



**Realizing the inclusive and sustainable development in the
BCLME region through improved ocean governance and
integrated management of ocean use and marine resources
(BCLME III Project)**

FINAL TERMINAL EVALUATION REPORT

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ACRONYMS & ABBREVIATIONS

AMSOL	African Maritime Solutions
APR	Annual Project Report
AWP	Annual Work Plan
BCC	Benguela Current Convention
BCLME	Benguela Current Large Marine Ecosystem
CBD	Convention on Biological Diversity
CC	Compliance Committee
CO	Country Office
CPD	Country Program Document (of UNDP)
CPRSIP	Coastal Protection and Resilience Strategy for Infrastructure Planning
DFFE	Department of Forestry, Fisheries and Environment
DIM	Direct Implementation Modality
DSA	Daily Subsistence Allowance
EAC	Ecosystem Advisory Committee
EAF	Ecosystem Approach to Fisheries
EIA	Environmental Impact Assessment
EMP	Estuary Management Plan
ES	Executive Secretary
E&S	Environmental & Social
ESSPG	Environmental & Social Safeguards Policy & Guidelines
FAO	Food and Agriculture Organisation of United Nations
GEF	Global Environment Facility
GIZ	German Corporation for International Cooperation
ICM	Integrated Coastal Management (includes catchment management)
IC	International Consultant
IMO	International maritime Organisation
IOC	Intergovernmental Oceanographic Commission of UNESCO
IOIM	International Organisation Implementation Modality
IP	Implementing Partner
IW	International Waters
IWRM	Integrated Water Resources Management
LME	Large Marine Ecosystem
LMMA	Locally Managed Marine Area
M&E	Monitoring & Evaluation
MEL	Monitoring, Evaluation & Learning
MFMR	Ministry of Fisheries and Marine Resources
MoA	Memorandum of Agreement
MTR	Mid Term Review
NAP	National Action Plan
NC	National Consultant
NGO	Non-Governmental Organization
NIC	National Intersectoral Committee
NIM	National Implementation Modality
NOP	National Ocean Policy
PIR	Project Implementation Review
PM	Project Manager
PMU	Project Management Unit
PRF	Project Results Framework
ProDoc	Project Document
PSC	project Steering Committee
QPR	Quarterly Progress Report
RSA	Republic of South Africa
SAP	Strategic Action Programme

SDG	Sustainable Development Goal
SESP	Social and Environmental Safeguards Procedure
SMART	Specific, Measurable, Achievable, Relevant, Time-bound (project indicators)
SOP	Standard Operating Procedure
T&CB	Training and Capacity Building
TDA	Transboundary Diagnostic Analysis
TE	Terminal Evaluation
ToR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNOPS	United Nations Office for Project Services

EXECUTIVE SUMMARY

Project Information Table

Project Title:	BCLME III: Realizing the inclusive and sustainable development in the BCLME region through improved ocean governance and integrated management of ocean use and marine resources.	
GEF Agency:	United Nations Development Programme (UNDP) (via Namibia Country Office)	
GEF Project ID:	5753	
UNDP ID:	Project ID: 00101449. Atlas Award ID: 00097898. PIMS No.: 5313.	
Countries:	Angola, Namibia, South Africa	
GEF Cycle, Trust Fund & Focal Area:	GEF 5, GEF Trust Fund (GEF-TF) & International Waters (IW).	
GEF IW Focal Area Objectives:	<ul style="list-style-type: none"> IW-2: Catalyze multi-state cooperation to rebuild marine fisheries and reduce pollution of coasts and LMEs while considering climatic variability and change. IW-3: Support foundational capacity building, portfolio learning, and targeted research needs for joint, ecosystem-based management of transboundary water systems. 	
GEF IW Outcomes:	<ul style="list-style-type: none"> Outcome 2.1: Implementation of agreed Strategic Action Programmes (SAPs) incorporates ecosystem-based approaches to management of LMEs, ICM principles and policy/legal/institutional reforms into national/local plans. Outcome 2.2: Institutions for joint ecosystem-based and adaptive management for LMEs and local ICM frameworks demonstrate sustainability. Outcome 3.1: Political commitment, shared vision, and institutional capacity demonstrated for joint, ecosystem-based management of water bodies and local ICM principles. 	
UNDP Strategic Plan (2014-2017) Primary Outcome:	<ul style="list-style-type: none"> Environment & Sustainable Development Primary Outcome 2.5: Legal and regulatory frameworks, policies and institutions enabled to ensure the conservation, sustainable use, and access and benefit sharing of natural resources, biodiversity and ecosystems, in line with international conventions and national legislation 	
UNDP Strategic Plan (2014-2017) Secondary Outcomes:	<ul style="list-style-type: none"> Environment & Sustainable Development Secondary Outcome 1.3: Solutions developed at national and subnational-levels for sustainable management of natural resources, ecosystem services, chemicals and waste. 	
Executing Partners:	Benguela Current Convention (BCC).	
National Govt Lead Agencies:	<ul style="list-style-type: none"> Government of Angola (GoA) - Ministry of Fisheries & Environment (MFE) Government of Namibia (GoN) - Ministry of Fisheries & Marine Resources (MFMR) Government of South Africa (GoSA) - Ministry of Forestry, Fisheries and the Environment 	
Implementation Modality:	Direct Implementation Modality (DIM)	
Financing:	<u>At endorsement (US\$)</u>	<u>At completion (US\$)</u>
GEF financing (GEF-TF):	10,900,000	TBA (to be assessed during the TE)
3 x Governments:	135,000,000	TBA
Other:	28,915,000	TBA
Total Project Cost:	174,815,000	TBA
Planned project duration:	63 months (one 12-month extension granted)	
Planned Start	January 2017	
Actual Start (Inception Workshop):	June 2018	
Planned End	March 2022	
Actual End:	March 2023	
Mid Term Review (MTR) Date:	June 2020	
Terminal Evaluation (TE) Date:	August – December 2022	
Revised Terminal Evaluation Date:	September - October 2023	

Brief Description of the Project

The Benguela Current Large Marine Ecosystem (BCLME) spans from Angola's Cabinda Province in the north, to just east of Port Elizabeth in South Africa, and covers approximately 5,000 km of coastline. It is one of the world's richest marine ecosystems and supports an abundance of life, sustaining both artisanal and large-scale fishery activities which contribute to local food security and employment for hundreds of thousands of people in areas of limited alternatives; these fisheries activities serve as important drivers of economic development. In addition to fisheries, non-living marine resources exploitation is socially and economically important with total marine goods extraction recently estimated to be worth some US\$269 billion per annum. Commercial fisheries and the extraction of non-living natural resources such as oil, gas, diamonds and other minerals, are the focus of industrial activities in the region.

The project built on two previous phases of GEF support: the BCLME Phase I Project (2002 to 2008), which focused on developing a Transboundary Diagnostic Analysis (TDA) and Strategic Action Programme (SAP), and Phase II (2009 to 2013), which focused on getting the Convention adopted and on SAP implementation. The Phase III Project aimed to consolidate the achievements of the two earlier phases to deliver sustainable stress reduction activities across all sectors, with a strong emphasis on inter-sectoral cooperation and partnerships. Furthermore, Phase III aimed to mainstream transboundary priorities into national policy frameworks and link them to national development plans and strategies, and to catalyze private sector finance into the BCC.

The Overall Project Objective was *"to realize a coordinated regional approach to the long-term conservation, protection, rehabilitation, enhancement and sustainable use of the BCLME in order to provide economic, environmental and social benefits and wellbeing to the region through the implementation of the BCC and accompanying SAP."*

A Project Management Unit (PMU) was established at the BCC-Sec, which is based in Swakopmund on the Namibian coast, with a project-funded National Project Officer (NPO) being based in the focal ministry in each country:

- Angola - Ministry of Fisheries and Marine Resources (MFMR).
- Namibia - Ministry of Fisheries and Marine Resources (MFMR).
- South Africa - Department of Forestry, Fisheries and Environment (DFFE).

The Project comprised five Components as follows:

- Component 1: Improved Ocean and Coastal Governance.
- Component 2: Stakeholder Engagement and Partnership Collaboration.
- Component 3: Capacity Building and Training.
- Component 4: Marketing and Resource Mobilization and Fiscal Sustainability.
- Component 5: Project Management and Coordination Unit.

Evaluation Ratings Table

Monitoring& Evaluation	Rating
M&E design at entry	Moderately Satisfactory
M&E Plan implementation	Moderately Unsatisfactory
Overall Quality of M&E	Moderately Unsatisfactory
Implementation&Execution	Rating
Quality of UNDP Implementation/Oversight	Satisfactory
Quality of Implementing Partner Execution	Moderately Unsatisfactory
Overall Quality of Implementation/Execution	Moderately Satisfactory
Assessment of Outcomes	Rating
Relevance	Highly Satisfactory
Effectiveness	Moderately Unsatisfactory
Efficiency	Unsatisfactory
Overall Quality of Implementation/Execution	Moderately Satisfactory
Sustainability	Rating
Financial resources	Moderately Likely
Socio-political/economic	Moderately Likely
Institutional framework and governance	Moderately Likely
Environmental	Likely
Overall Likelihood of Sustainability	Moderately Likely

Summary of Findings and Conclusions

Relevance: Overall, the Project is highly relevant across a range of issues, none the least because the need to develop blue economy gained significance as part of the post-COVID economic recovery in the three BCC

countries. The project responds to the need expressed by the highest political level in the countries to improve ocean protection and harness marine resources for climate-resilient sustainable blue economies. The Project refreshed the relevance of the BCC TDA and SAP against current international and regional issues and contexts by supporting their review and update. The Project also addressed requests from each country to make the Project more relevant to national needs and priorities through the re-alignment of some national activities even if the GEF funding was primarily designed to support transboundary LME governance. The inclusion of local-level Pilot Projects was welcomed by the national and local governments and the local communities as being highly relevant to the need to develop alternative sustainable livelihoods for coastal communities and reduce marine environmental pressures from some currently unsustainable ocean-based livelihoods. Finally, the Project was highly relevant to all 17 of the UN SDGs, the UNDP Strategic Plan, the UNDP Country Programme Documents in each of the three countries and relevant national development plans and sector-based plans in all the countries.

Effectiveness: The effectiveness of the Project was not very high (around 60% of fully or partially achieved indicators). In some key aspects, the Project was successful, such as in: developing improved, more integrated, inter-sectoral government coordination, planning and decision-making, through the national inter-sectoral committees; developing national ocean policies / blue economy strategies for the three countries; establishing regional BCC Committees and Working assisting in promoting greater coordination and cooperation on technical and scientific issues between the countries; developing Governance Baseline Assessment (GBA), including in identifying gaps and needs in each country, and initiating the development of harmonized regional guidelines on offshore oil and gas, marine mining and waste discharges / micro-plastics; establishing Regional Integrated Information System (RIIMS); developing a revised BCC SAP and new NAPs, for future implementation, etc. However, the effectiveness of the Project has been diminished by the fact that there appears to have been a focus on ‘ticking off’ as many activities as possible, especially during the latter half of the Project and a ‘rush towards the end’, with somewhat less consideration with the quality of the activities and whether they will result in longer-term benefits. Also, most of the local-level pilot projects were not effective and had significant problems, due to ill-conceived project design, ineffective engagement with key local stakeholders, poor management and technical and financial oversight and other causes.

Efficiency: The Project had a late start and has also been affected by the unexpected occurrence of the COVID-19 pandemic. Negative impacts of these events could not be corrected by the one-year no-cost extension. In spite of the above, it must be mentioned that portions of the expenditure were not used efficiently in terms of delivering on the Project’s Objective, Outcomes and Outputs. Some important elements of Components 1, 2 and 4 were not implemented. Logistical aspects of the project were not carried out very efficiently, namely travel, meetings and workshops, and consultants.

Sustainability: Overall, the sustainability of the Project is moderately likely. Although the PMU prepared a resource mobilisation strategy, there are still some risks to the financial sustainability of Project outcomes. While, historically, there appears to have been a reasonable level of social and political support in all three countries for the Project outputs, outcomes and benefits, for BCC overall there appears to be a limited awareness of the BCC in some countries, including at senior government and political levels. Institutional and governance arrangements for BCC are well established in the form of the Convention itself and the supporting Ministerial Conference, Commissioners, Committees, BCC-Sec, SAP etc. However, these arrangements do suffer some problems and issues and require certain reforms. The BCC institutional framework and governance arrangements are constrained by a lack of financial sustainability. Finally, despite the intended national and local-level environmental benefits of the project, the three countries are subject to the overarching impacts of global climate change, and their coasts and waters are subject to pressures from IUU fishing, proposals for further development, impacts of land-based sources of pollution and expansion of offshore oil and gas and marine mining, new industries such as coast-located hydrogen plants, and other external factors, which could overwhelm any national and local-level environmental benefits of the Project.

Progress to Impact: In the situation when the Theory of Change, where the intermediate and long-term impacts of the Project’s interventions would be indicated, was not developed it was the objective of the project (To realize the long-term conservation, protection, rehabilitation, enhancement and sustainable use of the Benguela Current Large Marine Ecosystem to provide economic, environmental and social benefits and wellbeing of people in the BCLME region) that offered a clue what might be the long term impact of the Project. On the other hand, the effective life of the project has not been long enough to see any catalytic effect or replication and

upscaling as well as change in the environmental status of BCLME coastal and marine ecosystems and there is insufficient data to make conclusions regarding the effectiveness of solutions implemented in demonstration projects. The transformational activities of the Project resulted in an increase of capacities of the national institutions and individuals to manage marine and coastal ecosystems in the BCLME region, which could be a guarantee that a positive change will take place in the long term. The project made a positive contribution to the change of legal and regulatory frameworks for marine and coastal management, though some of the legal documents were not adopted yet, because of a lengthy adoption process. The project had succeeded in increasing stakeholder engagement and improving respective collaboration, but did not succeed in better integration of private/business sector in its deliberations, which was considered one of the cornerstones of a long-term project's financial sustainability. Improvements of the socio-economic status of coastal population usually take longer time to detect, but some positive aspects of the demonstration projects offer the glimpse of the change that might take place in the future, in particular, if sustained efforts will be made to continue with the activities which have been carried out through three phases of the projects (BCLME I, II and III). Finally, the project was successful in mainstreaming the gender issue in its activities. The participation of women in regional and national/local activities as well as the capacity building ones was relatively high.

Conclusions: The Project is highly relevant for all three participating countries and it is aligned to their relevant national policies and development plans. The project has built on two previous phases, which resulted in the development and adoption of TDA and SAP and strengthening of the Benguela Current Convention Secretariat through the implementation of SAP. The Phase III aimed to consolidate the achievements of the two earlier phases and deliver sustainable stress reduction activities across all sectors with a strong emphasis on capacity building and institution strengthening. The planned project's duration was just 5 years but it got a no-cost extension for 12 additional months. The total GEF funding was USD 10,900,000 with planned co-financing of USD 135,000,000.

The Project's design is overly ambitious and complex with an extraordinarily high number of indicators to be monitored, which only added to the initial complexity of the project's design. This has negatively affected the monitoring and evaluation of the Project's implementation.

The Project has led to valuable advancement in management of important BCLME coastal and marine ecosystems, although a number of activities were not fully implemented, in particular by strengthening legal framework for sectoral management based on SAP recommendations. Management of pilot demonstration projects in participating countries was less successful, and that has proven to be one of the weaknesses of the project. Some of the pilot projects were not implemented or started at all. This aspect should be improved at next iteration of the project. The project was successful in stakeholder's engagement except in the engagement of the business/private sector. More details on the Project's evaluation and overall rating are provided in Table below.

Key Lessons Learned

- A project needs to have well thought through Theory of Change and Logical Framework, in order to direct the Project Implementation Teams on the right track to achieve the intended results and impact. If the Theory of Change is missing, it should be prepared early during the Inception Phase and discussed and approved during the Inception Workshop.
- Logical Framework and especially the indicators, baselines and targets will need to be discussed again in detail during the Inception Workshop, also given the fact that there is normally a significant time lag between project development, approval and "real" project start.
- It is of critical importance that PRF contains a manageable number of indicators to be monitored during the project's implementation. An exceedingly large number of indicators, particularly when they are not of the same importance, can easily obscure the real progress towards the impacts.
- Emphasise in the project document the need for an early conceptualisation of the project's exit strategy. This would lead to a transparent and well-informed exit strategy at the end of the project's implementation, with clear and agreed responsibilities for action and follow up in order to sustain development achievements and results.
- Community involvement and support for pilot demonstration projects are crucial in local ecosystem projects.

- Successful communication and information strategy and a well-developed management information system make the project's implementation transparent, increase trust in project actors and contribute to countries' support of the project and implementation of its results increasing, thus, its sustainability level.
- Gender mainstreaming strategies are effective if they are developed in the early stages of the project in order to guide gender mainstreaming throughout the implementation process.
- In a complex project, a Project Manager with technical experience as well as management experience and a committed project implementation team are critical ingredients of the project's success. Furthermore, the PM should have sufficient authority to guide the project as part of the adaptive management process. The position should not be a wholly administrative role and he or she should have the responsibility to direct the activities, outputs and outcomes towards achieving the project objective.

