been gazetted. The MPA network management plan prepared by the SEYMEMP project has not been approved;
- There is no plan for further rezoning or reclassifying the MPAs;

Tourism Sector

- There has been little analysis of the financial viability and attractiveness for private sector investments in PA management and other conservation activities;
- There are no guidelines/criteria or standard procedures for lease agreements for PA management for tourism purposes.
- There is no established monitoring program for Ministry of Environment supervision and oversight of PA management by the private sector;
- Very little work has been done in Seychelles to define the conditions under which specific investments in environmental management systems (EMS) are viable;
- No overall review has been done to identify environmentally sound technologies and best business practices of tourism operators;
- Need to strengthen safeguards against the inadvertent introduction of IAS through inter island movements;
- No tourism operators are eco-certified;
- Lack of relevant, in-depth tourist profile and economic and marketing studies;
- No program or resources identified for the development of the sustainable tourism label.

2.5. Main Stakeholders

There were a wide range of stakeholders involved in the project, including governmental departments, national agencies, subnational administrations, parastatal organizations, environmental non-government organizations (ENGOS), fisher associations, artisanal fishers, and private sector tourism operators. The following description of stakeholders was extracted from the project document; there were several institutional restructurings over the course of the project, for example, the former Ministry of Environment and Natural Resources (MNER) was reformulated into the Ministry of Environment, Energy and Climate Change. The Seychelles Fishing Authority, one of the main stakeholders under Outcome 2, is a parastatal organization that was formerly structured under the MNER, but now is under the Ministry of Fisheries and Agriculture, which was formed as part of the changes implemented by the current Government, earlier in 2015.

| Stakeholders | Mandate |
|--|---|
| <i>High-level Bodies (policy, planning, advisory)</i> | |
| Cabinet | Final level of approval for decisions. |
| National Assembly | A member of the National Assembly is elected in each district by the adult population. Members of the National Assembly (MNAs) are the democratically elected representatives of the district inhabitants. Some other MNAs represent their party on a proportional basis. |
| Department of Legal Affairs | Government department in charge of dealing with and advising upon legal matters of interest to the Government. Also responsible for drafting of primary and secondary legislation and the Official Gazette. |
| National Inter-ministerial Committee | High-level decision-making body chaired by the Vice-President and composed of 23 members, mostly Principal Secretaries. |
| Planning Authority 12 members: 5 Principal Secretaries (PS), chaired by PS, MLUH, 5 technical + Seychelles Chamber of Commerce | Deals with planning and building applications, setting urban guidelines and preparing land use plans. |

| Stakeholders | Mandate |
|--|--|
| EMPS Steering Committee | Multi-stakeholder body with over 40 members, which oversees implementation of 2000-2010 Environmental Management Plan Seychelles (EMPS). |
| Government Ministries and Departments: | |
| Ministry of Environment, Energy and Climate Change (formerly Ministry of Environment and Natural Resources – MENR) | Agency with responsibility for environment, including biodiversity, physical environment (i.e., environmental impact assessment, pollution control, solid waste management, water resources), agriculture, land and marine resources. |
| Ministry of Land Use and Housing (MLUH) | Agency responsible for land use planning and development including natural resources such as sand and gravel extraction, quarrying, etc. |
| Ministry of Fisheries and Agriculture | Agency responsible for fisheries and agriculture; newly formed in 2015 |
| Ministry of Foreign Affairs (MFA) | Agency responsible for official international relations. |
| Ministry of Economic Planning and Employment (MEPE) | Ministry responsible for all matters relating to macro-economic development, including development and coordination of industry promotion, policy and legislation, as well as employment. |
| Ministry of Finance (MoF) | Portfolio for national laws and regulations on taxes etc. and final arbiter of Government annual budgets. |
| Ministry of Local Government, Culture and Sport (MLGCS) Department of Local Government | Its mission is to empower local communities to be involved in determining their needs to promote social and economic well-being. District Administrators, who live and work in the district, are appointed by the governing party and are officers of the MLGCS. |
| Department of Tourism and Culture | Deals with the Government-related tourism and culture portfolio. Has a primary focus on tourism policy development, while operational matters are dealt with by Seychelles Tourism Board. |
| Seychelles Tourism Board (STB) | Multi-sectoral Board mandated to look at development and marketing of local tourism. |
| Seychelles Centre for Marine Research and Technology (SCMRT/MPA) | Authority responsible for Marine Parks, promotion and facilitation of marine research and application of appropriate marine technologies in Seychelles. (MENR is the parent ministry). |
| Seychelles Bureau of Standards (SBS) | Oversees various environmental standards for industry and Government/private practice. Also functions as repository for scientific literature on Seychelles. |
| Ministry of Education and Youth (MEY) | Government agency responsible for public education and addressing matters of primary concern to, and providing services for the youth of the country. Also includes Department for Human Resources Development. |
| Parastatals | |
| Seychelles Fishing Authority (SFA) | Authority responsible for management of renewable marine resources. The Ministry of Fisheries and Agriculture is the parent ministry. |
| Seychelles National Park Authority (SNPA) | Authority responsible for managing terrestrial and marine protected areas. Ministry of Environment, Energy, and Climate Change is the parent ministry. |
| Public Utilities Corporation (PUC) | Responsible for provision of water and electricity to the country's consumers. Divided into two divisions - water and electricity. |
| Seychelles Petroleum Company (SEYPEC) Exploration Dept. of SEPEC (formerly SNOC) | Responsible for the import, export and provision of petroleum products to consumers. Responsible for oversight of sea floor geological surveys and oil prospecting. |
| Island Development Corporation (IDC) | Manages outer islands and Silhouette. |
| Seychelles Coastguard | Patrols & monitors activities in the EEZ. |
| Seychelles Ports Authority | Responsible for operation and management of Port Victoria. |
| Maritime Safety Administration | Responsible for marine-safety related activities |

| Stakeholders | Mandate |
|--|---|
| Licensing Authority | Responsible for issuing licenses to private operators |
| Seychelles Investment Bureau (SIB) | Facilitates investment in Seychelles private sector |
| Environmental NGOs: | |
| Island Conservation Society (ICS) | Biodiversity conservation and research in outer islands as well as public education. Manages Aride Island Special Reserve. |
| Marine Conservation Society, Seychelles (MCSS) | Primary role to research and assist conservation and management of Seychelles marine ecosystems; incorporating the Shark Research Institute of Seychelles. Expanding education and awareness activities. |
| Nature Protection Trust of Seychelles (NPTS) | Species conservation projects, conservation management for IDC on Silhouette Island, biodiversity assessments. Publishes annual scientific journal and quarterly magazine on nature issues, with main focus on birds. |
| Nature Seychelles | National partner for BirdLife International. Primary objectives are to conserve, manage and educate the public about Seychelles biodiversity. Manages Cousin Island Special Reserve. |
| Plant Conservation Action Group (PCA) | Conservation of (endemic) plants and landscapes (forests), working with MENR in establishing legal framework in plant conservation. |
| Seychelles Islands Foundation (SIF) | Manages two World heritage sites in the Seychelles; Aldabra Atoll and Vallee de Mai. |
| Wildlife Clubs | Youth and children's environmental education, along with broader public education and awareness. |
| Other NGOs and community groups: | |
| Liaison Unit for Non-Government Organizations (LUNGOS) | Offers centralised co-ordination and facilitator services to member NGOs. |
| Anse Royale Ecotourism pilot project | Community involvement in tourism |
| Business associations | |
| Seychelles Chamber of Commerce and Industry (SCCI) | SCCI is a coordination body for the private sector in Seychelles and represents its members in various fora |
| Seychelles Hotel and Tourism Association | Represents the concerns of its membership |
| Destination Management Centres (DMC's) | Mason's Travel, Creole Travel Services (new merger of Creole Holidays & TSS) |
| Fishing Boat owners' Association | Promotes issues of concern to local fishing boat owners |
| Professional Divers Association | Represents the local private diving enterprises |
| Apostolat de la Mer | Church-based group promoting fisher folk welfare |
| Dive Shops/ Operators | Businesses promoting discovery of the underwater world |
| Nature Tour Guides | Business/ individuals promoting nature tours |
| Association for the Construction and Engineering Professionals of Seychelles (ACEPS) | Forum for promotion of the trade, standards of professional conduct, dissemination of information and assist in training of professionals and technicians |
| Hotels (with environmental or focus - selection) | |
| Banyan Tree Resort | 5 star hotel collaborating with MCSS in turtle monitoring programme |
| Bird Island Lodge | Privately owned small hotel on the island with conservation activities |
| Cousine Island | Privately owned small resort with conservation activities |
| Denis Island | Privately owned small hotel with conservation activities |
| Fregate Island | Privately owned 5 star hotel with conservation and restoration activities |
| North Island | Privately owned (Wilderness safari Group) small 5 star hotel with conservation activities in collaboration with ICS and PCA |
| Silhouette Island | Hotel construction underway, with environmental advice from local NGO (in addition to MENR) |

2.6. Expected Results

The project aimed to improve the systemic and institutional capacities for mainstreaming biodiversity management into production activities by strengthening policies, the legal framework, and cross-sectoral institutional capabilities. The expected results included:

- ✓ Common standards for biodiversity inventories, assessments and monitoring developed and applied;
- ✓ Revised legal basis for participatory Land Use Planning (i.e. Town and Country Planning Act, District Land Use Planning regulations, EIA regulations);
- ✓ Strengthened capacities for participatory Land Water and Coastal (LWC) planning that integrate biodiversity conservation needs;
- ✓ Collaborative management systems developed for artisanal fishers that are deemed appropriate for a participatory, rights-based management approach and that are compatible with larger biodiversity conservation objectives;
- ✓ The concept of a national sustainable tourism label developed into a functional programme;
- ✓ Existing policies and incentives concerning tourism reviewed, to determine both positive and negative effects on biodiversity conservation, and steps taken to improve the incentives framework for private sector investment in conservation;
- ✓ Replicable demonstrations of private sector direct investment in the management of ecologically sensitive areas.

2.7. Budget and Finance Breakdown

The total cost for implementation of the project was estimated to be USD 11,226,950, including a GEF grant of USD 3,600,000, as shown below in **Exhibit 6** broken down among the three outcomes and project management.

| Exhibit 6: Breakdown of Project Budget | |
|--|--|
| Component | GEF Grant Prodoc Budget % of Total |
| Outcome 1: Systemic and institutional capacities for the mainstreaming of biodiversity within and across sectors are strengthened | USD 1,208,700 34% |
| Outcome 2: Methods and means for integrating biodiversity and artisanal fisheries management are in place | USD 1,001,500 28% |
| Outcome 3: The tourism industry is addressing biodiversity conservation as part of good practice in business operations | USD 1,033,000 29% |
| Project Own Operational Management | USD 356,800 10% |
| Total: | USD 3,600,000 |
| Source: Project Document | |

The USD 7,226,950 of pledged cofinancing included USD 3,009,000 contribution from the Government, USD 2,617,950 from environmental NGOs, and USD 2,000,000 from the private sector.

3. FINDINGS

3.1. Project Design / Formulation

3.1.1. Analysis of Logical Results Framework

The objective of the project was designed to be achieved through the following three outcomes:

Outcome 1: Systemic and institutional capacities for the mainstreaming of biodiversity within and across sectors are strengthened

Outcome 2: Methods and means for integrating biodiversity and artisanal fisheries management are in place

Outcome 3: The tourism industry is addressing biodiversity conservation as part of good practice in business operations

The three outcomes were not particularly mutually supporting. The focus of Outcome 1 was primarily legislative reform and development of district-level land use plans. While a 6-year long project timeframe was thought to have been long enough to draft and enact amended Environmental Protection and Physical Planning bills, achieving this target proved difficult. It is often a challenge to match the timeline of a GEF-financed project with the relevant national legislative and political processes, particularly for such critical pieces of legislation in which there is broad stakeholder interest.

Similarly, the target of attaining approved land use plans, for the entire territory of the country was a bit ambitious, particularly considering that there were essentially no district-levels in place at the start.

For the fisheries component, Outcome 2, there were no legal provisions in place for collaborative management arrangements, whereas the end-of-project target was to achieve co-management plans covering the entire Mahé Plateau, which extends more than 41,000 km². The Fisheries Act was amended in 2014, with a condition for co-management, but this was not a specific target in the project design.

An adjustment was made as a result of a midterm review recommendation, to drop the second and third indicators under Outcome 2, dealing with improvements realized in Catch per Unit Effort (CPUE) and Spawning Stock Biomass (SSB). Both of these indicators assume that there was sufficient time for co-management arrangements to be developed, implemented, and also monitoring collected before project closure. A new indicator was added; the number of Praslin fishers included in the Praslin Fishers Association by the end of the project.

With respect to Outcome 3, the number of tourism operations envisaged to obtain the certification under the Seychelles Sustainable Tourism Label (SSTL) programme is not clear. The second indicator under this outcome reads:

% of tourism operations that complete qualifications and receive the sustainable tourism label

The original target in the project document for this indicator was 40, and it was revised down to 15 during the inception workshop. The evaluator is uncertain whether “%” is intended to be “number”. At the time of the TE mission, there were 469 registered tourism operators¹ in the Seychelles. That would mean that 70 tourism operators (15% of 469) would become SSTL-certified by the end of the project. The actual number of operations certified by project closure is 5, and

¹ This figure was reported from the Department of Tourism’s database at the time of the TE mission interview, May 2015.

the Department of Tourism internal target is 25 by the end of 2017. A figure of 70 is unrealistic; that is why the evaluator questions whether the intention was “the number” of operations rather than the percentage of them.

3.1.2. Assumptions and Risks

The project document included a fairly extensive list of risks and assumptions, broken down by the three outcomes and also separately for macroeconomic issues. For each risk, a rating was applied (low, medium, high), and recommended mitigation measures were indicated. There were a number of additional risks added to the list during the project inception workshop, held in April 2008, and the project manager, with the guidance of the PCU, maintained a log of project risks, and reported on the status of them in the progress reports.

In the 2014 PIR, there was a note indicating that the previously rated critical risk of having the Praslin Fishers Association pulling out of the co-management planning process was downgraded, as collaboration was improving, after regular consultations with them. There were no other critical risks noted in the PIR, even though there was an ongoing breakdown between the project team and the MEEC and MLUH regarding the status of the amended Environmental Protection and Physical Planning bills, respectively. Representatives from these ministries were not communicating the status of the revisions to the bills, and the project, in turn, was essentially no longer in the process. Similarly, the progress toward obtaining approval of the district land use plans was also unsatisfactory at that time. Both of these issues, in the opinion, of the evaluator, should have been raised as critical risks to the Project Steering Committee, and appropriate mitigation strategies worked out.

3.1.3. Lessons from other Relevant Projects

At the time of project development, in 2005, the UNDP had gained experience in implementing biodiversity initiatives in the Seychelles, including the Biodiversity Planning Support Program, and GEF was amassing valuable lessons learned on biodiversity mainstreaming projects – which were discussed in 2004 in a global seminar undertaken by the GEF Scientific and Technical Advisory Plan (STAP). The project design considered the feedback gained from these sources, including:

- ✓ Effective mainstreaming requires attention to the enabling environment, in particular to ensure that policies, strategies and plans are in compliance, that there is strong political support and an institutional framework to implement policies;
- ✓ Stakeholders need to come to a common understanding of the project purpose, outcomes and outputs. For example, the term “biodiversity mainstreaming” is not widely understood among many stakeholder groups;
- ✓ Need to have an incentive system with adequate penalties and levels of enforcement to act as a deterrent against malfeasance;
- ✓ Fisheries need to involve fishermen in undertaking stock assessment and defining sustainable off takes and management measures;
- ✓ Visitors need to be aware of their impacts and environmental externalities imposed by the lodgings;
- ✓ Eco-certification systems need to be designed with the full involvement of the industry from the start to optimise uptake.

3.1.4. Planned Stakeholder Participation

The project had an ambitious stakeholder involvement plan, including national and subnational governmental agencies, parastatal authorities, non-governmental organizations, artisanal fishers, private sector tourism operators, and academia. Such broad stakeholder participation is expected for a biodiversity mainstreaming project, in which the aim is to engage productive sectors into conservation.

Stakeholder participation was not as inclusive as envisaged, however, as there were logistical and resource limitations. Also, institutional restructuring and personnel changes also affected stakeholder involvement. Some observations made with respect to stakeholder participation include:

- ✓ A significant amount of time was needed to facilitate the formation and development of the Praslin Fishers Association, and there ended up being limited time available to meaningfully engage the fisher associations on Mahé. There were consultations with the Mahé based associations during the drafting of the fisheries management plan for the Mahé Plateau, but this process was made in 2014-2015, near the end of the project;
- ✓ There was limited involvement of other stakeholders on the fisheries supply chain, including local buyers, such as hotels and restaurants;
- ✓ Several local NGOs were involved in implementing the demonstration activities with the private tourism operators, but some NGOs had thought there would be a wider implementation role for them on the project. The process of mobilizing public participation in the process of developing and reviewing land use plans might have been better facilitated through the help of one or more NGOs, for example;
- ✓ Pledged cofinancing from the private sector was USD 2 million, from the Seychelles Hospitality and Tourism Association (SHTA). This is nearly 30% of the total amount of cofinancing committed. The SHTA, however, ended up having very little involvement in the project
- ✓ While economic contributions from agriculture and forestry are smaller than from fisheries and tourism, these sectors are nevertheless important in the country. In the opinion of the evaluator, it would have been advisable include activities involving agriculture and forestry, to better facilitate cross-sectoral scale-up.

3.1.5. Replication Approach

Replicability was envisaged to extend across both national and global dimensions, and an estimated USD 311,000 was allocated to replication activities, from the USD 3,600,000 GEF implementation grant. From a national perspective, strengthening the enabling environment, by integrating conservation into land use planning and legislation, and inclusion of conservation-friendly provisions and incentives into legislation and regulations, was foreseen to facilitate participation of productive sector stakeholders into conservation activities. The pilot collaborative management arrangements implemented among artisanal fishers was thought to provide a model for replication at other areas in the Seychelles, as well as regionally, and globally. The demonstrations of partnerships between local NGOs and private tourism operators in implementing restoration and management of sensitive ecological areas would also lead to models for replicating in other areas. Many of the local NGOs had already showcased good practice in terms of innovative restoration of small island ecosystems.

The approach on a national scale was reasonable, with respect to the specific activities designed under each of the three outcomes. Replication on a regional and global scale was, on the other hand, not particularly represented at the activity level. That is, the aim of collaborating with regional bodies, including the Indian Ocean Commission (IOC), Western Indian Ocean Marine Science Association (WIOMSA), the International Coral Reef Action Network (ICRAN), among others, was not well planned out.

3.1.6. UNDP Comparative Advantage

The UNDP comparative advantage as implementing agency was based on their extensive experience working in the Seychelles and their favourable standing among national stakeholders, including the Ministry of Environment, Energy, and Climate Change. The UNDP was one of the main multilateral agencies supporting the Government of Seychelles in the development of the first environmental management plan (1990-2000), and has continued to provide consistent support to the Government, including in the implementation of the Millennium Development Goals (MDGs). Furthermore, through UNDP's large portfolio of GEF-financed biodiversity projects, the agency has built up a considerable body of work and knowledge on biodiversity.

3.1.7. Linkages between Project and other Interventions

The closest linkage the project had with other interventions was with the UNDP-GEF project "Mainstreaming Prevention and Control Measures for Invasive alien Species into Trade, Transport and Travel across the Production Landscape". This "biosecurity project" was originally embedded with the mainstreaming project, but was later pulled out as a stand-alone project. The two projects shared the same Project Steering Committees, convening meetings on the same day. The activities associated with control of invasive alien species (IAS) were supported through synergies with the biosecurity project.

