

# Terminal Evaluation Report

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## **Integrated Ecological Planning and Sustainable Land Management in Coastal Ecosystems in the Comoros, in the three islands of Grand Comore, Anjouan, and Moheli**



Main report and annexes

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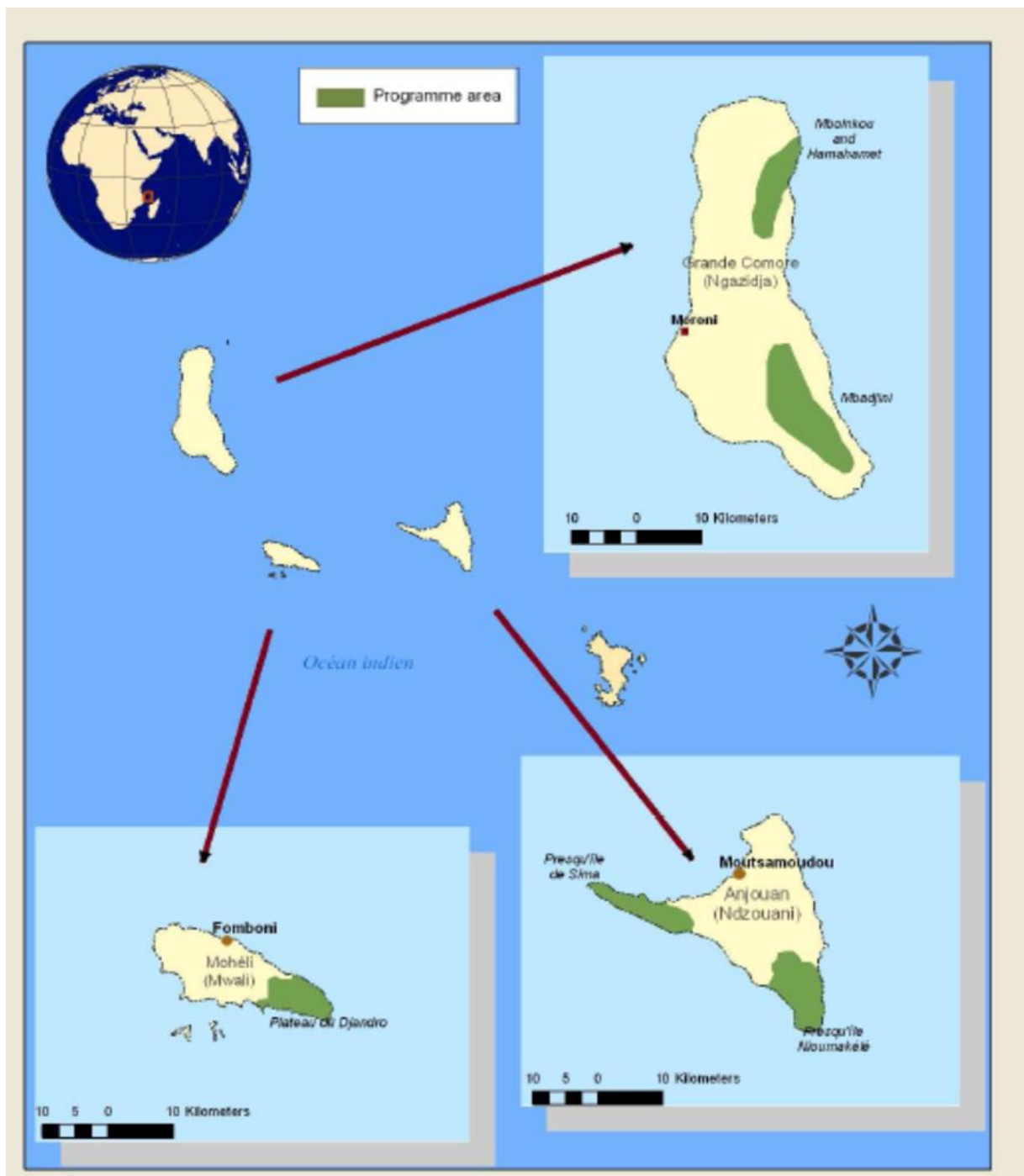
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## Abbreviations and acronyms

AVD	Village Development Associations
AGT	Associations for the Management of Land
CC	Climate Change
CNP	National Steering Committee
COSOP	Country Strategy and Opportunities Paper
CRDE	Centre for Rural Economic Development
EOP	End of Project
EA	Executing Agency
FA	Focal Area
GEF	Global Environment Facility
GOC	Government of Comoros
IA	Implementing Agency
IEM	Integrated Ecosystem Management
IFAD	International Fund for Agricultural Development
INRAPE	National Institute of Research on Agriculture, Fisheries and Environment
LD	Land Degradation
MPA	Marine Protected Area
MPE	Ministry of Production and Environment
MSP	Medium Size Project
NRM	Natural Resources Management
NSHDP	National Sustainable Human Development Programme (PNDHD fr)
PA	Protected Area
PCU	Programme Coordination Unit
PDV	Village Development Plans
PIF	Project Identification Form
PIR	Project Implementation Report
PNE	National Environment Policy
AWPB	Annual Work Programme and Budget
SCRP	Growth and Poverty Reduction Strategy
SDI	Intensive Development Sites
SLM	Sustainable Land Management
SNB	National Biodiversity Strategy
TOR	Terms of Reference
UNCBD	United Nations Convention on Biodiversity
UNDP	United Nations Development Programme
UNCCD	United Nations Convention to Combat Desertification
UNFCCC	United Nations Framework Convention on Climate Change
URAT	Regional Unit for Technical Support
URSE	Regional Monitoring Units

## Geographic Location: Project Map of Comoros Intervention Zones



The designations employed and the presentation of the material in this map do not imply the expression of any opinion whatsoever on the part of IFAD concerning the delimitation of the frontiers or boundaries, or the authorities thereof. Map compiled by IFAD (2007). Source: National Sustainable Human Development Programme Project Design Report No.1858-KM

## Project Identification Table

<b>Country</b>	Comoros		
<b>Region</b>	East and Southern Africa		
<b>Grant Title</b>	Integrated Ecological Planning and Sustainable Land Management in Coastal Ecosystems in the Comoros (in the three islands of Grand Comore, Anjouan and Mohéli)		
<b>Associated GEF Programme</b>	WB-led: Strategic Investment Programme in Sub-Saharan Africa		
<b>Grant Type</b>	MSP		
<b>Reference numbers</b>			
GEF ID Number	3363		
IFAD Grant Agreement	GEF-MSP-16-KM		
IFAD ID Number (LGS)	G MSP 16 /KM		
<b>GEF Focal Area and Programmes</b>			
GEF Focal Area:	Land Degradation (60%); Biodiversity (40%)		
GEF OP or SP:	LD:SP1, BD: SP4, SP2		
<b>Critical milestones</b>			
GEF Approval date	18 April 2008		
IFAD Approval date:	08 May 2008		
Date of Project Effectiveness	29 October 2008		
Date of Last Supervision	June 2014		
Mid-term Evaluation	June 2011		
Grant start up (launched)	October 2009		
Final Evaluation date	June 2014		
Estimated closing date	31 December 2014		
<b>Grant Financing (USD)</b>			
GEF PPG Amount	0		
GEF Grant Amount :	1,000,000		
Total Grant GEF Cost:	1,000,000		
Proposed Co-financing	1,872,000		
Actual Co-financing secured	1 571 000		
GEF Amount Disbursed	948,450 (95%)		
<b>Amount spend :</b>	By category (KMF=Comorian Franc)		Total expenditure as of 31 July 2014
	Environmental Policy and Planning	100 736 861	327 215 053 KMF
	Implementation of Integrated Environmental Management (IEM) Plans	151 461 910	
	Capacity Building and Environmental Education	37 674 784	
	Information Dissemination	1 897 700	
	Project Management	35 443 798	

## Executive Summary

### Context and Rationale

Sharing bio-geographical affinities with Madagascar, the Comoros has a rich biodiversity that includes some 2,000 native plants of which an estimated 33% are considered endemic. The tropical and sub-tropical moist broadleaf forests of the three islands (Grande Comore, Anjouan, Moheli) represent one of World Wildlife Fund's (WWF) 200 most significant global biomes. Similarly, the country's coastal ecosystems, due to their biological distinctiveness and vulnerability, have been identified by WWF as one of the world's 43 marine priority regions.

The three islands have volcanic origins and are characterized by high topographic relief and radial drainage, with short mainly seasonal rivers. Recent population projections (2005) estimate a national population of approximately 800,000 occupying a total land area of 1,826 km<sup>2</sup>, equivalent to 438 persons per km<sup>2</sup>. The national economy is dominated by agriculture of which the major commercial crops and exports are cloves, vanilla, and essence of ylang-ylang. The fisheries sector remains largely artisanal in nature.

### Project Objectives

The project Integrated Ecological Planning and Sustainable Land Management (SLM) in Coastal Ecosystems in the Comoros was designed to support the long-term restoration of ecosystems through the development and implementation of Integrated Ecosystem Management (IEM) plans. At the outset, the project aimed to put 1,660 ha of degraded land under sustainable management and, in so doing, implement six such IEM plans. The GEF project is managed in conjunction with the IFAD project National Sustainable Human Development Programme (PNDHD) project and be implemented in the same sensitive environmental zones. The GEF project had distinct additional components promoting the designation and management of three protected areas (PA) in proximity to IFAD

The global environmental objectives were: (i) to reduce and possibly reverse current trends in land degradation through supporting sustainable land management (SLM) policies and practices that generate global environmental benefits; and (ii) the conservation and sustainable use of biodiversity and the maintenance of the ecosystem goods and services that biodiversity provides to society.

The project had four components, namely: (i) Environmental Policy and Planning, (ii) Integrated Environmental (IEM) Plan Implementation and Protected Areas, (iii) Increased Institutional Capacity, Environmental Education and Public Awareness, and (iv) Project Management, M&E, and Information Dissemination.

### Final Terminal Evaluation (FTE) findings on achievements

The present final terminal evaluation document covers only the GEF component of IFAD funded "National Sustainable Human Development Programme (PNDHD) project" for with. A separate project completion report has been prepared for the other agricultural and fishery related components.

The Integrated Ecological Planning and Sustainable Land Management (SLM) in Coastal Ecosystems in the Comoros project has temporarily checked current trends in land degradation and may result in some global environmental benefit. Though these benefits may be limited, they will come through the process of "conscientisation" and awareness building of the many Comorians who were involved as stakeholders in the project. Both the SLM practices promoted and the small investments made in sustainable agricultural practices will have national value and positive environmental and socio-economic impacts.

The second environmental objective with regard to the sustainable use of biodiversity will be only partially achieved within the framework of the project. Nevertheless, ecosystem services have been restored in project areas, though probably with limited benefit to biodiversity conservation unless proposals for integrated and PA management are eventually adopted and fostered by the government



in the context of future projects. On the positive side, without the GEF grant the IFAD project objectives would have been less completely achieved and sustainable.

Component 1. Policy development initiatives had modest impact. There was limited evidence of new legislation or commitment of senior policy-makers. The capability among project staff to plan and implement an ecosystem-based approach has been enhanced. This could not be said to be the case at the institutional level because the end of the project has seen an effective retrenchment.

Component 2. IEM Plan implementation and PA management was compromised because the PA objectives were abandoned. Activities of value were implemented in the project target areas through the demonstration sites and anti-erosion reforestation but these were somewhat piecemeal. GEF funding complemented IFAD-selected actions on land contiguous to project villages. Genuine biodiversity supporting activities was limited to planting of indigenous species in the reforestation sites.

Of those actions along coastal stretches of project intervention zones (and IEM areas), there were mixed results and achievements. There was some success in mangrove re-establishment and pilot initiatives in waste management. The mission has noted few effective and sustainable land or marine management planning systems in place in the project intervention areas. In relation to the without project situation, it might be said that the project has provided a check on environmental degradation.

Efforts in the domain of PA designation and management had some initial success in advancing preliminary studies but these were pulled following the Mid-Term Review. The logic was that there was little time remaining to accomplish intended and ambitious objectives in PA establishment and management. It is understood that the decision was also taken because a UNDP project was already in the pipeline and approved to do work in this area. The FTE deems that despite the slow start-up, continuation of activities under this sub-component would have allowed UNDP to continue on a surer base with the participative approach initiated among subject villagers. Such work would have maintained the momentum towards PA establishment with policy-makers. Funds were effectively diverted to reinforce activities of the IFAD/NSHDP project, which had limited value added in respect to biodiversity conservation.

Component 3. Institutional capacity cannot be said to have been sustainably increased because GoC lacks resources to retain staff now released at the end of the project nor does GoC appear to have the financial resources or institutional capacity to enact or enforce emergent legislation, other than through a further project such as that of the upcoming UNDP project in the area of PA development. It is perhaps inevitably difficult to judge the quality of the environmental education and training among project staff or at the village level. The impression is that it was led from the top with seriousness and that it reached a considerable proportion of the project beneficiaries.

Project Management. It was provided through the IFAD NSHDP's Project Coordination Unit (PCU). This was a potentially efficient means of managing the GEF grant, but the roll out of the programme suffered from delays and problems of governance in the management of the IFAD funds. However, the management of IFAD and GEF funding performed later with credit and greater probity following the initial slow start-up. For a complex project with such a large number of activities across three islands, a degree of acclaim is due.

In terms of information dissemination it is disappointing that a web site was not developed as intended, impeding the public disclosure of policy and technical studies. Overall the FTE observed a commendable degree of scientific integrity and seriousness in the conduct of the GEF grant leading to useful training and environmental education, some interesting land husbandry dissemination if of unsure sustainability.

CRITERION	COMMENTS SUMMARY	RATING (1 to 6)*
A. Attainment of Project Objectives and Results		
A1 Effectiveness	A full range of activities (e.g. implementation of integrated environmental management plans, reforestation, SLM practices to arrest land degradation and safeguard biodiversity) in each of the project zones was attempted and achieved results, if modest. The scope of the project was curtailed in the area of establishment of Protected Areas.	<i>Moderately Unsatisfactory</i>
A2 Relevance	Biodiversity challenges were addressed in the components to promote integrated environmental plans around targeted villages, build awareness and capacity among project stakeholders.	<i>Highly Satisfactory</i>
A3 Efficiency	There were early governance issues and poor lines of communication with head office. Staff quality issues arose in respect to field extension, and outreach mechanisms were redesigned at MTR. The costs in mobilisation of teams to promote and implement the IEM approach were high, not least due to management complexity.	<i>Moderately Unsatisfactory</i>
B. Sustainability of Project Outcomes		
B1 Institutional	Long-term sustainability cannot be assured. Many of those employed in the project have been released and it is doubtful the government authorities would be able to provide any support to activities initiated, far less new GEF activities outside a new project. Knowhow and initial research for the closing GEF project will be available to the new UNDP project in protected areas establishment.	<i>Moderately Unlikely</i>
B2 Environmental	Illegal activities including poaching in marine areas (eg in coastal project locations in Anjouan, also Moheli), illegal and unsustainable logging on Grande Comores (GC) and [deliberate] forest fires particularly on GC can threaten the project achievements.	<i>Moderately Unlikely</i>
C. Catalytic Role and Replication	There appears to have been a <i>prise de conscience</i> among project staff and beneficiaries built on valuable messages in village experimental areas regarding sustainable agriculture techniques ( <i>embocagement</i> , water conservation, soil stabilization, planting etc.)	<i>Moderately Satisfactory</i>
D. Stakeholders' Participation & public Awareness	<p>Large numbers of villages and associations have been mobilized to undertake group activities, including tree planting. Since payments were limited to equipment and seedling supply there is potential for ownership of achievements. Replanting of mangroves at Bimbini in Anjouan is an example. Also a waste cleaning operation of the mangrove area in the same location was achieved even if continuity of village institutions created is not assured.</p> <p>Communications between CPM and executing agency staff and project leaders in-country was hampered by constant staff turnover. Project staff in islands of varying skills/capabilities paralleled or replaced local institutions during the life of the project.</p> <p>Collaboration between implementation staff and local authorities appears to have been good with latter involved also in training/awareness building. This is particularly the case for the GEF project coordinator.</p>	<i>Satisfactory</i>

CRITERION	COMMENTS SUMMARY	RATING (1 to 6)*
E. Country Ownership & Drivenness	Claims have been made for influence on policy-making but there is limited evidence for this beyond awareness building among decision-makers. The government does not appear to have the resources in staff and vehicles or required extension capacity or leadership to carry out similar activities to those promoted in the project. SLM will be continued by some partners (NGOs).	<i>Moderately Unsatisfactory</i>
F. Achievement of Outputs and Activities	Programmed outputs had mixed success. The emphasis has been on training and awareness building and selected activities in the area of SLM, with some achievements in global biodiversity management. There is little or no assured IEM implementation as sustainable NRM and conservation might not be continued without input of new financial and technical resources. Influence on policy-makers is modest, but new programmes in PA management are foreseen.	<i>Moderately Unsatisfactory</i>
G. Preparation and Readiness	An ambitious project design intended to touch too many elements of island SLM, including crop-livestock integration, field and fodder management (eg <i>embocagement</i> ), experimental horticultural trials, water harvesting, supply and conservation, erosion control and tree and biodiversity enrichment.  A major component in PA management was initiated with background studies but was not progressed to any policy adoption stage, far less an implementation stage. Work was undertaken in potentially affected villages and buffer zones to engage inhabitants in co-management. Such activities appear not to have been sufficiently driven politically.	<i>Moderately Satisfactory</i>
H. Implementation Approach and Adaptive Management	The participative approach (see above at D) was broadly successful. Adequate staff quality in support of such activities was not mobilised initially, though later in the project a more constructive interface with village associations was achieved. An attempt to promote emergent NGOs as service providers was not as successful as anticipated, though experience sharing with an internationally directed but locally established NGO in Anjouan was constructive.	<i>Moderately Satisfactory</i>
I. Monitoring & Evaluation I.1 M&E Design	Initial design involved M&E staff on each of the islands from project inception, but this was not carried out until MTR.	<i>Moderately Unsatisfactory</i>
I.2 M&E Plan Implementation	The purposes of M&E as a project management tool needed better explanation across project staff. A large amount of data and detailed information about project advancement was collected.	
I.3 Budgeting and Funding for M&E Work	There appears to have been an economising of staff costs in this area at an early stage. Therefore, the M&E system has only partially enabled an effective tracking of results and progress.	
J. IFAD Supervision and Backstopping	An area of weakness in the project because of constant staff change and lack of ownership of GEF component by CPMs. Supervision activities did not give adequate support to the GEF component. The IFAD NSHDP supervision and project management influenced approaches leading to over-expedient use of GEF funds.	<i>Moderately Unsatisfactory</i>

CRITERION	COMMENTS SUMMARY	RATING (1 to 6)*
K. Complementarity with IFAD Strategies and Policies	The main area of complementarity was in fostering of ecological services, which included catchment protection, but not necessarily promoting biodiversity values. Linkage to Madagascar NGOs and research with use of EA training opportunities.	<i>Satisfactory</i>
<b>Overall Rating</b>		<b><i>Moderately Unsatisfactory</i></b>

### Main Lessons to be Learned

- There was an excess of ambition and complexity in the project coverage. Difficulties were compounded in a project across three islands interfacing with 54 village communities.
- There were too many changes in IFAD supervisory staffs that did not ensure systematic and continuous support and advice to project team.
- The biodiversity added value of the GEF project was compromised by use of funds for improving ecological services, SLM, and income generating actions.
- Agreed rules for areas under village association management (marine and terrestrial) must be supported by local government actions to sanction illegal activity by outsiders.
- In participative and demand-driven projects critical subsistence objectives will be uppermost, rather than biodiversity benefit. Incentives must be aligned with realities.
- Monitoring data is best seen as a support to project direction and decision-making and not merely as an accountability exercise or an auditing requisite.
- Project leadership should be clear on why and in what form data should be collected so that it is potentially relevant in form and quality for decision-making and evaluation purposes.
- A timely MTR can be critical to a project capitalising on its successes and achieving project outcomes.