Recommendations

No	TE Recommendation	Entity Responsible	Time frame
A	Recommendations for the Project		
A1	BCC-Sec, led by the Executive Secretary, should initiate a concerted and sustained effort to raise awareness about BCC in all three counties at all levels, using conventional mass media, and social media and including regular (at least biannual) personal visits to Ministers and senior government officials, especially following any changes in government	BCC-Sec	Permanent
A2	BCC-Sec should give high priority to engaging and partnering with all key private sector industries and businesses in the BCLME region to secure sustainability of Project's outcomes	BCC-Sec	Immediately
A3	While the project's exit strategy was not prepared, efforts should be made to achieve a smooth transition towards a post-project period in order to maintain the momentum and secure the sustainability of project's results	BCC-Sec	Immediately
A4	In order to facilitate access to the knowledge base generated during the Project's implementation, upload all technical documents produced with project support onto the project's portal	BCC-Sec	Immediately
B	Future Programming		
B1	Project designs should not be overly complex and ambitious, and should have a realistic and achievable number of components, outcomes, outputs and verifiable Indicators	UNDP	NA
B2	All projects should have clear, realistic and achievable objectives, outcomes, outputs and targets with SMART indicators in a properly structured PRF with a supporting M&E plan, which should be followed as the primary project management tool	UNDP	NA
B3	As it is a critical success factor, all future projects should select as a team leader a dedicated visionary person with appropriate experiences, technical and strategic capacities and competencies that include proven successful fundraising, establishing effective and functional partnerships (especially with the private sector), with inherent eagerness to learn, do research and to gain new skills to achieve the vision	UNDP BCC-Sec	NA
B4	Generate sufficient knowledge and understanding about co-financing among the project management and the relevant government ministries in the countries. This can eliminate any misunderstandings and misconceptions of what co-finance is and can gain the support of governments to monitor co-financing ongoing and to ensure government-led and supported co-finance reporting to GEF	UNDP GEF	NA

No	TE Recommendation	Entity Responsible	Time frame
B5	Project implementation team should follow-up with the partners to determine an accurate level of co-financing committed to the project. GEF should consider a standardised approach to calculating co-financing to ensure that partners are calculating their commitments on the same basis	UNDP GEF	NA
B6	UNDP to undertake closer oversight of the Implementing Partner (IP) to ensure that all recommendations from independent financial audits are fully implemented by the IP within the timeframes recommended in the audit reports.	UNDP IP	NA
B7	All projects should have adequate levels of both technical and financial management, supervision and oversight, by appropriately qualified and experienced project managers plus independent evaluators and auditors	UNDP	NA
B8	All projects should properly address environmental and social safeguards, both during design and planning and during implementation	UNDP	NA
B9	Project design and planning should include close consultation with the local community, careful site selection and an assessment of local implementation capacity for pilot demonstration projects	UNDP	NA

1. INTRODUCTION

1.1 Purpose, objectives and scope of the Terminal Evaluation

1. In accordance with the *GEF Evaluation Policy* and the *UNDP Guidance for Conducting Terminal Evaluations of UNDP-Supported, GEF-Financed Projects* (UNDP-GEF TE Guidelines), Terminal Evaluation (TE) is a mandatory requirement for all medium and large sized GEF-funded projects. The TE is an integral and budgeted component of the Project's Monitoring and Evaluation (M&E) framework, as contained in section 6 of the Project Document (ProDoc).
2. In accordance with the UNDP-GEF TE Guidelines, the overall objectives of the TE are to:
 - a) Assess the achievement of project results against what was expected in the ProDoc and PRF; and
 - b) Draw lessons that can:
 - improve the sustainability of benefits from this project; and
 - aid in the overall enhancement of UNDP programming.
3. Further objectives of the TE are to assess:
 - the performance of UNDP and the Benguela Current Convention (BCC) Secretariat as Project Implementing Partner, and areas for improvement,
 - the relevance, effectiveness and efficiency of the project and the likelihood of ongoing sustainability,
 - the contribution of the Project to the UNDP Strategic Plan, BCC SAP and national development plans,
 - how the Project addressed cross cutting issues such as links to SDGs, poverty alleviation, gender etc,
 - the use of funds and value for money / co-financing,
 - how Mid Term Review (MTR) recommendations were addressed,
 - country ownership (commitment to completing project components, and continuing post-project),
 - Project visibility (level of awareness amongst all stakeholders/communication strategy),
 - Project's ability for adaptive management/corrective action in response to challenges; and
 - the level of participation of a broad range of stakeholders, including NGOs and private sector.
4. In accordance with the ToR, the scope of the evaluation has covered, among others, the following specific aspects:
 - Project design;
 - Risk assessment and risk management;
 - Progress toward results, outputs, outcomes and impacts;
 - Implementation and execution arrangements, including GEF implementing agency oversight;
 - Performance of the executing agency;
 - Partnership approach and stakeholder participation;
 - Communications and public awareness;
 - Work planning, financial management/planning and co-financing;
 - Flexibility, innovation and adaptive management;
 - Gender mainstreaming in implementation;
 - Projects' sustainability; and
 - Catalytic role: replication and up-scaling.
5. The TE report is designed to promote accountability in relation to the evaluated project and identify lessons and recommendations for the continuous improvement of future GEF and UNDP projects.

1.2 Terminal Evaluation methodology

6. The TE was complex in that it involved three countries and a very ambitious, complex and multi-faceted project design. The TE commenced on 17 August 2022. The draft TE Report was submitted in January 2023. After a number of comments were submitted, the TE Report was finalized in October 2023. The methods used evolved and were adapted accordingly in response to realities, barriers and constraints as the TE

progressed.

7. The TE has been performed in accordance with UNDP's "Guidance for Conducting Evaluations of UNDP-Supported, GEF-Financed Projects". An evidence-based approach has been adopted to assess the projects' performance, including a desk review of relevant project documents and website research.
8. A consultative, participatory approach has been adopted throughout, engaging with the Project Implementing Partner (BCC Secretariat), the Implementing Agency (UNDP), and other implementing project partners and other key stakeholders.
9. Usual TE practice requires the IC to visit the relevant beneficiary country(ies) to undertake stakeholder interviews and site visits in person, supported by a National Consultant (NC) in the country(ies). However, for this TE, due to very high airfare costs since COVID-19 travel restrictions have been lifted, initially it was intended that the IC would lead the TE remotely from his home base, supported by an NC in each of the three BCC countries. The planned role for the NCs was to identify and gather relevant in-country information and data to provide to the IC, arrange and support virtual interviews between the IC and in-country stakeholders, undertake verification visits to the pilot project sites in each country and provide reports on these to the IC. However, because it was not possible to identify and recruit suitably qualified NCs in any of the three beneficiary countries within the TE commencement timeframe, the IC visited the pilot project sites to have in-person consultation meetings with stakeholders.
10. The TE tasks undertaken by the IC are presented in Annex 5 of this Report.
11. Once all documents were reviewed and interviews held, the data were aggregated and analysed. The information collected was compiled and organised according to the questions in the evaluation matrix. Triangulation of results, i.e. comparing information from different sources, such as documentation and interviews, or interviews on the same subject with different stakeholders, was used as a method to the extent possible to corroborate or check the reliability of evidence. For example, if a stakeholder reported a certain view on an issue, the IC actively sought views on the same issue from other stakeholders during separate interviews, and the view was only reported as an evaluation finding if three or more stakeholders shared that view.

1.3 Terminal Evaluation Ethics

12. The TE was conducted in accordance with the United Nations Evaluation Group (UNEG) *Ethical Guidelines for Evaluators* and the UNEG *Code of Conduct*. The signed *Evaluation Consultant Code of Conduct* is contained in Annex X.
13. In particular, the TE gave particular attention to:
 - ensuring a collaborative and participatory approach, seeking close engagement with a representative set of stakeholders in all three BCC countries,
 - respecting and protecting the anonymity and confidentiality of all individuals who were interviewed and who submitted completed Questionnaires were; and
 - remaining objective and independent and avoiding and rejecting any attempts at undue influence.

1.4 Structure of the report

14. The TE report follows the structure required by the respective UNDP Guidance as summarised in the ToR (Annex 7). The main sections of the report are as follows:
 - **Section 1 Introduction:** purpose and objectives of the evaluation; scope, methodology, limitations and report structure
 - **Section 2 Project Description:** development context; problems that the projects sought to address; project objectives; expected results; available resources; main stakeholders; project partners; and outcome of the mid-term evaluation

- **Section 3 Findings:** project design; project implementation; project results
- **Section 4 Conclusions, Recommendations and Lessons Learnt:** main findings; conclusions; recommendations; and lessons learned.

2. PROJECT DESCRIPTION

15. The GEF Agency for project implementation is the United Nations Development Programme (UNDP), through the Namibia Country Office (CO) based in the Namibian capital Windhoek. The Project worked across all three countries (Angola, Namibia and South Africa) that are party to the Benguela Current Convention (BCC-Sec). The UNDP implementation modality was *International Organization Implementation Modality* (IOIM), with UNDP entering into a Project Cooperation Agreement with the BCC Secretariat to act as Implementing Partner (IP), responsible for all day-to day project management activities.
16. The Benguela Current Large Marine Ecosystem (BCLME) spans from Angola's Cabinda Province in the north to just east of Port Elizabeth in South Africa, and covers approximately 5,000 km of coastline. It is one of the world's richest marine ecosystems and supports an abundance of life, sustaining both artisanal and large-scale fishery activities which contribute to local food security and employment for hundreds of thousands of people in areas of limited alternatives; these fisheries activities serve as important drivers of economic development. In addition to fisheries, non-living marine resources exploitation is socially and economically important with total marine goods extraction recently estimated to be worth some US\$269 billion per annum. Commercial fisheries and the extraction of non-living natural resources such as oil, gas, diamonds and other minerals, are the focus of industrial activities in the region.
17. Human activity has had a significant impact on the BCLME; possibly the most drastic has been the decline in the abundance of many of the major living resources, primarily due to fishing pressure that increased dramatically after 1960. This trend has been particularly severe in northern Benguela, where the small pelagic fish stocks have been virtually removed from the system, resulting in major and possibly irreversible changes in species composition and ecosystem functioning. Other human impacts include pollution from industries, poorly planned and managed coastal developments, coastal and deep-water mining activities and marine transport, particularly of oil products. These impacts have resulted in, and continue to cause, rapid changes and in some cases degradation of some of the more threatened coastal habitats, fisheries and tourism.
18. The project built on two previous phases of GEF support: the BCLME Phase I Project (2002 to 2008), which focused on developing a Transboundary Diagnostic Analysis (TDA) and Strategic Action Programme (SAP), and Phase II (2009 to 2013), which focused on getting the Convention adopted and on SAP implementation. The Phase III Project aimed to consolidate the achievements of the two earlier phases to deliver sustainable stress reduction activities across all sectors, with a strong emphasis on inter-sectoral cooperation and partnerships. Furthermore, Phase III aimed to mainstream transboundary priorities into national policy frameworks and link them to national development plans and strategies, and to catalyze private sector finance into the BCC.
19. The planned project duration was just over five years from January 2017 to March 2022, but was granted a 12-month no-cost extension to March 2023. The total GEF funding allocation was USD 10,900,000 from the GEF International Waters (IW) Focal Area, with planned co-financing of USD 135 million.
20. The Overall Project Objective was *"to realize a coordinated regional approach to the long-term conservation, protection, rehabilitation, enhancement and sustainable use of the BCLME in order to provide economic, environmental and social benefits and wellbeing to the region through the implementation of the BCC and accompanying SAP."*
21. A Project Management Unit (PMU) was established at the BCC-Sec, which is based in Swakopmund on the Namibian coast, with a project-funded National Project Officer (NPO) being based in the focal ministry in each country:

- Angola - Ministry of Fisheries and Marine Resources (MFMR).
- Namibia - Ministry of Fisheries and Marine Resources (MFMR).
- South Africa - Department of Forestry, Fisheries and Environment (DFFE).

22. The structure and logic of the project are presented in the Project Results Framework (PRF). The Project comprised five Components as follows:

- Component 1: Improved Ocean and Coastal Governance.
- Component 2: Stakeholder Engagement and Partnership Collaboration.
- Component 3: Capacity Building and Training.
- Component 4: Marketing and Resource Mobilization and Fiscal Sustainability.
- Component 5: Project Management and Coordination Unit.

23. The Project Components, Outcomes and Outputs are shown in Table 1. Figure 1 shows the Benguela Current Large Marine Ecosystem (BCLME), while Figure 2 shows some key locations relating to the Project.

TABLE 1: Project Components, Outcomes and Outputs

Component	Outcome	Output
Component 1: Improved Ocean and Coastal Governance through SAP Implementation and Delivery at Regional, National and Local levels.	Outcome 1.1: Regional Level Ocean and Coastal Governance operating effectively through cooperative commitments from the participating countries toward an ecosystem-based management approach within the defined priorities of the BCC implementation plan and the requirements of the Convention.	Output 1.1.1: A detailed and expanded Full Governance Assessment undertaken (building on the preliminary Governance Baseline Assessment delivered during project preparation) to identify: A. More effective use of existing institutional, legal and policy instruments in support of SAP implementation and ecosystem-based management; B. Strategies for delivering these improvements; and C. Identifying and adopting options for long-term sustainability (including funding) of BCC and supportive national institutions.
		Output 1.1.2: Regional level sectoral correlation of policy and legal frameworks and Development, Adoption and Implementation of Regional and National level Codes of Conduct that include monitoring and compliance mechanisms.
		Output 1.1.3: Regional consistency and compatibility of ecosystem monitoring programmes, to include appropriate indicators of stress reduction, environmental improvement and human welfare (food security, poverty, livelihoods, etc.) to enhance the LME-wide monitoring programme.
		Output 1.1.4: Regionally compatible Water Quality Standards and Monitoring Guidelines for pollution and biosafety developed and adopted through the Ecosystem Advisory Committee (in potential collaboration with appropriate global bodies such as IMO, WHO, etc.).
		Output 1.1.5: Regional State of the Ecosystem Information System (SEIS) operational for State of Ecosystem reporting and providing input to adaptive management guidelines and early warning of large-scale variability (such as coastal erosion, harmful algal blooms, etc.).
		Output 1.1.6: Regional Coastal Sensitivity Atlas developed for BCC to guide coastal activities based on science and associated knowledge.
		Output 1.1.7: Science-to-Governance process strengthened/adopted for the sustainable future of the BCLME through the BCC architecture.
	Outcome 1.2: National Level Ocean and Coastal Governance strengthened and supported by BCC through inter-sectoral national institutional strengthening and consequent implementation of at the national level of the regional codes of conduct, monitoring programmes water quality standards and other adopted stress reduction policies and legislation arising from Outcome 1.1.	Output 1.2.1: The effectiveness and delivery of the National Inter-sectoral Committees (NICs) strengthened within each country.
		Output 1.2.2: National Strategies for SAP implementation developed and adopted by each country (including adoption and implementation at the national level of the regional codes of conduct, monitoring programmes water quality standards and other adopted stress reduction policies and legislation arising from Outcome 1.1 and captured nationally by Output 1.2.4 below).
		Output 1.2.3: A National Science-to-Governance process strengthened and implemented using the NICs and other appropriate and nationally agreed institutional interactions in support of the effective implementation at the national level of the Adaptive Management and Policy Decisions agreed at the BCC and/or national level.

Component	Outcome	Output
		Output 1.2.4: Adoption and Implementation (including associated strengthening and realignment of legislation and administrative support) at the national level of regionally-developed sectoral approaches and reforms along with consistent codes of conduct as well as data and information processes (e.g. national ecosystem monitoring programmes and water quality standards).
		Output 1.2.5: National Policy-Level Briefing Documents on Blue/Ocean Economy developed, based on Results and Conclusions from Regional Economic Valuation and Cost-Benefit Analysis and distributed through NICs.
		Output 1.2.6: Sustainable fisheries promoted through eco-labelling and by-catch reduction at the national level, and to identify best practices and 'pilot' partnerships/demonstrations that can be replicated as appropriate.
		Output 1.2.7: Womens' empowerment in the ocean and coastal governance field promoted through the support to the implementation of the gender mainstream strategies in respective countries in the maritime/fisheries sectors.
	Outcome 1.3: Evidence-based development and implementation of national-level Local level integrated governance and management mechanisms (in line with the Ecosystem-Based Management approach and in support of SAP Implementation) utilizing a 'bottom-up' piloted demonstration-and-replication strategy for each country	Output 1.3.1: National Governance Pilots as progenitors for adoption and implementation of countrywide integrated coastal and marine spatial planning and management mechanisms in line with LME regional SAP implementation and domestic application of the BC Convention.
Component 2: Stakeholder Engagement and Partnership Collaboration to realise sustainable SAP Implementation and Delivery.	Outcome 2.1: Regional and National Level Stakeholder Engagement Activities for Delivering SAP Implementation and BCC Convention domestication	Output 2.1.1: Regional Stakeholder engagement forum established that promotes interactions and inclusive management discussions among government, private sector, NGO, community-based organisation, academia and partners on policy and institutional strengthening and improvement.
		Output 2.1.2: National Stakeholder engagement fora established through the NIC that promote interactions and inclusive management discussions at country level among government, private sector, NGO, community-based organisation, academia and partners on policy and institutional strengthening and improvement.
		Output 2.1.3: Stakeholder Briefing documents prepared and circulated widely (through different distribution mechanisms) on the role of BCC and the issues and concerns surrounding the BCLME as well as the economic importance and long-term sustainability of its goods and services.
		Output 2.1.4: BCC lessons learned and best practices for the improved ocean governance and the sustainable LME management shared via various outreach mechanisms and platforms.
	Outcome 2.2: Community Level Engagement Activities for Delivering SAP Implementation and BCC Convention domestication	Output 2.2.1: Strengthening and support for further development and adoption of partnerships between communities and local government /municipalities to assist countries in their efforts to involve communities in all aspects of SAP implementation at the local level.
		Output 2.2.2: Targets and actions agreed and adopted to reduce environmental and social impacts and stresses among pilot communities in line with SAP Implementation.
		Output 2.2.3: Priority gender-related issues and concerns in the pilot communities identified and addressed and lessons and best practices captured for further transfer and replication in other communities.
		Output 2.2.4: Active participation of the youth supported through the annual BCC Youth Summit and other activities of the Benguela Youth Ocean Network (BYON) at national level and regional levels.
		Output 2.2.5: Awareness raised at community levels about the Convention, BCC and the SAP and discussions stimulated on the Convention and SAP and their impacts on livelihood, food security, job creation and sustainable development of coastal communities; using appropriate platforms.
	Outcome 2.3: Public and Private Sector Engagement strengthened through partnerships that are developed to support specific SAP and Convention implementation activities as identified under Component 1 and to support relevant priority national, bilateral and regional policy, institutional and management strengthening and improvement along with sectoral reforms being adopted in line with the SAP and its Implementation Plan.	Output 2.3.1: BCC Business Leadership Forum established, in partnership with the regional and national private sectors, to promote private sector commitments to and the establishment and adoption of their stress reduction targets to the BCLME system.
		Output 2.3.2: Ecosystem monitoring and assessment capacity strengthened through regional industry partnerships in the monitoring and assessment process Sensitisation of the value and benefits of maintaining ecosystem health to influence cooperate behaviour, operational practice and management.

Component	Outcome	Output
		<p>Output 2.3.3: Public-Private Sector Partnership for Oil and Gas Exploration, Extraction and potential Spill Response developed and adopted.</p> <p>Output 2.3.4: Adoption of effective national ballast water management practices along with the compliance of the private sector (in particular shipping and port industries) operating in the BCLME region.</p>
Component 3: Capacity Building and Training to support sustainable SAP implementation and Convention domestication.	Outcome 3.1: Capacity Development and Strengthening of the BCC, its Secretariat and various associated Committees and Bodies.	<p>Output 3.1.1: Improved coordination, communication, planning and operations within the BCC Secretariat and its bodies and structure as per recommendations from the capacity reviews conducted by UNDP in 2011 and more recently by the Commission itself.</p> <p>Output 3.1.2: BCC's capacity to monitor and report the Convention and SAP implementation progress and its effectiveness strengthened, with the establishment and adoption of agreed indicators of delivery for each strategic solution (priority theme) in the SAP.</p> <p>Output 3.1.3: Regional Capacity Development Programme adopted and implemented in line with agreed national and regional capacity needs for the BCC Convention and SAP implementation and as per the BCC Training and Capacity Building Policy.</p>
Component 4: Marketing and Resource Mobilisation and Fiscal Sustainability.	Outcome 4.1: Sustainable long-term management structures and financing mechanisms adopted by the BCC and its various national and regional institutional bodies and with full political support underpinned by both public and private sector investments.	<p>Output 4.1.1: Regional Economic Valuation Studies updated/completed with a particular focus on biodiversity/living marine resources data</p> <p>Output 4.1.2: Regional Cost-Benefit Analysis updated/completed to promote and facilitate the implementation of selected proposed policies related to SAP implementation.</p> <p>Output 4.1.3: Pre-feasibility studies conducted for investment in the sustainable blue/ocean economy strategies related to sustainability of ecosystem goods and services in the BCC region.</p> <p>Output 4.1.4: Sustainable financing mechanisms for BCC identified and adopted at the national and regional level that can provide long-term sustainable support to BCC and Countries for SAP and Convention Implementation while providing an 'exit strategy' from donor reliance end.</p>
Component 5: Project Management and Coordination Unit.	PMU Management, Equipment, Maintenance, Utilities. Project Monitoring and Evaluation. (No Outcomes, Outputs, Targets or Verifiable Indicators for this Component in the PRF – which is a deficiency).	

