
Terminal Evaluation Report

UNDP-GEF Project: Mainstreaming biodiversity into the management of the coastal zone in the Republic of Mauritius

GEF Project ID: 5514

UNDP Project ID: 4843

Country: Republic of Mauritius
Region: Africa
Focal Area: Multi-focal Area (Biodiversity and Land Degradation)
GEF Agency: United Nations Development Programme
Executing Agency: Ministry of Blue Economy, Marine Resources, Fisheries and Shipping

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05 January 2023	02	Updated draft
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Opening Page

PROJECT DETAILS:

Project Name:	Mainstreaming biodiversity into the management of the coastal zone in the Republic of Mauritius		
Project ID:	GEF Project ID: 5514	UNDP PIMS ID: 4843	
Country:	Republic of Mauritius		
Region:	Africa		
Focal Area:	Multi-focal Area (Biodiversity and Land Degradation)		
Funding Source:	GEF Trust Fund (GEF-5 replenishment cycle)		
GEF Focal Area Objectives:	BD-1: Improve Sustainability of Protected Area System BD-2: Mainstream Biodiversity Conservation and Sustainable use into Production Landscapes, Seascapes and Sectors LD-3: Reduce Pressures on Natural Resources from Competing Land Uses in the Wider Landscape		
Implementing Agency:	United Nations Development Programme (UNDP)		
Implementation Modality:	Country Office Support to National Implementation Modality		
Executing Agency:	Ministry of Blue Economy, Marine Resources, Fisheries and Shipping		
Responsible Partners:	None		

FINANCIALS (at endorsement):

GEF Project Grant:	USD 4,664,521
Cofinancing Total:	USD 17,139,177
GEF Agency Fees:	USD 443,130

PROJECT TIMELINE:

Received by GEF:	05 August 2013		
Concept Approved:	02 March 2014		
Project Approved for Implementation:	29 March 2016		
Start Date:	22 June 2016		
Project Closing Date (original):	21 June 2021	Project Closing Date (revised):	21 December 2022

TERMINAL EVALUATION DETAILS:

TE Timeframe:	October-December 2022
TE Team	James Lenoci, International Consultant / Team Leader Martine Goder, National Consultant
Reporting Language:	English

The terminal evaluation (TE) team would like to acknowledge the informative feedback and logistical support provided by the project stakeholders, including government officials, project implementation stakeholders, project partners, project beneficiaries, the UNDP CO staff, and project team members.

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Executive Summary

The multi focal area (biodiversity and land degradation) project was implemented under the GEF-5 replenishment cycle through a national implementation modality with the Ministry of Blue Economy, Marine Resources, Fisheries and Shipping as the Executing Agency (Implementing Partner), supported by the UNDP as the GEF Implementing Agency. Basic project information and finances are summarized below in **Table 1**.

Table 1: Project information table

Project title:	Mainstreaming biodiversity into the management of the coastal zone in the Republic of Mauritius		
Project Details:		Project Milestones:	
Project ID:	UNDP PIMS 4843	PIF Approval Date:	02 Mar 2014
GEF Project ID:	5514	CEO Endorsement Date:	29 Mar 2016
UNDP Atlas Business Unit, Award ID, Project ID:	Atlas ID: 90446 Project ID: 96201	ProDoc Signature Date (start date):	22 Jun 2016
Country:	Mauritius	Date Project Manager hired:	Jun 2017
Region:	Africa	Inception Workshop date	Jul 2017
Focal Area:	BD, LD	Midterm Review Completion date:	Sep 2020
GEF Operational Programme or Strategic Priorities/Objectives	GEF-5 (BD-1, BD-2, LD-3)	Terminal Evaluation Completion date:	Dec 2022
		Revised Operational Closure date	21 Dec 2022
Trust Fund:	GEF Trust Fund		
GEF Agencies	United Nations Development Programme		
Implementing Partner (GEF Executing Entity):	Ministry of Blue Economy, Marine Resources, Fisheries and Shipping		
NGOs/CBOs involvement:	Contracted for execution of livelihood and erosion control project activities		
Private sector involvement:	None		
Geospatial coordinates of project sites:	Blue Bay Marine Park: 20°27'S 57°42'E		
Financial Information:			
PPG:	at approval (USD)		at PPG completion (USD)
GEF grant for preparation:	130,000		126,488.99
Co-financing for preparation:	0		0
Project:	at CEO Endorsement (USD)		at TE (USD)*
[1] UNDP contribution:	70,000		326,243
[2] Government:	9,392,208		17,723,149
[3] Other multi-/bi-laterals	0		0
[4] Private Sector:	405,000		0
[5] NGOs:	4,781,969		732,962
[6] Other:	2,490,000		0
[7] Total co-financing [1 + 2 + 3 + 4 + 5 + 6]:	17,139,177		18,782,354
[7] Total GEF funding:	4,664,600		3,690,202
[8] Total project funding [6 + 7]:	21,803,777		22,472,556

*Notes:

Total GEF expenditures reported through 30 Sep 2022

Documentary evidence of materialised co-financing unavailable for review by the TE team.

TERMINAL EVALUATION PURPOSE

The TE has the following complementary purposes:

- To promote accountability and transparency.
- To synthesize lessons that can help to improve the selection, design, and implementation of future UNDP-supported GEF-financed initiatives; and to improve the sustainability of benefits and aid in overall enhancement of UNDP programming.

- To assess and document project results, and the contribution of these results towards achieving GEF strategic objectives aimed at global environmental benefits.
- To gauge the extent of project convergence with other development priorities, including poverty alleviation, strengthening resilience to the impacts of climate change, reducing disaster risk and vulnerability, as well as cross-cutting issues such as gender equality, women's empowerment, and supporting human rights.

METHODOLOGY

The TE was an evidence-based assessment, relying on feedback from individuals who have been involved in the design, implementation, and supervision of the project, review of available documents, and findings of the TE mission. Feedback was gathered through face-to-face interviews, online meeting, phone calls and email exchanges with the various governmental and non-governmental stakeholders. Interviews were also conducted with individuals who benefitted directly from the project through the alternative livelihoods initiatives.

PROJECT DESCRIPTION

The project was designed to address the threats to biodiversity in Coastal Wetlands, Shore and Offshore environmentally sensitive areas (ESAs) within the target landscapes through a three-pronged approach. First, the project supported the incorporation of ESA recommendations into policies and enforceable regulations pertaining to integrated coastal zone management (ICZM). With a special focus on tourism and physical development in the coastal zone, threats to biodiversity and ecosystem functions and resilience would be mitigated. Second, the project proposed to support improved management and expansion of the coverage of marine protected areas (MPAs) across the Republic. Third, the project proposed to take measures to arrest land degradation in sensitive locations, designed to reduce coastal erosion and sedimentation and help restore ecosystem functions in key wetlands areas. As a result of the project, biodiversity within coral reefs, seagrass beds, mangroves, inter-tidal mudflats, sand beaches and dunes, and coastal freshwater marshlands were envisaged to be better protected and managed sustainably, both in Mauritius mainland and in Rodrigues.

SUMMARY OF FINDINGS AND CONCLUSIONS

The project was conceptualised nearly 10 years ago to address increasing development pressures on environmentally sensitive areas (ESAs), particularly those within coastal and marine ecosystems. The issues remain very relevant at project closure, in 2022. The project managed to advance the national discussion on formalising environmentally sensitive areas (ESA's) into the legislative framework to help rationalise economic development and environmental protection priorities. The issue has garnered high-level attention, e.g., during the 27 July 2021 and 10 May 2022 Parliamentary sessions.

The project objective, i.e., mainstreaming biodiversity into some of the key sectors, including development and tourism, is directly aligned with national priorities, including the National Development Strategy and National Environment Policy which provides for the implementation of the National Biodiversity Strategy and Action Plan (NBSAP), as well as with GEF and UNDP programming directions. The project was consistent with Output 3 of the UNDP Country Programme Document (CPD) for Mauritius (2017-2020): "Solutions developed at national and subnational levels for sustainable management of natural resources, ecosystem services, chemicals, and hazardous waste". The project also made contributions towards achievement of Sustainable Development Goals 14 and 15.

A cornerstone to the project's mainstreaming objectives was the country-wide ESA map, something that was first prepared in 2009 and later refined in 2013. These earlier versions of the ESA map, although widely used to support environmental impact assessments of proposed development projects, were not formally adopted, largely because of accuracy shortcomings that precluded use as a tool to support land disputes in courts of law. Substantial project resources were spent on updating the ESA maps for marine and coastal areas including inland wetlands; however, at the time of the terminal evaluation, two months before the operational closure of the project, the map has not been approved by the involved ministries due to certain omissions and inaccuracies, even after multiple revisions. As discussed in the above-referenced parliamentary sessions, the Ministry of Housing and Land Use Planning and other ministries and institutions could not validate the ESA map, due to the degree of accuracy required to include the map into the Outline Planning Schemes, which consist of development management maps indicating where development is likely to be permitted.

Although the coastal and marine ESA map was not finalised by project closure and the project fell short in achieving some of the other intended outcomes, the GEF investment was instrumental in advancing the national dialogue on the importance of protecting environmentally sensitive coastal and marine ecosystems in the country. Considering that the Mauritian economy is heavily reliant on their unique and globally significant landscapes and seascapes, safeguarding

these critical natural resources and biodiversity is paramount for attaining sustainable development objectives. The process of deliberating on the intricacies associated with mainstreaming the coastal and marine ESA map into development planning frameworks brought to light the various concerns of the involved ministries and institutions. Facilitating meaningful discourse on these issues showcases the catalytic nature of GEF funding. Adoption of the coastal and marine ESA map and the integrated management approaches promoted under the project will require time. There have been important incremental steps made in recent years, e.g., protection of coastal ESAs are reflected in the draft new 20-year National Land Use Framework finalised at the Ministry of Housing and Land Use Planning, and the importance of mainstreaming coastal and marine ESAs into national and local land use planning was communicated during the consultation for the Master Plan on the Environment for Mauritius 2020-2030. There was communication and engagement between the involved technical staff of the beneficiary ministries and key decision makers, including through Cabinet sessions, during Parliamentary debates, and as part of the March 2022 relaunch of the project. It would have been useful to have prepared policy briefs alongside the project technical deliverables, to help facilitate discussions with relevant Permanent Secretaries and Ministers and eventual mainstreaming of the project outputs.

The ESA map is a critical annex to the updated Wetland bill, which was drafted under Component 3 of the project. The project intended to support the finalisation of the draft Wetlands bill prepared in 2013 and assist with submission to the government for approval. The updated version of the Wetlands bill and associated regulations have been developed in coordination with the National Parks Conservation Service (NPCS) - the entity declared as the responsible party to be in charge of implementing the Wetlands bill following enactment - and were discussed in stakeholder workshops and circulated among key ministries but not yet to the general public. A resource analysis is being undertaken by a consultancy to assess staffing and other needs associated with implementation of the Wetlands Act and regulations. As outlined in the baseline situation analysis in the Project Document, about 75% of the remaining coastal wetlands are under private ownership. It would have been advisable to engage the private sector, e.g., hotel associations, more closely in the processes of preparing the coastal and marine ESA map and in the drafting the updated Wetlands bill (missed opportunity).

The grievance lodged by a group of NGOs, received by the UNDP Social and Environmental Compliance Unit (SECU) on 23 March 2019, was largely attributable to stakeholder engagement and communications issues. The grievance claimed that continued issuance of development permits while in the process of adopting a legislative framework to better protect ESA's would result in further damage and disruption to important coastal and marine ecosystems. Some stakeholders have been advocating for an ESA bill, something that was recommended when the earlier ESA study was reported in 2009. The Wetlands bill (and eventual act) would be an important step towards protection of the coastal ESA's that are under the greatest pressure for development. The logic of focusing on the Wetlands Bill rather than the ESA bill was not clearly described in the project document and communicated to project stakeholders, including the civil society, during the project preparation phase. There may have been an opportunity to deliberate on both bills under the project. In fact, advancing the ESA bill is addressed in the approved GEF-6 project on sustainable land management (GEF ID 9836).

Another part of the mainstreaming strategy was development of pilot level integrated coastal zone management (ICZM) plans for the Black River District and Rodrigues, building upon the 2010 national ICZM strategy. ICZM is a highly relevant planning approach for an island nation like Mauritius, and district level ICZM plans enables local governments to be more closely involved in rationalising development priorities in their regions using an ecosystem-based, ridge to reef approach. Two ICZM plans with associated annexes and 3 other deliverables (Management and planning tools, Environment Monitoring Plan and Costed Action Plans) were produced for the ICZM of Black River District and Rodrigues. It is unclear, however, if these plans and tools, will be adopted, as further improvements requested by the Ministry of Environment in terms of costed detailed actions, management and planning tools, detailed environmental monitoring plan and key indicators were not made by the time of the TE. Similarly, it is unclear whether the carrying capacity produced for the Ministry of Tourism will be utilised or further developed, as concerns were raised on the need to consider other activities in the lagoon apart from the number and size of vessels.

The project has contributed to improved management effectiveness of the target marine protected areas (MPA's) and wetlands protected areas, primarily through strengthened monitoring and surveillance capacities (purchase of boats, diving equipment) and management planning support. The TE team considers the end-of-project assessments of management effectiveness of the MPA's to be partly unsubstantiated. For example, although management plans have been drafted, the plans have not been approved and only partly implemented. Staff numbers are reported as adequate – which contradicts some of the recommendations that came from the project. The METT assessments also report comprehensive, integrated programmes of surveys and research work – again, this contradicts feedback from TE interviews and recommendations contained in project deliverables. Protection systems are reported as largely or wholly ineffective in controlling access / resource use; based on threats identified in the METT assessments and information

gathered from TE interviews, there are serious issues regarding illegal, unreported and unregulated (IUU) fishing, for instance.

The project experienced a number of operational disruptions, including the unforeseen global COVID-19 pandemic in 2020; the aforementioned process of investigating and responding to the grievance lodged to UNDP Headquarters and the GEF Secretariat; unfortunate illness and associated downtime of the Project Manager and the Head of Environment Unit at the UNDP Country Office; and delays at the beginning of the project resulting from the decision to change the Implementing Partner (Executing Agency) from the Mauritius Oceanography Institute (MOI) to the Ministry of Blue Economy.

EVALUATION RATINGS:

Evaluation ratings are summarized below in **Table 2**.

Table 2: Evaluation ratings

Criteria	Rating	Comments
1. Monitoring and Evaluation (M&E)		
M&E design at entry	Satisfactory	The M&E plan and budget was developed using the standard UNDP template for GEF-financed projects. The M&E budget was USD 172,000, approximately 3.7% of the GEF grant, which is slightly lower than current UNDP-GEF guidance of 5% for projects up to USD 5 million. Some baselines were unclear or not defined, and some of the indicators did not meet SMART criteria.
M&E plan implementation	Moderately satisfactory	<p>The inception workshop, held more than one year after the Project Document was signed, included a review of the project results framework. Some revisions were suggested to the results framework but were not made. A few revisions were made to the project results framework in response to midterm review recommendation to make a review of the indicators and targets.</p> <p>There were limited early warning systems in place, for example on picking up early signals from stakeholders regarding project deliverables. In general, there was limited attention to social and environmental risks. There was an increased focus on social and environmental risks following the SECU investigation and the onset of the COVID-19 pandemic.</p> <p>There were shortcomings in the assessments of GEF tracking tools, including the management effectiveness tracking tool and the financial sustainability scorecard.</p>
Overall quality of M&E	Moderately satisfactory	The overall quality of M&E is rated as moderately satisfactory, as the TE team assigned more weight to implementation of the M&E plan compared to the design.
2. Implementing Agency (IA) Implementation & Executing Agency (EA) Execution		
Quality of UNDP Implementation / Oversight	Moderately satisfactory	<p>The quality of implementation and oversight was somewhat lower than expected and there were shortcomings; a rating of moderately satisfactory has been applied.</p> <p>UNDP provided technical, strategic, and administrative support throughout the entire project life cycle, from the concept stage, project preparation, and during implementation. UNDP representatives participated in each of the project steering committee meetings, reporting was timely and informative, and strategic guidance was consistently provided by the UNDP Country Office (including proactive involvement of the Resident Representative), Regional Technical Advisor and Chief Technical Advisor.</p> <p>UNDP provided back-stopping during the health-related downtime of the Project Manager and Head of Environment Unit and resignation of Project Assistant; however, project continuity was disrupted during these times, particularly in the crucial later stages as the project was regrouping following the SECU investigation and working towards closing out most of the key deliverables.</p> <p>The grievance lodged by the group of NGOs might have been avoided with more proactive oversight of associated risks and project communications. The ramifications of the grievance were significant, not only in terms of loss of time (grievance received by SECU on 23 March 2019, final SECU compliance report was remitted on 30 October 2020, the UNDP Administrator's decision was shared on 03 March 2021, an extension request was made on 30 March 2021 to extend project end date from 21 June 2021 to 21 December 2022, and management response to the Administrator Decision was submitted on 22 June 2021).</p>

Criteria	Rating	Comments
		Furthermore, designed as a national implementation modality (NIM) project, the UNDP support to NIM arrangement complicated the distinction between UNDP's project assurance role with project execution.
Quality of Implementing Partner Execution	Moderately satisfactory	<p>There were shortcomings in the quality of Implementing Partner execution; a rating of moderately satisfactory has been applied.</p> <p>The change in the executing agency (lead Implementing Partner) at start of project resulted in delays. Project coherency and ownership were significantly impacted by having at least five different National Project Directors over the course of the project.</p> <p>The Implementing Partner was largely unprepared for a national implementation modality; the project essentially morphed into a full UNDP-supported NIM.</p> <p>At the time of the TE, the MoUs between the Implementing Partner and key ministries were not signed; this further signifies a shortcoming in the quality of project implementation, i.e., not ensuring that these arrangements were formally agreed to early on in the implementation phase.</p> <p>A project had a substantive focus on Rodrigues (e.g., nearly two-thirds of hectareage of the coastal and marine ESAs are in Rodrigues); however, there was inconsistent and limited involvement of Rodrigues-based stakeholders in the project steering committee meetings. This may partly be a project design issue, with limited resources allocated for ensuring consistent engagement of Rodrigues-based stakeholders. Notwithstanding the extended travel ban during the COVID-19 pandemic and connectivity issues, relatively straightforward adaptive management measures could have been implemented, e.g., ensuring involvement through virtual methods (as feasible), convening at least one of the steering committee meetings in Rodrigues, etc.</p>
Overall quality of Implementation / Execution	Moderately satisfactory	The overall quality of implementation / execution is rated as moderately satisfactory.
3. Assessment of Outcomes		
Relevance	Moderately satisfactory	<p>The project design, i.e., mainstreaming biodiversity into some of the key sectors, including development and tourism, was highly relevant and directly aligned with national priorities, including the National Development Strategy and National Environment Policy which provides for the implementation of the National Biodiversity Strategy and Action Plan (NBSAP), as well as with GEF and UNDP programming directions. The project was consistent with Output 3 of the UNDP Country Programme Document (CPD) for Mauritius (2017-2020): "Solutions developed at national and subnational levels for sustainable management of natural resources, ecosystem services, chemicals, and hazardous waste".</p> <p>A moderately satisfactory rating is applied because there were shortcomings with respect to stakeholder engagement and with regard to the extent to which lessons learned were considered in project design. And it would have been advisable to have more deeply analyse the root causes of why certain items were not advanced in years prior to the project, such as the ESA map, Wetlands bill, BBMP management plan, SEMPA management plan.</p>
Effectiveness	Moderately unsatisfactory	Project effectiveness is rated as moderately unsatisfactory, as outlined below in the discussion on achievement of the intended project outcomes.
Component 1: Mainstreaming of biodiversity into local level physical development planning and tourism management		
<p><i>Outcome 1: Threats to biodiversity and ecosystem function are addressed by ensuring that marine and coastal Environmentally Sensitive Areas (ESAs) are an integral part of planning and implementation mechanisms relating to coastal development and the tourism sector</i></p> <p>Draft coastal and marine ESA map prepared, but no consensus among ministry level stakeholders. Deliverables by consultants were disputed among ministries in terms of accuracy of delimitations of some ESAs, discrepancies and missed inland wetland areas. The map had not yet been approved and circulated to non-governmental stakeholders at the time of the TE. One of the key envisaged results under Outcome 1 was that the updated coastal and marine ESA map would be openly and freely available to all planning agencies, decision makers, stakeholders and to the general public. This was not achieved.</p> <p>Department of Continental Shelf has installed the infrastructure (e.g., server) to host the ESA map on national Ocean Observatory platform. Server also purchased and GIS unit set up in Rodrigues .</p> <p>Carrying capacity of lagoons tool developed for Mauritius and Rodrigues. Unclear if the tool will be utilised or further developed.</p>		Moderately unsatisfactory

Criteria	Rating	Comments
Economic valuations of coastal and marine ecosystems undertaken for Rodrigues and one District (Black River) in Mauritius, two MPAs (SEMPA and Blue Bay) and the northern coastal wetlands but findings need to be communicated to senior government and the community to support mainstreaming. ICZM studies completed, and planning matrices prepared for Black River District and Rodrigues. Output 1.2 intended to facilitate implementation of the ICZM plans for Black River District and Rodrigues; it is unclear whether the ICZM plans will be adopted in these localities.		
Component 2: Strengthening MPA management		
<p><i>Outcome 2: Threats to marine and coastal biodiversity are mitigated and fishery resources protected in at least 20,000 ha of seascapes, through the improved management of MPAs and no-take zones</i></p> <p>A rating of moderately satisfactory has been applied because the level of achieving the intended results under Outcome 2 were lower than expected and there were moderate shortcomings.</p> <p>Improved management of MPAs, primarily through equipment purchases (increased capability to conduct monitoring, surveillance and enhancing demarcation) and management planning.</p> <p>Official approval at senior government level of MPA management plans not advanced during project implementation timeframe.</p> <p>Expansion of MPAs and new MPAs identified and discussed, but not implemented.</p> <p>Assessment of management effectiveness (METT) unsubstantiated; scores are generally too high, in the opinion of the TE team.</p> <p>Assessment of MPA funding gap contradictory with studies and recommendations completed during the project. Financial scorecard not completed – unable to properly assess achievement.</p> <p>Alternative livelihood opportunities to reduced pressure on the marine resources were developed and implemented, but more effectively in Rodrigues.</p>		Moderately satisfactory
Component 3: Erosion control and ecosystem services restoration in sensitive areas		
<p><i>Outcome 3: Erosion control and ecosystem services restoration: erosion and soil loss are reduced in 200 ha of erosion-prone water sheds; and ecosystem services are restored in 100 ha of coastal wetlands</i></p> <p>A rating of moderately unsatisfactory has been applied because the level of achieving the intended results under Outcome 3 were lower than expected and there were significant shortcomings.</p> <p>Wetlands Bill updated and draft regulations prepared with project support; the updated bill and draft regulations were developed in collaboration with the National Park Conservation Service (NPCS), discussed in stakeholder workshops and circulated among key ministries - but have not yet been circulated to the general public.</p> <p>No clear timeline on eventual enactment of the bill, partly because the ESA map is not yet approved. Need to reconcile the issue of ESA/wetland categories – the draft Wetlands bill includes four types/categories of wetlands; the ESA map is not categorised.</p> <p>Management planning and purchase of equipment contributed towards improvement of the management of wetland protected areas.</p> <p>An agroforestry intervention was implemented in Rodrigues, but on a smaller scale than planned in the project document. Plans are underway to continue and increase the intervention areas; however, the intervention was not focused on controlling erosion and reducing sedimentation in the lagoon (the intention of this outcome), but rather on providing the participating households an alternative income opportunity..</p>		Moderately unsatisfactory
Efficiency	Moderately unsatisfactory	<p>There were significant shortcomings in project efficiency; a rating of moderately unsatisfactory has been applied.</p> <p>The change in the Implementing Partner from the Mauritius Oceanography Institute to the Ministry of Blue Economy resulted in a substantial delay in the early phase of implementation. The COVID-19 pandemic caused significant disruptions (albeit, beyond the control of the project), e.g., limited in-country missions by international consultants. Efficiency was further adversely impacted when the project was partially suspended during the time when the grievance lodged by a group of NGOs was being investigated by the UNDP SECU. Project efficiency and continuity were also impacted by the downtime periods when the Project Manager and UNDP CO Head of Environment Unit were on medical leave. And the under-resourced project team was challenged in providing proactive coordination and stakeholder engagement.</p>
Overall project outcome rating	Moderately unsatisfactory	The overall project outcome rating is moderately unsatisfactory.
4. Sustainability		

Criteria	Rating	Comments
Financial sustainability	Moderately unlikely	<p>Enhances sustainability:</p> <ul style="list-style-type: none"> Reported increase in government financing for MPA management. Complementary donor projects under implementation and under development. <p>Diminishes sustainability:</p> <ul style="list-style-type: none"> Eventual enactment of Wetlands Bill will require financial commitment (staffing, enforcement, etc.). Implementation/approval of MPA management plans held up until budget plan are developed and approved. Uncertain feasibility of the investment framework and financing strategy aimed at increasing financing flows to MPA management.
Socio-political sustainability	Moderately unlikely	<p>Enhances sustainability:</p> <ul style="list-style-type: none"> High-level discussions regarding the ESA map and Wetlands bill (e.g., parliamentary sessions). Support for voluntary marine conservation areas (VMCAs) signifies increased involvement and awareness among local communities. <p>Diminishes sustainability:</p> <ul style="list-style-type: none"> Continued development pressure within coastal and marine ecosystems. Uncertain implications of ESA map being made public and enactment of Wetlands bill. Conflicts with fishers at the Balaclava MPA remain unresolved.
Institutional framework and governance sustainability	Moderately unlikely	<p>Enhances sustainability:</p> <ul style="list-style-type: none"> MoU with Reef Conservation (if/when signed) on VMCA will be an important step towards alternative conservation modalities in the country. Department of Continental Shelf: institutional capacity and resources in place to host the platform containing the ESA map. Protection and mainstreaming of coastal ESAs proposed in the draft 20-year national land use framework (Ministry of House and Land Use Planning) and also proposed to be integrated in national and local land use planning processes in the draft 2020-2030 Master Plan on the Environment for Mauritius. <p>Diminishes sustainability:</p> <ul style="list-style-type: none"> No clear timeline on finalisation of ESA map and enactment of Wetlands bill. Eventual enactment of Wetlands bill will require government commitment to institutional reform (e.g., increased staffing). Institutional arrangements not in place for a cross-sectoral, ridge-to-reef type management approach. Uncertain timeline for approval of MPA management plans.
Environmental sustainability	Moderately unlikely	<p>Enhances sustainability:</p> <ul style="list-style-type: none"> Purchased equipment and planning support provided by the project increases capacities to monitor ecosystem health, support patrolling of MPAs and reduce threats. Draft ESA map is an important step towards documenting and safeguarding environmentally sensitive areas and inform on decision making. <p>Diminishes sustainability:</p> <ul style="list-style-type: none"> Continued development and loss of critical coastal ecosystems, including wetlands and mangroves. Potential impacts of climate change.
Overall likelihood of sustainability	Moderately unlikely	The overall likelihood of sustainability is rated as moderately unlikely.

RECOMMENDATIONS:

TE recommendations are presented below in **Table 3**.

Table 3: Recommendations table

No.	Recommendation	Responsible Entities	Timeframe
Future directions towards achievement of strategic objectives::			
1.	Compile a comprehensive information package on the completed ESA mapping activities and prepare a workplan and associated cost estimation for finalising the ESA map. The information package should include raw data; training data sets; descriptions of algorithms used to define the different types of ESAs; ground-truthing reports; shapefiles containing the geospatial coordinates of each ESA polygon; minutes of meetings. The workplan should include a scope of work outlining the required steps and responsibilities to fulfil the required accuracy and completeness of the map; how categories on the ESA map can be reconciled (e.g., the draft Wetlands bill includes four categories/types of wetlands); inclusion of terrestrial ESAs; verification that key biodiversity areas (KBAs) are reflected on the map; cost estimations for completing the planned actions; and identification of possible funding opportunities.	NPCS	By the end of 2023
2.	The Ministry of Finance, Economic Planning and Development, (the focal point for GEF in Mauritius) should set up a committee comprising the concerned Ministries and institutions, to monitor implementation of the project Sustainability Plan.	Ministry of Blue Economy	By the end of 2023
3.	Finalise and sign the MoU between the Ministry and Reef Conservation regarding the VMCA sites; need to define the duration of the MoU.	Ministry of Blue Economy	By the end of 2023
4.	Reassess and complete the end-of-project GEF tracking tools. The METT assessments should be conducted through focus group discussion modality; an end-of-project assessment of the Financial Scorecard should be completed (two indicators under Outcome 2 are derived from this scorecard); it would be advisable to include the Wetland PA's covered by the project (Rivulet Terre Rouge and Pointe D'Esny).	Ministry of Blue Economy (AFRC), SEMPA Board, Marine Dept of the Rodrigues Assembly	By the end of 2023
5.	Produce policy briefs for advocating adoption of project outputs. Advocacy would be substantively facilitated through having policy brief for each project deliverables written and circulated to senior government officials / policy makers to improve understanding and promote adoption of project outputs. Where relevant, economic evaluation information should be included in the policy briefs to highlight the value of services provided marine and coastal environment and why it is important to conserve and restore those areas.	Key ministries	By the end of 2023
6.	Establish a GEF portfolio Executive Committee as an accountability mechanism for post-project activities. Suggest the committee be led by the Ministry of Finance, Economic Planning and Development, as GEF OFP. Such a committee would Facilitate sustainability of project results, strengthen country ownership, and help ensure value-for-money investment of GEF funds.	Ministry of Finance, Economic Planning and Development	By the end of 2023
7.	Set up a general MPA Steering Committee for Mauritius, including relevant stakeholders for increased transparency and strengthened collaboration. Suggest convening bi-annual stakeholder meetings for each MPA, using a participatory approach to improve management effectiveness of MPAs through enhanced collaboration with local communities and the private sector.	Ministry of Blue Economy	By the end of 2023

LESSONS

Good practices and lessons learned on the project are presented below.

Good Practices:

Facilitated inter-ministerial collaboration. The involvement of multiple ministries in the execution of the project was commendable; such cross-sectoral collaboration is a critical aspect of biodiversity mainstreaming and integrated ecosystem management approaches. The draft MoUs among the key ministries was a good practice in principle; however, these were not executed by the end of the project. As described in the Project Document, the roles and responsibilities of the ministries would have been more formalised through execution of the MoUs.

Hosting the ESA map on the Ocean Observatory platform. It was a sensible solution to support the Department of Continental Shelf, Maritime Zones Administration and Exploration with a server for hosting the ESA map on their Ocean Observatory platform. The strong institutional and individual capacities of the Department enhance the sustainability of long-term hosting of the ESA map, once officially approved.

Including Voluntary Marine Conservation Areas (VMCAs) in the project strategy. Although the MoU between the Ministry of Blue Economy and Reef Conservation had not yet been signed at the time of the TE, supporting alternative conservation modalities such as VMCAs was important in demonstrating the value of engaging non-governmental stakeholders, including local communities, in the management and protection of environmentally sensitive areas.

Demonstration of agroforestry and alternative livelihood interventions in Rodrigues. The community agroforestry scheme and the alternative livelihoods interventions in Rodrigues were good demonstrations of approaches involving engagement of local people in restoring degraded landscapes and acquiring skills and means for diversifying local livelihoods that also help reduce pressure on local marine resources. The stepwise modality of the interventions enabled local government, local NGOs and local communities time for lesson-learning and for strategizing how best to upscale.

Lessons Learned:

More emphasis should be placed on integration and adoption of project outputs rather than primarily on technical deliverables. For a mainstreaming project it is important to have a clear strategy for how the proposed project outputs will be adopted and integrated into sector plans, budgetary frameworks, local and/or national strategies, etc. The project CTA produced informative, concise summaries of the key project deliverables. It would have been advisable to include development of policy briefs in the terms of reference for technical deliverables – and also in the project budget.

Communications should also focus on advocacy within the governmental institutions. The project communications plan should include a strategy and timeline for engaging higher level governmental decision-makers, promoting and advocating for the alternative scenarios supported through the GEF funding.

Communications and knowledge management strategy and action plan should be prepared and initiated early in the project implementation timeframe. It would be advisable include a draft version of the communications and knowledge management strategy and action plan in the Project Document and update it at project inception.