### Conclusions

The GEF Ecological Planning and Sustainable Land Management project for the Comoros was ambitious in expectations and at MTR there was an attempt to range back these ambitions. A slow start up, with initial project governance issues, meant a late MTR, delayed by 18 months and a reigning in of ambitions in the area of protected areas promotion.

Funding of GEF activities should have been better focused on actions of clear value to promotion of biodiversity management rather than 'ecological services', which allowed a justification for diversion of funds towards SLM activities. The project did however manage to achieve a mobilisation of communities around joint actions such as reforestation though not generally with endemic species.

An outcome that delivers positive biodiversity benefits with marine and/or terrestrial land under sustainable management requires that there is functional implementation of locally acceptable plans. These must have the support of to communities, local and central government and control of illegal activities must be enforced. Such conditions require an implementation and enforcement capacity that the project was not able to deliver at the end of its life.

Because the Government of Comoros has very limited budgets to maintain activities there is inevitably a question of institutional sustainability regardless of the level of political commitment.

Where the project suffered a number of setbacks during its existence it did mobilise and engage large numbers of people in a great range of activities the implementation of which will have lasting value.

## I. Introduction and Background

1. **Geographical Location:** Situated north of the Mozambican channel, between Madagascar and the African continent, the Comoros archipelago is comprised of four main islands: Grande Comore, Anjouan, Moheli, and Mayotte. The latter island is under French jurisdiction and not considered in the project intervention area.
2. The three islands of the project intervention area (Grande Comore, Anjouan and Moheli) are of volcanic origins and characterized by high topographic relief and radial drainage, with short seasonal rivers. Recent population projections (2005) estimate a national population of approximately 800,000 occupying a total land area of 1,826 km<sup>2</sup>, equivalent to 438 persons per km<sup>2</sup>. The national economy is dominated by agriculture of which the major commercial crops and exports are cloves, vanilla, and essence of ylang-ylang. The fisheries sector remains largely artisanal in nature.
3. Sharing bio-geographical affinities with Madagascar, the Union of Comoros has a rich biodiversity that includes some 2,000 native plants of which an estimated 33% are considered endemic. The tropical and sub-tropical moist broadleaf forests of the Comoros Islands represents one of World Wildlife Fund's (WWF) 200 most significant global biomes. Similarly, the country's coastal ecosystems, due to their biological distinctiveness and vulnerability, have been identified by WWF as one of the world's 43 marine priority regions.
4. **Rational for IFAD/GEF Interventions:** The International Fund for Agricultural Development (IFAD) has, together with GOC, prepared the National Sustainable Human Development Programme (NSHDP). The global objective of NSHDP is to reduce poverty by promoting a better management of natural resources in order to raise agricultural production. Specific programme components are: (i) strengthening of the institutional framework, (ii) rehabilitation and sustainable management of village lands or *terroirs*, (iii) support for local initiatives derived from international remittances from the Comorians that live abroad, (iv) infrastructure, and, (v) programme management. There is commonality with GEF objectives but the GEF component targeted specific biodiversity outcomes in concordance with GEF priority intervention areas.
5. Building on aforementioned activities supported under NSHDP, the IFAD Programme provided a special opportunity for GEF to address many of the environmental issues of the Comoros islands. The "Integrated Ecological Planning and Sustainable Land Management in Coastal Ecosystems in the Comoros" (herein the GEF grant) was conceived to support the long-term restoration of 6 pilot coastal ecosystems through the development and implementation of Integrated Ecosystem Management (IEM) plans. The project was designed to put 1,660 ha of degraded land under sustainable management and, in so doing, implement six such Integrated Ecosystem Management plans, which would encompass three protected areas in proximity to IFAD project areas.
6. Financing in part the incremental costs associated with the IFAD project, the GEF project was principally designed to: (i) support the strengthening of existing and development of new village-based land management plans; (ii) develop IEM plans to identify and prioritize critical actions of intervention in shared ecosystems; (iii) support the implementation of village and local ecosystem plans. The project also aimed at contributing to institutional capacity building, environmental education and public awareness. The GEF grant started in October 2009 and was completed in June 2014. Project closure is expected for December 2014.
7. **Beneficiaries and Objectives:** The field operations cover the three islands mentioned above, thus reaching about 16,462 households and about 37,070 people. The primary target groups are smallholder farmers, and those practising artisanal fishing, as well as professionals and technicians in the relevant main-line agencies, together with village-based environmental and local territorial (common property) management associations.

8. The goal of the GEF project is presented as: to address non-sustainable land use practices and concurrent loss of biodiversity through the development and adoption of an ecosystem based approach in Comoros island rural land use planning and development activities.

9. The development objective is: to support community-led, ecological planning and the subsequent identification and implementation of field and related enabling activities designed to address priority natural resource use conflicts affecting ecosystem “health” and the provision of environmental “goods and services” contributing to losses in economic productivity and human well-being.

10. The global environmental objectives are: (i) to reduce and possibly reverse current trends in land degradation through supporting sustainable land management (SLM) policies and practices that generate global environmental benefits; and, (ii) the conservation and sustainable use of biodiversity and the maintenance of the ecosystem goods and services that biodiversity provides to society.

11. **Project Components and Intended Outcomes.** The project is shaped around four components, namely: (i) Environmental Policy and Planning, (ii) IEM Plan Implementation and Protected Areas, (iii) Increased Institutional Capacity, Environmental Education and Public Awareness, and, (iv) Project Management, M&E, and Information Dissemination.

12. The project was expected to deliver the following outcomes under each Component as follows:

✓ **Component 1: Environmental Policy and Planning**

**Outcome:** Improved policy and planning frameworks in support of SLM through an IEM approach designed to restore/protect biodiversity in production landscapes.

✓ **Component 2: IEM Plan Implementation**

**Outcomes:**

- A proven approach that fully integrates ecosystem principles into a diverse range of production landscapes.
- Increase sustainability of Comoros’ national protected area system through the strengthening of existing protected areas and/or reducing pressure on candidate sites currently being considered for future designated protective area status.

✓ **Component 3: Increased Institutional Capacity, Environmental Education and Public Awareness**

**Outcomes:**

- Improved capacity at the local and sub-national (island) levels to incorporate an ecosystem based approach into Sustainable Land Management (SLM) programmes.
- Increased public awareness and support for the protection and restoration of the country’s ecosystems.

✓ **Component 4: Project Management, M&E and Information Dissemination**

**Outcomes:**

- An effectively managed project that achieves its stated objectives and serves as a useful model to support replication both in Comoros and elsewhere.
- Increased awareness of the IEM approaches, results, and "lessons learned" derived from the Comoros experience.
- Adoption of relevant experiences from this project by other SIDS in both the region and beyond.

13. **Project Costs and Organisation:** The combined IFAD/NSHDP loan and GEF grant costs have been estimated at USD 9,741,000 of which the GEF grant is USD 2,571,000. The financing for the GEF project amounts to one million USD.

14. The project was designed to be fully “blended” into the NSHDP, including the latter’s institutional implementation arrangements. A Programme Coordination Unit (PCU) headed by a national coordinator was established in Moroni (Grande Comore). The PCU was located in and reported to the Minister of Production and Environment (MPE) and was responsible for general programme management. A national steering committee (CNP) was put in place composed of representatives from each island and civil society, being presided over by the Head Minister of the Union (of the Comoros).

15. A regional Committee for Programme Coordination (CRCP) was created for each island. The Programme had recruited three service provision organisations Intermediate Principal Operators (OIPs) in each island responsible for managing and facilitating participation and planning elements of programmed activities and sub-projects. They were later replaced by direct hire of project extension or technical outreach staff.

16. Overall coordination of the project was under the responsibility of the Ministry of Production and Environment (MPE); oversight of the execution of project activities in the field is the responsibility of the three islands respective ministries of production. Actual execution of the activities was through the Regional Units for Technical Support (URAT) and service providers.

## II. Scope, Objective and Methods of the Evaluation

17. As stated in the Terms of Reference, the objectives of the FTE are:

- a) To examine the extent and magnitude of any project achievements, outputs, and impacts in relation to the overall project goal;
- b) To assess project performance and the implementation of planned project activities and planned outputs against actual results;
- c) To synthesize lessons learned that may help in the design and implementation of future IFAD GEF initiatives in similar socio-economic and environmental contexts;
- d) To document and demonstrate the applicability and sustainability of SLM practices and IEM approach tested and promoted in the framework of the project; and,
- e) To evaluate the linkages and complementarity achieved between the GEF components and the parent NSHDP loan project.

18. The evaluation was commissioned by IFAD as the GEF Implementing Agency for the Project and as required by the procedures of the GEF Secretariat. The work was carried out by an independent Consultant with the support, collaboration and backup of the IFAD Environment and Climate Programme Officer of the East and Southern Africa Division and the IFAD country Programme team based at Nairobi. The detailed scope of the FTE and the criteria used to assess the project’s progress are shown in the Terms of Reference in Annex F to this document.

19. The FTE was conducted as an in-depth evaluation using a mixed-methods approach, including: (i) a desk review of project documents (supervision reports, AWBP, Project Implementation Report, assessments, and other materials produced by the project) and other relevant publications/reports; (ii) interviews and meetings in Moroni, Matsamudu and Fonboni with project management and technical support teams, representatives of concerned institutions (URAT staff, GEF Operational Focal Point), and other stakeholders; (iii) field visits to the project site, in each island (Grande Comore, Anjouan and Moheli) to meet the local staff, interact with communities and beneficiaries, and visit field investments and activities, and (iv) reference to physical progress and achievements measured against project design targets, as well as level of disbursement under each component. A desk review was carried out between 14-17th August 2014 and the field mission took place between 18th August and 1st September. A wrap-up meeting was organized on 1st September with the MPE, The mission



schedule and list of key stakeholders and responsible government officials consulted are presented in Annex B and C.

20. The primary information sources were interviews, field observations and secondary data much of which was generated by the project. The interviews were conducted with the project management team, technical support experts, stakeholders and beneficiaries of the project. An evaluation matrix was elaborated based on the project's logical and results frameworks, and the GEF evaluation principles.

21. The evaluation assessed and rated the project with respect to eleven interrelated parameters or categories (A-K) developed by the GEF Office of Evaluation. The categories are described in Section 5 of the report "Project Performance and Impact". The success of project implementation was rated on a scale from 'highly unsatisfactory' to 'highly satisfactory', with partial ratings for each category and an overall rating for the project. The matrix with the rating system is included in Section 6 of the report "Conclusions and Rating".

### III. Project Performance and Impact

#### A. Attainment of Project Objectives and Results

*Overall Rating: Moderately Unsatisfactory (MU)*

##### A1 Effectiveness

*Overall Rating: Moderately Unsatisfactory (MU)*

22. In this section it is discussed achievements towards delivering the project's global environmental objectives, namely: (i) to reduce and possibly reverse current trends in land degradation through supporting SLM policies and practices; and (ii) the conservation and sustainable use of biodiversity and the maintenance of the ecosystem goods and services. The mission team has made an assessment of the progress under different outcomes, but cannot present quantitative outcome level data because of a weak M&E system.

23. Outcome 1.1. Improved policy and planning frameworks to support Sustainable Land Management (SLM) and biodiversity conservation was not delivered given the limited impact on the country environmental policy and planning. Outcome 2.1 with regard to the implementation of Integrated Environmental Management (IEM) Plan was achieved with mixed results. For instance, all the five foreseen IEM plans were developed and validated by the communities to foster the adoption of an ecological approach. However, the IEM plans and associated activities the IEM plans and associated activities with regard to reforestation were in many cases translated into tree planting operations rather than natural forest enrichment and re-establishment. Such activities were not conducive to added value for biodiversity conservation because of the mix of species used and approach employed. However, on other sites, the GEF resources were properly invested for the collection of plants of common forest species as well as threatened endemic species (*Khaya comorensis*, *Ocotea comorensis*, *Eugenia comorensis* *Weinmannia comorensis* *Tambourissa leptopylla*, *Chrysophyllum boivinianum* etc.) which were then replanted in their natural areas (forest of La Grille and Karthala) after being raised in nurseries. Overall, 80% of the area to be reforested was planted with both common and indigenous forestry species (458 ha out of 488 ha). With the current rate of degradation of the vegetation cover in the country, a greater national effort with additional resources will be needed to attain a significant impact. On the other hand, the mission recognized and appreciated that the IEM planning process has built awareness of SLM practices in sensitive environments characteristic of the project zones among both targeted village communities and local authorities. However, effective implementation remains the challenge. The application of the practice of *embocagement* was widely spread, and reached overall 11,070 farmers managing 3,668 plots out of the 4,470 planned. The adoption rate was reported to be high, with the expected number of



beneficiaries widely exceeding the initial target (145%). The total area managed through the *embocagement* at the time of the evaluation was 590 ha out of the 737 ha initially foreseen. A total of 4,847 households were reported to have improved food security (67% of the initial target). With regard to SLM practice, project staff report that farmers outside the target areas are said to be ready to adopt project land husbandry practices. The FTE has no credible evidence that this would be done without financial or logistical support. The problem still remains, despite consistent funds were used to promote the SLM activities, which might have allowed more progress in the intended activities for classification and management of protected areas (PA).

24. Activities to strengthen existing Protected Areas (PA) and reduce pressure on candidate sites for future designated PA status (Outcome 2.2) produced limited effective results and were abandoned, despite they appear to have been well launched. The project initiated some crucial activities relevant to the process of designated area delimitation and creation of national Protected Areas (PA), but progressing of this component was halted following advice from an IFAD supervision mission. There was a parallel UNDP project in prospect and it was not considered that significant outcomes could not be achieved in the framework of this IFAD GEF managed project before completion. The FTE is of the opinion that the decision of dropping the compromised the project and the outcome of protecting global biodiversity value. Given the high degree of endemism, and the rich diversity of the remaining natural terrestrial and marine ecosystems which make the Comoros ecologically so special, this sub-component had critical importance. At this stage, it is not certain that the village associations would be effective in managing and protecting common land or coastal waters (eg mangrove sites) where there has been tree-planting activity and re-establishment of mangroves. Poaching activities by outside communities were reported (turtles, coral mining) in the project activity zones even during the project. Government is not able to exert sanctions and control of these even where offenders are reported. Such infractions include fires, illegal sawing and logging, unsustainable and illegal fishing techniques and abuse of corals and coastal beach resources. Turtles and their eggs continue to be poached around and within the designated area of Moheli Marine Park and Itsamia.

25. In the effort to enhance environmental education, and public awareness (Component 3), the project provided an impressive amount of training opportunities in-country, overall 4760 of community members, environmental extension staff, national and regional authorities, teachers, NGO personnel were trained on different subjects such as SLM practices, IEM approach, community-based approaches for PA management. Various knowledge-sharing visits intra- and inter-island, and some training for senior staff abroad within countries of the region were also organized. Workshops, training sessions and study visits were intended to extend know-how of government agencies, village associations, extension agents, and farmers on several subjects. These included application of the practice of *embocagement*, identification and reproduction of agroforestry plant materials and endemic forest seedlings, conservation of mangroves and coral reefs (see Annex 3). The outputs produced so far do not suggest a convincing shift toward sustainable ENRM practices (e.g. halting dynamite fishing), and leading to a change in behavior (e.g. no waste dumping in the mangrove areas), or indeed a step up in capacity to organize SLM or implement IEM.

26. *Despite most of the planned activities and many of the outputs were delivered (Annex 1 and 2) attempts to arrest land degradation, safeguard and promote biodiversity management and habitat conservation cannot be considered to have been satisfactorily achieved.*

## **A2 Relevance**

*Overall Rating: Highly Satisfactory (HS)*

27. The project promoted the development and adoption of an ecosystem based approach in the Union of the Comoros, with rural land use planning and participative development activities at the

village level. This design is consistent with the fundamental land degradation and biodiversity threats of the Comoros islands and GOC's priorities to address such risks to the country's natural resource base. These are driven by the demographic and socio-economic characteristics of the country. The GEF grant is relevant to the National Environmental Action Plan (1994), environmental legislation (1995), and the following ratified international conventions: UNCBD (1994), UNFCCC (1994), and UNCCD (1998).