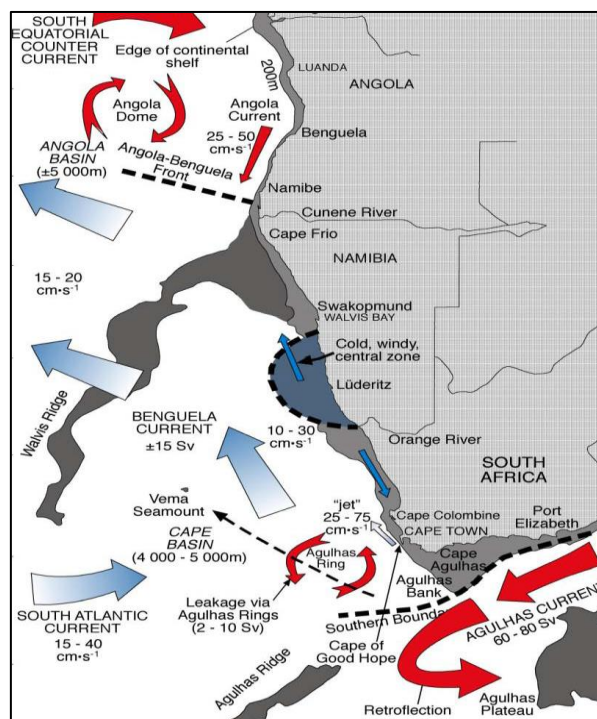


FIGURE 1: Benguela Current Large Marine Ecosystem (BCLME)

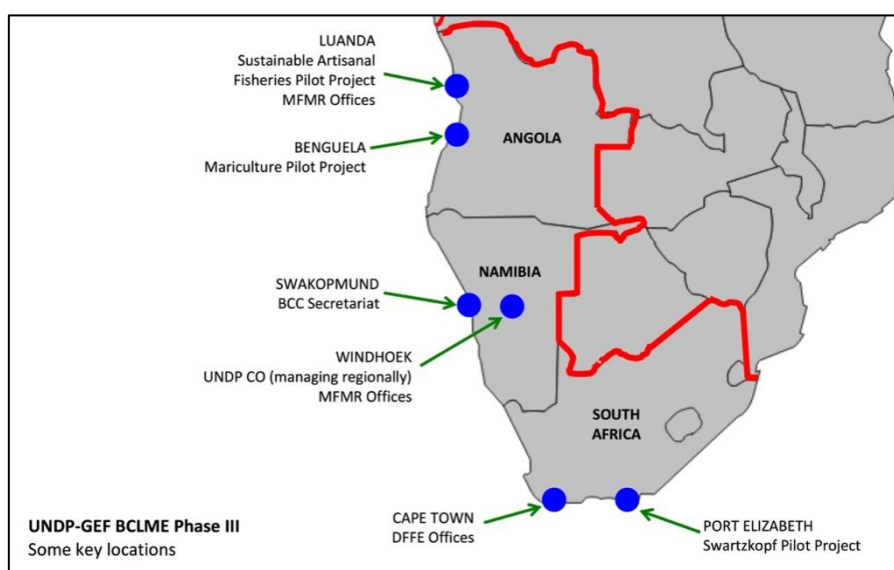


FIGURE 2: Some key locations of the project

24. Major project stakeholders are presented in Table 2.

TABLE 2: Major project's stakeholders

PARTNERS WITH BCC	SAP RELATED ACTIVITIES
Global Environment Facility	The GEF has supported international cooperation in the management of the BCLME since the early 1990s. The organisation is currently funding a five-year USD4.7 million climate change project that is being implemented by the BCC in partnership with the Food and Agriculture Organisation of the United Nations as well as this current USD10.9 million project promoting policy, institutional and management forums in the BCLME
The United Nations Development Programme	UNDP and GEF have supported regional cooperation in the BCLME since the early 1990s. The two organisations were instrumental in the establishment of the Benguela Current Convention.
Government of Norway	Between 2009 and 2014 the Government of Norway supported the implementation of the Benguela Current Commission's Science Programme with a grant of USD 9.3 million. The Science Programme is designed to ensure the ongoing accumulation of information and data for improved transboundary management of the BCLME
The Icelandic International Development Agency (ICEIDA)	ICEIDA supported the implementation of a Training and Capacity Building (T&CB) programme for the Benguela Current Convention. ICEIDA provided a grant of USD500 000 for the four-year programme (2009-2013). The BCC T&CB programme is focused on improving the skills and knowledge of managers, scientists and technical staff from the national institutions in Angola, Namibia and South Africa, to enable the long-term conservation and sustainable utilisation of the BCLME.
The European Union	The European Union has provided a grant of 1.5 million Euros to fund the ECOFISH project over four years (2011 to 2015). ECOFISH is a joint research project coordinated by the Benguela Current Convention. It is expected to modernise and improve the management of key marine fisheries in Angola, Namibia and South Africa.
Government of German	The German Federal Ministry for the Environment, Nature Conservation and Nuclear Safety is supporting the five-year Marine

	Spatial Management and Governance of the BCLME (BCMariSMaG) project. The project is being implemented by the BCC in partnership with the German international cooperation agency, GIZ. Its goal is to support the BCC in developing the capacity to describe the region's "Ecologically or Biologically Significant Marine Areas (EBSAs)" and implement management measures to ensure their conservation and sustainable use.
The Food and Agriculture Organization of the United Nations	FAO is supporting the BCC through its involvement in transboundary fisheries surveys and the implementation of an ecosystem approach to fisheries (EAF) in the region.
NORAD/IMR/FAO EAF-Nansen Project	The EAF-Nansen project supports developing countries in their efforts to implement the ecosystem approach to fisheries. It is a partnership between the Norwegian Agency for Development Cooperation (NORAD), the Norwegian Institute of Marine Research (IMR) and the Food and Agriculture Organization of the United Nations (FAO). Project partners are the government institutions in the participating countries, the Large Marine Ecosystem projects in sub-Saharan Africa and other regional projects and programmes. A new phase of the EAF Nansen Programme will commence in 2106 which will further support the objectives of the BCC
World Wide Fund for Nature	The global conservation organisation, WWF, is partnering with the BCC to promote the ecosystem approach to fisheries (EAF) in the Benguela region. The partnership is focused on establishing baselines for tracking EAF in Angola, Namibia and South Africa, and mobilising the human dimension of EAF. WWF's highly successful Responsible Fisheries Training programme is being rolled out in Namibia through a collaboration between the BCC and the Namibian Fisheries Institute (NAMFI).

25. Mid-Term Review (MTR) was conducted in April 2020, about 3 years after the project effectively started which, considering the duration of the project including the extension granted by GEF, is roughly in the middle of the overall project's implementation time.

3. FINDINGS

3.1 Project Design and Formulation

3.1.1 Project design overall

26. The Project design was complex and ambitious. While the number of Outcomes (8) seems reasonable, 173 Verifiable Indicators linked to 36 different Outputs is quite large and unusual for a GEF project, besides being quite complicated to handle and evaluate. Also, some project elements were not very well conceived and structured. This posed significant challenges to implementation and created pressure on the PMU to deliver quantity at the expense of quality.
27. The Project design was not linked to the implementation of the elements in the existing BCC SAP, despite Components 1 to 3 all having this as an explicit objective.
28. The Project design should have been much simpler and focused on a smaller set of highest priority issues, such as strengthening the BCC institutional arrangements, including its committees, working groups and Secretariat (BCC-Sec), and developing and implementing a long-term, sustainable financing and resource mobilization strategy.
29. Some national government stakeholders reported that the Project design team did not consult properly with the three BCC countries and did not secure full country buy-in during the design process, and what was agreed with countries during the design process was not fully reflected in the ProDoc when it came

back to countries after GEF/UNDP finalization. This is a very serious lesson as all GEF projects should give the highest priority to addressing the needs and priorities of beneficiary countries and country ownership and buy-in are essential to project success.

3.1.2 Analysis of Project Results Framework

30. Section 3 of the ProDoc includes a comprehensive PRF structured in accordance with the standard UNDP-GEF PRF template, with the linked elements (the PRF is summarized in Table 1 above). However, the initial PRF, which was part of the ProDoc, was significantly revised at a later stage. It contained a better structure of indicators as well as the mid-term project targets, which were initially missing in the PRF of the ProDoc. This has greatly facilitated the Mid Term Review of the Project.
31. While generally well-structured, as it presents in an orderly manner the components, outcomes, outputs and respective indicators, the PRF suffered from some limitations, as follows:
 - a) As outlined above, overall the Project design (and thus the PRF) was overly complex and unrealistically ambitious, with no less than 163 Verifiable Indicators linked to 36 different Outputs across eight Outcomes and four Components.
 - b) Some of the narrative descriptions of Outcomes and Outputs were clumsy, unclear and open to interpretation when they should be sharp, focused and clear in what is intended and required.
 - c) Neither PIF nor the ProDoc have developed the project's Theory of Change. This could be considered a major shortcoming because there is no clear pathway presented that will show how the project's implementation will move from problems, barriers and root causes towards intermediate results and long-term impacts.
 - d) Many of the Verifiable Indicators against each Output are not SMART (Specific, Measurable, Achievable, Relevant and Time-bound). This was problematic as SMART indicators are the backbone of any effective PRF and linked M&E plan. Some of the Verifiable Indicators read more as targets than indicators, and the PRF could have been strengthened if each Outcome and Output was supported by linked targets, achievement of which would be measured by the indicators.
 - e) The PRF did not include Component 5 on Project Management, which is an essential component of any PRF, although the Project budget in section 4 of the ProDoc did include a component on Project Management. However, because it did not include Component 5 in the PRF, it is not clear what Outcomes, Outputs, Targets and Verifiable Indicators are for the PMU. These should be an essential element of any effective PRF and linked M&E plan.

3.1.3 Assumptions and Risks

32. PIF has identified a number of risks and proposed measures to mitigate them. The risks included: Limited and slow national support for policy, legal, institutional and management harmonisation; Private sector chooses not to cooperate with the project; Pressing national needs such as poverty or conflict takes resources away from their efforts to implement the Convention; Important local level stakeholders will see ecosystem based management efforts as being detrimental to their interests, jeopardizing their application at local scale; and National political changes may disrupt implementation of project activities significantly. The ProDoc, in its Risk Log (Annex 6 of the ProDoc), identifies a different set of risks as a result of a Social and Environmental Safeguards Procedure (SESP), which was developed in November 2015. As per the UNDP requirements, these risks are accompanied by an assessment of the impact and probability for each risk to be materialised as well as a proposal for mitigation measures. One issue that can be raised here is that both lists have identified a different set of risks and that an attempt should be made to integrate more explicitly the risks identified during the PIF phase into the Risk Log.
33. In addition to the above, the PRF included a column of risks and assumptions against each indicator. The assumptions in the PRF are commensurate with the requirements for each indicator to be effectively used as a monitoring tool.
34. During the Project's implementation, the SESP was adequately implemented.

3.1.4 Lessons from and linkages to other relevant projects incorporated into project design

35. Section 1 of the ProDoc – Situation Analysis – provides a comprehensive description of linkages to other relevant programs and projects, with a particular emphasis on the previous two UNDP-GEF BCLME projects (Phases I and II). While the Project design attempts to build on and learn the lessons from the previous two phases, it repeats many of the same issues and interventions, just re-packaged and with different narrative descriptions and terminology. It is not clear that all lessons from previous and other relevant projects were effectively incorporated into the design of the Phase III Project, although four significant positive elements stand out, as follows:
- a) Based on lessons from the earlier phases, the project continued the BCC tradition of using a scientific foundation to inform the development of ocean policy, governance and resource management arrangements.
 - b) Based on lessons from the earlier phases, the project supported the ongoing expansion of BCC's previous main focus on fisheries to the full spectrum of ocean health, blue economy and marine resource management issues, promoting a more holistic, integrated, cross-sectoral approach to the LME – consistent with the aims and objectives of the BCC itself and the GEF IW portfolio.
 - c) Based on lessons from the earlier phases, Phase III established and supported BCC sector committees and working groups, which proved effective at enhancing regional (inter-country) networking, communication, coordination and cooperation (although there are concerns that these might not be sustained post project).
 - d) Based on lessons from the earlier phases, Phase III established and supported establishment of inter-sectoral committees in each country, which was a significant positive achievement in enhancing national level, inter-ministerial, cross-sectoral communication and coordination (although there are concerns that these might not be sustained post project).
36. Under Section 2, sub-section 2.7 on Project Strategy, the ProDoc described 'Partnerships with related Projects and Initiatives', and the TE finds this sub-section to be well developed. However, some key partnerships were missing, in that some issues could have been more effectively addressed through partnerships and co-financing with relevant competent UN organizations (e.g. IMO for ship-sourced pollution issues, FAO for fisheries issues such as Port State Measures, CBD for marine biodiversity and MPA issues etc).

3.1.5 Planned stakeholder participation

37. Sub-section 2.7 of the ProDoc was titled 'Primary Stakeholders, their Involvement and Participation', however, it only provided some general narrative of some regional stakeholders and simply stated that Component 2 of the Project - Stakeholder Engagement and Partnership Collaboration, would develop this further.
38. The ProDoc relegated the treatment of stakeholder participation to Component 2, which included three outcomes with supporting outputs:
- Outcome 2.1: Regional and National Level Stakeholder Engagement Activities.
 - Outcome 2.2: Community Level Engagement Activities.
 - Outcome 2.3: Public and Private Sector Engagement strengthened through partnerships.
39. The ProDoc did not include a proper Stakeholder Analysis at regional, national and local levels and did not detail a Stakeholder Engagement Plan – the actual mechanism – by which all relevant stakeholders would be involved and how Outcomes 2.1 to 2.3 and their supporting Outputs would be achieved. However, the Stakeholder Analysis and Stakeholder Engagement and Communication Plan were developed during the project's implementation, and the stakeholder database is being updated regularly.

3.1.6 Gender responsiveness of project design

40. The TE finds that the Project design included a high level of gender responsiveness, with gender issues (and social inclusion issues more generally – including youth and low-income communities) being integrated

throughout the ProDoc. The ProDoc made explicit reference to implementing the *UNDP Gender Equality Strategy 2014-2017* (although given the Project time-frame the subsequent 2018-2021 and 2022-2025 strategies were more relevant), and also to implementing SDG5 - *Gender Equality and Empowerment*, SDG8 - *Inclusive and Sustainable Economic Growth* and SDG9 - *Reduce Inequality*. The Project design aimed to support BCC on gender (complementing BCC's Gender Policy and Action Plan) and social inclusion issues, and in particular gender and youth empowerment through community-level interventions. complementing

41. Rather than treating gender as a separate issue, specific gender elements were included throughout the Project components, outcomes, outputs and verifiable indicators, including but not limited to the following:
 - Component 1: Improved Ocean and Coastal Governance: Output 1.2.7: Women's empowerment in the ocean and coastal governance field promoted through the support to the implementation of the gender mainstream strategies in respective countries in the maritime/fisheries sectors. This output will focus on breaking down / challenging existing gender inequalities in the region and identifying options for altering cultural and social attitudes that continue to support gender discrimination.
 - Component 2: Stakeholder Engagement and Partnership Collaboration: Output 2.2.3: Priority gender-related issues and concerns in the pilot communities identified and addressed, and lessons and best practices captured for further transfer and replication in other communities (linked to Output 1.2.7).
 - Component 4: Marketing and Resource Mobilization and Fiscal Sustainability: Output 4.1.2: Ensure appropriate focus is given to the potential benefits to women and youth in the coastal region through gender and age disaggregated data collection and analysis
42. Integrating and mainstreaming gender inclusiveness in this way is best practice and the BCLME III ProDoc provides a model for other projects in this regard. However, there was a weakness in that Component 3 on Capacity Building and Training did not include any explicit gender and social inclusion elements. Capacity Building and Training is an area where significant work on gender and social inclusion is required, for example promoting female students in Science, Technology, Engineering and Mathematics (STEM) educational and career pathways.
43. Overall, the TE assesses that the Project was well designed in terms of integrating gender and social inclusiveness.

3.1.7 Social and Environmental Safeguards

44. All UNDP-GEF ProDocs should have a dedicated section on compliance with the *GEF Policy on Environmental & Social Safeguards* and the *UNDP Environmental & Social Safeguards Policies*, including a completed *Social and Environmental Screening Procedure (SESP)*, and compliance with relevant national laws and regulations.
45. As mentioned above, the SESP was developed as a separate document, and its recommendations were integrated into the Risk Log of the Project. Additionally, specific social and environmental safeguards were developed for each demo project.

3.2 Project Implementation and Management

3.2.1 Adaptive management

46. The Project implementers (UNDP, BCC-Sec, PMU and national government focal-point agencies) all exhibited significant capacity for adaptive management and corrective actions in order to overcome some issues, barriers and delays that arose during Project implementation, including the following notable examples, *inter alia*:
 - a) When, during the Project Inception Phase, the three countries expressed dissatisfaction with some aspects of the Project design (which they say did not address what they had submitted during the design process), the Project, through the PSC, was able to rapidly adapt the Project design to include certain national elements that the countries requested. although this did cause some loss of project focus on transboundary LME issues. However, the approved national projects addressed aspects of common interest to the three countries and have the potential to be expanded to regional programmes in the

- future.
- b) When project commencement was initially delayed, UNDP initiated ‘accelerated implementation measures’ to kick start implementation, including direct recruitment of some key PMU staff.
 - c) Both the BCC-Sec and PMU rapidly adopted UNDP’s recommended ‘accelerated implementation measures’, and were able to implement rapid transition to remote working, meetings and communications during COVID-19 restrictions – including installing remote conferencing facilities at BCC.
 - d) Most of the MTR recommendations were implemented without delay (with some exceptions).
47. In some cases the National government partners also exhibited strong adaptive management abilities – for example when implementation of the Swartkops Estuary Pilot Project began experiencing problems, the South African DFFE, which was the lead agency, undertook a mid-term review, identified the issues, replaced the local project manager and re-engaged the local project steering committee to bring the project back into line (although some aspects of that pilot project remained problematic until the end).
48. In other cases the Project was not successful in adapting to overcome problems that arose – for example:
- a) The Swartkops Estuary Pilot Project was not able to successfully bring the Port Elizabeth Municipal Council into the project as a willing and effective partner to successfully address vandalism issues at one of the Sustainable Urban Drainage Systems (SUDS) sites, or effectively address inherent problems with the SUDS design and floating wetlands design.
 - b) Despite non-trivial investment of time, effort and funds, the Swakopmund Artisanal Fisheries Retail Pilot Project did not proceed, reportedly because of internal conflict and misunderstanding over project methodologies within the PMU.
 - c) The Benguela Mussel Mariculture Pilot Project was not able to overcome barriers and deliver a functioning, viable and sustainable community-based mussel mariculture business by the end of the Project.
49. Despite these three examples, discussions with relevant project personnel during the TE indicate that they are aware of the lessons from these and other experiences during the Project, and will apply these lessons in future projects – which is a form of adaptive management in itself.
50. Overall, the TE assesses that all IPs (UNDP, BCC-Sec, PMU and national government focal-point agencies) had very good adaptive management capacities and this was one of the significant strengths of the Project implementation.