There were also synergies with the UNDP-GEF project "Expansion and Strengthening of the Protected Area Subsystem of the Outer Islands of Seychelles and its Integration into the broader land and seascape". For example, the activities planned for the outer islands, including integrated land, water, and coastal plans were decided to be best covered the "Outer Islands" project.

The GEF-financed biodiversity projects under the PCU portfolio also benefited from by sharing trainings, and also utilized the biophysical and socio-economic data collected as part of the mainstreaming project. These data were incorporated into the modelling activities carried out as part of the UNDP-GEF project "Strengthening Seychelles' protected area system through NGO management modalities". And the Protected Areas (PA) Policy developed under this PA project was supported by input from the mainstreaming project, e.g., the international land use planning expert on the mainstreaming project was part of the group who reviewed the PA Policy.

The mainstreaming has added an activity to draft a biodiversity policy, which is being developed in conjunction with the updated National Biodiversity Strategy and Action Plan (NBSAP). A UNDP implemented, GEF financed project is supporting the Government in drafting the NBSAP. Other synergies between the mainstreaming and NBSAP projects include sharing of biophysical data collected as part of the key biodiversity areas (KBAs) survey with the clearing house mechanism under development under the NBSAP project.

The strengthened enabling environment, including drafting revisions to the Environmental Protection and Physical Planning acts, will also benefit the recently approved UNDP-GEF Seychelles' Protected Areas Finance Project, and lessons learned in engaging the private sector

into conservation of sensitive ecological areas will help support some of the sustainable PA financing alternatives evaluated under the PA finance project.

3.1.8. Management Arrangements

In 2008, the same year when the project started implementation, the Government of Seychelles established a Project Coordination Unit, with support from UNDP, in order to have a strong coordination mechanism for GEF-financed projects. The PCU is led by a coordinator / chief technical advisor, who oversees and supports the activities of the projects included under the UNDP-GEF portfolio. The PCU is also staffed with a finance manager, finance assistant, communications manager, administrative assistant, and a driver. For each individual project, a project manager is recruited and is responsible for managing the day-to-day activities of the project.

There have been 3 different project managers over the 6-1/2 year timeframe of the project, and the current manager has been in place for the past 3 years. Although there is typically a need for a project to regroup once a new project manager is appointed, there was no evidence of significant loss of continuity on this project as a result of the project manager transitions.

The Project Steering Committee (PSC) was established to provide high-level policy guidance and orientation. The PSC was shared between this project and the UNDP-GEF "Prevention and Control of Introduction and Spread of Invasive Alien Species", with meetings held on the same day, on an approximately quarterly basis. The PSC was chaired by the Department of Energy of the Ministry of Environment, and the other members of the PSC included the following:

1. Department of Environment, Ministry of Environment (Chair)
2. Department of Land Use, Ministry of Land Use and Housing
3. Department of Natural Resources
4. Fishers' organization
5. Seychelles Hospitality and Tourism Association (SHTA)
6. Seychelles Fishing Authority
7. Seychelles Tourism Board
8. ENGO-1
9. ENGO-2
10. UNDP-GEF Programme Coordinator (Secretary)

The following members were envisaged as observers:

11. Seychelles Chamber of Commerce and Industries (SCCI)
12. UNDP Country Office
13. LUNGOS
14. Ministry of Foreign Affairs and International Cooperation
15. ENGO-3 (alternate to ENGO-1 member)
16. ENGO-4 (alternate to ENGO-2 member)

PSC meeting participation dwindled as time went on. The chairperson of the PSC brought up the issue of low participation in some of the meetings, but there were no substantive improvements realized. The quarterly occurrence of the meetings, although useful to keep members abreast of project progress, might have been too frequent for convening physical meetings, and it might have been prudent to hold some of these by internet-based methods, either through video conferencing, Skype teleconference, or similar.

3.2. Project Implementation

3.2.1. Adaptive Management

The original project objective and the three outcomes remained unchanged throughout the implementation timeframe. With respect to the outcome indicators and targets, there were a few clarifications and adjustments made following a critical review of the logical results framework made during the inception workshop. In response to midterm review recommendations, two of the outcome-level indicators under Outcome 2 were dropped (catch per unit effort and spawning stock biomass), and a new indicator was added under this outcome (Percentage of Praslin registered fishermen members of Praslin Fishermen Association).

There were a number of exogenous conditions that the Project needed to adapt to during the implementation period. As evident following the 2008 global financial crisis, the economy of the Seychelles is highly vulnerable to external shocks. After two years of robust growth, with real GDP expanding by 9.5% and 9.6% in 2006 and 2007, respectively, the economic output abruptly constricted to -1.3% in GDP in 2008 and a slightly better performance of 0.7% in 2009¹. This time period coincided with the first two years of project implementation. As a result of the economic downturn, private tourism operators, for example, were cutting costs and hence were less likely to engage in an eco-certification programme.

In October 2008, Seychelles initiated a 5-year economic reform programme, backed by the International Monetary Fund (IMF). Among the structural reforms urged by the IMF, there were considerable downsizing of the public sector. The number of staff within the Ministry of Environment went from more than 400 to approximately 100. These institutional changes resulted in increased level of workload on the remaining ministry staff, and consequently less time to devote to supporting the project.

The impacts of these exogenous circumstances is reflected in the level of spending on the project in the first few years, which was considerably lower than envisaged at the time of project inception. The project managed, however, to adapt reasonably well to these external factors, as well as to changes in priorities among some of the project stakeholders. The project also adapted to having three different project managers over the course of the 6-1/2 year timeframe.

Some examples of adaptive measures implemented during the project include:

- ✓ The Ministry of Environment requested the project to support development of a Biodiversity Policy, as a precursor to an envisaged Biodiversity Act;
- ✓ During the course of the land use planning activities, governmental stakeholders requested that caring capacities be conducted for Beau Vallon District (Mahé), Cerf Island, and La Digue Island;
- ✓ The Government, in conjunction with the PCU, decided that integrated land, water, coastal use planning for the outer islands would be managed by the UNDP-GEF "Outer Islands" project;
- ✓ Local NGOs were recruited to assist private tourism operators in implementation of demonstration conservation activities. These arrangements proved very beneficial, as the NGOs had the experience and know-how for implementing these demonstrations.

¹ Government of Seychelles, National Preparations for the United Nations Conference for Sustainable Development, UNCSD, Rio 2012, National Report, May 2012.

3.2.2. Partnership Arrangements

As the project was run under a national implementation modality (NIM), the signed project document was formalized the partnership arrangements with the executing agency (the Ministry of Environment), and other involved parties. The work activities completed under the various outputs were arranged through contracts with service providers or individual consultants, and mostly based upon competitive bidding. For the demonstration activities under Outcome 3, ENGOs and private tourism operators formed partnerships and submitted joint grant proposals.

3.2.3. Feedback from M&E Activities used for Adaptive Management

The Project Steering Committee (PSC) meetings were the main decision-making mechanisms used for adaptive management. The PSC met frequently, roughly on a quarterly basis. Based upon review of the meeting minutes, participation was inconsistent and generally low during the later phase of the project.

Even though there were high level ministry officials on the PSC, including the chairperson, the project was ineffective in facilitating completion of the amended Environmental Protection and Physical Planning bills and approval of all but two of the 25 district plans prepared. It might have been more effective to retain one or more persons, with mediation and lobbying skills, to be responsible to facilitate these approval flows.

3.2.4. Project Finance

Financial Expenditures

The total cost expended for project implementation through the end of 2014 was USD 3,485,246 (see **Exhibit 7**). The figures provided by the PCU for 2014 needed to be confirmed, and the actual expenditures last year were USD 678,761.41, according to the independent financial audit report¹. This is about USD 36,683 more than indicated in the unconfirmed PCU report. Thus, 31 December 2014, there was a remaining balance of approximately USD 78,071.

| Exhibit 7: Breakdown of Actual Expenditures | | |
|--|---|---|
| <i>Component</i> | <i>GEF Grant Prodoc Budget % of Total</i> | <i>Actual Expenditure* % of Total</i> |
| Outcome 1: Systemic and institutional capacities for the mainstreaming of biodiversity within and across sectors are strengthened | USD 1,208,700 34% | USD 1,814,176 52% |
| Outcome 2: Methods and means for integrating biodiversity and artisanal fisheries management are in place | USD 1,001,500 28% | USD 515,665 15% |
| Outcome 3: The tourism industry is addressing biodiversity conservation as part of good practice in business operations | USD 1,033,000 29% | USD 307,158 9% |
| Project Own Operational Management | USD 356,800 10% | USD 848,248 24% |
| Total: | USD 3,600,000 | USD 3,485,246 |

Source: Project Document and information provided by the PCU.

*Through December 2014 (expenditures for 2014 were not confirmed)

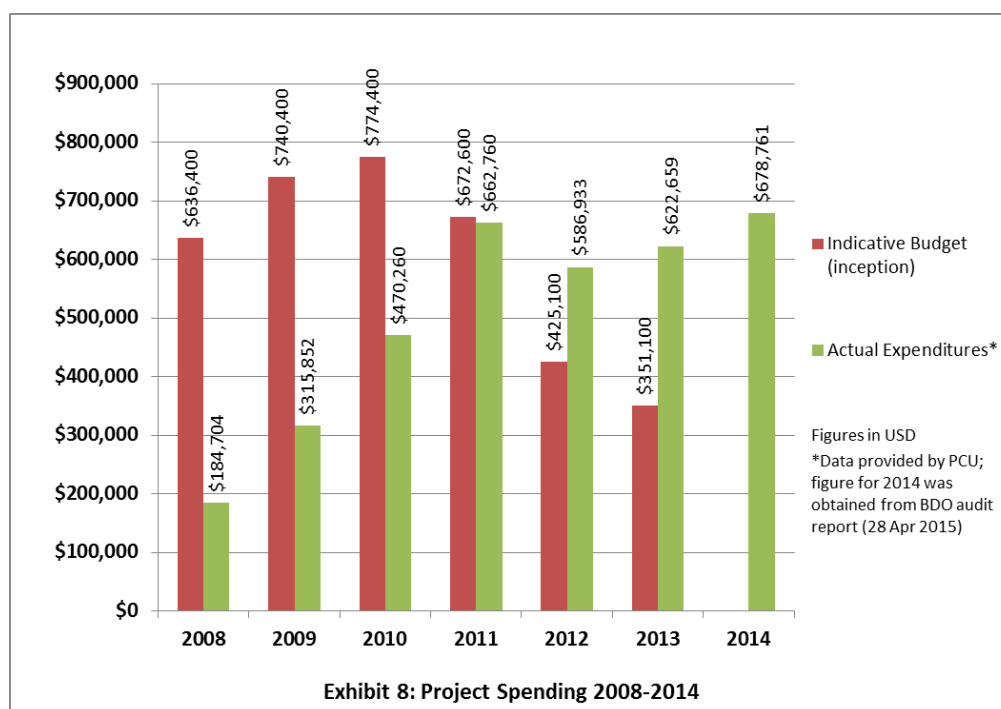
As shown above in **Exhibit 7**, the breakdown of costs by outcome is considerably different the indicative budget calculation made in the project document. The actual expenditures under Outcome 1 were USD 1,814,176, which is more than USD 600,000 of the indicative budget for this

¹ Independent Auditor's Report, BDO Associates, 28 April 2015.

component. Costs for the other two outcomes were considerably lower than the planned amounts. And, project management costs were USD 848,248 through the end of last year, which is 24% of the total spent to date, much higher than the 10% project management threshold typical GEF-financed projects (the project management threshold for GEF-6 projects is 5%).

Following consultation interviews with PCU staff, the large discrepancies in cost distributions seem to be largely due to misallocation of project costs. For example, there were more than USD 400,000 disbursed as grants for the demonstration projects under Outcome 3, while the total expenditures for this component over six years is reported at USD 307,158. Also, the time spent by the chief technical advisor seems to have been mostly allocated to project management, rather than distributed among the technical components. Also, the project manager costs were exclusively booked under project management, although she was providing substantive contributions to the work under the three outcomes, e.g., participating at workshops, carrying out monitoring visits, etc. However, the project management figures that are >10% of the total project cost are probably not only due to misallocation, considering that the project had a 1-1/2 year no-cost extension, which typically result in higher management and administration cost, as the project management unit needs to be maintained for the additional time.

When looking at the pattern of spending over the project's lifespan, the actual distribution over time is quite different than what was envisaged when preparing the indicative budget. The first three years of the project had lower actual expenditures than the following years, whereas the planned trajectory predicated that the first three years would have the highest levels of spending (see **Exhibit 8**). As discussed earlier in the Adaptive Management section, a series of exogenous circumstances, including the downsizing of public sector institutions as part of the IMF-backed economic restructuring programme, contributed to a rather slow start of the project. It must also be said that the planned level of spending in the first year was a rather overly ambitious, as such projects involving a broad spectrum of stakeholders, requires time to mobilize before substantial expenditures are incurred.



After a relatively slow start in the first 3 years, the amount of money spent in the 4 years from 2011 through 2014 has been consistently significant, reflecting a certain degree of inefficiency. In

fact, the expenditures in 2014 were higher than any other of the 6 previous years. A number of activities were started last year, in 2014, including development of the Máhe Plateau fisheries management plan, and several of the grants for the demonstration activities under Outcome 3 were also disbursed in 2014.

Another factor that likely has had an impact on the spending pattern is inflation. As shown below in **Exhibit 9**, there were high levels of inflation from 2008 to 2010. As the GEF grant was disbursed in USD, any costs incurred in Seychelles Rupees essentially discounted in USD terms, so available funds could be spread further.

Exhibit 9: Seychelles Inflation (CPI), 2008-2014



According to a fixed asset register provided by the PCU, the total purchase value of assets is USD 195,702.65. This sum includes two vehicles, office furniture, IT equipment, computer hardware and software, including GIS and data management programs, and monitoring equipment, including cameras and binoculars. The amount of money spent on assets is close to the amount allocated in the indicative budget for “equipment” (Atlas Code 72200): USD 234,500. The final transfer of these assets, including one vehicle that was agreed to be transferred to the SFA, will need to be arranged prior to the administrative closure of the project.

According to interviews with PCU staff, independent financial audits have been performed for each year of implementation. The TE evaluator reviewed the audit report for fiscal year 2014¹. The audit found that the statements of expenses, assets, and cash were in order, and no unconformities were noted. For the audit of the statement of expenses, the auditing company stated that: *“In our opinion, the attached statement of expenses presents fairly, in all material aspects, the expenses of USD 678,761.41 incurred by the project Mainstreaming Biodiversity Management into Production Sector Activities in Seychelles for the year ended December 2014 in accordance with agreed upon accounting policies and were: (i) in conformity with the approved project budgets; (ii) for the approved purposes of the project; (iii) in compliance with the relevant UNDP regulations and rules, policies and procedures; and (iv) supported by properly approved vouchers and other supporting documents”*.

The 2014 financial audit report contained one observation regarding the need to segregate the functions of people having custody of cheque books from those responsible for making cheques

¹ Independent Auditor’s Report, BDO Associates, 28 April 2015.

for payment. The PCU provided an informative response; outlining the systems they have in place to avoid irregularities

Cofinancing

As broken down below in **Annex 5**, the total amount of cofinancing realized was USD 3.728 million, which is slightly less than 50% of the USD 7.627 million pledged. The amount of cofinancing contributed from governmental funders was USD 1.688 million, compared to the USD 3.009 million committed. The contributions from SFA and the Tourism Department were significantly lower figures included in the cofinancing letters from these organizations. It must be said that at the time of submitting the draft TE report, the SFA and the Ministry of Environment had not provided updated contributions from 30 June 2014 through 30 April 2015.

The cofinancing contribution from NGOs was also about 50% of the pledged amount: USD 1.369 million realized, compared to USD 2.618 million committed. Based upon interviews with representatives from most of these NGOs, and also as documented in the midterm review report, there was a great deal of confusion regarding what constitutes cofinancing and what are the conditions associated with making specific contributions.

There was one private sector cofinancing partner, the Seychelles Hospitality and Tourism Association (SHTA), which pledged USD 2 million. An amount of USD 0.0065 million was recorded in the midterm review report as the amount contributed by that time (end of 2011). SHTA representatives did not respond to inquiries made by the evaluator during the TE mission, but officials at the Tourism Department indicated that the SHTA has actively advocated the Seychelles Sustainable Tourism Label (SSTL), but the cofinancing pledge from them was not realized.

There was also USD 0.664 million in cofinancing mobilized after project approval, specifically by the European Union, likely through Global Climate Change Alliance (GCCA) initiative. This figure was recorded in the midterm report, but the specific EU programme was uncertain at that time. Based upon interviews during the TE mission with officials from the Ministry of Environment and Ministry of Foreign Affairs, the stated cofinancing is probably from the GCCA initiative, which had a condition that the Government enact revised Environmental Protection and Physical Planning bills.

3.2.5. Monitoring & Evaluation

Overall Quality of Monitoring & Evaluation is rated as: Moderately Satisfactory

Supporting Evidence:

- + PIR reports contained feedback from key stakeholders and provided detailed summaries of project performance;
- + The quarterly progress reports were informative, and reported issues related to M&E and other project performance aspects;
- + The Project Steering Committee met frequently, quarterly;
- + Adjustments were made following recommendations made in the midterm review;
- + GEF tracking tool for biodiversity projects was completed, and included quantitative support to progress toward project performance indicators;
- M&E funding was spread a bit thin, after splitting off the biosecurity project;

- Monitoring was fairly weak during the implementation phase;
- Baseline information was a bit unclear, including the source of the figure of USD 295,600 per year in private sector investment;
- The midterm review was rather late in the process, in later part of the fourth year of the six year project;
- The effectiveness of follow-up actions to problems reported in progress reports was moderately satisfactory for some issues, including facilitating the completion of the Environmental Protection and Physical Planning bills and approval of the district-level land use plans.

Monitoring & Evaluation design at entry is rated as: Satisfactory

The monitoring and evaluation (M&E) plan was systematically prepared, using the standard GEF template. The budget allocated for the M&E plan was split after the decision to pull the biosecurity components out into a separate project, and resulting M&E budget for the mainstreaming project was approximately USD 87,500, approximately 2.5% of the GEF grant. Documentation of some of the baseline information referenced in the logical results framework was incomplete; e.g., the figure of USD 295,600 in private sector investment.

Implementation of Monitoring & Evaluation Plan is rated as: Moderately Satisfactory

The logical results framework was reviewed during the project inception workshop and adjustments and clarifications were made at that time. The project did a good job with reporting, producing informative quarterly reports (which were improved after the midterm review), and the annual project implementation reviews (PIRs). The PIRs included detailed narrative discussion of progress made towards the results-based indicators established to assess project performance. The moderately satisfactory outcome rating applied by the midterm review was lower than the internal ratings in the PIRs from that year (2012), but generally the internal ratings were realistic. The midterm review was made a bit late in the process, late in fourth year (2011) of the six-year project. There were 48 recommendations made by the MTR, and the project team developed an extensive management response, making several adjustments, including:

- ✓ Improvements to the promotion and communication of the project activities and results;
- ✓ Improvements to the design and content of the project website;
- ✓ Facilitating more involvement by local ENGOs;
- ✓ Revision of some of the indicators in the logical results framework, including dropping two of the indicators under Outcome 2, and adding one under this component;
- ✓ Organisation of an annual review of the project;

Some recommendations were addressed, but limited improvements were achieved. For example, PSC participation remained low in the second half of the project, and marketing of the SSTL programme was not sufficiently strengthened.