28. Moreover, the country's recently approved National Growth and Poverty Reduction Strategy explicitly identifies the need to promote a healthy environment in support of sustainable development as one of seven major development axes. Priority programmes identified under this axis, include natural resources conservation, soil restoration and sustainable forestry management, and integrated management of the coastal zone. The intended project outcomes are also consistent with the strategic approach and objectives identified through the National Biodiversity Strategy, in order to fulfil Comoros' requirements under the United Nations Convention on Biodiversity (UNCBD).

29. The project fits fully with the GEF-4 strategic programs by targeting the BD SP1 and leading to better integration of biodiversity conservation and reduced pressure on natural resources. It also fits specifically with the BD SP4 and SP2 by attempting to strengthen the policy and regulatory framework for mainstreaming biodiversity conservation. More specifically, it is fully compatible with the LD FA Objective through promoting the development and implementation of Sustainable Land Management (SLM) policies and practices that generate both global environmental benefits and support local and national development.

30. Strategic Objective 1 (SO #1), creation of an enabling environment that places SLM in the mainstream of development policy and planning, is supported through the activities under the Project's Environmental Policy sub-component. The GEF LD FA (SO #2), generates mutual benefits for the global environment and local livelihoods through the up-scaling of SLM investments. This is reinforced by activities under the project's Environmental Planning, Plan Implementation, and Institutional Capacity sub-components. Finally, the Project addressed the need for an increased contribution in GEF's LD portfolio on sustainable forest management with a focus on tropical ecosystems and the issue of deforestation and forest degradation.

31. The project fits well into the SIP/TerrAfrica framework. The GEF project works towards the objective of advancing SLM mainstreaming, improving governance for SLM, and catalyzing investments that address weaknesses in the enabling environment; it applies practices on the ground that simultaneously help secure ecosystem services and reduce poverty where livelihoods depend on SLM. The project therefore contributes to the SIP IR 1, IR 2/3 and IR 4.

32. Management arrangements made it dependent in implementation (and priority setting) on decision-making for the IFAD loan, oriented to administrative and technical support in rural development sectors. Responsive to beneficiary group demands, there was insufficient evidence of actions safeguarding and if possible fostering biodiversity values.

### **A3. Efficiency**

*Overall Rating: Moderately Unsatisfactory (MU)*

33. The FTE noted the management coordination and the integration of the GEF project component management with the IFAD loan for implementation of the National Sustainable Human Development Programme (NSHDP / PNDHD – in french). Project efficiency in delivery was therefore a function of performance of the IFAD/PNDHD project management team which was responsible for financial control and work plans of the GEF activities.

34. As a result GEF capitalized on the already existing project management outreach at central and local levels, which meant monies could be spent without re-establishing a new project structure. On the other hand, the strong link between both interventions did not always allowed the GEF grant to deliver its intended incremental value in biodiversity management objectives, or a true

complementarity by addressing identified environmental issues beyond contributing to IFAD loan objectives in enhancing sustainable agricultural productivity.

35. As example of the above, GEF financial resources were not consistently invested to complement PNDHD activities by contributing to achieve the global environmental benefits as stated in the PDR : restoring degraded ecosystems, achieving conservation and sustainable use of biodiversity or reducing pressure on landscapes or seascapes (coastal marine zones) of global environmental significance. The evaluation noted that GEF resources were mostly used to implement certain IFAD loan core activities, focused on enhancing sustainable agricultural productivity. Certain objectives were therefore not effectively achieved and consequently the overall environmental impact was reduced. There is here a lesson to be learned for future joint interventions. To the extent that there were limited effective outputs - or observed significant outcomes - in terms of fostering sustainable biodiversity values (and protection of ecosystems and habitats of special value) measured against the resources mobilized, the project could not be said to have been efficient.

36. In relation to the efficiency of the overall management unit in delivering project outputs it has to be mentioned there were: a) procurement delays because of incomplete knowledge of necessary IFAD procedures; b) a problem of governance where changes to the management staff were necessary because of an incident of misappropriation in the project delaying all procurement for 8 months; c) turnover of staff, affecting the organization of technical agents (Intermediate Operators - IOs) in contact with the target villages, who were found by the MTR to be wanting in necessary skill base and motivation; d) there were also inconsistencies in leadership from IFAD because there were six different Country Programme Managers (CPMs) during the duration of the project and inevitable uncertain authority which presented problems for the Project management implementation unit in obtaining committed, timely and consistent decision-making; e) related to this, IFAD component supervision included 7 missions where GEF supervision more limited (4 missions) and did not always provide adequate support to achievement of the project objectives when needed; finally, f) there was a mid-term evaluation (MTR) which was 18 months delayed because of the slow project launch which has compromised achievements by the time of project closure.

37. Procurement difficulties, managerial and logistical problems were experienced at central level and in the island offices and project activity zones. These included delays during a freeze in procurement. They were exacerbated by the number of activities and sub-projects across three islands, and a challenging learning curve for staff recruited into such a project with limited experience but on short contracts. Some credit is deserved for the management unit in place at the end of the implementation period for keeping the project administration 'on the road' given such complexity and related difficulties. It is not possible to assess the resource cost of achievement of individual sets of activities. Ideally the M&E component would have provided data relevant to project management decision-making and allow such assessment of efficiency in achievement of particular components.

38. Logistical issues were experienced in the monitoring and evaluation component. These difficulties were alleviated through reinforcement by new staff appointments in each of the islands after MTR. This was as originally envisaged in the project design and facilitated the subsequent production of data for monitoring implementation and for review and evaluation purposes.

## **B. Sustainability of Project Outcomes**

### **B1 Institutional**

*Overall Rating: Moderately Unlikely*

39. Project outputs in respect of Component 1 have not encompassed any change of legislation or policy commitment though they have raised awareness among political decision-makers of the value of biodiversity and importance of sustainable agriculture and coastal management.

40. **Project extension structure:** The project dedicated a whole component to establish a functioning institutional system for the implementation, technical support and M&E of project activities.

This included three URAT (island government) staff and Intermediate Operators (IOs) under a coordinator with individual staff covering a) agronomic, b) socio-economic, and, c) M&E expertise. These URAT staff were required to mentor the field team who lived in the project zones and who interfaced with the communities directly. They did so with the help of a project-paid animator for each original target village. These animators were appointed also by the project and were responsible for liaison and monitoring activities with village groups or associations.

41. The recipient target communities were 54 villages organized into 54 AVD (Village Development Associations) and their AGT (Association de gestions des terroirs, or local land management group). For example on Grande Comore there were originally 16 such AVDs each with IDSs (or SDIs) (Intensive Development Sites, ie village experimental/demonstration sites). Latterly a further 9 satellite villages were brought into the Grande Comore project villages, making 25 villages in two zones (from the total of 54 across the three islands).

42. The technical committees were at first formed by service providers (Operateurs Principaux Intermediaires - OPIs) in each of 5 project zones and latterly replaced by technical assistance persons under a team leader answerable to the URATs on each island. An attempt to foster NGO involvement was not successful. The *equipe de terrain* or field team staff were therefore latterly employed by the project and lived in the project zones, effectively IEM management areas. There were also 12 associations of nursery operators, specifically involved in environmental protection activities or reforestation and supply of planting materials to embocagement (conservation agriculture fencing) actions.

43. **Sustainability of Outreach:** The teams recruited for activity implementation as described above have no sustainability without support from a new project. At the time of the evaluation such staff as the team were able to meet were already no longer employed by the government services. Some URAT staff had found or returned to government employment where they had been seconded into the project. All those recruited by the project directly, being the majority of staff and including the GEF coordinator, are already released or will be released before project closure. To this extent the capacity developed in the project for ongoing support of activities is temporarily if not permanently ended and is not to be sustained by GoC.

44. The sustainability of project outcomes therefore depends on the extent to which the technology transfer or knowhow disseminated in project villages will be adopted. At issue is the continued activity of seed nurseries, continuity of SDI activities under village groups without project support, the maintenance and continued use of reservoirs and the maintenance of existing embocagement as well as spontaneous adoption of further embocagement as a technique in SLM practice. The NGO Dahari with whom the project has developed good working relations may be able to sustain some indirect technical support for such actions.

45. **Community Participation and Natural Resource Protection:** It is unlikely that further tree planting, much less reforestation activities will be undertaken without the support of a project. Indeed the benefits of such activities as well as sustainable agriculture in zones around natural areas are directly and indirectly global. It is noted that without the project regardless of its effectiveness or efficiency the situation would have been worse. A key issue is maintenance and protection from forest fires. It is unlikely that resources for eco-guards can be mobilized so there would be any effective control over forest fires often deliberately started.

46. In general for the ecological services outputs of the programme elements affecting sustainability include: i) capacity of GoC and/or island commissioners to mobilize eco-guards for the surveillance and environmental protection of critical sites. It is unlikely that GoC can support further supervisory actions to community-based institutions, such as AGTs, without a new project. In protected areas there will be opportunities for the UNDP programme to implement effective actions. It is noted however that eco-guards though observed in Moheli around the Marine National Park do not have the equipment and means to control the poaching of turtles. Likewise village associations in

Bambini (Anjouan) are not able to control illegal poaching and collecting of protected species from their waters, despite courageous attempts to do so.

## **B2 Environmental**

*Overall Rating: Moderately Unlikely*

47. Regarding investments under Component 2 the fact that activities arose out of a community-led participatory process is creditable. That they took place both on village lands (whether private/leased or communal land) with active contribution from AVD and/or AGT community members may provide some qualified assurance of sustainability. Beneficiaries have an evident interest in maintaining the interventions and the structures beyond project completion.

48. Undoubtedly individuals benefitting from water supplies made available by the project have a vested interest in their maintenance. When considering the impressive attempts to reverse foreshore and mangrove threats from solid and other waste littering at Bambini village, and to reseed mangroves along neighbouring beaches, achievements or outputs are of note. However, long term success is not secured and to this extent beneficial outcomes will require further catalytic actions and resources. These will include political support and legislative actions to delimit and enforce sustainable use of such coastal areas.

49. The Project has raised awareness and produced studies of value to this end (ie in the design of IEMs and inventory studies of forest biodiversity in the Forêt de la Grille) but did not succeed in the time available in progressing these to an implementation phase. The project component for promoting policy for and then implementation of protected areas was halted. It is of note that even the Moheli National Marine Park though recognized internationally by name has still an uncertain legal status in statutes of the Union of the Comoros Islands.

50. There is a positive indication that some nurseries will function beyond the project closure as they may be able to obtain contracts with other institutions, NGOs and individuals. It is worth noting that no official list of species for reforestation was available in the country, therefore the project has developed a reference sheet for communities for each island in a participatory manner. However, areas with increased vegetation cover are still not secured and remain threatened by bush fires and poorly controlled logging. There is bottom-up pressure on the GoC to create a system of eco-guards for the monitoring and patrolling of replanted sites, fishing grounds and locally designated reserves.

## **B3 Sociopolitical risks**

*Overall Rating: Moderately Unlikely*

51. Comoros is a fragile state with a long history of political and institutional instability. Although Comoros has enjoyed relative stability since the current Union president, Ikililou Dhoinine, came to power in 2011, The Economist Intelligence Unit assesses that the political outlook remains fragile. Inter-island disputes still pose a threat to political stability. Amid high unemployment and frequent shortages of food and basic services, the risk of public unrest can have a negative impact on the sustainability of the project outcomes.

52. Overall, the main constraint to socio-political sustainability of the project is that the Government is not able to exert control over infractions of the IEM plans, which occur in the target areas in the form of fires, illegal sawing and logging, unsustainable and illegal fishing practices. The evaluator's impression is that there is support for the plan, and that stakeholders at the local level are using it and that the lack of enforcement is at the national level.

## **C. Catalytic Role and Replication**

*Overall Rating: Moderately Satisfactory (MS)*



53. There is limited evidence that the project significantly influenced the policy and planning frameworks to support SLM and the IEM approach. However, it has improved understanding among the national and local authority staff of the benefits of adopting an ecosystem approach when planning interventions in the rural landscape. Furthermore, the project was able to demonstrate the benefits of the embocagement and reforestation to reduce erosion of fragile soils and secure the steep watersheds of often seasonal streams which are subjected to severe degradation in the three islands of the archipelago.

54. The project has also produced a series of studies, namely: 1. Etude sur stratégie de communication entre communautés et décideurs; 2. Etude sur les stratégies de sensibilisation, 3. Etude biens et services environnementaux; 4. Etude viabilité financière aires protégées; 5. Etudes écologiques et cartographiques pour la création des aires protégées; 6. Elaboration de plans GIE, 7. Etude élaboration indicateurs écologiques suivi; 8. Etude identification sites impluvium; 9. Etude faisabilité production biogaz; 10. Etude d'élaboration d'une proposition de projet pour la mise en place d'une Aires Marines Gérées Localement autour du village de Bimbini.

55. Some of these will lay the foundation for the creation of new PAs through the execution of a recently (2013) approved GEF project to be implemented by UNDP, i.e. "Development of a National Network of Terrestrial and Marine Protected Areas Representative of the Comoros Unique Natural Heritage and Co-managed with Local Village Communities".

56. The project has delivered good quality teaching and awareness raising materials i.e "Education Environnementale, Aide Pédagogique", and with this instructed more than 300 school teachers. This work has increased project visibility, and its capacity to reach a critical mass of school students.

57. Finally, there is potential for the models and approaches that have been promoted successfully by the project in the target areas to be replicated elsewhere if there is support from a new project or further NGO activity, such as is practised by Dahari on Anjouan. In addition, the process applied by the project for the definition of an IEM plan, and particularly its success in reaching consensus among communities, has good potential for replication in the Comoros if adequate financial resources and outreach can be mobilised internationally.

#### **D. Stakeholders' Participation and Public Awareness**

*Overall Rating: Satisfactory (S)*

58. It is clear that the project has undertaken a substantial amount of work with communities. The participatory mechanism for the development of the IEM plan and identification of sub-projects proved a successful approach for the engagement of the beneficiaries. For instance, large numbers of villages and associations have been mobilized to undertake group activities, including tree planting. Replanting of mangroves at Bimbini in Anjouan is another example, also the waste cleaning operation of the mangrove area in the same location was achieved thanks to the mechanisms in place to engage the local communities, and a result of the collaboration between implementation staff and local authorities, which have been also involved in training/awareness building.

59. One caveat is the problem that villagers are likely to choose income and production enhancement activities over those providing long term ecological services. This was an issue for implementation of the GEF components where additional support to IFAD/PNDHD activities such as embocagement was prioritized, as was introduction of multipurpose non-endemic species in catchment protection or erosion control actions and in complementary planting in reforestation activities.

60. The farmers interviewed in Anjouan seemed satisfied by the increased potential for conservation of soil fertility and soil moisture, reduction of soil erosion and higher crop yields, as a result of the embocagement, distribution of seeds and construction of water reservoirs, as well as crop diversification. Where there were issues of crop diseases the project had the opportunity to share experience with Dahari so that new varieties could be introduced from abroad as appropriate. It should be said that Dahari was more apt in using its network to do so.

61. The FTE observed that in Anjouan, the prunings from the live hedge (usually glyricidia) for fodder was appreciated in and around the SDI demonstrations, an additional source of fodder for the livestock. Animals pegged or otherwise within the fenced plots or parcelles provide the natural source of compost and soil enrichment. The embocagement is also presented as protecting certain exposed banana species from high winds. Live fences need to be maintained and this will be the eventual test of adoption and a sustainable outcome. This is difficult to assess at project closure.

62. Having invested in the communities, the GoC needs to seek to find ways and means to capitalize on this investment and provide the opportunities for communities to continue to organize themselves to participate meaningfully in decision-making on local land and coastal resources and their sustainable use. The Project was not able in itself, as part of its exit strategy, to have achieved legal recognition of village designated ecologically sensitive areas in high value environments so they could have control over their own terrestrial and marine resources.

63. A framework for sustainable development requires formally designating and gazetting local and national protected areas with agreed sustainable resource use and management structures. Traditional rights for sustainable use must be safeguarded and benefits shared equitably between villages. Such approaches would necessarily require active involvement and support from local political and law enforcement officers to deter infractions of agreed management practice such as illegal fishing techniques, logging, burning, and exploitation of threatened marine and terrestrial species.

64. The FTE noted a positive dialogue and interaction between project staff and other relevant projects and actors in the field of sustainable ENRM; it is necessary to mention the effective collaboration with UNDP in Grand Comore for the reforestation around Foret de la Grille, as well as the collaboration with the ONG Dahari in Anjouan, in the Nioumakélé area, to test and demonstrate the principle of agro-ecological farming systems.

65. The involvement of Ministry of Environment staff in the definition of IEM plans have contributed to the delineation of sub-projects that integrate well with the project's objectives. In other case it was noted there was a less-than-ideal involvement of scientific institutions during IEM planning who could have brought more substantial inputs and a broader view. There was in short a patchy interpretation of project principles with regard to biodiversity conservation. For instance, in the Djando area, the secondary forest in the dry crater zone adjacent to the Ramsar site replanting was with fruit trees and exotic species (*Gliricidia*, *sepium*, *Pterocarpus indicus*).

66. The project had an adequate gender focus and was evidently successful in targeting women and women headed-households. The FTE noted a satisfactory participation of women in the implementation of activities undertaken by the village-based environmental and territorial management associations. The figures on the share of women among the overall number of individuals participating to the training sessions on the management and implementation of the sub-projects is significant (39%). The main subjects included techniques for embocagement, reforestation, water management and production of compost.

## **E. Country Ownership and Driveness**

*Overall Rating: Moderately Unsatisfactory (MU)*

67. The global environmental benefits of reducing current trends in land degradation through supporting sustainable land management (SLM) policies and practices and the conservation and sustainable use of biodiversity and ecosystem goods and services are in compliance with the spirit and objectives of the UNCBD (1994), UNFCCC (1994), and UNCCD (1998) by the GoC.