3.2.2 Actual stakeholder participation and partnerships

51. As outlined in section 2.3.5, stakeholder participation and partnerships were a major focus of the Project design, including a dedicated Component 2 on Stakeholder Engagement and Partnership Collaboration. The BCC-Sec and PMU made significant efforts to implement actual stakeholder participation and partnerships throughout the Project period, including:
- a) Having a dedicated Stakeholder Engagement Specialist (SES) in the PMU.
 - b) Establishing the Project Steering Committee (PSC) which included key stakeholders from each of the four key sectoral government ministries/departments in each of the three BCC countries (environment, fisheries/marine resources, maritime transport and minerals and energy).
 - c) Establishing and supporting the following regional (LME-level) committees and working groups, each of which included key stakeholders on the respective issues from the three countries (many stakeholders advised the TE that these groups were very useful and should continue as permanent BCC structures, but there are concerns about their ongoing sustainability post-project due to lack of funding):
 - d) Ecosystem Advisory Committee (EAC).
 - Environmental and Monitoring Assessment Working Group.
 - Data & Information Working Group.
 - Top Predators Working Group.
 - Training and Capacity Development Working Group.
 - e) Compliance Committee (CC).

- Oil Spill & Ballast Water Management Task Team
- f) Establishing and supporting the following national-level, cross-sectoral ocean committees in the three countries (many stakeholders advised the TE that establishing these groups was one of the most useful Project activities, but there are concerns about their ongoing sustainability post-project):
- Angola National Sea Strategy Committee.
 - Namibia Inter-sectoral Committee on Ocean Governance.
 - Namibia Blue Economy Technical Committee.
 - South African National Inter-sectoral Coordination Committee.
- g) Establishing local-level stakeholder engagement arrangements for the community-based Pilot Projects, including local PSCs (however, these were not all fully effective, as exemplified by failures at some of the Pilot Projects – see para. 48).
- h) Establishing and supporting the BCC Youth Forum, comprising representatives from youth-stakeholders in the three countries.
52. Stakeholder engagement and partnerships are also closely linked to communication and awareness (project visibility). Despite Component 2 having a number of Outputs relating to communication and awareness, the TE assesses that Project visibility could be improved, following the recommendations of the Stakeholder Engagement and Communications Strategy.
53. During the TE country visits the IC was extremely surprised to be told by multiple stakeholders, including key senior people in the three national governments involved in BCC and/or BCLME III, that they had very little knowledge of the Project or BCC, and were just focused on their specific activities. Periodic changes at the political and senior official level in national governments reduce awareness of BCC, as new appointees may not have been exposed to BCC previously. This lack of awareness even at senior government levels threatens to reduce country ownership of and support for BCC. The BCC-Sec led by the Executive Secretary needs to initiate a concerted and sustained effort to raise awareness about BCC in all three counties at all levels, using conventional mass media (TV and radio), social media and regular (at least biannual) personal visits to senior government officials, especially following any changes in government.
54. During the IC's presentation about the TE to the local PSC for the Swartkops Estuary Pilot Project, it was observed that some stakeholders were not fully aware of who the project's donors are even if they have benefitted from the project's activities. Although the pilot project banner captured logos of GEF, UNDP and the BCC, these organisations should maximise their efforts to keep project stakeholders, particularly at local level, informed of major implementing agencies and donors.
55. The Project did not publish and broadly distribute a regular (e.g. quarterly) E-Newsletter (e.g. 'Benguela Current News'), which should be the basis of any project communication and awareness strategy and should ideally be published for BCC overall. The Project did make effective use of social media and the overall BCC website (www.benguelacc.org) – the Project has a link on the BCC website but its content is quite limited and was not updated in the five months the IC monitored it from August to December 2022.
56. One key area of stakeholder engagement and partnerships where the Project was not successful was in relation to the private sector, which was a priority under Component 2, including:
- Outcome 2.3 Public and Private Sector Engagement strengthened through partnerships.
 - Output 2.3.1: BCC Business Leadership Forum was established, in partnership with the regional and national private sectors.
57. The Project achieved very little against the above outcome and output and private sector engagement was largely ad-hoc, comprising attendance of occasional company representatives at some Project workshops and meetings or occasional voluntary contribution of private sector towards some activities. Thus, for example, the Project is planning to support a *BCC Regional Business Leadership Forum* in early 2023 (before Project-end in March 2023), which is a bit late to have y benefits for the Project itself (although it may help initiate private sector partnerships for BCC overall).
58. During the TE, the IC made an extra effort to reach out to private sector representatives, and nearly all of them stated that they were not very much aware of the Project or familiar with BCC overall.

59. There was one main example of positive partnership between the Project and the private sector through cooperation with the joint International Maritime Organization (IMO) / International Petroleum Industry Environment & Conservation Association (IPIECA) Global Initiative (GI) for West, Central and Southern Africa (WACAF) (www.giwacaf.net). This initiative assists West, Central and Southern African countries, including the three BCC counties, to improve their oil spill preparedness and response capabilities, including updating their oil spill sensitivity mapping. However, although the Project assisted development of Namibia's dispersant policy, a better collaboration with an organisation such as GI-WACAF, which was actively assisting the BCC countries as part of their normal mandate, could bring multiple benefits in future project initiatives in the region.
60. There was also an example of positive private sector support in South Africa, where marine services company African Maritime Solutions (AMSOL) co-sponsored the Project-supported oil spill exercise. However, this was a result of AMSOL being a member of South Africa's Oil Spill Incident Management Organization (IMOrg) and not a result of stakeholder engagement efforts by the Project. During the TE meeting with the IC, AMSOL offered ongoing support to BCC, and the IC passed this message on to the PMU.
61. There are very significant marine industries in the BCLME region including fisheries, mariculture, ports and shipping, offshore oil and gas, marine mining and coastal-based tourism. There is significant potential for BCC to form productive partnerships with these industries to support SAP implementation, including potential for significant financial support. Moving forward, BCC could consider an 'Eco-Recognition' incentive scheme to encourage companies to support BCC and invite companies to contribute to a BCC Trust Fund.
62. Overall, the TE assesses that the Project undertook some aspects of stakeholder participation and partnerships very well, especially via the PSC, the various committees and working groups under BCC, the national and local-level, inter-sectoral coordination committees and the BCC Youth Forum. Other aspects of stakeholder participation and partnerships could be undertaken in a more active manner, in particular in delivering against the Component 2 Outcomes and Outputs on private sector engagement and partnerships. Having better results in this respect could improve prospects for BCC's financial sustainability.

3.2.3 Project Finance and Co-finance

63. As outlined in section 1.1 above, the Project had a total grant from the GEF Trust Fund of US\$10,900,000, which was administered by the UNDP CO in Namibia and managed on a day-to-day bases by BCC-Sec, with UNDP making quarterly replenishments to BCC-Sec. This is a large sum of money by any standards, which was dispersed across a relatively large number of Project outputs (36) (not counting the national-level activities that are not in the original ProDoc).
64. The Total Budget and Work Plan from the ProDoc is presented in Table 2, and shows the following main features:
 - The allocations across the five Components were as follows:
 - Component 1: Improved Ocean and Coastal Governance - **\$4 857 882** (45% of total).
 - Component 2: Stakeholder Engagement and Partnership Collaboration - **\$2 323 029** (21% of total).
 - Component 3: Capacity Building and Training - **\$1 658 299** (15% of total).
 - Component 4: Marketing and Resource Mobilization and Fiscal Sustainability - **\$1 166 390** (11% of total).
 - Component 5: Project Management and Coordination Unit - **\$894,400** (8% of total).
 - The total allocation for travel was **\$2,863,300** (26% of total).
 - The total allocation for consultants was **\$1,538,700** (14% of total).
 - If Contractual Services (Company) are added to consultants (which are similar), the combined allocation was **\$4,490,700** (41% of total).

TABLE 2: Total Budget & Workplan (original from ProDoc)

GEF Outcome/ Atlas Activity	Responsible Party/ IA	Fund ID	Donor Name	ATLAS	Description	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	TOTAL
Component 1 Improved Ocean and Coastal Governance through SAP Implementation and Delivery at Regional, National and Local levels	BCC	62000	GEF	71200	International Consultants	\$7 840	\$11 200	\$17 920	\$8 960	\$5 600	\$4 480	\$56 000
				71300	Local Consultants	\$40 530	\$57 900	\$92 640	\$46 320	\$28 950	\$23 160	\$289 500
				71400	Contractual Services (Individual)	\$129 834	\$185 476	\$296 762	\$148 381	\$92 738	\$74 191	\$927 382
				71600	Travel	\$176 330	\$251 900	\$403 040	\$201 520	\$125 950	\$100 760	\$1 259 500
				72100	Contractual Services (Companies)	\$283 220	\$404 600	\$647 360	\$323 680	\$202 300	\$161 840	\$2 023 000
				72200	Equipment and Furniture	\$490	\$700	\$1 120	\$560	\$350	\$280	\$3 500
				72500	Supplies	\$5 880	\$8 400	\$13 440	\$6 720	\$4 200	\$3 360	\$42 000
				72800	Information and Technical Equipment	\$11 900	\$17 000	\$27 200	\$13 600	\$8 500	\$6 800	\$85 000
				74200	Audio Visual and Printing	\$21 490	\$30 700	\$49 120	\$24 560	\$15 350	\$12 280	\$153 500
				74500	Miscellaneous	\$2 590	\$3 700	\$5 920	\$2 960	\$1 850	\$1 480	\$18 500
				Sub-Total for Component 1		\$680 104	\$971 576	\$1 554 522	\$777 261	\$485 788	\$388 631	\$4 857 882
GEF Outcome/ Atlas Activity	Responsible Party/ IA	Fund ID	Donor Name	ATLAS	Description	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	TOTAL
Component 2 Stakeholder Engagement & Partnership Collaboration	BCC	62000	GEF	71300	Local Consultants	\$20 160	\$28 800	\$46 080	\$23 040	\$14 400	\$11 520	\$144 000
				71400	Contractual Services (Individual)	\$48 402	\$69 146	\$110 633	\$55 317	\$34 573	\$27 658	\$345 729
				71600	Travel	\$106 036	\$151 480	\$242 368	\$121 184	\$75 740	\$60 592	\$757 400
				72100	Contractual Services (Companies)	\$83 160	\$118 800	\$190 080	\$95 040	\$59 400	\$47 520	\$594 000
				72200	Equipment and Furniture	\$3 010	\$4 300	\$6 880	\$3 440	\$2 150	\$1 720	\$21 500
				72500	Supplies	\$9 310	\$13 300	\$21 280	\$10 640	\$6 650	\$5 320	\$66 500
				72800	Information and Technical Equipment	\$32 060	\$45 800	\$73 280	\$36 640	\$22 900	\$18 320	\$229 000
				74200	Audio Visual and Printing	\$22 050	\$31 500	\$50 400	\$25 200	\$15 750	\$12 600	\$157 500
				74500	Miscellaneous	\$1 036	\$1 480	\$2 368	\$1 184	\$740	\$592	\$7 400
				Sub-Total for Component 2		\$325 224	\$464 606	\$743 369	\$371 685	\$232 303	\$185 842	\$2 323 029

GEF Outcome/ Atlas Activity	Responsible Party/ IA	Fund ID	Donor Name	ATLAS	Description	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	TOTAL
Component 3 Capacity Building & Training	BCC	62000	GEF	71200	International Consultants	\$21 000	\$30 000	\$48 000	\$24 000	\$15 000	\$12 000	\$150 000
				71300	Local Consultants	\$51 604	\$73 720	\$117 952	\$58 976	\$36 860	\$29 488	\$368 600
				71400	Contractual Services (Individual)	\$34 552	\$49 360	\$78 976	\$39 488	\$24 680	\$19 743	\$246 799
				71600	Travel	\$67 396	\$96 280	\$154 048	\$77 024	\$48 140	\$38 512	\$481 400
				72100	Contractual Services (Companies)	\$24 080	\$34 400	\$55 040	\$27 520	\$17 200	\$13 760	\$172 000
				72200	Equipment and Furniture	\$5 320	\$7 600	\$12 160	\$6 080	\$3 800	\$3 040	\$38 000
				72500	Supplies	\$7 280	\$10 400	\$16 640	\$8 320	\$5 200	\$4 160	\$52 000
				72800	Information and Technical Equipment	\$4 200	\$6 000	\$9 600	\$4 800	\$3 000	\$2 400	\$30 000
				74200	Audio Visual and Printing	\$16 100	\$23 000	\$36 800	\$18 400	\$11 500	\$9 200	\$115 000
				74500	Miscellaneous	\$630	\$900	\$1 440	\$720	\$450	\$360	\$4 500
				Sub-Total for Component 3		\$232 162	\$331 660	\$530 656	\$265 328	\$165 830	\$132 663	\$1 658 299

GEF Outcome/ Atlas Activity	Responsible Party/ IA	Fund ID	Donor Name	ATLAS	Description	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	TOTAL
Component 4 Marketing & Resource Mobilisation & Fiscal Sustainability	BCC	62000	GEF	71200	International Consultants	\$32 340	\$46 200	\$73 920	\$36 960	\$23 100	\$18 480	\$231 000
				71300	Local Consultants	\$31 640	\$45 200	\$72 320	\$36 160	\$22 600	\$18 080	\$226 000
				71400	Contractual Services (Individual)	\$24 303	\$34 718	\$55 549	\$27 774	\$17 359	\$13 887	\$173 590
				71600	Travel	\$42 924	\$61 320	\$98 112	\$49 056	\$30 660	\$24 528	\$306 600
				72100	Contractual Services (Companies)	\$12 320	\$17 600	\$28 160	\$14 080	\$8 800	\$7 040	\$88 000
				72200	Equipment and Furniture	\$2 800	\$4 000	\$6 400	\$3 200	\$2 000	\$1 600	\$20 000
				72500	Supplies	\$3 668	\$5 240	\$8 384	\$4 192	\$2 620	\$2 096	\$26 200
				72800	Information and Technical Equipment	\$1 400	\$2 000	\$3 200	\$1 600	\$1 000	\$800	\$10 000
				74200	Audio Visual and Printing	\$11 480	\$16 400	\$26 240	\$13 120	\$8 200	\$6 560	\$82 000
				74500	Miscellaneous	\$420	\$600	\$960	\$480	\$300	\$240	\$3 000
				Sub-Total for Component 4		\$163 295	\$233 278	\$373245	\$186 622	\$116639	\$93 311	\$1 166 390

GEF Outcome/ Atlas Activity	Responsible Party/ IA	Fund ID	Donor Name	ATLAS	Description	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	TOTAL
<u>Component 5</u> Project Management & Coordination Unit	BCC	62000	GEF	71200	International Consultants			\$36,000		\$37,600		\$73,600
				71400	Contractual Services (Individual)	88,300.00	124,240.00	196,120.00	100,280.00	64,340.00	\$47,920	\$621,200
				71600	Travel	\$4,088	\$4,672	\$20,440	\$5,840	\$20,440	\$2,920	\$58,400
				72200	Equipment and Furniture	\$1,540	\$2,200	\$3,520	\$1,760	\$1,100	\$880	\$11,000
				72400	Communications & Audio Visual	\$1,610	\$2,300	\$3,680	\$1,840	\$1,150	\$920	\$11,500
				72500	Supplies	\$1,918	\$2,740	\$4,384	\$2,192	\$1,370	\$1,096	\$13,700
				72800	Information and Technical Equipment	\$2,380	\$3,400	\$5,440	\$2,720	\$1,700	\$1,360	\$17,000
				74100	Professional Services	\$15,000	\$15,000	\$15,000	\$15,000	\$15,000	\$0	\$75,000
				74200	Audio Visual and Printing	\$1,400	\$2,000	\$3,200	\$1,600	\$1,000	\$800	\$10,000
				74500	Miscellaneous	\$420	\$600	\$960	\$480	\$300	\$240	\$3,000
				Sub-Total for Component 5 (PMC)		\$116,656	\$157,152	\$288,744	\$131,712	\$144,000	\$56,136	\$894,400

65. Project finance, and in particular the GEF grant was evaluated by analysing UNDP Combined Delivery Reports (CDR), which were submitted for the years 2018-2022 (5 years). In addition, the IC analysed the actual expenditures, per year and cumulatively, first by comparing the planned expenditures as prescribed by the ProDoc and then, second, by comparing the expenditures with the Annual Work Plans (AWP), which were approved by the PSC. The approved AWP in some years differed significantly from those planned in ProDoc, and the IC is of the opinion that they are largely a reflection of extraordinary events such as COVID-19. The data TE compiled are presented in Table 3.

TABLE 3: GEF grant planned and actual expenditures

YEAR	PRODOC			ACTUAL EXPENDITURE			ANNUAL WORK PLANS		
	PLANNED	% OF TOTAL	CUM. % OF TOTAL	PER CDR	% PER YEAR PRODOC	% PER PRODOC CUM.	AWP	% AWP CUM/ PRODOC CUM	% CUM. ACTUAL EXP. / AWP
1	2	3	4	5	6	7	8	9	10
1	1,517,440	13.92	13.92	533,433	35.15	35.15	513,000	33.81	103.98
2	2,158,272	19.80	33.72	1,756,363	81.38	62.30	2,260,977	75.47	82.55
3	3,490,536	32.02	65.73	1,439,656	41.24	52.04	1,732,608	62.89	82.76
4	1,732,608	15.90	81.64	2,805,523	161.92	73.44	3,010,691	84.47	86.93
5	1,144,560	10.50	92.14	3,465,838	302.81	99.58	3,280,264	107.51	92.62
6	856,584	7.86	100.00	899,187			102,460		
TOTAL	10,900,000	100	100	10,000,813			10,900,000		

66. Actual expenditures compared with planned expenditures as planned by the ProDoc show relatively low rates during the first three years of the project's implementation. This period includes 2020 when the COVID-19 affected most of the project's activities. During the next two years, grant funds were disbursed at an accelerated rate, and at the end of 2022, the total funds spent reached 99.58% of the total funds planned for the entire period of the project's implementation.
67. Analysis of expenditure rates in comparison with AWP shows a somewhat more balanced picture. Actually, during the first year of project's implementation expenditure rate compared to funds allocated in AWP was 103.98 %. Because the AWP revised the figures to be spent every year from those originally presented in ProDoc, and these revised figures took into consideration the changed situation with COVID-19, the expenditure rate was above 80% of the revised figures in every budget year. The records also show that, currently, the project has spent more funds than was originally planned in ProDoc for the first five years, and very little has remained to be spent in 2023.
68. The TE assesses that overall, BCC-Sec appears to have well developed financial management and procurement policies and procedures consistent with the norms and standards for such organizations. The BCC-Sec Finance and Administration team (Manager, Officer and Accountant) were reportedly diligent in working to ensure effective and efficient financial management of the Project and to ensure that the PMU was well supported in this regard. Two main areas that could have been improved involved UNDP as follows:
- BC-Sec's financial management framework for the Project should have been aligned and integrated with the UNDP Atlas system, including using the same codes for the different budget items.
 - UNDP's practice of requiring unspent funds to be physically returned to UNDP at the end of each quarter, before the next quarter replenishment would be paid, created unnecessary administrative work and caused delays to Project activities. Any unspent funds could have simply been kept by BCC-Sec and reconciled against (deducted from) the next quarter's replenishment – making the process more efficient.
69. The one independent audit report provided to the TE (undertaken in 2021 and reported in 2022) stated that human resources dealing with the financial aspects of the Project's operations were satisfactory; that

BCC records of financial transactions were partially satisfactory; that the BCC's procurement practice was satisfactory; and that asset and cash management was satisfactory. Overall rating was satisfactory. However, the follow-up on recommendations of previous audits got an unsatisfactory rating, because they were not implemented. The Audit recommended that management should ensure that all prior year audit recommendations are acted upon and relevant changes to the systems and control are implemented where necessary. Overall, the 2022 Audit Report could be considered positive for the BCC-Sec financial management of the Project.