3.2.6. Implementing Agency (IA) and Executing Agency (EA) Execution

Overall IA-EA Execution: Satisfactory

Supporting Evidence:

- + UNDP's wealth of experience on biodiversity projects in the Seychelles and globally, and their favourable standing with the Government was a strong comparative advantage;
- + Project management was solid, even though there were 3 different managers over the course of the 7-1/2 year timeframe;
- + Proactive support from the UNDP-GEF regional technical advisor;
- + Quarterly and annual reports contained candour accounts of project performance;
- + Dedicated PCU functions provided experienced support to project implementation;
- + Risk management was proactive, with a regularly updated risk log, with sufficient notification critical risks;
- Late delivery of certain project outputs might have been avoided with more active participation in the Project Steering Committee process;
- The implementing partners were constrained in responding to certain implementation problems, particularly those related to advancing the proposed legislative reforms;
- Some lines of communication between the PCU and project manager were inefficient, e.g., allocation of project expenditures.

Quality of Implementing Agency (UNDP) Execution is rated as: Satisfactory

This project was the largest GEF-financed biodiversity project among the country portfolio, during the time of implementation, and the UNDP country office was actively involved throughout the process, including participation in Steering Committee meetings, providing input and recommendations in the project implementation reviews, and supporting procurement of certain support, including international consultants. The UNDP-GEF regional technical advisor for biodiversity was also proactively engaged in the process, providing valuable guidance at the inception phase, during transitions of project managers, during the midterm review process, and also on an ad hoc basis.

Quality of the Executing Agency Execution is rated as: Satisfactory

This project was run under a supported national implementation modality, with the Ministry of Environment, Energy and Climate Change (MEECC) acting as executing agency and the Programme Coordination Unit (PCU) providing day-to-day coordination services. Even with three different project managers during the 7-1/2 years of implementation, implementation remained consistent, largely due to the centralized support of the PCU. Certain lines of communication between the PCU and the project manager were inefficient; for example, the project manager was unaware of the details associated with allocation and tracking of financial expenditures.

The Project Steering Committee, chaired by the executing agency, convened regularly and the national project director provided consistent leadership of the process. Participation by other governmental agencies was poor, limiting the effectiveness of adaptive management.

3.3. Project Results

3.3.1. Overall Results (Attainment of Objective and Outcomes)

Attainment of the Project Objective is rated as: Moderately Satisfactory

Project Objective: Biodiversity conservation is integrated into key production sectors of the economy

The two objective-level indicators for the project are as follows:

1. Area of terrestrial and marine ecosystems under improved management or heightened conservation status (End-of-project target: 41,400 km²); and
2. Increase in investments from production sectors in collaborative sustainable management models (End-of-project target: 100% increase from USD 295,600/year baseline).

With respect to the first indicator, the target of 41,400 km² of area under improved management or heightened conservation status has been surpassed by project closure according to figures included in the 2014 PIR and confirmed during the TE mission. The largest contribution to this achievement is the improved management of demersal fisheries across the Mahé Plateau, covering approximately 41,000 km². This fisheries management plan was in the final stages of consultation at the time of the TE, and SFA officials expect the plan to be approved in the next couple of months.

| | |
|---|------------------------------|
| Joint management areas (project demonstration sites): | 41.95 km ² |
| Protected areas: | 613.03 km ² |
| Improved management of fisheries (Mahé Plateau): | 41,400 km ² |
| Land use plans (25 districts): | <u>204.4 km²</u> |
| Total: | 42,260 km² |

The baseline figure for private sector investment was USD 295,600/year; however the source of the sum is uncertain. There were cofinancing contributions by the private sector tourism operators for the demonstration activities under Outcome 3, but the cumulative total over the lifespan of the project is approximately USD 400,000. Furthermore, total cofinancing contributions from the NGOs was USD 1.369 million. With the upcoming implementation of the Mahé Plateau fisheries management plan, there will be likely considerably more investment from the fisheries sector. By the end of the project, however, there is limited evidence to support a 100% increase from baseline conditions, but the likelihood for achieving this over the medium term is moderately high.

Outcome 1: Systemic and institutional capacities for mainstreaming of biodiversity management within and across sectors are strengthened

| | |
|---|---------------|
| Indicative budget in project document: | USD 1,208,700 |
| Actual cost incurred on this outcome (through 31 Dec 2015): | USD 1,814,176 |

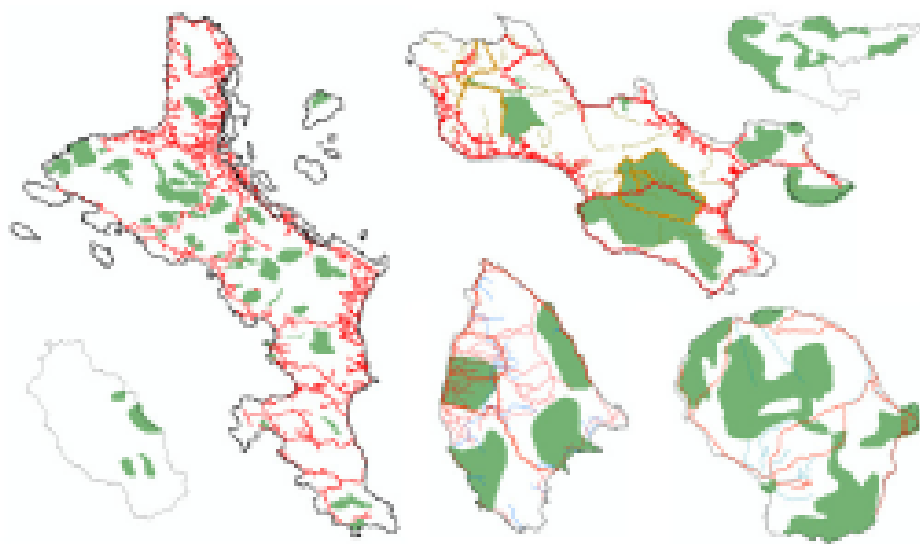
Achievement of Outcome 1 is rated as Satisfactory.

The project supported drafting of amended versions of two of the most important environmental legislative acts in the country: Environmental Protection Act and Physical Planning Act. The project retained external consultants to prepare the draft bills, and upon delivery to the relevant ministries, the draft versions were further revised by the ministerial staff. The process has been

stalled for approximately 2 years. During the TE interviews, Ministry officials indicated the two bills are expected to be enacted in 2015, but progress reports over the past couple of years have indicated similar statements.

As an adaptive management contribution, the project is also supporting development of a draft Biodiversity Policy, which is a requisite precursor to an envisaged Biodiversity Act. The consultancy for developing the Biodiversity Policy started in May 2015, less than two months before project closure. The delay is partly because the Protected Areas Policy, supported by another GEF-financed project, needed to be finalized first.

One of the most significant results under this outcome was the completion of land use plans for each of the 25 districts on the three main inner islands: Mahé (22 districts), Praslin (2 districts) and La Digue (1 district). The land use plans and the supporting activities, including assessment of key conservation areas (see **Exhibit 10**) are noteworthy achievements. The current national project working on the Seychelles Strategic Plan has used the land use plans as a basis for their work; this demonstrates a meaningful contribution by the mainstreaming project.



Source: Senterre B. et al., 2014, Output 6, Patterns of conservation value in the inner islands, Seychelles Key Biodiversity Areas

Exhibit 10: Map showing Seychelles Key Biodiversity Areas

Among the 25 district-land use plans completed, the two for Praslin (see **Exhibit 11**) have been legally approved and gazetted. The other 23 still require endorsement by the Cabinet of Ministers. There have been some challenges, particularly on Mahé, regarding gazetting the plans. There also seems to have been some shortcomings regarding stakeholder involvement, e.g., no evidence of participation by the Ministry of Local Government, and there was limited participation mobilized for the public consultations organized for the district plans.

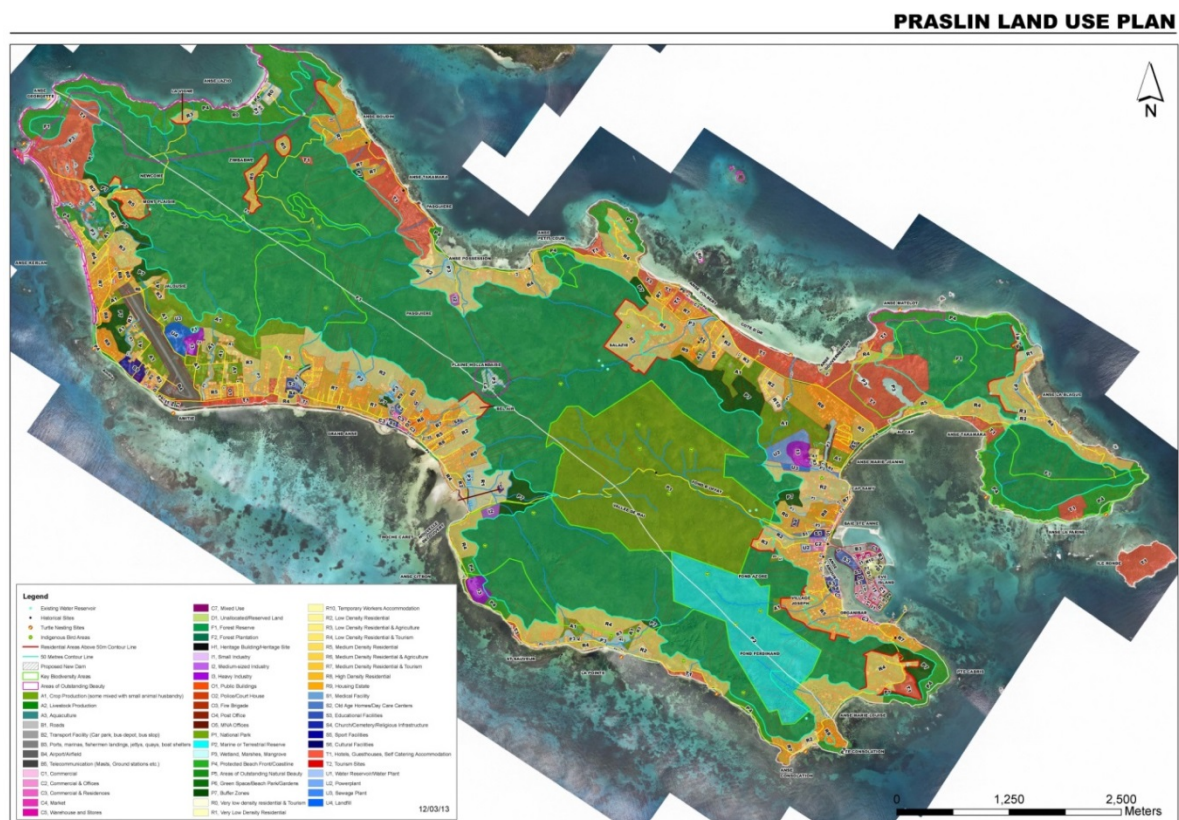


Exhibit 11: Praslin Land Use Plan

As reported during a Seychelles Strategic Plan workshop held concurrent with the TE mission, review of the land use plans has revealed a few discrepancies, e.g., for some areas classified as “forest reserves”, which will need to be corrected before final approval.

The completed 25 district land use plans represent the entire land area of the three main inner islands. Among these land use plans, a total of 5,470 ha (26.8% of total land area) is classified as protected for conservation purposes, and 7,066 ha (34.6%) classified as sustainable use of forest resources. In total, 12,536 ha (61%) of land area is under some type of protected classification.

There were a number of other substantive achievements realized under this outcome, including:

- ✓ Key Biodiversity Area (KBA) inventories and research were completed;
- ✓ A multipurpose and flexible database integrating species and ecosystems levels;
- ✓ An environmental education workshop was organised by NGOs and civil society to strengthen their capacities on delivering targeted public awareness and education campaigns on biodiversity issues;
- ✓ An Integrated coastal zone management plan for Anse Royale;
- ✓ Vegetation maps for the three main inner islands of Mahé, Praslin, and La Digue, and also for Curieuse and Silhouette;
- ✓ Carrying capacity studies for the districts of Bel Ombre, Beau Vallon and Glacis, and for Cerf Island and La Digue Island;
- ✓ Training in cyber-tracking techniques for biodiversity monitoring delivered to roughly 20 institutions. The project also procured 20 Trimble Juno devices and distributed them to the participating institutions.

Outcome 2: Methods and means for integrating biodiversity and artisanal fisheries management are in place

Indicative budget in project document: USD 1,001,500
Actual cost incurred on this outcome (through 31 Dec 2015): USD 515,665

Achievement of Outcome 2 is rated as Satisfactory.

The project has made a number of important contributions with respect to the fisheries sector, including the development and implementation of a pilot collaborative fisheries management of the demersal fisheries encompassing a 611.7 km² area, surrounding the Islands of Praslin and La Digue, and excluding the four marine reserves of Curieuse, Ile Cocos, Aride and Cousin islands (no-take zones).

The project facilitated establishment of the Praslin Fishers Association (PFA) and provided extensive assistance to the PFA over the past few years, including helping them form the Praslin Fishers Co-Management Coordination Committee, procurement of monitoring equipment and cool boxes, training, preparation of a photograph-based fish identification guide, and development of a Monitoring, Control and Surveillance (MCS) protocol, with the assistance of an international expert. The SFA was closely involved in the development of the MCS protocol, ensuring it is in line with the provisions included in the recently amended Fisheries Act (2014).

The Praslin co-management pilot was followed up with development of a fisheries management plan for the entire Mahé Plateau, covering approximately 41,400 km² (see **Exhibit 12**).

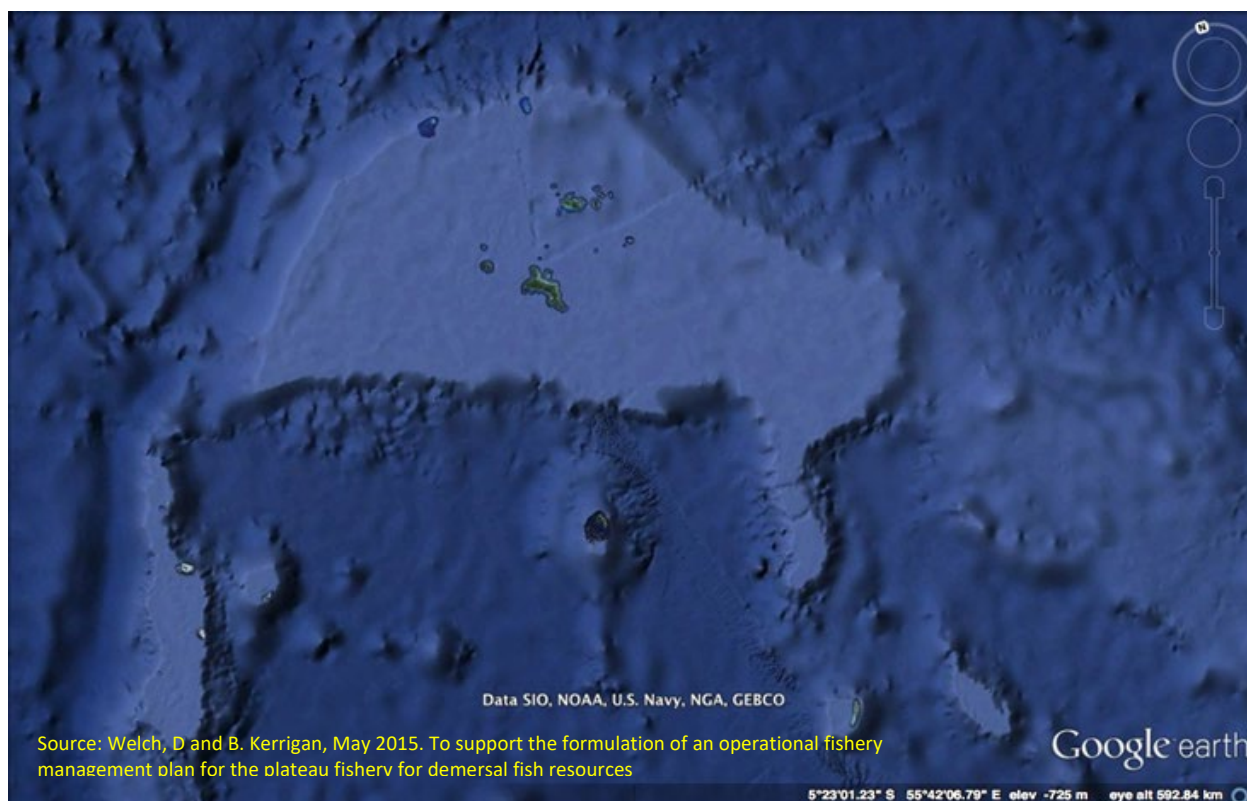


Exhibit 12: Google map showing the Raised Platform that is the Mahé Plateau

The management plan was prepared using the ecosystem approach to fisheries management (EAFM) principles, and envisages implementation will be through collaborative management arrangements. The plan has not yet been finalised, but SFA officials expect consultations will be completed over the next few months and approval will be approved shortly thereafter.

The Mahé Plateau plan is intended to be linked to the broader marine spatial planning project that has recently started implementation and will cover the entire Exclusive Economic Zone (EEZ).

The focus has been protection of ecosystem services, e.g., spawning grounds, but limited focus on whether these activities will contribute toward conserving or improving biodiversity. It might have been advisable to enlist more substantive involvement of the Seychelles National Park Authority and/or one or more NGOs in expanding the monitoring component of the MCS protocol. The NGO sector continues to play an important role with respect to conservation advocacy and introduction of innovation into the system.

Outcome 3: The tourism industry is addressing biodiversity conservation as part of good practice in business operations

Indicative budget in project document: USD 1,033,000

Actual cost incurred on this outcome (through 31 Dec 2015): USD 307,158

Achievement of Outcome 3 is rated as Moderately Satisfactory.

There were two main outputs under Outcome 3: assisting the Tourism Department in strengthening and launching the Seychelles Sustainability Tourism Label (SSTL) and demonstration of biodiversity conservation interventions initiated by private tourism operators.

The project was instrumental in getting the SSTL programme off the ground, including supporting expert assistance in developing the supporting materials, and training programmes. The salary of the programme manager at the Seychelles Tourism Board was also funded for the first 18 months of the implementation.

The mission of the SSTL read as follows:

To encourage tourism enterprises in Seychelles in mainstream sustainability practices into their business operations to safeguard the biodiversity and culture of Seychelles

And, the logo for the SSTL is shown below in **Exhibit 13**.



Exhibit 13: Seychelles Sustainable Tourism Label (SSTL) Logo

By the end of the project, the following 5 hotels have achieved SSTL certification, which is short of the target of 15:

- ✓ Berjaya Beau Vallon Bay Resort

- ✓ Constance Ephelia Resort
- ✓ Hanneman's Holiday Residence
- ✓ Banyan Tree Seychelles Resort
- ✓ Kempinski Seychelles Resort

From the 5 hotels the first 3 to be certified have been recertified after reassessment: Berjaya Beauvallon Bay, Constance Ephelia Resort, and Hanneman Holiday Residence. The Tourism Department has not yet done a customer satisfaction survey, although officials indicated during the TE interviews that they plan to carry a survey out in 2016 and yearly thereafter. Marketing has also been fairly weak so far; probably the main reason uptake is lower than expectations.

The SSTL programme has been satisfactorily institutionalised. For example, SSTL has been a member of the Alliance Africa (www.sustainabletourismalliance.net) since 2012; through which this membership they hope to raise their regional profile. The Department is also bench-marking against the criteria and standards of Free Trade Tourism (FTT) Africa. Through these efforts they aspire to obtain international recognition, which would greatly improve their marketing edge.