68. The country has limited financial resources and capacity in addressing the significant environmental problems and constraints that the population faces. The project was conceived on the request of the GoC to replicate and consolidate environmental management approaches that were

proven successful in the past, as for instance, the practice of embocagement to restore the soil and protect against erosion. This technique was introduced effectively in the early 80' by UNDP and FAO.

69. The Country has need of international technical and financial support and, is therefore pre-disposed to accept assistance which provides an introduction of investment into rural areas where poverty is so evident.

## F. Achievement of Outputs and Activities

*Overall Rating: Moderately Unsatisfactory (MU)*

70. With the current or actual wording of the development and global environmental objectives it is not easily evident for the FTE to determine whether there has been significant success in meeting expectations. Measuring the degree of achievements of some of the outcome level indicators (e.g. 50% of terrestrial project area benefited by investments leading to reduced levels of land degradation; 50% of marine project supported area brought under sustainable management practices) is too challenging an expectation. In the context they are not practically operational such are the severe and continued pressures on sustainable use.

71. Livelihoods have been secured but achievement of sustainable management practice except over a limited terrestrial area has not been possible and has not been achieved in any marine or coastal environment on the islands.

72. **Component 1. Environmental Policy and Planning.** Progress can be deemed to have been partially satisfactory with regard to improving the national environmental policy and planning awareness. Despite the organization of public events and fora, and the five policy studies (see above), at present no new policies incorporate the principles of SLM, nor is the spatial planning framework adopted or process to explicitly integrate IEM approach assured, far less the creation of a system of viable national parks or conservation areas.

73. The lack of new legislative initiatives and tardiness in establishing the legal basis for national parks, even the Moheli Marine Park, and failure to control unsustainable resource use suggests there are other competing issues of priority, including political difficulties to resolve between islands, lack of resources and/or governance.

74. **Component 2. IEM Plan Implementation.** The project has been clearly successful with regards to sub-component 1.2 Planning, having elaborated five (out of five foreseen) community-led IEM plans. Their implementation can be considered as satisfactory from a numerical point of view as the GEF resources contributed to identify and prioritize 46 sub-projects (out of the 58 implemented by the PNDHD, of which 18 were on Grand Comore, 35 in Anjouan, and 5 in Moheli). The GEF grant helped put to put under SLM some 1,047 ha (against a target of 1660 ha) in 43 villages (out of the 54 targeted by the PNDHD).

75. Main activities under these sub-projects were:

<b>Embocagement</b>	<b>Unit</b>	<b>Quantity</b>
Area treated with embocagement	ha	590
Area with anti-erosion structures	ha	469
Plots in Intensive Development Sites	ha	3,668
Persons involved in activity (31% women)	persons	7,073
Hedge cuttings collected and planted	cuttings	1,389,875
Agro-forestry seedlings planted within plots	cuttings	1,343,795
Nursery workers trained	no persons	177
Farmers/villagers trained (40% women)	no persons	2,827

<b>Reforestation</b>	<b>Unit</b>	<b>Quantity</b>
Area treated (common forest plants)	ha	384



Planted items (common forest plants)	seedlings	379,790
Planted items (protected/indigenous species)	seedlings	65,832
Area reforested (protected/indigenous species)	ha	73.2
Fruit plants grafted stock (sold by nurseries)	plants	835

76. The mission noted that while certain interventions (eg *embocagement*, construction of water reservoirs) are widespread and have met the initial expectations of the project, others (e.g. regeneration of humid and arid forests) seem to have been at least partially overlooked. Overall, there seemed to be a strong emphasis on SLM, and a more limited focus on the restoration of the ecosystems, and their environmental good and services. This was a function of demand from village associations for activities of more immediate financial interest. Indeed, if the *embocagement* has a potential for reducing soil erosion, increasing soil fertility, fodder production, recovery of degraded and abandoned land, it cannot be said to have contributed to the conservation of biodiversity.

77. Some of the Comoros islands protected area candidate sites considered for future designation of PA status may have temporarily benefited from a reduction of the human pressure to encroach on them. This is the case, for example, of Bimbini where two boats were purchased to reduce the pressure on coastal reef, and provide access to under-utilized offshore fish stocks (though one of the boats was unfortunately lost).

78. Nevertheless, the FTE believes the process of promotion and creation of new PAs was prematurely terminated. Initial progress was well underway. After three years of implementation, the project had undertaken: five phyto-ecological baseline studies including characterization of major conservation targets, inventory of potential ecotourism sites, with identification of flora, also the delimitation and zoning of four potential terrestrial and marine protected areas (Karthala Forest on Grand Comore, Bimbini and Chiroroni in Anjouan, Lac Boundouni in Moheli).

79. This work was complemented by the economic, social and regulatory studies of conservation priority areas, three participatory maps illustrating patterns of current land management areas and two rapid faunal studies on four taxonomic groups (mammals, reptiles, birds and butterflies) in the Karthala and Moheli rain forest areas for locating the ecological niches of the conservation targets (flagship species, endangered endemic species, IUCN Red List species), and finally a proposal for development of co-management agreements.

80. In addition, 12 sensitization campaigns were launched, and interim management committees with status and internal rules were designed for specific PAs. In spite of good progress, the three PAs in proximity to PNDHD project sites were not presented for adoption at policy level or implementation stage, though this was a rather ambitious target in the first place given the length of the project.

81. The project did not succeed in developing its intended website for sharing these studies with a wider public. The FTE was disappointed that more of the studies and project documents were not properly edited for posting on a project website which would have allowed easier access for researchers, policy-makers and students. It would have allowed a better capitalisation and recognition of such activities in the project. Related to this the FTE was hampered by a lack of printed and published studies. A stock of documents of value is an essential tool for providing greater visibility for such funded activities.

82. A lack of functional printing equipment compromised easy sharing of information with interested parties. There appeared to be a lack of working maps or charts of activities, which would better present project activity zones and achievements to visiting scientists and decision-makers, also local officials. IEM Plan implementation requires community discussion around village maps, and village people do not use computers as researchers and project staff might do. Politicians and local leaders respond much better to illustrative maps.

83. **Component 3. Increased Institutional Capacity.** An impressive number of workshops, short courses, cross-site visits and training courses were delivered and attended by 2,300 people (additional details in Annex A). Four modules for school curricula were produced in a pedagogical booklet produced by the GEF coordinator. The beneficiaries appear to have appreciated the training, and those the mission encountered appear to have benefited. There has been no monitoring of trainee satisfaction in relation to the training outputs so it is not certain whether the outcomes are as successful as presented. Likewise there is no certainty whether the policy and decision-makers have been inspired to facilitate the replication and up-scaling of practices, though without external resources little can be expected.

#### Environmental education and public awareness events

Environmental Education	Unit	Quantity
Workshops	no	10
Integrated Environmental Management (IEM) – site visits	no	11
Trainers trained in ecosystems and IEM	persons	128
Villagers trained in ecosystems and IEM (13% women)	persons	312
Workshops for policy-makers and politicians on ecosystems and IEM	no	9
Participants at policy dialogue workshops (27%)	persons	258
Teachers trained in ecosystems and IEM (29% women)	persons	304
Leaflets and extension documents written and distributed	items	1,455
Inter-site and inter-island visits to see Intensive Development Sites (36% women)	persons	496
Mangrove and reef protection training (31% women)	persons	209
Awareness workshops on Protected Areas (PAs)	no	12
Awareness training on importance of PAs and protection of natural resources	persons	509
Trained in responsible fishing and sustainable management of marine resources	no persons (fishers)	196

#### G. Preparation and Readiness

*Overall Rating: Moderately Satisfactory (MS)*

84. The project design was ambitious. Though its objectives and components were clear anticipated capacity weaknesses were challenging. Indeed these were a target of the project. The budget allocation was not commensurate with the severity of root causes underlying biodiversity loss and environmental degradation. The biggest criticism of the project design could probably be its failure to recognize the capacity of leadership in government to change the policy and planning frameworks to support the IEM approach, or the realistic potential of government to provide capacity and enforcement to implement plans into the future.

85. Identified as a risk, the Project Document states that: “the greatest risk is the weak institutional environment that characterizes much of the country’s institutions at both the national and sub-national levels. The proposed MSP would address this through: (i) providing significant support through capacity building to both public institutions and NGOs, (ii) working through intermediary service providers, and (iii) channelling most of the resources through community-led activities”.

86. Although measures were adopted by the project to meet such challenges, and partnership arrangements for the implementation of sub-Component 1.2, 2.1 and 3.2 were properly established with active local actors (e.g. Dahari), there are still major constraints to ensure the sustainability. The difficulties of adequate exit strategies are exemplified where local authorities have little capacity to ensure and support a continuity and safeguarding of project interventions, not least sustainable

management of fishing resources and preserving the cleaned and replanted mangroves at Bimbini (Anjouan), or protection the reforested sites at La Grille (Grande Comore).

87. In fact, the attempt to work with small service providers for field extension did not work and direct hire was implemented following MTR. Capacity building has been achieved among individuals, but many such individuals no longer work for government and are now inactive as a result of project termination so public institution capacity building is not achieved and the outcome in this respect is unsatisfactory. Realities suggest that this has been inevitable short of the government having a new source of royalties or revenue.

## **H. Implementation Approach and Adaptive Management**

*Overall Rating: Moderately Satisfactory (MS)*

88. There was a commendable if not always realistic determination that the project could win commitment and engagement of village people to undertake activities seen by the project as in their long term interest. The project philosophy was one of personal contribution to assure common benefits. In a context of forest fires, both accidental and purposely started, future benefits to individuals participating in activities of common benefit could not in the future be said to be assured, not least if hardwoods eg Kaya comorensis was planted on common or government (research station) land, or subject to possible future illegal logging.

89. Certain common group activities at the beginning of the project were reported to be motivated by supply of inputs to participating village group members and supply of food and sustenance. This would represent engagement and commitment but it is also reported that without adequate incentives for involvement to compare with other projects there was reluctance to be involved unless there some direct benefits of activities (advantageous location of an SDI or water reservoir in the case of IFAD activity). At an early stage (2009-2010) the project encountered delays in the implementation of the GEF reforestation sub-projects because the project proposed a price for seedlings that was lower than the price paid by other development actors.

90. It was also noted that there was some resentment towards the project in particular villages, which was explained as inadequate opportunities for paid work and a perception that somehow monies intended for villages was not forthcoming from the project. But some activities in Bimbini for instance did not see all the monies and support promised to be forthcoming. The activity to collect waste from the beach and mangroves though successful was not completed with an adequate solution for disposing of waste. The financing of a vehicle and its maintenance was not sustainable.

91. One significant factor which will have had some influence on the project and on participation was that since the inauguration of the project there has been a hike in the world price of cloves. Where at the beginning of the project there might have been interest in other agricultural activities, the re-dynamisation of the clove business is bringing significant incomes to smallholders and is a relevant context for future activities. There may be a tendency to plant clove trees on hill slopes where there had previously been a tendency to convert areas of cloves near villages to agricultural use. [NB Smallholder perception is that the price of cloves is defined by government not world markets].

92. Although the Project had a participative model it did not always take into account local land tenure aspects in how it rolled out activities. Where in Anjouan the embocagement has seen significant success in particular locations, in Moheli land is under less demographic pressure and larger land holdings are observed. In the dry areas of the Moheli project zone where slopes were not as precipitous as in Anjouan it was not so appreciated. Embocagement met with little success in this context, being implemented on land with little horticultural and subsistence crop potential.

93. The FTE mission observed therefore that such live fencing activity around large plots were ill-conceived and not valued by farmers, eg in Moheli outside the Ramsar crater site at Lake Boundouni, nor in the location did the fencing have any slope protection function. The plan to undertake soil erosion mitigation check structures inside the crater were noted and the agricultural activities of the site IEM were said to be under implementation under an IEM plan, but in the view of the FTE team

there was a lost opportunity to favour indigenous species in soil erosion control or undertake genuine reforestation in the crater to enrich the biodiversity value of the Ramsar site.

94. The Project staff involved in plan design and implementation reported reduced soil erosion in the inner catchment of the crater lake at Dziani-Boundouni, thanks to the vegetative bunds and other soil and water conservation investments. Animals though were not being controlled along the lake verges as was intended in the logic of the embocagement plans of the IEM which overall presented a tradeoff between SLM and designated site protection with biodiversity priorities.

## I. Monitoring & Evaluation

*Overall Rating: Moderately Unsatisfactory (MU)*

95. **M&E Design:** Provisions for project performance monitoring are well covered in the Project Document which include: (i) the consolidation and analysis by the national M&E specialist of reports submitted from the national coordinating unit (PCU), the contractors, and the regional M&E units located in each of the 3 island's ministries responsible for agriculture (URSE); (ii) the development and monitoring of programme activities; (iii) elaboration of periodic reports as required by the loan, GEF and other co-financiers; (iv) organization and supervision of baseline studies and thematic surveys to evaluate impact (v) methodological support to the three regional M&E cells and communities to facilitate data collection.

96. The project document presents a well-structured logical framework and a number of indicators that allow a framework for M&E (e.g. number of ha under sustainable management, three protected areas strengthened/created in proximity to IFAD projects) by indicating specific targets and level of achievements. Each indicator is relevant to the respective objective and outcome, but not necessary easily quantifiable. For instance, when it comes to the main development and global environmental benefits, indicators could not be practically used as an effective management tool (e.g. 10% increase in value of selected environmental goods and services over baseline values attributable to project interventions; increase in economic productivity and human well-being).

97. The key indicators at output level were adequate, although oriented towards quantitative aspects rather than quality of the intervention. For instance, it would have been ideal to couple quantitative data (e.g. number of IEM plans prepared or number of sub-projects implemented) with quality information on the level of adoption of SLM approaches, survival rates for seedlings, number of species planted in given areas, proportion of indigenous species. The project document had foreseen technical environmental monitoring of ecosystems through the selection of additional indicators to ascertain changes in the status of the ecosystems during and subsequent to project interventions. These additional bio-indicators were not identified, though the resource cost of plausible scientific measurement would have been high.

98. **M&E Plan Implementation:** The M&E system provides an overview and some useful detailed information about project advancement. According to the project document, the national M&E specialist had the responsibility of directly supervising the M&E staff at the three island URAT offices, which supervise the execution of the field activities. In practice, each island's respective M&E units in consultation with field teams and representatives from the participating communities (AVD/AGT animators) facilitate data collection at field level. Participants in this process had limited capacity or incentive to undertake checks on the quality of data or verify objectively the actual achievements. As a result aggregation of this data resulted in variable quality reporting at national level.

99. The GEF Coordinator and the URAT staff visited the areas of project activity and interventions to validate progress informally and through visual checks and photographic records. However, the M&E system was not analytical enough to be a sure guide to project progress and performance to inform corrective measures. The implication is that a greater refection on the purposes of data collection and its form to fit such purposes was needed. It is noted that at the outset the project design intended there to be an M&E project staff appointment for each island: this only became a reality after mid-term review.

100. The M&E system has only partially enabled an effective tracking of results and progress in implementation, with quantitative if not qualitative capture of actual project achievements. It enabled a basic tracking of these against quantitative targets, but was weakest on assessing biodiversity value of tree planting in terms of quality, for instance areas of genuine reforestation areas with enrichment and using endemic species, far less tracking global environmental benefits of biodiversity conservation interventions. For instance, the project has delivered most of the expected outputs under sub-Component 2.1, but there is no real evidence of the actual quality and impact of such interventions on attitudes or the quality of the environment.

101. Although there was little quality baseline information at the outset, the project has taken the opportunity to produce studies providing some evidence of the degree of land degradation and of the biodiversity in the targeted areas. The ecological and cartographic studies of selected coastal and terrestrial ecosystems, as well as the feasibility studies for the creation of locally managed PAs in the areas of Kartala, la Grille (Grande Comore), also in Bimbini, Chiroroni and Lac Boundouni (Anjouan) do provide a baseline on the status of the fringing reef, sea grass beds, as well as dry and humid forests. However, such work would be an inadequate baseline to allow scientific determination of net changes on such a baseline which could be attributed to implementation of project activities.

102. The lack of figures on critical indicators such as increased vegetation cover, habitat diversity or reduction in soil erosion do not allow appreciation of adequate fulfillment of project goals and objectives. This shortcoming was partially compensated by the commission of an external study “Capitalisation des Resultants du PNDHD” (August, 2014).

103. Overall, the reporting through semi-annual and annual progress reports, as well as PIR, was adequate in terms of description of the main activities and inputs, the main risks and the progress made to improve previous year risks. Overall the rating reflected the project realities but outputs have been difficult to assess with confidence from monitoring indicators. Judgement on likely outcomes must necessarily be a matter of judgement based on experience.

104. The mission collaborated with PCU to update the GEF-4 Biodiversity Tracking Tool, which is presented in Annex D is completed and attached to the review.

## **J. IFAD Supervision and Backstopping**

*Overall Rating: Moderately Unsatisfactory (MU)*

105. As implementing agency, IFAD is responsible to the GEF Secretariat for the timely and cost-effective delivery of the agreed project outputs. IFAD monitored project progress through semi-annual and annual progress reports, as well as PIR.

106. The quick turnover of IFAD staff was not beneficial and compromised the project rather than acting as a critical and supportive instrument for the local project team. Supervision missions visited the project regularly but the different supervising staff mobilised did not provide consistent direction and timely decision-making for purposes of practical implementation support. This was a function of their technical biases in expertise and relevant experience, which was not in the area of NRM.

107. The IFAD Supervision Mission in June 2013 suggested a suspension of the ongoing effort to promote and establish PAs. The rationale for such recommendation was to focus financial resources on the operations that were performing well and to need to meet the numerous demands for the implementation of the sub-projects. The justification was that such activities would be undertaken by UNDP under a new project currently being launched. However this greatly compromised achievements of the project in the area of biodiversity promotion, where it had made significant if delayed progress. Furthermore the project then abandoned significant and valuable PA implementation studies (in GIS and implementation procedures) being commissioned, which would have been of benefit to UNDP and furthered GEF programme interests. These studies had good direction from the GEF coordinator.