70. Before considering the co-financing aspects of the project it is useful to first consider some relevant definitions and requirements under the *GEF Updated Co-financing Policy 2018* (GEF 2018a) and the *GEF Guidelines on Co-financing* (GEF 2018b), as follows:
 - Co-financing means financing that is additional to the GEF Project Financing, and that supports the implementation of a GEF-financed project or program and the achievement of its objectives.
 - Investment Mobilized means co-financing that excludes recurrent expenditures (e.g. day-to-day operational budgets of government agencies that are project partners).
71. The ProDoc identified US\$163,915,000 in co-financing for the Project, as shown in Table 4. This equates to 15 times the funding provided by GEF, or a co-financing ratio of 15 to 1. This is extremely impressive and compares favourably with GEF's general expectation for a co-financing ratio of a minimum of 6 to 1 (although this is not a fixed target and GEF strongly encourages higher ratios).
72. However, there is one issue with this stated co-financing amount. Usually, ProDocs for UNDP-GEF projects include detailed descriptions of the nature and makeup of each co-financing commitment. These are missing from the BCLME III ProDoc (as provided to the TE), and it is impossible to ascertain what each commitment comprises, especially the listed \$135 million commitment from the three participating governments.
73. The GEF Co-financing Policy and Guidelines require that projects should track and report co-financing in the MTR and TE reports. This includes providing information on the actual amounts, sources and types of co-financing mobilized, compared to what was committed in the ProDoc, and identifying any changes from the expected amounts, sources and types of co-financing since GEF approval, supported by documentary evidence.
74. Such tracking and reporting was made extremely difficult for the Project given the lack of information on what the original commitments in the ProDoc comprised, i.e. there was no clear baseline against which to measure and report progress, except an overall gross amount.
75. The MTR report provided a summary table (Table 4) of co-financing that had reportedly been provided at the MTR point (December 2019), against the commitments in the ProDoc. However, the amounts listed were not supported by source data, documentation or any other type of verification. The MTR report states that "...the project is not keeping track of it. A key MTR recommendation is to begin to track co-financing as part of regular project monitoring."
76. Despite this MTR recommendation, and despite the GEF-UNDP requirements for projects to track and report co-financing, the Project still did not do this adequately up to the TE.
77. At TE, after repeated requests from the IC, the PMU attempted to compile co-financing data and provided the figures presented in Table 5. During the MTR, the PMU was not able to provide complete supporting source data, documentation or any other type of verification for the co-financing amounts presented in Table 5. The co-financing presented during the TE amounted to US\$33,480,286, which is 20.43% of the total co-financing pledged. The amount of co-financing materialised at the time of TE is way below the expected commitment one year before the closure of the Project.
78. The TE concludes that the Project is not adequately tracking and reporting on co-financing, as required by the GEF Co-financing Policy and Guidelines and as recommended by the MTR report.

TABLE 4: Co-financing commitments in the BCLME III ProDoc

Source	Total (over 6 yrs) (USD)
Participating Governments:	135,000,000
UN Agency (UNDP):	300,000
Benguela Current Convention:	2,500,000
EAF Nansen Programme:	5,000,000
GIZ - MARISMA:	10,125,000
IGO - SEAFO:	500,000
Private Sector - SADSTIA:	900,000
Academic Institutions:	9,590,000
Total	163,915,000

TABLE 5: Co-financing data provided by the PMU to the TE (to Oct 2022)

BCLME III Project Co-finance summary		USD					
BCLME III Co-finance at TE		69,254,072					
Partner projects and institutions		12,750,000					
Project staff hosting		206,248					
Govt staff time		11,014,815					
Angola Govt - SAP		27,385,559					
Namibian Govt - SAP		23,101,258					
South African Govt - SAP		158,500,295					
Total est. co-finance		302,212,247					
Govt pledged co-finance		135,000,000					
Est Govt co-finance Nov 2022		208,987,112					
Variation (increased co-finance)		73,987,112					
Country GDP as conversion factor, discounted at 80%							
Angola	72.55 USD Bn.						
Namibia	12.24 USD Bn.						
South Africa	419.9 USD Bn.						
Multiplier for Nam co-finance							
Nam-Ang	6						
Nam-RSA	34						

3.2.4 Monitoring & Evaluation

79. The TE assesses that the design of M&E at entry, as outlined in section 6 of the ProDoc, generally meets the normal standards for UNDP M&E plans, but has three significant shortcomings as follows:

- There were way too many Verifiable Indicators in the PRF to allow thorough M&E tracking and reporting by the PMU (174 Verifiable Indicators linked to 36 different Outputs across eight Outcomes and four Components).
- Some of the Verifiable Indicators were not SMART (SMART indicators are the backbone of an effective M&E plan).
- Component 5 on Project Management was not included in the PRF, only in the Budget and Workplan, and did not include Outcomes, Outputs, Targets and Verifiable Indicators for the PMU (which should be an essential element of any project M&E plan).

80. The TE assesses that the actual implementation of the M&E Plan suffered major shortcomings, including:

- M&E was inadequately addressed until the appointment of a part-time M&E Specialist in 2019/2020,

- replaced by a second part-time specialist in the last nine months of the project.
- b) Several tracking tools were developed by the M&E specialist but not used by the PMU.
 - c) There were delays in providing the M&E Specialist with disaggregated data for assessment of PRF progress.
 - d) The QPRs, APRs, PIRs etc tended activity-based rather than results-based reporting, and a lack of quantitative reporting against PRF targets and indicators.
 - e) The QPRs, APRs, PIRs etc had a tendency towards long-winded, highly descriptive narrative reporting, rather than hard, verifiable data on actual performance
 - f) The PMU did not require personnel, including BCC-Sec staff, who undertook Project-funded travel to workshops, meetings, site visits etc, to submit Post-mission Reports outlining what had been achieved by the mission, recommendations for follow-up action etc. Such reports are a basic M&E tool in any project.
 - g) The PMU did not engage the 'Annual Progress-Chasing Consultancy' that was part of the M&E plan.
 - h) The PMU did not perform co-finance monitoring and reporting on an annual basis, as required by GEF policy.
 - i) The PMU did not provide the updated GEF IW Tracking Tool to the TE, as required by GEF policy, despite multiple requests from the TE.
81. The TE finds that the M&E design at entry, as presented in the ProDoc, is rated as **Moderately Satisfactory (MS)**. Monitoring and Evaluation implementation is rated as **Moderately Unsatisfactory (MU)**. Overall, the TE assesses the quality of M&E as **Moderately Unsatisfactory (MU)**.

3.2.5 UNDP Project Implementation and Management

82. The GEF Implementing Agency was UNDP, through the Namibia Country Office (CO) based in the Namibian capital Windhoek, although the Project worked across all three BCC countries. The UNDP implementation modality was Intergovernmental Organization Implementation Modality (IGO), with UNDP entering into an Agreement with the BCC Secretariat (BCC-Sec) to act as Implementing Partner (IP), responsible for all day-to day project management activities.
83. The TE assesses that UNDP performed its role well and that it met necessary standards although there were some areas for improvement. Positive aspects of UNDP's project implementation include, *inter alia*:
- a) Several national government stakeholders in all three BCC countries stated that UNDP is a long-established and trusted development partner in the three countries, with a 15+ year history of supporting BCLME since even before the original Phase I project. They stated that they perceive UNDP as having well developed project management processes and procedures, and a good understanding of the political, socioeconomic, cultural, environmental and development setting in the country, which make UNDP a strong project implementer.
 - b) Despite limited staff resources in the Namibia CO, BCC-Sec and PMU staff reported that UNDP was always highly supportive and responsive, as was the Regional Technical Advisor based in the UNDP Africa regional office in Addis Ababa (both former and current).
 - c) UNDP was very capable of 'adaptive management' and solving problems and challenges when they arose.
 - d) When project commencement was initially delayed, UNDP initiated 'accelerated implementation measures' to kick start implementation, including direct recruitment of some key PMU staff.
 - e) During TE when 100% remote methods were not successful in securing sufficient responses from the three national governments, UNDP rapidly secured funds to enable the TE consultant to undertake country visits.
84. Some areas where UNDP could improve include, *inter alia*:
- a) Closer oversight of national and local-level activities, including better use of all three COs towards this end.
 - b) Ensure that the PM is physically based with the PMU.
 - c) End the practice of requiring unspent funds to be returned to UNDP at the end of each quarter, which caused unnecessary delays to project activities, and allow BCC-Sec to keep unspent funds and simply

reconcile against (deduct from) the next three-month replenishment.

- d) Improve the 'visibility' of UNDP and its role in the project at national and local levels. Several key stakeholders interviewed by the IC said that did not know who/what UNDP is or their role in the Project.

85. The UNDP implementation/oversight is rated as **Satisfactory (S)**.

3.2.6 Implementing Partner Project Implementation and Management

86. The BCC-Sec is based in Swakopmund on the Namibian coast with most salaries and day-to-day operations funded by annual contributions from the three BCC countries. The main role of the BCC-Sec is to:

- act as Secretariat to the Benguela Current Convention (BCC), organize, support and report on the biennial BCC Ministerial Conference, the annual Commissioners meetings and the periodic meetings of the BCC sector and technical committees and working groups;
- manage day-to-day implementation of the BCC-SAP;
- develop partnerships and mobilize funding and resources for SAP implementation and other BCC activities; and
- host development partner projects.

87. Three such projects are currently hosted by BCC-Sec:

- UNDP-GEF BCLME III: Improving Ocean Governance in the Benguela Current Large Marine Ecosystem;
- FAO-GEF CC: Enhancing Climate Change Resilience in the Benguela Current Fisheries System; and
- GIZ-MARISMA: Benguela Current Marine Spatial Management and Governance Project.

88. The BCC-Sec comprises a relatively small staff of 11 (with four positions funded by the Project), as follows:

- Executive Secretary and Deputing Executive Secretary (the latter is Acting as Executive Secretary);
- Manager - Finance & Administration (funded by the Project – BCC will fund after Project-end);
- Finance & Administration Officer;
- Accountant;
- Manager - Ecosystem Services;
- Ecosystem Officer;
- Manager - Compliance (funded by the Project – BCC will fund after Project-end);
- Manager - Data & Information;
- Manager - Training & Capacity Development;
- Translator/Interpreter (funded by the Project – BCC will fund after Project-end); and
- General Worker.

89. In addition to funding the four staff positions within the BCC-Sec indicated above, an eight-person, Project-funded PMU was established at the BCC-Sec, comprising:

- Project Manager (PM) (filled but two sequential incumbents);
- Stakeholder Engagement Specialist (SES) (contracted directly by UNDP and assigned to the PMU);
- M&E Specialist (part time);
- Project Assistant;
- Administration Officer - Swartkops Estuary Pilot Project (based in Port Elizabeth, South Africa);
- Three National Project Officers (NPOs) - based in the focal ministry in each country:
 - Angola - Ministry of Fisheries and Marine Resources (MFMR);
 - Namibia - Ministry of Fisheries and Marine Resources (MFMR); and
 - South Africa - Department of Forestry, Fisheries and Environment (DFFE).

90. As per standard UNDP-GEF project management arrangements a Project Steering Committee (PSC) was established as the highest decision-making body for the Project, to oversee overall Project implementation and approve annual workplans and budgets, comprising:

- representatives from UNDP and BCC-Sec; and

- national government representatives to the BCC Ecosystem Advisory Committee.
91. The PMU with support from BCC-Sec acted as secretariat to the PSC.
92. The TE assesses that some aspects of these IP Project implementation arrangements worked well and met expectations while some aspects had significant shortcomings. Positive aspects of the BCC-Sec and PMU project implementation included, *inter alia*:
- a) Overall, BCC's administration and management arrangements are generally well developed, although several key areas cause blockages and delays that need to be reformed;
 - b) Overall, BCC-Sec/PMU was generally effective in handling procurement, consultant contracting, organizing meetings, workshops and similar events, organizing travel etc., although sometimes there were delays and late, last-minute communications to stakeholders about events and activities;
 - c) Overall, most of the PMU worked extremely hard to deliver a very high volume of activities and outputs with PMU staff being technically competent and highly dedicated and motivated;
 - d) Appointment of the NPOs was very valuable and effective and should be continued as a permanent part of BCC-national arrangements; and
 - e) Both the BCC-Sec and PMU demonstrated a high capacity for adaptive management to develop and implement solutions and corrective actions when problems and blockages arose, e.g. adoption of UNDP's recommended 'accelerated implementation measures' when project start was delayed, and rapid transition to remote working, meetings and comms during COVID-19 restrictions including installing remote conferencing information technology at BCC.
93. Identified shortcomings include, *inter alia*:
- a) The fact that the BCC Executive Secretary (ES) is 'Acting' was reported as a constraint on major decision making and strategic leadership;
 - b) Meetings of the BCC Ministerial Conference and Commission were not held in accordance with the Convention-mandated requirements (biennially and annually respectively);
 - c) Several key aspects of BCC's management processes caused blockages and delays, including:
 - Lack of Commissioners' meetings due to personal schedules is a major constraint. Like in any similar international organization meeting schedules should be set annually and stuck to with Deputies attending if the primary Commissioner is not available; and
 - BCC practice of having country representatives sit on procurement panels is a significant cause of delays, as they are often not available.
 - d) Senior BCC staff reportedly spend most of their time attending workshops and meetings, and undertook limited technical work, even in their respective areas of expertise and experience, engaging expensive external consultants to undertake even relatively simple tasks such as training needs assessment which could have been done by the BCC Training & Capacity Development Manager. Project implementation should have been fully integrated into the workplans and day-to-day activities of relevant BCC-Sec line managers and staff, but instead a 'silo-mentality' reportedly developed between BCC-Sec and the PMU;
 - e) BCC-Sec did not coordinate well across projects that it hosts (BCLME III, GIZ-MARISMA and FAO-Climate Change), resulting in duplication of activities and clashes of meetings and workshops;
 - f) BCC-Sec and PMU were not very successful in resource mobilization, despite that being a major ProDoc element with clear targets and indicators (Component 4). Most of Component 4 was not achieved and no funding or resources were secured to allow continuity, sustainability, scaling-up and replication of Project outcomes, ongoing implementation of the new BCC-SAP, and even basic operations of the BCC-Sec. Because nothing can occur without funding and resources, this Component should have been given extremely high priority by BCC-Sec and PMU right from the beginning – instead, it was largely ignored while many far less useful technical activities and consultancies were prioritised. One approach to address more effective resource mobilization could be to integrate training and capacity responsibilities into each BCC-Sec line manager, and replace the Manager - Training & Capacity Development with a dedicated, full-time, permanent Manager - Resource Mobilization;
 - g) PMU should take a proactive, planned, strategic approach and remain faithful to the ProDoc components and activities; and
 - h) The performance of the PMU was constrained by the fact that the second PM did not base with the PMU team in the BCC-Sec offices in Swakopmund but worked from home in Windhoek. He was often

‘out of contact’ for Project communications and tasks for extended periods. Being 100% dedicated to the position and physically based in the PMU office should be a mandatory condition of any PM’s contract.

94. It should be noted that the first two phases of the BCLME Project were UNDP Direct Implementation Modality (DIM). Phase III was the first time that BCC-Sec has managed a GEF project (other than the FAO-GEF Climate Change project which ran in parallel).
95. The quality of the Implementing Partner (BCC-Sec) execution is rated as **Moderately Unsatisfactory (MU)**.
96. Overall quality of implementation/oversight and execution of UNDP and Implementing Partner is rated as **Moderately Satisfactory (MS)**.

3.2.7 Risk Management

97. The Prodoc identified a number of risks and presented them in the Risk Log as Annex 6. The risks are divided into the following groups:
 - a. Environmental risks:
 - Security/Safety situation in the region or one or more countries deteriorates
 - Weather negatively impacts cruises and/or other project activities
 - b. Financial risks:
 - Available funds are insufficient to the scale of required interventions
 - Co-financing commitments are not met fully
 - c. Political risks:
 - One or more countries (or one or more designated national institutions) are not prepared to fully commit to activities in the Project Document and in ultimately implementing joint actions to achieve desired environmental and social outcomes
 - One or more communities will be unwilling to participate fully in community-level activities
 - d. Organisational risks:
 - Inadequate collaboration with other closely related projects in establishing a regional programmatic approach to SAP implementation and domestication of the Convention
 - Adequate (human) capacity to address the challenges identified in the SAP and Project Document cannot be found
 - e. Strategic risks:
 - All stakeholders that should be involved in the project can be reached and will participate to the extent required
 - f. Operational risks:
 - Project Management Unit can handle the volume of work envisaged
 - g. Regulatory risks:
 - Legal and Regulatory frameworks can adequately support Project Activities and SAP Implementation
98. For each risk, impact and probability were assessed, countermeasures were proposed Project’s organisational unit responsible for specific risk management was identified. No risk rating was defined. The range of risks identified in the Risk Log is quite extensive. The probability for 9 of the risks was assessed as low (1 and 2 on a scale of 5) and only two had been assessed with higher probability (2-3 and 3 respectively). Impact of the risks was assessed mostly as high, but with a low probability that each of the risks will materialise, the overall Project’s risk rating could be established as low, even if this has not been explicitly stated in the ProDoc.
99. The PIR had discussed Risk Management but in very general terms and not each specific risk individually. In 2020 PIR identified COVID-19 as a critical new risk and identified countermeasures, which have been implemented during the pandemic, notably with a massive restriction on travel and establishment of virtual platforms to continue communication among Project’s stakeholders and partners. However, some of the activities that required physical presence of local and international consultants had to be postponed. PIRs

2021 and 2022 have not identified new risks.

100. The MTR, which was submitted in April 2020 did not specifically discuss risk management. Regarding COVID-19, which was affecting significantly the project's implementation at the time when MTR was conducted, the MTR report has only suggestion, ie. by stressing the need to put together a plan for the post MTR retreat planning retreat virtually. In light of the severity of the COVID-19 impact as well as of the presence of other risks, omission of the MTR to analyse risk management is a serious shortcoming.
101. UNDP's Social and Environmental Safeguards (SES) requires that Social and Environmental Screening Procedure (SESP) be carried out for each GEF project. SESP template was filled out in 2015 and it identified 5 risks. All risks were rated as Low because their probability was assessed as 1, while impact was between less than 1 and 3. All of the risks were addressed during the PPG phase. During the Project's implementation, PIR 2022 an updated Risk Log was presented. The TE finds no significant issues relating to compliance with UNDP's SES.