Sufficient resources and staffing are needed to implement a cross-sectoral, multiple stakeholder project. It is important to incorporate into the project strategy and budget sufficient resources for stakeholder engagement, communications, safeguards management, etc. For this project, there also should have been resources allocated for ensuring more consistent engagement and collaboration with Rodrigues stakeholders, e.g., for PSC meetings.

National expertise should be better utilised/developed for delivering project outputs. National consultants were engaged, primarily to support international consultancies, and some local NGOs were contracted to execute certain project activities. However, there should have been a more concerted effort to utilise and develop the capacities of national experts, institutions and NGOs for delivering project outputs.

Civil society organisations should be more meaningfully engaged in GEF-financed projects. Biodiversity mainstreaming projects require stakeholder engagement beyond the governmental / public sector. Also, GEF-financed projects provide opportunities to showcase alternative approaches, such as having ministries and agencies outsourcing ecological monitoring and demonstrating collaborative management of protected areas.

Engagement of the private sector is critical in Mauritius for achieving durable mainstreaming objectives. There should have been a clearer strategy for engaging the private sector in the project; such as developers, hotel associations, fishing associations, tourism operators, agricultural associations, etc. This would have increase transparency and potentially contribute to more pragmatic solutions which take into account the views of those stakeholders.

METT assessments should be conducted in a participatory manner. In order to obtain a representative assessment of the how effective a protected area is being managed, it is important to include multiple stakeholders in the METT assessment process, e.g., involving governmental and other public sector officials, NGOs, local governments, local communities, and the private sector. The METT process should be conducted in a focus group discussion modality, for instance, to have a comprehensive assessment and to avoid bias.

Process required for tracking and reporting co-financing. Consistent with the UNDP guidance¹ on completing Project Implementation Reports, project teams should have a process on obtaining evidence letters to support co-financing figures. Project teams should also be instructed to identify and follow-up on co-financing opportunities that are not identified at CEO endorsement but could be mobilised during project implementation.

UNDP should revisit the capacity assessment approaches undertaken to evaluate governmental level executing agencies for national implementation modality projects. It is unclear whether the HACT and PCAT assessments are capturing the capacity constraints among executing agencies for genuine NIM projects. And it is unclear whether the executing agencies are sufficiently informed of the requirements of a NIM project.

Executing agencies should be provided with training on executing national implementation modality projects. A learning-by-doing or a stepwise transitional approach may be an appropriate methodology for capacitating governmental executing agencies on execution of NIM projects.

Sufficient time should be allocated to stakeholders for review of project deliverables and terms of reference. The project produced several lengthy technical deliverables, each having a terms of reference that outlines the requirements and expectations. It is important that stakeholders have sufficient time for review and feedback.

¹ 2022 GEF Project Implementation Report (PIR) Training for UNDP Country Offices and Project Teams. Nature, Climate and Energy (NCE), June 2022.

Abbreviations and Acronyms

AWP	Annual Work Plan
BBMP	Blue Bay Marine Park
BD	Biodiversity
CPD	Country Programme Document
COI	Indian Ocean Commission
CPAP	Country Programme Action Plan
CTA	Chief Technical Advisor
EIA	Environmental Impact Assessment
ESA	Environmentally Sensitive Area
GEF	Global Environment Facility
GHG	Greenhouse gas
ICZM	Integrated Coastal Zone Management
IUU	Illegal, unreported and unregulated (fishing)
KBA	Key Biodiversity Area
LD	Land degradation
M&E	Monitoring and evaluation
METT	Management Effectiveness Tracking Tool
MOI	Mauritius Oceanography Institute
MoU	Memorandum of Understanding
MPA	Marine Protected Area
MTR	Midterm review
MUR	Mauritian rupee
NGO	Non-Governmental Organization
NIM	National Implementation Modality
NPCS	National Parks and Conservation Service
NPD	National Project Director
PA	Protected Area
PIF	Project Identification Form
PIMS	Project Information Management System
PIR	Project Implementation Report
PSC	Project Steering Committee
RRA	Rodrigues Regional Assembly
RTA	Regional Technical Advisor (UNDP)
SDG	Sustainable Development Goal
SECU	Social and Environmental Compliance Unit (UNDP)
SEMPA	South Eastern Marine Protected Area
SESP	Social and environmental screening procedure
SGP	Small Grants Programme (GEF)
SLM	Sustainable land management
TE	Terminal evaluation
TOR	Terms of reference
UNDP	United Nations Development Programme
USD	United States Dollar
VMCA	Voluntary Marine Conservation Area

1 Introduction

This report presents the findings, conclusions and recommendations of the terminal evaluation (TE) of the UNDP-GEF project “Mainstreaming biodiversity into the management of the coastal zone in the Republic of Mauritius. The multi focal area (biodiversity and land degradation) project was implemented under the GEF-5 replenishment cycle through a national implementation modality with the Ministry of Blue Economy, Marine Resources, Fisheries and Shipping as the Executing Agency (Implementing Partner), supported by the UNDP as the GEF Implementing Agency.

1.1 Purpose of Evaluation

The TE has the following complementary purposes:

- ✓ To promote accountability and transparency.
- ✓ To synthesize lessons that can help to improve the selection, design, and implementation of future UNDP-supported GEF-financed initiatives; and to improve the sustainability of benefits and aid in overall enhancement of UNDP programming.
- ✓ To assess and document project results, and the contribution of these results towards achieving GEF strategic objectives aimed at global environmental benefits.
- ✓ To gauge the extent of project convergence with other development priorities, including poverty alleviation, strengthening resilience to the impacts of climate change, reducing disaster risk and vulnerability, as well as cross-cutting issues such as gender equality, women’s empowerment, and supporting human rights.

1.2 Evaluation Scope and Methodology

The overall approach and methodology of the evaluation follows the guidelines outlined in the following guidance documents:

- UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects, 2020
- Guidelines for GEF Agencies in Conducting Terminal Evaluation for Full-sized Projects, Approved by the GEF IEO Director on 11th of April 2017

The TE was an evidence-based assessment, relying on feedback from individuals who have been involved in the design, implementation, and supervision of the project, review of available documents, and findings of the TE mission. Feedback was gathered through face-to-face interviews, online meeting, phone calls and email exchanges with the various governmental and non-governmental stakeholders. Interviews were also conducted with individuals who benefitted directly from the project through the alternative livelihoods initiatives.

The evaluation included following activities:

- ✓ A TE mission was conducted in the main island of Mauritius and Rodrigues over the period of 25 October until 12 November 2022. The itinerary of the TE mission is presented in **Annex 1**.
- ✓ As a data collection and analysis guidance tool, the evaluation matrix included as **Annex 2** was used to guide the evaluation. Evidence gathered during the evaluation was cross-checked among as many sources as practicable, to validate the findings.
- ✓ The TE team interviewed key project stakeholders. A list of interviewed people is included in **Annex 3**.
- ✓ A desk review was made of available reports and other documents, listed in **Annex 4**.
- ✓ A few representative photographs taken during the TE mission are compiled in **Annex 5**.
- ✓ The project results framework was used as an evaluation tool, in assessing attainment of the project objective and outcomes against the indicators and targets (see **Annex 6**).
- ✓ The TE team reviewed information regarding cofinancing realized throughout the duration of the project; the filled in cofinancing table is compiled in **Annex 7**.

1.3 Structure of the TE report

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

- Assessment of Project Design
- Assessment of Project Implementation
- Assessment of Project Results and Impacts

The assessment of project design focuses on how clear and practicable the project's objectives and components were formulated, and whether project outcomes were designed according to SMART criteria:

- **S: Specific:** Outcomes must use "change language", i.e., describing a specific end-of-project condition
- **M: Measurable:** Results, whether quantitative or qualitative, must have measurable indicators, making it possible to assess whether they were achieved or not
- **A: Achievable:** Results must be within the capacity of the partners to achieve
- **R: Relevant:** Results must make contributions to selected priorities of the national development framework
- **T: Time-bound:** Results are never open-ended. There should be an expected date of accomplishment.

The project design assessment covers whether capacities of the implementation partners were sufficiently considered when designing the project, and if partnership arrangements were identified and negotiated prior to project approval. An assessment of how assumptions and risks were considered in the development phase is also included.

The quality of project implementation and execution is evaluated and rated. This assessment considers whether there was adequate focus on results, looks at the level of support provided, quality of risk management, and the candour and realism represented in the annual reports.

In GEF terms, project results include direct project outputs, short- to medium-term outcomes, and longer-term impact, including global environmental benefits, replication efforts, and local effects. Project results were evaluated and rated according to effectiveness, relevance, efficiency, sustainability and progress towards impacts. Effectiveness refers to the extent to which the project objective and outcomes have been achieved or how likely it is to be achieved by project closure. The assessment of relevance looks at the extent to which the activity is suited to local and national development priorities and organizational policies, including changes over time. Relevance also considers the extent to which the project is in line with GEF operational programs and strategic priorities under which the project was funded. Efficiency is a measure of the extent to which results have been delivered with the least costly resources possible; also called cost effectiveness or efficacy. The efficiency assessment also examines compliance with respect to the incremental cost concept, i.e., the GEF funds were allocated for activities not supported under baseline conditions, with the goal of generating global environmental benefits.

Assessment of the sustainability addresses the likelihood that project results will be sustained after GEF funding ceases, with respect to financial resources, institutional frameworks and governance, socioeconomic considerations and environmental factors. Progress towards impact is an assessment of the project theory of change, i.e., how project results will lead to long-term impact, according to the assumptions made and estimated intermediate states.

The assessment of project M&E systems includes an evaluation of the appropriateness of the M&E plan, as well as a review of how the plan was implemented, e.g., compliance with progress and financial reporting requirements, how were adaptive measures taken in line with M&E findings, and management response to the recommendations from the midterm review.

The report concludes with a set of recommendations for reinforcing and following up on initial project benefits and a discussion of good practices and lessons learned which should be considered for development and implementation of other UNDP supported, GEF financed projects.

1.4 Evaluation Ratings

The findings of the evaluation are compared against the targets set forth in the logical results framework and analysed according to developments that occurred over the course of the project. The effectiveness and efficiency of project outcomes are rated according to the 6-point GEF scale, ranging from Highly Satisfactory (no shortcomings) to Highly Unsatisfactory (severe shortcomings). Monitoring & evaluation and execution of the implementing and executing agencies were also rated according to this scale. Relevance is evaluated to be either relevant or not relevant. Sustainability is rated according to the 4-point scale, ranging from Likely (negligible risks to the likelihood of continued benefits after the project ends) to Unlikely (severe risks that project outcomes will not be sustained). More detailed descriptions of the rating scales are compiled in **Annex 8**.

1.5 Ethics

The evaluation was conducted in accordance with the United Nations Evaluation Group (UNEG) Ethical Guidelines for Evaluators, and the TE team members have signed the Evaluation Consultant Code of Conduct Agreement form (see **Annex 9**).

1.6 Audit Trail

The findings, conclusions and recommendations of the TE were presented to the PSC during the 16th meeting convened on 14 December 2022. Upon review of the TE report, the TE team will respond to comments in an audit trail matrix, to be annexed in a separate file to the report, prior to issuing the final version.

1.7 Limitations

The TE was carried out according to the Terms of Reference (**Annex 10**) and UNDP and GEF guidelines for terminal evaluations of GEF-financed projects. The methodology of the TE was adjusted in response to the international travel restrictions associated with the COVID-19 pandemic.

There were no significant limitations associated with language. The TE team consisted of an international consultant/team leader and a national consultant. Moreover, independent interpretation was provided to support the interviews.

Overall, the TE team concludes that the information and feedback obtained sufficiently captured the results achieved by the project and prospects for sustaining results after GEF funding ceases.

2 Project Description

2.1 Project start and duration

Key project dates are listed below:

Preparation Grant Approved:	02 March 2014
Project approved for implementation by GEF Secretariat:	29 March 2016
Project start (project document signed by Government):	22 June 2016
Project inception workshop:	July 2017
Midterm review (report):	September 2020
Terminal evaluation (report):	December 2022
Project completion:	21 December 2022

The project preparation grant was approved on 02 March 2014, and the project was approved for implementation by the GEF Secretariat on 29 March 2016. The Project Document was signed on 22 June 2016, which marked the official start of the project. The first Project Steering Committee meeting was convened in March 2017, the Project Manager was recruited in June 2017, and the project inception workshop was held in June 2017. The midterm review report was issued in September 2020. The original project closing date was 21 June 2021. An 18-month, no-cost time extension was granted, which revised the closing date to 21 December 2022.

2.2 Development context

The Republic of Mauritius is a small island developing state with a total land surface of 2,040 km², encompassing the main island of Mauritius (1,865 km²), and Rodrigues (109 km²), both of which are covered by the project. The other outer islands were not addressed by the project. The coastal zone and inshore waters of the country are of vital importance for socioeconomic development, protecting the island from the natural forces of the ocean, providing income through tourism and fisheries, and as the focus of many leisure and other activities. Intense pressure from sea and land-based activities threatens to prevent the full socioeconomic potential of the country from being realised, and the government's long-term goal of creating a sustainable ocean economy from being achieved.

2.3 Problems that the project sought to address

The project aimed to conserve and sustainably manage coastal and marine biodiversity in the Republic of Mauritius, using the proxy of Environmentally Sensitive Areas (ESAs) identified through a study commissioned by the government of Mauritius in 2008. ESAs are defined as areas that are rich in biodiversity and that provide essential ecosystem services, but that suffer from growing anthropogenic pressures and impact primarily due to a lack of mainstreaming of biodiversity and ecosystem services in development and planning processes. The project addressed primarily six coastal and marine ESA types: seagrass and algal beds, coral reefs, sand beaches and dunes, intertidal mud flats, coastal wetlands, and mangroves. The total area of these ecosystems is just under 41,000 ha, of which about 60% lies in Rodrigues and 40% in Mauritius.

2.4 Immediate and development objectives of the project

The project was designed to support the Government's national development priorities in terms of promoting an ocean economy, by encouraging and helping to establish a sustainable approach to the use of marine and coastal biodiversity and natural resources. As described in the Project Document, the project also aimed to improve gender equality at all levels among marine and coastal stakeholders, empowering women and through this helping to reduce poverty.

Envisaged contributions to the tourism sector (Component 1) included supporting the establishment of a voluntary certification process which will encourage the industry to act responsibly and minimize damage to marine and coastal diversity. This eco-labelling initiative was dropped from the project, as agreed by the Project Steering Committee.

Component 2 focused on improving protection and management of marine and coastal ESAs (specifically the Blue Bay and Balaclava Marine Parks, the South Eastern Marine Protected Area (SEMPA) in Rodrigues, fishing reserves off the main island of Mauritius and fishing reserves in Rodrigues, which were expected to provide healthier habitat for commercially valuable species and ultimately lead to more productive fisheries and enhanced livelihoods for coastal communities and those involved in the fishing industry. The activities to encourage the effective enforcement of no-

take areas and marine reserves, to demonstrate their benefits and promote compliance, were in particular envisaged to help improve the health of the fisheries sector.

The demonstration project to reduce soil erosion and sedimentation in the lagoon designed under Component 3 was envisaged to lead to more sustainable agriculture in Rodrigues, and potentially also Mauritius, as the techniques to be trialled could be subsequently replicated.

2.5 Expected results

Expected project results are summarised below.

- Critically sensitive areas containing marine and coastal ESAs are designated as set asides and protected from physical development that could degrade their values and the ecosystem services they provide.
- Local government level ICZM plans are developed and effectively implemented, addressing threats to biodiversity and ecosystem integrity across the lagoons and watersheds of Mauritius and Rodrigues.
- The tourism sector is actively engaged in biodiversity and ecosystem management, deriving direct benefits from it that outweigh costs.
- Biodiversity and the maintenance of ecosystem services are incorporated into all relevant operational permitting/licensing systems, including EIA, effectively changing management practices within the land-use planning, tourism and other physical development sectors.
- At least 20,000 ha of marine and coastal habitat throughout the Republic of Mauritius benefit from protection as MPAs of varying designations with improved management and a framework for investments that involves both the tourism sector and communities through sustainable livelihoods.
- Sustainable land management (SLM) techniques and practices are demonstrated and implemented that reduce land-based threats to ecosystem integrity in lagoon areas and are replicated, with a particular focus on Rodrigues.
- Critical wetlands located in urban and tourist areas are valued and sustainably managed with the involvement of the surrounding communities for the many ecosystem services that they provide and the benefits that these provide.

2.6 Management arrangements

At endorsement, the Mauritius Oceanography Institute (MOI) was the government institution responsible for the implementation of the project as the Implementing Partner. UNDP was the Implementing Agency. The project was designed to be nationally implemented in line with the Standard Basic Assistance Agreement (SBAA, 1974) between the UNDP and the Government of Mauritius. The Implementing Partner was changed to the Ministry of Blue Economy, Marine Resources, Fisheries and Shipping (hereinafter referred to as "Ministry of Blue Economy") during the project inception phase.

The Implementing Partner was responsible for the project execution and the timely and verifiable attainment of project objectives and outcomes. The highest authority of the Implementing Partner was the National Project Director (NPD). The NPD chaired the Project Steering Committee (PSC) and was responsible for providing government oversight and guidance to the project execution. The NPD involvement was funded through the Government in-kind co-financing contribution to the project. The NPD and the project team was technically supported by the international Chief Technical Adviser (CTA), recruited using standard UNDP-CO recruitment procedures.

The Project Steering Committee (PSC) was convened by the Implementing Partner to provide expert and technical guidance to implementation of the project. The PSC, which was chaired by the NPD, served as the project's coordination and decision-making body, to review project progress, approve project work plans and approve major project deliverables. The PSC was responsible for ensuring that the project remains on course to deliver products of the required quality so as to meet the outcomes defined in the project document.

The day-to-day administration of the project was carried out by the Project Management Unit (PMU), composed of the Project Manager and Project Assistant, who were located within the Implementing Partner offices. The project staff were recruited using standard UNDP recruitment procedures. The Project Manager, with the support of the Project Assistant, managed the execution of all project activities, including: (i) preparation/updates of project work and budget plans, record keeping, accounting and reporting; (ii) drafting of terms of reference, technical specifications and other documents as necessary; (iii) identification, proposal of project consultants approved by the PSC, coordination and supervision of consultants and suppliers; (iv) organization of duty travel, seminars, public outreach activities and other project events; and (v) maintaining working contacts with project partners at the central and local levels. The Project

Manager was also tasked to liaise and work closely with all partner institutions to link the project with complementary national programs and initiatives.

The organisation structure of the project as outlined in the Project Document is illustrated below.

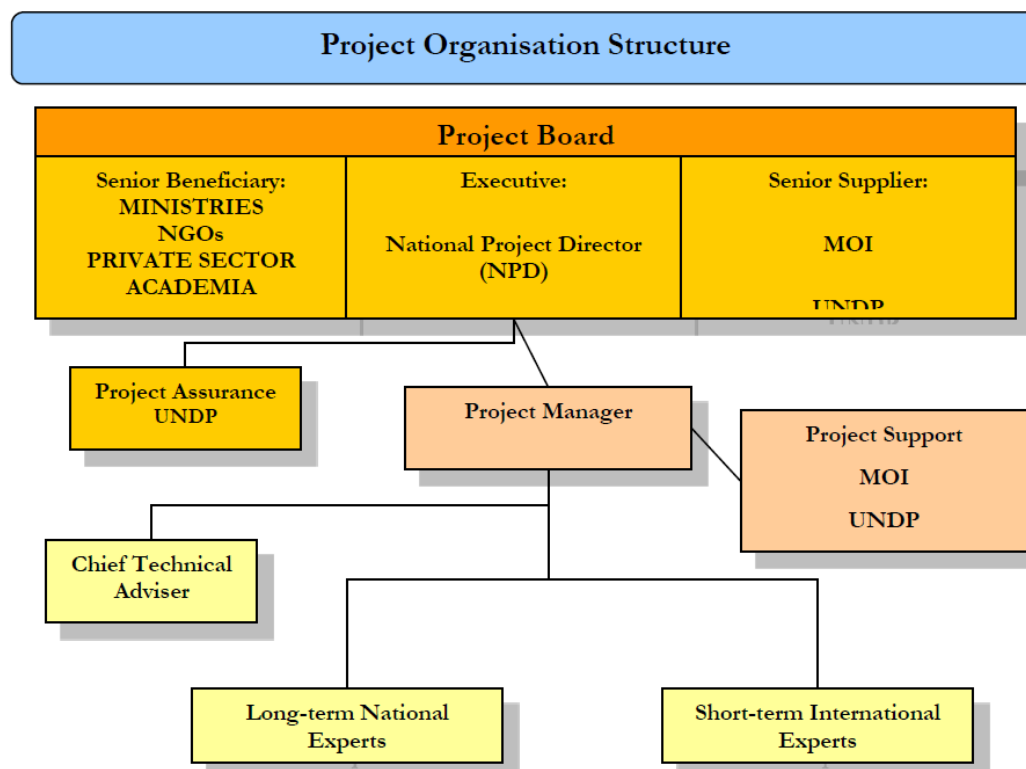


Figure 1: Project organogram (Project Document Figure 4)

2.7 Main stakeholders

The Mauritius Oceanography Institute, an entity of the Ministry of Blue Economy, was assigned overall project supervision, with key responsibilities, particularly for Component 2, delegated with other parts of the Ministry notably the Fisheries Department (Marine Conservation Division and Fisheries Protection Service). Other lead agencies include the Rodrigues Regional Assembly (RRA) (activities across all three components) and the Ministry of Environment, Solid Waste Management and Climate Change (hereinafter referred to as the “Ministry of Environment”), responsible for Component 1. Given the cross-cutting nature of the project, these partners were envisaged to work in close co-operation with the Ministry of Housing and Land Use Planning and the Ministry of Tourism.

The Ministry of Agro Industry and Food Security, namely the National Parks and Conservation Service (NPCS) led activities under the second output of Component 3 (coastal wetlands conservation). Close liaison with relevant District Councils through the Ministry of Local Government and Disaster Risk Management was described in the stakeholder engagement section of the Project Document.

The project design also outlined collaboration with NGOs (including *inter alia*: Mauritius Marine Conservation Society, Mauritius Wildlife Foundation, Reef Conservation, Eco-Sud and Shoals Rodrigues), the private sector, and academic and research institutions, including the University of Mauritius.

The project design described stakeholder engagement at two levels of intervention: (i) working with national and local public institutions and agencies to strengthen their capacity to effectively protect and manage coastal and marine ecosystems and their associated biodiversity, and to align project activities with government’s strategic priorities; and (ii) working directly with civil society organizations, formal and informal use rights holders, and private individuals to mitigate impacts and optimize benefits of project activities. The Project Document contains a comprehensive table describing major categories of stakeholders and their anticipated level of involvement in the project. It is also noted in the Project Document that a thorough stakeholder analysis would need to be undertaken once the project starts to ensure appropriate and adequate representation of all interested parties in the participatory work planned through the project and to identify the organisations to be represented on the PSC.

2.8 Theory of change

For the purposes of contextualizing and orienting the TE, the TE team constructed a generalized theory of change for the project (see **Figure 2**).

The project strategy was developed in response to the barriers identified during the conceptualisation phase, namely:

- Weak implementation of the ICZM framework and inadequate incorporation of biodiversity and sustainable land management concerns into planning and decision-making processes.
- MPAs in the Republic of Mauritius have insufficient resources, coverage is insufficient, and the concept of no-take zones is not widely accepted
- Limited planning and management of coastal land and catchments that would ensure an integrated approach to protection of coastal and marine biodiversity

The theory of change extends the causal pathways beyond the outcomes envisaged during the lifespan of the GEF-financed project towards achievement of longer-term outcomes and eventual impacts. The three longer-term outcomes include:

- Marine and coastal zones preserved in protected areas and productive landscapes-seascapes
- Ecosystem services safeguarded through increased implementation of integrated management approaches
- Good SLM practices in Rodrigues and Mauritius adopted by relevant economic sectors, generating sustainable livelihoods for local communities

Achievement of these outcomes are contingent upon several key assumptions. Firstly, it will be important that influential government officials endorse the ESA map and help facilitate the enactment of the Wetlands bill. Another assumption is that development in coastal and marine ecosystems is conducted through science-based environmental impact assessments (EIAs) and transparent decision-making. With respect to the integrated management approaches promoted by the project, such as ICZM and ridge-to-reef, the requisite institutional arrangements and reforms need to be in place, in order to ensure durable cross-sectoral and multi-stakeholder collaboration for participatory planning.

Financial sustainability of the marine protected areas and wetlands protected areas are assumed to be achieved, providing the required resources and staffing for effective and inclusive management. In order to ensure broader uptake of sustainable land management practices, there will need to be sufficient incentives (market-based and/or market-based) for producers, including local farmers and fishers.

Project Objective: To mainstream the conservation and sustainable use of biodiversity and ecosystem services into coastal zone management and into the operations and policies of the tourism and physical development sectors in the Republic of Mauritius through a 'land- and seascape wide' integrated management approach based on the Environmental Sensitive Areas' (ESAs) inventory and assessment

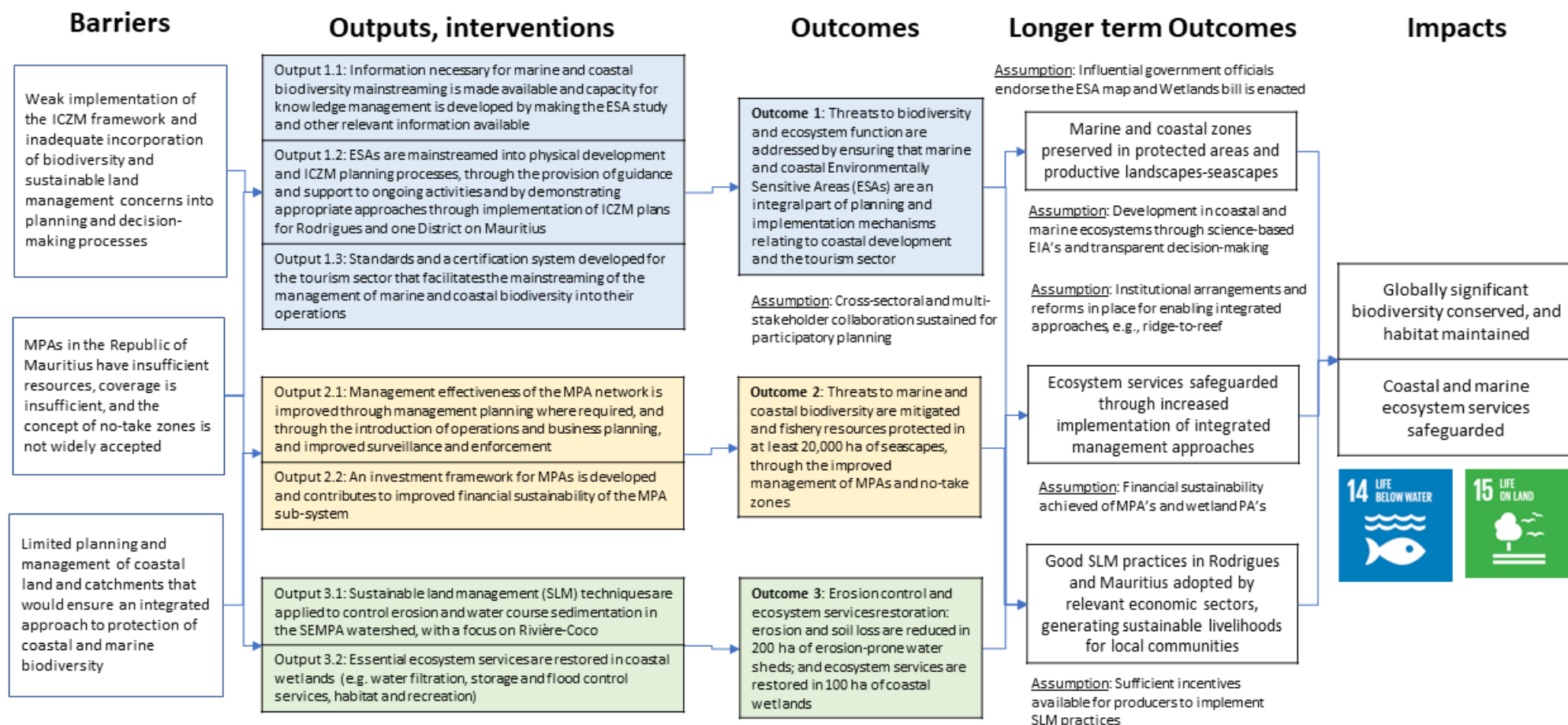


Figure 2: Project theory of change

3 Findings

3.1 Project design / formulation

3.1.1 Project strategy

The project strategy was aligned with the following three GEF-5 focal area objectives:

- BD 2: Mainstream Biodiversity Conservation and Sustainable Use into Production Landscapes, Seascapes and Sectors
- BD 1: Improve Sustainability of Protected Area Systems
- LD 3: Reduce pressures on natural resources from competing land uses in the wider landscape

Considering the project objective “To mainstream the conservation and sustainable use of biodiversity and ecosystem services into coastal zone management and into the operations and policies of the tourism and physical development sectors in the Republic of Mauritius through a ‘land- and seascape wide’ integrated management approach based on the Environmental Sensitive Areas’ (ESA’s) inventory and assessment”, the project strategy was too broad, in the opinion of the TE team. For example, approximately 50% of the GEF funds were allocated for protected areas (MPA’s in Component 2 and wetland PA’s in Component 3). Updating the ESA map and the Wetlands bill and demonstrating integrated coastal zone management (ICZM) in one district might have been a more reasonable scope and more aligned with the underlying mainstreaming objective.

Only focusing on coastal and marine ESA’s was inconsistent with the integrated ecosystem management approaches promoted in the project, such as ridge-to-reef. Apart from inland wetlands, other terrestrial ESA’s should have been covered by the updated ESA map – in the opinion of the TE team.

In terms of the project budget, the allocated resources for project team (Project Manager, Project Assistant, part-time Chief Technical Advisor) were insufficient considering the cross-sectoral project strategy and the multiple stakeholders involved.

With respect to the GEF-5 biodiversity tracking tools, namely the Management Effectiveness Tracking Tool (METT), it is unclear why METT assessments were considered for the marine protected areas in Component 2 but not for the wetlands protected areas in Component 3.

3.1.2 Analysis of results framework

As part of the TE, the project results framework for the project was assessed against “SMART” criteria, to evaluate whether the indicators and targets were sufficiently specific, measurable, achievable, relevant, and timebound. With respect to the time-bound criterion, all targets are assumed compliant, as they are set as end-of-project performance metrics. The project results framework was found to be generally SMART-compliant, apart from the issues outlined below in **Table 4**.