108. The decision reduced the project's contribution toward the biodiversity conservation targets by which the FTE must judge the project's performance.

### K. Complementarity with IFAD Strategies and Policies

*Overall Rating: Satisfactory (S)*

109. The rationale, goal, objectives and outcomes of the GEF grant are well aligned to IFAD's Environment and Nature Resource Management Policy (2012), especially: (i) Core principle 2: Recognition and greater awareness of the economic, social and cultural value of natural assets; Core principle 6: improved governance of natural assets for poor rural people by strengthening land tenure and community-led empowerment.

110. Despite the fact that the project was not specifically designed to address the foreseen impacts of CC in the country, numerous interventions are expected to contribute to reduce the vulnerability of the natural resource base, and the livelihoods of the poor to climate related threats<sup>1</sup>. Specifically, these can be said to include addressing both: (i) reductions in agricultural and fishing production, and (ii) the disappearance of reefs and beaches, which are tackled by the environmental restoration of degraded terrestrial and marine sites, as well as the application of soil and water conservation practices. This approach is relevant to IFAD's Climate Change Strategy (2010), which states the need to "support innovative approaches to helping smallholder producers build their resilience to CC", and to "maximize impact on rural poverty in a changing climate".

111. Socio-economic criteria were used to select the target regions within the islands, while actual project locations were identified on the basis of their: (i) presence and concentration of pockets of poverty, (ii) presence and significance of the environmental problems, (iii) degree to of overlapping with the IFAD project sites, (iv) degree of mobilization and cohesion of the communities, (v) the existence of protected zones (actual or potential), (vi) their importance in contributing to the conservation and protection of biodiversity, and, the (vii) the absence of likely alternative donor assistance to support the proposed site. This is in line with IFAD policy on targeting.

## IV. Conclusions and rating

Table of Overall Detailed Ratings

CRITERION	COMMENTS SUMMARY	RATING (1 to 6)*
A. Attainment of Project Objectives and Results		
A1 Effectiveness <i>Overall likelihood of impact achievement, taking into account "achievement indicators"</i>	A full range of activities (e.g. implementation of integrated environmental management plans, reforestation, SLM practices to arrest land degradation and safeguard biodiversity) in each of the project zones was attempted and achieved results, if modest. The scope of the project was curtailed in the area of establishment of Protected Areas.	<i>Moderately Unsatisfactory</i>
A2 Relevance <i>Are project outcomes consistent with focal areas, operational strategies, and country priorities?</i>	Biodiversity challenges were addressed in the components to promote integrated environmental plans around targeted villages, build awareness and capacity among project stakeholders.	<i>Highly Satisfactory</i>
A3 Efficiency <i>Was it cost effective? Did delays</i>	There were early governance issues and poor lines of communication with head office. Staff quality	<i>Moderately</i>

<sup>1</sup> Comoros is one of the most vulnerable coastal states to the impacts of CC and ocean acidification globally, factors which are likely to further threaten the country's fisheries (Huelsenbeck. 2012 Ocean-Based Food Security Threatened in a High CO<sub>2</sub> World. A Ranking of Nations' Vulnerability to CC and Ocean Acidification. Oceana xx).



CRITERION	COMMENTS SUMMARY	RATING (1 to 6)*
<i>affect cost-effectiveness? Did it build on earlier initiatives and make effective use of available knowledge?</i>	issues arose in respect to field extension, and outreach mechanisms were redesigned at MTR. The costs in mobilisation of teams to promote and implement the IEM approach were high, not least due to management complexity.	<i>Unsatisfactory</i>
<b>B. Sustainability of Project Outcomes</b>		
<b>B1 Institutional</b> <i>Does long-term sustainability depend on institutional framework and governance? Did the project contribute to strengthening these? Are the needed know-how, partnerships and engagements in place?</i>	Long term sustainability cannot be assured. Many of those employed in the project have been released and it is doubtful the government authorities would be able to provide any support to activities initiated, far less new GEF activities outside a new project. Knowhow and initial research for the closing GEF project will be available to the new UNDP project in protected areas establishment.	<i>Moderately Unlikely</i>
<b>B2 Environmental</b> <i>Any environmental risk that can undermine success and sustainability? Is there any planned activity in project area that can threaten outcomes?</i>	Illegal activities, including poaching in marine areas (eg in coastal project locations in Anjouan, also Moheli), illegal and unsustainable logging on Grand Comore (GC) and [deliberate] forest fires particularly on GC can threaten achievements.	<i>Moderately Unlikely</i>
<b>C. Catalytic Role and Replication</b>	There appears to have been a <i>prise de conscience</i> among project staff and beneficiaries due to valuable messages in village experimental areas regarding sustainable agriculture techniques ( <i>embocagement</i> , water conservation, soil stabilization, planting etc)	<i>Moderately Satisfactory</i>
<b>D. Stakeholders' Participation &amp; public Awareness</b>  <i>Assess the mechanisms put in place for identification and engagement of stakeholders and establish whether these were successful, identify their strengths and weaknesses with respect to the achievement of the project.</i>  <i>Assess the degree and effectiveness of collaboration/ interactions between the various project partners and institutions during project.</i>  <i>Assess the degree and effectiveness of any various public awareness activities that were undertaken during project.</i>	Large numbers of villages and associations have been mobilized to undertake group activities, including tree planting. Since payments were limited to equipment and seedling supply there is potential for ownership of achievements. Replanting of mangroves at Bimbini in Anjouan is an example, also a waste clearing operation of the mangrove area in the same location was achieved even if continuity of village institutions created is not assured.  Communications between CPM and executing agency staff and project leaders in-country was hampered by constant staff turnover. Project staff in islands of varying skills/capabilities paralleled or replaced local institutions during the life of the project.  Collaboration between implementation staff and local authorities appears to have been good with latter involved also in training/awareness building. This is particularly the case for the GEF project coordinator.	<i>Satisfactory</i>
<b>E. Country Ownership &amp; Drivenness</b>  <i>Was it relevant to national development and environmental agenda?</i> <i>Did it help improve decisions on</i>	Claims have been made for influence on policy-making but there is limited evidence for this beyond awareness building among decision-makers.  The government does not appear to have the resources in staff and vehicles or required extension capacity or leadership to carry out similar	<i>Moderately Unsatisfactory</i>

CRITERION	COMMENTS SUMMARY	RATING (1 to 6)*
<i>development and promotion of SLM technologies and approaches?</i>	activities to those promoted in the project. SLM will be continued by some partners (NGOs).	
F. Achievement of Outputs and Activities  <i>Was the project successful in producing the programmed outputs (quantity, quality, usefulness and timeliness)? To what extent the outputs produced so far have the weight/credibility, necessary to influence policy and decision-makers?</i>	Programmed outputs had mixed success. The emphasis has been on training and awareness building and selected activities in the area of SLM, with some achievements in global biodiversity management. There is little or no assured IEM implementation as sustainable NRM and conservation might not be continued without input of new financial and technical resources.  Influence on policy-makers is modest, but new programmes in PA management are foreseen.	<i>Moderately Unsatisfactory</i>
G. Preparation and Readiness  <i>Were the objectives and components clear, practicable and feasible? Were the capacities of executing institution and counterparts properly considered when the project was designed? Were lessons from other projects properly incorporated in the project design? Were the partnership arrangements properly identified and the roles and responsibilities negotiated prior to project implementation?</i>	An ambitious project design intended to touch too many elements of island SLM, including crop-livestock integration, field and fodder management (eg <i>embocagement</i> ), experimental horticultural trials, water harvesting, supply and conservation, erosion control and tree and biodiversity enrichment.  A major component in PA management was initiated with background studies but was not progressed to any policy adoption stage, far less an implementation stage. Work was undertaken in potentially affected villages and buffer zones to engage inhabitants in co-management. Such activities appear not to have been sufficiently driven politically.	<i>Moderately Satisfactory</i>
H. Implementation Approach and Adaptive Management  <i>Have the original implementation mechanisms been closely followed? Assess role of NPCO, SLMSC, SLMTC, Zoba-level SLM platforms Effectiveness, efficiency and adaptability of project management Any administrative, operational, or technical problems?</i>	The participative approach (see above at D) was broadly successful.  Adequate staff quality in support of such activities was not mobilised initially, though later in the project a more constructive interface with village associations was achieved. An attempt to promote emergent NGOs as service providers was not as successful as anticipated, though experience sharing with an internationally directed but locally established NGO in Anjouan was constructive.	<i>Moderately Satisfactory</i>
I. Monitoring & Evaluation I.1 M&E Design	Initial design involved M&E staff on each of the islands from project inception, but this was not carried out until MTR.	<i>Moderately Unsatisfactory</i>
I.2 M&E Plan Implementation	The purposes of M&E as a project management tool needed better explanation across project staff. A large amount of data and detailed information about project advancement was collected.	
I.3 Budgeting and Funding for M&E Work	There appears to have been an economising of staff costs in this area at an early stage. Therefore, the M&E system has only partially enabled an effective tracking of results and progress.	



CRITERION	COMMENTS SUMMARY	RATING (1 to 6)*
<p>J. IFAD Supervision and Backstopping</p> <p><i>Were supervision plans and processes adequate?</i> <i>Were outcome properly monitored?</i> <i>Assess the quality of documentation of project supervision activities.</i></p>	<p>An area of weakness in the project because of constant staff change and lack of ownership of GEF component by CPMs.</p> <p>Supervision activities did not give adequate support to the GEF component.</p> <p>The IFAD NSHDP supervision and project management influenced approaches leading to over-expedient use of GEF funds.</p>	<p><i>Moderately Unsatisfactory</i></p>
<p>K. Complementarity with IFAD Strategies and Policies</p> <p><i>Relevance to policies and strategies</i> <i>South-south cooperation</i> <i>Scaling up</i></p>	<p>The main area of complementarity was in fostering of ecological services, which included catchment protection, but not necessarily promoting biodiversity values.</p> <p>Linkage to Madagascar NGOs and research with use of EA training opportunities.</p>	<p><i>Satisfactory</i></p>
<p><b>Overall Rating</b></p>		<p><i>Moderately Unsatisfactory</i></p>

\*Rating:

6 = *Highly Satisfactory*

5 = *Satisfactory*

4 = *Moderately Satisfactory*

3 = *Moderately Unsatisfactory*

2 = *Unsatisfactory*

1 = *Highly Unsatisfactory*

## V. Lessons Learned

112. The project expectations were over ambitious and these were built on an IFAD project that had of itself a large number and different crop and livestock activities in a complex environment covering different ecosystems. In addition, the project design did not consider the logistical complexity to supervise and coordinate interventions across three islands.

113. Lines of communication were affected by constant project staff changes. It is important for the project implementation unit and GEF implementing agency (IFAD head office staff) to foster close professional working relations. In addition, coherent and continuous backstopping from the GEF implementing agency would have ensured a better understanding of the added value of GEF resources in terms of contribution to the achievement of the GEB. The biodiversity conservation outcomes were compromised by the use of grant 's financial resources to enhancing agricultural production, promote SLM and income generating activities. The participative planning approach applied in villages where critical subsistence objectives are a priority, can result in the focus on interventions to increase income rather than pursue biodiversity conservation benefits.

114. The project needed to be quicker and more flexible in responding to issues with regard to incentives, including technical backstopping or provision of essential materials and input. At an early stage (2009-2010) the project encountered delays in the implementation of the reforestation activities because the project proposed a price for seedlings that was lower than the price paid by other development actors. Delays in addressing the issue, affected achievement of results. Therefore, flexibility in project implementation procedure requires responsive and committed management.

115. A timely MTR can be critical to a project capitalising on its successes and achieving project outcomes. Late MTR has less potential to influence achievement of intended outcomes.

## VI. Conclusions

116. This GEF project covered three islands and embarked on a diverse range of activities and locations. This created inherent project management and monitoring difficulties. The project was ambitious in expectations and at MTR there was an attempt to range back components which could not be completed. As a result of a slow start up, with some initial project governance issues, there was a late MTR, delayed by 18 months.

117. The project did however manage to achieve a mobilisation of communities around joint actions such as reforestation, which remained unpaid. These though required provision of raw materials (seedlings) and equipment. Incentives to service providers such as nursery operations proved critical for efficient and effective implementation. Strategic decision-making was hampered by a rapid turnover of staff in post.

118. Funding of GEF activities should have been better focused on actions of clear value to promotion of biodiversity management rather than 'ecological services', which allowed a justification for diversion of funds to SLM activities. IFAD and PCU should probably have sought greater commitment from decision-makers for protected areas (PA) promotion. Synergies between environmental governance, PA management and guardianship, scientific research and ecotourism management are a critical nexus. The project touched on these but could not resolve them to ensure sustainability in implementation.

119. An outcome that delivers positive biodiversity benefits with marine and/or terrestrial land under sustainable management requires functional implementation of locally acceptable plans into the future. These must have the support of communities and an enabling environment provided by local and central government. It is not expected that the project created the conditions for a continuation of activities without external support. For instance, where agreed rules for areas under village

association management (marine and terrestrial) are broken by outsiders, and with impunity, village cohesion and cooperation in sustainable management (SLM) will not endure.

120. For a catalytic and positive sustainable impact or outcome to be claimed for the project requires that there be continually improved management of natural resources in prospect resulting from the project. Because GoC has limited budgetary resources to maintain activities or even the required enabling environment for continued programme activity there is inevitably a question of institutional sustainability regardless of the level of political commitment. Unfortunately small and remote island economies have inherent difficulties in marketing ecotourism and deriving income-generating benefits from biodiversity management.

121. Nevertheless, though the project suffered a number of setbacks during its existence it did mobilise and engage large numbers of people in a great range of activities the implementation of which will have lasting value. The training and awareness building actions were perhaps the most successful part of the programme. The integrated environmental planning may not however produce the lasting benefits intended.



## Annex 1: Physical progress measured against project design targets PNDHD/FEM

Composante 1 : Renforcement des capacités de parties prenantes				
Indicateurs	Objectifs	Réalisations au 30/07/14	Taux de réalisation	Commentaires
<b>1.1. Renforcement du cadre institutionnel et des capacités des acteurs</b>				
# Centres Régionaux de Développement Economique (CRDE) réhabilités et fonctionnels	5	5	100	Les 5 CRDE prévus sont réhabilités et équipés
# Personnes formées par les CRDE	4613	510	11%	L'objectif a été surestimé et d'autant plus que les fonds qui devaient être mobilisés par la FAO pour soutenir les CRDE n'ont pas pu finalement être obtenus, il ajouter à cela l'existence une faiblesse de capacité technique de certains agents d'encadrement des CCA.
# Groupements de producteurs et de pêcheurs satisfaites des services rendus	270	86	32%	Globalement les producteurs ainsi que les pêcheurs sont satisfaits des formations réalisées, toutefois, ils estiment que les appuis en outillages et petits équipements, intrants et les infrastructures mis en place par le programme étaient insuffisant par rapport à leur besoins.
# Exploitants ayant adopté la technique d'embocagement niveau 1	3802	5123	134%	Les formations, les appuis en intrants (semences, petits outillage et équipements agricoles) ainsi que les visites d'échange entre exploitants de sites différents ont enthousiasmées les exploitants à vouloir améliorer leur production à travers cette pratique. Cet engouement explique ce bel résultat avec un grand dépassement des objectifs.
# Exploitants ayant adopté la technique d'embocagement niveau 2	1325	2782	210%	Les formations, les appuis en intrants (semences, engrais, produits phytosanitaires, petits outillage et équipements agricoles) ainsi que les visites d'échange entre exploitants de sites différents, mais surtout l'adoption de la technique vache au piquet ont enthousiasmées les exploitants à vouloir améliorer leur production à travers cette pratique. Cet engouement explique ce bel résultat avec un grand dépassement des objectifs.