3.3 Project Results and Impacts

3.3.1 Progress Towards Objective and Expected Outcomes

102. All GEF UNDP projects are expected to achieve their anticipated outcomes by project closing. This should be done by individually assessing 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. The assessment was done, first, by a joint review session of the TE IC, PM, Project M&E Specialist and Namibia NPO on 24 November 2022 at BCC-Sec offices in Swakopmund, then revised further by TE IC against PIRs and, finally, during the review and finalisation of the TE Report. Each indicator was allocated one of four scores: Achieved (A), Partially Achieved (PA), Not Achieved (NA) and Unrealistic Indicator (UI). The achievement status for all 173 indicators is presented in detail in Annex 2, and the overall results are as follows:

Overall Project achievements were:

- Total No. of Indicators: **174**
- Achieved: **54 (31%)**
- Partially Achieved: **40 (23%)**
- Not Achieved: **65 (37%)**
- Unrealistic Indicator: **15 (9%)**

Component 1 achievements were:

- No. of Indicators: **93**
- Achieved: **22 (24 %)**
- Partially Achieved: **25 (27 %)**
- Not Achieved: **34 (36 %)**
- Unrealistic Indicator: **12 (13 %)**

Component 2 achievements were:

- No. of Indicators: **53**
- Achieved: **25 (47 %)**
- Partially Achieved: **6 (11 %)**
- Not Achieved: **20 (38 %)**
- Unrealistic Indicator: **2 (4%)**

Component 3 achievements were:

- No. of Indicators: **12**
- Achieved: **3 (25 %)**

- Partially Achieved: 6 (50%)
- Not Achieved: 3 (25%)
- Unrealistic Indicator: 0 (0%)

Component 4 achievements were:

- No. of Indicators: 16
- Achieved: 4 (25%)
- Partially Achieved: 3 (19%)
- Not Achieved: 8 (50%)
- Unrealistic Indicator: 1 (6%)

103. As shown by these figures, the overall 'Achieved' rate was 31%. If the 'Partially Achieved' indicators (23%) are added to achieved indicators, the overall achievement rate reached 54%. However, if we deduce the "Unrealistic Indicators" (reducing the number of realistic indicators to 159, which is still a high number), which is something that could be considered in the situation when 174 indicators were proposed in the ProDoc (which is very high number of indicators, and extremely rare to find in the GEF UNDP projects), the total of the above two groups of indicators makes an achievement rate of 59%.

104. Of particular note were Components 1 and 2, which contained the majority of indicators (146) where only 24% and 47% of indicators were fully achieved. In Component 1, 16 indicators were assigned to pilot projects which have not been implemented (1 in Angola and 1 in Namibia). This fact has significantly affected the achievement rate of this component. Other critical area of "non-achievement" in this component relates to NAPs, which have been developed but late and their implementation and monitoring could be started during the Project's implementation, hence negative rating for this section of Component 1. In Component 2, engagement of business sector did not succeed as planned, as a number of relevant activities that were planned in the ProDoc have not been initiated. Finally, in Component 4, a critical area to be singled out is one related to economic valuation where results of the Cost-Benefit Analysis were not fed into the science platform and well not used for the investment pre-feasibility study.

105. Failure to fully implement Components 2 and 4 means that at Project end there are no functioning, productive partnerships in place with the private sector, and no funding or resources secured to allow continuity, sustainability, scaling-up and replication of Project outcomes, ongoing implementation of the new SAP and NAPs.

106. Despite these relatively low rates of achievement of PRF Indicators, the Project still undertook a large number of activities, and the rate of expenditure was high (generally >80%). However, it appears that PMU departed significantly from what was required in the ProDoc (PRF), and pursued a range of other, somewhat-ad-hoc activities that were not originally included in the Project design, for which there were no Verifiable Indicators, and some of which seem to have no justification or clear linkages to supporting the overall Project Objective and Outcomes. Examples include, *inter alia*:

- a) Port Biological Baseline Assessment (ballast water) in the Ports of Lüderitz and Walvis Bay (both in Namibia), which were not in the ProDoc, and ignoring the other outputs and indicators on BWM under Component 2.
- b) Capacity Assessment for the Implementation of MARPOL IV and V, which was not in the ProDoc, and could have been addressed with support from IMO rather than taking up Project funds, time and effort.
- c) National Oil Dispersant Policy for Namibia, which could have been more usefully developed as a regional policy and guidelines, while ignoring some of the other outputs and indicators on oil pollution under Component 2, which required a more systematic, programmatic, region-wide approach.
- d) Marine geoscience database for Namibia, which was not in the ProDoc, and does not have clear links to LME sustainability objectives of the Project.

107. Most of the local-level pilot projects had significant problems, due to ill-conceived project design, ineffective engagement with key local stakeholders, poor management and technical oversight and other causes, as discussed further under section 3.3.3 Effectiveness, below.

108. Assessment has found that there is a relatively high number of indicators that were partially achieved. A number of them related to the deliverables that were produced but the adoption process was stalled, hence the activity could not be completed on time. Lesson learned here is that, first, planning of activities should take into consideration often lengthy time for adoption of documents, which surpasses the time needed to actually develop the product and, second, this fact should be taken seriously into consideration early during the project's implementation so that enough time will be left to fully implement the activity, i.e. to adopt the respective documents. Some activities could not be completed because BCC had problems involving other sectors in the project's implementation.

109. The main lesson from this achievement result is that PSCs and PMUs should be effective and faithful in using the ProDoc-PRF as the primary project management and M&E tool, work to ensure that the Project objectives, outcomes, outputs and indicators are achieved and that all Project components are implemented.

3.3.2 Relevance

110. Overall the Project is assessed as being highly relevant across a range of criteria and became increasingly relevant during the Project period as the need to develop blue economy gained significance as part of the need for post-COVID economic recovery in the three BCC countries. Some key aspects of Project relevance included:

- a) The Presidents of all three BCC countries have made global commitments to improve ocean protection and to harness marine resources for climate-resilient sustainable blue economies, the President of Namibia is a founding leader of the (global) High Level Panel for a Sustainable Blue Economy and the Project supported each country to develop national blue-economy or ocean-related strategies.
- b) The Project refreshed the relevance of the BCC TDA and SAP against current international and regional issues and contexts by supporting their review and update.
- c) During the inception phase, the Project listened to and addressed requests from each country to make the Project more relevant to national needs and priorities through the re-alignment of some national activities (although this made the Project less relevant to the intended regional, transboundary, whole-of-LME approach, which the GEF funding was primarily designed to support).
- d) Historically, the BCC has not implemented projects that benefit local communities, and the inclusion of local-level Pilot Projects was welcomed by the national and local governments and the local communities as being highly relevant to the need to develop alternative sustainable livelihoods for coastal communities and reduce marine environmental pressures from some currently unsustainable ocean-based livelihoods.

111. The Project was highly relevant to a range of organizations, including:







- a) National government ministries, departments and agencies involved in coastal, marine, environmental, biodiversity and development issues.
- b) Provincial, municipal and local governments.
- c) Academic and research institutions.
- d) Environmental NGOs.
- e) Local coastal communities.
- f) Private sector businesses in the coastal and marine sector / blue economy, including both major industries such as fisheries, ports and shipping, offshore oil and gas, marine mining and coastal tourism, and small businesses and startups.

112. The Project was also highly relevant to all 17 of the UN-SDGs (as presented in Table 6), the UNDP Strategic Plan, the UNDP Country Programme Documents (CPD) in each of the three countries and relevant national development plans and sector-based plans in all the countries.

113. The TE assessed the Relevance of the Project as **Highly Satisfactory (HS)**.

TABLE 6: Relevance of the SDGs to the BCLME III Project

SDG	Relevance to the Project
	Directly relevant: <ul style="list-style-type: none"> • Sustainable livelihoods that address and prevent poverty are dependent on a healthy, sustainable environment – including land, coastal and marine. • The livelihoods component of the project directly addressed poverty.
	Directly relevant: <ul style="list-style-type: none"> • Fisheries and mariculture are significant contributors to food security in all three BCC countries, especially for coastal communities. • The livelihoods component of the Project directly addressed food security.
	Directly relevant: <ul style="list-style-type: none"> • Healthy people need a healthy environment, including healthy coastal and marine environments. • Good health is strongly linked to SDGs 1 and 2, and also to SDG 6 on clean water and sanitation.
	Directly relevant: <ul style="list-style-type: none"> • Achieving ecologically sustainable coasts and oceans requires a well-educated population. • A population that is educated about the environment is more committed to protecting it. • The Project undertook a number of educational initiatives.
	Directly relevant: <ul style="list-style-type: none"> • An ecologically sustainable future can only be achieved with the full and equal participation of all gender groups. • The Project was effective at addressing gender issues, including developing a well designed Gender Policy & Action Plan for BCC.
	Directly relevant: <ul style="list-style-type: none"> • Discharge of non-sanitary wastewater to coastal and marine waters is a significant issue in all three BCC countries, and the Project attempted to demonstrate innovative solutions at the Swartkops Estuary in South Africa.
	Directly relevant (but not a part of the Project): <ul style="list-style-type: none"> • Continuing the push to expand renewable energy sources, especially solar, wind and ocean energy, is essential to addressing global climate change, which is the major threat to oceans, including the BCLME. • It is also essential if BCC countries are to become truly ecologically (and economically) sustainable.
	Directly relevant: <ul style="list-style-type: none"> • As per SDG 1. • Ensuring that the ecosystem services that are provided by the marine environment are well protected and sustainably managed is vital to jobs and economic growth of the nation.
	Directly relevant (but not significant part of the Project): <ul style="list-style-type: none"> • Environmental infrastructure is needed in order to address environmental issues, including waste management facilities, sewerage treatment plants and water treatment facilities. • The Project did not address this issue, and the investments required are orders of magnitude greater than the Project budget.
	Directly relevant: <ul style="list-style-type: none"> • An ecologically sustainable future can only be achieved with the full and equal participation of, and equal flow of benefits to all sectors of society. • The Project attempted to demonstrate sustainable coastal livelihood projects in part to reduce inequalities but with limited success.
	Directly relevant: <ul style="list-style-type: none"> • Increasing, unplanned and poorly managed urbanization and over-crowding without adequate services and facilities is an emerging environmental problems in the coastal zones of all three BCC countries. • The Project did not address this issue, and the investments required are orders of magnitude greater than the Project budget.

SDG	Relevance to the Project
	Directly relevant: <ul style="list-style-type: none"> An ecologically sustainable future can only be achieved with a complete shift to a circular economy. The Project did not explicitly address this issue.
	Directly relevant: <ul style="list-style-type: none"> Climate change is the most significant externally imposed environmental issue, with major implications for the ecological health of the BCLME, and fisheries production.
	Directly relevant: <ul style="list-style-type: none"> The Project is a marine project and addresses all elements of SDG 14 under an integrated, cross-sectoral approach.
	Directly relevant: <ul style="list-style-type: none"> Unsustainable land-use practices in coastal and up-land areas can be a major source of impacts on marine ecosystems. Terrestrial catchments drain into rivers, which in turn drain to the sea, and several major African rivers discharge into the BCLME, including the Orange River and the Congo River. The Project did not explicitly address this issue.
	Directly relevant: <ul style="list-style-type: none"> Peace and justice include environmental governance. When peace, justice and environmental governance are lacking in a country, there is an increased tendency towards uncontrolled and unsustainable exploitation of environmental resources. The overall objective of the Project included improving coastal zone and ocean governance in all three BCC countries.
	Directly relevant: <ul style="list-style-type: none"> The future sustainability of the BCLME cannot be secured without effective partnerships to achieve all SDGs cooperatively and collaboratively.

3.3.3 Effectiveness

114. The effectiveness of a project is closely linked to the progress towards objectives and outcomes, which^[11] as described in section 3.3.1 was not very high for the Project (around 60%). In addition, effectiveness goes beyond ‘quantity’ – the number of activities undertaken, outputs delivered and indicators achieved, to also consider ‘quality’ – whether or not the outputs had a measurable, positive impact ‘on-the-ground, such as reducing environmental pressures and stressors, improving environmental quality, improving sustainable livelihoods of local communities and/or increasing capacity and skills.

115. The TE assesses that some key aspects of the Project were successful and effective, including *inter alia*:

- Improved, more integrated, inter-sectoral government coordination, planning and decision-making, through the national inter-sectoral committees (equivalents in each country), have been the most significant and beneficial achievement of the Project.
- Development of national ocean policies/blue economy strategies for the three countries was a significant beneficial achievement of the Project (South African plan is still under development with co-financing from the nationally-funded Operation Phakisa).
- Various regional BCC Committees and Working Groups supported by the project were also reported to be effective, especially in promoting greater coordination and cooperation on technical and scientific issues between the countries, although there are concerns about their sustainability post-Project.
- Facilitation and operationalisation of the Compliance Committee has been particularly useful.
- The Governance Baseline Assessment (GBA) was very useful, including in identifying gaps and needs in

each country, and initiating the development of harmonized regional guidelines on offshore oil and gas, marine mining and waste discharges / micro-plastics. These are still to be formally adopted and implemented.

- f) The Regional Integrated Information and Monitoring System (RIIMS) is also effective, directly responds to a clear need, is well designed and structured and is already being used by stakeholders in each country, with very positive feedback received from stakeholders during the TE (<https://www.benguelacc.org/riims/>).
- g) The Project was effective in developing a revised BCC SAP and new NAPs, for future implementation (however, resources have not been secured to allow SAP / NAP implementation moving forward).
- h) The Project was very effective in responding to the major disruption of COVID, rapidly establishing a remote communications system at BCC and shifting to a remote work modality, allowing substantive work to continue.
- i) Some of the mid-scale national activities such as the development of management plans for two MPAs in South Africa, support for a major oil spill exercise and development of oiled wildlife plans in South Africa, and development of a ballast water bill in Namibia were effective. However, this country-specific approach was not consistent with the PRF, which required a coordinated, systematic, whole-of-LME approach to MPAs/EBSAs, oil spill preparedness and response and ballast water issues.
- j) The Project assisted with purchasing equipment needed for marine monitoring activities, thus enabling monitoring to continue after the Project closes (subject to funding).

116. The effectiveness of the Project has been diminished by the fact that there appears to have been a focus on 'ticking off' as many activities as possible, especially during the latter half of the Project and a 'rush towards the end', with somewhat less consideration with the quality of the activities and whether they will result in longer-term benefits.

117. The Project has planned to implement a number of pilot demonstration projects. Effectiveness of this component of the project is outlined below.

118. Angola - Baia dos Tigres Pilot Project: This project did not proceed, for reasons that the TE could not determine.

119. Angola - North Luanda Sustainable Artisanal Fisheries Pilot Project:

- It was supposed to support 17 communities but only worked in one community.
- The IC was not able to visit the site during the TE mission but was able to interview the relevant government officials responsible for the project (from IPA), the consultants engaged for the project, and also the leader of the Fisheries Cooperative (who came to Luanda). The latter was more interested in receiving assistance to develop the commercial aspects of his cooperative, such as the purchase of larger fishing boats and refrigerated trucks to deliver fish to market than in educating the fishermen and transitioning to more sustainable practices, which was supposed to be the focus of the project.
- Some stakeholders reported that the project did not achieve measurable changes on the ground. However, this project was a pilot intervention that tested an approach to improve artisanal fisheries management, to be used for lessons learning and identification of good practice. However, COVID-19 significantly disrupted this work, especially access to the community. This is an important issue to consider when assessing this pilot project because the community-based work requires regular interactions for an iterative capacity development approach.
- The consultants reported long delays caused by the government, and that the project was not properly coordinated with several other similar activities that were being implemented by the same agency for coastal communities in Angola. They also reported resistance to gender empowerment elements of the project by male members of the community (for traditional and cultural reasons).

120. Angola - Benguela Mussel Mariculture Pilot Project:

- The project did not result in a functioning mussel farming enterprise with actual employment of community members and ongoing sustainable business benefits to the local community, which was the expected result from the PRF.

- Initially, a Portuguese university was contracted to lead the project, followed by a researcher who left the same university to become a consultant, and the project was dominated by an academic research approach rather than a community development and commercial mussel production approach. The consultant visited the site from Portugal on an occasional basis, with high travel costs and allowing only intermittent technical inputs and oversight, thus constraining continuity and productivity. To be successful this project required dedicated mariculture and community development experts to be based on-site full-time, to lead and guide the project on a day-to-day basis from beginning to end, including close oversight and training and capacity building, and to ensure continuity, productivity and sustainability.
- The TE found it incomprehensible that the Project contracted academic consultants from far-away Portugal to develop and lead this project when fellow BCC country South Africa has a major, long-established, highly successful mussel farming industry within the BCCLME region itself (in Western and Northern Cape Provinces). This Pilot Project may have been successful if it had embraced south-south cooperation between the two BCC countries and benefitted from South Africa's huge wealth of experience in this sector, in accordance with the transboundary cooperation objectives of BCC.
- The initial efforts did demonstrate rapid growth rates of mussels on lines. However, site selection and security were problematic and the mussel lines were repeatedly vandalized. A new raft structure was adopted for a follow-up trial – which is also unlikely to be sustainable as it is located in unsheltered waters that are exposed to the full-force of the South Atlantic and is likely to break apart in rough seas/storms.
- The project did not follow a logical sequence of interventions, with significant expenditure being made on training and equipping women from the community to process mussels, without a viable, sustainable mussel supply or a market being established first. This means that this training was a wasted effort, as come project end the woman will have nothing to apply their new skills to, and will just revert to their pre-project livelihoods. The project should have been implemented in more logical, sequential phases, starting with an initial feasibility assessment, including both technical and commercial feasibility (across multiple species), then establishing sustainable mussel production and supply, including training the mussel farmers, then the business plan including market and distribution logistics, then training the mussel processors and distributors once they had assured product and market to work with.
- Farming filter feeders such as mussels in the Benguela area also faced human-health and quality control issues, due to marine pollution from sewage and other discharges. This requires expensive and technically complex monitoring and quality control protocols – which are not appropriate for local communities and require the long-term involvement of the Benguela Marine Research Institute, with logistical demands and cost implications. In such settings, other species that are less affected by pollution such as seaweeds, abalone and finfish might be more appropriate.

121. Namibia - Swakopmund Artisanal Fish-shop Pilot Project:

- This project was not in the original PRF, and was added after Project Inception.
- However, although some funds were spent, this pilot project did not proceed past the concept stage, because a proper feasibility assessment was not made, including an assessment of the health of the target fishery (a key financial viability factor), there was no partnership arrangement in place, the community was not properly congregated, there was no socio-economic baseline.

122. South Africa - Swartkops Estuary Pilot Project:

- This project did have some successes including enhancing cooperation and coordination between estuary stakeholders through the local PSC, developing a Situation Analysis Report (SAR) for the estuary, and developing an Estuary Management Plan (EMP), which was formally adopted under the South African Integrated Coastal Management Act, and purchasing a small work-boat for the Swartkops Conservancy, for joint use with the government for on-water estuary conservation activities.
- Unfortunately, the project was also plagued by multiple failures including, *inter alia*:
 - unrealistic water quality improvement targets;
 - failure to address environmental and social safeguards in project planning and implementation;
 - lack of integrated, coordinated water quality monitoring and reporting;
 - diversion away from water quality objectives in the initial period (changed when the local Project

- Manager was changed);
- community rejection and vandalism of the SUD at one of the two sites;
- ineffective design and construction of the SUD at the other site;
- total failure of the artificial wetlands trial due to poor design and execution, and use of inappropriate, non-environmentally safe materials in their construction (plastics etc.);
- disenfranchisement of the Municipal Council, which was a vital stakeholder including being the operator of local waste water treatment plants, which are one of the main sources of pollution in the estuary;
- failure to engage effectively with the private sector industries around the estuary (this could have been addressed positively by developing a 'Green Award' incentive scheme for industries that showed improvement); and
- poor technical oversight of service providers.

123. The TE finds that most of the local-level pilot projects were not effective and had significant problems, due to ill-conceived project design, ineffective engagement with key local stakeholders, poor management and technical and financial oversight and other causes, as outlined in section 2.5.4 below.

124. The TE finds that despite some significant beneficial achievements of the Project, due to the significant weaknesses and deficiencies, the Effectiveness rating of the Project is **Moderately Unsatisfactory (MU)**.