The SSTL is no longer a standalone programme at the Department; it has been merged with the Standards and Regulations Division. The Division is currently evaluating whether to integrate the SSTL into the envisaged star-certification programme, e.g., making it mandatory for hotels of 3-star and above to be SSTL-certified.

The other part of Outcome 3 entailed supporting demonstrations of biodiversity conservation interventions through partnerships between private tourism operators and non-governmental organisations (NGOs). 11 demonstrations were supported in all. The locations of the 6 completed on Mahé (including the one on Cerf Island) are on the map in **Exhibit 14** below.

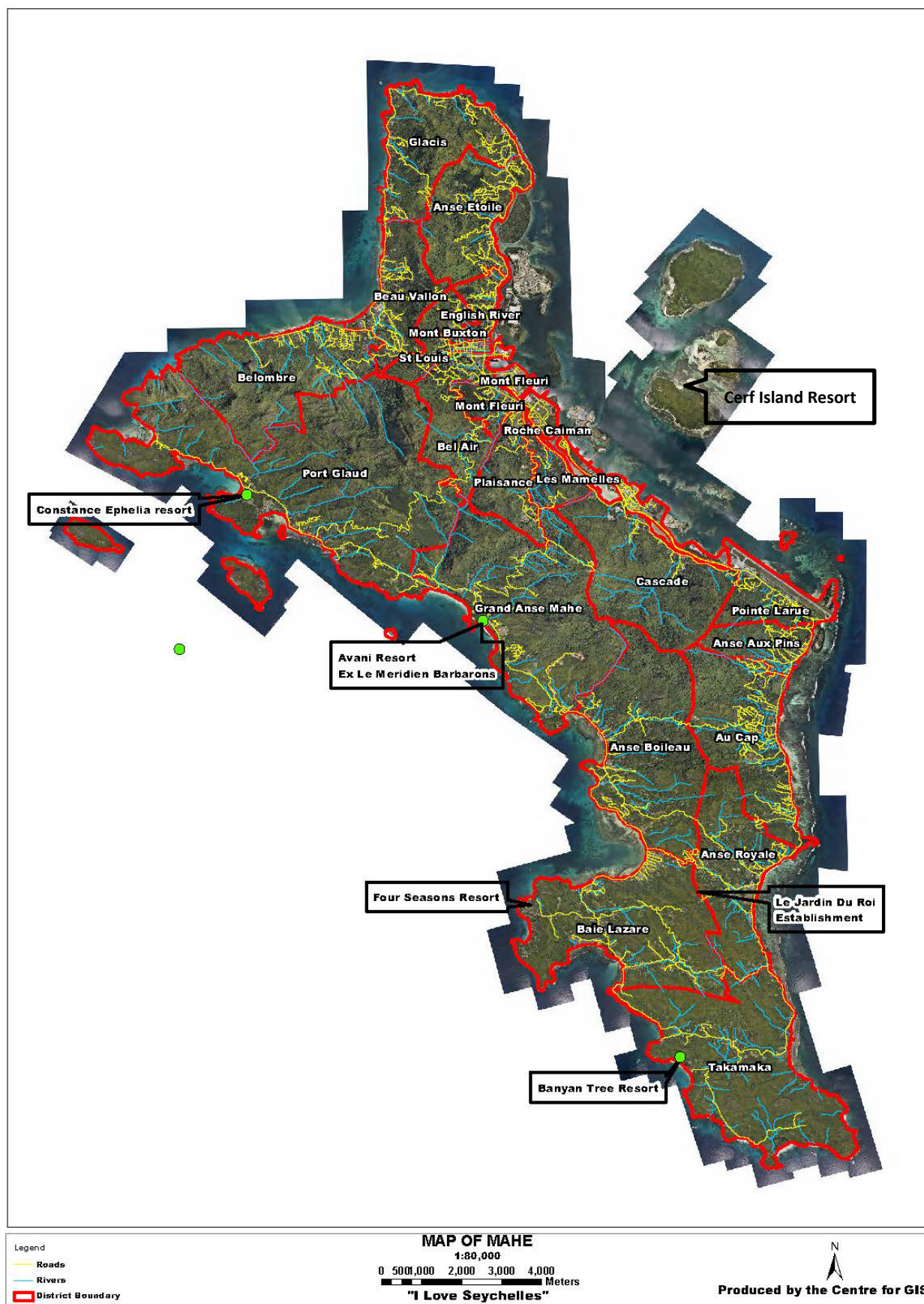


Exhibit 14: Map of Mahé showing Locations of Demonstration Activities

A summary of the 11 demonstration activities is tabulated below in **Exhibit 15**.

| Exhibit 15: Summary of Demonstration Activities | | | | | | |
|---|---|--|--|-----------------|------|---|
| No. | Description | Environmental NGO Partner | Tourism Operator | Agreement Dates | | Notes |
| | | | | Start | End | |
| 1 | Enhancing conservation of biodiversity at Port-Launay | Sustainability for Seychelles | Constance Ephelia Resort | 2011 | 2012 | Completed |
| 2 | Enhancing and maintenance of the Barbarons wetland and Tributary | Sustainability for Seychelles | Le Meridien Barbarons Resort (now Avani) | 2012 | 2013 | Stalled, due to changes in the management, from Le Meridien Barbarons Hotel to Avani management. They are encouraged to complete the first part of the project. |
| 3 | Improving Biodiversity Conservation And Education At Four Seasons Resort Seychelles | Sustainability for Seychelles | Four Seasons Resort Seychelles | 2014 | 2015 | Ongoing |
| 4 | Improving forest native biodiversity And visitor experience at Jardin du Roi | Plant Conservation Action Group | Le Jardin du Roi | 2014 | 2015 | Ongoing |
| 5 | Enhancing Denis Island's conservation efforts through increased environmental education awareness and sustainable conservation management measures | Green Islands Foundation | Denis Private Island | 2011 | 2012 | Ongoing, almost completed. Was delayed, due to changes in the management of GIF |
| 6 | Management of turtle-human interactions and turtle rehabilitation | Marine Conservation Society Seychelles | Banyan Tree Resort Seychelles | 2014 | 2015 | Ongoing |
| 7 | Developing a Stewardship approach to conserving marine biodiversity | Marine Conservation Society Seychelles | Cerf Island Resort | 2014 | 2015 | Ongoing |
| 8 | Establishing an ecotourism and environmental education site at Anse La Blague, Praslin | Wildlife Club Seychelles | Le Matelot de Praslin | 2014 | 2015 | Unsatisfactory performance; requires regular monitoring or legal recourse. |
| 9 | Restoration of a coral garden around Praslin Island | Nature Seychelles | Constance Lemuria Resort | 2014 | 2015 | Completed |
| 10 | Conservation And Active Management Of Biodiversity Of Cosmoledo Atoll Project | Island Conservation Society | Silhouette Cruises | 2014 | 2015 | Ongoing |
| 11 | Aldabra house - Concept development for a centre of excellence to increase public engagement and diversify sustainable finance mechanism for UNESCO World Heritage Aladabra Atoll | Seychelles Island Foundation | DMCs and University of Seychelles | 2014 | 2015 | Ongoing |

The results of the demonstrations were generally successful, producing a number of replicable models and facilitating continued cooperation between tourism operators and NGOs.

3.3.2. Relevance

Relevance is rated as: Relevant

The Project is relevant across a number of criteria, and closely aligned with the Biodiversity Focal Area Strategy for GEF-4, and in fact, particularly Strategic Program 4, Strengthening the policy and regulatory framework for mainstreaming biodiversity”, particularly with respect to strengthening the policy and regulatory framework necessary for mainstreaming to take place. The design of Outcome 1 of the project was directly aligned to this strategic objective.

The project is also relevant with respect to national development priorities, focusing on the two most important economic sectors, fisheries and tourism. And, the recently launched Blue Economy of the country further demonstrates how biodiversity conservation, particularly among marine and coastal ecosystems, is central to the national sustainable development strategy.

UNDP Country Programme Document for 2012-2016¹ also has incorporated the project development objective, specifically into Country Programme Outcome 2:

Country programme outcome 2: By 2016, the governance systems, use of technologies and practices and financing mechanisms that promote environmental, energy and climate-change adaptation have been mainstreamed into national development plans.

Outcome indicator: Area of terrestrial and marine ecosystems under improved management or heightened conservation status increased by 50 per cent by end of 2016.

Related strategic plan focus areas: Environment and Sustainable Development.

3.3.3. Efficiency

Efficiency is rated as: Moderately Satisfactory

Supporting Evidence:

- + The GEF funding addressed key barriers in promoting biodiversity conservation among production sectors;
- + Project implementation benefited from centralized, experienced functions of the PCU;
- Certain key activities were delivered late (expenditures in 2014 were higher than any of the earlier 6 years from 2008 to 2013);
- The 1-1/2 year project extension result in disproportionately higher project management costs;
- Cofinancing contributions were approximately 50% of pledged amounts;
- Allocation of expenditures among the project components and project management was not closely monitored.

From an incremental cost analysis perspective, the project was efficient in addressing mainstreaming of biodiversity conservation, compared to the “business-as-usual” scenario, in which concentrated on protected areas. In terms of cost-effectiveness, the centralized and experienced programme coordination function of the PCU added to the efficiency of the implementation. The 1-1/2 year project extension, which pushed the project closure from the original planned date of December 2013 to June 2015, had an overall negative effect with respect to cost-effectiveness, evidenced by the relatively high proportion² of project management costs compared to the total costs incurred through 2014. The delay in the closure of the project also meant that certain activities were delivered rather late in the process, including preparation of the fisheries management plan for the Mahé Plateau and several of the 11 demonstration activities, thus limited time was available for consultation and for monitoring of implementation of some of these activities. Efficiency of the project is further diminished by the fact that roughly only 50% of cofinancing pledges materialised.

¹ UNDP Seychelles, Country Program Document, 2012-2016

² Based upon financial expenditure records provided by the PCU for costs incurred through 31 Dec 2015, the project management component accounted for 24% of total costs. This figure is probably lower than this rate, as certain costs, including for the CTA might have been misallocated to this category.

3.3.4. Country Ownership

Supporting Evidence:

- + The project is closely aligned with national sustainable development priorities;
- + Amendment to the Fisheries Act (2014), strengthens the enabling conditions for collaborative fisheries management;
- + Relevant country representatives, including governmental officials, civil society representatives, and academic professionals, were involved in the project;
- + The Seychelles Strategic Plan is being developed using the district-land use plans as a foundation for the spatial planning scenarios;
- The governmental share of cofinancing was considerably lower than the committed amount;
- Generally low participation at Project Steering Committee meetings;
- The government has not yet approved the proposed legislative reforms promoted by the project;
- Unclear ownership of the process of updating and facilitating approval of the land use plans;

The project is closely aligned with the national development strategic priorities of the country, by addressing the three key productive sectors posing threats to biodiversity in the Seychelles: infrastructure development, fisheries and tourism. Country ownership is further demonstrated by the enactment of the amended Fisheries Act in 2014; although the project did not directly support the process of drafting the Fisheries Act, the amended legislation includes possibility for collaborative fisheries management, which considerably enables the implementation of the management plans produced under Outcome 2 of the project. Also, the district-level land use plans have been used as the foundation to the spatial planning recommendations underway as part of the Seychelles Strategic Plan, a Government programme with broad stakeholder support.

There were other lines of evidence, however, indicating relatively low levels of country ownership. Government cofinancing to the project ended up being approximately 50% of the pledged amount, for example. Also, there was a problem with low participation among some of the government agencies during Project Steering Committee meetings. Although there was an apparent high level of accordance among Governmental stakeholders with respect to the pressing need to amend the project approval stage that the Environmental Protection Act and the Physical Planning Act, this envisaged legislative reform was not realized by project closure. And, it is unclear how 23 of the 25 district-level land use plans will be approved once the GEF funding ceases.

3.3.5. Mainstreaming

The term mainstreaming in this context should not be mistaken with biodiversity mainstreaming, the overall aim of this project. For UNDP supported GEF financed projects, terminal evaluations also assess how successfully a particular project has mainstreamed UNDP priorities, including poverty alleviation, improved governance, the prevention and recovery from natural disasters, and women's empowerment.

According to the UNDP Seychelles Country Programme Document for 2012 to 2016, the national programme is *“anchored in the ongoing macro-economic reform programme of the Government and will help develop and strengthen the capacities of institutions and individuals in the public*

sector and civil society to promote good governance, environmental protection, energy efficiency, water resources management, climate change adaptation and poverty alleviation". This project was very much in alignment with the current country programme. For example, the detailed district-level land use plans provide subnational and national authorities important planning tools for enhancing the well-being of local populations and ecosystems, and also provides a spatial framework for prevention of natural disasters. The process of biodiversity mainstreaming also requires good governance on the part of the governmental stakeholders, and needs an empowered civil society to help facilitate the process.

The project did not have a specific gender strategy, but women had a leading role in the implementation, including the project manager, the UNDP-GEF regional technical advisor, the majority of the local NGOs engaged in the project were led by women, and the SSTL team at the Tourism Department is composed of women.

3.3.6. Sustainability

Sustainability is generally considered to be the likelihood of continued benefits after the GEF funding ends. Under GEF criteria, each sustainability dimension is critical, so the overall ranking cannot be higher than the lowest one.

The Overall Likelihood of Risks to Sustainability is Rated as: Moderately Likely

Focusing on the three key production sectors in the Seychelles, including infrastructure development, tourism, and fisheries, the resultant strengthened collaborative capacities among these stakeholder groups enhances the likelihood that the results achieved under this project will be sustained after GEF funding closes. The substantive outputs produced under the project provide enabling frameworks for further expanding the scope and effectiveness of biodiversity mainstreaming.

There are, however, a number of factors that diminish project sustainability, including unclear ownership for updating and facilitating approval of the district land use plans. Also, conservation objectives were not articulated for the areas targeted for mainstreaming, and the requisite inter-sectoral arrangements have not yet been worked out.

Financial Risks

The Likelihood of Financial Risks to Sustainability is rated as: Moderately Likely

Supporting Evidence:

- + The willingness of the private sector to invest in conservation was demonstrated through the partnerships supported between tourism operators and NGOs;
- + Certain Government incentives are in place, such as the CSR tax scheme (although not specifically earmarked for conservation initiatives);
- + The project sponsored the development of management plans which provide guidance on achieving financial sustainability;
- + The SFA continues to financially support the Praslin Fishers Association;
- + The Government is considering the potential of Blue Bonds for raising funds to support implementation of the fisheries management plans;
- + The business case for the SSTL program was showcased;

- Restrictions on public spending, as part of the International Monetary Fund (IMF) debt-restructuring programme;
- Little attention was placed on developing and operationalizing incentives to mainstream biodiversity;
- Unclear financing arrangements for monitoring, control, and surveillance of Praslin fisheries;
- Financial sustainability of the Praslin Fishers Association (PFA) is questionable;
- Limited financing extended by the Government to support the SSTL program moving forward.

The land use plans developed for the 25 districts of Mahé (22 districts), Praslin (2 districts), and La Digue (1 district) made significant contributions in terms of integrating biodiversity conservation concerns into land use planning processes. But, there was little attention placed on formulating financial incentives to facilitate participation of productive sector stakeholders in conservation initiatives.

With respect to the artisanal fisheries sector, the project sponsored development of a number of plans that provide detailed guidance on collaborative management of demersal fisheries throughout the Mahé Plateau. The Seychelles Fishing Authority (SFA) continues to financially support the Praslin Fishers Association (PFA), e.g., by paying rent for the PFA office and the salary of the administrative assistant. The SFA also has plans to invest in a patrol boat for supporting the monitoring, control, and surveillance (MCS) needs at the Praslin fisheries. There are concerns, however, with respect to the financial sustainability of the PFA. For example, some of the PFA members had understood that their boats would be used to support MCS activities, and payment for fuel and trip allowances would help sustain the operation of the association. There have been discussions on the PFA managing one or more ice plants on the island, but there seems to be limited commitment, and possibly capacity, of the members to develop a business plan for such an activity, rather than expecting the SFA would provide ice plant equipment for them to operate. Similarly, there is discussion among some of the PFA members to start a cooperative, in order to strengthen their marketing and trading capacities, but they would likely need external support to help with formulation of a business plan and raising funds.

As part of the Government's Blue Economy program¹, the potential of using Blue Bonds, possibility raised through the Prince's Trust, is being considered to help finance the sustainable management of fisheries and ocean resources. Although the use of Blue Bonds is only at the conceptualization phase, it does demonstrate the commitment by the Government in coming up with financing mechanisms.

On the negative side, there is continued restrictions on public spending, e.g., staffing of governmental agencies, as a response to the debt restructuring arrangement supported by the International Monetary Fund (IMF). This reduced spending does constrain implementation of certain government programmes, including research activities.

With respect to the tourism sector, the demonstration activities jointly implemented by private tourism operators and NGOs showed the willingness of the private sector to engage in conservation initiatives, and provided models on how companies can allocate CSR tax obligations to such measures. Earmarking a certain percentage of CSR tax to conservation-friendly activities

¹ The Blue Economy program was initiated as a result of the country's negotiation of a 5% discount on its debt buy back of USD 30 million of its Paris Club debt with the support of the Nature Conservancy and the forthcoming creation of the Seychelles Conservation and Climate Adaptation Trust (SEYCCAT), which will implement projects to benefit marine protection and sustainable economic activity around marine protected areas.

might lead to wider participation among tourism operators; the CSR tax scheme was started only in 2013, and a number of stakeholders interviewed stressed that there has been insufficient communication by the Government on how the collected revenue is being disbursed.

Based upon interviews carried out as part of the TE mission, the business case of implementing the Seychelles Sustainable Tourism Label (SSTL) programme was showcased by two of the five tourism facilities that have been certified to date. For example, the development of a local vegetable and fruit garden at one of the facilities has led to approximately USD 3,000 per month in savings, and the resort is now less dependent on imports of these food supplies. Participation in the SSTL program by private tourism operators would likely be expanded if such financial incentives were better marketed. The SSTL programme has been integrated into the operations of the Department of Tourism, but it was recently merged into the Standards and Regulations Division, and the SSTL programme is now under the Standards Section. This means that staff members are dividing their time between SSTL activities and other tasks. According to a representative from the Department of Tourism, there is currently one person in the Standards Section and an additional person is expected to join in June 2015.

Socio-Economic Risks

The Likelihood of Socio-Economic Risks to Sustainability is rated as: Moderately Likely

Supporting Evidence:

- + As part of the debt-for-nature swap agreement, the Government is supporting the development of a comprehensive marine spatial plan;
- + The tourism and fisheries sectors remain the two main pillars of the Seychelles economy;
- + Introduction of a mandatory corporate social responsibility (CSR) tax scheme in 2013;
- + Three of the five hotels that have obtained SSTL certification have been recertified after the first 18 month period;
- + Membership of the Praslin Fishers Association has remained steady throughout the lifespan of the project;
- The tourism sector remains vulnerable to global economic performance, particularly in Europe;
- Sport and recreational fishing not yet aligned with fisheries management planning;
- The continued shortage in the number and qualified Seychellois workers, has made it difficult for productive sectors to meet hiring quotas, thus constraining economic growth;
- Social arrangements for facilitating cooperation among fishers associations are not yet worked out.