Table 4: SMART analysis of project results framework

Indicator	Baseline	End-of-Project target	MTR SMART analysis					Comments / analysis
			S	M	A	R	T	
Objective: To mainstream the conservation and sustainable use of biodiversity and ecosystem services into coastal zone management and into the operations and policies of the tourism and physical development sectors in the Republic of Mauritius through a ‘land- and seascape wide’ integrated management approach based on the Environmental Sensitive Areas’ (ESAs) inventory and assessment								
1. Area of coastal and marine ESAs under improved management or conservation status	4,696 ha (= currently managed MPAs i.e. Blue Bay Marine Park and SEMPA)	27,000 ha (i.e. approx. area of marine and coastal ESAs in ICZM plans for Black River District (4602 ha), and Rodrigues (16,290 ha); and area of ESAs in proposed and existing MPAs outside these locations (c. 8,022 ha) where management will be improved)	Q	Q	Q	Y	Y	It would have been clearer to indicate specific results, e.g., number of management plans adopted and being implemented.
2. Average METT Scores for the 5 METT sites impacted by the project	48%	At least 60%	Y	Y	Y	Y	Y	Standard GEF-5 biodiversity tracking tool. It would have been

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Mainstreaming biodiversity into the management of the coastal zone in the Republic of Mauritius

GEF Project ID: 5514; UNDP PIMS: 4843

Indicator	Baseline	End-of-Project target	MTR SMART analysis					Comments / analysis
			S	M	A	R	T	
								advisable to include the wetlands PA's.
3. Policy effectiveness of ESA categorisation in key planning and decision making processes pertaining to coastal and marine areas	ESAs are not fully integrated in the development planning process (as stated in the PRODOC barrier analysis, paragraph 143, and in related content.)	A number of barriers relating to the mainstreaming or application of coastal and marine ESAs in decision making processes have been overcome, as independently vetted by project evaluations	N	N	Q	Y	Y	Unclear how overcoming barriers would be measures. Documenting specific examples of ESA's reflected in decision-making processes might have been a more specific target.
Outcome 1: Threats to biodiversity and ecosystem function are addressed by ensuring that marine and coastal Environmentally Sensitive Areas (ESAs) are an integral part of planning and implementation mechanisms relating to coastal development and the tourism sector								
4. Spatial and policy information for all marine and coastal ESAs openly and freely available to all planning agencies, decision makers, stakeholders and to the general public, with due consideration to the different target audiences in the terms of data use and data applications.	The ESA maps have not been distributed to all local authorities, and it is not always easy for a planning authority or developer to identify whether a proposed development site will impact on an ESA.	(a) All relevant Ministries to have access to information and to be using it in planning applications and permits that affect marine and coastal ESAs. (b) All relevant planning decisions in coastal and marine areas to take account of ESAs. (c) Open, free and interactive access to geo-referenced ESA maps, assuming that the adequacy of terms of data use and data applications with respect to the different data users.	Y	Y	Y	Y	Y	SMART compliant.
5. Number and profile of persons(M/F) and organisations accessing coastal and marine biodiversity information using the tools and products developed by and/or influenced by the project.	Zero	25 individual consultations by mid-term and 50 individual consultations by Terminal Evaluation.	Q	Q	Q	Q	Y	It would have been clearer to indicate the specific tools and products to be accessed. If only referring to the ESA map, the previous indicator covers this.
6. For Rodrigues, existence of marine and coastal information and GIS unit.	None	Unit in place with qualified staff recruited and working effectively.	Y	Y	Y	Y	Y	SMART compliant.
7. Extent of Category 1 and, where required by the ESA Policy, Category 2 ESAs that are protected.	Re-assessment of area of each marine and coastal ESA type in each existing managed protected area (figures exist for 2009 in the ESA study but need updating)	All Category 1 and, where required, Category 2 ESAs to be legally protected and more effectively managed, as independently assessed by project end.	Q	Q	Q	Y	Y	The term "more effectively managed" is unclear and renders measurement difficult. Moreover, some of the ESA's are already protected by law, e.g., mangroves, coral reefs, beach.
8. Number of tourism operators participating in eco-labelling /tourism standards schemes.	Baseline to be determined separately for Mauritius and Rodrigues at start of project	5 Operators for the Republic of Mauritius.	Y	Y	Y	Y	Y	SMART compliant.
9. Number of individuals (M/F) trained to participate in, and to manage/certify/etc the ecolabelling schemes in such a way that they address marine and coastal biodiversity.	Numbers already trained from (information from TA)	40 for the Republic of Mauritius.	Y	Y	Y	Q	Y	This indicator could have been merged with Indicator No. 8.

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Mainstreaming biodiversity into the management of the coastal zone in the Republic of Mauritius

GEF Project ID: 5514; UNDP PIMS: 4843

Indicator	Baseline	End-of-Project target	MTR SMART analysis					Comments / analysis
			S	M	A	R	T	
Outcome 2: Threats to marine and coastal biodiversity are mitigated and fishery resources protected in at least 20,000 ha of seascapes, through the improved management of MPAs and no-take zones								
10. Protected area management effectiveness scores for each MPA as recorded by Management Effectiveness Tracking Tool (METT) – see PRODOC Annex 3, Table 14.	Baseline METT Scores: SEMPA = 62% Rodrigues Northern Marine Reserves = 43% BBMP = 58% BMP = 48% Fishing Reserves = 28% METT Scores by project end: SEMPA = at least 75% Rodrigues Northern Marine Reserves = at least 55%	BBMP = at least 70% BMP = at least 55% Fishing Reserves = at least 40%	Y	Y	Y	Y	Y	Standard GEF-5 biodiversity tracking tool.
11. Area (ha) of MPAs, either legally designated or established through MOUs with communities.	15,913 ha	20,000 ha (expectation to include VMCA and marine areas around northern islets)	Y	Y	N	Y	Y	Expanding the protected area system requires extensive time for planning, stakeholder consultations, government level approval.
12. Key MPA finance indicators, as recorded by the SO1 TT, Financial Scorecard for the MPA Sub-system (see PRODOC Annex 3, Table 15).	(a) Funding gap for management of MPAs: As per the rough SO1 TT baseline assessments, the funding gap (2015) is approx. 100% of current expenditure under the basic management scenario, and 430% under the optimal management scenario (b) Financial Sustainability Score for the MPA Sub-system = 24%	(a) The annual financing gap is reduced to be at least 50% of expenditure under the basic management scenario (b) Financial Sustainability Score for the MPA Sub-system = increases to at least 40%	Y	Y	Y	Y	Y	SMART compliant.
13. Total operational budget (including HR and capital budget) allocation for MPA management.	c. USD300,000	USD 450,000 (based on expectation of 50% increase)	Q	Q	Q	Y	Y	In the opinion of the TE team, it would have been more appropriate to report the capital and operational expenditures separately, to provide a clearer indication of financing trends over time.
14. Number of additional males benefitting from livelihoods strengthened through solutions for management of MPAs.	Gender sensitive community baseline survey to be undertaken during inception phase of workshop	30 Persons	Y	Y	Y	Y	Y	SMART compliant.
15. Number of additional females benefitting from livelihoods strengthened through solutions for management of MPAs.	Gender Sensitive baseline survey to be undertaken during inception phase of workshop	30 Persons	Y	Y	Y	Y	Y	SMART compliant.
Outcome 3: Erosion control and ecosystem services restoration: erosion and soil loss are reduced in 200 ha of erosion-prone water sheds; and ecosystem services are restored in 100 ha of coastal wetlands								
16. Area of coastal wetlands managed effectively.	26 ha (based on area of Rivulet du Terre Rouge Ramsar site and assumption that this is managed effectively)	100 ha (= area of two coastal wetlands Ramsar sites – 48 ha – plus an additional area that might be managed with private owners)	N	Q	Q	Y	Y	The term “managed effectively” is not defined. It would have been advisable to use the METT as a metric.

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GEF Project ID: 5514; UNDP PIMS: 4843

Indicator	Baseline	End-of-Project target	MTR SMART analysis					Comments / analysis
			S	M	A	R	T	
17. Legislation passed.	Draft Wetlands Bill	Wetlands Act in place	Y	Y	Q	Y	Y	Uncertain whether enactment of the bill was feasible within the project timeframe.
18. Area over which soil erosion techniques are successfully applied in Riviere Coco.	Zero	Area of Riviere Coco that requires erosion control to be determined at start of project (PIF assessed 200 ha but this needs checking)	Q	Q	Q	Y	Y	It would have been advisable to have estimated during the PPG phase the degraded area in Rodrigues that would be earmarked for restoration.
SMART: Specific, Measurable, Achievable, Relevant, Time-Bound Green: SMART criteria compliant (Y); Yellow: observation (Q) noted regarding SMART criteria; Amber: not (N) compliant with SMART criteria								

3.1.3 Assumptions and risks

The risk analysis carried out at the project preparation phase identified five strategic risks (each rated low), one regulatory risk (rated medium), one operational risk (rated medium), and four social-environmental risks (each rated low).

The risk of not being able to advance the approval of the ESA map and Wetlands Bill – which had been stalled at the time when the project was developed – was partly addressed in the regulatory risk on potential failure of not enacting the legislative framework, but the underlying root causes of the impediment to approval of the earlier versions of the ESA map and Wetlands Bill do not seem to have been thoroughly assessed to ensure that this is addressed within the scope of this project.

The lack of a collaboration framework among responsible parties for implementation of ICZM and management of MPA's was described in one of the strategic risks.

Conflicts with fishers operating in and near the Balaclava MPA and the fishing reserves are mentioned in the METT assessments as the one of the main reasons why the management plans for these area have not been approved/finalised. A low-rated strategic risk was included in the project's risk analysis; however, it seems that this was a more significant risk and more substantive mitigation measures may have helped facilitate resolution of these conflicts.

3.1.4 Gender responsiveness and social and environmental safeguards

Four social and environmental risks were identified during the project preparation phase and described in the Social and Environmental Screening Report that was annexed to the Project Document. Each of these four risks were rated low.

Although a separate gender mainstreaming annex was not prepared, gender issues were incorporated into the Project Document. The design mentioned that the project would work with the Women's Centres, National Women's Council and National Women's Entrepreneur Council under the aegis of the Ministry of Gender Equality, Child Development and Family Welfare and with its institutional partners (such as the agencies responsible for small and medium enterprise support).

3.1.5 Planned stakeholder participation

The Project Document contained a comprehensive table on key project stakeholders (31 included) and their relevant roles on the project. This table provided concise and informative descriptions of the mandates of these stakeholders and their expected roles during project implementation.

3.1.6 Lessons from other relevant projects

The Project Document includes a discussion on how "experience from other GEF projects shows that successful mainstreaming requires strong governance, strong institutions and strong leadership; building this capacity will therefore be a focus for this project." Projects in Seychelles and Madagascar were mentioned in this regard.

With respect to livelihoods interventions, the Project Document mentions that lessons and experiences gained from the GEF Small Grants Programme (SGP) will inform the activities implemented under the project.

It would have been advisable to have more thoroughly analyse the root causes of why certain items were not advanced in years prior to the project: ESA map, Wetlands Bill, BBMP management plan, Balaclava MP management plan, etc.

3.1.7 Linkages between project and other interventions

The Project Document included a matrix of collaboration, outlining potential linkages with eight different projects and programmes, including the UNDP-GEF PAN project ("Expanding coverage and strengthening management effectiveness of the protected area network on the island of Mauritius"), the UNDP-AFB Climate Change Adaptation Programme in the Coastal Zone of Mauritius, the UNDP-GEF National Biodiversity Planning to Support the Implementation of the CBD 2011-2020 Strategic Plan in Mauritius (NBSAP), the UNDP-GEF Western Indian Ocean Large Marine Ecosystems Strategic Action Programme Policy Harmonisation and Institutional Reform, two Indian Ocean Commission (COI) projects, and the WIO-SAP Partnerships for the Implementation of the Strategic Action Programme for the Protection of the Western Indian Ocean from Land Based Sources and Activities.

3.1.8 Replication approach

The project design included a clear replication approach. For instance, the ICZM plans for the Black District on the main island of Mauritius was envisaged to be a demonstration for replication in other districts. The sustainable land management techniques included under Component 3 were also designed as a demonstration for enabling replication across other areas of Rodrigues.

3.2 Project implementation

3.2.1 Adaptive management

The project instituted several adaptive management measures during the project implementation phase.

During the time period when the investigation by the UNDP Social and Environmental Compliance Unit (SECU) was undertaken, the project partially suspended activities. The grievance was received by the SECU on 23 March 2019; SECU determined that the complaint was eligible for a compliance review on 10 June 2019; the final SECU compliance report was remitted on 30 October 2020; the UNDP Administrator Decision on SECU Case No. SECU 0012 was made on 03 March 2021; an extension request was made on 30 March 2021 to extend the project end date from 21 June 2021 to 21 December 2022; and the Management Action Plan to the Administrator's Decision was submitted on 22 June 2021. The project activities that were already contracted continued, new procurements were not initiated, and project communications were largely put on hold.

The COVID-19 pandemic resulted in significant disruptions to the project operations. For example, international consultants were unable to travel to the country for field work and stakeholder meetings. Meetings and workshops were mostly held virtually.

In response to the MV Wakashio oil spill in July 2020, the project adapted some of the livelihood interventions under Component 2, e.g., supported marine guide trainings for local fishers.

There were extended time periods when the Project Manager and the Head of Environment of the UNDP Country Office were on medical leave. During these times, the UNDP provided back-stopping, e.g., a professional from the UNDP country offices in Sierra Leone and Uganda were posted on detailed assignments to cover for the Head of Environment and other country office staffing functions, and a Project Officer from the Mauritius office supported the project.

With respect to the ESA map deliverable, the terms of reference for this activity called for delineating the approximate 40,000 ha of coastal and marine ESA's by a land surveyor (i.e., ground-truthing). The consultancy that was awarded the contract indicated that additional resources and time would be required to provide this level of ground-truthing and proposed an alternative methodology, which was approved by the technical committee. However, the accuracy of the resulting map has not met the requirements for integration into the Outline Planning Schemes, which consist of development management maps indicating where development is likely to be permitted.

3.2.2 Actual stakeholder participation and partnership arrangements

The involvement of multiple ministries contributed to improved inter-ministerial coordination. The key ministries involved included the Ministry of Blue Economy, Ministry of Environment, Ministry of Tourism, Ministry of Agro Industry and Food Security, Ministry of Housing and Land Use Planning, and the Rodrigues Regional Assembly.

As reported in the 2022 project implementation report (PIR), the CTA submitted a stakeholder engagement plan in 2019. The implementation of the plan was delayed due to COVID and the SECU investigation. Implementation of the plan was intended to have started after the SECU submitted their final report in October 2020, but the CO was required to wait for the Administrator's Decision to continue the project before moving ahead. This decision came later in March 2021 (concluding that the project was fully compliant with UNDP SES policies) but the release coincided with the second

lockdown due to COVID-19 pandemic. A project relaunching workshop was convened in March 2022, allowing limited time for implementing the stakeholder engagement plan.

The MoUs between the Ministry of Blue Economy, as the project lead Implementing Partner, and the other ministries were not signed by the time of the TE, shortly before operational closing. The lack of the MoU's did not prohibit the ministries from being involved, but the agreements may have helped formalise roles and responsibilities, strengthen internal oversight, and provide more accountability. The risk assessment included in the Project Document indicates that the roles delegated to other entities by the Implementing Partner will be formalized through the MOUs with clear terms of reference. The first recommendation in the midterm review includes the following: "For this project at this stage, the MoU with Responsible Parties that have been recommended, prepared and discussed since the start of the project should be signed with urgency."

While it was a good practice to assign responsibilities among the key ministries, the TE team observed a degree of compartmentalisation and limited interaction between the ministries across components and activities. For instance, rather than requesting each individual ministry to provide review comments separately to the draft ESA map, it might have been more effective to convene an inter-ministerial technical workshop to sort out outstanding issues regarding the coastal and marine ESA map.

The project primarily focused on technical deliverables and limited emphasis placed on engaging with more senior level government officials (e.g., through policy briefings) on adopting the project outputs.

Civil society organizations were engaged through execution of specific project activities through competitive procurement processes, e.g., alternative livelihoods interventions in Rodrigues, delivery of training, etc. There was also a civil society organization included in the Project Steering Committee. However, there was limited involvement of civil society and private sector in the development of the coastal and marine ESA map and the formulation of the Wetlands Bill and associated draft regulations.

There were also missed opportunities for additional coordination between Rodrigues and Mauritius based stakeholders. For example, there might have been cross-learning on how the Black River District in Mauritius and Rodrigues could implement the ICZM plans delivered under the project.

A communications and knowledge management strategy was produced for the project in March 2020 – a bit late into implementation – and implementation of the strategy was hindered due to concerns surrounding the SECU investigation of not wanting to increase visibility to the project. It would have been advisable to have provided more emphasis in the communications strategy on communicating the project to senior level ministry officials and policy makers through policy briefs, helping to facilitate higher level awareness and understanding of the importance of the updated ESA map, Wetlands bill, ICZM plan, SEA, etc. The project team as well as the UNDP Country Office colleagues, including the Resident Representative, and extensive engagement with senior ministry level officials. It would have been advisable to have allocated resources in the project budget for a Communications Officer, to help strategize and facilitate advocacy for mainstreaming the key project outputs (lesson learned).

The project had direct linkages with the UNDP-Adaptation Fund project "Restoring Marine Ecosystem Services by Rehabilitating Coral Reefs to Meet a Changing Climate Future", with some activities co-financed by the subject mainstreaming project.

3.2.3 Project finance and co-finance

Project Finance:

Based on expenditure reports (combined delivery reports) provided by UNDP, a cumulative total of USD 3,390,202 of the USD 4,664,600 GEF grant had been expended through the end of September 2022 (see **Table 5**). The balance of USD 974,398 has reportedly been programmed and remaining funded activities will be completed prior to financial closing.

Table 5: Planned and actual expenditures, Jan 2017 through Sep 2022

Outcome	Project expenditures							Indicative ProDoc budget
	2017	2018	2019	2020	2021	2022*	Total	
Activity 0	(404)	6,326	0	0	0	0	5,922	0
Component 1	51,942	254,594	305,537	231,465	106,785	299,202	1,249,524	1,725,500
Component 2	79,684	163,955	427,317	642,608	182,060	133,810	1,629,435	1,763,500
Component 3	39,177	136,106	168,730	45,245	193,164	36,921	619,343	942,500
Sub-total	170,399	560,980	901,584	919,318	482,009	469,933	3,504,223	4,431,500
Project Management	1,628	9,532	97,756	77,182	4,014	(4,133)	185,979	233,100
TOTAL expenditure	172,026	570,513	999,340	996,501	486,023	465,800	3,690,202	4,664,600

Figures in USD

Balance: 974,398

Source of budget figures: approved Project Document

Source of expenditures: Combined Delivery Reports (CDR), provided by UNDP. *2022 expenditures January-September.

Project management costs are reported at USD 185,979 by the end of September 2022. The amount of project management costs was USD 1,628 in 2017, USD 9,532 in 2018, USD 97,756 in 2019, USD 77,182 in 2020, and USD 4,014 in 2021. A negative charge USD 2,640 was booked to project management in 2022. The large discrepancy in annual project management costs is probably partly attributable to the health-related downtime of the Project Manage, but it also seems that there was no agreed system on allocation of project management costs (lesson learned).

Project Assets:

A statement of assets and equipment (May 2017 to December 2022) reviewed by the TE team includes 118 items, having a cumulative value of USD 549,719.92, which is approximately 12% of the GEF project grant. Larger value items include a Nissan 4WD pickup, a patrol boat for SEMPA, a Ford Ranger vehicle, a computer server delivered to the Department of Continental Shelf, Maritime Zones Administration and Exploration, conference room furniture for the Blue Bay Marine Park, mooring buoys for SEMPA, a GIS unit for SEMPA, and a patrol boat for the BBMP Centre and Trou aux Birches Fisheries Post. Ownership of the assets acquired by UNDP will need to be transferred from UNDP to the appropriate entities prior to project closure.

Financial audits:

One HACT Framework Spot Check (Report of Factual Findings) was available for review by the TE team. The spot check was conducted by BDO LLP and covered the period of 01 January to 30 November 2020 (reported dated 02 March 2021). A few findings listed in Annex V (Review of previous recommendations) of the spot check report included:

- **Internal audit plan and Internal Audit Reports.** We could not obtain an internal audit plan or internal audit reports. We are unable to assess the effectiveness of internal controls as the internal audit reports were not made available for review. Through discussions with key personnel, procedures are general following barring a few exceptions which are insufficient to prevent reliance on internal controls. In addition, The National Audit Office headed by the Director of Audit conducts annual audit on the ministries
- **Lack of evidence of follow up action taken.** We could not obtain evidence that the internal audit performs follow up reviews on the findings and recommendations raised earlier by the Internal audit.
- **No knowledge of HACT Framework requirements.** Finance staff are not familiar with the UN procedures related to cash transfers – HACT Framework as no previous fundings have been received from UNDP. We noted however that staff have prior knowledge with the processing and reporting of grants as funding have been received in the past from other agencies. In addition, the Financial Management Manual details the process for tracking and reporting agency resources in the Circular Annex II-‘Accounting and Reporting of UNDP Grants or other Grants’.
- **Lack of training on HACT framework.** There has not been any training sessions on the HACT framework for the finance staff.
- **No policy against retaliation.** We understand that there is no policy against potential retaliation. However, the officers concerned with the investigation of whistleblowing cases are bounded by the confidentiality agreement not to disclose any sensitive information. The anti-fraud and corruption policy is currently under review by the Independent Commission Against Corruption (ICAC) for all the governmental ministries and parastatals.
- **E – Procurement System.** Currently, the procurement system is manually maintained with the list of suppliers recorded manually. An e-procurement system has been launched by the Government on a pilot basis in certain ministries as from September 2015. The E-procurement website will be a dedicated for public procurement which will provide information on invitation for bids, the annual Procurement Plan, Summary of Bid Evaluation

Report and Notice of Procurement Awards. Thus suppliers, contractors and consultants would be able to view on the procurement portal, features such as current and future bidding opportunities and download bidding documents where permitted, and also view evaluation reports and awards made in the recent days.

Based on additional evidence communicated to the TE team during the review of the draft TE report, there was a subsequent HACT NIM audit for fiscal year 2021 that reported a “satisfactory” result.

Co-finance:

Information on materialised co-financing was obtained from the co-financing table in the 2022 PIR. No other documentary evidence was available for review by the TE team (lesson learned).

The total amount of materialised co-financing is reported to be USD 18,782,354, exceeding the USD 17,139,177 committed at CEO endorsement (see **Annex 7**). The largest contributions were from the Ministry of Blue Economy (USD 4,542,359) and the Ministry of Environment (USD 7,383,040). Co-financing from the National Coast Guard, Ministry of Agro-Industry and Food Security, and the Rodrigues Regional Assembly also exceeded amounts committed at project endorsement.

UNDP co-financing was USD 326,243 (grant, investment mobilised), which exceeds the USD 70,000 of in-kind co-financing committed at endorsement. Two NGOs reported co-financing: Eco-Sud and Shoals Rodrigues. Contributions were not realised from Rogers & Company Ltd and the University of Mauritius.

3.2.4 Monitoring & evaluation**M&E design at entry****M&E design at entry is rated as: Satisfactory**

The M&E plan and budget was developed using the standard UNDP template for GEF-financed projects. The M&E budget was USD 172,000, approximately 3.7% of the GEF grant, which is slightly lower than current UNDP-GEF guidance of 5% for projects up to USD 5 million. Some baselines were unclear or not defined, and some of the indicators did not meet SMART criteria (see Section 3.1.2 of this TE report).

M&E implementation**M&E implementation is rated as: Moderately satisfactory**

The inception workshop, held more than one year after the Project Document was signed, included a review of the project results framework. Some revisions were suggested to the results framework but were not made. A few revisions were made to the project results framework in response to midterm review recommendation to make a review of the indicators and targets.

There were limited early warning systems in place, for example on picking up early signals from stakeholders regarding project deliverables. In general, there was limited attention to social and environmental risks. There was an increased focus on social and environmental risks following the SECU investigation and the onset of the COVID-19 pandemic.

There were shortcomings in the assessments of GEF tracking tools, including the management effectiveness tracking tool and the financial sustainability scorecard.

Tracking tools:

The terminal evaluation team consider several line items in the terminal METT assessments to be over-scored, resulting in questionable total scores. A few examples of questions in the METT assessment form that were unsubstantiated and scored inconsistently high in more than one of the target MPAs, compared to some of the findings and recommendations of the project consultancies are listed below.

- Question 3: Law Enforcement: Can staff (i.e. those with responsibility for managing the site) enforce protected area rules well enough?
- Question 4: Protected area objectives: Is management undertaken according to agreed objectives?
- Question 7: Management plan: Is there a management plan and is it being implemented?
- Question 7a: Planning process: The planning process allows adequate opportunity for key stakeholders to influence the management plan.
- Question 9: Resource inventory: Do you have enough information to manage the area?
- Question 10: Protection systems: Are systems in place to control access/resource use in the protected area?

- Question 11: Research: Is there a programme of management-orientated survey and research work?
- Question 12: Resource management: Is active resource management being undertaken?
- Question 13: Staff numbers: Are there enough people employed to manage the protected area?
- Question 15: Current budget: Is the current budget sufficient?
- Question 23: Indigenous people: Do indigenous and traditional peoples resident or regularly using the protected area have input to management decisions? (*this question should probably be indicated as “not applicable” in Mauritius*).
- Question 25: Economic benefit: Is the protected area providing economic benefits to local communities, e.g. income, employment, payment for environmental services?
- Question 26: Monitoring and evaluation: Are management activities monitored against performance?
- Question 30: Condition of values: What is the condition of the important values of the protected area as compared to when it was first designated?

The METT assessments should be made through a participatory process, including representatives of the PA management entities, local NGOs, resource users (e.g., fishers), and local government units.

The Financial Scorecard (Objective III in the GEF-5 tracking tool) should also be completed to provide an end-of-project assessment of progress towards achievement of Indicator Nos. 12 and 13 in the project results framework. The baselines and end targets for these indicators are based on the Financial Scorecard; however, this scorecard was not updated at the end of the project, rendering it difficult to evaluate progress achieved.

Responses to midterm review recommendations:

The recommendations from the midterm review have been addressed by the project as summarised below in **Table 6**, based on findings of the TE and review of management responses documented by the project team.

Table 6: Summary of management responses to MTR recommendations

Midterm review recommendation	Status at terminal evaluation
1. For future projects, especially those involving sensitive, political issues, developing a Theory of Change should be mandatory, as this can help in better sharpening project Outcomes, Outputs and Activities, and articulating Risks and Risk Mitigation. The indicators should be reviewed at Inception Stage, especially the Tracking Tools, and Mid Term Targets should be included. The SESP and Risk Analysis of projects should be seriously undertaken, including by identifying and analyzing the most pressing risks for improved project implementation and for achieving results and sustainability. Implementation and oversight arrangements (Ips, RPs PSC, TCs, etc.) should be agreed and formalized at project development, including through MoUs if relevant. For this project at this stage, the MoU with Responsible Parties that have been recommended, prepared and discussed since the start of the project should be signed with urgency.	Signing the MoU's was urged in the subsequent PSC meetings; however, by the time of the TE, shortly before operational closing, the MoU's had not been signed.
2. Amend the Project Logical Framework and Risk Log as proposed by the MTR, to be discussed and validated with stakeholders and formalized through the PSC. This does not entail the Outcomes and Outputs of the project, but some of the indicators, baselines, targets and risks & assumptions. The amendments could also be presented and discussed at a Workshop (or similar) where at the same time the strategy, barriers, results achieved and way forward for the remaining project duration can be discussed and validated with main stakeholders. The amended and formalized LogFrame and Risk Analysis should then serve as management and reporting tool for the remainder of the project.	A relaunching workshop was held in March 2022, the overall project risk rating was upgraded to "High".
3. Project should build capacity and lay the foundation for Biodiversity Mainstreaming, where biodiversity concerns are effectively incorporated in the national and local planning and permitting conditions, through updated and clear information including delineation of ESAs, strengthened legal protection and increased awareness with policy- and decision-makers on the importance and	A trainings needs assessment was undertaken by the CTA and trainings delivered in November-December 2022.

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Midterm review recommendation	Status at terminal evaluation
value of biodiversity for sustainable development. This could be done, inter alia, through trainings that can be organized following the “Training and Capacity Needs Assessment” that has been produced by the project.	
4. The Project should validate, formalize and implement the revised Wetland Bill, Maps of ESAs (to assist in better delineation and revision of the ESA Policy and Bill), the diverse Management Plans (for SEMPAs, RAMSAR Sites, MPAs, Fishing Reserves), ICZM plans (when ready) and biodiversity valuation tools and measures, in order to show what has been done and how this can assist in effective biodiversity mainstreaming. This will need a targeted approach geared to policy- and decision-makers.	The project continued to work on developing the map of coastal and marine ESA’s and on preparing the draft Wetlands bill. At the time of the TE, the coastal and marine ESA map had not been approved and the Wetlands bill and associated regulations had not been advanced for broader stakeholder consultation and eventual cabinet approval.
5. The project should emphasize consolidating, packaging and disseminating the knowledge, tools, plans and other outputs produced by the project thus far. This could be done through workshops, consultations, trainings, developing summaries and briefings, posts on relevant websites, etc., following the “Communication and Awareness Strategy and Action Plan” and the “Training and Capacity Needs Assessment”, to be supported by the CTA.	The communications and awareness strategy and action plan and the training and capacity needs assessment were completed. Communication materials and knowledge products were produced, but there were delays in dissemination. Trainings were held before project closing, in November-December 2022.
6. In order to disseminate results and products, and to chart the way forward for the project and achieve greater sustainability, a grand “Stock-take and awareness Workshop” (or similar name and content) could be organized, where the project results and way forward of the project can be presented, discussed and validated, possibly also including the results of the SECU investigation, MTR recommendations (and its management comments), etc. This should take cue from the Communication and Awareness Strategy and Action Plan and Stakeholder Engagement Plan. This could especially help in re-engaging and communicating with stakeholders and the general public, and lay a foundation for action and achieving better mainstreaming of BD conservation in the Coastal Zone.	A relaunching workshop was convened in March 2022. The project wanted to wait until the SECU report was completed before arranging this workshop. The SECU report was issued in October 2020; however, there were delays in convening the workshop because of COVID-19 related restrictions and health-related downtime of the Project Manager.
7. Strengthen gender mainstreaming in the project, by emphasizing the inclusion of women in livelihood activities, trainings, workshops and through recruitments.	The NGOs contracted to deliver trainings, support livelihood interventions and the agroforestry scheme included specific trainings for women.
8. A no-cost project extension for 1 year should be requested, in order to make up for the delays suffered during the start and implementation of the project. This could ensure proper implementation of the remaining activities (study on Carrying Capacity for Lagoons, SEA for ICZM Plans, Capacity Building following the Capacity and Training Needs Assessment, Exit strategy, End of Project Evaluation). This will need a detailed, focused and prioritized Workplan from now until the foreseen end of the Project (June 2022 if a 1-year no-cost extension is granted). At the time of the MTR there is enough budget available to warrant a 1 year extension. This extension should be conditional to: - Implementing the Communications Plan; - Validation of products, tools and plans; - Provide clarity on the institutional responsibilities for the Wetland Bill; - Public availability of Maps and other products from the project.	The project was granted a no-cost time extension, revising the closing date from June 2021 to December 2022.
9. Urgently recruit a Communication Specialist / Consultant / NGO to implement the Communication and Awareness Strategy and Action Plan. It is proposed to have the UNDP communications specialist already start with the detailed guidance given in this strategy to communicate around the SECU investigations. Other project related communication and awareness activities could be done by a newly recruited Communications Specialist for the project, to be placed in the Project / IP.	The UNDP communication specialist supported the project, and a communications consultant was recruited to develop a communications strategy. Implementation of the communications strategy was held back during the SECU investigation, to avoid negative visibility during that time.
10. Due attention should be given by the project to financial sustainability. This is under threat mainly because of the COVID-19 and oil spill impact e.g. on Tourism. Some of the proposed financing mechanisms for Biodiversity Conservation will need to be reviewed in the face of	The contract for the consultant who prepare the investment framework and financing strategy expired before this recommendation was raised. Indeed, most of the financing

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Midterm review recommendation	Status at terminal evaluation
declining revenues from tourism and possibly even public financing for biodiversity conservation.	measures involve visitor charges, airport fees, tourism fees, etc., which are connected with the tourism sector.
11. Facilitate and support the Mainstreaming of Biodiversity Conservation in the possible COVID-19 Recovery packages in Mauritius, in order ensure a “Green (and “Blue”) CoVID-19 recovery. Such mainstreaming should use the information, knowledge, tools and practices produced by the project, and this should be facilitated by the UNDP CO at the highest policy level. Measures could include fiscal and monetary incentives, which could be based on the valuation of ecosystems and natural capital, including through the models produced by the project, as well as mainstreaming into plans, budgets and operational elements, all the time ensuring environmental and social safeguarding.	The management response documents how the PMU participated in the command centre for the Wakashio oil spill crisis meetings. And it was reported that the Project Manager participated in focus group discussions in 17 villages to explore the socioeconomic impact and eventual solutions.
12. UNDP CO could use the results of this, earlier and future (pipelined) environmental projects, and present this as a comprehensive, programmatic and portfolio approach to support more effective environmental governance in Mauritius. UNDP could use this in discussions and briefings towards development of UNDP and Government Strategies (e.g. the new National Env. Strategy, CPD, UNDAF, COVID Recovery, new Projects, etc.). This should especially focus on the broader discourse in Mauritius on Economic Development Vs. Environmental Sustainability and how a more sustainable focus can help to achieve the SDGs. Such an approach should take also into account possible COVID Recovery and other economic measures, while still trying to maintain the Natural Capital and Biodiversity Hotspot status of Mauritius, even more so in the wake of the recent oil spill near Blue Bay Marine Park and Point D’Esney RAMSAR site, which laid bare the vulnerability of these sites.	The management response was oriented on the adaptive management measures implemented in response to the Wakashio oil spill, e.g., providing training to fishers and other local people affected by the spill.

Overall assessment of M&E

Overall quality of M&E is rated as: Moderately satisfactory

The overall quality of M&E is rated as moderately satisfactory.