3.3.4 Efficiency

125. Efficiency includes 'value for money', i.e. what has been achieved in terms of both quantity and quality for each dollar spent, or how much 'return on investment' has been achieved. The TE assesses that despite spending nearly US\$11 million (including a 12-month no-cost extension) much of the expenditure has not been used efficiently, in terms of delivering on the ProDoc Objective, Outcomes and Outputs – including the following:

- a) As outlined in section 3.3.1 overall, the Project achieved-, with proposed corrections for indicators, around 60% of the PRF indicators, and only fully achieved 31% of them and partially achieved 23% of them. Some important elements of Components 1, 2 and 4 were not implemented. Yet by Project end 100% of the circa \$11 million will be spent.
- b) Project expenditure on travel (airfares, DSA etc) was higher than initially planned. This is probably justifiable given the international nature of the Project and the need to support meetings of the BCC Committees and Working Groups, regional workshops etc.
- c) The Project held relatively high number of meetings and workshops with high travel and DSA costs, but with inadequate vetting and oversight of travel, which resulted in limited tangible outcomes and outputs from some of those meetings and workshops.
- d) There was a high expenditure on consultants. However, a quick review of a sample of consultancy reports and products found some to be of high quality but also some of surprisingly low quality and questionable value.
- e) Many reports and documents were only taken to 'draft' stage at time of TE and were not fully finalized, approved and/or adopted by BCC or National Governments (as relevant).
- f) As outlined in section 3.3.3 above, most of the local community Pilot Projects faced serious problems, and all were significantly over-spent, which equals a waste of funds (not efficient).

126. Given the above issues, and especially the major gaps in PRF implementation despite full budget expenditure, the TE finds that Project Efficiency was **Unsatisfactory (U)**.

3.3.5 Overall Project Outcome

127. The overall outcome of the Project is calculated in Table 7 below:

TABLE 7: Overall project rating

Assessment of Outcomes	Rating
Relevance	Highly Satisfactory
Effectiveness	Moderately Satisfactory
Efficiency	Unsatisfactory
Overall Project Outcome Rating	Moderately Satisfactory

[3.3.6 Sustainability](#)

[3.3.6.1 Financial Sustainability](#)

128. One of the most important measures of the success of any project is whether its outcomes and benefits will be continued, replicated and sustainable, and this requires the allocation of adequate post-project financial resources. The TE could find only partial evidence that there will be financial sustainability of outcomes and benefits for this Project. Although the PMU prepared a resource mobilisation strategy, there are still some risks to the financial sustainability of Project outcomes, namely:

- a) Component 4, which was focused on assessing the financial sustainability prospects, was only partially achieved and only some donors' funding or resources were secured to allow continuity, sustainability, scaling-up and replication of Project outcomes.
- b) Evidence has not been provided confirming national governments' funding commitments for NAP implementation.

129. The financial sustainability of the Project's outcomes and outputs is rated as **Moderately Likely (ML)**.

[3.3.6.2 Socio-political Sustainability](#)

130. Historically there appears to have been a reasonable level of social and political support in all three countries for the Project outputs, outcomes and benefits, and for BCC overall. However, there appears to be an increasing lack of awareness of, and decreasing interest in, the BCC in some countries, as evidenced by feedback during the TE, a lack of engagement during the TE and an increasing tendency to pursue national interests over transboundary LME cooperation.

131. There is a danger that if BCC-Sec does not urgently implement an ongoing awareness and engagement program, targeting senior government and political levels in all three countries, especially Angola and South Africa and especially following changes in government, the socio-political awareness of, support for and sustainability of BCC may become threatened.

132. Limited of socio-political commitment also translates to a lack of financial sustainability – which is the primary threat to the ongoing sustainability of BCC.

133. The socio-political sustainability is rated as **Moderately Likely (ML)**.

[3.3.6.3 Sustainability of Institutional and Governance Arrangements](#)

134. The institutional and governance arrangements for BCC are well established in the form of the Convention itself and the supporting Ministerial Conference, Commissioners, Committees, BCC-Sec, SAP etc.

135. However, these arrangements do suffer some problems and issues and require certain reforms, as outlined in section 3.2.6.

136. The BCC institutional framework and governance arrangements are also constrained by a lack of financial sustainability, and an increasing lack of social and political support, as outlined above.

137. Overall the TE assesses that there are moderate to possibly high risks to socio-political sustainability.

138. The TE rates the sustainability of institutional framework and governance as **Moderately Likely (ML)**.

3.3.6.4 Environmental Sustainability

139. One of the main objectives of the Project and BCC overall is to enhance environmental sustainability, so this issue should be positive.

140. However, despite the intended national and local-level environmental benefits of the project, the three countries are subject to the overarching impacts of global climate change, and their coasts and waters are subject to pressures from IUU fishing, proposals for further development and expansion of offshore oil and gas and marine mining, new industries such as coastally-located hydrogen plants, and other external factors, which could overwhelm any national and local-level environmental benefits of the Project.

141. The environmental sustainability of the Project is **Likely (L)**.

3.3.6.5 Overall Likelihood of Sustainability

142. The overall likelihood of the Project's sustainability is presented in Table 8 below.

TABLE 8: Overall likelihood of sustainability

Sustainability	Rating
Financial resources	Moderately Likely
Socio-political	Moderately Likely
Institutional framework and governance	Moderately Likely
Environmental	Likely
Overall likelihood of Sustainability	Moderately Likely

3.3.7 Country Ownership

143. All three countries have sectoral strategic plans in place that enable working towards national development targets. Countries have improved their policy, legislative and institutional frameworks since adoption of SAP, which demonstrates their commitment to protecting the marine environment. The project concept has embraced the three governments' initiatives and commitments and a number of development objectives have been integrated into the Project's outcomes and outputs. However, the project's outcomes and outputs have not yet been incorporated into national sectoral and integrated development plans as this is usually the result of a lengthy political process. However, a number of the project's outputs are in line to be integrated in the near future.

144. While all the governments have pledged co-financing of the project, the reported co-financing, even as in-kind, at the time of TE was less than satisfactory. This fact somehow diminishes the level of countries' commitment and, consequently, reduces the level of their ownership of the project.

145. Countries' representatives were involved in the overall project identification, planning and implementation as well as in the national pilot demonstration projects. Equally so, the governments' representatives were involved in the deliberations of the Project Steering Committee.

146. While there were no intergovernmental committees established to liaise directly with the Project, in all three countries the National Intersectoral Committees (NIC) were established to assist in implementation of SAP and, consequently, were indirectly involved with the Project and its implementation.

3.3.8 Gender Equality and Empowerment of Women

147. As outlined in section 3.1.6 the TE finds that the Project design included a high level of gender responsiveness, with gender issues (and social inclusion issues more generally) being integrated throughout the ProDoc.
148. Similarly, the TE finds that during actual Project implementation gender issues were very well addressed, including:
- a) Commissioning the BCC Regional Gender Situational Analysis Report 201;
 - b) Developing a BCC Gender Policy & Action Plan (for BCC's overall) (the TE finds this to be very well structured with Theory of Change, Logical Framework and M&E plan);
 - c) Supporting the Africa Women in Maritime (WIM) initiative; and
 - d) Ensuring that gender issues were integrated into all national / local-level activities that were supported by the Project.
149. It was agreed through the PSC that the Project would not develop national gender strategies as all three countries already have well-developed gender strategies.
150. There were some areas where gender issues faced challenges / could have been better addressed, including *inter alia*:
- a) There was resistance to the involvement of women at the Luanda Sustainable Artisanal Fisheries Pilot Project, due to traditional cultural factors; and
 - b) Component 3 on Capacity Building and Training did not include any explicit gender and social inclusion elements. Capacity building and training is an area where significant work on gender and social inclusion is required, for example promoting female students in Science, Technology, Engineering and Mathematics (STEM) educational and career pathways.
151. During the TE country missions the IC observed a high degree of participation and representation of women at all levels and across all activities, including many senior leadership roles being held by women, as follows:
- a) 100% of UNDP staff interacted with were female, including the Namibia CO Resident Representative, Deputy Resident Representative, Programme Specialist, Programme Associate, M&E Specialist and the RTS (the TE assesses this as a negative, and it represents gender dominance rather than balance - ideally the UNDP team should be around 50/50 female/ male).
 - b) Two of the three BCC Commissioners are female, and the current Chair is female.
 - c) Six of the 11 BCC-Sec staff members are female (more than 50%), and the AES is female.
 - d) Three of the seven PMU staff members are female (nearly 50%), and the first PM was female, making it just over 50% during the first half of the Project.
 - e) Females were in key positions at some of the community-level Pilot Projects, including the PM for the Swartkops Estuary project and the community leader for the Benguela mariculture project, and all Pilot Projects sought to increase the involvement of women and youth.
152. During the TE country missions the IC observed that all meeting attendance registers included disaggregating data on gender and age groups (the latter to enable tracking of attendance by youth).
153. More than 50% of stakeholders who submitted TE Questionnaires and were interviewed by the IC were female.
154. Overall the TE assesses that gender equality and empowerment of women was one of the most successful aspects of the Project, and provides a best-practice model for other projects.

3.3.9 Catalytic/Replication Effect

155. The GEF defines the catalytic or replication effect of projects as one of the operational principles for the development and implementation of the GEF work program. The GEF funds projects in such a way that they attract additional resources, pursue strategies that have a greater result than the project itself, and/or accelerate a process of development or change. It recognizes that its support is catalytic if it does not achieve impact on its own but rather in collaboration with its partners, especially through follow-up actions by governments and other agents at different scales. The review of the catalytic effect of this project is to consider the extent to which the project has demonstrated: (a) scaling up of the project achievements, (b) replication, (c) demonstration(s), and (d) the production of a “*public good*”.
156. The ProDoc did not envisage development of an exit strategy *per se*, however, the Resource Mobilisation Strategy contains elements of the exit strategy. Also, the PIF stated that the proposed interventions offer high potential for scaling up in the BCLME region and beyond. This issue was not pursued so actively during the project implementation and not much evidence exists that Project’s interventions were replicated elsewhere. Also, the effective life of the project has not been long enough to see any catalytic effects or replication and upscaling. However, the TE finds that the project’s results show a clear path towards replication and scaling up and it is expected that the lessons learned and positive experiences will be taken further and applied to other areas in the region and elsewhere as well as in the next iteration of the project.

3.3.10 Progress to Impact

157. Unfortunately, neither PIF nor ProDoc contains the Theory of Change diagram where the intermediate and long-term impacts of the Project’s interventions would be indicated. The objective of the project (To realize the long-term conservation, protection, rehabilitation, enhancement and sustainable use of the Benguela Current Large Marine Ecosystem to provide economic, environmental and social benefits and wellbeing of people in the BCLME region) offers a clue what might be the long term impact of the Project. However, the effective life of the project has not been long enough to see any catalytic effect or replication and upscaling and there is insufficient data to make conclusions regarding the effectiveness of solutions implemented in demonstration projects.
158. While the environmental stress reduction impacted by the Project’s interventions are not easy to detect due to relatively short life of the project, the capacities of the national institutions and individuals to manage marine and coastal ecosystems in the BCLME region have been increased, which could be a guarantee for a long term positive change. The project made a positive contribution to the change of legal and regulatory frameworks for marine and coastal management, though some of the legal documents were not adopted yet because of a lengthy adoption process. Also, the project had increased stakeholder engagement and improved respective collaboration but did not succeed in better integration of private/business sector in its deliberation, which was considered as one of the cornerstones of a long-term project’s financial sustainability.
159. Contributions to improved socio-economic status and livelihood of coastal population were difficult to detect as these changes take time to detect. However, some positive aspects of the demonstration projects offer the changes that this change might take place in the future, in particular, if sustained efforts will be made to continue with the activities which have been carried out through three phases of the projects (BCLME I, II and III).
160. Finally, the project was successful in mainstreaming the gender issue in its activities. The participation of women in regional and national/local activities as well as the capacity building ones was relatively high.

4. MAIN FINDINGS, CONCLUSIONS, RECOMMENDATIONS AND LESSONS LEARNED

4.1 Main Findings

161. **Relevance:** Overall, the Project is highly relevant across a range of issues, none the least because the need to develop blue economy gained significance as part of the post-COVID economic recovery in the three BCC countries. The project responds to the need expressed by the highest political level in the countries to improve ocean protection and harness marine resources for climate-resilient sustainable blue economies. The Project refreshed the relevance of the BCC TDA and SAP against current international and regional issues and contexts by supporting their review and update. The Project also addressed requests from each country to make the Project more relevant to national needs and priorities through the re-alignment of some national activities even if the GEF funding was primarily designed to support transboundary LME governance. The inclusion of local-level Pilot Projects was welcomed by the national and local governments and the local communities as being highly relevant to the need to develop alternative sustainable livelihoods for coastal communities and reduce marine environmental pressures from some currently unsustainable ocean-based livelihoods. Finally, the Project was highly relevant to all 17 of the UN SDGs, the UNDP Strategic Plan, the UNDP Country Programme Documents in each of the three countries and relevant national development plans and sector-based plans in all the countries.
162. **Effectiveness:** The effectiveness of the Project was not very high (around 60% of fully or partially achieved indicators). In some key aspects, the Project was successful, such as in: developing improved, more integrated, inter-sectoral government coordination, planning and decision-making, through the national inter-sectoral committees; developing national ocean policies / blue economy strategies for the three countries; establishing regional BCC Committees and Working assisting in promoting greater coordination and cooperation on technical and scientific issues between the countries; developing Governance Baseline Assessment (GBA), including in identifying gaps and needs in each country, and initiating the development of harmonized regional guidelines on offshore oil and gas, marine mining and waste discharges / micro-plastics; establishing Regional Integrated Information System (RIIMS); developing a revised BCC SAP and new NAPs, for future implementation, etc. However, the effectiveness of the Project has been diminished by the fact that there appears to have been a focus on 'ticking off' as many activities as possible, especially during the latter half of the Project and a 'rush towards the end', with somewhat less consideration with the quality of the activities and whether they will result in longer-term benefits. Also, most of the local-level pilot projects were not effective and had significant problems, due to ill-conceived project design, ineffective engagement with key local stakeholders, poor management and, technical and financial oversight and other causes.
163. **Efficiency:** The Project had a late start it has been affected by the unexpected occurrence of the COVID-19 pandemic. Negative impacts of these events could not be corrected by the one-year no-cost extension. In spite of the above, it must be mentioned that portions of the expenditure were not used efficiently in terms of delivering on the Project's Objective, Outcomes and Outputs. Some important elements of Components 1, 2 and 4 were not implemented. Logistical aspects of the project were not carried out very efficiently, namely travel, meetings and workshops, and consultants.
164. **Sustainability:** Overall, the sustainability of the Project is moderately likely. Although the PMU prepared a resource mobilisation strategy, there are still some risks to the financial sustainability of Project outcomes. While, historically, there appears to have been a reasonable level of social and political support in all three countries for the Project outputs, outcomes and benefits, and for BCC overall there appears to be an increasing lack of awareness of, and decreasing interest in, the BCC in some countries, including at senior government and political levels. Institutional and governance arrangements for BCC are well established in the form of the Convention itself and the supporting Ministerial Conference, Commissioners, Committees, BCC-Sec, SAP etc. However, these arrangements do suffer some problems and issues and require certain reforms. Also, the BCC institutional framework and governance arrangements are constrained by a lack of financial sustainability and limited social and political support. Finally, despite intended national and local-level environmental benefits of the project, the three countries are subject to the overarching impacts of global climate change, and their coasts and waters are subject to pressures from IUU fishing, proposals for further development and expansion of offshore oil and gas and marine mining, new industries such as coastally-located hydrogen plants, and other external factors, which could overwhelm any national and local-level environmental benefits of the Project.

165. **Progress to Impact:** In the situation when the Theory of Change, where the intermediate and long-term impacts of the Project's interventions would be indicated, was not developed it was the objective of the project (To realize the long-term conservation, protection, rehabilitation, enhancement and sustainable use of the Benguela Current Large Marine Ecosystem to provide economic, environmental and social benefits and wellbeing of people in the BCLME region) that offered a clue what might be the long term impact of the Project. On the other hand, the effective life of the project has not been long enough to see any catalytic effect or replication and upscaling as well as change in the environmental status of BCLME coastal and marine ecosystems and there is insufficient data to make conclusions regarding the effectiveness of solutions implemented in demonstration projects. The transformational activities of the Project resulted in an increase in capacities of the national institutions and individuals to manage marine and coastal ecosystems in the BCLME region, which could be a guarantee that a positive change will take place in the long term. The project made a positive contribution to the change of legal and regulatory frameworks for marine and coastal management, though some of the legal documents were not adopted yet because of a lengthy adoption process. Also, the project had increased stakeholder engagement and improved respective collaboration but did not succeed in better integration of private/business sector in its deliberation, which was considered one of the cornerstones of a long-term project's financial sustainability. Contributions to improved socio-economic status and livelihood of coastal population were difficult to detect as these changes take time to detect. However, some positive aspects of the demonstration projects offer the changes that this change might take place in the future, in particular, if sustained efforts will be made to continue with the activities which have been carried out through three phases of the projects (BCLME I, II and III). Finally, the project was successful in mainstreaming the gender issue in its activities. The participation of women in regional and national/local activities as well as the capacity building ones was relatively high.

4.2 Conclusions

166. The Project is highly relevant for all three participating countries and it is aligned to their relevant national policies and development plans. The project has built on two previous phases, which resulted in development and adoption of TDA and SAP and the strengthening of the Benguela Current Convention through implementation of SAP. Phase III aimed to consolidate the achievements of the two earlier phases and deliver sustainable stress reduction activities across all sectors with a strong emphasis on capacity building and institution strengthening. The planned project's duration was just 5 years but it got a no-cost extension for 12 additional months. The total GEF funding was USD 10,900,000 with planned co-financing of USD 135,000,000.

167. The Project's design is overly ambitious and complex with an extraordinarily high number of indicators to be monitored, which only added to the initial complexity of the project's design. This has negatively affected the monitoring and evaluation of the Project's implementation.

168. The Project has led to valuable advancement in management of important BCLME coastal and marine ecosystems, although a number of activities were not fully implemented, in particular by strengthening legal framework for sectoral management based on SAP recommendations. Management of pilot demonstration projects in participating countries was less successful, and that has proven to be one of the weaknesses of the project. Some of the pilot projects were not implemented or started at all. This aspect should be improved at next iteration of the project. Project was successful in stakeholder engagement except in the business/private sector. More details on the Project's evaluation and overall rating are provided in Table 9 below.