Indicateurs	Objectifs	Réalisations au 30/07/14	Taux de réalisation	Commentaires
# Exploitants ayant adopté la technique d'embocagement niveau 3	3448	3165	92%	Le résultat obtenu est très appréciable au regard de l'objectif fixé ce qui traduit l'appropriation de la technique par les producteurs. Les producteurs ont pu acquérir des semences de variétés locales auprès d'autres producteurs, notamment d'Anjouan car l'acquisition des semences de variétés améliorées (provenant de l'extérieur) a été très difficile.
# Exploitants ayant adopté la technique d'embocagement niveau 4	0	0	0	Cette activité nécessite l'utilisation minérale. Il n'y a pas eu d'appui du programme à cet effet. En plus l'activité de mise en relation des OP avec institutions de micro finance qui était prévue n'a été également réalisée. Cela aurait pu faciliter l'achat d'intrants par les producteurs. Ceci explique le résultat nul pour ce objectif
<b>Composante 2 : Réhabilitation De L'environnement Et Gestion Durable Des Terroirs Et Des Écosystèmes Marins</b>				
<b>2.1 Protection de l'environnement et du capital productif</b>				
Embocagement				
Ha de terre embocagés	737	590	80%	En Grande Comores, la décimation du cheptel par les maladies et le manque de semence améliorée n'ont pas permis d'obtenir des résultats plus significatifs
# Parcelles embocagées	4470	3668	82%	En Grande Comores, la décimation du cheptel par les maladies et le manque de semence améliorée n'ont pas permis d'obtenir des résultats plus significatifs
Ha de terre intensifiées au niveau 1	737	590	80%	En Grande Comores, la décimation du cheptel par les maladies et le manque de semence améliorée n'ont pas permis d'obtenir des résultats plus significatifs
Ha de terre intensifiées au niveau 2	110	138,1	126%	Les formations, les appuis en intrants (semences, engrais, produits phytosanitaires, petits outillage et équipements agricoles) ainsi que les visites d'échange entre exploitants de sites différents ont enthousiasmées les exploitants à vouloir améliorer leur production à travers cette pratique. Cet engouement explique ce bel résultat avec un grand dépassement des objectifs.
Ha de terres intensifiées au niveau 3	371	323,8	87%	Les formations, les appuis en intrants (semences, engrais, produits phytosanitaires, petits outillage et équipements agricoles) ainsi que les visites d'échange entre exploitants de sites différents ont enthousiasmées les exploitants à vouloir améliorer leur production à travers cette pratique. Cet engouement explique ce bel résultat avec un

Indicateurs	Objectifs	Réalisations au 30/07/14	Taux de réalisation	Commentaires
				grand dépassement des objectifs.
Ha de terres intensifiées au niveau 4	371	0	0	Cette activité nécessite l'utilisation minérale. Il n'y a pas eu d'appui du programme à cet effet. Ceci explique le résultat nul pour ce objectif
# Plants agro forestiers produits et plantés à l'intérieur des parcelles	1 529 034	1 343 795		A la Grande Comores, pendant la saison 2013-2014, les pépiniéristes n'ont pas produits les plants agro forestiers en raison du prix moins attractif (50 KFM) proposés par le PNDHD
# Ménages ayant amélioré leur sécurité alimentaire grâce à la technique de l'embocagement	7222	4847		Le manque de semences de variété améliorée a influé négativement sur la mise en œuvre correcte des activités et n'a pas permis l'atteinte des objectifs fixés
<b>Reforestation</b>				
Ha reboisés	488	457,7	94	Ok
Ha superficie reboisée en plants forestiers communs	438	384	88	La mission d'appui du FIDA de 2013 avait recommandé d'accompagner les activités uniquement les communautés acceptant le suivi régulier des reboisements (bon gardiennage et suivi et monitoring). En grande quelques villages bénéficiaires étaient réticents à cette proposition, ont bénéficié des reboisements. Il faut ajouter à cela les pertes de plants au niveau pépinières suite à la sécheresse.
Ha Superficie des terres reboisés en espèces protégées	50	73,2	146	Certaines associations de pépiniéristes (surtout à Mohéli) avaient dépassées l'objectif de production (en raison du prix plus incitatif). La mission de supervision de janvier 2013 avait recommandé de planter tous les excédents.
#Plants d'espèces protégées achetés et plantés	51 345	67 442	131	Idem
# Plants d'espèces communes achetés et plantés	436 600	386840	89	La mission d'appui du FIDA de 2013 avait recommandé d'accompagner les activités uniquement les communautés acceptant le suivi régulier des reboisements (bon gardiennage et suivi et monitoring). En grande quelques villages bénéficiaires étaient réticents à cette proposition.
<b>Composante 3: Appui Aux Initiatives Economiques (Fonds De Développement Economique)</b>				
# Mise en place de réglementations qui soutiennent une approche basée sur l'écosystème	1	0	0	L'arrêt du processus de création des aires protégées a freiné la mise en place de réglementations régissant les sites retenus.

Indicateurs	Objectifs	Réalisations au 30/07/14	Taux de réalisation	Commentaires
% Augmentation de l'adoption par les communautés d'une approche écologique dans les régions rurale	100	50	50	5 plans GIE ont été élaborés et validés par les communautés dans les 5 zones du PNDHD pour permettre l'adoption par les communautés d'approche écologique.
Perte de biodiversité est inversée ou du moins ralentie	Nd	Nd		
Institutions nationales, régionales et locales ont la capacité de soutenir une approche basée sur l'écosystème qui intègre les principes de GIE	Nd	Nd		
# Ministères régionaux intègrent les principes et les concepts d'écosystème dans au moins une activité (par région) qui traite des questions de GDT	3	3	100	Il s'agit essentiellement des trois (3) commissariats à l'environnement du pays ont accepté d'intégrer ces principes
# Activités hors projet à l'appui de l'approche GIE (par exemple, les campagnes d'ONG)	6	6	100	A titre d'exemple, l'ONG Dahari est entrain de diffuser auprès des OP plusieurs techniques (irrigation goutte à goutte, embocagement, reboisement, compostage, étables fumiers, DRS).
<b>Composante 4: Appui à la Gestion du Projet</b>				
Médias et de leurs produits d'information	78	74	95	Le résultat obtenu est assez satisfaisant avec la diffusion de 74 émissions radios et TV ont pour offrir une meilleure visibilité aux actions du programme
Activités du FEM entièrement intégrées dans le système PTBA et M & E de programme	44	44	100	OK



## Annex 2: Achievements under Component 2: Protection de l'environnement et du capital productif (PNDHD/GEM)

Indicateur		Objectifs	Réalisations	Taux de réalisation
Plants agro forestiers produits et plantés en les parcelles	nbre	1 529 034	1343795	<b>88</b>
Superficies aménagées * (Ha de parcelles avec clayonnages intérieurs)	ha	544	467,3	<b>86</b>
Exploitants engagés dans l'embocagement dont	nbre	7 150	7065	<b>99</b>
hommes	nbre	3 575	4904	<b>137</b>
femmes	ha	3 575	2177	<b>61</b>
Boutures récoltées et plantées	nbre	1 638 000	1389875	<b>85</b>
Parcelles embocagées dans les SDI	nbre	4 470	3668	<b>82</b>
Superficie embocagées *(Ha des parcelles protégées par l'embocagement)	ha	737	590	<b>80</b>
Sessions de formation organisées	nbre	52	102	<b>196</b>
Exploitants formées *	nbre	3 846	2827	<b>74</b>
hommes	nbre	1 923	1694	<b>88</b>
femmes	nbre	1 923	1133	<b>59</b>
Pépiniériste formés/recyclés	nbre	100	177	<b>177</b>
Superficie reboisée (plants forestiers communs)	ha	438	384	<b>88</b>
Plants forestiers d'espèces communes plantés	nbre	436 600	386840	<b>89</b>
Plants d'espèces protégées plantées	nbre	51 345	67442	<b>131</b>
Superficie des terres reboisées en espèces protégées	ha	50	73,2	<b>146</b>
Plants fruitiers greffés produits et vendus par les pépiniéristes dont :	nbre	10 250	835	<b>8</b>
Agrumes	nbre	5 150	835	<b>16</b>

<b>Gestion Intégrée des écosystèmes (GIE)</b>				
Etudes de politique générale	nbre	11	11	<b>100</b>
Plans de gestion intégrée des écosystèmes (GIE)	nbre	5	5	<b>100</b>
Ateliers de formation environnementale	nbre	18	10	<b>56</b>
Visites de sites de GIE	nbre	11	11	<b>100</b>
Encadreurs formés sur les écosystèmes et la GIE	nbre	250	128	<b>51</b>
Exploitants formés sur les écosystèmes et la GIE dont :	nbre	790	312	<b>39</b>
Hommes	nbre	465	272	<b>58</b>
Femmes	nbre	325	40	<b>12</b>
Ateliers pour le dialogue politique sur la GIE	nbre	10	9	<b>90</b>
Personnes participant aux ateliers de dialogue politique	nbre	400	258	<b>65</b>
Hommes	nbre	221	189	<b>86</b>
Femmes	nbre	179	69	<b>39</b>
Enseignants formés sur les écosystèmes et la GIE dont :	nbre	358	304	<b>85</b>
Hommes	nbre	204	217	<b>106</b>
Femmes		154	87	<b>56</b>
Dépliants et documents de vulgarisation sur les écosystèmes élaborés et distribués	nbre	1 000	1455	<b>146</b>
Personnes participant aux visites inter sites/inter îles	nbre	522	496	<b>95</b>
Hommes	nbre	273	315	<b>115</b>
Femmes	nbre	249	181	<b>73</b>
Personnes formées sur la protection des mangroves et récifs	nbre	210	209	<b>100</b>
hommes	nbre	80	144	<b>180</b>
femmes	nbre	130	65	<b>50</b>
Ateliers de sensibilisation sur la protection des AP	nbre	12	12	<b>100</b>
Personnes sensibilisées sur l'importance des AP et la protection des ressources naturelles	nbre	850	509	<b>60</b>

### Annex 3: Training (workshop, short courses) and awareness raising events on environmental protection (PNDHD/FEM)

Thèmes de formation	Bénéficiaires	Grande Comore	Anjouan	Mohéli	Total
Emboçage et plantation des boutures des espèces fourragères	Agriculteurs membres des SDI	236	36	140	2 193
Techniques de production de plants forestiers, greffage, marcottage, espèces forestières autochtones (formation et recyclages)	Pépiniéristes	24	40	24	148
Importance des écosystèmes et plans de GIE	AVD, AGT, journalistes, maires, préfets, encadreurs des opérateurs	203	164	50	417 (89 femmes)
Atelier sur Gestion Durable des Terres et conservation biodiversité par le biais de GIE	Equipes de terrain, ONG, AGT, et communes	138	127	66	332 (37 femmes)
Gestion des sous projets de développement	AVD et trésoriers, chefs groupement	120	160	20	300 (39 femmes)
Sensibilisation création aires protégées	Communautés riveraines	162	230	117	509
Production de plants fruitiers, fourragers et forestiers	Pépiniéristes	30	31	30	91
Formation sur les techniques de préparation et utilisation du compost	Equipes de terrain et agent des commissariats de l'environnement	80	40	40	160
Formation sur les écosystèmes, GIE et sous projets des fonds de développement économique (FDC)	Agents de terrain (cadres) et animateurs de l'URAT	40	40	24	104
Formation sur les problèmes environnementaux spécifiques et options envisageables	Enseignants pour les écoles	107	84	82	273
Ateliers de dialogue politique organisés	Autorités nationales et régionales	60	101	82	243



## Annex 4: Itinerary of the Final Technical Evaluation Mission

Dates		Activities
Dimanche 17 août	12h55	Arrivée et Installation du Madame Distefano Elisa (FIDA) et Consultant Monsieur Berlin Julian
	19h00	- Briefing et échanges Consultants rapport achèvement, PNDHD, FEM
Lundi 18 août	07h00 – 16h00	<b>-Visite de terrain Zone du Nord Ngazidja</b> <ul style="list-style-type: none"> <li>• Visite SDI Chezani (parcelles embocagées, Pépinière, sous-projets, rencontre avec exploitants)</li> <li>• Visite Ivembeni</li> </ul>
Mardi 19 août	07h00 – 17h00	<b>- Visite de terrain Zone du Sud Ngazidja</b> <ul style="list-style-type: none"> <li>• Visite SDI et des parcelles (DRS, Embocagement, vache au piquet, rencontres exploitants)</li> <li>• Visite Sous-projet eau « Jarre »</li> <li>• Visite CRDE</li> </ul>
Mercredi 20 août	09h00 – 10h00	- Réunion technique avec le Coordinateur du projet FEM
	10h00 – 11h30	- Rencontre Ali Mlazahe Mohamed, Coordinateur National OCB/PNUD
		- Rencontre Equipe FEM avec Monsieur Kader (sécurité PNUD)
		- Rencontre GEF Focal Point
	12h00 – 13h00 14h00 – 15h30 15h30 – 16h00	- Planification mission a Anjouan
Jeudi 21 août	10h00	- Départ Anjouan par bateau
	15h00	- Arrivée et Installation a hôtel
Vendredi 22 août	09h00 - 12h00	- Réunion technique avec l'équipe du projet PNDHD/FEM de Moroni
	14h00 – 15h00	- Rencontre Dahari, ONG locale
	15h00	- <b>Visite de terrain zone Mpagé</b>
Samedi 23 août	08h00 – 09h30	- Rencontre avec ex-équipe de l'URAT Anjouan (Mutsamudu)
	10h00	- <b>Visite de terrain zone Presqu'île Sima</b>
Dimanche 24 août	08h00	- <b>Visite de terrain zone Nyumakele</b>
	15h30	- Départ Moheli par avion et installation a hôtel
Lundi 25 août	08h00	- <b>Visite terrain zone Lac Boudouni, Itsamia</b>
	15h30-17h00	- Rencontre avec Director du Parc Marin de Moheli
Mardi 26 août		- Rapport achèvement
Mercredi 27 août	07h00-08h30	- Rencontre avec ex-équipe de l'URAT Mohéli (Fomboni)
	10h30	- Retour Moroni et installation
	14h00	- Rapport achèvement
Jeudi 28 août	09h00 – 18h00	- Atelier des parties prenantes
Vendredi 29 août		- Rapport achèvement
Samedi 30 août		Day off
Dimanche 31 août	08h30 – 17h00	- Rencontre d'échanges entre le staff du projet sur les résultats de la mission - Rapport achèvement
Lundi 1 <sup>er</sup> septembre	08h30 – 11h00	- Présentation du rapport préliminaire à l'équipe du projet et échanges - Départ Equipe FEM aéroport Moroni - Hahaya
	11h00	

## Annex 5: List of people met (excluding community and association members)

Name	Function	Location
Ali Mohamed Nobataine	Project Coordinator PNDHD	Moroni – Grand Comore
Anlloudine Houmadi	GEF Project Coordinator	Moroni – Grand Comore
Said Youssouf Mohamed	GEF Focal Point	Moroni – Grand Comore
Ali Mlazahahe Mohamed	National Coordinator OCB/UNDP	Moroni – Grand Comore
Soilihi Adabi Ali	Director of the Agricultural Strategy	Moroni – Grand Comore
Mohamed Nadjib Youssouf	National M&E Officer	Moroni – Grand Comore
Saifillahi Sondé	Regional M&E Officer	Moroni – Grand Comore
Hassane Ahmoda Mohamed	Minister of Finance representative	Moroni – Grand Comore
Ahmed Imamore	Extension Agent (animator)	Ivembeni - Grand Comore
Assoumani Abdoulhamid	URAT staff	Ivembeni - Grand Comore
El-Moustafa Ouberol	Director, CRDE	Ivembeni - Grand Comore
Ahomada Yourousha	Agricultural Extension Agent	Chezani - Grand Comore
Saili Adabi Ali	Director CRDE	Chezani - Grand Comore
Ahmed Yousseuf	Extension Agent (animator)	Chezani - Grand Comore
Ibrahim Msahagi	URAT staff	Emboussa - Grand Comore
Said Assoumani	URAT staff	Emboussa - Grand Comore
Azida Abdou	Veterinary (APSA)	Emboussa - Grand Comore
Moussa Mohamed Kniva	Agricultural Extension Agent	Emboussa - Grand Comore
Mmadi Mnemoi	Agricultural Extension Agent	Emboussa - Grand Comore
Said Omar Tihani	Director CRDE	Emboussa - Grand Comore
Hugh Doulton	Dahari Technical Director	Mutsamudu - Anjouan
Ali Attoumani	Regional Coordinator, Anjouan	Mutsamudu - Anjouan
Dhilhari Tuliha	SG, Commissary of Production	Mutsamudu - Anjouan
Sabaichirini Ridjahi	Extension Agent (animator)	Simbini - Anjouan
Zamil Maturafin	Coordinator AGT	Simbini - Anjouan
Daniel Lailina	Regional M&E Officer (URAT)	Foumboni - Moheli
Mohamed Najion	Regional Coordinator (URAT)	Foumboni - Moheli
Abdillahe Ahamadi	Agriculture extension agent	Foumboni - Moheli
Ghamsi Said	Extension agent (animator)	Itsamia – Moheli
Mohamed Tsira	Consultant PNDHD/GEF	Moheli
Anthoumane Riziki	Director of the Moheli Marine Park	Moheli
Members of communities and associations in the three Islands		

## Annex 6: GEF-4 Biodiversity Tracking Tool



### I. Project General Information

1. Project Name: Integrated Ecological Planning and Sustainable Land Management in Coastal Ecosystems in the Comoros
2. Project Type (MSP or FSP): MSP
3. Project ID (GEF): 3363
4. Project ID (IA): To be assigned
5. Implementing Agency: IFAD
6. Country(ies): Comoros

Name of reviewers completing tracking tool and completion dates:

	Name	Title	Agency
<b>Work Program Inclusion</b>	<b>Project team</b>	<b>Coordinator</b>	<b>IFAD</b>
<b>Project Mid-term</b>	<b>Project team</b>	<b>Coordinator</b>	<b>IFAD</b>
<b>Final Evaluation/project completion</b>	<b>FTE Team</b>	<b>Consultant</b>	<b>IFAD</b>

7. Project duration: **Planned** 4 \_\_\_\_\_ years    **Actual** \_\_\_\_ 5 \_\_\_\_ years
8. Lead Project Executing Agency (ies): Ministry of Agriculture, Fisheries and Environment.
9. GEF Strategic Program:
  - Strengthening the policy and regulatory framework for mainstreaming biodiversity (SP 4)
  - Fostering markets for biodiversity goods and services (SP 5)
10. Production sectors and/or ecosystem services directly targeted by project:

10. a. Please identify the main production sectors involved in the project. Please put “**P**” for sectors that are primarily and directly targeted by the project, and “**S**” for those that are secondary or incidentally affected by the project.

Agriculture\_P \_\_\_\_\_  
 Fisheries \_\_S \_\_\_\_\_  
 Forestry \_\_S \_\_\_\_\_  
 Tourism \_\_\_\_\_  
 Mining \_\_\_\_\_  
 Oil \_\_\_\_\_  
 Transportation \_\_\_\_\_  
 Other (please specify) \_\_\_\_\_

## II. Project Landscape/Seascape Coverage

11.a. What is the extent (in hectares) of the landscape or seascape where the project will directly or indirectly contribute to biodiversity conservation or sustainable use of its components?

Targets and Timeframe	Foreseen at project start	Achievement at Mid-term Evaluation of Project	Achievement at Final Evaluation of Project
<b>Project Coverage</b>			
<b>Landscape/seascape<sup>2</sup> area <u>directly</u><sup>3</sup> covered by the project (ha)</b>	1,660 ha	314 ha	<b>1,440 ha</b> (1,052 ha SLM; 384 ha planted forest; 4.5 ha mangrove)
<b>Landscape/seascape area <u>indirectly</u><sup>4</sup> covered by the project (ha)</b>	2,138 ha	440 ha (planning and awareness raising)	<b>440 ha</b>

Explanation for coverage numbers:

Core investment on 1,660 ha of land put under SLM by the end of the project. Secondary impact to be generated in surrounding (coastal) ecosystems cannot be claimed because of failure to advance the protected areas sub-component. Capacity building for village groups and fisherman and development of IEM plans may lead to off-site positive impacts on both land and biodiversity conservation. The area covered directly is 1,052 ha under SLM with a further 384 ha under forest replanting and 4 ha under mangrove planting and re-establishment. The original estimate of landscape/seascape area for secondary impact was 2,138 ha. Indirectly affected area at end of project includes area subject to specific studies for protected area designation though this area cannot be claimed to be significantly impacted yet in respect to biodiversity conservation or SLM practices.