3.2.5 Project implementation and execution

UNDP implementation oversight

Quality of UNDP implementation / oversight is rated: Moderately satisfactory

The quality of implementation and oversight was somewhat lower than expected and there were shortcomings; a rating of moderately satisfactory has been applied.

UNDP provided technical, strategic, and administrative support throughout the entire project life cycle, from the concept stage, project preparation, and during implementation. UNDP representatives participated in each of the project steering committee meetings, reporting was timely and informative, and strategic guidance was consistently provided by the UNDP Country Office, Regional Technical Advisor and Chief Technical Advisor.

UNDP provided back-stopping during the health-related downtime of Project Manager and Head of Environment Unit and resignation of Project Assistant; however, project continuity was disrupted during these times, particularly in the crucial later stages as the project was regrouping following the SECU investigation and working towards closing out most of the key deliverables.

The grievance lodged by the group of NGOs might have been avoided with more proactive oversight of associated risks and project communications. The ramifications of the grievance were significant, not only in terms of loss of time and continuity.

The cover page of the Project Document indicates “NIM” (*national implementation modality*) and Section 3.1 (Project Implementation Arrangement) of the Project Document includes an entry stating the following: “The project is nationally implemented in line with the Standard Basic Assistance Agreement (SBAA, 1974) between UNDP and the Government of Mauritius, and the Country Programme Document for 2013-2016”. However, there were USD 14,000 in direct project costs included in budget, which implies some level of UNDP support to NIM, and the Project Document

also includes mention that the project team and CTA will be recruited using standard UNDP recruitment procedures. Recruitment of the project team was indeed made by the UNDP. A few procurements (e.g., patrol boats, equipment) were completed using the public procurement system. Due to the prolonged duration of these procurements, the TE team understands that the UNDP procurement system was used throughout the project. The 2021 and 2022 PIR's indicate that the management arrangements were "CO Support to NIM"; the earlier PIR's did not indicate the type of management arrangements. It is unclear whether there was a formal transition from full NIM to UNDP support to NIM, or whether the arrangements were meant to be UNDP support to NIM from the beginning, consistent with how earlier GEF-financed projects were implemented in Mauritius.

Designed as a NIM project, the UNDP support to NIM arrangement complicated the distinction between UNDP's project assurance role and project execution. It is unclear whether the fiduciary assessments made of the executing agency accurately captured the true capacity of the agency for executing a genuine NIM project, or whether the NIM requirements were clearly communicated to the executing agency. Furthermore, adequate resources should be allocated in the project budget, e.g., it would have been advisable to include a procurement officer in the budget. During TE interviews, limitations associated with the 5% GEF threshold for project management costs for full-sized projects were mentioned to the TE team. Considering that procurement refers to the process of obtaining goods and services for the execution of a project, it is sensible to include the cost of a procurement officer and other procurement related costs under the components of the project and not under project management.

As with many GEF-financed projects, this project included multiple transactions. For example, a list of purchase orders/contracts on the UNDP Mauritius website ([Mainstreaming Biodiversity into the management of CZM | UNDP Transparency Portal](#)) shows 42 line-items having a total value of approximately USD 2.5 million. Most of these purchase orders/contracts contain several different deliverables and associated payments. And this list does not include lower value expenditures, travel related expenses, workshop charges, etc. There were likely a few hundred transactions during the lifespan of the project. It is unclear whether the Implementing Partner had sufficient information to understand the required level of effort associated with a NIM project.

Implementing Partner execution

Quality of Implementing Partner execution is rated: Moderately satisfactory

There were shortcomings in the quality of Implementing Partner execution; a rating of moderately satisfactory has been applied.

The project has experienced several operational challenges, starting with the decision to change the Implementing Partner (Executing Agency) from the Mauritius Oceanography Institute (MOI) to the Ministry of Blue Economy at the start of the project. This change in the lead Implementing Partner was one reason the project was delayed in starting up: the Project Document was signed in June 2016 (official start of the project), first Project Steering Committee (PSC) meeting was convened in March 2017, the Project Manager was hired in June 2017, and the inception workshop was held in July 2017.

Project coherency and ownership were significantly impacted by having at least five different National Project Directors over the course of the project. And the Implementing Partner was largely unprepared for a national implementation modality; the project essentially morphed into a full UNDP-supported NIM.

Key ministries and government agencies were involved through establishment of technical committees led by the relevant entities, including Ministry of Blue Economy, Ministry of Environment, Ministry of Tourism, and the Ministry of Agro Industry and Food Security. The envisaged memoranda of understanding (MoU's) between the Ministry of Blue Economy, as the project Implementing Partner, and the other ministries and agencies were prepared, with some ministries taking longer to discuss and finalise the MoU internally, but they were still not been submitted to cabinet for approval and signing at the time of the TE, in November 2022. The versions of the MoUs reviewed by the TE team were outdated, i.e., validity was indicated to be through 2021. The failure in executing these MoUs' further signifies a shortcoming in the quality of project execution, i.e., not ensuring that these arrangements were formally agreed to early on in the implementation phase.

A project had a substantive focus on Rodrigues (e.g., nearly two-thirds of hectareage of the coastal and marine ESAs are in Rodrigues); however, there was inconsistent and limited involvement of Rodrigues-based stakeholders in the project steering committee meetings. This may partly be a project design issue, with limited resources allocated for ensuring consistent engagement of Rodrigues-based stakeholders. Notwithstanding the extended travel ban during the COVID-19 pandemic and connectivity issues relatively straight forward adaptive management measures could have been implemented, e.g., ensuring involvement through virtual methods (as feasible), convening at least one of the steering committee meetings in Rodrigues, etc.

Project Steering Committee (PSC) meetings:

A total of 16 PSC meetings were held during the project implementation timeframe. Six were conducted in 2017, the first year of the project implementation. From 2018 to 2022, two PSC meetings were held yearly. Notes of meeting were taken and circulated to the members. The attendance of various staff members of the Ministry of Blue Economy, Marine Resources, Fisheries and Shipping (hereinafter referred to as "Ministry of Blue Economy") was very consistent with 5 to 11 participants per meeting, although the chairperson changed seven times during the project. Percentage attendance for other key ministries/institutions varied as follows: Ministry of Environment, Solid Waste Management and Climate change (95%), Ministry of Tourism (63%) Ministry of Agro Industry and Food Security (69%), Ministry of Housing and Land (47%), Department for Continental Shelf and Maritime Zones Administration and Exploration (69%), Mauritius Oceanography Institute (94%). It is to be noted that Rodrigues Regional Assembly had an attendance of 31%, which is relatively low.

Different persons represented their institutions during the project, varying from two up to seven different representatives. The level of seniority of the representatives differed significantly. The Implementing partner (also key ministry in delivering outcome 2) had the highest number of senior representatives with the Permanent Secretary present up to PSC meeting 9. Ministry of Environment Solid Waste Management and Climate change (key ministry in delivering Outcome 1) was mostly represented by the Head of Division of the Coordination and Project Implementation Division. National Parks and Conservation Service, which is the leading institution in delivering the wetland bill (key component of Outcome 3), was represented by their director in 4 PSC meetings at the start of the project, and after the institution was represented mostly by scientific officers. The Ministry of Housing and Lands (linked to project activities around ESA mapping and Wetland Bill) had mostly junior representatives at the PSC meeting during the project period.

Three NGOs were present at the first PSC meeting, but to avoid conflict of interest NGOs were asked to decide whether they would like to be on the PSC or have the opportunity to participate in the execution of project activities through competitive bidding. Two NGOs, MMCS and Eco-Sud dropped from the PSC whilst REEF Conservation stayed. Only one member of private sector, Diospyros Ltd (a Mauritian environmental consultancy), were part of the PSC meeting but attended on 4 occasions.

Matters were followed up relatively consistently during the PSC meetings, nevertheless some items such as MoU's between the Implementing Partner (Ministry of Blue Economy) and other Ministries and the MoU between REEF and Ministry of Blue Economy were not finalised during the project period. Feedback on certain deliverables were not always necessarily received from members of the PSC. For example, the midterm review management response and the stakeholder engagement plan received no feedback and there was also no follow up in successive meetings regarding the stakeholder engagement plan.

Table 7: Participation in Project Steering Committee meetings

Member, representation		Project Board meeting participation														
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
1	Ministry of Blue Economy, Marine Resources, Fisheries and Shipping	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
2	Mauritius Oceanography Institute	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓	✓	✓
3	Ministry of Environment, Solid Waste Management and Climate Change	✓	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
4	Ministry of Finance, Economic Planning and Development		✓		✓					✓	✓	✓	✓	✓		✓
5	Department for Continental Shelf and Maritime Zones Administration and Exploration					✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
6	Ministry of Agro Industry and Food Security (National Parks and Conservation Service)	✓			✓	✓	✓	✓		✓	✓			✓	✓	✓
7	Ministry of Agro Industry and Food Security (Forestry Service)				✓	✓	✓		✓	✓			✓			
8	Ministry of Housing and Lands	✓	✓	✓	✓			✓	✓	✓						
9	Ministry of Tourism	✓	✓				✓		✓	✓		✓		✓	✓	✓
10	Ministry of Local Government, Disaster and Risk Management					✓		✓	✓	✓	✓	✓				
11	Rodrigues Regional Assembly	✓		✓		✓			✓				✓			
12	District councils				✓	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓
13	National Coast Guards				✓	✓	✓	✓		✓	✓	✓	✓	✓	✓	✓
14	Mauritius Standard Bureau				✓		✓	✓	✓	✓		✓				
15	Mauritius Ports Authority					✓		✓		✓						✓

Member, representation		Project Board meeting participation														
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
16	UNDP		✓	✓	✓		✓	✓	✓	✓	✓		✓	✓		✓
17	GEF Small Grants Programme UNDP				✓	✓										
18	REEF Conservation	✓	✓		✓			✓	✓	✓		✓	✓			✓
19	Eco-Sud	✓														
20	Mauritius Marine Conservation Society	✓	✓													
21	Diospyros Ltd	✓								✓			✓			
22	Statistics Mauritius												✓		✓	
23	University of Mauritius												✓		✓	✓

Overall implementation execution

Overall quality of implementation / execution is rated: Moderately satisfactory

There were significant shortcomings in the overall quality of implementation and execution, and a rating of moderately satisfactory has been applied.

3.2.6 Risk management

Project risks were under-estimated during the project preparation phase, in the opinion of the TE team. The overall risk rating of the project was upgraded from low to high, following the UNDP Social and Environmental Compliance Unit (SECU) investigation and the onset of the COVID-19 pandemic.

The UNDP SECU initiated an investigation in June 2019 in response to a grievance lodged (received by SECO on 23 March 2019) by a group of NGOs, claiming that the project is failing to protect environmentally sensitive coastal and marine areas. The SECU report (Case No. SECU0012, 30 October 2020) includes the following two findings:

- Finding 1:** For standard 1 on biodiversity Conservation and Sustainable Natural Resource Management, the review found partial compliance on the part of the Country Office (CO). It is clear both from standard 1 and from the ProDoc that the greatest challenge for achieving the enumerated outcomes and outputs will be passage of long-needed legislation and administrative reforms. The ProDoc proposed to emphasize “wetlands for which legislation is notably lacking,” and indeed the government had a draft Wetlands Bill in hand in January 2020, and consultations underway for eventual enactment by the National Assembly. But one major issue for the Complainants has been an ESA Bill, especially in light of the failure in 2009 to enact an ESA Bill. The ProDoc appears to lay some groundwork for an eventual ESA Bill: Stakeholders hold different views regarding whether ESA or the Wetlands Bill should be prioritized for implementation. With the advent of the COVID-19 crisis, milestones and timelines for each of the Bills need to be updated, and the impact of any postponements on the ecosystems at stake made explicit.
- Finding 2:** For the Policy Delivery categories on risk assessment and stakeholder engagement, the review found that the CO understood the requirements in the SES. At the same time, some of the judgments on individual elements of the risk assessment neither reflected past experience in Mauritius with environmental initiatives nor heeded the warnings on risk from the stakeholder consultations.

Recommendations were presented in the SECU report, the UNDP Administrator issued an Administrator Decision on 03 March 2021, and the UNDP Country Office prepared a management response (action plan).

The under-resourced project team was challenged to proactively oversee the implementation of safeguards instruments, including regularly reviewing and updating the SESP and stakeholder engagement plan – and development and implementation of a gender action plan. Recruitment of a social and environmental safeguards specialist was indicated in the management response to the SECU investigation; however, this position was not recruited.

3.3 Project results and impacts

3.3.1 Progress towards objective and expected outcomes (effectiveness)

Objective: To mainstream the conservation and sustainable use of biodiversity and ecosystem services into coastal zone management and into the operations and policies of the tourism and physical development sectors in the Republic of Mauritius through a ‘land- and seascape wide’ integrated management approach based on the Environmental Sensitive Areas’ (ESAs) inventory and assessment

Achievement rating:

Moderately unsatisfactory

Achievement of the project objective is rated as moderately unsatisfactory.

A cornerstone to the project's mainstreaming objective was the country-wide map of coastal and marine environmentally sensitive areas (ESA's). Substantial project resources were spent on preparing the map; however, at the time of the terminal evaluation, close to the operational closure of the project, the map had not been approved by the involved ministries due to certain omissions and inaccuracies, even after multiple revisions. The ministries and institutions could not validate the map due to the degree of accuracy required to include the map into the Outline Planning Schemes, which consist of development management maps indicating where development is likely to be permitted. There is no clear timeline on completion of the ESA map to the level of detail and accuracy deemed necessary for development planning purposes.

Another part of the mainstreaming strategy was development of pilot level integrated coastal zone management (ICZM) plans for the Black River District and Rodrigues, building upon the 2010 national ICZM strategy. ICZM is a highly relevant planning approach for an island nation like Mauritius, and district level ICZM plans enables local governments to be more closely involved in rationalising development priorities in their regions using an ecosystem-based, ridge to reef approach. Two ICZM plans with associated annexes and three other deliverables (management and planning tools, environment monitoring plan and costed action plans) were produced for the ICZM of Black River District and Rodrigues. The interviewed Ministry of Environment officials of Mauritius indicated that the ICZM related deliverables did not meet expectations, as further improvements requested by the Ministry in terms of costed detailed actions, management and planning tools, detailed environmental monitoring plan and key indicators were not made by the time of the TE. There seems to have been a breakdown in communication and stakeholder engagement in capturing the expectations of the beneficiary ministry. Separate donor funding from the French Government through the Indian Ocean Commission (*Commission de l'océan Indien*) will be carrying out ICZM planning for districts of Mauritius. They had intended to utilise the Black River District ICZM plans produced by this project, but the Ministry is uncertain how much of the deliverables produced by the project can be used. For Rodrigues, the TE team was informed that the deliverables have been received and approved by the Commission of Environment, however the TE team was unable to obtain feedback from the Rodrigues stakeholders regarding the next steps.

The two sectors addressed in the project mainstreaming strategy were tourism and development, which are closely linked as much of the development is associated with tourism. On 27 March 2019, the Ministry of Tourism proposed an additional project deliverable (in addition to the eco-label standard study) of assessing the carrying capacity of the lagoon to determine the amount of space left in the lagoon for pleasure craft to operate. However, on 14 October 2020 during the 12th PSC meeting, the eco-label standard activity was dropped, as this initiative is being addressed by a different initiative (the Tourism Authority is reportedly working on the eco-labelling initiative through the EU-funded Sustainable Island Mauritius project). The carrying capacity study along with an Excel-based tool for calculating acceptable numbers of vessels in the lagoon was delivered and demonstrated in mid-2022. Questions arose during the demonstration workshop of the carrying capacity tool, as stakeholders commented that only considering the number and size of vessels in the lagoon is insufficient – other activities, such as water sports, need to be also factored into the carrying capacity assessment. Other points of concerns were related to potential conflicts of interest between the two ministries involved in issuing boat permits (Ministry of Blue Economy and Ministry of Tourism). There were also suggestions of developing the tool on another platform instead of an Excel file that could easily be modified or tampered with. At the time of the TE, it was unclear on whether the carrying capacity tool will be utilised and/or further developed.

A strategic environmental assessment (SEA) to inform the implications of the ICZM plans was conducted by the same consultancy that worked on the lagoon carrying capacity. The Ministry of Environment officials provided comments to the SEA but considered that part of the project a responsibility of the Ministry of Tourism although the SEA is an integral part of the ICZM plan implementation, monitoring and evaluation. The numerous documents produced as part of the ICZM component of the project, and the annexed matrix seems to have led to confusion. The Ministry of Environment officials indicated that they were expecting a proper plan not a matrix to be used for planning. According to the review completed by the project Chief Technical Advisor, in order to understand the matrix, which is the main tool for ICZM planning, one needs to have read each of the six deliverables in the ICZM package. An overarching document putting all the deliverables in context and how they relate to the matrix would have been useful to allow proper understanding and implementation.

The project has contributed to improved management effectiveness of the target MPA's and wetland protected areas, primarily through strengthened monitoring and surveillance capacities (purchase of boats, diving equipment) and management planning for the Mauritius fishing reserves and SEMPA. Feedback from the Ministry of Blue Economy on the Mauritius Fishing reserve management plan is very positive and the technical staff members are satisfied with the quality of the deliverable. Although it is a useful document for reference, a comprehensive implementation will only be possible once submitted to cabinet and approval granted at that level. Buoys were also acquired through the project

for the demarcation of the Fishing reserves and signboards for Marine Protected areas are underway. The patrol boat acquired has added to the fleet supporting enforcement and maintenance of buoys. Diving equipment and GPS units support monitoring of corals, water quality etc. However, the main limitation remains the funding and understaffing of technical staff, which needs to be addressed in order to improve on management effectiveness of MPAs.

The levels of MPA management effectiveness improvements reported in the end-of-project METT assessments of the MPA's are unsubstantiated in the opinion of the TE team.

Indicator	Baseline	End-of-Project target	Status at TE	TE Assessment
	2015	Jul 2020	Mar 2021	
1. Area of coastal and marine ESAs under improved management or conservation status	4,696 ha (= currently managed MPAs i.e. Blue Bay Marine Park and SEMPA)	27,000 ha (i.e. approximate area of marine and coastal ESAs in ICZM plans for Black River District (4602 ha), and Rodrigues (16,290 ha); and area of ESAs in proposed and existing MPAs outside these locations (c. 8,022 ha) where management will be improved)	The management plan for Blue Bay has not been finalised during the project implementation timeframe. The SEMPA management plan has been updated and has been vetted by the SEMPA board but not yet submitted to the Executive Council of the RRA. A management plan for the six fishing reserves in Mauritius has been prepared but has not yet been presented to cabinet for official approval. The ICZM plans/matrices have been prepared for Black River District and Rodrigues, but there is no clear indication on whether these will be adopted at the level of the Ministry. Similarly, there is no clear indication that the lagoon rehabilitation plan will be approved/implemented.	Partially achieved
2. Average METT Scores for the 5 METT sites impacted by the project	48%	At least 60%	End-of-project METT assessments reported: BBMP: 84% SEMPA: 84% Mauritius reserves: 79% Rodrigues reserves: 59% The level of MPA management effectiveness improvements reported in the METT assessments is unsubstantiated, in the opinion of the TE team. For example, although management plans have been drafted, the plans have not been approved and only partly implemented. Staff numbers are reported as adequate – which contradicts some of the recommendations that came from the project. The METT assessments also report comprehensive, integrated programmes of surveys and research work – again, this contradicts feedback from TE interviews and recommendations contained in project deliverables.	Partially achieved
3. Policy effectiveness of ESA categorisation in key planning and decision making processes pertaining to coastal and marine areas	ESAs are not fully integrated in the development planning process (as stated in the PRODOC barrier analysis, paragraph	A number of barriers relating to the mainstreaming or application of coastal and marine ESAs in decision making processes have been overcome, as	Draft coastal and marine ESA map has been prepared. At the time of the TE the map was not approved due to accuracy shortcomings and omissions identified by involved ministries and agencies. There are also no ESA categories on the map,	Not achieved

Indicator	Baseline	End-of-Project target	Status at TE	TE Assessment
	2015	Jul 2020	Mar 2021	
	143, and in related content.)	independently vetted by project evaluations	although the draft Wetlands bill contains four wetland types/categories. There is no clear timeline on when the map may be completed to the degree of accuracy and completeness required for development planning purposes and decision making.	

COMPONENT 1: Mainstreaming of biodiversity into local level physical development planning and tourism management

Outcome 1: Threats to biodiversity and ecosystem function are addressed by ensuring that marine and coastal Environmentally Sensitive Areas (ESAs) are an integral part of planning and implementation mechanisms relating to coastal development and the tourism sector

Achievement rating: **Moderately unsatisfactory**

A rating of moderately unsatisfactory has been applied because the level of achieving the intended results under Outcome 1 were lower than expected and there were significant shortcomings.

The draft map of coastal and marine environmentally sensitive areas (referred to as the ESA map) has been prepared, but no consensus has been reached among key government ministries in terms of accuracy of the delimitations of some ESAs and of reported omissions. The map has not yet been circulated for public disclosure and comment and there is no clear timeline with respect to finalising it. The ESA maps for Rodrigues seemed to have been validated as it was reported in the 2021 and 2022 PIR reports that “The Rodrigues Regional Assembly (RRA) is planning to introduce an ESA Regulation for the protection of marine and coastal ESAs”; the TE team has been unable to verify the progress of the ESA regulation with the RRA.

The Department of Continental Shelf has installed the infrastructure (e.g., server) to host the ESA map on the national Ocean Observatory platform. A GIS unit in Rodrigues was also capacitated, including purchase of a server to host the ESA maps. During the TE mission to Rodrigues, the server was observed to be not in operation and the three trained personnel (one officer from IT department, one technical officer, and one officer Fisheries Training Research Unit) are not based at the SEMPA centre.

The eco-labelling activity was excluded from the project after the Ministry of Tourism indicated that this issue is being addressed by a different initiative. The project focused on developing a carrying capacity tool for the Black River lagoon. The Excel-based tool considers the numbers and sizes of boats in the lagoon, but not other activities, such as water sports. Based on TE interviews, it seems moderately unlikely that the tool will be utilised in the form it was delivered. Furthermore, apart from the Ministry of Tourism, the Ministry of Blue Economy, Marine resources, Fisheries and Shipping is a key stakeholder that would need to buy into the process.

Indicator	Baseline	End-of-Project target	Status at TE	TE Assessment
	2015	Dec 2022	Nov 22	
4. Spatial and policy information for all marine and coastal ESAs openly and freely available to all planning agencies, decision makers, stakeholders and to the general public, with due consideration to the different target audiences in the terms of data use and data applications.	The ESA maps have not been distributed to all local authorities, and it is not always easy for a planning authority or developer to identify whether a proposed development site will impact on an ESA.	(a) All relevant Ministries to have access to information and to be using it in planning applications and permits that affect marine and coastal ESAs. (b) All relevant planning decisions in coastal and marine areas to take account of ESAs. I Open, free and interactive access to geo-referenced ESA maps, assuming that the adequacy of terms of data use and data applications with respect to the different data users.	Draft coastal and marine ESA map prepared, but not yet finalised by the time of the TE. There is no clear timeline on completing the map to the degree of accuracy and completeness required for development planning purposes.	Not achieved

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Indicator	Baseline	End-of-Project target	Status at TE	TE Assessment
	2015	Dec 2022	Nov 22	
5. Number and profile of persons(M/F) and organisations accessing coastal and marine biodiversity information using the tools and products developed by and/or influenced by the project.	Zero	25 individual consultations by mid-term and 50 individual consultations by Terminal Evaluation.	The coastal and marine ESA map had not been approved officially at the time of the TE.	Not achieved
6. For Rodrigues, existence of marine and coastal information and GIS unit.	None	Unit in place with qualified staff recruited and working effectively.	A GIS unit in Rodrigues was also capacitated, including purchase of a server to host the ESA maps. During the TE mission to Rodrigues, the server was observed to be not in operation and the personnel trained although still in Rodrigues are no longer based at SEMPA. The subscription for ARCGIS software has already expired and has not been renewed though the project and the staff use the open software QGIS when needed.	Mostly achieved
7. Extent of Category 1 and, where required by the ESA Policy, Category 2 ESAs that are protected.	Re-assessment of area of each marine and coastal ESA type in each existing managed protected area (figures exist for 2009 in the ESA study but need updating)	All Category 1 and, where required, Category 2 ESAs to be legally protected and more effectively managed, as independently assessed by project end.	The information contained on draft coastal and marine ESA map is unavailable for official use as the map has not been approved by key ministries.	Not achieved
8. Number of tourism operators participating in eco-labelling /tourism standards schemes.	Baseline to be determined separately for Mauritius and Rodrigues at start of project	5 Operators for the Republic of Mauritius.	With the eco-labelling activity shifted to a different initiative, the project focused on doing a carrying capacity study of the lagoon and developing a carrying capacity tool for the Black River lagoon.	Not applicable
9. Number of individuals (M/F) trained to participate in, and to manage/certify/etc the ecolabelling schemes in such a way that they address marine and coastal biodiversity.	Numbers already trained from (information from TA)	40 for the Republic of Mauritius.	An online training was conducted on 05 and 06 December 2022 on Sustainable tourism (not on ecolabelling schemes specifically).	Not applicable

COMPONENT 2: Strengthening MPA management

Outcome 2: Threats to marine and coastal biodiversity are mitigated and fishery resources protected in at least 20,000 ha of seascapes, through the improved management of MPAs and no-take zones

Achievement rating:

Moderately satisfactory

A rating of moderately satisfactory has been applied because the level of achieving the intended results under Outcome 2 were lower than expected and there were moderate shortcomings.

The project has contributed to improved management effectiveness of the target MPA's, primarily through strengthened monitoring and surveillance capacities (purchase of boats, diving equipment) and management planning for the Mauritius fishing reserves and SEMPA.

The equipment and boats bought through the project has supported ecological monitoring and enforcement to a degree in both Mauritius and Rodrigues. The signboards that are currently being produced through the project to inform the population about the MPAs and the buoys that would be bought for future demarcation of MPAs and fisheries reserves in Mauritius will also indeed be an important communication tool in enhancing management effectiveness. Buoys have already been purchased and placed out at SEMPA. While additional equipment is a plus, understaffing was mentioned as the key factor impacting on the effective management of the MPAs in both Mauritius and Rodrigues.

The development of a management plan for the fishing reserves and an update to the management plan of Blue Bay Marine Park are important steps towards achievement of improved management of these MPAs. The Fisheries Reserves Management Plans have not been formally vetted by cabinet and the management plan for BBMP is missing the budget and operation plan which is required for it to be submitted for approval; these management plans were not implemented during the project period. In Rodrigues the update of the SEMPA management plan has been approved by the SEMPA board but it has not yet been submitted to the Executive Council of RRA for vetting.

The level of MPA management effectiveness improvements reported in the METT assessments is unsubstantiated, in the opinion of the TE team. For example, although management plans have been drafted, the plans have not been approved and only partly implemented. Staff numbers are reported as adequate – which contradicts some of the recommendations that came from the project. The METT assessments also report comprehensive, integrated programmes of surveys and research work – again, this contradicts feedback from TE interviews and recommendations contained in project deliverables. Protection systems are reported as largely or wholly ineffective in controlling access / resource use; based on information gathered from TE interviews, there are serious issues regarding IUU fishing, for instance.

At the time of the TE, there were no MPAs either legally designated or established through MOUs with communities during the implementation time of the project. Creation of new MPAs around the northern islets was proposed and a second one at Le More was earmarked in addition to the expansion of five of the six fishing reserves in Mauritius. During TE interviews, it was reported that the Ministry of Blue Economy is agreeable to the proposed extension of the fishing reserves in Mauritius, and they are working on the information paper to inform the cabinet. However the proposed new MPAs and extension areas have not been gazetted during the project period and is likely to take longer as it will require consultation with all relevant stakeholders especially local communities.

The MoU between the Ministry of Blue Economy and the NGO Reef Conservation for the 89-ha voluntary marine conservation area has yet been sent to cabinet for approval and signature.

Progress towards achievement of improvements in MPA financing are based on the targets of Indicators Nos. 12 and 13, both of which were formulated from the results of the Financial Sustainability Scorecard in the GEF-5 Tracking Tool for Biodiversity projects. This scorecard has not been updated since the baseline (2015) and the TE team, therefore, is unable to assess the results achieved with regard to MPA financing.

Regarding the interventions involving local communities, the TE team conducted interviews with three of the NGOs contracted to deliver these activities and both male and female beneficiaries. In Rodrigues the projects implemented by Shoals Rodrigues and Ter Mer Rodriguez to provide alternative livelihood to reduce pressure on the lagoon have laid some good foundations, with some beneficiaries continuing with their activities. This is part-time activity for most of beneficiaries and they are still dependent on fishing, although their time spent fishing has been reduced. In Mauritius the marine guide training implemented by ECO-SUD enhanced the knowledge of skippers and guide for sustainable use of the MPAs. Women also participated in and benefitted from the alternative livelihood interventions and the marine guide training.

Indicator	Baseline	End-of-Project target	Status at TE	TE Assessment
	2015	Dec 2022	Nov 2022	
10. Protected area management effectiveness scores for each MPA as recorded by Management Effectiveness Tracking Tool (METT) – see PRODOC Annex 3, Table 14.	<p>Baseline METT Scores:</p> <p>SEMPA = 62% Rodrigues Northern Marine Reserves = 43%</p> <p>BBMP = 58% BMP = 48% Fishing Reserves = 28%</p> <p>METT Scores by project end: SEMPA = at least 75% Rodrigues Northern Marine Reserves = at least 55%</p>	<p>BBMP = at least 70% BMP = at least 55% Fishing Reserves = at least 40%</p>	<p>End-of-project METT assessments reported: BBMP: 84% SEMPA: 84% Mauritius reserves: 79% Rodrigues reserves: 59%</p> <p>The level of MPA management effectiveness improvements reported in the METT assessments is unsubstantiated, in the opinion of the TE team. For example, although management plans have been drafted, the plans have not been approved and only partly implemented. Staff numbers are reported as adequate – which contradicts some of the recommendations that came from the project. The METT assessments also report comprehensive, integrated programmes of surveys and research work – again, this contradicts feedback from TE interviews and recommendations contained in project deliverables.</p>	Partially achieved

Terminal Evaluation Report

Mainstreaming biodiversity into the management of the coastal zone in the Republic of Mauritius

GEF Project ID: 5514; UNDP PIMS: 4843

Indicator	Baseline	End-of-Project target	Status at TE	TE
	2015	Dec 2022	Nov 2022	Assessment
11. Area (ha) of MPAs, either legally designated or established through MOUs with communities.	15,913 ha	20,000 ha (expectation to include VMCA and marine areas around northern islets)	At the time of the TE, there have been no MPAs either legally designated or established through MOUs with communities during the implementation time of the project. The MoU between the Ministry of Blue Economy and the NGO Reef Conservation for the 89-ha voluntary marine conservation area has yet been sent to cabinet for approval and signature. The proposed new MPAs around the northern islets and at the southwestern lagoon, have not been gazetted during the project period. 7411 ha increase of 5 fishing reserves through expansion has also not been brought to cabinet yet.	Not achieved
12. Key MPA finance indicators, as recorded by the SO1 TT, Financial Scorecard for the MPA Sub-system (see PRODOC Annex 3, Table 15).	(a) Funding gap for management of MPAs: As per the rough SO1 TT baseline assessments, the funding gap (2015) is approx. 100% of current expenditure under the basic management scenario, and 430% under the optimal management scenario (b) Financial Sustainability Score for the MPA Sub-system = 24%	(a) The annual financing gap is reduced to be at least 50% of expenditure under the basic management scenario (b) Financial Sustainability Score for the MPA Sub-system = increases to at least 40%	The GEF Financial Scorecard was not completed at the end of the project (only baseline assessment is available). The feasibility of the proposed financing measures is uncertain.	Unable to assess
13. Total operational budget (including HR and capital budget) allocation for MPA management.	c. USD300,000	USD 450,000 (based on expectation of 50% increase)	The baseline was determined based on the annual budget of the MCD and SEMPA. The TE team is unable to assess progress towards achievement, as a different metric is applied.	Unable to assess
14. Number of additional males benefitting from livelihoods strengthened through solutions for management of MPAs.	Gender sensitive community baseline survey to be undertaken during inception phase of workshop	30 Persons	TE interviews confirmed some beneficiaries are continuing with the introduced livelihood options in Rodrigues. In Mauritius, marine guide training has enhanced knowledge of skippers and guides on sustainable use in MPAs.	Mostly achieved
15. Number of additional females benefitting from livelihoods strengthened through solutions for management of MPAs.	Gender Sensitive baseline survey to be undertaken during inception phase of workshop	30 Persons	TE interviews confirmed that some women in Rodrigues who received training on alternative livelihoods have used the additional income to expand their on-farm activities. Women were included in the marine guide training delivered in Mauritius.	Mostly achieved

COMPONENT 3: Erosion control and ecosystem services restoration in sensitive areas

Outcome 3: Erosion control and ecosystem services restoration: erosion and soil loss are reduced in 200 ha of erosion-prone water sheds; and ecosystem services are restored in 100 ha of coastal wetlands

Achievement rating:

Moderately unsatisfactory

A rating of moderately unsatisfactory has been applied because the level of achieving the intended results under Outcome 3 were lower than expected and there were significant shortcomings.