As part of the debt-for-nature swap agreement, the Government is supporting the development of a comprehensive marine spatial plan, which will significantly expand the coverage of marine protected areas in the Seychelles, and also further protect sustainable artisanal fisheries and create special zones for exploitive activities including commercial tuna fishing and oil & gas exploration and production. Due to the fact that tourism and fisheries remain critical to the economy of the Seychelles and the intrinsic link of these two productive sectors with the physical environment, there is a high probability that the Government will continue to support sustainable management of these industries. There are challenges, including both tourism and fisheries being

vulnerable to international economic conditions, and a continued problem with filling hiring quotas, as there is a shortage in the number and qualifications of Seychellois.

In 2013, the Government introduced a mandatory corporate social responsibility (CSR) tax scheme, which has the potential to facilitate biodiversity mainstreaming, although there are not yet any guidelines on allocating the revenue.

The benefit of the SSTL programme for private tourism operators is partly verified by the fact that three of the five hotels that have obtained SSTL certification have been recertified after the first 18-month period. For these hotels to acquire recertification implies that there is an economic benefit for them having the SSTL, whether it is in terms of a marketing advantage or direct economic value, e.g., through cost savings achieved by more sustainable resource consumption.

As discussed under financial risks to sustainability, there is a risk that the Praslin Fishers Association (PFA) will have difficulties sustaining their operation after the GEF project closes. But, over the course of the project's lifespan, the membership of the PFA has remained rather robust, indicating that the organization might be viable. Since the PFA was formed, a separate association has formed at La Digue, and the Fishing Boat Owners Association (FBOA) based in Mahé continue to strive to represent their members, who are fishing throughout the Mahé Plateau. Some stakeholders indicated concern that the Seychelles is too small to support a number of fishers associations. It will take time before certain social truces are established among the associations.

A common issue among the fishers associations is the threat posed by the sport and recreational fishing sector, which has to date been largely unregulated. The amended Fisheries Act (Act 20 of 2014) includes certain provisions on regulating this sector, and SFA representatives stressed that this amended Act provides them with long-awaited legal support to place more emphasis on sport and recreational fishing.

Institutional Framework and Governance Risks

The Likelihood of Institutional Framework/Governance Risks to Sustainability is rated as: Moderately Likely

Supporting Evidence:

- + The project contributed to advancing the Environmental Protection and Physical Planning bills, which are important legislative instruments with respect to biodiversity mainstreaming;
- + The designers of the Seychelles Strategic Plan has used the land use plans developed with project support as a basis for their spatial planning efforts;
- + The amended Fisheries Act, enacted in 2014, includes a provision for collaborative fisheries management;
- + The Mahé Plateau Fisheries Management Plan and the Co-Management Plan for the Praslin Fisheries provide solid guidance to implementing and beneficiary stakeholders;
- + The Praslin Fisheries Co-Management Coordinating Committee is a functioning governance body;
- + The Seychelles Sustainable Tourism Label is now a functioning programme, integrated into the operations of the Department of Tourism;
- + Replicable models of partnerships between private sector tourism operators and NGOs;

- + The non-governmental sector continues to introduce innovation into the biodiversity conservation sector in the country;
- + Donor supported projects continue to support the Government with respect to institutional and governance reform;
- The inability to advance the proposed legislative reforms through the political process;
- Unclear “ownership” for promoting updating and approval of the district land use plans;
- Subnational administrations, e.g., the District Administrators, have limited authority;
- Conservation objectives are not yet articulated for the targeted mainstreaming sectors;
- Inter-sectoral arrangements for implementing and monitoring the mainstreaming efforts are unclear.

The project made substantive contributions to proposed legislative reform, including the draft Environmental Protection and Physical Planning bills, which are two of the most important pieces of sustainable development legislation in the Seychelles. But, there has been a stalemate in advancing these two bills, for at least 2 years. The project has been operating for 7.5 years, starting in 2008, so even though there have been a number of exogenous circumstances, such as the global financial crisis starting in 2008, and changes in government, including the one last year, in 2014, there should have been sufficient time to achieve enactment of these bills. It is often difficult to match the timeline of a GEF-financed project with that of national legislative processes, but the fact that these bills have not yet been enacted diminishes the overall governance outlook moving forward. Based upon interviews conducted during the TE mission, there does seem to be momentum among the relevant governmental agencies to facilitate enactment of these bills. For example, there is a workshop planned for 7 June 2015 for validation of the Environmental Protection bill.

The Seychelles Strategic Plan, supported by the Government of Abu Dhabi, is an ambitious economic development programme that has garnered broad stakeholder involvement. The land use plans produced by the project are being used as a foundational base for the Seychelles Strategic Plan, even though the designers have noted some discrepancies, e.g., how forest land is classified, that will need to be sorted out before the districts approve the plans. To date, only the two district plans for Praslin have been gazetted; while the one for La Digue and the 22 for Mahé remain have not yet been approved. These district plans will first need to be updated, to make adjustments to the inconsistencies identified by the Seychelles Strategic Plan designers and some MLUH staff, and then the plans will need to be eventually approved. According to MLUH officials, according to the current Physical Planning Act, the plans need to be approved within 2 years of completion. There is a fairly high level of uncertainty regarding who will manage this process, and whether adequate funds will be allocated. With the limited powers of authority granted to District Administrators, there are also challenges to face in mobilizing public consultation for the approval of the district plans.

With respect to the fisheries sector, the Fisheries Act was amended in 2014, and the new act includes provisions for collaborative fisheries management, thus providing the legal basis for implementing the fisheries management plans for the Mahé Plateau and the Praslin fisheries. Both of these plans were developed through support from the project, and the completed plans are significant contributions to improved institutional frameworks for fisheries management. These plans were produced following the ecosystem approach to fisheries management (EAFM) and certain keystone species are included within the proposed monitoring plan, but overall

ecosystem level conservation objectives have not yet been articulated. And, the inter-sectoral collaboration arrangements, e.g., the ones between the SFA and the Seychelles National Park Authority (SNPA) have not yet been worked out.

Through support extended by the project, the Seychelles Sustainable Tourism Label (SSTL) is now institutionalized as biodiversity mainstreaming tool, and the project also showcased functional partnerships between private tourism operators and non-governmental organizations (NGOs). NGOs continue to play a leading role in conservation activities in the Seychelles, by introducing innovative techniques and managing some of the most valuable ecosystems in the country.

Finally, the Seychelles Government continues to receive donor support, including from GEF-financed initiatives, to further strengthen institutional framework and governance structures. For example, there is an approved GEF-financed project focusing on sustainable financing of the protected area system, and the marine spatial planning project will build upon the results of this project, as well as the project entitled “Strengthening Seychelles protected area system through NGO management modalities”.

Environmental Risks

The Likelihood of Environmental Risks to Sustainability is rated as: Moderately Likely

Among the ongoing activities that pose an environmental threat to the sustainability of project outcomes, climate change and spread of invasive alien species are of particular concern. Along with other Small Island Developing States (SIDS), the Seychelles are particularly vulnerable to climate change. The expected global sea level rise poses risks to coastal communities and livelihoods, including within the tourism sector. Impacts to coral reefs and fisheries through warming of the ocean and ocean acidification will also have negative economic effects in the Seychelles.

The Government has undertaken a climate change strategy that focuses on mainstreaming climate change into sustainable development, as a national cross-sectoral priority. For example, one of the institutional changes implemented in 2014 following the change in government was the restructuring of the Ministry of Environment into the Ministry of Environment, Energy, and Climate Change. There also continues to be strong donor financing, including through the GEF, in supporting the Government in developing and implementing both climate change adaptation and mitigation measures.

As biodiversity underpins economic output in the country, the potential loss of biodiversity as a result of invasive IAS is a particular concern. In a 2010 study, Mwebaze et al.¹ estimated that the Government was spending approximately USD 0.25 million per year on IAS control, while the economic damage associated with four main invasive species was approximately USD 25 million, thus highlighting the formidable challenge to the Government in allocating sufficient resources to controlling IAS.

As with climate change, there is donor support with respect to IAS, including the GEF-financed biosecurity project, which was originally embedded inside the mainstreaming project. Also, a number of the demonstration activities on the project included control of IAS at properties owned or managed by private tourism operators. The activities were facilitated by local NGOs, who are actively engaged on IAS issues in the country.

¹ Mwebaze, P. et al., 2010. *Economic valuation of the influence of invasive alien species on the economy of the Seychelles islands*. Ecological Economics, Vol. 69, Issue 12.

3.3.7. Catalytic Role

The project design had a deliberate replication strategy, by facilitating scale-up upon strengthening the enabling legal and institutional conditions, and by developing and piloting mainstreaming models for the production sector to engage in biodiversity conservation. There are a number of examples of the catalytic results achieved by the project:

- ✓ The district-level land use plans have been used as the foundation for the Seychelles Strategy Plan, a Government programme being funded by the Government of Abu Dhabi. The Seychelles Strategy Plan is developing long-term spatial planning frameworks for sustainable economic growth over the next 40 years, and this process is expected to help the Government prioritize mainstreaming biodiversity conservation in the infrastructure development sector;
- ✓ In the past year, fishers on the island of La Digue, motivated by the operations of the Praslin Fishers Association, have come together and formed a fishers association. While the collaboration structures between these fishers associations and with the ones on Mahé have not been worked out, the project has had an impact in modifying behaviour of the artisanal fishers;
- ✓ The launching of the Seychelles Sustainable Tourism Label (SSTL) programme has motivated the Tourism Department to expedite their strategic planning to introduce a star-rating system for tourism operators. One concept under discussion is to have 4 and/or 5 star ratings conditional upon tourism operators obtaining SSTL certification;
- ✓ Some of the partnerships between private tourism operators and local NGOs supported by the project are continuing their collaboration after completion of the demonstration activities. There was evidence obtained during the TE interviews that operators are interested in utilizing part of their discretionary component of the mandatory CSR tax to finance further operation of some of the activities, including the wildlife rehabilitation centre at the Banyan Tree Resort, the environmental education trail and centre at the Jardin du Roi, the wetland restoration activities at the Four Seasons Resort, and the snorkelling nature trail at Cerf Island Resort;
- ✓ Through experience gained from the education and awareness consultancy sponsored by the project, the Seychelles Fishing Authority (SFA) realized that they need to strengthen their own communication and public relations capacity and the SFA has added a full-time communication specialist to their organisation;

Knowledge management, however, has been fairly weak. At the time of the TE, the project team was coordinating video documentation of some of the demonstration activities. But, there results achieved on the project have not been distilled into informative case studies, including lessons learned. For example, knowledge products might have helped facilitate the approval process of the district-level land use plans, by communicating the content and purpose of the plans in a format that is readily understood by the general public. Similarly, marketing of the SSTL programme has been limited, and a knowledge management strategy to support such marketing efforts has not been developed.

3.3.8. Impact

Assessing impact with respect to verifiable improvements to ecological status is not particularly feasible, as realizing these impacts will take more time than allocated for implementation of this project. Even though the envisaged legislative reforms and approval of the district-level land use plans were not realized by project closure, the outputs produced provide a solid framework for facilitating these changes. It is important to note that during the lifespan of the project, the protected area system in the Seychelles expanded by approximately 1,000 ha. Development of a fisheries management plan for the demersal fisheries of the Mahé Plateau, based upon ecosystems approach to fisheries management, also provides a “road map” for improving ecological status of marine and coastal ecosystems.


An evaluation of the status of the impact indicators outlined in the terms of reference of the TE is summarized below.

| Impact Indicator | Comments | Impact Rating |
|---|---|--------------------|
| Verifiable improvements in ecological status | Before verifiable improvements in ecological status can be assessed, the enabling legislative reforms need to be enacted and mainstreaming interventions implemented among the production sector. Conservation objectives, including ecological improvement targets need to be worked out and monitoring systems planned and operationalized. | Negligible |
| Verifiable reductions in stress on ecological systems | Once the land use plans are approved and the environmental protection and physical planning bills are enacted, the supportive legal regime will be significantly strengthened for enabling reductions in stress on ecological systems. | Minimal |
| Progress towards stress/status change | The development of the Mahé Plateau fisheries management plan, applying ecosystems approach to fisheries management principles, is a significant step towards stress/status change, across a broad seascape scale of more than 41,000 km ² . | Significant |

As mentioned above, it is generally too early to evaluate verifiable impacts, so the likelihood of achieving the intended impacts was estimated, using the general guidelines of the *Review of Outcomes to Impacts* (ROTI¹) method, which applies a Theory of Change approach to assess the overall performance of environmental management projects. The first step was to evaluate relevant outcomes to impacts pathways (see below in **Exhibit 16**).

¹ The ROTI Handbook, Towards Enhancing the Impact of Environmental Projects, Aug 2009, Global Environmental Facility.

Exhibit 16: Outcomes to Impacts Pathways

| Outcomes | Impact Drivers (ID) and Assumptions (A) | Intermediate State | Impacts |
|---|--|--|--|
| <p>Systemic and institutional capacities for the mainstreaming of biodiversity within and across sectors are strengthened</p> <p>Methods and means for integrating biodiversity and artisanal fisheries management are in place</p> <p>The tourism industry is addressing biodiversity conservation as part of good practice in business operations</p> | <p>A: Political leadership is committed to prioritizing conservation issues, and this is reflected in enabling policies and legislation</p> <p>ID: Sufficient and consistent incentive mechanisms are available to encourage participation of the productive sectors into conservation-related initiatives</p> <p>ID: Resource management authorities and collaborative management partners effectively and financially sustainably implement management plans that address key conservation objectives</p> <p>ID: The enabling conditions are strengthened for non-governmental organizations to maintain their innovative contributions to biodiversity conservation</p> <p>A: Stakeholder capacity is ensured through institutionalized training programmes</p> | <p>Biodiversity conservation is mainstreamed across the key production sectors in the Seychelles</p> | <p>Pressures on natural resources are reduced and ecosystem services sustainably contribute to national development priorities</p> <p></p> <p>Globally significant biodiversity conserved</p> |

A ROTI desk assessment was then made, based on review of project deliverables and other findings of the terminal evaluation, and the results are summarized below in **Exhibit 17**.

Exhibit 17: Review of Outcomes to Impacts

| Outcome | Outcome Rating (A-D) | Intermediate State (IS) | IS Rating (A-D) | Impact | Impact Rating (+) | Overall |
|---|----------------------|---|-----------------|---|-------------------|---------|
| Systemic and institutional capacities for the mainstreaming of biodiversity within and across sectors are strengthened | B | Biodiversity conservation is mainstreamed across the key production sectors in the Seychelles | C | Pressures on natural resources are reduced and ecosystem services sustainably contribute to national development priorities | | BC |
| Methods and means for integrating biodiversity and artisanal fisheries management are in place | | | | | | |
| The tourism industry is addressing biodiversity conservation as part of good practice in business operations | | | | Globally significant biodiversity conserved | | |
| Outcome Rating Justification: Although the legal reforms envisaged under the project outcomes were not achieved by project closure, the project produced substantive outputs which provide an enabling framework. | | | | | | |
| Intermediate States Rating Justification: The district-level land use plans provide a solid foundation for mainstreaming biodiversity conservation in the infrastructure development sector. With respect to the fisheries sector, collaborative management has been enabled through the development of the fisheries management plans and establishment of the Praslin Fisheries Association and Co-Management Coordinating Committee, along with investment in monitoring control and surveillance capacity. The non-governmental sector continues to drive change and introduce innovation into the national PA system, and replicable models of partnerships between NGOs and the private tourism sector also provide a framework for realizing enhanced conversation of ecologically sensitive areas. | | | | | | |

Exhibit 17: Review of Outcomes to Impacts

Definitions (adapted from the ROTI Handbook, Aug 2009, GEF):

| Outcome Rating | | Intermediate States Rating | | Impact Rating | |
|--|------------------------|--|---------------------|---|-----------------|
| D: The project’s intended outcomes were not delivered. | | D: The conditions necessary to achieve intermediate states are not in place. | | Rating “+”: Measurable impacts or threat reduction achieved and documented within the project life-span. | |
| C: The outcomes were partially delivered, and were not designed to feed into a continuing process after funding. | | C: The conditions necessary to achieve intermediate states are not in place, but the frameworks supporting the requisite reforms are largely developed. | | | |
| B: The outcomes were partially delivered, and were designed to feed into a continuing process but with unclear allocation of responsibilities after funding. | | B: The conditions necessary to achieve intermediate states are in place, with moderate likelihood that they will progress toward the intended impacts. | | | |
| A: The outcomes were delivered and designed to feed into a continuing process with specific allocation of responsibilities after funding. | | A: The conditions necessary to achieve intermediate states are in place and have produced secondary outcomes or impacts, with high likelihood that they will progress toward the intended impacts. | | | |
| Overall Likelihood of Impact Achievement: | | | | | |
| Highly Likely | Likely | Moderately Likely | Moderately Unlikely | Unlikely | Highly Unlikely |
| AA BA AB CA BB+ CB+ DA+ DB+ | BB CB DA DB AC+ BC+ | AC BC CC+ DC+ | CC DC AD+ BD+ | AD BD CD+ DD+ | CD DD |

As outlined above, the outcomes-to-impact assessment results indicate that the likelihood of impact achievement is **moderately likely**. Although the legislative reforms and approval of district-level land use plans envisaged under the project were not achieved by the time of closure, the project has made substantive contributions in development of the requisite frameworks, and there is a moderate likelihood that these will be enacted and approved moving forward. More efforts are needed, however, in developing and implementing incentive mechanisms that will provide sufficient motivation for the production sector to meaningfully participate in conservation-related initiatives.

The likelihood of achieving impacts is enhanced by the sustained advocacy led by the non-governmental sector. NGOs remain important innovation drivers in the Seychelles, and it will be important to further develop and foster the enabling conditions for them to continue to make important contributions to biodiversity conservation in the Seychelles.

4. CONCLUSIONS, RECOMMENDATIONS, LESSONS, GOOD PRACTICES

4.1. Conclusions

MAJOR ACHIEVEMENTS/STRENGTHS

Project objective was closely aligned national sustainable development priorities

The major threats to the rich biodiversity in the Seychelles are associated the main production sectors in the country, i.e., fisheries, tourism, and physical infrastructure construction. The project was designed to strengthening the enabling environment required for mainstreaming biodiversity conservation among these three economic sectors.

Enabling conditions were strengthened

The requisite enabling conditions required to support biodiversity mainstreaming in the Seychelles were strengthened through **legal reform**, including substantive contributions to the drafting of

proposed amendments to the two key pieces of environmental legislation in the country (the Environmental Protection and the Physical Planning Act); **regulatory framework**, as evidenced through the development of the 25 district-level land use plans in the country; **institutional capacity building**, through extensive trainings and participation of agency staff in project activities; and **awareness raising among the private sector**, both among the fisheries and tourism industries.

Replicable models of biodiversity mainstreaming demonstrated

Replicable models of biodiversity mainstreaming techniques were demonstrated, including the following: **improved production practices**, through collaborative management of demersal fisheries of the 41,400 km² Mahé Plateau, using ecosystem approach to fisheries management principles; **environmental certification**, through strengthening and launching the Seychelles Sustainable Tourism Label (SSTL) program; and **ecosystem restoration**, achieved through partnerships between private tourism operations and non-governmental organizations.

Significant contributions to biodiversity knowledge base

The completed 25 district land use plans represent the entire land area of the three main inner islands. Among these land use plans, a total of 5,470 ha (26.8% of total land area) is classified as protected for conservation purposes, and 7,066 ha (34.6%) classified as sustainable use of forest resources. In total, 12,536 ha (61%) of land area is under some type of protected classification. Complementary to the development of the land use plans, the project made significant other contributions to the biodiversity knowledge base for the Seychelles, including: key Biodiversity Area (KBA) inventories, and development of a multipurpose database integrating species and ecosystem levels; vegetation maps for the three main inner islands of Mahé, Praslin, and La Digue, and also for Curieuse and Silhouette; Caring capacity studies for the districts of Bel Ombre, Beau Vallon and Glacis, and for Cerf Island and La Digue Island; and training in cyber-tracking techniques for biodiversity monitoring delivered to roughly 20 institutions.