11.b. Are there Protected Areas within the landscape/seascape covered by the project? If so, names these PAs, their IUCN or national PA category, and their extent in hectares.

<sup>2</sup> For projects working in seascapes (large marine ecosystems, fisheries etc.) please provide coverage figures and include explanatory text as necessary if reporting in hectares is not applicable or feasible.

<sup>3</sup> Direct coverage refers to the area that is targeted by the project's site intervention. For example, a project may be mainstreaming biodiversity into floodplain management in a pilot area of 1,000 hectares that is part of a much larger floodplain of 10,000 hectares.

<sup>4</sup> Using the example in footnote 5 above, the same project may, for example, "indirectly" cover or influence the remaining 9,000 hectares of the floodplain through promoting learning exchanges and training at the project site as part of an awareness raising and capacity building strategy for the rest of the floodplain. Please explain the basis for extrapolation of indirect coverage when completing this part of the table.



	<b>Name of Protected Areas</b>	<b>IUCN and/or national category of PA</b>	<b>Extent in hectares of PA</b>
1.	<b>Lake Dziani Boudouni</b>	Ramsar Site	30 ha
2.	<b>Brimini-Ile de la Selle Zone</b>	No. Ungazetted area identified with no legal protection.	-
3.	<b>Forêt La Grille</b>	No.	440 ha (area intended for possible legal designation as PA with application of proposed PA management regulations)
4.	<b>Moheli Marine Park</b>	IUCN recognized but national status ambiguous	404 km <sup>2</sup> eco-valuation study; contingent to activity areas. Principles of participative management established but pre-implementation)

11.c. Within the landscape/seascape covered by the project, is the project implementing payment for environmental service schemes? If so, please complete the table below. NA

### III. Management Practices Applied

12.a. Within the scope and objectives of the project, please identify in the table below the management practices employed by project beneficiaries that integrate biodiversity considerations and the area of coverage of these management practices. Please also note if a certification system is being applied and identify the certification system being used. Note: this could range from farmers applying organic agricultural practices, forest management agencies managing forests per Forest Stewardship Council (FSC) guidelines or other forest certification schemes, artisanal fisherfolk practicing sustainable fisheries management, or industries satisfying other similar agreed international standards, etc.

Explanation of below table: 1. SLM areas in Integrated Environmental Management (IEM) Areas is reported as 1,052 ha. This is constituted of 357.2 ha general reforestation and 73.2 ha of endemic species reforestation n example is provided in the table below. 2. Mangrove re-establishment was observed on approximately 1.5 ha and total area reported was 4-5 ha. 3. IEM Plan implementation satisfies ecological service value for SLM but not biodiversity management criteria in context of Ramsar site. Intensification of sustainable agriculture in crater appears to compromise options for future biodiversity management. 4. Cartography and forest inventory (zoning) studies did not lead to creation of land under functional new management practices.

<b>Specific management practices that integrate BD</b>	<b>Name of certification system being used (insert NA if no certification system is being applied)</b>	<b>Area of coverage foreseen at start of project</b>	<b>Achievement at Mid-term Evaluation of Project</b>	<b>Achievement at Final Evaluation of Project</b>
1. SLM	NA	1,660 ha	314 ha	<b>1436 ha</b> (1052 ha SLM; reforestation on 384 ha)
2. Management Plan and conservation of the mangrove system in <b>Bimbini – Ile de la Selle Zone</b> (Anjouan)	<b>NA</b>	<b>8 ha</b>	<b>0 ha</b>	<b>4.5 ha</b> (estimate for mangrove planted)
3. Environmental baseline and management plan for <b>Lac Dziani Boundouni</b>	<b>NA</b>	<b>30 ha</b>	<b>0 ha</b>	<b>0 ha</b> (SLM plans implemented on 30ha, but bio-diversity value ambivalent)
4. Zoning of the <b>Forêt de la Grille and mainstreaming SLM</b>	<b>NA</b>	<b>440 ha</b>	<b>0 ha</b> Cartography and awareness raising covered Forêt de la Grille	<b>0 ha</b> (PA/biodiversity management not yet applied)

#### IV. Market Transformation

13. For those projects that have identified market transformation as a project objective. NA Only a policy study on how to increase value of selected environmental goods and services carried out.

### V. Policy and Regulatory frameworks

For those projects that have identified addressing policy, legislation, regulations, and their implementation as project objectives, please complete the following series of questions: 14a, 14b, 14c.

14. a. Please complete this table at **CEO endorsement for each sector** that is a primary or a secondary focus of the project. Please answer YES or NO to each statement under the sectors that are a focus of the project.

Sector	Agriculture	Fisheries	Forestry	Tourism	Other (please specify)	Other (please specify)
<b>Statement: Please answer YES or NO for each sector that is a focus of the project.</b>						
Biodiversity considerations are mentioned in sector policy	YES	Yes (partially)	Yes (partially)			
Biodiversity considerations are mentioned in sector policy through specific legislation	YES	No	No			
Regulations are in place to implement the legislation	NO	No	No			
The regulations are under implementation	NO	No	No			
The implementation of regulations is enforced	NO	No	No			
Enforcement of regulations is monitored	NO	No	No			

14. b . Please complete this table at **the project mid-term for each sector** that is a primary or a secondary focus of the project.

Please answer YES or NO to each statement under the sectors that are a focus of the project.

<b>Sector</b>	<b>Agriculture</b>	<b>Fisheries</b>	<b>Forestry</b>	<b>Tourism</b>	<b>Other (please specify)</b>	<b>Other (please specify)</b>
<b>Statement: Please answer YES or NO for each sector that is a focus of the project.</b>						
Biodiversity considerations are mentioned in sector policy	YES	Yes (partially)	Yes (partially)			
Biodiversity considerations are mentioned in sector policy through specific legislation	YES	No	No			
Regulations are in place to implement the legislation	NO	No	No			
The regulations are under implementation	NO	No	No			
The implementation of regulations is enforced	NO	No	No			
Enforcement of regulations is monitored	NO	No	No			

14. c. Please complete this table at **project closure for each sector** that is a primary or a secondary focus of the project.

Please answer YES or NO to each statement under the sectors that are a focus of the project.

<b>Sector</b>	<b>Agriculture</b>	<b>Fisheries</b>	<b>Forestry</b>	<b>Tourism</b>	<b>Other (please specify)</b>	<b>Other (please specify)</b>
<b>Statement: Please answer YES or NO for each sector that is a focus of the project.</b>						
Biodiversity considerations are mentioned in sector policy	YES	Yes (partially)	Yes (partially)			
Biodiversity considerations are mentioned in sector policy through specific legislation	YES	No	No			
Regulations are in place to implement the legislation	NO	No	No			
The regulations are under implementation	NO	No	No			
The implementation of regulations is enforced	NO	No	No			
Enforcement of regulations is monitored	NO	No	No			

All projects please complete this question at the project mid-term evaluation and at the final evaluation, if relevant:

14. d. Within the scope and objectives of the project, has the private sector undertaken voluntary measures to incorporate biodiversity considerations in production? If yes, please provide brief explanation and specifically mention the sectors involved.

An *example* of this could be a mining company minimizing the impacts on biodiversity by using low-impact exploration techniques and by developing plans for restoration of biodiversity after exploration as part of the site management plan.

\_\_\_\_\_NA\_\_\_\_\_

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**Other Impacts**

16. Please briefly summarize other impacts that the project has had on mainstreaming biodiversity that have not been recorded above.

The project is characterized with a significantly slow progress and disbursement rates that are mainly due to administrative constraints and the lack of locally available extension and technical expertise. Despite these constraints the project has achieved some important steps in terms of BD mainstreaming through capacity building efforts, closing the gap in terms of information and knowledge and undertaking BD mainstreaming at the level of the village development associations in target villages through the local IEM planning exercise.

Some other key results in terms of BD mainstreaming include pathfinder studies and preliminary participatory work for PA promotion, which was coupled with awareness raising efforts and a large number of workshops/meetings and information sharing initiatives.

## Annex 7: Disbursement of financial resources as of 31 July 2014

<b>Composantes</b>	<b>Allocation initiale en KMF</b>	<b>Décaissements en KMF</b>	<b>%</b>	<b>Solde en USD</b>
Politique environnementale et planification	83 232 001	100 736 861	121%	47 515,90
Mise en œuvre des plans GIE	157 829 977	151 461 910	96%	17 285,70
Renforcement des capacités, éducation environnementale et sensibilisation	50 077 345	37 674 784	75%	33 666,00
Diffusion de l'information	15 886 606	1 897 700	12%	37 972,10
Budget/ coût de gestion du projet	38 335 071	35 443 798	92%	7 848,19
<b>Total général</b>	<b>345 361 000</b>	<b>327 215 053</b>	<b>95%</b>	<b>49 256,10</b>

## **Annex 8: Extract from the Terms of Reference for the FTR**

### Objective and Scope of the Review

The objectives of the Final Technical Review (FTR) or Terminal Evaluation are:

- a) To examine the extent and magnitude of any project achievements, outputs, and impacts in relation to the overall project goal;
- b) To assess project performance and the implementation of planned project activities and planned outputs against actual results;
- c) To synthesize lessons learned that may help in the design and implementation of future IFAD GEF initiatives in similar socio-economic and environmental context;
- d) To document and demonstrate the applicability and sustainability of SLM practices and IEM approach tested and promoted in the framework of the project;
- e) To evaluate the linkages and complementarity achieved between the GEF components and the parent National Sustainable Human Development Programme (NSHDP) loan project.

3.1 The specific tasks of the FTR are:

- a) To assess the technical and financial achievements of the project since the approval of the Grant Agreement, including attainment and measurement of global environmental benefits;
- b) To assess the accomplishments on each project component against the project objectives, logical framework;
- c) Assess communities' receptivity to the project and to specific interventions, and their level of satisfaction with implementation;
- d) To identify challenges associated with project closure and provide recommendations on the exit strategy.
- e) To identify constraints with regard to ensuring autonomy of the SDI (Sites de développement intensif), and facilitating the transfer of knowledge and good practices to farmers outside the project area;
- f) To pinpoint lessons learnt with regard to the establishment of a network of terrestrial and marine protected areas, the definition of legal certainty for the role of AGT (associations de gestion des terroirs) in locally managed PAs and the enforcement of regulations to inform a newly approved GEF-funded project to be implemented with UNDP-support.
- g) To review the status of grant disbursement and make appropriate recommendations for budget closure.

3.2 The FTR should also assess the following:

- a) Assessment of whether the defined interventions were appropriate in addressing the identified needs of the target communities in addressing poverty reduction and environmental degradation in the project area;
- b) Review of the strategies to target community groups within the area of the project in each of the three Islands, including an evaluation of their effectiveness;
- c) Explore opportunities to sustain project impact beyond its lifetime, given the high demand and potential to incorporation of the project's integrated ecosystem management studies and plans in local level activities and the PAGT (plans de gestion d'aménagement des terroirs);
- d) Review of the exit strategies to ensure sustainability of impact.

### Methods

This Terminal Evaluation will be conducted as an in-depth evaluation using a participatory mixed-methods approach, including field visits to the project site, during which the Environment and Climate Programme Officer of the East and Southern Africa Division (ESA), the Country Programme Manager (CPM), key representatives of the Executing Agencies and other relevant staff are kept informed and

consulted throughout the evaluation. The wrap-up for the FTR should be led by the IFAD CPM with the Ministry of Agriculture, Fisheries and Environment, and technical contributions by the mission.

The consultant will liaise with the IFAD ESA Environment and Climate Programme Officer and the CPM on any logistic and/or methodological issues to properly conduct the review in as independent a way as possible, given the circumstances and resources offered. In addition, the consultant should engage with the GEF Operational Focal Point when feasible and relevant. The draft report will be delivered to the CPM and the IFAD-Regional Climate and Environmental Specialist (RCE), who will then distribute the report to the Director of IFAD Evaluation Office, Director of Environment and Climate Division (ECD) and key country stakeholders and representatives of the Executing Agencies for comments. Any comments or responses to the draft report will be sent to the RCE for collation and the consultant will be advised of any necessary or suggested revisions.

The findings of the evaluation will be based on multiple approaches:

1. A desk review of project documents including, but not limited to:
  - (a) The project documents, outputs, monitoring reports (such as progress and financial reports to IFAD and GEF annual Project Implementation Review reports) and relevant correspondence.
  - (b) Other project-related material produced by the project staff or partners.
2. Interviews with project management and technical support teams, supported by complementary field visits as appropriate
3. Interviews and telephone interviews with intended users of the project outputs and other stakeholders involved, including Governments, especially Parties to the UNCCD and CDB conventions and agencies and organizations involved in developing and delivering the indicators, such as UN agencies and programmes, international organizations, NGOs and research/academic institutions. The Consultant shall determine whether to seek additional information and opinions from representatives of donor agencies and other organisations. As appropriate, these interviews could be combined with field visits to the project sites and electronic surveys.
4. Interviews with the RCE, and Fund Management Officer, and other relevant staff in IFAD dealing with project related activities as necessary. The Consultant shall also gain broader perspectives from discussions with relevant GEF Secretariat staff.

#### Key Evaluation Principles

In attempting to evaluate any outcomes and impacts that the project may have achieved, evaluators should remember that the project's performance should be assessed by considering the difference between the answers to two simple questions "**what happened?**" and "**what would have happened anyway?**". These questions imply that there should be consideration of the baseline conditions and trends in relation to the intended project outcomes and impacts. In addition it implies that there should be plausible evidence to **attribute** such outcomes and impacts **to the actions of the project**.

Sometimes, adequate information on baseline conditions and trends is lacking. In such cases this should be clearly highlighted by the evaluator, along with any simplifying assumptions that were taken to enable the evaluator to make informed judgments about project performance.

#### Project Evaluation Parameters and Ratings

The success of project implementation will be rated on a scale from 'highly unsatisfactory' to 'highly satisfactory'. In particular the evaluation shall **assess and rate** the project with respect to the **eleven categories (A-K)**<sup>5</sup> defined below.

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<sup>5</sup> However, the views and comments expressed by the evaluator need not be restricted to these items.



It should be noted that many of the evaluation parameters are interrelated. For example, the 'achievement of objectives and planned results' is closely linked to the issue of 'sustainability'. Sustainability is understood as the probability of continued long-term project-derived outcomes and impacts and is, in turn, linked to the issues of 'catalytic effects/ replication' and, often, 'country ownership' and 'stakeholder participation'.

The **ratings for the parameters A-K will be presented in the form of a table (see Annex 1)**. Each of the eleven categories should be rated separately with **brief justifications** based on the findings of the main analysis. An overall rating for the project should also be given. The following rating system is to be applied:

6	= Highly Satisfactory
5	= Satisfactory
4	= Moderately Satisfactory
3	= Moderately Unsatisfactory
2	= Unsatisfactory
1	= Highly Unsatisfactory

#### **A. Attainment of Objectives and Planned Results:**

The evaluation should assess the extent to which the project's major relevant objectives were effectively and efficiently achieved or are expected to be achieved and their relevance.

- **Effectiveness:** Evaluate the **overall likelihood of impact achievement**, taking into account the "achievement indicators", the achievement of outcomes and the progress made towards impacts. IFAD's Evaluation Office advocates the use of the **Review of Outcomes to Impacts (ROti)** method (described in Annex 1) to establish this rating.
- **Relevance:** In retrospect, were the project's outcomes consistent with the focal areas/operational program strategies and country priorities? The evaluation should also assess the whether outcomes specified in the project document and or logical framework are actually outcomes and not outputs or inputs. Ascertain the nature and significance of the contribution of the project outcomes to the wider portfolio under GEF 4's Strategic Priority/Goals.
- **Efficiency:** Was the project cost effective? Was the project the least cost option? Was the project implementation delayed and if it was, then did that affect cost-effectiveness? Assess the contribution of cash and in-kind co-financing, and any additional resources leveraged by the project, to the project's achievements. Did the project build on earlier initiatives; did it make effective use of available scientific and/ or technical information? Wherever possible, the evaluator should also compare the cost-time vs. outcomes relationship of the project with that of other similar projects.

#### **B. Sustainability:**

Sustainability is understood as the probability of continued long-term project-derived outcomes and impacts after the GEF project funding ends. The review will identify and assess the key conditions or factors that are likely to contribute or undermine the persistence of benefits after the project ends. Some of these factors might be outcomes of the project, e.g. stronger institutional capacities or better informed decision-making. Other factors will include contextual circumstances or developments that are not outcomes of the project but that are relevant to the sustainability of outcomes. The review should ascertain to what extent follow-up work has been initiated and how project outcomes will be sustained and enhanced over time. **Application of the ROti method** described in Annex 1 will also assist in the evaluation of sustainability.

Four aspects of sustainability should be addressed: institutional frameworks, and environmental (if applicable). The following questions provide guidance on the assessment of these aspects:

- **Institutional framework.** To what extent is the sustenance of the outcomes and onward progress towards impacts dependent on issues relating to institutional frameworks and governance? What is the likelihood that institutional and technical achievements, legal frameworks, policies

and governance structures and processes will allow for, the project outcomes/ benefits to be sustained? While responding to these questions consider if the required systems for accountability and transparency and the required technical know-how are in place, partnerships developed and engagement with the private sector.

- *Environmental.* Are there any environmental risks that can undermine the future flow of project environmental benefits? The MTR should assess whether certain activities in the project area will pose a threat to the sustainability of the project outcomes. For example; construction of dam in a protected area could inundate a sizable area and thereby neutralize the biodiversity-related gains made by the project; or, a newly established pulp mill might jeopardize the viability of nearby protected forest areas by increasing logging pressures; or a vector control intervention may be made less effective by changes in climate and consequent alterations to the incidence and distribution of malarial mosquitoes. Would these risks apply in other contexts where the project may be replicated?