Management plans were produced for the Rivulet Terre Rouge and Point D'Esny Ramsar sites; the management plan for Pointe D'Esny still have to be approved by the Minister and sent to cabinet and as such is not being implemented yet. Equipment bought for the wetland protected areas through the project were useful for the management of wetland. There were no significant restoration activities completed in view of restoring ecosystem services across 100 ha of wetlands, although some control of invasive grass were conducted in the Rivulet Terre Rouge Ramsar site. Some

studies and monitoring were done at Pointe D'Esny Ramsar site as part of the post oil spill monitoring in collaboration with other government institutions and organisations.

Wetlands Bill updated and draft regulations prepared with project support; the updated bill has been developed in collaboration with the National Park Conservation Service (NPCS) but has not yet been circulated among key ministries and non-governmental stakeholders and the general public. Draft wetland regulations have also been prepared, delivered by the contracted consultant in October. Feedback was provided, and revisions made but the draft regulations have not been circulated yet to other stakeholders for review. A needs assessment requested by NPCS has not been completed; the PMU informed the PSC meeting on 14 December that a consultancy contract for the needs assessment has been prepared and the work will be completed in early 2023. There is no clear timeline on eventual enactment of the bill and associated regulations, partly because the ESA map is not yet approved.

48 ha of wetlands PA's reported to be under effective management. The wetlands PA's were not included among the METT assessments. Although management plans were produced for two Ramsar sites Rivulet Terre Rouge and Point D'Esny; equipment were bought, and implementation has started it seems to have been limited. The management plan for Pointe D'Esny still have to be approved by the Minister and sent to cabinet. Some studies and monitoring were done in collaboration with other government institution and organisations due to lack of capacity and resources at government level. No significant restoration activity were conducted in view of restoring Ecosystem Services in 100 ha of wetland although some control of invasive plants were conducted.

An agroforestry scheme was implemented in Rodrigues within the Riviere Coco catchment in Rodrigues to help control erosion. The scheme consisted of leasing land for a period of five years to local people to develop agroforestry interventions, which includes fencing their land to ward off herbivores, planting endemic trees, fruit trees, crops and melliferous trees, bee keeping among others. Training and material support was also provided. Out of the 34 beneficiaries earmarked, only 12 beneficiaries were allocated approximately one ha (or less) of land for the agroforestry scheme since the start of the project and not all of them were in the SEMPA region. Project reports indicate that the remaining 22 beneficiaries will be starting the project soon because the parcelling of the agricultural land was a lengthy process. With the 22 additional beneficiaries, the project will approach 35 ha of land under agroforestry. The impact of the project in controlling erosion and sedimentation load in the lagoon has not been monitored due to lack of capacity. Plans are also underway to provide larger plots of land to communities to manage instead of individuals (which will make it easier for Forestry to monitor given limited staffing). Two plots (53 ha and 12 ha) have been identified, both of which are in the SEMPA region.

Indicator	Baseline	End-of-Project target	Status at TE	TE Assessment
	2015	Dec 2022	Nov 2022	
16. Area of coastal wetlands managed effectively.	26 ha (based on area of Rivulet du Terre Rouge Ramsar site and assumption that this is managed effectively)	100 ha (= area of two coastal wetlands Ramsar sites – 48 ha – plus an additional area that might be managed with private owners)	Management plans for the Rivulet Terre Rouge and Point D'Esny Ramsar sites were prepared; the plan for Pointe D'Esny has not yet been approved and, as such, has not yet been implemented. Equipment procured through the project has contributed to improved management of the wetland PA's. Some control of invasive species was conducted at the Rivulet Terre Rouge site; however, restoration across 100 ha was completed.	Partially achieved
17. Legislation passed.	Draft Wetlands Bill	Wetlands Act in place	The draft Wetlands bill has been prepared; however the bill has only partially been circulated among the broader stakeholder community. There is no clear timeline for completing the process and eventual enactment of the bill and associated regulations, partly because the coastal and marine ESA map has not been finalised and approved.	Not achieved
18. Area over which soil erosion techniques are successfully applied in Riviere Coco.	Zero	Area of Riviere Coco that requires erosion control to be determined at start of project (PIF assessed 200 ha but this needs checking)	Agroforestry interventions initiated in Rodrigues through a scheme involving leasing of small parcels of land to local households. Among the 34 beneficiaries earmarked for the scheme, 12 have been allotted with a parcel of land to work on. The other 22 beneficiaries are expected to start soon. Plans are under development for providing larger plots of land to local communities, rather than individuals.	Partially achieved

3.3.2 Relevance

Relevance is rated as: Moderately satisfactory

The project objective, i.e., mainstreaming biodiversity into some of the key sectors, including development and tourism, was highly relevant and directly aligned with national priorities, including the National Development Strategy and National Environment Policy which provides for the implementation of the National Biodiversity Strategy and Action Plan (NBSAP), as well as with GEF and UNDP programming directions. The project was consistent with Output 3 of the UNDP Country Programme Document (CPD) for Mauritius (2017-2020): “Solutions developed at national and subnational levels for sustainable management of natural resources, ecosystem services, chemicals, and hazardous waste”.

A moderately satisfactory rating is applied because there were shortcomings with respect to stakeholder engagement and with regard to the extent to which lessons learned were considered in project design. Stakeholder engagement turned generally inwards following the SECU investigation. There seemed to have been a reduced willingness to engage with civil society organisations, for example, in some of the key outputs, including development of the ESA map, drafting of the Wetlands bill, assessing management effectiveness of MPA's, etc. And it would have been advisable to have more thoroughly analyse the root causes of why certain items were not advanced in years prior to the project, such as the ESA map, Wetlands bill, BBMP management plan, SEMPA management plan.

3.3.3 Efficiency

Efficiency is rated as: Moderately unsatisfactory

There were significant shortcomings in project efficiency; a rating of moderately unsatisfactory has been applied.

The change in the Implementing Partner from the Mauritius Oceanography Institute to the Ministry of Blue Economy resulted in a substantial delay in the early phase of implementation, with the project inception workshop convened more than a year after the Project Document was signed (the official start of the project).

The project experienced a number of operational disruptions, including the SECU investigation and management response following the grievance lodged by a group of NGOs in March 2019. Project implementation was partially suspended during this time. Some of the ongoing activities were continued during the SECU investigation, but other aspects, including communications were significantly scaled back or suspended altogether. A one-year, no-cost time extension was approved; however, the project lost crucial momentum.

The COVID-19 pandemic caused significant disruptions (albeit, beyond the control of the project), e.g., limited in-country missions by international consultants. Adaptive measures were implemented, including reliance on virtual and remote interactions among project partners in response to the COVID-19 restrictions.

Project efficiency was also impacted by the downtime periods when the Project Manager and UNDP CO Head of Environment Unit were on medical leave. UNDP provided important backstopping during the health-related downtime of Project Manager and Head of Environment Unit and resignation of Project Assistant; however, project continuity was diminished during these times.

And the under-resourced project team was challenged in providing proactive coordination and stakeholder engagement. The management structure, consisting of a Project Manager, Project Assistant and part-time Chief Technical Officer was, in the opinion of the TE team, insufficient for generating the expected project results. For example, it would have been advisable to include a Safeguards Engagement Officer, Communications Officer, and Safeguards Officer on the team.

3.3.4 Sustainability

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

Overall:

Likelihood that benefits will continue to be delivered after project closure: Moderately unlikely

Overall, the likelihood that benefits will continue to be delivered after project closure is rated as moderately unlikely. Certain sustainability structures have been enhanced as a result of the project, e.g., advancing the national dialogue on the importance of protecting coastal and marine ecosystems, producing a draft map of coastal and marine ESA's, developing a draft Wetlands bill, and delivering capacity building and management planning support for marine and wetland protected areas. However, the map of coastal and marine ESA's was not completed during the project and there is no clear timeline on when this might be finalised. Similarly, the draft Wetlands bill has not yet been circulated

the broader stakeholder community, and apart from the accuracy shortcomings of the ESA map, there are also issues associated with privately owned wetlands, categories of wetlands, and financial commitment of proposed regulatory reforms that will require substantial more stakeholder deliberations.

Financial dimension:**Likelihood that benefits will continue to be delivered after project closure: Moderately unlikely**

There are a few positive aspects that enhance the likelihood that benefits will continue to be delivered. Firstly, there is a significant increase in reported government financing for MPA management. Also, there are complementary donor projects, including the GEF-6 sustainable land management project (GEF ID 9836) under implementation and being developed.

There are also a number of factors that diminish the likelihood for sustainability. The eventual enactment of the Wetlands bill will require substantial financial commitment, e.g., through increased staffing and resources for enforcement. Official approval of the MPA management plans, including the one for the Blue Bay Marine Park, has not been achieved, partly because an operational budget plan has not yet been developed – this has been the case for a number of years. Also, the feasibility of the measures outlined in the investment framework and financing strategy aimed at increasing and diversifying financing for MPA management are uncertain. The measures are primarily associated with the tourism sector, including airport environment charge, cruise ship charge, entrance fees, etc. Adoption of such measures would require extensive stakeholder deliberation, e.g., with the tourism sector, which was not completed during the project.

Socio-political dimension**Likelihood that benefits will continue to be delivered after project closure: Moderately unlikely**

There have been high level discussions regarding the ESA map and Wetlands bill, including during parliamentary sessions in July 2021 and May 2022. Tabling these issues in such sessions signifies the high political importance of protecting coastal and marine ecosystems. Advancing the process of recognising voluntary marine conservation areas (VMCAs) also enhances the likelihood that benefits will continue be delivered, as this conservation modality directly involves local communities.

Sustainability is adversely affected, however, by the continued high level of development pressure on coastal and marine ecosystems and the lack of a clear timeline on when the ESA map and enactment of the Wetlands bill will be completed.

Institutional framework and governance dimension:**Likelihood that benefits will continue to be delivered after project closure: Moderately unlikely**

With respect to the institutional framework and governance dimension of sustainability, the project helped facilitate improved inter-ministerial collaboration, something that is critical for successfully achieving biodiversity mainstreaming objectives. The draft MoUs between the lead Implementing Partner, the Ministry of Blue Economy, and the other involved ministries and bodies, including Ministry of Environment, Ministry of Tourism and the Rodrigues Regional Assembly were not executed by the time when the TE was conducted, in November 2022. The failure in signing the MoUs points to the challenge of achieving genuine cross-sectoral collaboration.

On the positive side, there has been internal policy dialogue on the need to strengthen conservation of coastal and marine ESAs for more than a decade. Moreover, there is a high level of institutional and individual capacity among the key ministries. Also, the team at the Department of Continental Shelf, Maritime Zones Administration and Exploration for hosting the ESA map on the Ocean Observatory platform. Also, advancing the discussions with Reef Conservation regarding the VMCAs at Anse La Raie and Roches Noires contributes towards strengthening alternative conservation modalities in the country, albeit the MoU had not been signed by the time of the TE.

Protection and mainstreaming of coastal ESAs proposed in the draft 20-year national land use framework (Ministry of House and Land Use Planning) and also proposed to be integrated in national and local land use planning processes in the draft 2020-2030 Master Plan on the Environment for Mauritius. Reaching consensus on the coastal and marine ESA map would be a requisite for operationalising these planning instruments.

The project made technical contributions to integrated management approaches, including integrated coastal zone management (ICZM). There has been some progress in the country on developing ICZM strategies; however, the institutional arrangements required for effective cross-sectoral management approaches need to be improved.

Environmental dimension:**Likelihood that benefits will continue to be delivered after project closure: Moderately unlikely**

The draft ESA map is an important step towards documenting and safeguarding environmentally sensitive coastal and marine areas; however, there is no clear timeline on when the map will be completed. And there remains high levels of development pressures on these ecosystems. The purchased equipment and planning support provided by the project increases capacities to monitor ecosystem health, support patrolling of MPAs and reduce threats – which enhance the likelihood of sustainability. Threats, such as IUU fishing, remain, however, and coastal and marine ecosystems are also vulnerable to the impacts of climate change.

3.3.5 Country ownership

The project has experienced several operational challenges, starting with the decision to change the Implementing Partner (Executing Agency) from the Mauritius Oceanography Institute (MOI) to the Ministry of Blue Economy at the start of the project. This change in the Implementing Partner was one reason the project was delayed in starting up. Moreover, the project has had five different National Project Directors, resulting in inconsistent “ownership”. The project steering committee had six different chairpersons, which also affected project coherency.

Key ministries and government agencies were involved through establishment of technical committees led by the relevant entities, including Ministry of Blue Economy, Ministry of Environment, Ministry of Tourism, and the Ministry of Agro Industry and Food Security. The envisaged memoranda of understanding (MoU's) between the Ministry of Blue Economy, as the project Implementing Partner, and the other ministries and agencies were prepared, with some ministries taking longer to discuss and finalise the MoU internally. At the time of the TE, close to project closure, the MoU's had not been submitted to cabinet for approval and signing. The draft versions of the MoUs reviewed by the TE term were outdated, e.g., validity was indicated to be through 2021.

Rodrigues participation in project decision-making was limited. For example, representatives from Rodrigues were present for five of the 16 PSC meetings convened.

3.3.6 Gender equality and women's empowerment and other cross-cutting issues

Gender mainstreaming:

The project strived to ensure a gender balance in most of its activities, strengthening gender equality and the empowerment of women. For example, the terms of reference for the NGO-executed alternative livelihood interventions specified that at least 40% of the beneficiaries need to be women. The alternative livelihood projects, executed by two NGOs in the main island of Mauritius and two NGOs in Rodrigues, contributed to gender equality through targeting socioeconomic benefits and services to women and building capacities of women. Overall, the projects had a participation of 48% men and 52% women. The contract for one of the alternative livelihood projects was awarded to a female-led NGO (Shoals Rodrigues).

Five technical committees were set up at five different governmental ministries to help with the implementation of the project and these committees consisted of 31% women. There were 32 workshops and working sessions throughout the project period, where the participants included 30% women. Three training workshops were conducted in 2022 on MPAs, Wetlands and Sustainable Tourism where female participation was 34%.

Climate change adaptation / disaster prevention:

Impacts of climate to Small Island Developing States can be quite significant. Sea temperature rise, ocean acidification, sea level rise and increased frequency of storms can have devastating impacts on the marine and coastal biodiversity and affect the ecosystem services they provide. The project helped facilitate an increased focus on the protection of coastal and marine ecosystems, which will help contribute to strengthening the ecosystem resilience to the impacts of climate change. For example, mangrove forests/sediments and seagrass meadows are important in fighting climate change as they have high rates of carbon capture. Mangrove forest also protect the coastline against disasters, such as storm surges and tsunamis. The project benefitted the mangrove forests and other coastal ecosystems through the purchase of equipment to better manage wetlands and the drafting of two management plans for wetland protected areas. The future implementation wetland management plans and MPA management plans will provide enhanced protection of marine and coastal ESAs, help in disaster management and contribute to carbon sequestration to adapt to and mitigate the effects of climate change. Even though the wetland bill was not enacted during the project period, the document was updated, a wetland regulation was produced and a needs assessment for the institution responsible for wetlands was initiated. Overall, the project has succeeded in advancing the national dialogue on the importance of safeguarding coastal and marine ecosystems.

Poverty alleviation:

The alternative livelihood interventions executed by four NGOs benefitted vulnerable groups, such as women, young unemployed men and those with precarious jobs such as fisherfolk. The interventions contributed to poverty alleviation while addressing the need to reduce pressure on marine resources. The alternative livelihood activities in Rodrigues

were implemented by Shoals Rodrigues and Ter Mer Rodriguez. The interventions included vulnerable groups and low-income earning people and helped in addressing poverty issues by offering training in rearing chicken and pigs: providing construction materials for pig farms, chicken pens, and animals to head start the project. A total 63 women and 58 men benefitted from this training. One of the beneficiaries (interviewed by the TE team) involved in pig farming used the profits she gained from the project to build a second pig enclosure. Another beneficiary of the livelihood project interviewed by the TE team stated that the profit she made from the pig farming allowed her to invest more in the education of her children. The seaweed farming in Rodrigues also targeted women and fisherfolk from coastal communities (both vulnerable groups) and helped provide an alternative to fishing through seaweed farming. Market-based vocational education and training were provided to the target beneficiaries and seaweed farming infrastructure was put in place through the project. Training offered through the project implemented by Eco-Sud in Mauritius, targeted unemployed women and men who were affected by COVID-19 and were not working and helped them seek alternative livelihood opportunities to lessen their financial burdens. A stipend of MUR 10,00 (approximately USD 230) was given to those attending the courses. Oceanyka also carefully selected its project beneficiaries to ensure it supported women, young unemployed men and through its project provided business skill training for some of its beneficiaries and supported those interested to create a cooperative.

Improved governance:

The project aimed to increase the area under protection through new MPAs and officially recognizing a Voluntary Marine Conservation Areas (VMCAs) set up by the Mauritius based NGO REEF Conservation. REEF works with local stakeholders such as fisherfolk, pleasure craft operators and hotels to establish no-take zones and provide measures such as mooring buoys and snorkelling trails to reduce anthropogenic damage. The VMCA is being managed through a community committee and thus helps improve community-based governance of marine areas. Such approaches cultivate local ownership and commitment towards the VMCA.

Volunteerism:

The VMCAs are selected sites within the lagoon, where sea users, which include fisherfolk, pleasure craft operators and local communities, agree not to conduct destructive activities and to restore and protect the sites. REEF Conservation has put in place two VMCAs and though this project aimed to have one of the VMCAs officially recognised through an MoU with the Ministry of Blue Economy. The VMCA relies upon the willingness and volunteerism of the sea users and other stakeholders. These people give their time freely through the community committee, which was put in place for the management of the VMCA, and voluntarily engage themselves to ensure the measures in put place, such as specific snorkelling trails and no take zones, are respected.

3.3.7 GEF additionality

GEF additionality was primarily achieved through the inter-ministerial coordination on the project. Such coordination is a prerequisite for successful implementation of integrated ecosystem management approaches.

The overall likelihood of sustainability of the project outcomes is rated as moderately unlikely. Although there has been high level dialogue regarding the ESA map and Wetlands bill, advancing these items will require concerted cross-sectoral stakeholder engagement and financing, as there is no clear timeline for finalising the ESA map to the required level of detail for the Outline Planning Schemes.

3.3.8 Catalytic / replication effects

The ICZM plans for Black River District and Rodrigues were intended to provide demonstrations for other districts to follow. Separate donor funding from the French Government through the Indian Ocean Commission (*Comission de l'océan Indien*) will be carrying out ICZM planning for districts of Mauritius. They had anticipated utilising the Black River District ICZM plans produced by this project, but the Ministry is uncertain how much of the deliverables produced by the project can be used. For Rodrigues, the TE team was informed that the deliverables have been received and approved by the Commission of Environment, however the TE team was unable to obtain feedback from the Rodrigues stakeholders regarding the next steps.

The agroforestry scheme initiated in Rodrigues has the potential for being scaled up and replicated, but it is still early in the process.

Exit strategy and sustainability plan:

The Chief Technical Advisor has produced an exit strategy and sustainability plan for the project. The sustainability plan outlines concrete actions recommended through the end of 2023, covering the following priorities:

- Strengthening the institutional management arrangements to support marine protected areas and reserves

- Identify and adopt sources of financing for sustainable management of MPAs and reserves financial review body
- Adopt and implement the integrated coastal zone management plan
- Rationalise legislation and strengthening compliance related to the “Ridge-to-Reef” management and conservation approaches
- Stakeholder engagement and outreach
- Sustainability of biodiversity mainstreaming – review and assessment (5-year process, from 2023-2027)

The TE team has recommended that the priority actions in the sustainability plan be incorporated into a consolidated memorandum of understanding between the Ministry of Finance, Economic Planning and Development and the responsible ministries, and institute an accountability mechanism in the form of an Executive Committee, led by the Ministry of Finance, Economic Planning and Development, as the GEF focal point for the Republic of Mauritius.

3.3.9 Progress to impact

The project has not generated verifiable environmental stress reduction or environmental status change during the lifespan of the project. As outlined in the project theory of change, progress to impact is envisaged to be realised, provided the key assumptions hold.

Increased protection of environmentally sensitive coastal and marine ecosystems would generate multiple benefits, including conservation of globally significant biodiversity, safeguarding coastal ecosystems and thus reducing vulnerability to climate change, and securing long-term livelihoods of resource users.

3.3.10 Contributions towards Sustainable Development Goals (SDGs)

The project has made contributions towards achievement **SDG 14** (Life below water) and **SDG 15** (Life on land), particularly the following targets:

- **Target 14.2.** By 2020, sustainably manage and protect marine and coastal ecosystems to avoid significant adverse impacts, including by strengthening their resilience, and take action for their restoration in order to achieve healthy and productive oceans.
- **Target 14.7.** By 2030, increase the economic benefits to small island developing States and least developed countries from the sustainable use of marine resources, including through sustainable management of fisheries, aquaculture and tourism.
- **Target 15.1.** By 2020, ensure the conservation, restoration and sustainable use of terrestrial and inland freshwater ecosystems and their services, in particular forests, wetlands, mountains and drylands, in line with obligations under international agreements.
- **Target 15.9.** By 2020, integrate ecosystem and biodiversity values into national and local planning, development processes, poverty reduction strategies and accounts.

4 Conclusions, recommendations, and lessons

Summary of Conclusions

The project was conceptualised nearly 10 years ago to address increasing development pressures on environmentally sensitive areas (ESAs), particularly those within coastal and marine ecosystems. The issues remain very relevant at project closure, in 2022. The project managed to advance the national discussion on formalising environmentally sensitive areas (ESA's) into the legislative framework to help rationalise economic development and environmental protection priorities. The issue has garnered high-level attention, e.g., during the 27 July 2021 and 10 May 2022 Parliamentary sessions.

The project objective, i.e., mainstreaming biodiversity into some of the key sectors, including development and tourism, is directly aligned with national priorities, including the National Development Strategy and National Environment Policy which provides for the implementation of the National Biodiversity Strategy and Action Plan (NBSAP), as well as with GEF and UNDP programming directions. The project was consistent with Output 3 of the UNDP Country Programme Document (CPD) for Mauritius (2017-2020): “Solutions developed at national and subnational levels for sustainable management of natural resources, ecosystem services, chemicals, and hazardous waste”. The project also made contributions towards achievement of Sustainable Development Goals 14 and 15.

A cornerstone to the project's mainstreaming objectives was the country-wide ESA map, something that was first prepared in 2009 and later refined in 2013, however not officially approved. These earlier versions of the ESA map, although widely used to support environmental impact assessments of proposed development projects, were not formally adopted, largely because of accuracy shortcomings that precluded use as a tool to support land disputes in courts of law. Substantial project resources were spent on updating the ESA maps for marine and coastal areas including

inland wetlands; however, at the time of the terminal evaluation, two months before the operational closure of the project, the coastal and marine ESA map had not been approved by the involved ministries due to certain omissions and inaccuracies, even after multiple revisions. As discussed in the above-referenced parliamentary sessions, the Ministry of Housing and Land Use Planning and other ministries and institutions could not validate the ESA map, due to the degree of accuracy required to include the map into the Outline Planning Schemes, which consist of development management maps indicating where development is likely to be permitted.

Although the coastal and marine ESA map was not finalised by project closure and the project fell short in achieving some of the other intended outcomes, the GEF investment was instrumental in advancing the national dialogue on the importance of protecting environmentally sensitive coastal and marine ecosystems in the country. Considering that the Mauritian economy is heavily reliant on their unique and globally significant landscapes and seascapes, safeguarding these critical natural resources and biodiversity is paramount for attaining sustainable development objectives. The process of deliberating on the intricacies associated with mainstreaming the coastal and marine ESA map into development planning frameworks brought to light the various concerns of the involved ministries and institutions. Facilitating meaningful discourse on these issues showcases the catalytic nature of GEF funding. Adoption of the coastal and marine ESA map and the integrated management approaches promoted under the project will require time. There have been important incremental steps made in recent years, e.g., protection of coastal ESAs are reflected in the draft new 20-year National Land Use Framework finalised at the Ministry of Housing and Land Use Planning, and the importance of mainstreaming coastal and marine ESAs into national and local land use planning was communicated during the consultation for the Master Plan on the Environment for Mauritius 2020-2030.

There was communication and engagement between the involved technical staff of the beneficiary ministries and key decision makers, including through Cabinet sessions, during Parliamentary debates, and as part of the March 2022 relaunch of the project. It would have been useful to have prepared policy briefs alongside the project technical deliverables, to help facilitate discussions with relevant Permanent Secretaries and Ministers and eventual mainstreaming of the project outputs.

The ESA map is a critical annex to the updated Wetland bill, which was drafted under Component 3 of the project. The project intended to support the finalisation of the draft Wetlands bill prepared in 2013 and assist with submission to the government for approval. The updated version of the Wetlands bill and associated regulations have been developed in coordination with the National Parks Conservation Service (NPCS) - the entity declared as the responsible party to be in charge of implementing the Wetlands bill following enactment - and were discussed in stakeholder workshops and circulated among key ministries but not yet to the general public. A resource analysis is being undertaken by a consultancy to assess staffing and other needs associated with implementation of the Wetlands Act and regulations. As outlined in the baseline situation analysis in the Project Document, about 75% of the remaining coastal wetlands are under private ownership. It would have been advisable to engage the private sector, e.g., hotel associations, more closely in the process of preparing the coastal and marine ESA map and in the drafting the updated Wetlands bill (missed opportunity).

The grievance lodged by a group of NGOs on 25 February 2019, which was subsequently escalated to UNDP Social and Environmental Compliance Unit (SECU) and the GEF Secretariat, was largely attributable to stakeholder engagement and communications issues. The grievance claimed that continued issuance of development permits while in the process of adopting a legislative framework to better protect ESA's would result in further damage and disruption to important coastal and marine ecosystems. The NGO group has been advocating for an ESA bill, something that was recommended when the earlier ESA study was reported in 2009. The Wetlands bill (and eventual act) would be an important step towards protection of the coastal ESA's that are under the greatest pressure for development. The logic of focusing on the Wetlands Bill rather than the ESA bill seems to have been not clearly communicated to the civil society. There may have been an opportunity to deliberate on both bills under the project. In fact, advancing the ESA bill is addressed in the approved GEF-6 project on sustainable land management (GEF ID 9836).

Another part of the mainstreaming strategy was development of pilot level integrated coastal zone management (ICZM) plans for the Black River District and Rodrigues, building upon the 2010 national ICZM strategy. ICZM is a highly relevant planning approach for an island nation like Mauritius, and district level ICZM plans enables local governments to be more closely involved in rationalising development priorities in their regions using an ecosystem-based, ridge to reef approach. Two ICZM plans with associated annexes and three other deliverables (Management and planning tools, Environment Monitoring Plan and Costed Action Plans) were produced for the ICZM of Black River District and Rodrigues. It is unclear, however, if these plans and tools, will be adopted, as further improvements requested by the Ministry of Environment in terms of costed detailed actions, management and planning tools, detailed environmental monitoring plan and key indicators were not made by the time of the TE. Similarly, it is unclear whether the carrying capacity produced for the Ministry of Tourism will be utilised or further developed, as concerns were raised on the need to consider other activities in the lagoon apart from the number and size of vessels.

The project has contributed to improved management effectiveness of the target marine protected areas (MPA's) and wetlands protected areas, primarily through strengthened monitoring and surveillance capacities (purchase of boats, diving equipment) and management planning support. The TE team considers the end-of-project assessments of management effectiveness of the MPA's to be partly unsubstantiated. For example, although management plans have been drafted, the plans have not been approved and only partly implemented. Staff numbers are reported as adequate – which contradicts some of the recommendations that came from the project. The METT assessments also report comprehensive, integrated programmes of surveys and research work – again, this contradicts feedback from TE interviews and recommendations contained in project deliverables. Protection systems are reported as largely or wholly ineffective in controlling access / resource use; based on information gathered from TE interviews, there are serious issues regarding IUU fishing, for instance.

The project experienced a number of operational disruptions, including the unforeseen global COVID-19 pandemic in 2020; the aforementioned process of investigating and responding to the grievance lodged to UNDP Headquarters and the GEF Secretariat; unfortunate illness and associated downtime of the Project Manager and the Head of Environment Unit at the UNDP Country Office; and delays at the beginning of the project resulting from the decision to change the Implementing Partner (Executing Agency) from the Mauritius Oceanography Institute (MOI) to the Ministry of Blue Economy.

Recommendations

The following recommendations have been formulated based upon the findings of the TE.

No.	Recommendation	Responsible Entities	Timeframe
Future directions towards achievement of strategic objectives::			
1.	Compile a comprehensive information package on the completed ESA mapping activities and prepare a workplan and associated cost estimation for finalising the ESA map. The information package should include raw data; training data sets; descriptions of algorithms used to define the different types of ESAs; ground-truthing reports; shapefiles containing the geospatial coordinates of each ESA polygon; minutes of meetings. The workplan should include a scope of work outlining the required steps and responsibilities to fulfil the required accuracy and completeness of the map; how categories on the ESA map can be reconciled (e.g., the draft Wetlands bill includes four categories/types of wetlands); inclusion of terrestrial ESAs; verification that key biodiversity areas (KBAs) are reflected on the map; cost estimations for completing the planned actions; and identification of possible funding opportunities.	NPCS	By the end of 2023
2.	The Ministry of Finance, Economic Planning and Development, (the focal point for GEF in Mauritius) should set up a committee comprising the concerned Ministries and institutions, to monitor implementation of the project Sustainability Plan.	Ministry of Blue Economy	By the end of 2023
3.	Finalise and sign the MoU between the Ministry and Reef Conservation regarding the VMCA sites; need to define the duration of the MoU.	Ministry of Blue Economy	By the end of 2023
4.	Reassess and complete the end-of-project GEF tracking tools. The METT assessments should be conducted through focus group discussion modality; an end-of-project assessment of the Financial Scorecard should be completed (two indicators under Outcome 2 are derived from this scorecard); it would be advisable to include the Wetland PA's covered by the project (Rivulet Terre Rouge and Pointe D'Esny).	Ministry of Blue Economy (AFRC), SEMPA Board, Marine Dept of the Rodrigues Assembly	By the end of 2023
5.	Produce policy briefs for advocating adoption of project outputs. Advocacy would be substantively facilitated through having policy brief for each project deliverables written and circulated to senior government officials / policy makers to improve understanding and promote adoption of project outputs. Where relevant, economic evaluation information should be included in the policy briefs to highlight the value of services provided marine and coastal environment and why it is important to conserve and restore those areas.	Concerned ministries	By the end of 2023

No.	Recommendation	Responsible Entities	Timeframe
6.	Establish a GEF portfolio Executive Committee as an accountability mechanism for post-project activities. Suggest the committee be led by the Ministry of Finance, Economic Planning and Development, as GEF OFP. Such a committee would Facilitate sustainability of project results, strengthen country ownership, and help ensure value-for-money investment of GEF funds.	Ministry of Finance, Economic Planning and Development	By the end of 2023
7.	Set up a general MPA Steering Committee for Mauritius, including relevant stakeholders for increased transparency and strengthened collaboration. Suggest convening bi-annual stakeholder meetings for each MPA, using a participatory approach to improve management effectiveness of MPAs through enhanced collaboration with local communities and the private sector.	Ministry of Blue Economy	By the end of 2023

LESSONS

Good practices and lessons learned on the project are presented below.

Good Practices:

Facilitated inter-ministerial collaboration. The involvement of multiple ministries in the execution of the project was commendable; such cross-sectoral collaboration is a critical aspect of biodiversity mainstreaming and integrated ecosystem management approaches. The draft MoUs among the key ministries was a good practice in principle; however, these were not executed by the end of the project. As described in the Project Document, the roles and responsibilities of the ministries would have been more formalised through execution of the MoUs.