Strengthened collaborative capacity among key stakeholders

Mainstreaming requires involvement of production sector stakeholders in biodiversity conservation affairs, and the project effectively facilitated collaboration among the Ministry of Environment, Energy and Climate Change, the Ministry of Land Use and Housing, the Seychelles Fishing Authority, and the Tourism Department. Collaborative capacities among these stakeholders was strengthened through practical actions, including preparation of land use plans, formation collaborative fisheries management structures, and demonstration of private sector involvement in the tourism sector with respect to conservation.

Consistent and proactive project management and coordination

Project management and coordination effectiveness was a particular significant strength of the project. This project required proactive management and administration, in order to steward the work among four different governmental partners, including the Ministry of Environment, Ministry of Land Use and Housing, the Seychelles Fishing Authority, and the Tourism Department.

Effective adaptive management to exogenous conditions

The start of the project implementation coincided with a number of exogenous conditions, including the onset of the global financial crisis, starting in 2008, which seriously affected the tourism sector, and overall economy of the country contracted. This was also the year when the Government of Seychelles agreed to an IMF-backed debt burden recovery program, which resulted in a significant downsizing of the public sector, meaning that the remaining agency staff

members were hard pressed to contribute as much time to the GEF-financed project as originally envisaged.

KEY SHORTCOMINGS

Mainstreaming objectives were not clearly articulated

The project design included the key sectors posing threats to biodiversity in the Seychelles: infrastructure development, tourism, and fisheries. But, the mainstreaming objectives of the project were not clearly articulated. For example, while the biodiversity assessments and delineation of key conservation areas provided significant contributions to the land use planning framework, it was unclear how this work fed into the mainstreaming objectives. If mainstreaming was to be focused on the key conservation areas, it would have been prudent to develop incentives and regulations specifically for those areas and then pilot implementation of some of the management measures.

Inter-sectoral linkages for facilitating implementation of biodiversity mainstreaming plans were not worked out

The stakeholder involvement plan included a long list of agencies and organizations, but the inter-sectoral linkages required to facilitate implementation of biodiversity mainstreaming were not worked out. For example, it is unclear which stakeholders are responsible for setting conservation objectives for areas under biodiversity mainstreaming and carrying out monitoring and updated biodiversity assessments in those areas, and what are the associated interfaces with land use planners and fisheries management authorities.

Late delivery of certain activities diminishes the likelihood that the results will be sustained

Certain project activities were delivered late in the implementation timeframe, including preparation of the fisheries management plan for the Mahé Plateau, the monitoring control and surveillance protocol for the Praslin Fisheries Co-Management Plan, the biodiversity policy, and some of demonstration activities were started in the second half of last year, 2014. This late delivery diminishes the likelihood that results will be sustained, as there was limited time for consultation, monitoring, and evaluation, and for distilling lessons learned from these activities and outputs.

Stakeholder involvement was inadequately planned, with respect to advancing legislative reform and facilitating district-level land use plans

The stakeholder involvement plan for leading the process of achieving legislative reform should have included specific enabling stakeholders, e.g., representation by the cabinet, possibly through an advisory committee or individual(s). The Project Steering Committee was not effective at garnering the required political buy-in. It might have also been advisable that the person leading the facilitation efforts be a specialist in mediation, from outside the process.

The situation with respect to the process of approving the district land use plans is similar. These were the first district-level land use plans developed in the Seychelles, and there was a significant under-estimation of the required effort needed to advance these plans through both national and subnational processes to obtain approval. From the public participation perspective, the project was also unprepared, and under-appreciated the time and outreach needed to gain public support. It might have been advisable, for example, to charge one or more NGOs to lead the social mobilization processes.

Realized cofinancing was approximately 50% of pledged contributions

Realized cofinancing contributions were approximately 50% of pledged amounts. There was confusion during project development regarding what constitutes cofinancing and presumed conditions associated with making cofinancing pledges by a few of the NGO partners. As a mainstreaming project, there clearly was a target to have cofinancing from the non-governmental and private sectors, but there was limited vetting of the pledges made, including an unrealistic sum of USD 2 million from the Seychelles Hospitality and Tourism Association.

Insufficient attention was placed on developing and piloting incentive mechanisms

One of the underlying aims of biodiversity mainstreaming is to create sufficient enabling conditions that encourage productive sector stakeholders to participate in conservation. In this regard, there was insufficient focus on developing and piloting incentive mechanisms with respect to infrastructure development. Such mechanisms might have included conservation easements, transfer of development rights, special augmentation of existing zoning, tax breaks, payment for ecosystem service, etc.

The effectiveness of adaptive management was limited due to fairly weak monitoring

Results-based monitoring was fairly weak during the course of project implementation, and this restricted what adaptive management measures were taken to improve performance. For example, over the past 2 years, there has been very little information from the MEEC and MLUH stakeholders regarding the status of the Environmental Protection and Physical Planning bills, respectively; there is limited information available regarding the delay in approving the district land use plans; and monitoring indicators were not established for the demonstration sites to enable more effective oversight.

There has been weak marketing of the Seychelles Sustainable Tourism Label (SSTL) programme

Once the systems were developed for the SSTL programme and the first set of operators obtained certification, there should have been more focus on marketing. For example, there has not been a customer satisfaction survey made; such an assessment could be used to design a marketing campaign. Also, building a case for direct benefits realized by the participating operators, e.g., through cost savings from segregating waste, or sourcing local food rather than buying imported products, etc. would also aid in the marketing efforts for the programme.

Limited contingencies are in place for activities requiring follow-up action

A sustainability strategy has not been prepared for outlining actions needed to ensure certain activities requiring follow-up are attended to. Such activities include finalization and enactment of the Environmental Protection and Physical Planning bills, updating and facilitating approval of the district land use plans, finalization of the biodiversity policy, and ongoing and uncompleted activities at the demonstration sites.

Allocation of financial expenditures among the project components was not closely monitored

Upon review of financial expenditure reports, there were apparent discrepancies in the amounts allocated among the project components, including project management. For example, the amount of expenditures booked under Outcome 1 was disproportionately high, compared to what was accounted for Outcome 2 and Outcome 3. The indicated project management costs were 24% of the total expenditures incurred through the end of 2014; this is an unacceptably high level of project management cost, for a GEF-financed project.

4.2. Recommendations

ACTIONS TO FOLLOW UP OR REINFORCE INITIAL BENEFITS FROM THE PROJECT

1. A sustainability strategy should be prepared, including but not limited to the following:
 - a. Prepare a “road map” for achieving the legislative reforms that were not realized by the end of the project, indicating roles and responsibilities, and also identify where external support might be warranted to facilitate the process;
 - b. Request the MLUH to identify a “champion” for managing the process of updating the land use plans and achieving district-level approval, and similarly, prepare a road map for achieving approval;
 - c. Describe how the finalization of the biodiversity policy will be managed, as this policy might not be completed and approved by the end of the project in June;
 - d. Outline the processes required for finalization and approval of the Mahé Plateau fisheries management plan and the Praslin Fisheries monitoring control and surveillance protocol;
 - e. Request the relevant partner ENGOs to develop recommendations for post-project monitoring of ongoing and uncompleted activities at the demonstration sites. The recommendations should indicate roles and responsibilities, include estimated costs associated with the monitoring activities, and describe how the monitoring results will be reported.
 - f. In the case of the demonstration activity with Matelot de Praslin and Wildlife Club, outline recommendations for mitigation measures, and evaluate if there is a legal basis to claim back funds due to lack of delivery.
2. Relevant stakeholders should rationalize land use classification protocol and update the land use plans accordingly. The current land use classifications used in the plans developed with support of the project should be synergized with possible changes or additional categories introduced in the Seychelles Strategic Plan, and planners should also decide how to represent the Sustainable Use (IUCN VI) category documented in the Seychelles’ Protected Areas Policy (October 2013), e.g., possibly for the key biodiversity areas (KBAs).
3. Results and lessons learned of case studies should be consolidated into informative case studies, and disseminated locally, regionally (e.g., with support of the UNDP country offices, the Indian Ocean Commission, or in collaboration with other fora), and globally (e.g., through the Small Island Developing States Network (SIDSnet), or in collaboration with other fora).
4. Request the MLUH and MEECC to prepare a synopsis outlining the substantive changes recommended in the draft Environmental Protection Bill and Physical Planning Bill, in relation to the currently in-force acts.
5. In the Biodiversity Policy under preparation, linkages amount relevant stakeholder groups should be mapped out; for example, showing which stakeholders are responsible for setting conservation objectives for areas under biodiversity mainstreaming and carrying out monitoring and updated biodiversity assessments in those areas, and what are the interfaces with land use planners resource management authorities, enforcement agencies, and NGOs.
6. With respect to land use planning, it would be advisable to identify which areas are slated for biodiversity mainstreaming, and develop specific conservation objectives, incentive mechanisms, and regulations specifically for such areas that are privately owned. The aim of the incentives should be to encourage conservation of ecological values through

conservation easements, transfer of development rights, special augmentation of existing zoning, tax breaks, payment for ecosystem service, or other scheme.

7. As part of the monitoring, control, and surveillance programme for the targeted fisheries under biodiversity mainstreaming, socio-economic data should be monitored in addition to biophysical parameters, to enable evaluation of the progress of the mainstreaming efforts. It would also be advisable to carry out monitoring at areas not covered by the mainstreaming efforts, in order to allow assessment of whether external factors, such as the state of the economy, climate change impacts, etc., are influencing performance.
8. In terms of financial sustainability of artisanal fishers associations, supply chain analyses should be carried out, including local buyers such as hotels and restaurants. These analyses might be done in collaboration with the Fishing Boat Owners Association (FBOA), which as part of their Responsible Fishing programme, is developing a fish centre on Mahé to facilitate trade with local buyers.
9. Marketing of the SSTL programme should be strengthened, e.g., presenting the business case benefits of pursuing SSTL certification, through for example cost savings achieved by more efficient use of energy and water, by sourcing more food locally, and by implementing improved waste management programmes. These marketing efforts could be supported by preparing knowledge products (e.g., case studies) using some of the results of the demonstration activities sponsored by the project.
10. The information management systems supported by the project should be summarized; including the biodiversity database hosted by the National Herbarium, the shark database, etc. The summary should indicate responsible managers of these systems, estimated costs to maintain them, possible funding sources, and interfaces with other information systems, including the national clearinghouse mechanism.
11. The project financial expenditure records should be reviewed and a note-to-file prepared explaining possible misallocations across outcomes and project management cost centres. The adjusted financial expenditure summary should be included among the material provided to the independent financial auditor when the 2015 results are audited.

PROPOSALS FOR FUTURE DIRECTIONS UNDERLINING MAIN OBJECTIVES

12. Biodiversity mainstreaming should be extended to the agriculture and forestry sectors, by upgrading relevant policies and legislation, developing incentive schemes, and piloting activities involving conservation agriculture, sustainable forest management, agroforestry, and other relevant initiatives.
13. Under the fisheries partnership agreement between the EU and the Government of Seychelles, a significant portion of the financial contribution from the EU is earmarked for support of the fisheries sector of Seychelles. It would be advisable to develop specific plans to follow up the results under Outcome 2, and advocate for support under this partnership agreement.
14. As general recommendations for similar GEF-financed mainstreaming projects:
 - a. Some of the cofinancing streams should be advocated to flow after the GEF project closes, to support post-project monitoring and evaluation;
 - b. Project managers should receive training in biodiversity mainstreaming and be made more aware of lessons learned and ongoing activities within the GEF corporate portfolio.

4.3. Good Practices and Lessons Learned

GOOD PRACTICES

Productive linkages with other GEF-financed projects

There have been productive linkages built between the GEF-financed biodiversity projects, sharing resources and exchanging experiences.

Coordination unit offers experienced and central support

The programme coordination unit provides a suite of centralized and experienced support to the implementation of the GEF-financed projects; including technical advisory services, procurement, financial management, communications, human resources, and general administration.

Posting consultants in government stakeholder offices enhances country ownership and sustainability

Posting project consultants in the offices of the counterpart government agencies is a good practice, which enhances country ownership and also enhances sustainability. Such arrangements provide regular opportunities for involvement of agency staff members, and enables valuable ad hoc discussions.

Constructive adaptation to disruptions caused by exogenous conditions

The project was successful at adapting to a number of disruptions, many of which were caused by exogenous conditions. For example, concurrent with the inception of the project the public sector in the Seychelles underwent significant downsizing, as part of the IMF-backed support. This time also coincided with a global economic downturn, starting in 2008, which seriously impacted the tourism sector in the country.

Project management training for the project manager

The project manager participated in project management training shortly after starting her post.

LESSONS LEARNED

Stakeholder involvement should be tailored to the intended outcomes

Stakeholder involvement for the activities associated with the envisaged amendment of the Environmental Protection Act and the Physical Planning Act were mostly experts and government agency officials specialised in drafting of legal acts. The process involved in achieving approval and ultimately enactment of the bills requires additional stakeholders, including ones experienced in lobbying and mediation. Similarly, the efforts implemented for promoting approval of the district-level land use plans were led by planners, and there was limited involvement in stakeholders experienced in social mobilisation, as well as lobbying and mediation. Stakeholder involvement should be tailored to the intended outcomes.

Inter-sectoral linkages need to be worked out for biodiversity mainstreaming initiatives

Biodiversity mainstreaming requires collaboration of administrative, strategic, and regulatory functions among relevant sectoral stakeholders. For example, mainstreaming biodiversity conservation in the fisheries sector should include a clear role by the environmental protection authority; in this case it might be the Seychelles National Park Authority (SNPA), which is under the Ministry of Environment, which is the focal agency for biodiversity in the country.

The non-governmental sector continues to drive change and introduce innovation to biodiversity conservation in the Seychelles

The results of the project showcased the critical role of non-governmental organisations (NGOs) have with respect to biodiversity conservation in the country, including introducing innovative techniques and management arrangements, and advocating for legal and institutional reform.

Sustainability structures should be built into project design, including cofinancing allocation

Experience within the GEF portfolio shows that considerable time is required, possibly decades, for realising verifiable impact of biodiversity mainstreaming. Sufficient resources for monitoring and evaluation should to be factored into mainstreaming projects.

For example, it would be sensible to advocate for some of the cofinancing streams to flow after the GEF funding timeframe, in order to support required post-project monitoring and evaluation.

Project cofinancing partners should receive instruction on tracking and reporting contributions realized

At project inception, clear instructions should be delivered to cofinancing partners regarding tracking and reporting cofinancing contributions.

Project managers should be better informed of institutional mainstreaming knowledge among the GEF portfolio of projects

There is a wealth of knowledge among the GEF biodiversity mainstreaming portfolio of projects. It would be advisable to support project managers in identifying opportunities to remain informed of lessons learned and best practices.

5. ANNEXES

Annex 1: Evaluation Mission Itinerary (3-15 May 2015)

| | |
|-------------------|---|
| 3 May, Sunday | Evaluator Departs for Seychelles |
| 4 May, Monday | Evaluator arrives to Seychelles, at 06.45 Briefing with Programme Coordination Unit (PCU) Briefing with UNDP Country Office Discussions with the project manager |
| 5 May, Tuesday | Interview with manager of Nature Seychelles (NGO) Interview with staff members of Seychelles Fishing Authority Document review |
| 6 May, Wednesday | Interview with senior policy analyst of Ministry of Fisheries and Agriculture Interview with general manager of Green Islands Foundation (NGO) Interview with Bruno Senterre and Charles Morel (consultants) Interview and site visit with Christopher Kaiser-Bunberry, consultant for PCA/SGP project |
| 7 May, Thursday | Interview with Dr. David Rowat, Chairman of Marine Conservation Society Seychelles (MCSS), an NGO Interview and site visits with Michele Martin, Coordinator of Sustainability for Seychelles (site visits to Four Seasons Resort and Avani Resort) |
| 8 May, Friday | Interview with UNDP-GEF project managers Interview with principal secretary and staff members of Ministry of Environment, Energy, and Climate Change |
| 9 May, Saturday | Consolidation of TE findings |
| 10 May, Sunday | Site visit to Praslin Interview with chairperson and members of Praslin Fishers Association Interview and site visit with Le Matelot de Praslin owner Interview with Terrence Vel, Coordinator of Wildlife Club of Seychelles |
| 11 May, Monday | Interview with principal secretary of Ministry of Foreign Affairs Interview with Ms. Claudette Louise, Plaisance District Administrator Interview with Ms. Alexandra Zelia, Bel Air District Administrator Interview with UNDP Country Manager and Project Officer |
| 12 May, Tuesday | Interview with GEF Focal Point, MEEC Interview and site visit with Katy Beaver of PCA (site visit to Jardin du Roi) Interview with Bernard Georges, Jardin du Roi |
| 13 May, Wednesday | Interview and site visit with MCSS and Banyan Tree Resort staff (site visit to Banyan Tree Resort) Interview and site visit with MCSS and Cerf Island Resort management and staff (site visit to Cerf Island Resort) |
| 14 May, Thursday | Interview with senior project account of Ministry of Finance, Trade, and the Blue Economy Interview with director of risk management of the Tourism Department Interview with principal secretary and staff members of the Ministry of Land Use and Housing TE Debriefing with PCU and UNDP staff |
| 15 May, Friday | Interview with chairperson and project manager of Fishing Boat Owners Association (FBOA) TE Workshop, Victoria Interview with Minister of MEEC End of TE mission |

Annex 2: List of Persons Interviewed

| Name | Position | Organization |
|-----------------------------|---|---|
| Mr. Didier Dogley | Minister | Ministry of Environment, Energy and Climate Change, MEECC |
| Mr. Alain De Commarmond | Principal Secretary, Department of Environment | MEECC |
| Mr. Wills Agricole | National GEF Focal Point | MEECC |
| Mr. Gerard Hoareau | Principal Secretary | Ministry of Land Use and Housing, MLUH |
| Mr. Maurice Loustau-Lalanne | Principal Secretary | Ministry of Foreign Affairs |
| Jude Bijoux | — | Seychelles Fishing Authority (SFA) |
| Aubrey Lesperance | — | SFA |
| Elisa Socrate | — | SFA |
| Jan Robinson | — | SFA |
| Mermedah Moustache | Senior Policy Analyst | Ministry of Fisheries and Agriculture |
| Philomena Holland | Director, Risk Management | Department of Tourism |
| Sinha Levkovic | Director, Standards and Regulations | Department of Tourism |
| Patrick Course | Senior Accountant | Ministry of Finance |
| Claudette Louise | District Administrator | Plaisance District |
| Alexandra Zelia | District Administrator | Bel Air District |
| Roland Alcindor | Country Manager | UNDP Seychelles |
| Fabiana Issler | Regional Technical Advisor | UNDP-GEF East and Southern Africa |
| Preethi Sushil Nair | Project Officer | UNDP Seychelles |
| Andrew Grieser-Johns | Programme Coordinator and Chief Technical Advisor | Programme Coordination Unit (PCU) |
| Betty Seraphine | Project Manager | PCU |
| Norman Lucas | Chief Financial Officer | PCU |
| Helena Sims | Project Manager, Protected Areas Project | PCU |
| Joanna Prosper | Project Manager, Outer Islands Project | PCU |
| Anniké Faure | Project manager, NBSAP Project | PCU |
| Ahab Charles W Downer | Chief Executive Officer | Island Conservation Society |
| Dr Frauke Fleischer-Dogley | Chief Executive Officer | Seychelles Island Foundation |
| Kerstin Henri | Coordinator | Nature Seychelles |
| Arjan de Groene | Coordinator | Green Islands Foundation |
| Bruno Senterre | Consultant | Independent consultant |
| Charles Morel | Consultant | Independent consultant |
| Christopher Kaiser-Bunbury | Consultant | PCA/SGP Project |
| David Rowat | Coordinator | Marine Conservation Society Seychelles, MCSS |
| Rachel Pool | Conservation Specialist | MCSS |
| Savi Leblond | Conservation Specialist | MCSS |
| Michele Martin | Coordinator | Sustainability for Seychelles |

| Name | Position | Organization |
|-----------------|--|--|
| Terrence Vel | Coordinator | Wildlife Club Seychelles |
| Artee Labonte | Co-owner | Le Matelot de Praslin |
| Katy Beaver | Conservation Specialist | Plant Conservation Action Group (PCA) |
| Bernard Georges | Representative | Jardin du Roi |
| Boniface Lim | Engineering Manager | Banyan Tree Resort |
| Stuart ____ | Engineering Manager | Four Seasons Resort |
| Foram Varsani | Resort Manager | Cerf Island Resort |
| Darell Green | Chairperson | Praslin Fishers Association (PFA) |
| Ron Lesperance | Fisher | PFA |
| Wilton Cedras | Fisher | PFA |
| Mark Grandcourt | Fisher | PFA |
| Pascal Andre | Fisher | PFA |
| Beatty Hoareau | Chairperson | Fishing Boat Owners Association (FBOA) |
| Virginie ____ | Project Manager | FBOA |
| Florian Rock | International Consultant (Land Use Planning) | Independent consultant |

Annex 3: Summary of Field Visits

Among the 11 demonstration activities, field visits were made to 8 of them during the TE mission.