### C. Catalytic Role and Replication

The catalytic role of the GEF is embodied in its approach of supporting the creation of an enabling environment, investing in activities which are innovative and showing how new approaches and market changes can work. GEF aims to support activities that upscale new approaches to a national (or regional) level to sustainably achieve global environmental benefits.

In general this catalytic approach can be separated into three broad categories of GEF activities: (1) “**foundational**” and enabling activities, focusing on policy, regulatory frameworks, and national priority setting and relevant capacity (2)

**demonstration** activities, which focus on demonstration, capacity development, innovation, and market barrier removal; and (3) **investment** activities, full-size projects with high rates of co-funding, catalyzing investments or implementing a new strategic approach at the national level.

In this context the evaluation should assess the catalytic role played by this project by consideration of the following questions:

The three categories approach combines all the elements that have been shown to catalyse results in international cooperation. Evaluations in the bilateral and multilateral aid community have shown time and again that activities at the micro level of skills transfer—piloting new technologies and demonstrating new approaches—will fail if these activities are not supported at the institutional or market level as well. Evaluations have also consistently shown that institutional capacity development or market interventions on a larger scale will fail if governmental laws, regulatory frameworks, and policies are not in place to support and sustain these improvements. And they show that demonstration, innovation and market barrier removal do not work if there is no follow up through investment or scaling up of financial means.

- **INCENTIVES:** To what extent have the project activities provided incentives (socio-economic/ market based) to contribute to catalyzing changes in stakeholder behaviour?
- **INSTITUTIONAL CHANGE:** To what extent have the project activities contributed to changing institutional behaviors?
- **POLICY CHANGE:** To what extent have project activities contributed to policy changes (and implementation of policy)?
- **CATALYTIC FINANCING:** To what extent did the project contribute to sustained follow-on financing from Government and/ or other donors? (This is different from co-financing.)
- **PROJECT CHAMPIONS:** To what extent have changes (listed above) been catalyzed by particular individuals or institutions (without which the project would not have achieved results)?

(Note: the **ROtI analysis** should contribute useful information to address these questions)

Replication approach, in the context of GEF projects, is defined as lessons and experiences coming out of the project that are replicated or scaled up in the design and implementation of other projects. Replication can have two aspects: *replication proper* (lessons and experiences are replicated in different geographic area) or *scaling up* (lessons and experiences are replicated within the same geographic area but funded by other sources).

Is the project suitable for replication? If so, has the project approach been replicated? If no effects are identified, the evaluation will describe the strategy/ approach adopted by the project to promote replication effects.

#### **D. Stakeholder Participation/ Public Awareness:**

This consists of three related and often overlapping processes: (1) information dissemination, (2) consultation, and (3) “stakeholder” participation. Stakeholders are the individuals, groups, institutions, or other bodies that have an interest or stake in the outcome of the GEF- financed project. The term also applies to those potentially adversely affected by a project. Note: the RoTI analysis should assist the evaluator in identifying the key stakeholders in each step of the causal pathway from activities to objectives. The evaluation will specifically:

- Assess the mechanisms put in place by the project for identification and engagement of stakeholders in the country and establish, in consultation with the stakeholders, whether this mechanism was successful, and identify its strengths and weaknesses with respect to the achievement of the intended outcomes and objective of the project.
- Assess the degree and effectiveness of collaboration/ interactions between the various project partners and institutions during the course of implementation of the project.
- Assess the degree and effectiveness of any various public awareness activities that were undertaken during the course of implementation of the project.

#### **E. Country Ownership/Driveness:**

This is the relevance of the project to national development and environmental agendas, recipient country commitment, and regional and international agreements. The evaluation will:

- Assess the level of country ownership and commitment. Specifically, the evaluator should assess whether the project was effective in providing and communicating information improve decisions relating to the development and promotion of innovative SLM technologies and land use planning approaches.

#### **F. Achievement of Outputs and Activities:**

- Delivered outputs: Assessment of the project’s success in producing each of the programmed outputs, both in quantity and quality as well as usefulness and timeliness.
- Assess to what extent the project outputs produced so far have the weight of authority / credibility, necessary to influence policy and decision-makers, particularly at the national or regional levels.

#### **G. Preparation and Readiness:**

Were the project’s objectives and components clear, practicable and feasible within its timeframe? Were the capacities of executing institution and counterparts properly considered when the project was designed? Were lessons from other relevant projects properly incorporated in the project design? Were the partnership arrangements properly identified and the roles and responsibilities negotiated prior to project implementation? Were counterpart resources (funding, staff, and facilities), enabling legislation, and adequate project management arrangements in place?

## **H. Implementation Approach and Adaptive Management:**

This includes an analysis of the project's management framework, adaptation to changing conditions (adaptive management), partnerships in implementation arrangements, changes in project design, and overall project management. The evaluation will:

- Ascertain to what extent the project implementation mechanisms outlined in the project document have been closely followed and whether the project document was clear and realistic to enable effective and efficient implementation.
- Assess the role of the various committees established and the project execution arrangements at all levels: (1) National Project Coordinating Office; (2) National SLM Steering Committee; (3) National SLM Technical Committee; (4) Zoba level SLM Platforms.
- Evaluate the effectiveness, efficiency and adaptability of project management and how well the management was able to adapt to changes during the life of the project.
- Identify administrative, operational and/ or technical problems and constraints that influenced the effective implementation of the project.

## **I. Monitoring and Evaluation:**

The review shall include an assessment of the quality, application and effectiveness of project monitoring and evaluation plans and tools, including an assessment of risk management based on the assumptions and risks identified in the project document. The MTR will assess whether the project is meeting the minimum requirements for 'project design of M&E' and 'the application of the Project M&E plan' (see minimum requirements 1&2 below). GEF projects must budget adequately for execution of the M&E plan, and provide adequate resources during implementation of the M&E plan. Project managers are also expected to use the information generated by the M&E system during project implementation to adapt and improve the project.

### **M&E during project implementation**

**(1) M&E Design.** Projects should have sound M&E plans to monitor results and track progress towards achieving project objectives. An M&E plan should include a baseline (including data, methodology, etc.), SMART indicators and data analysis systems, and evaluation studies at specific times to assess results. The time frame for various M&E activities and standards for outputs should have been specified.

The evaluator should use the following questions to help assess the M&E design aspects:

#### SMART-ness of Indicators

- Are there specific indicators in the logical framework for each of the project objectives and outcomes?
- Are the indicators relevant to the objectives and outcomes?
- Are the indicators for the objectives and outcomes sufficient?
- Are the indicators quantifiable?

#### Adequacy of Baseline Information

- Is there baseline information?
- Has the methodology for the baseline data collection been explained?
- Is desired level of achievement for indicators based on a reasoned estimate of baseline?

#### Arrangements for Monitoring of Implementation

- Has a budget been allocated for M&E activities?
- Have the responsibility centers for M&E activities been clearly defined?
- Has the time frame for M&E activities been specified?

#### Arrangements for Evaluation

- Have specific targets been specified for project outputs?

- Has the desired level of achievement been specified for all Indicators of Objectives and Outcomes?

**(2) M&E Plan Implementation.** A MTR should verify that:

- An M&E system was in place and facilitated timely tracking of results and progress towards projects objectives throughout the project implementation period (perhaps through use of a logical framework or similar);
- Annual project reports and Progress Implementation Review (PIR) reports were complete, accurate and with well justified ratings;
- That the information provided by the M&E system is being used during the project to improve project performance and to adapt to changing needs;
- And that projects had an M&E system in place with proper training for parties responsible for M&E activities.
- Land Degradation Tracking Tool updated during the MTR process

**(3) Budgeting and Funding for M&E Activities.** The MTR should determine whether support for M&E has been budgeted adequately and is being funded in a timely fashion during implementation.

#### **J. IFAD Supervision and Backstopping:**

The purpose of supervision is to work with the Executing Agency in identifying and dealing with problems which arise during implementation of the project itself. Such problems may be related to project management but may also involve technical/ substantive issues in which IFAD has a major contribution to make. The reviewer should assess the effectiveness of supervision provided by IFAD including:

- (i) The adequacy of project supervision plans, inputs and processes;
- (ii) The emphasis given to outcome monitoring (results-based project management);
- (iii) The realism/ candour of project reporting and rating (i.e. are PIR ratings an accurate reflection of the project realities and risks);
- (iv) The quality of documentation of project supervision activities.

In summary, accountability and implementation support through technical assistance and problem solving are the main elements of project supervision (Annex 5).

#### **K. Complementarity with IFAD Strategies and Policies:**

IFAD aims to undertake GEF funded projects that are aligned with its strategy. Whilst it is recognised that IFAD GEF projects designed prior to the production of the IFAD Strategic Framework 2011-2015<sup>6</sup> would not necessarily be aligned with the Expected Accomplishments articulated in those documents, complementarity may exist nevertheless. For this reason, the complementarity of GEF projects with IFAD's Strategic Framework will not be formally rated, however, the evaluation should present a brief narrative to cover the following issues:

Linkage to IFAD's Overarching Goal and Strategic Objectives: The IFAD Strategic Framework specifies desired results in five strategic areas. The desired results are termed Strategic Objectives. Using the completed **ROtI analysis**, the evaluation should comment on whether the project makes a tangible contribution to any of the Strategic Objectives specified in the IFAD's MTS. The magnitude and extent any contributions and the causal linkages should be fully described.

South-South Cooperation is regarded as the exchange of resources, technology, and knowledge between developing countries. Briefly describe any aspects of the project that could be considered as examples of South-South Cooperation.

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<sup>6</sup> [http://www.ifad.org/sf/strategic\\_e.pdf](http://www.ifad.org/sf/strategic_e.pdf)

Scaling Up: An additional brief narrative on the following would be most welcome “Scaling up is regarded as expanding, replicating, adapting and sustaining successful policies, programs or projects in geographic space and over time to reach a greater number of rural poor.”

#### L. Overall Project Achievement

In addition, we recommend including a rating on the *overall project achievements* as an overarching criteria which provides a consolidated overview of project achievements. We refer to the IOE Evaluation Manual on how to determine this rating<sup>7</sup>.

##### Review Report Format and Review Procedures

The report should be brief, to the point and easy to understand. It must explain; the purpose of the review, exactly what was evaluated and the methods used. The report must highlight any methodological limitations, identify key concerns and present evidence-based findings, consequent conclusions, recommendations and lessons. The report should be presented in a way that makes the information accessible and comprehensible and include an executive summary that encapsulates the essence of the information contained in the report to facilitate dissemination and distillation of lessons.

The review will rate the overall implementation success of the project and provide individual ratings of the eleven implementation aspects as described in Chapter 3 of this TOR. ***The ratings will be presented in the format of a table (Annex 1) with brief justifications based on the findings of the main analysis.***

Evidence, findings, conclusions and recommendations should be presented in a complete and balanced manner. Any dissident views in response to review findings will be appended in an annex. The review report shall be written in English, be of no more than 30 pages (excluding annexes), use numbered paragraphs and include:

- i) A **Project Identification Table**: Identify: (1) Project ID, (2) Title, (3) Location, (4) Start and End Date, (5) Mid-Term Evaluation (if applicable), (6) Executing and Implementing Agencies, Partners, (7) and Budget.
- ii) An **Executive Summary** (no more than 3 pages) providing a brief overview of the main conclusions and recommendations of the evaluation;
- iii) **Introduction and Background** giving a brief overview of the evaluated project, for example, the objective and status of activities; The GEF Monitoring and Evaluation Policy (2006), requires that an Evaluation/Review report will provide summary information on when the evaluation took place; places visited; who was involved; the key questions; and, the methodology;
- iv) **Scope, Objective and Methods** presenting the evaluation’s purpose, the evaluation criteria used and questions to be addressed;
- v) **Project Performance and Impact** providing *factual evidence* relevant to the questions asked by the reviewer and interpretations of such evidence. This is the main substantive section of the report. The reviewer should provide a commentary and analysis on all eleven evaluation aspects (A – L above);
- vi) **Conclusions and Rating** of project implementation success giving the reviewer’s concluding assessments and ratings of the project against given evaluation criteria and standards of performance. The conclusions should provide answers to questions about whether the project is considered good or bad, and whether the results are considered positive or negative. The ratings should be provided with a brief narrative comment in a table (see Annex 1);
- vii) **Lessons (to be) Learned** presenting general conclusions from the standpoint of the design and implementation of the project, based on good practices and successes or problems and mistakes.

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<sup>7</sup> page 43, [http://www.ifad.org/evaluation/process\\_methodology/index.htm](http://www.ifad.org/evaluation/process_methodology/index.htm)

Lessons should have the potential for wider application and use. All lessons should ‘stand alone’ and should:

- Briefly describe the context from which they are derived;
- State or imply some prescriptive action;
- Specify the contexts in which they may be applied (if possible, who when and where).

viii) **Recommendations** suggesting *actionable* proposals for improvement of the current project. In order to make the evidence trail transparent we would advise that the main recommendations are cross referenced to the main conclusions and the main conclusions cross-referenced to the relevant sections of the evaluation report.

*Prior to each recommendation*, the issue(s) or problem(s) to be addressed by the recommendation should be clearly stated.

A high **quality recommendation** is an actionable proposal that is:

1. Feasible to implement within the timeframe and resources available;
2. Commensurate with the available capacities of project team and partners;
3. Specific in terms of who would do what and when;
4. Contains results-based language (i.e. a measurable performance target);
5. Includes a trade-off analysis, when its implementation may require utilizing significant resources that would otherwise be used for other project purposes.

**Annexes** may include additional material deemed relevant by the evaluator but must include:

1. The Review Terms of Reference (**TOR**),
2. A **list of interviewees**, and evaluation timeline,
3. A **list of documents** reviewed/ consulted,
4. Details of the project’s ‘impact pathways’ and the ‘**ROtI**’ **analysis**.

MTR reports will also include any formal response/ comments from the project management team and/ or the country focal point regarding the evaluation findings or conclusions as an annex to the report, however, such will be appended to the report by RCE.

Examples of IFAD GEF Mid Term Review Reports are available at <http://www.ifad.org/evaluation>.

### **Review of the Draft Review Report**

Draft reports shall be submitted to the Chief of Evaluation. The Chief of Evaluation will share the report with the corresponding Programme or Project Officer and his or her supervisor for initial review and consultation. The ECD/IFAD staff and senior Executing Agency staff are allowed to comment on the draft review report. They may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions. Where, possible, a consultation is held between the evaluator, Evaluation Office Staff, the Task Manager and key members of the project execution team. The consultation seeks feedback on the proposed recommendations and lessons. IFAD Evaluation Office collates all review comments and provides them to the evaluator(s) for their consideration in preparing the final version of the report.

### Submission of Final Mid Term Review Reports.

The final report shall be submitted in electronic form in MS Word format and should be sent directly to:

John McIntyre  
Associate Vice President, Programme Management Division  
International Fund for Agricultural Development  
Via Paolo di Dono 44  
00142 Rome, Italy  
e.mail: [j.mcintyre@ifad.org](mailto:j.mcintyre@ifad.org)

The AVP/PMD will share with the IFAD IOE, ECD and the CPD.

The final Mid Term Review report will be published on the ECD website <https://xdesk.ifad.org/sites/gef/> and may be printed in hard copy. Subsequently, the report with an updated tracking tool will be sent to the GEF Office of Evaluation for their review, appraisal and inclusion on the GEF website.

### Resources and Schedule of the Evaluation

Table 1: Schedule and deliverables

Activity	Location	Timeline	Deliverable
Desk review	-	Second week of August	Refined approach for FTR
Meeting with Project management and government agencies	Moroni, Comoros	18-20 <sup>th</sup> August	
Field visits	Islands of Anjouan, and Moheli	21-27 <sup>th</sup> August	
Field visits	Islands of Grand Comore	28 <sup>th</sup> August	
Preparation of Report	Moroni	29-30 <sup>th</sup> August	Draft report with main findings
Wrap-up meeting	Moroni	1 <sup>st</sup> September 2014	
Report preparation	-	First week of September Submission: 8 <sup>th</sup>	Draft final Report
Provision of comments from IFAD	-	Second week of September by 15 <sup>th</sup>	
Final report	-	Third week of September Submission: 22 <sup>th</sup>	Final report

In accordance with IFAD/GEF policy, all GEF projects are evaluated/reviewed by independent evaluators contracted as consultants for EOU through ECD/Country Programme Office. The evaluators should have the following qualifications:

The evaluator should not have been associated with the design and implementation of the project. The evaluator should have a Master's degree or higher in Agricultural Sciences/Economics or Natural Resource Management or from a related field and at least 10 years of experience working with international policy concerning the natural environment and capacity building. The reviewer should possess a sound understanding of Agriculture, Rural development, strategic policy development, legislation and have the following minimum qualifications: (i) experience in information management and capacity building for information-related issues; (ii) experience with management and implementation of global projects and in particular with a particular emphasis on use of the internet to access information relevant to decision-making; (iii) experience with project evaluation. Knowledge of IFAD country programmes and GEF activities is desirable. Fluency in oral and written English is a must.



Union of Comoros

Integrated Ecological Planning and Sustainable Land Management in Coastal Ecosystems in the Comoros, in the three islands of Grand Comore, Anjouan, and Moheli

Terminal Evaluation Report – Mission dates: 15 August to 1st September 2014

Annex 8: Disbursement of financial resources as of 31 July 2004 Extract from the Terms of Reference for the FTR

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### Mission Composition and Division of Labour

The mission will comprise of the following team members 1). the Consultant, the 2) IFAD ESA Environment and Climate Programme Officer, 3) financial management expert. The Consultant would work under the technical supervision of the ESA Environment and Climate Programme Officer, with the overall leadership of the IFAD CPM.

The Consultant will be responsible for the production of the TFR report. The Consultant and the Environment and Climate Programme Officer will be responsible for the overall coordination of inputs from the team members, ensuring that all aspects of the evaluation are addressed and for consolidating all information in the final report. The financial management expert shall deliver his/her report to the Environment and Climate Programme Officer for inclusion in the FTE report and discussion before the wrap up meeting.