Hosting the ESA map on the Ocean Observatory platform. It was a sensible solution to support the Department of Continental Shelf, Maritime Zones Administration and Exploration with a server for hosting the ESA map on their Ocean Observatory platform. The strong institutional and individual capacities of the Department enhance the sustainability of long-term hosting of the ESA map, once officially approved.

Including Voluntary Marine Conservation Areas (VMCAs) in the project strategy. Although the MoU between the Ministry of Blue Economy and Reef Conservation had not yet been signed at the time of the TE, supporting alternative conservation modalities such as VMCAs was important in demonstrating the value of engaging non-governmental stakeholders, including local communities, in the management and protection of environmentally sensitive areas.

Demonstration of agroforestry and alternative livelihood interventions in Rodrigues. The community agroforestry scheme and the alternative livelihoods interventions in Rodrigues were good demonstrations of approaches involving engagement of local people in restoring degraded landscapes and acquiring skills and means for diversifying local livelihoods that also help reduce pressure on local marine resources. The stepwise modality of the interventions enabled local government, local NGOs and local communities time for lesson-learning and for strategizing how best to upscale.

Lessons Learned:

More emphasis should be placed on integration and adoption of project outputs rather than primarily on technical deliverables. For a mainstreaming project it is important to have a clear strategy for how the proposed project outputs will be adopted and integrated into sector plans, budgetary frameworks, local and/or national strategies, etc. It would be advisable to include development of policy briefs in the terms of reference for technical deliverables.

Communications should also focus on advocacy within the governmental institutions. The project communications plan should include a strategy and timeline for engaging higher level governmental decision-makers, promoting and advocating for the alternative scenarios supported through the GEF funding.

Communications and knowledge management strategy and action plan should be prepared and initiated early in the project implementation timeframe. It would be advisable include a draft version of the communications and knowledge management strategy and action plan in the Project Document and update it at project inception.

Sufficient resources and staffing are needed to implement a cross-sectoral, multiple stakeholder project. It is important to incorporate into the project strategy and budget sufficient resources for stakeholder engagement, communications, safeguards management, etc. For this project, there also should have been resources allocated for ensuring more consistent engagement and collaboration with Rodrigues stakeholders, e.g., for PSC meetings.

National expertise should be better utilised/developed for delivering project outputs. National consultants were engaged, primarily to support international consultancies, and some local NGOs were contracted to execute certain

project activities. However, there should have been a more concerted effort to utilise and develop the capacities of national experts, institutions and NGOs for delivering project outputs.

Civil society organisations should be more meaningfully engaged in GEF-financed projects. Biodiversity mainstreaming projects require stakeholder engagement beyond the governmental / public sector. Also, GEF-financed projects provide opportunities to showcase alternative approaches, such as having ministries and agencies outsourcing ecological monitoring and demonstrating collaborative management of protected areas.

Engagement of the private sector is critical in Mauritius for achieving durable mainstreaming objectives. There should have been a clearer strategy for engaging the private sector in the project; such as developers, hotel associations, fishing associations, tourism operators, agricultural associations, etc. This would have increase transparency and potentially contribute to more pragmatic solutions which take into account the views of those stakeholders.

METT assessments should be conducted in a participatory manner. In order to obtain a representative assessment of the how effective a protected area is being managed, it is important to include multiple stakeholders in the METT assessment process, e.g., involving governmental and other public sector officials, NGOs, local governments, local communities, and the private sector. The METT process should be conducted in a focus group discussion modality, for instance, to have a comprehensive assessment and to avoid bias.

Process required for tracking and reporting co-financing. A process should be developed at the inception phase of a project on how co-financing contributions are tracked and reported. Project teams should also be instructed to identify and follow-up on co-financing opportunities that are not identified at CEO endorsement but could be mobilised during project implementation.

UNDP should revisit the capacity assessment approaches undertaken to evaluate governmental level executing agencies for national implementation modality projects. It is unclear whether the HACT and PCAT assessments are capturing the capacity constraints among executing agencies for genuine NIM projects. And it is unclear whether the executing agencies are sufficiently informed of the requirements of a NIM project.

Executing agencies should be provided with training on executing national implementation modality projects. A learning-by-doing or a stepwise transitional approach may be an appropriate methodology for capacitating governmental executing agencies on execution of NIM projects.

Sufficient time should be allocated to stakeholders for review of project deliverables and terms of reference. The project produced several lengthy technical deliverables, each having a terms of reference that outlines the requirements and expectations. It is important that stakeholders have sufficient time for review and feedback.

Annex 1: TE mission itinerary

Date	Stakeholder	Venue	Participants
Tuesday, October 25, 2022	UNDP and Project PMU	UNDP Country Office, Intendance Street, Port-Louis	UNDP staff and PMU staff
	Ministry of Finance, Economic Planning and Development staff. GEF Operational Focal Point	Ministry of Finance, Economic Planning and Development, New Government Centre, level 5, Port-Louis	
	Albion Fisheries Research Centre	Albion Fisheries Research Centre, Albion.	AFRC staff
Wednesday, October 26, 2022	Ministry of Tourism	Ministry of Tourism, Air Mauritius Centre, John Kennedy Street, Port-Louis.	Ministry of Tourism staff
	Project Steering Committee	Ministry of Blue Economy, Marine Resources, Fisheries and Shipping, LIC Building, Port-Louis	Project Steering Committee
	Mauritius Oceanography Institute	Ministry of Blue Economy, Marine Resources, Fisheries and Shipping, LIC Building, Port-Louis	
Thursday, October 27, 2022	Chief Technical Advisor	UNDP Country Office, Intendance Street, Port-Louis	Chief Technical Advisor
	Department for Continental Shelf and Maritime Zones Administration and Exploration	Treasury Building, Belmont House, Intendance St, Port Louis	Dr. Arshad Rawat (Director (Physical Oceanography/Marine Geoscience Unit) Manisha K. Damry, System Analyst
	UNDP CO Resident representative	UNDP Country Office, Intendance Street, Port-Louis	Meeting with Resident Representative of UNDP
	Chief Technical Advisor	UNDP Country Office, Intendance Street, Port-Louis	CTA, David Vousden
Friday, October 28, 2022	Ministry of Environment, Solid Waste Management and Climate Change	Ministry of Environment, Solid Waste Management and Climate Change, Ken Lee Tower, Line Barracks Street, Port-Louis	Mr Jogeeswar SEEWOBADUTH, Ag Director of Environment Raj Luximon, Ag DEO, Coordination and Project Implementation division R. Seenauth, Acting Deputy Director A.K.Dhoomun, Environmental officer (CPI division) H. Ramdour, Ag. DEO
	National Parks and Conservation Service	National Parks and Conservation Service office, Redit.	Director, Mr Kevin RUHOMAUN
	Blue Bay Marine Park	Blue Bay Marine Park Centre.	Mr. LECKRAZ Sanjeev Kumar, Scientific Officer

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Date	Stakeholder	Venue	Participants
Monday, October 31, 2022	Assistant Permanent Secretary, Ministry of Blue Economy, Marine Resources, Fisheries and Shipping	Ministry of Blue Economy, Marine Resources, Fisheries and Shipping, LIC Building, Port-Louis	B. Rajabalee, Assistant Permanent Secretary
	REEF Conservation	Morcellement Pereyescape Le Flammants Branch Road Pereybere	Kathy Young, Managing Director, Reef Conservation
	Eco-Sud	UNDP Country Office, Intendance Street, Port-Louis	Sebastian Sauvage, Eco-Sud
	UNDP	UNDP Country Office, Intendance Street, Port-Louis	Wrap-up meeting
Friday, November 11, 2022	Commission For Agriculture, Fisheries and Forests	Commission For Agriculture, Fisheries and Forests, Citronelle Rodrigues	
	SEMPA	SEMPA Interpretation Centre, Rodrigues	Virginie Leopold (Technical Officer)
	Ter Mer Rodriguez	Ter Mer Rodriguez Office, Port Mathurin Rodrigues.	Ter Mer Rodriguez Jean Maurice Ravina, Seaweed Multipurpose Cooperative Society
Saturday, November 12, 2022	Shoals Rodrigues	Shoals Rodrigues, Education Research and Training Centre, Port Mathurin, Rodrigues	Renolph Raffaut, Shoals Rodrigues

Annex 2: Evaluation Matrix

Evaluation Criteria Questions	Indicators	Sources	Methodology
Relevance: Is the project relevant with respect to the environmental and development priorities at the local, regional and national levels?			
To what extent is the principle of the project in line with national priorities?	Level of participation of the concerned agencies in project activities. Consistency with relevant strategies and policies.	Minutes of meetings, Project progress reports, national and regional strategy and policy documents	Desk review, interviews
To what extent is the project aligned to the main objectives of the GEF focal area?	Consistency with GEF strategic objectives	GEF Strategy documents, PIRs, Tracking Tools	Desk review, interview with UNDP-GEF RTA
To what extent is the project aligned to the strategic objectives of UNDP?	Consistency with UNDP strategic objectives	UNDP Strategic Plan, Country Programme Document	Desk review, interview
Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?			
Assessment of progress made toward achieving the indicator targets agreed upon in the logical results framework			
Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?			
What evidence is available showing sufficient funding has been secured to sustain project results?	Financial risks	Progress reports, sectoral plans, budget allocation reports, testimonial evidence	Desk review, interviews
How have individual and institutional capacities been strengthened, and are governance structures capacitated and in place to sustain project results?	Institutional and individual capacities	Progress reports, testimonial evidence, training records	Desk review, interviews
What social or political risks threaten the sustainability of project results?	Socio-economic risks	Socio-economic studies, macroeconomic information	Desk review, interviews
Which ongoing circumstances and/or activities pose threats to the sustainability of project results?	Risks to sustainability	Sectoral plans, progress reports, macroeconomic information	Desk review, interviews, field visits
Have delays affected project outcomes and/or sustainability, and, if so, in what ways and through what causal linkages?	Impact of project delays	Progress reports	Desk review, interviews
Impact: Are there indications that the project has contributed to, or enabled progress toward long lasting desired changes?			
What verifiable environmental improvements have been made?	Verifiable environmental improvements	Progress reports, sectoral plans, municipal development plans	Desk review, interviews, theory of change analysis
What verifiable reductions in stress on environmental systems have been made?	Verifiable reductions in stress on environmental systems	Progress reports, sectoral plans, municipal development plans	Desk review, interviews, theory of change analysis
How has the project demonstrated progress towards these impact achievements?	Progress toward impact achievements	Progress reports, sectoral plans, municipal development plans	Desk review, interviews, theory of change analysis
Efficiency: Was the project implemented efficiently, in-line with international and national norms and standards?			
How was the project efficient with respect to incremental cost criteria?	Incremental cost	National strategies and plans, progress reports	Desk review, interviews

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Evaluation Criteria Questions	Indicators	Sources	Methodology
To what extent were the project objective and outcomes realised according to the proposed budget and timeline?	Efficient utilization of project resources	Progress reports, financial records	Desk review, interviews
Country Ownership:			
How are project results contributing to national and subnational development plans and priorities?	Development planning	Government approved plans and policies	Desk review, interviews
Which governments policies or regulatory frameworks were approved in line with the project objective?	Policy reform	Government approved plans and policies	Desk review, interviews
How have governmental and other cofinancing partners maintained their financial commitment to the project?	Committed cofinancing realized	Audit reports, project accounting records	Desk review, interviews
Stakeholder Involvement and Partnership Arrangements:			
How has the project consulted with and made use of the skills, experience, and knowledge of the appropriate government entities, NGOs, community groups, private sector entities, local governments, and academic institutions?	Effective stakeholder involvement	Meeting minutes, reports, interview records	Desk review, interviews, field visits
How were partnership arrangements properly identified and roles and responsibilities negotiated prior to project approval?	Partnership arrangements	Memorandums of understanding, agreements	Desk review, interviews
How have partnerships influenced the effectiveness and efficiency of project implementation?	Effective partnerships	Progress reports, interview records	Desk review, interviews, field visits
How have relevant vulnerable groups and powerful supporters and opponents of the processes been properly involved?	Inclusive stakeholder involvement	Meeting minutes, reports, interview records	Desk review, interviews, field visits
How has the project sought participation from stakeholders in (1) project design, (2) implementation, and (3) monitoring & evaluation?	Stakeholder involvement	Plans, reports	Desk review, interviews, field visits
Catalytic Role:			
How has the project had a catalytic or replication effect in the country?	Catalytic effect	Interview records, municipal development plans	Desk review, interviews
Synergy with Other Projects/Programs			
How were synergies with other projects/programs incorporated in the design and/or implementation of the project?	Collaboration with other projects/programs	Plans, reports, meeting minutes	Desk review, interviews
Preparation and Readiness			
Were project objective and components clear, practicable, and feasible within its time frame?	Project coherence	Logical results framework	Desk review, interviews
How were the capacities of the executing institution(s) and its	Execution capacity	Progress reports, audit results	Desk review, interviews

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Evaluation Criteria Questions	Indicators	Sources	Methodology
counterparts properly considered when the project was designed?			
Were counterpart resources, enabling legislation, and adequate project management arrangements in place at Project entry?	Readiness	Interview records, progress reports	Desk review, interviews, field visits
Financial Planning			
Did the project have the appropriate financial controls, including reporting and planning, that allowed management to make informed decisions regarding the budget and allowed for timely flow of funds?	Financial control	Audit reports, project accounting records	Desk review, interviews
Has there been due diligence in the management of funds and financial audits?	Financial management	Audit reports, project accounting records	Desk review, interviews, field visits
Has promised cofinancing materialized?	Realization of cofinancing	Audit reports, project accounting records	Desk review, interviews
Supervision and Backstopping			
How have GEF agency staff members identified problems in a timely fashion and accurately estimate their seriousness?	Supervision effectiveness	Progress reports	Desk review, interviews
How have GEF agency staff members provided quality support, approved modifications in time, and restructured the project when needed?	Project oversight	Progress reports	Desk review, interviews
How has the implementing agency provided the right staffing levels, continuity, skill mix, and frequency of field visits for the project?	Project backstopping	Progress reports, back-to-office reports, internal appraisals	Desk review, interviews, field visits
Monitoring & Evaluation			
Were intended results (outputs, outcomes) adequately defined, appropriate and stated in measurable terms, and were the results verifiable?	Monitoring and evaluation plan at entry	Project document, inception report	Desk review, interviews
How has the project monitoring & evaluation plan been implemented?	Effective monitoring and evaluation	Progress reports, monitoring reports	Desk review, interviews
How has there been focus on results-based management?	Results based management	Progress reports, monitoring reports	Desk review, interviews
Cross-cutting issues			
How were gender issues integrated in project design and implementation?	Greater consideration of gender aspects.	Project document, progress reports, monitoring reports	Desk review, interviews, field visits
How were effects on local populations considered in project design and implementation?	Positive or negative effects of the project on local populations.	Project document, progress reports, monitoring reports	Desk review, interviews, field visits

Annex 3: List of people interviewed and contacted

Name	Position	Organisation
Mr Mohammad Belal Rajabalee	Assistant Permanent Secretary	Ministry of Blue Economy, Marine Resources, Fisheries and Shipping
Mr Sanjeev Kumar Leckraz	Scientific Officer	Albion Fisheries Research Centre (Ministry of Blue Economy, Marine Resources, Fisheries and Shipping)
Ms Dhanisha Gopaul	Scientific Officer	Albion Fisheries Research Centre (Ministry of Blue Economy, Marine Resources, Fisheries and Shipping)
Mr P. Boodhoo	MSO	Ministry of Blue Economy, Marine Resources, Fisheries and shipping
Mr Ronnie François	Technical Officer	Albion Fisheries Research Centre (Ministry of Blue Economy, Marine Resources, Fisheries and Shipping)
Mr Sreekeessoon	Acting Scientific Officer	Ministry of Blue Economy, Marine Resources, Fisheries and shipping
Mr Ashwin K. Seetaram	Director of Tourism	Ministry of Tourism
Ms Sharmila Narayanan	Senior Tourism Planning Executive	Ministry of Tourism
Ms Kirtee Bhogun	Tourism Planning Executive	Ministry of Tourism
Ms Nawsheen Sairally	Analyst	Ministry of Finance, Economic Planning and Development
Mr Ashveen Bochowa	Analyst	Ministry of Finance, Economic Planning and Development
Ms S. Kesso Ujoodah	Analyst	Ministry of Finance, Economic Planning and Development
Ms Waseefah Elahee-Doomun	Lead Analyst	Ministry of Finance, Economic Planning and Development
Ms Usha Beegun-Ramduy	Lead Analyst	Ministry of Finance, Economic Planning and Development
Ms P. Ujoodha	A/SA	Ministry of Finance, Economic Planning and Development
Dr Daniel Marie	Officer in charge	Ministry of Finance, Economic Planning and Development
Dr Arshad Rawat	Director (Physical Oceanography/Marine Geoscience Unit)	Department for Continental Shelf, Maritime Zones Administration & Exploration
Ms Manisha K. Damry	System Analyst	Department for Continental Shelf, Maritime Zones Administration & Exploration
Dr David Vousden	Chief Technical Adviser	Project Management Unit (PMU)
Mr Parmananda Ragen	Project Manager	PMU
Ms Amanda Serumaga	Resident Representative	UNDP Country Office (CO)
Mr Satyajeet Ramchurn	Head of Environment Unit	UNDP CO
Mr Daniel Omodo-McMondo	Head of Environment Unit	UNDP CO
Ms Sumayya Mauthoor	Project Officer	UNDP CO
Ms Penny Stock	Regional Technical Advisor	UNDP-NCE
Farzina Lowtun-Boolakee	Gender and Monitoring and Evaluation Officer	UNDP CO
Mr Jogeeswar Seewoobaduth	Acting Director of Environment	Ministry of Environment, Solid Waste Management and Climate Change
Mr Raj Luximon	Ag DEO, Coordination and Project Implementation division	Ministry of Environment, Solid Waste Management and Climate Change
R. Seenauth	Acting deputy director	Ministry of Environment, Solid Waste Management and Climate Change

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Name	Position	Organisation
A.K.Dhoomun	Environmental officer (CPI division)	Ministry of Environment, Solid Waste Management and Climate Change
H. Ramdour	Ag. DEO	Ministry of Environment, Solid Waste Management and Climate Change
Mr Kevin Ruhomaun	Director	National Parks and Conservation Service
Ms Kathie Young	Managing Director	REEF Conservation
Mr Sebastien Sauvage	Communication and Advocacy Manager	Eco-Sud
Mr Pramod Kumar Chumun	Blue Lagoon Project Director	Eco-Sud
Ms Anielle Espiegle	Manager	Shoals Rodrigues
Mr Alain Perrine	Technical Officer, Forestry	Commission of Agriculture and Fisheries
Ms Veena Edouard	Forest Conservation and Enforcement Officer	Commission of Agriculture and Fisheries
Ms Virgine Leopold	Technical Officer	Maritime Academy and Research Centre
Mr Jean Maurice Ravina	President	Ter Mer Rodriguez
Mr Runolph Raffaut	Educator	Shoals Rodrigues
Mr Jean Alex Pierre-Louis	Fisher and Farmer	Beneficiary of alternative livelihood project by Shoals Rodrigues
Ms Sylva Savitry	Fisher and Farmer	Beneficiary alternative livelihood project by Shoals Rodrigues
Mr Jean Rex Pierre-Louis	Project Manager	SEMPA
Mr Jean Thomas Genave	Department Head	RRA Commission for Environment, Fisheries, Forestry and Marine Park/RRA
Mr Vassen kauppaymuthoo	Local Consultant	Delphinium Ltd
Dr Peter Wulf	International Legal Consultant	ESIA Consult Pty Limited
Dr Rebecca Klaus	MPA and Fishing Reserves International Consultant	MacAlister Elliott & Partners (MEP)
Dr Alexander Dawson Shepherd	MPA Institutional International Consultant	MacAlister Elliott & Partners (MEP)
Claire Ward	Communications and Awareness Consultant	Consultant
Mark Ryan	Managing Director	FCG New Zealand

Annex 4: List of Information Reviewed

1. Project documentation and reports

- 1) GEF Project Identification Form (PIF)
- 2) UNDP Project Document with all annexes
- 3) GEF CEO Endorsement Request
- 4) Project review sheets
- 5) UNDP Environmental and Social Screening results, including the report from the Social and Environmental Review undertaken in 2020-21
- 6) List of project stakeholders and contact details
- 7) Project Inception report
- 8) Project Implementation Review (PIR) reports for each year of implementation
- 9) GEF-5 Biodiversity tracking tool: METT assessment of MPAs (baseline, midterm and end-of-project (Financial Scorecard available for baseline but not for midterm and end-of-project)
- 10) Minutes of project steering committee meetings
- 11) Midterm review (MTR) report
- 12) Management response to midterm review recommendations
- 13) SECU investigation report and management response to recommendations
- 14) Annual Progress Reports
- 15) Annual Work Plans and Budgets
- 16) Spot check report, dated 02 March 2021 and covering the period of 01 January to 30 November 2020
- 17) Financial expenditure reports (Combined Delivery Reports - CDRs) for each year of implementation, broken down by project outcome and project management
- 18) List of contracts and procurement items over ~US\$5,000 (i.e. organizations or companies contracted for project outputs, etc., except in cases of confidential information)
- 19) Co-financing data with expected and actual contributions broken down by type of co-financing, source, and whether the contribution is considered as investment mobilized or recurring expenditures
- 20) Technical consultancy reports and other project deliverables that provide documentary evidence of achievement towards project objective and outcomes
- 21) Records of formal meetings, trainings, workshops, etc. held, with date, location, topic, and number of participants (gender disaggregated)
- 22) Training materials and records
- 23) Communications and knowledge management products
- 24) Alternative livelihood final reports (would this be part of number 21. I also looked at the ESA maps but that would also be part of number 21, I guess)
- 25) Draft MoUs between Implementing partner and other Ministries and draft MoU between Implementing partner and REEF Conservation
- 26) Term of Reference of some consultancies
- 27) METT assessment of MPAs (baseline, midterm and end-of-project
- 28) CTA summary and reviews of consultancy reports/deliverables

2. UNDP documents

- 29) Development Assistance Framework (UNDAF)
- 30) Country Programme Document (CPD)
- 31) Country Programme Action Plan (CPAP)

3. GEF documents

- 32) GEF focal area strategic Programme Objectives

Annex 5: Photographs taken during TE mission



Server purchased for and installed at the Department of Continental Shelf and Maritime Zones Administration and Exploration, for hosting the ESA maps. 27 Oct 2022.



Information sign produced for and installed at the Blue Bay Marine Park Centre. 28 Oct 2022.



Patrol boat purchased for the Blue Bay Marine Park. 28 Oct 2022.



Telescope purchased for the Blue Bay Marine Park Centre to support surveillance. 28 Oct 2022.

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Conference room furniture purchased for the Blue Bay Marine Park Centre. 28 Oct 2022.



GIS unit provided under the project, at SEMPA Interpretation Centre. Rodrigues. 11 November 2022.

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Diving equipment, purchased through the project, at SEMPA Interpretation Centre. Rodrigues. 11 November 2022



Server bought through the project to host ESA maps at SEMPA Interpretation Centre. Not currently in use.
Rodrigues. 11 November 2022.



Telescope at SEMPA Interpretation Centre. Rodrigues. 11 November 2022.



Shoals Rodrigues Alternative Livelihood Project. Pig enclosure, at Montagne Goyaves, built by materials provided through the project and extended by the beneficiary afterwards. 12 November 2022.



Shoals Rodrigues Alternative Livelihood Project. Close up photo of pig enclosure above showing pigs being reared. Montagne Goyaves. 12 November 2022.



Shoals Rodrigues Alternative Livelihood Project. Close up photo of pig enclosure above, showing two compartments. The first one was built by funding provided through the project and the second one was built by the project beneficiary from the profit she made from rearing pigs in the first enclosure. Montagne Goyaves. 12 November 2022.



Shoals Rodrigue Alternative Livelihood Project. Chicken pen, provided to Mr Pierre Louis. No chicken in the pen due to a shortage of chicks on the market. Montagne Goyaves. 12 November 2022.



Shoals Rodrigues Alternative Livelihood Project. Mr Pierre Louis (front left) one of the project beneficiaries. Montagne Goyaves. 12 November 2022.



Shoals Rodrigues Alternative Livelihood Project. Pig enclosure of Mrs Sylva Savitry at Baladirou. Construction material provided by the project. 12 November 2022.



Agroforestry Scheme in Rodrigues. Water tank and shed built at Citron Donis, through the project. Beneficiary: Mrs Elvita Raboude. 6 December 2022.



Agroforestry Scheme in Rodrigues. Beehives at Citron Donis provided through the project. Beneficiary: Mrs Elvita Raboude. 6 December 2022.

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Agroforestry Scheme in Rodrigues. Fenced plot planted with melliferous plants at Citron Donis. Fencing provided through the project. Beneficiary Mrs Elvita Raboude. 6 December 2022.

Annex 6: Matrix of Rating Achievement of Project Objective and Outcomes

Indicator	Baseline	End of Project target	Self-assessment (Nov 2022)	TE comments	TE assessment
Objective: To mainstream the conservation and sustainable use of biodiversity and ecosystem services into coastal zone management and into the operations and policies of the tourism and physical development sectors in the Republic of Mauritius through a 'land- and seascape wide' integrated management approach based on the Environmental Sensitive Areas' (ESAs) inventory and assessment				Rating: Moderately unsatisfactory	
1. Area of coastal and marine ESAs under improved management or conservation status	4,696 ha (= currently managed MPAs i.e. Blue Bay Marine Park and SEMPA)	27,000 ha (i.e. approx. area of marine and coastal ESAs in ICZM plans for Black River District (4602 ha), and Rodrigues (16,290 ha); and area of ESAs in proposed and existing MPAs outside these locations (c. 8,022 ha) where management will be improved)	35,305 ha 4,653 ha - Management plan for SEMPA has been prepared while for Blue Bay Marine Park, technical meetings have been held to update the management plan, but, as at date, the management plan has not been finalised. 6,352 ha – Management plan and operation plans of the 6 fishing reserves prepared. 24,300 ha – Lagoon rehabilitation plan prepared. The ICZM plans or matrices for Black River district (4,487 ha) and Rodrigues (14,099 ha) have been submitted by the consultants in December 2020 and has been submitted to all stakeholders. These figures were obtained from the mapping exercises. The consultancy to develop institutional and governance arrangements for MPA management in the Republic of Mauritius has been completed and all reports have been submitted. These have been reviewed and next steps proposed for strengthening MPA management at the institutional level.	The management plan for Blue Bay has not been finalised during the project implementation timeframe. The SEMPA management plan has been updated and has been, vetted by the SEMPA board but not yet submitted to the Executive Council of the RRA A management plan for the six fishing reserves in Mauritius has been prepared but has not yet been presented to cabinet for official approval. The ICZM plans/matrices have been prepared for Black River District and Rodrigues, but there is no clear indication on whether these will be adopted at the level of the Ministry. Similarly, there is no clear indication that the lagoon rehabilitation plan will be approved/implemented.	Partially achieved
2. Average METT Scores for the 5 METT sites impacted by the project	48%	At least 60%	At present, the final METT scores is being reviewed by the CTA	End-of-project METT assessments reported: BBMP: 84% SEMPA: 84% Mauritius reserves: 79% Rodrigues reserves: 59% The level of MPA management effectiveness improvements reported in the METT assessments is unsubstantiated, in the opinion of the TE team. For example, although management plans have been drafted, the plans have not been approved and only partly implemented. Staff numbers are reported as adequate – which contradicts some of the recommendations that came from the project. The METT assessments also report comprehensive, integrated programmes of surveys and research	Partially achieved

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Indicator	Baseline	End of Project target	Self-assessment (Nov 2022)	TE comments	TE assessment
				work – again, this contradicts feedback from TE interviews and recommendations contained in project deliverables.	
3. Policy effectiveness of ESA categorisation in key planning and decision making processes pertaining to coastal and marine areas	ESAs are not fully integrated in the development planning process (as stated in the PRODOC barrier analysis, paragraph 143, and in related content.)	A number of barriers relating to the mainstreaming or application of coastal and marine ESAs in decision making processes have been overcome, as independently vetted by project evaluations	The ESA maps have already been submitted to the government. Following a series of consultations, a technical meeting was convened on the 20th October 2022 by the Ministry of Environment Solid waste management and Climate change, during which some stakeholders still raised concerns regarding the accuracy of the maps despite the consultant having included additional wetlands further to bilateral meetings with the stakeholders. A consultant is already on board to finalize the Wetland Bill and Regulations. However, the NPC has insisted that there should be a Needs Assessment undertaken first that will identify staffing levels and required additional funding support and that this should go forward to government/ cabinet as a package with the Bill and Regulations. The Project is currently trying to address this through a consultancy. As at 16 Nov 2022, the procurement had been finalized and contract being issued.	Draft coastal and marine ESA map has been prepared. At the time of the TE the map was not approved due to accuracy shortcomings and omissions identified by involved ministries and agencies. There are also no ESA categories on the map, although the draft Wetlands bill contains four wetland types/categories. There is no clear timeline on when the map may be completed to the degree of accuracy and completeness required for development planning purposes and decision making.	Not achieved
Outcome 1: Threats to biodiversity and ecosystem function are addressed by ensuring that marine and coastal Environmentally Sensitive Areas (ESAs) are an integral part of planning and implementation mechanisms relating to coastal development and the tourism sector				Rating: Moderately unsatisfactory	
4. Spatial and policy information for all marine and coastal ESAs openly and freely available to all planning agencies, decision makers, stakeholders and to the general public, with due consideration to the different target audiences in the terms of data use and data applications.	The ESA maps have not been distributed to all local authorities, and it is not always easy for a planning authority or developer to identify whether a proposed development site will impact on an ESA.	(a) All relevant Ministries to have access to information and to be using it in planning applications and permits that affect marine and coastal ESAs. (b) All relevant planning decisions in coastal and marine areas to take account of ESAs. (c) Open, free and interactive access to geo-referenced ESA maps, assuming that the adequacy of terms of data use and data applications with respect to the different data users.	Online platform has already been installed at the Department for Continental Shelf, Maritime Zones Administration & Exploration and all the government institutions have access to the system. The latest versions of the maps have already been uploaded on the platform but not yet accessible to the public given that government approval on the maps is still pending.	Draft coastal and marine ESA map prepared, but not yet finalised by the time of the TE. There is no clear timeline on completing the map to the degree of accuracy and completeness required for development planning purposes.	Not achieved
5. Number and profile of persons(M/F) and organisations accessing coastal and marine biodiversity information using the tools and products developed by and/or influenced by the project.	Zero	25 individual consultations by mid-term and 50 individual consultations by Terminal Evaluation.	2 individuals + 1 consultancy firms The online platform is operational as the maps were uploaded for government institutions only and not yet to the public in general. However, the PMU received two queries from the public regarding ESAs in Mauritius and Rodrigues and these queries were replied using the data sets. Similarly, a consultancy firm working with the project was given access to the data.	The draft coastal and marine ESA map had not been approved officially at the time of the TE.	Not achieved