The activities at the Four Seasons Resort included restoration of a “wetland” on the premises of the resort, making it a more enticing nature attraction for guests, and also implementation improved waste management. The area termed a wetland is a natural lowland area but not officially classified as a wetland ecosystem. The resort engineering department has spearheaded an extensive clearing of invasive vegetation, after a biological assessment made by their NGO partner, Sustainability for Seychelles. The finishing work is a bit overly landscaped.

With respect to the waste management programme at Four Seasons, the company has procured a number of 200-litre waste segregation bins and has arranged to have the local waste collection company deliver a waste compactor, thus reducing the number of waste collections. These improvements are expected to lead to approximately USD 4,000 in monthly cost savings.



Improved wetland boardwalk, near Avani Resort, May 2015



Rehabilitated wetland, Four Seasons Resort, May 2015

As part of the Seychelles Sustainability Tourism Label (SSTL) certification obtained by the Banyan Tree Resort, management there built up an impressive vegetable and fruit garden, in order to reduce their dependency on imported food supplies. In a rather short time, the resort has been able to realize cost savings of approximately USD 3,000 per month.



Procured waste segregation bins, Four Seasons Resort, May 2015



Vegetable garden, Banyan Tree Resort, May 2015

A visit was made to a wetland area adjacent to the Avani Resort, located on Mahé. The resort, in partnership with Sustainability for Seychelles, was successful in obtaining a support from the project to upgrade a nature walk and field education centre here. There were delays in implementing the activities at this resort. After recent change of operators, the Avani management has arranged to upgrade the existing boardwalk leading into the wetland area. Only half of the contract amount of USD 40,000 was disbursed to the resort, due to insufficient performance. The project team plans to advocate the resort to at least complete what was agreed to under the first part of the contract; follow-up will likely be required after project closure.



Information Sign for Cockscomb Basin Wildlife Sanctuary, 13 Mar 2015



Refurbished Visitor Center, Cockscomb Basin W.S., 13 Mar 2015

The Jardin du Roi, a popular spice garden in Mahé, collaborated with the Plant Conservation Action (PCA) Group, a local NGO, to make improvements to the forest and garden nature trails at the Jardin du Roi, and to develop an educational centre, to strengthen the eco-tourism potential of this garden. PCA completed a biological assessment of the forest area, and directed clearing of invasive vegetation and improving trail conditions. An educational centre was also set up, with assistance of Jardin du Roi staff. There was an official opening in late May 2015, and the company, Jardin du Roi, stressed their keen interest to maintain collaborative support from PCA, utilizing the discretionary proportion of their corporate social responsibility (CSR) tax.



Wildlife rehabilitation centre, Banyan Tree Resort, May 2015



Terrapin at the rehabilitation centre, Banyan Tree Resort, May 2015

At the Banyan Tree Resort, with support from their NGO partner, Marine Conservation Society of Seychelles (MCSS), a wildlife rehabilitation centre, the first in Seychelles, was developed for terrapins. With the donation of unused hot-tubs from Banyan Tree, MCSS experts set up rehabilitation bins, and fitted out a building provided by the resort for use as a laboratory/examination area, educational centre, and office. The resort is also in discussions with MCSS to support the rehabilitation centre moving forward, and also working with them on the process of listing the encompassing wetland as a Ramsar Site. Banyan Tree is also intending to use their CSR tax contributions as part of the required financing for these activities.



Environmental education centre, Jardin du Roi, May 2015



Environmental education centre, Banyan Tree Resort, May 2015

One demonstration site was located on Praslin Island. The private enterprise Le Matelot de Praslin teamed up with the Mahé-based NGO Wildlife Clubs of Seychelles in developing a coastal nature trail and environmental education centre on a property owned by the company. Work started in 2014, and after indication of certain progress, the second and final disbursement was made by the project. Unfortunately, progress has since been unsatisfactory. By the time of the TE mission, there had been some clearing of the nature trail, but it does not seem ready to accept tourists. And, there has been no progress made of the envisaged environmental education centre. The project will need to decide how to follow-up on this case. For example, the option of requesting funds to be returned should be considered.



Coastal nature trail, Le Matelot de Praslin, May 2015



Site of envisaged environmental education centre, Le Matelot de Praslin, May 2015

MCSS also partnered with the Cerf Island Resort in developing an approximate 400-m long underwater snorkelling trail, in front of the resort. The resort is also in discussions with MCSS on continuing the partnership, for possibly expanding the trail, through collaboration with the SNPA which manages the marine protected area at the island, and also supporting the maintenance of the existing one.



Snorkelling nature trail, Cerf Island Resort, May 2015



Victoria Port, May 2015

Annex 4: Financial Expenditure Details, 2008-2014

Summary of Financial Report as per Combined Delivery Report (to be used by institutions implementing UNDP Projects): provided by PCU, 15 May 2015

| (a) Designated Institution: | | Ministry of Environment | | (c) Programme/Project Title: | | Mainstreaming Biodiversity into Production Sectors | | (d) For the Period: | | 2008 - Dec 2014 | |
|---|------------|-------------------------------|--------------|------------------------------|--------------|--|--------------|---------------------|----------------|-----------------------|---------------|
| (b) ATLAS Project ID: | | 00053107 | | | | | | (e) Currency: | | United States Dollars | |
| Item | Atlas Code | Approved Budget (from prodco) | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 Dec (tbc) | Total Expenses US\$ | Balance US\$ |
| Activity 1: Enabling Conditions for BD Mainstreaming | | | | | | | | | | | |
| Contribution to Security | 63500 | | \$1,959.31 | \$3,984.94 | | | | | | \$5,944.25 | -\$5,944.25 |
| Payroll Management Cost Recovery | 65100 | | \$128.24 | \$192.36 | | | | | | \$320.60 | -\$320.60 |
| Salaries | 71100 | | \$93,845.84 | \$145,192.24 | | | | | | \$239,038.08 | -\$239,038.08 |
| International Consultants | 71200 | \$ 262,500.00 | | | \$200,863.15 | \$171,433.68 | \$132,243.62 | \$55,328.67 | \$3,042.98 | \$562,912.10 | -\$300,412.10 |
| Local Consultants | 71300 | | | | \$64,850.03 | \$21,496.63 | | \$293,960.96 | \$135,758.41 | \$516,066.03 | -\$516,066.03 |
| Contractual Services Individuals | 71400 | \$ 118,200.00 | | \$9,954.55 | \$1,009.88 | \$32,756.64 | \$186,640.27 | \$8,269.61 | \$5,752.19 | \$244,383.14 | -\$126,183.14 |
| Travel | 71600 | \$ 37,000.00 | | \$152.44 | \$3,500.80 | \$10,332.60 | \$1,120.64 | \$1,290.69 | \$4,834.28 | \$21,231.45 | \$15,768.55 |
| Contractual Services - Companies | 72100 | \$ 319,000.00 | | \$3,775.62 | \$1,857.15 | \$31,024.45 | \$15,150.21 | \$35,332.32 | \$72,630.71 | \$159,770.46 | \$159,229.54 |
| Equipment and Furniture | 72200 | \$ 58,000.00 | | | \$2,199.68 | \$30,421.51 | \$7,593.64 | | \$0.00 | \$40,214.83 | \$17,785.17 |
| Supplies | 72500 | | | \$950.51 | \$96.72 | \$302.85 | \$330.06 | | \$6,948.95 | \$8,629.09 | -\$8,629.09 |
| Rental and Maint of other Equipment | 73400 | | | \$1,154.60 | \$1,518.79 | \$1,946.16 | | | \$0.00 | \$4,619.55 | -\$4,619.55 |
| Professional Services | 74100 | \$ 352,000.00 | \$2,613.65 | \$10.86 | \$49.48 | | | \$2,249.14 | \$0.00 | \$4,923.13 | \$347,076.87 |
| Audio Visual, Printing and Prod Costs | 74200 | \$ 32,000.00 | | \$526.57 | \$581.89 | \$1,460.50 | \$438.50 | | \$152.73 | \$3,160.19 | \$28,839.81 |
| Misc Expenses | 74500 | \$ 30,000.00 | | \$2,264.36 | -\$1,123.32 | \$213.11 | \$53.34 | \$298.76 | \$1,256.60 | \$2,962.85 | \$27,037.15 |
| Loss | 76100 | \$ - | | | | \$0.01 | | | | \$0.01 | -\$0.01 |
| Activity 2: Artisanal Fisheries | | | | | | | | | | | |
| International Consultants | 71200 | \$ 157,500.00 | | | \$21,400.00 | \$24,202.65 | \$24,968.00 | | \$37,052.84 | \$137,497.30 | \$20,002.70 |
| Local Consultants | 71300 | | | | \$2,051.54 | \$371.44 | | \$3,240.17 | \$2,019.21 | \$7,682.36 | -\$7,682.36 |
| Contractual Services Individuals | 71400 | \$ 98,500.00 | \$1,889.17 | \$2,530.02 | \$1,953.99 | \$9,134.42 | \$35,679.89 | \$8,397.53 | \$197.55 | \$59,782.57 | \$38,717.43 |
| Travel | 71600 | \$ - | \$107.58 | \$5,075.78 | \$12,348.57 | \$1,544.17 | \$653.33 | \$15,566.50 | \$12,686.43 | \$47,982.36 | -\$47,982.36 |
| Contractual Services - Companies | 72100 | \$ 472,000.00 | \$2,157.74 | \$15,663.11 | \$11,648.97 | \$3,232.20 | \$13,215.02 | \$19,886.92 | \$101,850.66 | \$167,654.62 | \$304,345.38 |
| Equipment and Furniture | 72200 | \$ 89,500.00 | \$1,884.42 | \$39,096.54 | \$2,549.46 | \$28,324.18 | \$1,269.63 | \$123.04 | | \$73,247.27 | \$16,252.73 |
| Supplies | 72500 | \$ 12,000.00 | | \$347.63 | \$140.31 | \$7,083.20 | \$1,453.53 | | | \$9,024.67 | \$2,975.33 |
| Rental and Maint of other Equipment | 73400 | | | | \$2,933.21 | \$2,369.13 | | | | \$5,302.34 | -\$5,302.34 |
| Professional Services | 74100 | \$ 120,000.00 | | | \$196.40 | \$671.05 | \$968.10 | | | \$1,835.55 | \$118,164.45 |
| Audio Visual, Printing and Prod Costs | 74200 | \$ 22,000.00 | | | \$109.69 | \$409.64 | \$572.73 | \$1,908.95 | | \$3,001.01 | \$18,998.99 |
| Misc. Expenses | 74500 | \$ 30,000.00 | | | \$202.78 | \$583.37 | | \$486.78 | \$1,200.27 | \$181.63 | \$27,345.17 |
| Loss | | | | | | | | | | \$0.00 | \$0.00 |
| Activity 3: BD and Tourism | | | | | | | | | | | |
| International Consultants | 71200 | \$ 135,000.00 | | \$7,656.43 | \$7,536.85 | \$16,623.35 | \$14,610.81 | | \$28,000.00 | \$74,427.44 | \$60,572.56 |
| Local Consultants | 71300 | | | | \$3,641.18 | \$6,605.81 | \$19,215.00 | | \$435.00 | \$29,896.99 | -\$29,896.99 |
| Contractual Services Individuals | 71400 | \$ 98,500.00 | | | \$310.95 | \$4,159.51 | \$15,482.13 | \$118.11 | \$36,189.85 | \$56,260.55 | \$42,239.45 |
| Travel | 71600 | \$ - | | \$1,355.09 | \$3,927.83 | \$836.86 | \$1,241.62 | | | \$7,361.40 | -\$7,361.40 |
| Contractual Services - Companies | 72100 | \$ 525,500.00 | | \$5,400.63 | \$1,680.00 | \$42,942.81 | \$48,237.70 | \$2,184.72 | \$16,000.00 | \$116,445.86 | \$409,054.14 |
| Equipment and Furniture | 72200 | \$ 57,000.00 | | | \$21.89 | \$432.29 | | | | \$454.18 | \$56,545.82 |
| Supplies | 72500 | \$ 10,000.00 | | | | | \$268.97 | | | \$268.97 | \$9,731.03 |
| Utilities | 73100 | | | | | | | | \$2,760.00 | \$2,760.00 | -\$2,760.00 |
| Loss | 73400 | | | | | \$2,385.27 | | | | \$2,385.27 | |
| Professional Services | 74100 | \$ 132,000.00 | | \$19.32 | \$944.71 | \$165.84 | | | \$3,612.81 | \$4,742.68 | \$127,257.32 |
| Audio Visual, Printing and Prod Costs | 74200 | \$ 45,000.00 | | \$5.36 | \$1,003.14 | \$10,107.63 | \$319.07 | | | \$11,435.20 | \$33,564.80 |
| Misc. Expenses | 74500 | \$ 30,000.00 | | | \$210.52 | \$263.78 | \$236.19 | \$8.51 | | \$719.00 | \$29,281.00 |
| Activity 4: Project Administration | | | | | | | | | | | |
| International Consultants | 71200 | | | | \$39,403.16 | \$100,782.04 | | \$72,662.94 | \$76,700.00 | \$289,548.14 | -\$289,548.14 |
| Local Consultants | 71300 | | | | \$1,565.43 | \$2,481.89 | | \$74.30 | \$0.00 | \$4,121.62 | -\$4,121.62 |
| Contractual Services Individuals | 71400 | \$ 192,800.00 | \$23,916.46 | \$20,747.99 | \$36,889.48 | \$62,587.86 | \$44,999.22 | \$83,557.41 | \$60,882.35 | \$333,580.77 | -\$140,780.77 |
| Travel | 71600 | \$ 23,000.00 | \$7,596.98 | \$1,110.62 | \$1,213.10 | \$4,420.79 | \$319.07 | \$7,176.92 | \$15,506.93 | \$37,344.41 | -\$14,344.41 |
| Contractual Services - Companies | 72100 | | | \$8,019.90 | \$809.18 | \$1,734.86 | \$10,508.10 | \$7,597.32 | \$8,551.15 | \$37,220.51 | -\$37,220.51 |
| Equipment and Furniture | 72200 | \$ 55,000.00 | \$37,599.91 | \$7,216.89 | \$9,989.66 | \$825.46 | | \$691.81 | \$1,739.15 | \$58,062.88 | -\$3,062.88 |
| Telephone Charges | 72400 | | | \$78.09 | | | | | \$547.44 | \$625.53 | -\$625.53 |
| Supplies | 72500 | \$ 20,000.00 | \$2,623.69 | \$3,081.56 | \$4,093.71 | \$4,247.59 | \$1,226.91 | | | \$15,273.46 | \$4,726.54 |
| Utilities | 73100 | | | | | | | | \$4,140.00 | \$4,140.00 | -\$4,140.00 |
| Rental and Maint of other Equipment | 73400 | \$ 36,000.00 | \$7,103.06 | \$6,995.28 | \$18,888.04 | \$14,096.20 | \$732.23 | | \$781.06 | \$48,595.87 | -\$12,595.87 |
| Professional Services | 74100 | | | \$1,335.37 | \$355.26 | \$4,502.50 | | | | \$6,193.13 | -\$6,193.13 |
| Audio Visual, Printing and Prod Costs | 74200 | | | \$49.02 | \$403.99 | \$1,825.94 | \$195.75 | | | \$2,474.70 | -\$2,474.70 |
| Misc. Expenses | 74500 | \$ 30,000.00 | \$1,278.07 | | \$1,257.82 | \$776.32 | \$1,228.51 | \$3,441.97 | \$1,867.29 | \$9,849.98 | \$20,150.02 |
| Unrealized Gains | 76130 | | | | -\$0.32 | -\$149.34 | | | | -\$149.66 | \$149.66 |
| Unrealized Losses (See note below) | 76120 | | | | \$1,366.56 | | | | | \$1,366.56 | -\$1,366.56 |
| (1) Total Expenditure | | \$ 3,600,000.00 | \$184,704.12 | \$315,852.23 | \$470,260.13 | \$662,760.31 | \$586,932.50 | \$622,658.59 | \$642,078.20 | \$3,485,246.08 | \$114,753.92 |

Annex 5: Cofinancing Table

| Annex 5: Cofinancing Table | | | | | | | | | | | | |
|---|---|---------|--------------------------|--------|--------------------|--------|------------------------------|--------|-----------------------------------|--------|----------------------------------|--------|
| Note | Co-Financing Source | Type | Government (USD million) | | NGOs (USD million) | | Private Sector (USD million) | | Multilateral Agency (USD million) | | Total Co-Financing (USD million) | |
| | | | Planned | Actual | Planned | Actual | Planned | Actual | Planned | Actual | Planned | Actual |
| Government | | | | | | | | | | | | |
| 1 | Department of Environment | Cash | 0.25 | 0.520 | | | | | | | 0.25 | 0.520 |
| | Department of Environment | In-Kind | 0.5 | | | | | | | | 0.5 | |
| 2 | Ministry of Land Use and Housing | In-Kind | 0.059 | 0.848 | | | | | | | 0.059 | 0.848 |
| 3 | Seychelles Fishing Authority (Parastatal) | In-Kind | 1.2 | 0.212 | | | | | | | 1.2 | 0.212 |
| 4 | Seychelles Tourism Board (Parastatal) | In-Kind | 1.0 | 0.108 | | | | | | | 1.0 | 0.108 |
| Non-Governmental Organizations (NGOs) | | | | | | | | | | | | |
| 5 | Green Island Foundation | In-Kind | | | 0.534 | 0.624 | | | | | 0.534 | 0.624 |
| 6 | Nature Protection Trust of Seychelles | In-Kind | | | 0.363 | 0.033 | | | | | 0.363 | 0.033 |
| 7 | Seychelles Island Foundation | In-Kind | | | 0.225 | 0.4 | | | | | 0.225 | 0.400 |
| 8 | Wildlife Club of Seychelles | In-Kind | | | 0.0425 | 0 | | | | | 0.0425 | 0 |
| 9 | Plant Conservation Action Group | In-Kind | | | 0.19 | 0.19 | | | | | 0.190 | 0.190 |
| 10 | Island Conservation Society | In-Kind | | | 0.476 | 0.121 | | | | | 0.476 | 0.121 |
| 11 | Nature Seychelles | In-Kind | | | 0.788 | 0 | | | | | 0.788 | 0 |
| Private Sector | | | | | | | | | | | | |
| 12 | Seychelles Hospitality and Tourism Assoc. | | | | | | 2.0 | 0.0065 | | | 2.0 | 0.0065 |
| Multilateral Agency | | | | | | | | | | | | |
| 13 | European Union | In-Kind | | | | | | | 0 | 0.664 | 0.0 | 0.664 |
| Total Cofinancing for Project Implementation: | | | 3.009 | 1.688 | 2.618 | 1.369 | 2.0 | 0.0065 | 0 | 0.664 | 7.627 | 3.728 |

Notes:

- Cofinancing contribution by Ministry of Environment, Energy, and Climate Change provided by project manager, based upon PIR report through 30 June 2014.
- Cofinancing contribution by Ministry of Land Use and Housing provided by project manager, based upon PIR report through 30 June 2014.
- Cofinancing contribution by Seychelles Fishing Authority provided by project manager, based upon PIR report through 30 June 2014.
- Cofinancing contribution by Seychelles Tourism Board provided by Director of Standards and Regulations, and based upon budgetary allocations for years 2013, 2014, 2015.
- Contribution from GIF outlined in Excel spreadsheet sent to TE evaluator by General Manager of GIF.
- There was no response from Nature Protection Trust Seychelles during TE mission. The contribution of USD 32,955 was recorded in midterm review report.
- CEO confirmed via email to TE evaluator that pledged cofinancing amount was realized (and exceeded). The contribution of USD 400,000 was indicated in the midterm report.
- Contribution based upon personal discussion and email correspondence during TE mission.
- Contribution based upon email message sent to TE evaluator by PCA.
- CEO of ISC informed TE evaluator that they need more time to check cofinancing contribution. The figure of USD 121,444 was recorded in the midterm review report.
- Contribution based upon interview findings during TE mission.
- No response was provided by SHTA during TE. Contribution of USD 6,504 was indicated in the midterm review report.
- Contribution from the European Union was recorded in the midterm review report, and is probably associated with the GCCA (Global Climate Change Alliance) initiative.