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Indicator	Baseline	End of Project target	Self-assessment (Nov 2022)	TE comments	TE assessment
6. For Rodrigues, existence of marine and coastal information and GIS unit.	None	Unit in place with qualified staff recruited and working effectively.	GIS unit already installed at the SEMP A Interpretation Centre, Rodrigues and 3 officers of SEMP A have been trained on ArcGIS to work effectively.	A GIS unit in Rodrigues was also capacitated, including purchase of a server to host the ESA maps. During the TE mission to Rodrigues, the server was observed to be not in operation and the personnel trained although still in Rodrigues are no longer based at SEMP A. The subscription for ARCGIS software has already expired and has not been renewed though the project and the staff use the open software QGIS when needed..	Mostly achieved
7. Extent of Category 1 and, where required by the ESA Policy, Category 2 ESAs that are protected.	Re-assessment of area of each marine and coastal ESA type in each existing managed protected area (figures exist for 2009 in the ESA study but need updating)	All Category 1 and, where required, Category 2 ESAs to be legally protected and more effectively managed, as independently assessed by project end.	The consultancy firm who was awarded the contract to update maps and ESA policy has propose not to categorise ESAs anymore thus giving blanket protection to all ESAs. The project is waiting a government policy on this. The Minister of Blue Economy, Marine Resources, Fisheries and Shipping has given its commitment to facilitate the policy decision on this. The Rodrigues Regional Assembly has already started preliminary works on the drafting of an ESA regulation for the protection of marine and coastal ESAs given that the ESA maps for Rodrigues have already been approved by the Rodrigues Regional Assembly.	The information contained on draft coastal and marine ESA map is unavailable for official use as the map has not been approved by key ministries.	Not achieved
8. Number of tourism operators participating in eco-labelling /tourism standards schemes.	Baseline to be determined separately for Mauritius and Rodrigues at start of project	5 Operators for the Republic of Mauritius.	As agreed in the 12th PSC, Hidria was awarded the contract to carry out a study on the carrying capacity of the lagoons of the Republic of Mauritius and to develop a Strategic Environmental Assessment (SEA) for the ICZM plans of Black River and Rodrigues. The contract with Hidria was extended and expired on 31 July 2022. As of that date, all deliverables have been submitted and reviewed and potential next steps have been defined. Capacity building of officers on carrying capacity study were held on 6 July 2022 in Mauritius and 8 July 2022 in Rodrigues.	With the eco-labelling activity shifted to a different initiative, the project focused on doing a carrying capacity study of the lagoon and developing a carrying capacity tool for the Black River lagoon. The Excel-based tool considers the numbers and sizes of boats in the lagoon, but not other activities, such as water sports. Based on TE interviews, it seems moderately unlikely that the tool will be utilised in the form it was delivered. Furthermore, apart from the Ministry of Tourism the Ministry of Blue Economy, Marine resources, Fisheries and Shipping is a key stakeholder that would need to buy into the process as both ministries issue boat permits.	Not applicable
9. Number of individuals (M/F) trained to participate in, and to manage/certify/etc the ecolabelling schemes in	Numbers already trained from (information from TA)	40 for the Republic of Mauritius.	The training has been scheduled during the week starting 28 Nov 2022.	An online training was conducted on 05 and 06 December 2022 on Sustainable tourism (not on ecolabelling schemes specifically).	Not applicable

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Indicator	Baseline	End of Project target	Self-assessment (Nov 2022)	TE comments	TE assessment
such a way that they address marine and coastal biodiversity.					
Outcome 2: Threats to marine and coastal biodiversity are mitigated and fishery resources protected in at least 20,000 ha of seascapes, through the improved management of MPAs and no-take zones				Rating: Moderately satisfactory	
10. Protected area management effectiveness scores for each MPA as recorded by Management Effectiveness Tracking Tool (METT) – see PRODOC Annex 3, Table 14.	<p>Baseline METT Scores:</p> <p>SEMPA = 62% Rodrigues Northern Marine Reserves = 43%</p> <p>BBMP = 58% BMP = 48% Fishing Reserves = 28%</p> <p>METT Scores by project end: SEMPA = at least 75% Rodrigues Northern Marine Reserves = at least 55%</p>	<p>BBMP = at least 70% BMP = at least 55% Fishing Reserves = at least 40%</p>	Will be updated once the terminal METT scores are finalised.	<p>End-of-project METT assessments reported: BBMP: 84% SEMPA: 84% Mauritius reserves: 79% Rodrigues reserves: 59%</p> <p>The level of MPA management effectiveness improvements reported in the METT assessments is unsubstantiated, in the opinion of the TE team. For example, although management plans have been drafted, the plans have not been approved and only partly implemented. Staff numbers are reported as adequate – which contradicts some of the recommendations that came from the project. The METT assessments also report comprehensive, integrated programmes of surveys and research work – again, this contradicts feedback from TE interviews and recommendations contained in project deliverables.</p>	Partially achieved
11. Area (ha) of MPAs, either legally designated or established through MOUs with communities.	15,913 ha	20,000 ha (expectation to include VMCA and marine areas around northern islets)	<p>15,913 ha – the Baseline figure</p> <p>As at date, only the MoU with Reef Conservation with respect to the VMCA is being sent to the Cabinet for approval and subsequent signature.</p>	At the time of the TE, there have been no MPAs either legally designated or established through MOUs with communities during the implementation time of the project. The MoU between the Ministry of Blue Economy and the NGO Reef Conservation for the 89-ha voluntary marine conservation area has yet been sent to cabinet for approval and signature. The proposed new MPAs around the northern islets and at the southwestern lagoon, have not been gazetted during the project period. 7411 ha increase of 5 fishing reserves through expansion has also not been brought to cabinet yet.	Not achieved

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Indicator	Baseline	End of Project target	Self-assessment (Nov 2022)	TE comments	TE assessment
12. Key MPA finance indicators, as recorded by the SO1 TT, Financial Scorecard for the MPA Sub-system (see PRODOC Annex 3, Table 15).	(a) Funding gap for management of MPAs: As per the rough SO1 TT baseline assessments, the funding gap (2015) is approx. 100% of current expenditure under the basic management scenario, and 430% under the optimal management scenario (b) Financial Sustainability Score for the MPA Sub-system = 24%	(a) The annual financing gap is reduced to be at least 50% of expenditure under the basic management scenario (b) Financial Sustainability Score for the MPA Sub-system = increases to at least 40%	The financial sustainability score and the SO1 TT was reduced to less than 10%. The consultancy to develop an investment framework and financing strategy and to increase financing flows to MPA has been completed. Several measures were recommended to be put in place to achieve financial sustainability including: 1. An airport environment charge of US\$5 per passenger 2. A cruise ship environment charge of US\$20 per passenger/crew. 3. A Daily Multiple-Entrance Fee of US\$10 per commercial or recreational boat entering MPAs among others. This has also been addressed in the CTA's Summary Review of Requirements for Next Steps – a Stock-Taking Exercise. It will also be addressed in the final Sustainability Plan and Exit Strategy.	The GEF Financial Scorecard was not completed at the end of the project (only baseline assessment is available). The feasibility of the proposed financing measures is uncertain.	Unable to assess
13. Total operational budget (including HR and capital budget) allocation for MPA management.	c. USD300,000	USD 450,000 (based on expectation of 50% increase)	USD 834,000 When analysing the Fisheries budget 2022/2023, which represent expenses of MUR 387,100,000 equivalent to USD 8.7 million, the amount that goes for Marine Protected Area management was estimated at USD 840,000	The baseline was determined based on the annual budget of the MCD and SEMPA. The TE team is unable to assess progress towards achievement, as a different metric is applied.	Unable to assess
14. Number of additional males benefitting from livelihoods strengthened through solutions for management of MPAs.	Gender sensitive community baseline survey to be undertaken during inception phase of workshop	30 Persons	58 persons The four NGOs awarded the sustainable Alternative livelihood benefit the following male persons SHOALS Rodrigues: 15 Ter Mer Rodriguez: 14 Oceanyka: 3 Eco-Sud: 26	TE interviews confirmed some beneficiaries are continuing with the introduced livelihood options in Rodrigues. In Mauritius, marine guide training has enhanced knowledge of skippers and guides on sustainable use in MPAs.	Mostly achieved
15. Number of additional females benefitting from livelihoods strengthened through solutions for management of MPAs.	Gender Sensitive baseline survey to be undertaken during inception phase of workshop	30 Persons	63 persons The four NGOs awarded the sustainable Alternative livelihood benefit the following female persons SHOALS Rodrigues: 10 Ter Mer Rodriguez: 13 Oceanyka: 22 Eco-Sud: 18	TE interviews confirmed that some women in Rodrigues who received training on alternative livelihoods have used the additional income to expand their on-farm activities. Women were included in the marine guide training delivered in Mauritius.	Mostly achieved
Outcome 3: Erosion control and ecosystem services restoration: erosion and soil loss are reduced in 200 ha of erosion-prone water sheds; and ecosystem services are restored in 100 ha of coastal wetlands				Rating: Moderately unsatisfactory	
16. Area of coastal wetlands managed effectively.	26 ha (based on area of Rivulet du Terre Rouge Ramsar site and assumption that this is managed effectively)	100 ha (= area of two coastal wetlands Ramsar sites – 48 ha – plus an additional area that might be managed with private owners)	48 ha The consultancy to develop management plan as well as operational plans of two Ramsar sites i.e. Rivulet Terre Rouge Estuary Bird Sanctuary (26 ha) and Pointe D'Esny Mangrove Forest (22 ha) have been completed. The key issues arising from this report have been	Management plans for the Rivulet Terre Rouge and Point D'Esny Ramsar sites were prepared; the plan for Pointe D'Esny has not yet been approved and, as such, has not yet been implemented.	Partially achieved

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Indicator	Baseline	End of Project target	Self-assessment (Nov 2022)	TE comments	TE assessment
			identified and next steps have been proposed for wetlands/Ramsar site management.	Equipment procured through the project has contributed to improved management of the wetland PA's. Some control of invasive species was conducted at the Rivulet Terre Rouge site; however, restoration across 100 ha was completed.	
17. Legislation passed.	Draft Wetlands Bill	Wetlands Act in place	A consultant is already on board to finalize the Wetland Bill and Regulations. However, the NPC has insisted that there should be a Needs Assessment undertaken first that will identify staffing levels and required additional funding support and that this should go forward to government/ cabinet as a package with the Bill and Regulations. The Project is currently trying to address this through a consultancy. As at 16 Nov 2022, the procurement had been finalized and contract being issued.	The draft Wetlands bill has been prepared; however the bill has only partially been circulated among the broader stakeholder community. There is no clear timeline for completing the process and eventual enactment of the bill and associated regulations, partially because the coastal and marine ESA map has not been finalised and approved.	Not achieved
18. Area over which soil erosion techniques are successfully applied in Riviere Coco.	Zero	Area of Riviere Coco that requires erosion control to be determined at start of project (PIF assessed 200 ha but this needs checking)	136 ha The project is collaborating with the RRA to implement the Agro-Forestry Scheme in Rodrigues as an SLM to control soil erosion. 34 beneficiaries together with their families have already been selected and handed over about four ha each where they undertook agroforestry as a source of livelihood.	Agroforestry interventions initiated in Rodrigues through a scheme involving leasing of small parcels of land to local households. Among the 34 beneficiaries earmarked for the scheme, 12 have been allotted with a parcel of land to work on. The other 22 beneficiaries are expected to start soon. Plans are under development for providing larger plots of land to local communities, rather than individuals.	Partially achieved

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Annex 7: Cofinancing Table

Co-financing source	Type (reported in 2022 PIR)	GEF Agency		Recipient Government		Civil Society Organization		Private Sector		Other		Total Cofinancing	
		Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
GEF Agency:													
United Nations Development Programme	Grant	70,000	326,243									70,000	326,243
		70,000	326,243									70,000	326,243
Recipient Country Government													
Mauritius Oceanography Institute	In-kind			1,832,208	0							1,832,208	0
Ministry of Ocean Economy, Marine Resources, Fisheries, Shipping and Outer Islands	Grant			1,626,000	4,542,359							1,626,000	4,542,359
National Coast Guard	In-kind			430,000	1,577,689							430,000	1,577,689
Ministry of Environment, Sustainable Development, Disaster and Beach Management	Grant			1,326,000	7,383,040							1,326,000	7,383,040
Ministry of Agro-Industry and Food Security	In-kind			1,288,000	1,305,505							1,288,000	1,305,505
Ministry of Tourism and External Comms.	Grant			1,884,000	1,333,001							1,884,000	1,333,001
Ministry of Gender Eq., Child Dev & Family Wel.	In-kind			6,000	0							6,000	0
Rodrigues Regional Assembly	Grant			1,000,000	1,581,555							1,000,000	1,581,555
Sub-total, Recipient Country Government				9,392,208	17,723,149							9,392,208	17,723,149
Civil Society Organization													
Reef Conservation Mauritius	In-kind					152,969	0					152,969	0
Mauritius Marine Conservation Society	In-kind					120,000	0					120,000	0
Eco-Sud	Grant					444,000	544,888					444,000	544,888
Mauritian Wildlife Foundation	In-kind					3,900,000	0					3,900,000	0
Shoals Rodrigues	In-kind					150,000	188,074					150,000	188,074
AHRIM	In-kind					15,000	0					15,000	0
Sub-total, Civil Society Organization						4,781,969	732,962					4,781,969	732,962
Private Sector													
Rogers & Company Ltd	In-kind							405,000	0			405,000	0
Sub-total, Private Sector								405,000	0			405,000	0
Other													
University of Mauritius	In-kind									2,490,000	0	2,490,000	0
Sub-total, Other										2,490,000	0	2,490,000	0
Total cofinancing for project implementation:		70,000	326,243	9,392,208	17,723,149	4,781,969	732,962	405,000	0	2,490,000	0	17,139,177	18,782,354
All figures in United States dollars (USD)													

Annex 8: Summary of rating scales

Monitoring & evaluation rating scale:

Rating	Description
6 = Highly satisfactory (HS)	There were no shortcomings; quality of M&E design/implementation exceeded expectations
5 = Satisfactory (S)	There were minor shortcomings; quality of M&E design/implementation met expectations
4 = Moderately satisfactory (MS)	There were moderate shortcomings; quality of M&E design/implementation more or less met expectations
3 = Moderately unsatisfactory (MU)	There were significant shortcomings; quality of M&E design/implementation was somewhat lower than expected
2 = Unsatisfactory (U)	There were major shortcomings; quality of M&E design/implementation was substantially lower than expected
1 = Highly unsatisfactory (HU)	There were severe shortcomings in M&E design/implementation
Unable to assess (UA)	The available information does not allow an assessment of the quality of M&E design/implementation

Implementation/oversight and execution rating scale:

Rating	Description
6 = Highly satisfactory (HS)	There were no shortcomings; quality of implementation/execution exceeded expectations
5 = Satisfactory (S)	There were no or minor shortcomings; quality of implementation/execution met expectations
4 = Moderately satisfactory (MS)	There were some shortcomings; quality of implementation/execution more or less met expectations
3 = Moderately unsatisfactory (MU)	There were significant shortcomings; quality of implementation/execution was somewhat lower than expected
2 = Unsatisfactory (U)	There were major shortcomings; quality of implementation/execution was substantially lower than expected
1 = Highly unsatisfactory (HU)	There were severe shortcomings in quality of implementation/execution
Unable to assess (UA)	The available information does not allow an assessment of the quality of implementation and execution

Outcome rating scale: relevance, effectiveness, efficiency:

Rating	Description
6 = Highly satisfactory (HS)	Level of outcomes achieved clearly exceeds expectations and/or there were no shortcomings
5 = Satisfactory (S)	Level of outcomes achieved was as expected and/or there were no or minor shortcomings
4 = Moderately satisfactory (MS)	Level of outcomes achieved more or less as expected and/or there were moderate shortcomings.
3 = Moderately unsatisfactory (MU)	Level of outcomes achieved somewhat lower than expected and/or there were significant shortcomings
2 = Unsatisfactory (U)	Level of outcomes achieved substantially lower than expected and/or there were major shortcomings
1 = Highly unsatisfactory (HU)	Only a negligible level of outcomes achieved and/or there were severe shortcomings
Unable to assess (UA)	The available information does not allow an assessment of the level of outcome achievements

Sustainability ratings scale:

Rating	Description
4 = Likely (L)	There are little or no risks to sustainability
3 = Moderately likely (ML)	There are moderate risks to sustainability
2 = Moderately unlikely (MU)	There are significant risks to sustainability
1 = Unlikely (U)	There are severe risks to sustainability
Unable to assess (UA)	Unable to assess the expected incidence and magnitude of risks to sustainability

Annex 9: Evaluation Consultant Code of Conduct Agreement Form

Evaluators / Consultants:

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

TE Consultant Agreement Form	
Agreement to abide by the Code of Conduct for Evaluation in the UN System	
Name of Consultants: James Lenoci, Martine Goder	
We confirm that we have received and understood and will abide by the United Nations Code of Conduct for Evaluation.	
Signatures:	
14 October 2022	14 October 2022
	
James Lenoci, International Consultant / Team Leader	Martine Goder, National Consultant

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GEF Project ID: 5514; UNDP PIMS: 4843

Annex 10: Signed TE Final Report Clearance Form

Terminal Evaluation Report Reviewed and Cleared By:	
UNDP Country Office	
Name:	
Signature:	Date:
UNDP GEF Regional Technical Advisor	
Name:	
Signature:	Date:

Annex 11: Terms of Reference for Terminal Evaluation

Terminal Evaluation Terms of Reference (ToR) for an International Consultant for UNDP-supported GEF-financed projects

Project Title:	Mainstreaming biodiversity into the management of the coastal zone in the Republic of Mauritius			
GEF Project ID:	5514		<u>at endorsement (Million US\$)</u>	<u>at completion (Million US\$)</u>
UNDP Project ID:	PIMS 4483	GEF financing:	4,664,521	
Country:	Republic of Mauritius	IA/EA own:	70,000	
Region:	Africa	Government:	9,392,208	
Focal Area:	Biodiversity	Other:	7,676,969	
FA Objectives, (OP/SP):	BD2; LD1; LD3	Total co-financing:	17,139,177	
Executing Agency	Ministry of Blue Economy, Marine Resources, Fisheries and Shipping	Total Project Cost:	21,803,698	
Implementing Partners involved:	Ministry of Environment, Solid Waste and Climate Change. Ministry of Agro-Industry and Food Security. Department of Continental Shelf, Marine Zone. Administration and Exploration Ministry of Housing and Land Use. Ministry of Tourism. Rodrigues Regional Authority Reef Conservation.	ProDoc Signature (date project began):		June 2016
		(Operational) Closing Date:	Proposed: June 2021	Actual: December 2022

1. INTRODUCTION

In accordance with UNDP and GEF M&E policies and procedures, all full- and medium-sized UNDP-supported GEF-financed projects are required to undergo a Terminal Evaluation (TE) at the end of the project. This Terms of Reference (ToR) sets out the expectations for the TE of the full -sized project titled 'Mainstreaming biodiversity into the management of the coastal zone in the Republic of Mauritius' (PIMS 4483; GEF 5514) implemented through the Ministry of Blue Economy, Marine Resources, Fisheries and Shipping. The project has a duration of 60 months. It started on the 2nd of June 2016 and is in its final year of implementation having been granted an extension until December 2022. The TE process must follow the guidance outlined in the document 'Guidance for Conducting Terminal Evaluations of UNDP-Supported, GEF-Financed Projects'.

(http://web.undp.org/evaluation/guideline/documents/GEF/TE_GuidanceforUNDP-supportedGEF-financedProjects.pdf).

2. PROJECT BACKGROUND AND CONTEXT

Location and Context

Mauritius forms part of the Western Indian Ocean Islands, one of the 25 internationally recognized biodiversity 'hotspots'. The tropical climate, topography and history of isolation, has resulted in the evolution of a diverse biota with a high degree of endemism. Terrestrial biodiversity is forest dependent. However, much of the extant forest has been lost: land clearance and forest degradation has already impacted more than 90% of Mauritius Island's land surface. Marine biodiversity is in a better condition but is also threatened. Extensive reef systems surround all of the islands of the archipelago. Rodrigues, in particular, harbours a large reef expanse, three times the size of the island.

Most of the useable land on the island of Mauritius has been put to production use. In spite of the extensive degradation and transformation that has occurred in many areas, coastal ecosystems and adjacent landscapes still maintain their basic ecological functions. The coastal strip provides prime land for habitation, recreation and tourism, while seascapes provide the basis of food provision through fisheries and also the country's main touristic attraction—beaches, nautical sports and related activities. Lagoon habitats are especially important in this regard. They contribute to the overall productivity of coastal waters by supporting a variety of habitats, including salt marshes, seagrasses, and mangroves.

Project Objective

To mainstream the conservation and sustainable use of biodiversity and ecosystem services into coastal zone management and into the operations and policies of the tourism and physical development sectors in the Republic of Mauritius through a 'land- and seascape wide' integrated management approach based on the Environmental Sensitive Areas' (ESAs) inventory and assessment.

Project Goal

The project will address the threats to biodiversity in Coastal Wetlands, Shore and Offshore ESAs within the target landscapes through a three-pronged approach. First, it will support the incorporation of ESA recommendations into policies and enforceable regulations pertaining to coastal zone management (CZM). With a special focus on tourism and physical development in the coastal zone, threats to biodiversity and ecosystem functions and resilience will be mitigated. Second, the project will support the effective management of marine protected areas (MPAs) across the Republic, given that they are an important part of the coastal and marine land/seascapes targeted by the project. Third, the project will take measures to arrest land degradation in sensitive locations, designed to reduce coastal erosion and sedimentation and help restore ecosystem functions in key wetlands areas. As a result of the project, biodiversity within coral reefs, seagrass beds, mangroves, inter-tidal mudflats, sand beaches and dunes, and coastal freshwater marshlands will be better protected and managed sustainably, both in Mauritius mainland and in Rodrigues.

Expected Project Outcomes

1. Threats to biodiversity and ecosystem function are addressed by ensuring that marine and coastal Environmentally Sensitive Areas (ESAs) are an integral part of planning and implementation mechanisms relating to coastal development and the tourism sector.
2. Threats to marine and coastal biodiversity are mitigated and fishery resources protected in at least 20,000 ha of seascapes, through the improved management of MPAs and no-take zones.
3. Erosion control and ecosystem services restoration: erosion and soil loss are reduced in 200 ha of erosion-prone water sheds; and ecosystem services are restored in 100 ha of coastal wetlands.

Institutional Arrangements

A Project Steering Committee (PSC) is convened by the Implementing Partner to provide expert and technical guidance to the implementation of the project. The PSC, which is chaired by the Implementing Partner, serves as the project's coordination and decision-making body. Working closely with the Implementing Partner, the UNDP Country Office (UNDP-CO) is responsible for: (i) providing financial and audit services to the project; (ii) when required, recruitment of project staff and contracting of consultants and service providers (iii) overseeing financial expenditures against project budgets approved by PSC; (iv) appointment of independent financial auditors and evaluators; and (iv) ensuring that all activities including procurement and financial services are carried out in strict compliance with UNDP-GEF procedures. The day-to-day administration of the project is carried out by a Project Management Unit (PMU) comprising a Project Manager (PM) and one Project Assistant, who will be located within the Implementing Partner offices. The Project is technically supported by an international Chief Technical Adviser (CTA). The CTA supports the provision of the required technical inputs, reviewing and preparing Terms of Reference and reviewing the outputs of consultants and other sub-contractors.

Key Partners and Stakeholders

The Project Document notes that the project would focus its stakeholder engagement at two levels of intervention: (i) working with national and local public institutions and agencies to strengthen their capacity to effectively protect and manage coastal and marine ecosystems and their associated biodiversity, and to align project activities with government's strategic priorities; and (ii) working directly with civil society organizations, formal and informal use rights holders, and private individuals to mitigate impacts and optimize benefits of project activities. The Project Document lists the key partners and stakeholders in the Project under '**Table 7: Key project stakeholders and relevant roles**'. During the Project lifetime, the Chief Technical Advisor (CTA) drafted a Stakeholder Engagement Plan as this was not initially included in the endorsed Project Document.

Cross-Cutting Aspects

The Project Document notes that the project aimed to adopt the Human Rights-Based Approach (HRBA) to programming, as used by UN agencies since 2003. This requires that the problems and challenges faced by different stakeholders involved in or affected by project interventions and inequalities and discrimination patterns that occur in the area where the project is located are addressed from the beginning. The HRBA approach particularly emphasises the need for a good understanding of the underlying structural causes of such problems so that effective and sustainable strategies for change can be identified. Since early phases of the project, women have been encouraged to participate in all stages of project implementation, including in training and capacity-building initiatives, especially through the livelihood activities in Rodrigues which included 40% women. The Mid-Term Review has captured details and statistics for this gender engagement in project activities.

Relevance to partner Government Strategies and to the UNDP Strategic

Section 1.4.1 of the Project Document discusses sectoral Mainstreaming within the Government and relates various existing or planned government strategies to the various aims and outcomes/components of the Project.

UNDP approaches the issues of biodiversity management and ecosystem resilience from a development and governance point of view. The agency's goal is to build the capacity of beneficiary countries to maintain and enhance their ecosystem services in order to secure livelihoods, fight poverty and promote development. UNDP's Ecosystems and Biodiversity Framework 2012-2020 establishes a benchmark of achievements and the strategic thinking behind its programming in relation to these issues. The project is in line with the UNDP Strategic Plan 2014-2017 which puts emphasis on maintenance and protection of natural capital, as well as developing incentives to both manage and benefit biodiversity.

The Mid-Term Review has noted that UNDP could use the lessons from the project in discussions and briefings towards development of UNDP and Government Strategies (e.g. the new National Env. Strategy, CPD, UNDAF, COVID Recovery, new Projects, etc.). This should especially focus on the broader discourse in Mauritius on Economic Development Vs. Environmental Sustainability and how a more sustainable focus can help to achieve the SDGs.

3. TE PURPOSE

The TE has the following complementary purposes:

- To promote accountability and transparency.
- To synthesize lessons that can help to improve the selection, design, and implementation of future UNDP-supported GEF-financed initiatives; and to improve the sustainability of benefits and aid in overall enhancement of UNDP programming.
- To assess and document project results, and the contribution of these results towards achieving GEF strategic objectives aimed at global environmental benefits.
- To gauge the extent of project convergence with other development priorities, including poverty alleviation, strengthening resilience to the impacts of climate change, reducing disaster risk and vulnerability, as well as cross-cutting issues such as gender equality, women's empowerment, and supporting human rights.

The TE report will assess the achievement of project results against what was expected to be achieved at project endorsement and the inception phase, taking note of any changes or amendments to expected project deliverables and indicator targets which have been highlighted both by the annual Project Implementation Reviews and by the Mid-Term Review.

The Mid-Term Review has noted that UNDP could use the lessons from the project in discussions and briefings towards development of UNDP and Government Strategies (e.g. the new National Env. Strategy, CPD, UNDAF, COVID Recovery, new Projects, etc.). This should especially focus on the broader discourse in Mauritius on Economic Development Vs. Environmental Sustainability and how a more sustainable focus can help to achieve the SDGs. These lessons, in turn, can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming. The TE report promotes accountability and transparency and assesses the extent of project accomplishments.

4. TE APPROACH & METHODOLOGY

The TE report must provide evidence-based information that is credible, reliable and useful, collected from the feedback of those who have been involved with the Project at various stages, including the design, implementation, and supervision of the project.

The TE team will review all relevant sources of information including documents prepared during the preparation phase (i.e. PIF, UNDP Initiation Plan, UNDP Social and Environmental Screening Procedure/SESP), the Project Document, project reports including annual PIRs, project budget revisions, lesson learned reports, national strategic and legal documents, and any other materials that the team considers useful for this evidence-based evaluation. The TE team will review the baseline and mid-term GEF focal area Core Indicators/Tracking Tools submitted to the GEF at the CEO endorsement and midterm stages and the terminal Core Indicators/Tracking Tools that must be completed before the TE field mission begins.

The TE team is expected to follow a participatory and consultative approach ensuring close engagement with the Project Team, government counterparts (the GEF Operational Focal Point), Implementing Partners, the UNDP Country Office(s), the Regional Technical Advisor, direct beneficiaries and other stakeholders.

Engagement of stakeholders is vital to a successful TE. Stakeholder involvement should include interviews with stakeholders who have project responsibilities, including but not limited to the executing agencies, senior officials and task team/component leaders, key experts and consultants in the subject area, Project Board, project beneficiaries, academia, local government and CSOs, etc. The TE should specifically interact with and interview those agencies and bodies listed in the Project Document under '**Table 7: Key project stakeholders and relevant roles**' as well as any listed within the project's Stakeholder Engagement Plan or through attendance at pertinent project workshops and meetings,

Additionally, the TE National Expert (see below) will be expected to conduct field missions to sites around Mauritius and Rodrigues that have been involved in the Project as recommended by UNDP and the Project Manager.

The specific design and methodology for the TE should emerge from consultations between the TE team and the above-mentioned parties regarding what is appropriate and feasible for meeting the TE purpose and objectives and answering the evaluation questions, given limitations of budget, time and data. The TE team must use gender-responsive methodologies and tools and ensure that gender equality and women's empowerment, as well as other cross-cutting issues (e.g. vulnerable groups, and SDGs are incorporated into the TE report).

Where appropriate to this Project, the TE should consider and comment on the following cross-cutting issues:

- Gender and GEEW

- Poverty-Environment Nexus and Poverty Alleviation
- Crisis Prevention and Recovery natural disasters
- Climate Change
- Catalytic Role, Replication and Upscaling
- Human Rights (includes Disabilities)
- Vulnerable Groups
- Minority Groups
- Sustainable Development Goals
- Environmental and Social Safeguards
- Sustainable Livelihoods

The final methodological approach including interview schedule, field visits and data to be used in the evaluation must be clearly outlined in the TE Inception Report and be fully discussed and agreed between UNDP, stakeholders and the TE team. The evaluation team may have justifications for revising the standard TE approach and these should be discussed in consultation with the evaluation manager and key stakeholders. These changes in approach should be agreed and reflected clearly in the TE Inception Report. The final report must describe the full TE approach taken and the rationale for the approach making explicit the underlying assumptions, challenges, strengths and weaknesses about the methods and approach of the evaluation.

5. DETAILED SCOPE OF THE TE

The TE will assess project performance against expectations set out in the project's Logical Framework/Results Framework (see ToR Annex A). In reviewing the Results Framework, the TE should specifically evaluate the indicators and Targets to (A) ensure that the indicators captured in the Results Framework are SMART (Specific, Measurable, Attributable, Relevant, Time-bound and Timely) and (B) to assess the achievements for each target against the Indicator. The TE will assess results according to the criteria outlined in the Guidance for TEs of UNDP-supported GEF-financed Projects (http://web.undp.org/evaluation/guideline/documents/GEF/TE_GuidanceforUNDP-supportedGEF-financedProjects.pdf)

The Findings section of the TE report will cover the topics listed below. A full outline of the TE report's content is provided in ToR Annex C.

The asterisk "(*)" indicates criteria for which a rating is required.

Findings

i. Project Design/Formulation

- National priorities and country driven-ness
- Theory of Change
- Gender equality and women's empowerment
- Social and Environmental Standards (Safeguards)
- Analysis of Results Framework: project logic and strategy, indicators
- Assumptions and Risks
- Lessons from other relevant projects (e.g. same focal area) incorporated into project design
- Planned stakeholder participation
- Linkages between project and other interventions within the sector
- Management arrangements

ii. Project Implementation

- Adaptive management (changes to the project design and project outputs during implementation)
- Actual stakeholder participation and partnership arrangements
- Project Finance and Co-finance
- Monitoring & Evaluation: design at entry (*), implementation (*), and overall assessment of M&E (*)
- Implementing Agency (UNDP) (*) and Executing Agency (*), overall project oversight/implementation and execution (*)
- Risk Management, including Social and Environmental Standards (Safeguards)

iii. Project Results

- Assess the achievement of outcomes against indicators by reporting on the level of progress for each objective and outcome indicator at the time of the TE and noting final achievements
- Relevance (*), Effectiveness (*), Efficiency (*) and overall project outcome (*)
- Sustainability: financial (*) , socio-political (*), institutional framework and governance (*), environmental (*), overall likelihood of sustainability (*)
- Country ownership
- Gender equality and women's empowerment
- Cross-cutting issues (poverty alleviation, improved governance, climate change mitigation and adaptation, disaster prevention and recovery, human rights, capacity development, South-South cooperation, knowledge management, volunteerism, etc., as relevant)
- GEF Additionality
- Catalytic Role / Replication Effect
- Progress to impact

Main Findings, Conclusions, Recommendations and Lessons Learned

- The TE team will include a summary of the main findings of the TE report. Findings should be presented as statements of fact that are based on analysis of the data.
- The section on conclusions will be written in light of the findings. Conclusions should be comprehensive and balanced statements that are well substantiated by evidence and logically connected to the TE findings. They should highlight the strengths, weaknesses and results of the project, respond to key evaluation questions and provide insights into the identification of and/or solutions to important problems or issues pertinent to project beneficiaries, UNDP and the GEF, including issues in relation to gender equality and women's empowerment.
- Recommendations should provide concrete, practical, feasible and targeted recommendations directed to the intended users of the evaluation about what actions to take and decisions to make. The recommendations should be specifically supported by the evidence and linked to the findings and conclusions around key questions addressed by the evaluation.
- The TE report should also include lessons that can be taken from the evaluation, including best practices in addressing issues relating to relevance, performance and success that can provide knowledge gained from the particular circumstance (programmatic and evaluation methods used, partnerships, financial leveraging, etc.) that are applicable to other GEF and UNDP interventions. When possible, the TE team should include examples of good practices in project design and implementation.
- It is important for the conclusions, recommendations and lessons learned of the TE report to incorporate gender equality and empowerment of women.

The TE report will include an Evaluation Ratings Table, as shown below:

ToR Table 2: Evaluation Ratings Table for 'Mainstreaming biodiversity into the management of the coastal zone in the Republic of Mauritius'

Monitoring & Evaluation (M&E)	Rating ¹
M&E design at entry	
M&E Plan Implementation	
Overall Quality of M&E	
Implementation & Execution	Rating
Quality of UNDP Implementation/Oversight	
Quality of Implementing Partner Execution	
Overall quality of Implementation/Execution	
Assessment of Outcomes	Rating
Relevance	
Effectiveness	
Efficiency	
Overall Project Outcome Rating	
Sustainability	Rating
Financial resources	
Socio-political/economic	
Institutional framework and governance	
Environmental	
Overall Likelihood of Sustainability	

6. TIMEFRAME

The total duration of the TE will be approximately 30 working days over a time period of 8 weeks starting on 1 September 2022. The tentative TE timeframe is as follows:

Timeframe	Activity
1 August 2022	Application closes
15 August 2022	Selection of TE team
1 September 2022	Preparation period for TE team (handover of documentation)
5 September 2022 4 days	Document review and preparation of TE Inception Report
10 September 2022 5 days	Finalization and Validation of TE Inception Report; latest start of TE mission
12 September 2022 15 days	TE mission: stakeholder meetings, interviews, field visits, etc.
27 September 2022	Mission wrap-up meeting & presentation of initial findings; earliest end of TE mission
28 September 2022 10 days	Preparation of draft TE report

¹ Outcomes, Effectiveness, Efficiency, M&E, Implementation/Oversight & Execution, Relevance are rated on a 6-point scale: 6=Highly Satisfactory (HS), 5=Satisfactory (S), 4=Moderately Satisfactory (MS), 3=Moderately Unsatisfactory (MU), 2=Unsatisfactory (U), 1=Highly Unsatisfactory (HU). Sustainability is rated on a 4-point scale: 4=Likely (L), 3=Moderately Likely (ML), 2=Moderately Unlikely (MU), 1=Unlikely (U)

8 October 2022	Circulation of draft TE report for comments
15 October 2022	Incorporation of comments on draft TE report into Audit Trail & finalization of TE report
22 October 2022	Preparation and Issuance of Management Response
25 October 2022	Concluding Stakeholder Workshop (optional)
30 October 2022	Expected date of full TE completion

Options for site visits should be provided in the TE Inception Report.

7. TE DELIVERABLES

#	Deliverable	Description	Timing	Responsibilities
1	TE Inception Report	TE team clarifies objectives, methodology and timing of the TE	No later than 2 weeks before the TE mission: (9 September 2022)	TE team submits Inception Report to Commissioning Unit and project management
2	Presentation	Initial Findings	End of TE mission: (27 September 2022)	TE team presents to Commissioning Unit and project management
3	Draft TE Report	Full draft report (using guidelines on report content in ToR Annex C) with annexes	Within 3 weeks of end of TE mission: (7 October 2022)	TE team submits to Commissioning Unit; reviewed by RTA, Project Coordinating Unit, GEF OFP
4	Final TE Report* + Audit Trail	Revised final report and TE Audit trail in which the TE details how all received comments have (and have not) been addressed in the final TE report (See template in ToR Annex H)	Within 1 week of receiving comments on draft report: (25 October 2022)	TE team submits both documents to the Commissioning Unit

*All final TE reports will be quality assessed by the UNDP Independent Evaluation Office (IEO). Details of the IEO's quality assessment of decentralized evaluations can be found in Section 6 of the UNDP Evaluation Guidelines.²

The final TE Report should include the Management Response to the Conclusions and Recommendations provided by the Evaluator.

8. TE ARRANGEMENTS

The principal responsibility for managing the TE resides with the Commissioning Unit. The Commissioning Unit for this project's TE is the UNDP Country Office in the Republic of Mauritius.

² Access at: <http://web.undp.org/evaluation/guideline/section-6.shtml>

The Commissioning Unit will contract the evaluators and ensure the timely provision of per diems and travel arrangements within the country for the TE team. The Project Team will be responsible for liaising with the TE team to provide all relevant documents, set up stakeholder interviews, and arrange field visits.

9. TE TEAM COMPOSITION

A team of two Independent Evaluators will conduct the TE – one International Team Leader (with experience and exposure to projects and evaluations in other regions) and one National Expert from Mauritius. The Team Leader will be responsible for the overall design and writing of the TE report, etc. The team expert will assist the Team Leader in identifying and collecting/collating the appropriate information in-country and in organising interviews, etc. as well as assessing any emerging trends with respect to regulatory frameworks, budget allocations, capacity building, etc. The National Expert will work with the Project Team in developing the TE itinerary, etc.

The evaluator(s) cannot have participated in the project preparation, formulation and/or implementation (including the writing of the project document), must not have conducted this project's Mid-Term Review and should not have a conflict of interest with the project's related activities.

The selection of evaluators will be aimed at maximizing the overall "team" qualities in the following areas:

International Consultant (Team Leader)

Education

- Master's degree in an Environmental subject or other closely related field;

Experience

- Relevant experience with results-based management evaluation methodologies;
- Experience applying SMART indicators and reconstructing or validating baseline scenarios;
- Competence in adaptive management, as applied to Biodiversity and Marine Ecosystems
- Experience in evaluating projects;
- Experience working in Africa/Indian Ocean;
- Experience in relevant technical areas for at least 10 years;
- Demonstrated understanding of issues related to gender and mainstreaming biodiversity/reducing pressure on natural resources;
- Experience in gender responsive evaluation and analysis;
- Excellent communication skills;
- Demonstrable analytical skills;
- Project evaluation/review experience within United Nations system is an important asset.

Language

- Fluency in written and spoken English.

National Consultant/Expert:

- Experience in validating/assessing baseline and end of project target scenarios;
 - Work experience in the field of ecosystem-based management, preferably in coastal and marine ecology, fisheries or other related fields, for at least 4 years;
 - Ability to work effectively in a team, with good relationship management skills;
-

- Project evaluation/review experiences with results-based monitoring and evaluation and methodologies within United Nations system will be considered an asset
 - Ability to maintain high standards despite pressing deadlines
 - Excellent communication (both oral and written) and analytical skills, and skills for conflict resolution and negotiation;
 - Good knowledge of environmental and socio-economic context of the Republic of Mauritius
 - Previous Experience working with the GEF-evaluations;
 - A Master's degree in environmental science, marine science, fisheries management, or other closely related field
-

10. EVALUATOR ETHICS

The TE team will be held to the highest ethical standards and is required to sign a code of conduct upon acceptance of the assignment. This evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. The evaluator must safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The evaluator must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses without the express authorization of UNDP and partners.

11. PAYMENT SCHEDULE

- 20% payment upon satisfactory delivery of the final TE Inception Report and approval by the Commissioning Unit
- 40% payment upon satisfactory delivery of the draft TE report to the Commissioning Unit
- 40% payment upon satisfactory delivery of the final TE report and approval by the Commissioning Unit and RTA (via signatures on the TE Report Clearance Form) and delivery of completed TE Audit Trail

Criteria for issuing the final payment of 40%³:

- The final TE report includes all requirements outlined in the TE TOR and is in accordance with the TE guidance.
- The final TE report is clearly written, logically organized, and is specific for this project (i.e. text has not been cut & pasted from other TE reports).
- The Audit Trail includes responses to and justification for each comment listed.

12. APPLICATION PROCESS⁴

Recommended Presentation of Proposal:

- Letter of Confirmation of Interest and Availability** using the [template](#)⁵ provided by UNDP;

³ The Commissioning Unit is obligated to issue payments to the TE team as soon as the terms under the ToR are fulfilled. If there is an ongoing discussion regarding the quality and completeness of the final deliverables that cannot be resolved between the Commissioning Unit and the TE team, the Regional M&E Advisor and Vertical Fund Directorate will be consulted. If needed, the Commissioning Unit's senior management, Procurement Services Unit and Legal Support Office will be notified as well so that a decision can be made about whether or not to withhold payment of any amounts that may be due to the evaluator(s), suspend or terminate the contract and/or remove the individual contractor from any applicable rosters. See the UNDP Individual Contract Policy for further details: https://popp.undp.org/layouts/15/WopiFrame.aspx?sourcedoc=/UNDP_POPP_DOCUMENT_LIBRARY/Public/PSU_Individual%20Contract_Individual%20Contract%20Policy.docx&action=default

⁴ Engagement of evaluators should be done in line with guidelines for hiring consultants in the POPP <https://popp.undp.org/SitePages/POPPRoot.aspx>

⁵ <https://intranet.undp.org/unit/bom/psu/Support%20documents%20on%20IC%20Guidelines/Template%20for%20Confirmation%20of%20Interest%20and%20Submission%20of%20Financial%20Proposal.docx>

- b) **CV** and a **Personal History Form** ([P11 form](#)⁶);
- c) Brief description **of approach to work/technical proposal** of why the individual considers him/herself as the most suitable for the assignment, and a proposed methodology on how they will approach and complete the assignment; (max 1 page)
- d) **Financial Proposal** that indicates the all-inclusive fixed total contract price and all other travel related costs (such as flight ticket, per diem, etc.), supported by a breakdown of costs, as per template attached to the [Letter of Confirmation of Interest template](#). If an applicant is employed by an organization/company/institution, and he/she expects his/her employer to charge a management fee in the process of releasing him/her to UNDP under Reimbursable Loan Agreement (RLA), the applicant must indicate at this point, and ensure that all such costs are duly incorporated in the financial proposal submitted to UNDP.

Criteria for Evaluation of Proposal: Only those applications which are responsive and compliant will be evaluated. Offers will be evaluated according to the Combined Scoring method – where the educational background and experience on similar assignments will be weighted at 70% and the price proposal will weigh as 30% of the total scoring. The applicant receiving the Highest Combined Score that has also accepted UNDP's General Terms and Conditions will be awarded the contract.

13. TOR ANNEXES

- ToR Annex A: Project Logical/Results Framework
- ToR Annex B: Project Information Package to be reviewed by TE team
- ToR Annex C: Content of the TE report
- ToR Annex D: Evaluation Criteria Matrix template
- ToR Annex E: UNEG Code of Conduct for Evaluators
- ToR Annex F: TE Rating Scales
- ToR Annex G: TE Report Clearance Form
- ToR Annex H: TE Audit Trail

⁶ http://www.undp.org/content/dam/undp/library/corporate/Careers/P11_Personal_history_form.doc

ToR Annex A: Project Logical/Results Framework

#	Indicator	Baseline	Mid Term Target	Targets by End of Project	• Source of verification	Risks and Assumptions
Project Objective: To mainstream the conservation and sustainable use of biodiversity and ecosystem services into coastal zone management and into the operations and policies of the tourism and physical development sectors in the Republic of Mauritius through a ‘land- and seascape wide’ integrated management approach based on the Environmental Sensitive Areas’ (ESAs) inventory and assessment.						
1	Area of coastal and marine ESAs under improved management or conservation status	4,696 ha (= currently managed MPAs i.e. Blue Bay Marine Park and SEMPA)	No Target	27,000 ha (i.e. approx. area of marine and coastal ESAs in ICZM plans for Black River District (4602 ha), and Rodrigues (16,290 ha); and area of ESAs in proposed and existing MPAs outside these locations (c. 8,022 ha) where management will be improved)	Spatial data and GIS (e.g. NSDI) Information on MPAs from AFRC Project Progress Reports Project Annual reports/PIR	<u>Assumptions:</u> Capacity building project interventions effectively contribute to institutional development Government commits to an incremental growth in the funding allocation, and policy support for protection and sustainable management of marine and coastal biodiversity <u>Risk:</u> Policy reform is slow and does not support the required changes needed
2	Average METT Scores for the 5 METT sites impacted by the project	48%	No Target	At least 60%	METT assessment compiled (a) during PPG (reviewed and revised by the UNDP-GEF RTA), (b) by mid-term and (c) by project end, independently vetted by evaluators for b and c.	
3	Policy effectiveness of ESA categorisation in key planning and decision making processes pertaining to coastal and marine areas	ESAs are not fully integrated in the development planning process (as stated in the PRODOC barrier analysis, paragraph Error! Reference source not found. , and in related content.)	No Target	A number of barriers relating to the mainstreaming or application of coastal and marine ESAs in decision making processes have been overcome, as independently vetted by project evaluations	Mid-term Review Terminal Evaluation	
Outcome 1: Threats to biodiversity and ecosystem function are addressed by ensuring that marine and coastal Environmentally Sensitive Areas (ESAs) are an integral part of planning and implementation mechanisms relating to coastal development and the tourism sector.						
Outputs: Information necessary for marine and coastal biodiversity mainstreaming is made available and capacity for knowledge management is developed by making the ESA study and other relevant information available ESAs are mainstreamed into physical development and ICZM planning processes, through the provision of guidance and support to the ongoing ICZM planning and physical development planning processes and by demonstrating appropriate approaches through implementation of an ICZM plan for Rodrigues and one District level plan for Mauritius Standards and a certification system developed for the tourism sector that facilitates the mainstreaming of the management of marine and coastal biodiversity into their operations						
4	Spatial and policy information for all marine and coastal ESAs openly and freely available to all planning agencies, decision makers, stakeholders and to the general public, with due consideration to the different target audiences in the terms of data use and data applications	The ESA maps have not been distributed to all local authorities, and it is not always easy for a planning authority or developer to identify whether a proposed development site will impact on an ESA.	Online Platform Installed	(a) All relevant Ministries to have access to information and to be using it in planning applications and permits that affect marine and coastal ESAs (b) All relevant planning decisions in coastal and marine areas to take account of ESAs (c) Open, free and interactive access to geo-referenced ESA maps, assuming that the adequacy of terms of data use and data applications with respect to the different data users	Availability of maps, documents etc. on line Results of survey of stakeholders at beginning and end of project to assess use of the information Mid-term Review, Terminal Evaluation (end of project achievements to be independently assessed through evaluation)	<u>Assumptions:</u> Government willing to make information and maps on ESAs publically available (other than critical confidential information such as private ownership details) Relevant government entities show willingness to implement policy measures and legislation Local government and stakeholders willing to develop and implement ICZM plans

#	Indicator	Baseline	Mid Term Target	Targets by End of Project	• Source of verification	Risks and Assumptions
5	Number and profile of persons(M/F) and organisations accessing coastal and marine biodiversity information using the tools and products developed by and/or influenced by the project	Zero	25 Individual Consultations	50 individual consultations by Terminal Evaluation	Sex, age, location disaggregated feedback forms attached to communications materials MOUs between institution housing the knowledge management system and institutions providing data Web hits Number, sex, age, location of subscribers to newsletters/electronic mail outs Visitors to visitor centres, Training courses participant records, disaggregated by sex, age location	Rodrigues establishes a long-term budget for the GIS Unit and has the capacity to manage the Unit & retains the capacity Ministry of Housing & Lands collaborate on the ESA & OPS Integration Eco-labelling is of interest to operators in the coastal zone and they are willing to pay for it. <u>Risk:</u>
6	For Rodrigues, existence of marine and coastal information and GIS unit	None	GIS Unit Installed	Unit in place with qualified staff recruited and working effectively	Presence of unit	Conflicts and misunderstandings between agencies involved undermine efforts Tourism operators unwilling to participate in voluntary eco-labelling schemes
7	New indicator for new Activity and Study on carrying Capacity (Ministry of Tourism): ““Threshold level and management strategies for nautical activities in defined areas established”.	“No threshold level for nautical activities”	Ground Truthing completed by Mid Term	“Threshold Levels established”	Carrying Capacity Study; Progress and PIR Reports, ICZM and coastal policies and regulations	Information and data available; Technically adequate consultants; Policy makers, stakeholders and public ready to accept results and recommendations. RISKS: Government ready to use recommendations in existing and new policies / regulations and enforcement; Tourism will rebound from COVID-19 Pandemic
Outcome 2: Threats to marine and coastal biodiversity are mitigated and fishery resources protected in at least 20,000 ha of seascapes, through the improved management of MPAs and no-take zones.						
Outputs: 2.1 Management effectiveness of the MPA network is improved through management planning where required, and also through the introduction of operations and business planning, and improved surveillance and enforcement. 2.2 An investment framework for MPAs is developed and contributes to improved financial sustainability of the marine protected area sub-system						
8	Protected area management effectiveness scores for each MPA as recorded by Management Effectiveness Tracking Tool (METT) – see PRODOC Annex 3, Table 14	Baseline METT Scores: SEMPA = 62% Rodrigues Northern Marine Reserves = 43% BBMP = 58% BMP = 48% Fishing Reserves = 28%	Improvement in Score	METT Scores by project end: SEMPA = at least 75% Rodrigues Northern Marine Reserves = at least 55% BBMP = at least 70% BMP = at least 55% Fishing Reserves = at least 40%	METT assessment compiled (a) during PPG (reviewed and revised by the UNDP-GEF RTA), (b) by mid-term and (c) by project end, independently vetted by evaluators for b and c.	<u>Assumptions:</u> Government adopts fundamental policy reforms required, such as the consultative approach to MPA planning and management involving increased stakeholder participation Institutional and policy barriers for an effective site-level revenue generation, collection and retention into the PA system can be lifted, and government allows funding generated by MPAs to be invested in site management

#	Indicator	Baseline	Mid Term Target	Targets by End of Project	• Source of verification	Risks and Assumptions
9	Area (ha) of MPAs, either legally designated or established through MOUs with communities	15,913 ha	No Target	20,000 ha (expectation to include VMCA's and marine areas around northern islets)	Project Progress Reports Project Annual reports/PIR	Communities and stakeholders accept responsibility for sustainable stewardship of coastal and marine resources
	Key MPA finance indicators, as recorded by the SO1 TT, Financial Scorecard for the MPA Sub-system (see PRODOC Annex 3, Table 15)	(a) Funding gap for management of MPAs: As per the rough SO1 TT baseline assessments, the funding gap (2015) is approx. 100% of current expenditure under the basic management scenario, and 430% under the optimal management scenario (b) Financial Sustainability Score for the MPA Sub-system = 24%	No Target	(a) The annual financing gap is reduced to be at least 50% of expenditure under the basic management scenario (b) Financial Sustainability Score for the MPA Sub-system = increases to at least 40%	Financial Sustainability scorecards assessment compiled (a) during PPG (reviewed and revised by the UNDP-GEF RTA), (b) by mid-term and (c) by project end, independently vetted by evaluators for b and c.	The Social and Community Welfare Centres have the resources to act as information, communication and facilitation hubs The financial reporting system of the MOEMRFSOI is adapted to provide information directly on MPA planning and management operations More detailed MPA finance assessments, especially with respect to needs and gaps, are carried out regularly and broken down for relevant PA/MPA managing agencies in Mauritius and Rodrigues, in close collaboration with the PAN and other related projects
10	Total operational budget (including HR and capital budget) allocation for MPA management	c. USD300,000	No Target	USD 450,000 (based on expectation of 50% increase)	Audited financial reports of MOEMRFSOI	<u>Risk:</u> Adverse policy and regulatory environment prevails (e.g. Government does not support proposals for MPA revenue retention; does not change policy direction towards more decentralised socio economic and environmental planning) Downturn in visitor numbers reducing income to MPAs from fees and permits Coastal communities unwilling to adopt new practices and livelihoods
11	Number of additional males and females benefitting from livelihoods strengthened through solutions for management of MPAs	Gender sensitive community baseline survey to be undertaken during inception phase of workshop	No Target	30	Tracker studies, panel data On Rodrigues, information from SGP monitoring unit in the EPU	

3: Erosion control and ecosystem services restoration: erosion and soil loss are reduced in 200 ha of erosion-prone water sheds; and ecosystem services are restored in 100 ha of coastal wetlands.

Outputs: 3.1 Sustainable land management (SLM) techniques are applied to control erosion and water course sedimentation in the SEMPA watershed, with a focus on Rivière-Coco 3.2 Essential ecosystem services are restored in coastal wetlands (e.g. water filtration, storage and flood control services, habitat and recreation)

12	Area of coastal wetlands managed effectively	26 ha (based on area of Rivulet du Terre Rouge Ramsar site and assumption that this is managed effectively)	50 ha of wetlands restored. Management Plan for Terre Rouge and Pointe D'Esny approved and gazetted	100 ha (= area of two coastal wetlands Ramsar sites – 48 ha – plus an additional area that might be managed with private owners)	Project Progress Reports Project Annual reports/PIR	<u>Assumptions:</u> Government is willing to support appropriate legislative and policy reforms Other enabling legislation passed and/or regulations made: Environment Act updated, Development and Planning Act wholly proclaimed, and regulatory framework for ESA adopted Private landowners willing to participate in conservation interventions for coastal wetlands, and issues surrounding private ownership resolved
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#	Indicator	Baseline	Mid Term Target	Targets by End of Project	• Source of verification	Risks and Assumptions
13	Revised Wetland Bill and Regulations and submitted to the State Law Office for enactment”	Wetland Bill is in place. There is need to review the National RAMSAR Committee in the wetlands bill and the requirements of the application should be well defined and listed (for example site plan by sworn land surveyor, showing delimitation of the wetlands and buffer). There should be clear definition of all types of wetlands. ESA bill was prepared by the M/Environment.	Wetland Bill revised	<p>Wetland Bill revised and presented to Government for review and adoption along with associated regulations</p> <p>Training needs assessment (TNA) to be worked out. The TNA will be used as basis to procure training services.</p> <p>Training assessment to be finalised by the end of the second year of the project.</p> <p>Accredited training programme to be implemented during the third year.</p> <p>Capacity built within the Government to secure resources to replicate the training programme.</p>	Government gazette notice	<p>Women and men farmers on Rodrigues are willing to adopt new practices that prevent soil erosion</p> <p><u>Risk:</u></p> <p>Soil erosion prevention techniques take longer than project lifetime for proven success</p>
14	Area over which soil erosion techniques are successfully applied in Riviere Coco	<p>Baseline is “0” (No soil erosion control present at Riviere Coco)</p> <p>SEMPA - GEF SGP project concerning rehabilitation of 15 ha for watershed management for prevention of soil erosion at Var Brulee.</p>	<p>100 ha of the Riviere Coco region rehabilitated.</p> <p>A detailed project document prepared for all the watersheds from Grand Var to Anse Raffin.</p>	<p>At least 200 hectares is fenced and rehabilitated in the Riviere Coco region (particularly Grand Var area). Schemes identified, developed and put into place for fishermen and other persons so as to sustain their livelihoods.</p> <p>Training needs identified, developed and training provided to fishermen and farmers</p> <p>A detailed project document prepared for all the watersheds from Grand Var to Anse Raffin.</p>	Project information (PIR reports etc.)	

ToR Annex B: Project Information Package to be reviewed by TE team

#	Item (electronic versions preferred if available)
1	Project Identification Form (PIF)
2	UNDP Initiation Plan
3	Final UNDP-GEF Project Document with all annexes
4	CEO Endorsement Request
5	UNDP Social and Environmental Screening Procedure (SESP) and associated management plans (if any)
6	Inception Workshop Report
7	Mid-Term Review report and management response to MTR recommendations
8	All Project Implementation Reports (PIRs)
9	Progress reports (quarterly, semi-annual or annual, with associated workplans and financial reports)
10	Oversight mission reports
11	Minutes of Project Board Meetings and of other meetings (i.e. Project Appraisal Committee meetings)
12	GEF Tracking Tools (from CEO Endorsement, midterm and terminal stages)
13	GEF/LDCF/SCCF Core Indicators (from PIF, CEO Endorsement, midterm and terminal stages); for GEF-6 and GEF-7 projects only
14	Financial data, including actual expenditures by project outcome, including management costs, and including documentation of any significant budget revisions
15	Co-financing data with expected and actual contributions broken down by type of co-financing, source, and whether the contribution is considered as investment mobilized or recurring expenditures
16	Audit reports
17	Electronic copies of project outputs (booklets, manuals, technical reports, articles, etc.)
18	Sample of project communications materials
19	Summary list of formal meetings, workshops, etc. held, with date, location, topic, and number of participants
20	Any relevant socio-economic monitoring data, such as average incomes / employment levels of stakeholders in the target area, change in revenue related to project activities
21	List of contracts and procurement items over ~US\$5,000 (i.e. organizations or companies contracted for project outputs, etc., except in cases of confidential information)
22	List of related projects/initiatives contributing to project objectives approved/started after GEF project approval (i.e. any leveraged or “catalytic” results)
23	Data on relevant project website activity – e.g. number of unique visitors per month, number of page views, etc. over relevant time period, if available
24	UNDP Country Programme Document (CPD)
25	List/map of project sites, highlighting suggested visits
26	List and contact details for project staff, key project stakeholders, including Project Board members, RTA, Project Team members, and other partners to be consulted
27	Project deliverables that provide documentary evidence of achievement towards project outcomes
28	Report from the Social and Environmental Review undertaken in 2020-21

ToR Annex C: Content of the TE report

- i. Title page
 - Title of UNDP-supported GEF-financed project
 - UNDP PIMS ID and GEF ID
 - TE timeframe and date of final TE report
 - Region and countries included in the project
 - GEF Focal Area/Strategic Program
 - Executing Agency, Implementing partner and other project partners
 - TE Team members
- ii. Acknowledgements
- iii. Table of Contents
- iv. Acronyms and Abbreviations
1. Executive Summary (3-4 pages)
 - Project Information Table
 - Project Description (brief)
 - Evaluation Ratings Table
 - Concise summary of findings, conclusions and lessons learned
 - Recommendations summary table
2. Introduction (2-3 pages)
 - Purpose and objective of the TE
 - Scope
 - Methodology
 - Data Collection & Analysis
 - Ethics
 - Limitations to the evaluation
 - Structure of the TE report
3. Project Description (3-5 pages)
 - Project start and duration, including milestones
 - Development context: environmental, socio-economic, institutional, and policy factors relevant to the project objective and scope
 - Problems that the project sought to address, threats and barriers targeted
 - Immediate and development objectives of the project
 - Expected results
 - Main stakeholders: summary list
 - Theory of Change
4. Findings

(in addition to a descriptive assessment, all criteria marked with (*) must be given a rating⁷)

 - 4.1 Project Design/Formulation
 - Analysis of Results Framework: project logic and strategy, indicators
 - Assumptions and Risks
 - Lessons from other relevant projects (e.g. same focal area) incorporated into project design

⁷ See ToR Annex F for rating scales.

- Planned stakeholder participation
- Linkages between project and other interventions within the sector

4.1 Project Implementation

- Adaptive management (changes to the project design and project outputs during implementation)
- Actual stakeholder participation and partnership arrangements
- Project Finance and Co-finance
- Monitoring & Evaluation: design at entry (*), implementation (*), and overall assessment of M&E (*)
- UNDP implementation/oversight (*) and Implementing Partner execution (*), overall project implementation/execution (*), coordination, and operational issues
- Risk Management, including Social and Environmental Standards (Safeguards)

4.2 Project Results and Impacts

- Progress towards objective and expected outcomes (*)
- Relevance (*)
- Effectiveness (*)
- Efficiency (*)
- Overall Outcome (*)
- Sustainability: financial (*), socio-economic (*), institutional framework and governance (*), environmental (*), and overall likelihood (*)
- Country ownership
- Gender equality and women's empowerment
- Cross-cutting Issues
- GEF Additionality
- Catalytic/Replication Effect
- Progress to Impact

5. Main Findings, Conclusions, Recommendations & Lessons

- Main Findings
- Conclusions
- Recommendations
- Lessons Learned

6. Annexes

- TE ToR (excluding ToR annexes)
- TE Mission itinerary, including summary of field visits
- List of persons interviewed
- List of documents reviewed
- Evaluation Question Matrix (evaluation criteria with key questions, indicators, sources of data, and methodology)
- Questionnaire used and summary of results
- Co-financing tables (if not include in body of report)
- TE Rating scales
- Signed Evaluation Consultant Agreement form
- Signed UNEG Code of Conduct form
- Signed TE Report Clearance form

- *Annexed in a separate file:* TE Audit Trail
- *Annexed in a separate file:* relevant terminal GEF/LDCF/SCCF Core Indicators or Tracking Tools, as applicable

ToR Annex D: Evaluation Criteria Matrix template

Consultant to determine/clarify the questions for the TE Inception Report

Evaluative Criteria Questions	Indicators	Sources	Methodology
Relevance: How does the project relate to the main objectives of the GEF Focal area, and to the environment and development priorities a the local, regional and national level?			
<i>(include evaluative questions)</i>	<i>(i.e. relationships established, level of coherence between project design and implementation approach, specific activities conducted, quality of risk mitigation strategies, etc.)</i>	<i>(i.e. project documentation, national policies or strategies, websites, project staff, project partners, data collected throughout the TE mission, etc.)</i>	<i>(i.e. document analysis, data analysis, interviews with project staff, interviews with stakeholders, etc.)</i>
Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?			
Efficiency: Was the project implemented efficiently, in line with international and national norms and standards?			
Sustainability: To what extent are there financial, institutional, socio-political, and/or environmental risks to sustaining long-term project results?			
Gender equality and women's empowerment: How did the project contribute to gender equality and women's empowerment?			
Impact: Are there indications that the project has contributed to, or enabled progress toward reduced environmental stress and/or improved ecological status?			
<i>(Expand the table to include questions for all criteria being assessed: Monitoring & Evaluation, UNDP oversight/implementation, Implementing Partner Execution, cross-cutting issues, etc.)</i>			

ToR Annex E: UNEG Code of Conduct for Evaluators

Independence entails the ability to evaluate without undue influence or pressure by any party (including the hiring unit) and providing evaluators with free access to information on the evaluation subject. Independence provides legitimacy to and ensures an objective perspective on evaluations. An independent evaluation reduces the potential for conflicts of interest which might arise with self-reported ratings by those involved in the management of the project being evaluated. Independence is one of ten general principles for evaluations (together with internationally agreed principles, goals and targets: utility, credibility, impartiality, ethics, transparency, human rights and gender equality, national evaluation capacities, and professionalism).

Evaluators/Consultants:

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

Evaluation Consultant Agreement Form

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

Name of Evaluator: _____

Name of Consultancy Organization (where relevant): _____

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

Signed at _____ (Place) on _____ (Date)

Signature: _____

ToR Annex F: TE Rating Scales

Ratings for Outcomes, Effectiveness, Efficiency, M&E, Implementation/Oversight, Execution, Relevance	Sustainability ratings:
<p>6 = Highly Satisfactory (HS): exceeds expectations and/or no shortcomings</p> <p>5 = Satisfactory (S): meets expectations and/or no or minor shortcomings</p> <p>4 = Moderately Satisfactory (MS): more or less meets expectations and/or some shortcomings</p> <p>3 = Moderately Unsatisfactory (MU): somewhat below expectations and/or significant shortcomings</p> <p>2 = Unsatisfactory (U): substantially below expectations and/or major shortcomings</p> <p>1 = Highly Unsatisfactory (HU): severe shortcomings</p> <p>Unable to Assess (U/A): available information does not allow an assessment</p>	<p>4 = Likely (L): negligible risks to sustainability</p> <p>3 = Moderately Likely (ML): moderate risks to sustainability</p> <p>2 = Moderately Unlikely (MU): significant risks to sustainability</p> <p>1 = Unlikely (U): severe risks to sustainability</p> <p>Unable to Assess (U/A): Unable to assess the expected incidence and magnitude of risks to sustainability</p>

ToR Annex G: TE Report Clearance Form

Terminal Evaluation Report for <i>(Project Title & UNDP PIMS ID)</i> Reviewed and Cleared By:	
Commissioning Unit (M&E Focal Point)	
Name: _____	
Signature: _____	Date: _____
Regional Technical Advisor (Nature, Climate and Energy)	
Name: _____	
Signature: _____	Date: _____

ToR Annex H: TE Audit Trail

The following is a template for the TE Team to show how the received comments on the draft TE report have (or have not) been incorporated into the final TE report. This Audit Trail should be listed as an annex in the final TE report but not attached to the report file.

To the comments received on (date) from the Terminal Evaluation of (project name) (UNDP Project PIMS #)

The following comments were provided to the draft TE report; they are referenced by institution/organization (do not include the commentator’s name) and track change comment number (“#” column):

Institution/ Organization	#	Para No./ comment location	Comment/Feedback on the draft TE report	TE team response and actions taken