Annex 6: List of Information Reviewed

1. Project Identification Form
2. Project Document
3. Midterm review (MTR) report
4. Management response to recommendations made in midterm review
5. Annual Project Implementation Reviews (PIRs)
6. Quarterly Progress Reports
7. Annual Work Plans
8. Project Steering Committee meeting minutes
9. Completed GEF Tracking Tool for Biodiversity Projects
10. Combined Delivery Reports
11. Summary of project expenditures, internal document
12. Independent Financial Audit report for fiscal year 2014, BDO Associates
13. Project Asset Register, internal document
14. Project cofinancing records (from project manager)
15. Draft Environmental Protection Bill
16. Draft Physical Planning Bill
17. Protected Areas Policy, October 2013
18. Key Biodiversity Areas, Spatial Analyses (and supporting studies)
19. Praslin Land Use Plan, approved
20. Praslin Fisheries Co-Management Plan
21. Praslin Fisheries Monitoring Control and Surveillance Protocol, draft
22. Mahé Plateau Fisheries Management Plan, draft
23. Seychelles Sustainable Tourism Label (SSTL) assessment guidelines
24. Sustainable Finance Strategy for Praslin Fishers Association
25. Seychelles Strategic Plan, draft land use guidelines
26. Proposals for approved demonstration activities
27. Quarterly progress reports of demonstration activities
28. UNDP Country Programme Document, 2012-2016
29. Seychelles National Report to Rio +20, May 2012
30. Seychelles Climate Change Strategy, Nov 2009

Annex 7: Evaluation Matrix

| Evaluation Criteria Questions | Indicators | Sources | Methodology |
|---|--|--|--|
| Relevance: How does the Project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local, regional and national levels? | | | |
| To what extent is the principle of the project in line with sub-national and national priorities? | Level of participation of the concerned agencies in project activities. Consistency with relevant strategies and policies. | Minutes of meetings, Project progress reports, national and regional strategy and policy documents | Desk review, interviews |
| To what extent is the Project aligned to the main objectives of the GEF focal area? | Consistency with GEF strategic objectives | GEF Strategy documents, PIRs, Tracking Tools | Desk review, interview with UNDP-GEF RTA |
| Effectiveness: To what extent have the expected outcomes and objectives of the Project been achieved? | | | |
| Assessment of progress made towards achieving the indicator targets agreed upon in the logical results framework (see Annex 8) | | | |
| Efficiency: Was the Project implemented efficiently, in-line with international and national norms and standards? | | | |
| The extent of achievement of project objective and outcomes according to the proposed budget | Percentage of expenditures in proportion with the results | Progress reports, Project Implementation Reviews | Desk review, interviews |
| Was the Project efficient with respect to incremental cost criteria? | Activities supported by the Project not commonly included among “business as usual” planning and development priorities | National strategies and plans | Desk review, interviews |
| Country Ownership: | | | |
| Are project outcomes contributing to national and regional development plans and priorities? | Plans and policies incorporating initiatives | Government approved plans and policies | Desk review, interviews |
| Have the relevant country representatives from government and civil society been involved in the project? | Effective stakeholder involvement | Meeting minutes, reports | Desk review, interviews, field visits |
| Have the recipient governments and co-financers maintained their financial commitment to the project? | Committed cofinancing realized | Audit reports, project accounting records, PIRs | Desk review, interviews |
| Have governments approved policies or regulatory frameworks in line with the project objective? | Plans and policies incorporating initiatives | Government approved plans and policies | Desk review, interviews |
| Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results? | | | |
| Is there evidence financial resources are committed to support project results? | Availability and amount of national and subnational budget allocation | Progress reports, PIRs, testimonial evidence | Desk review, interviews |
| Has institutional capacity for biodiversity mainstreaming been strengthened, and are governance structures capacitated and in place? | Institutional and individual capacities | Progress reports, PIRs, testimonial evidence, training records | Desk review, interviews |
| Are there social or political risks that may threaten the sustainability of project outcomes? | Socio-economic risks | Socio-economic studies, macroeconomic information | Desk review, interviews |
| Are there ongoing activities that pose an environmental threat to the sustainability of project outcomes? | Environmental threats | State of environment reports | Desk review, interviews, field visits |
| Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status? | | | |
| Has the project made verifiable environmental improvements | Impact | Progress reports, PIRs | Desk review, interviews |

| Evaluation Criteria Questions | Indicators | Sources | Methodology |
|---|---|---|---------------------------------------|
| Has the project made verifiable reductions in stress on environmental systems | Impact | Progress reports, PIRs | Desk review, interviews |
| Has the project demonstrated progress towards these impact achievements? | Impact | Progress reports, PIRs | Desk review, interviews |
| Stakeholder Involvement: | | | |
| Has the project consulted with and made use of the skills, experience, and knowledge of the appropriate government entities, NGOs, community groups, private sector entities, local governments, and academic institutions? | Active stakeholder involvement | Meeting minutes, reports, interview records | Desk review, interviews, field visits |
| Have relevant vulnerable groups and powerful supporters and opponents of the processes been properly involved? | Active stakeholder involvement | Meeting minutes, reports, interview records | Desk review, interviews, field visits |
| Has the project sought participation from stakeholders in (1) project design, (2) implementation, and (3) monitoring & evaluation? | Record of comments and response | Plans, reports | Desk review, interviews, field visits |
| Catalytic Role: | | | |
| Has the project had a catalytic or replication effect in the country and/or region? | Reference by other projects, programs | Interview records, project fact sheets | Desk review, interviews |
| Synergy with Other Projects/Programs | | | |
| Have synergies with other projects/programs have been incorporated in the design and/or implementation of the project? | Reference to other projects/programs | Plans, reports, meeting minutes | Desk review, interviews |
| Preparation and Readiness | | | |
| Were project objective and components clear, practicable, and feasible within its time frame? | Project efficiency, stakeholder involvement | Logical results framework | Desk review, interviews |
| Were the capacities of the executing institution(s) and its counterparts properly considered when the project was designed? | Project efficiency and effectiveness | Progress reports, audit results | Desk review, interviews |
| Were partnership arrangements properly identified and roles and responsibilities negotiated prior to project approval? | Project effectiveness | Memorandums of understanding, agreements | Desk review, interviews |
| Were counterpart resources, enabling legislation, and adequate project management arrangements in place at project entry? | Project efficiency and effectiveness | Interview records, progress reports | Desk review, interviews, field visits |
| Financial Planning | | | |
| Does the project have the appropriate financial controls allowing management to make informed decisions regarding the budget and timely flow of funds? | Project efficiency | Audit reports, project accounting records | Desk review, interviews |

| Evaluation Criteria Questions | Indicators | Sources | Methodology |
|--|---|--|---------------------------------------|
| Has there been due diligence in the management of funds and financial audits? | Project efficiency | Audit reports, project accounting records | Desk review, interviews, field visits |
| Has promised cofinancing materialized? | Project efficiency | Audit reports, project accounting records | Desk review, interviews |
| Supervision and Backstopping | | | |
| Has GEF Agency staff identified problems in a timely fashion and accurately estimate their seriousness? | Project effectiveness | Progress reports | Desk review, interviews |
| Has GEF Agency staff provided quality support and advice to the project, approve modifications in time, and restructure the project when needed? | Project effectiveness | Progress reports | Desk review, interviews |
| Has the GEF Agency provided the right staffing levels, continuity, skill mix, and frequency of field visits for the project? | Project effectiveness | Progress reports, back-to-office reports, internal appraisals | Desk review, interviews, field visits |
| Delays and Project Outcomes and Sustainability | | | |
| If there have been delays in project implementation and completion, what were the reasons? | Sustainability of Project outcomes | Progress reports | Desk review, interviews |
| Have the delays affected project outcomes and/or sustainability, and, if so, in what ways and through what causal linkages? | Sustainability of Project outcomes | Progress reports | Desk review, interviews |
| Monitoring & Evaluation | | | |
| Has the Project M&E plan been implemented according to plan? | Project effectiveness | PIRs, M&E reports | Desk review, interviews |
| Has there been sufficient focus on results-based management? | Project effectiveness | PIRs, M&E reports | Desk review, interviews |
| Mainstreaming | | | |
| Were gender issues had been taken into account in project design and implementation? | Greater consideration of gender aspects. | Project document, design of demonstration sites, monitoring reports, PIR's | Desk review, interviews |
| Were effects on local populations taken into account in project design and implementation? | Positive or negative effects of the project on local populations. | Project document, design of demonstration sites, monitoring reports, PIR's | Desk review, interviews |

Annex 8: Matrix for Rating Achievement of Project Objective and Outcomes

| No. | Indicator | End of Project Target(s) | TE Comments | Rating | Rating Score |
|--|---|---------------------------------------|--|-------------------------|--------------|
| Objective: Biodiversity conservation is integrated into key production sectors of the economy | | | | | |
| Obj-1 | Area of terrestrial and marine ecosystems under improved management or heightened conservation status | 41,400 km² | With respect to the first indicator, the target of 41,400 km2 of area under improved management or heightened conservation status has been surpassed by project closure according to figures included in the 2014 PIR and confirmed during the TE mission. The largest contribution to this achievement is the improved management of demersal fisheries across the Mahé Plateau, covering approximately 41,000 km2. This fisheries management plan was in the final stages of consultation at the time of the TE, and SFA officials expect the plan to be approved in the next couple of months. Joint management areas (project demonstration sites): 41.95 km2 Protected areas: 613.03 km2 Improved management of fisheries (Mahé Plateau): 41,400 km2 Land use plans (25 districts): 204.4 km2 Total: 42,260 km2 | Satisfactory | 85 |
| Obj-2 | Increase in investments from production sectors in collaborative sustainable management models | 100% increase | The baseline figure for private sector investment was USD 295,600/year; however the source of this sum is uncertain. There were cofinancing contributions by the private sector tourism operators for the demonstration activities under Outcome 3, but the cumulative total over the lifespan of the project is approximately USD 400,000. Furthermore, total cofinancing contributions from the NGOs was USD 1.369 million. With the upcoming implementation of the Mahe Plateau fisheries management plan, there will be likely considerably more investment from the fisheries sector. By the end of the project, however, there is limited evidence to support a 100% increase from baseline conditions, but the likelihood for achieving this over the medium term is moderately high. | Moderately Satisfactory | 75 |
| Project Objective | | | TE Outcome Rating Score | Rating | |
| | | | 80 | Satisfactory | |
| Outcome 1: Systemic and institutional capacities for mainstreaming of biodiversity management within and across sectors are strengthened | | | | | |
| 1.1 | New policies developed and legislation enacted for land use planning, Environmental Impact Assessment and development control, incorporating biodiversity conservation concerns | Laws enacted and policies implemented | The project supported drafting of amended Environmental Protection Bill and Physical Planning Bill. The draft versions have been further revised by the legal staff among the two responsible ministries, MEECC and MLUH, but the process has been stalled for approximately 2 years. Ministry officials indicated the two bills are expected to be enacted in 2015. As an adaptive management contribution, the project is also supporting development of a draft Biodiversity Policy, which is a requisite precursor to an envisaged Biodiversity Act. The consultancy for developing the Biodiversity Policy started in May 2015, less than two months before project closure. | Moderately Satisfactory | 75 |

| | | | | | | | | |
|---|--|--|--|---------------|-------------------------|----------------|---------------------|----|
| 1.2 | % of geographic BD conservation priorities whose zoning status has been revised as needed as part of the land use planning process | 40% | The completed 25 district land use plans represent the entire land area of the three main inner islands. Among these land use plans, a total of 5,470 ha (26.8% of total land area) is classified as protected for conservation purposes, and 7,066 ha (34.6%) classified as sustainable use of forest resources. In total, 12,536 ha (61%) of land area is under some type of protected classification. | | | | Highly Satisfactory | 90 |
| 1.3 | % of country covered under LWC use plans that have been approved by government | 100% | Among the 25 district-land use plans completed, the 2 for Praslin have been legally approved and gazetted. The other 23 still require endorsement by the Cabinet of Ministers. Review of the land use plans during the recent Government-led Seychelles Strategic Plan has revealed a few discrepancies, e.g., for some areas classified as “forest reserves”, which will need to be corrected before final approval. Nevertheless, completion of the land use plans themselves is a commendable achievement, and the project completed several other tasks under this outcome, including caring capacity studies, an integrated coastal zone management plan for Anse Royale, and preparation of vegetation maps for the three main inner islands. | | | | Satisfactory | 85 |
| Sub-total, Outcome 1 | | | Indicative Budget | Weighted Cost | TE Outcome Rating Score | Weighted Score | Rating | |
| | | | USD 1,208,700 | 0.37 | 83 | 31 | Satisfactory | |
| Outcome 2: Methods and means for integrating biodiversity and artisanal fisheries management are in place | | | | | | | | |
| 2.1 | Area for which fisheries co-management plans exist | 41,338 km ² (Mahé Plateau) | The development and implementation of a pilot collaborative fisheries management of the demersal fisheries encompassing a 611.7 km2 area, surrounding the Islands of Praslin and La Digue, and excluding the four marine reserves of Curieuse, Ile Cocos, Aride and Cousin islands (no-take zones). This co-management pilot was followed up with development of a fisheries management plan for the entire Mahe Plateau, covering approximately 41,400 km2. The management plan was prepared using the ecosystem approach to fisheries management (EAFM) principles, and envisages implementation will be through collaborative management arrangements. The plan has not yet been finalised, but SFA officials expect consultations will be completed over the next few months and approval will be approved shortly thereafter. | | | | Satisfactory | 80 |
| 2.2 new (after MTR) | Percentage of Praslin registered fishermen members of Praslin Fishermen Association (PFA) | 75% of Praslin fishermen are registered members of the PFA | Based upon information contained in the 2014 PIR and confirmed during personal TE interviews with PFA representatives, There are 61 professional fishers on Praslin Island registered with the Seychelles Fishing Authority. Of these, 57 fishers are registered with the PFA. | | | | Satisfactory | 85 |
| 2.2 | Catch per Unit Effort (CPUE): —e.g., inshore Grouper Guild —e.g., inshore Rabbitfish Guild | 0.3 kg/man-hour 4 kg/trap/day | This indicator was dropped following recommendations included in the midterm review. | | | | | |
| 2.3 | Spawning Stock Biomass (SSB) of Lutjanus-sebae (Bourgeois; key target species of demersal line fishery) | Fishing effort controlled to attain SSB of 30 % | This indiactor was dropped following recommendations included in the midterm review. | | | | | |

| Sub-Total, Outcome 2 | | | | Indicative Budget | Weighted Cost | TE Outcome Rating Score | Weighted Score | Rating |
|---|---|---|---|-------------------|---------------|-------------------------|----------------|-------------------------|
| | | | | USD 1,001,500 | 0.31 | 83 | 25 | Satisfactory |
| Outcome 3: The tourism industry is addressing biodiversity conservation as part of good practice in business operations | | | | | | | | |
| 3.1 | Additional hectares of ecologically sensitive habitats for which joint conservation management plans with tourism operators exist | + 6000 ha marine + 6000 ha terrestrial | According to the 2014 PIR, the total added terrestrial area was 3,472.47 ha, and total added marine area was 12,300 ha. | | | | | Satisfactory |
| 3.2 | % of tourism operations that complete qualifications and receive the sustainable tourism label | 15 | 5 hotels have received SSTL certification. Among these, 3 of them have been recertified after the first 18-month period. Although the realized number of certified hotels is 33% of the end-of-project target, the SSTL programme has been reasonably well institutionalised within the Department of Tourism, and the Department is actively working toward regional and ultimately international recognition. | | | | | Moderately Satisfactory |
| Sub-Total, Outcome 3 | | | | Indicative Budget | Weighted Cost | TE Outcome Rating Score | Weighted Score | Rating |
| | | | | USD 1,033,000 | 0.32 | 75 | 24 | Moderately Satisfactory |
| Overall Outcome Rating | | | | Indicative Budget | | Overall Outcome Score | | Rating |
| | | | | USD 3,243,200 | | 80 | | Satisfactory |

Notes:

Weighted scores are based upon the weighted costs of each outcome. Indicative budget figures were applied, because there are apparent misallocations among the actual expenditures which give a distorted distribution of actual spending. The weighted outcome costs are based upon the indicative budget for Outcomes 1-3, excluding project management.

The TE rating scores are based upon the judgement of the evaluator, according assessed achievement toward each outcome, using the following qualitative rating scale:

| Qualitative Rating | Rating Score |
|---------------------------|--------------|
| Highly Satisfactory | 90 – 100 |
| Satisfactory | 80 – 89 |
| Moderately Satisfactory | 70 – 79 |
| Moderately Unsatisfactory | 60 – 69 |
| Unsatisfactory | 50 – 59 |
| Highly Unsatisfactory | <50 |

Annex 9: Evaluation Consultant Code of Conduct Agreement Form

Evaluator:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and: respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/ or oral presentation of study limitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: James Lenoci

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed in Victoria on 4 May 2015

Signatures:

James Lenoci
Terminal Evaluator

Annex 10: Terms of Reference (excluding annexes)