169. Table 9 presents the evaluation ratings including the evidence to support ratings.

TABLE 9: Summary of Evaluation Ratings

Monitoring & Evaluation (M&E)	Rating	Reasons for Rating
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M&E design at entry	Moderately Satisfactory	<p>Generally, meets standards but with some shortcomings:</p> <ul style="list-style-type: none"> • ProDoc contains a properly developed M&E plan in accordance with UNDP-GEF requirements. • However, does have some shortcomings in that: <ul style="list-style-type: none"> - Extremely high number of indicators, which was difficult to monitor; - some of the Verifiable Indicators are not SMART; and - Component 5 on Project Management did not include Outcomes, Outputs, Targets and Verifiable Indicators for the PMU (which should be an essential element of any project M&E plan).
M&E implementation	Moderately Unsatisfactory	<p>Observed shortcomings:</p> <ul style="list-style-type: none"> • M&E was poorly addressed until the appointment of a part-time M&E specialist in 2019/2020, replaced by a second part-time specialist in the last nine months of the project. • Several tracking tools were developed by the M&E specialist but not used by PMU. • There were delays in providing the M&E specialist with disaggregated data for assessment of PRF progress. • QPRs, APRs, PIRs etc tended activity-based rather than results-based reporting, and a lack of quantitative reporting against PRF targets and indicators. • QPRs, APRs, PIRs etc had a tendency towards long-winded, highly descriptive narrative reporting, rather than hard, verifiable data on actual performance. • PMU, BCC-Sec and UNDP did not undertake sufficient physical verification and oversight of local-level activities. • MTR report was very poorly constructed and written –it was of such a poor standard that it is highly surprising that it was accepted/approved by UNDP. • PMU did not engage the ‘Annual Progress-Chasing Consultancy’ that was part of the M&E plan. • PMU did not perform co-finance monitoring & reporting, as required by GEF policy. • PMU did not provide an updated GEF IW Tracking Tool to the TE, as required by GEF policy, despite multiple requests from the TE.
Overall Quality of M&E	Moderately Unsatisfactory	
Implementation and Execution	Rating	Reasons for Rating
Quality of UNDP Project Implementation / Oversight	Satisfactory	<p>Meets standards but some areas for improvement:</p> <ul style="list-style-type: none"> • Despite limited staff resources in the Namibia CO – BCC-Sec and PMU reported that UNDP was always highly supportive and responsive. • UNDP was very capable of ‘adaptive management’ and solving problems and challenges when they arose. • When project commencement was initially delayed, UNDP initiated “accelerated implementation measures” to kick start implementation, including direct recruitment of some key PMU staff. • During TE when 100% remote methods were not successful in securing sufficient responses from the 3 national governments, UNDP rapidly secured funds to enable the TE consultant to undertake country visits. <p>Some areas where UNDP could improve include, <i>inter alia</i>:</p> <ul style="list-style-type: none"> • Closer oversight of national and local-level activities, including better use of all three COs to this end. • End the practice of requiring unspent funds to be returned to UNDP at the end of each quarter, which caused unnecessary delays to project activities, and allow BCC-Sec to keep unspent funds and simply reconcile against (deduct from) the next 3-month replenishment. • Improve the ‘visibility’ of UNDP and its role in the project at national and local levels. • Ensure that the PM is physically based with the PMU.
Quality of Implementing Partner Execution	Moderately Unsatisfactory	<p>Some aspects meet expectations but some aspects have significant shortcomings:</p> <ul style="list-style-type: none"> • Overall, BCC’s administration and management arrangements are generally well developed, although several key areas cause blockages and delays that need to be reformed. • Overall, BCC-Sec/PMU was generally effective in handling procurement, consultant contracting, organizing meetings, workshops and similar events, organizing travel etc. – although sometimes delays and late, last-minute communications to stakeholders about events and activities. • Overall, most of the PMU worked extremely hard to deliver a very high volume of activities and outputs – with PMU staff being technically competent and highly dedicated and motivated (although some issues – see below). • Appointment of National Project Officers (NPOs) was very valuable and effective and should be continued as a permanent part of BCC-national arrangements. • Both the BCC-Sec and PMU demonstrated a high capacity for adaptive management to develop and implement solutions and corrective actions when problems and blockages arose – e.g. adoption of UNDP’s recommended ‘accelerated implementation measures’ when project start was delayed, and rapid transition to remote working, meetings and comms during COVID-19 restrictions – including installing remote conferencing IT at BCC. <p>Identified shortcomings include:</p> <ul style="list-style-type: none"> • The fact that BCC Executive Secretary (ES) is ‘Acting’ was reported as a constraint on major decision making and strategic leadership. • There are several key aspects of BCC’s management processes that cause blockages and delays that

		<p>need to be reformed, including:</p> <ul style="list-style-type: none"> - Lack of Commissioners' meetings due to personal schedules is a major constraint – like any similar international organization - meeting schedules should be set annually and stuck to – with Deputies attending if the primary Commissioner is not available. - BCC's practice of having country reps sit on procurement panels is a significant cause of delays, again as country reps are often not available. <ul style="list-style-type: none"> • Senior BCC staff reportedly spend most of their time attending workshops and meetings, and undertook limited technical work, even in their respective areas of expertise and experience, engaging expensive external consultants to undertake even relatively simple tasks such as training needs assessment which could have been done by the BCC Training & Capacity Manager. • BCC-Sec did not coordinate well across projects that it hosts (BCLME III, GIZ-MARISMA and FAO-Climate Change), resulting in duplication of activities and clashes of meetings and workshops. • BCC-Sec and PMU were not very successful in resource mobilization, despite that being a major ProDoc element with clear targets and indicators (Component 4). Most of Component 4 was not achieved and no funding or resources were secured to allow continuity, sustainability, scaling-up and replication of Project outcomes, ongoing implementation of the new BCC-SAP, and even basic operations of the BCC-Sec. Because nothing can occur without funding and resources, this Component should have been given extremely high priority by BCC-Sec and PMU right from the beginning – instead, it was largely ignored while many far less useful technical activities and consultancies were prioritised. One approach to address more effective resource mobilization could be to integrate training and capacity responsibilities into each BCC-Sec line manager, and replace the Manager - Training & Capacity Development with a dedicated, full-time, permanent Manager - Resource Mobilization. • PMU should take a proactive, planned, strategic approach and remain faithful to the ProDoc components and activities. • The performance of the PMU was constrained by the fact that the second PM did not base with the PMU team in the BCC-Sec offices in Swakopmund but worked from home in Windhoek. He was often 'out of contact' for Project communications and tasks for extended periods. Being 100% dedicated to the position and physically based in the PMU office should be a mandatory condition of any PM's contract.
Overall Quality of Implementation/Execution	Moderately Satisfactory	
Project Outcomes	Rating	Reasons for Rating
Relevance	Highly Satisfactory	<ul style="list-style-type: none"> • The project is highly relevant to the SDGs, the GEF Focal Area (IW), the objectives of the UNDAF, UNDP SP and UNDP CPDs for the 3 countries, and the mandate and objectives of BCC. • The project is highly relevant to national development and related policies and plans in each of the 3 countries. • The project is highly relevant to local coastal community needs and priorities.
Effectiveness	Moderately Unsatisfactory	<ul style="list-style-type: none"> • Despite undertaking a large number of different activities, the project did not have a very high rate of delivery when measured against PRF indicators and rate of expenditure. • In terms of rate of expenditure, the CDRs for 2018, 2019, 2020, 2021 and 2022 reported 35%, 81%, 41%, 162% and 303% respectively compared with planned expenditures in ProDoc. These are solid rates of expenditures, which show that the project has "recovered" from the COVID-19 "crisis". However, the AWP revised the budgetary elements and the expenditure rates compared to AWP were more balanced. <p>Some aspects meet expectations but some aspects have significant shortcomings:</p> <ul style="list-style-type: none"> • Improved, more integrated and inter-sectoral government coordination, planning and decision-making, through the national inter-sectoral committees (equivalents in each country) and development of national ocean policies / blue economy strategies (equivalents in each country) – has been the most significant achievement of the project. • The various regional (BCC) Committees and Working Groups supported by the project were also reported to be effective, especially in promoting greater coordination and cooperation on technical and scientific issues between the countries. • Facilitation and operationalisation of the Compliance Committee has been particularly useful. • The Governance Baseline Assessment (GBA) was very useful, including identifying gaps and needs in each country and initiating the development of harmonized regional guidelines on issues such as water quality, Oil and Gas exploration, marine mining etc. • The Regional Integrated Information and Monitoring System (RIMS) is also effective, directly responds to a clear need, is well designed and structured and is already being used by stakeholders in each country. • The project was effective in developing a revised BCC SAP and new NAPs, for future implementation (however, resources have not been secured yet to allow SAP / NAP implementation moving forward). • The project was very effective in responding to the major disruption of COVID, rapidly establishing a remote comms system at BCC and shifting to a remote work modality, allowing substantive work to continue despite COVID. • Some of the mid-scale national activities such as a major oil spill exercise and development of oiled

		<p>wildlife plans in RSA, development of a ballast water bill in Namibia and support to improve the sustainability of artisanal fisheries in Angola have also been effective.</p> <ul style="list-style-type: none"> The project also assisted with purchasing equipment needed for monitoring activities identified, thus ensuring that monitoring can continue after the project closed (subject to funding). <p>Some aspects have significant shortcomings:</p> <ul style="list-style-type: none"> The project has not fully followed the objectives and targets of the ProDoc and has failed to deliver on some key ProDoc elements (e.g. Components 2 & 4) while pursuing other 'niche' issues, which were not in the original design and are less beneficial / have less impact. The project somehow minimised the primary focus on supporting transboundary, regional cooperation between the three countries, consistent with the 'whole-LME' principle embodied in the project design, and became more of a source of funding for national-level activities. Most of the local-level Pilot Projects were not effective / had significant problems, due to ill-conceived project design, ineffective engagement with key local stakeholders, poor management and technical oversight and other causes e.g: <ul style="list-style-type: none"> Angola mussel mariculture project did not result in a functioning mussel farming enterprise with actual employment of community members and ongoing sustainable benefits to the local community. Namibia's artisanal fish-shop did not proceed past the concept stage. South Africa Swartkops Estuary project was plagued by multiple failures.
Efficiency	Unsatisfactory	<p>Major shortcomings:</p> <ul style="list-style-type: none"> Overall, the Project achieved-, with proposed corrections for indicators, around 60% of the PRF indicators, and only fully achieved 31% of them and partially achieved 23% of them. Some important elements of Components 1, 2 and 4 were not implemented. Yet by the Project end, 100% of the circa \$11 million will be spent. Project expenditure on travel (airfares, DSA etc) was higher than initially planned. This is probably justifiable given the international nature of the Project and the need to support meetings of the BCC Committees and Working Groups, regional workshops etc. The Project held a relatively high number of meetings and workshops with high travel and DSA costs, but with inadequate vetting and oversight of travel, which resulted in limited tangible outcomes and outputs from some of those meetings and workshops. There was a high expenditure on consultants. However, a quick review of a sample of consultancy reports and products found some to be of high quality but also some of surprisingly low quality and questionable value. Many reports and documents were only taken to 'draft' stage at the time of TE and were not fully finalized, approved and/or adopted by BCC or National Governments (as relevant). As outlined in section 3.3.3 above, most of the local community Pilot Projects faced serious problems, and all were significantly over-spent, which equals a waste of funds (not efficient).
Overall Quality of Implementation/Execution	Moderately Satisfactory	

Sustainability	Rating	Reasons for Rating
Financial sustainability	Moderately Likely	<p>Severe risks to financial sustainability:</p> <ul style="list-style-type: none"> The BCC-Sec and PMU only partially succeeded in resource mobilization – Resource Mobilisation Strategy was prepared but not many commitments from donors were secured. Evidence has not been provided confirming national governments' funding commitments to NAP implementation.
Socio-political sustainability	Moderately Likely	<p>Moderate risks to socio-political sustainability:</p> <ul style="list-style-type: none"> Historically there appears to have been a reasonable level of social and political support in all 3 countries for the Project outputs, outcomes and benefits, and BCC overall. However, there appears to be an increasing lack of awareness of, and decreasing interest in the BCC in some countries, as evidenced by feedback during the TE, a lack of engagement during the TE and an increasing tendency to pursue national interests over transboundary LME cooperation. There is a danger that if BCC-Sec does not urgently implement an ongoing awareness and engagement program, targeting senior government and political levels in all 3 countries, the socio-political awareness of, support for and sustainability of BCC may become threatened. Lack of socio-political commitment also translates to a lack of financial sustainability – which is the primary threat to the ongoing sustainability of BCC.
Sustainability of Institutional governance arrangements	Moderately Likely	<p>Moderate risks to institutional and governance sustainability:</p> <ul style="list-style-type: none"> The institutional and governance arrangements for BCC are well established in the form of the Convention itself and the supporting Ministerial Conference, Commissioners, Committees, BCC-Sec, SAP etc. However, these arrangements do suffer some problems and issues and require certain reforms. The BCC institutional framework and governance arrangements are also constrained by a lack of financial sustainability, and an increasing lack of social and political support, as outlined above.

Environmental sustainability	Likely	<p>Negligible risks to environmental sustainability (except for global and external influences):</p> <ul style="list-style-type: none"> • One of the main objectives of the Project and BCC overall is to enhance environmental sustainability, so this issue should be positive. • However, despite the intended national and local-level environmental benefits of the project, the 3 countries are subject to the overarching impacts of global climate change, and their coasts and waters are subject to pressures from IUU fishing, proposals for further development and expansion of offshore oil and gas and marine mining, new industries such as coastally-located green hydrogen plants, and other external factors, which could overwhelm any national and local-level environmental benefits of the Project.
Overall Likelihood of Sustainability	Moderately Likely	

4.3 Recommendations

170. The TE offers the following recommendations for consideration by the Project (Table 10). TE recommendations fall into two categories: specific recommendations referring to the Project and recommendations that refer to future programming of projects in the BCLME and beyond.

TABLE 10: Recommendations

No	TE Recommendation	Entity Responsible	Time frame
A	Recommendations for the Project		
A1	BCC-Sec, led by the Executive Secretary, should initiate a concerted and sustained effort to raise awareness about BCC in all three counties at all levels, using conventional mass media, and social media and including regular (at least biannual) personal visits to Ministers and senior government officials, especially following any changes in government	BCC-Sec	Permanent
A2	BCC-Sec should give high priority to engaging and partnering with all key private sector industries and businesses in the BCLME region to secure sustainability of Project's outcomes	BCC-Sec	Immediately
A3	While the project's exit strategy was not prepared, efforts should be made to achieve a smooth transition towards a post-project period in order to maintain the momentum and secure the sustainability of project's results	BCC-Sec	Immediately
A4	In order to facilitate access to the knowledge base generated during the Project's implementation, upload all technical documents produced with project support onto the project's portal	BCC-Sec	Immediately
B	Future Programming		
B1	Project designs should not be overly complex and ambitious, and should have a realistic and achievable number of components, outcomes, outputs and verifiable Indicators	UNDP	NA
B2	All projects should have clear, realistic and achievable objectives, outcomes, outputs and targets with SMART indicators in a properly structured PRF with a supporting M&E plan, which should be followed as the primary project management tool	UNDP	NA
B3	As it is a critical success factor, all future projects should select as a team leader a dedicated visionary person with appropriate experiences, technical and strategic capacities and competencies that include proven successful fundraising, establishing effective and functional partnerships (especially with the private sector), with inherent eagerness to learn, do research and to gain new skills to achieve the vision	UNDP BCC-Sec	NA
B4	Generate sufficient knowledge and understanding about co-financing among the project management and the relevant	UNDP GEF	NA

No	TE Recommendation	Entity Responsible	Time frame
	government ministries in the countries. This can eliminate any misunderstandings and misconceptions of what co-finance is and can gain the support of governments to monitor co-financing ongoing and to ensure government-led and supported co-finance reporting to GEF		
B5	Project implementation team should follow-up with the partners to determine an accurate level of co-financing committed to the project. GEF should consider a standardised approach to calculating co-financing to ensure that partners are calculating their commitments on the same basis	UNDP GEF	NA
B6	UNDP to undertake closer oversight of the Implementing Partner (IP) to ensure that all recommendations from independent financial audits are fully implemented by the IP within the timeframes recommended in the audit reports.	UNDP IP	NA
B7	All projects should have adequate levels of both technical and financial management, supervision and oversight, by appropriately qualified and experienced project managers plus independent evaluators and auditors	UNDP	NA
B8	All projects should properly address environmental and social safeguards, both during design and planning and during implementation	UNDP	NA
B9	Project design and planning should include close consultation with the local community, careful site selection and an assessment of local implementation capacity for pilot demonstration projects	UNDP	NA

4.4 Lessons Learned

171. The following are the lessons that can be applied to future UNDP- supported GEF-financed interventions:

- A project needs to have well thought through Theory of Change and Logical Framework, in order to direct the Project Implementation Teams on the right track to achieve the intended results and impact. If the Theory of Change is missing, it should be prepared early during the Inception Phase and discussed and approved during the Inception Workshop.
- Logical Framework and especially the indicators, baselines and targets will need to be discussed again in detail during the Inception Workshop, also given the fact that there is normally a significant time lag between project development, approval and “real” project start.
- It is of critical importance that PRF contains a manageable number of indicators to be monitored during the project’s implementation. An exceedingly large number of indicators, particularly when they are not of the same importance, can easily obscure the real progress towards the impacts.
- Emphasise in the project document the need for an early conceptualisation of the project’s exit strategy. This would lead to a transparent and well-informed exit strategy at the end of the project’s implementation, with clear and agreed responsibilities for action and follow up in order to sustain development achievements and results.
- Community involvement and support for pilot demonstration projects are crucial in local ecosystem projects.
- Successful communication and information strategy and a well-developed management information system make the project’s implementation transparent, increase trust in project actors and contribute to countries’ support of the project and implementation of its results increasing, thus, its sustainability level.
- Gender mainstreaming strategies are effective if they are developed in the early stages of the project in order to guide gender mainstreaming throughout the implementation process.

- In a complex project, a Project Manager with technical experience as well as management experience and a committed project implementation team are critical ingredients of the project's success. Furthermore, the PM should have sufficient authority to guide the project as part of the adaptive management process. The position should not be a wholly administrative role and he or she should have the responsibility to direct the activities, outputs and outcomes towards achieving the project objective.

ANNEX 1: PRF Verifiable Indicators Achievement Status at TE

Assessed by a joint review session of the TE IC, PM, Project M&E Specialist and Namibia NPO on 24 Nov 2022 at BCC-Sec offices in Swakopmund, and revised further by TE IC against PIRs and during the review and finalisation of the TE Report.

Each Indicator was allocated one of four scores:

- Achieved (A).
- Partially Achieved (PA).
- Not Achieved (NA).
- Unrealistic Indicator (UI).

Overall Project achievements were:

- Total No. of Indicators: **174**.
- Achieved: **54** (31%).
- Partially Achieved: **40** (23%).
- Not Achieved: **65** (37%).
- Unrealistic Indicator: **15** (9%).

Component 1 achievements were:

- No. of Indicators: **93**.
- Achieved: **22** (24 %).
- Partially Achieved: **25** (27 %).
- Not Achieved: **34** (36 %).
- Unrealistic Indicator: **12** (13 %).

Component 2 achievements were:

- No. of Indicators: **53**.
- Achieved: **25** (47 %).
- Partially Achieved: **6** (11 %).
- Not Achieved: **20** (38 %).
- Unrealistic Indicator: **2** (4%).

Component 3 achievements were:

- No. of Indicators: **12**.
- Achieved: **3** (25 %).
- Partially Achieved: **6** (50%).
- Not Achieved: **3** (25%).
- Unrealistic Indicator: **0** (0 %).

Component 4 achievements were:

- No. of Indicators: **16**.
- Achieved: **4** (25%).
- Partially Achieved: **3** (19%).
- Not Achieved: **8** (50%).
- Unrealistic Indicator: **1** (6 %).

Component 1: Improved Ocean and Coastal Governance.

Output	Verifiable Indicator	Status	TE Assessment			
			A	PA	NA	UI
Overall Project Objective Outputs: BCC fully supported in terms of staffing SAP Implementation priorities synchronised with Convention requirement On-the ground demonstrations of more effective and interactive stakeholder engagement and strengthening of the necessary partnerships for sustainability Development of stronger capacity within the region for ecosystem-based management, including appropriate training strategies Marketing and resource mobilisation with a strong focus on fiscal sustainability within the BCC and BCLME. This will include leveraging and promoting financial flow/investments that support and pilot real on-the-ground stress reduction processes	1. BCC has a full staff complement:	Achieved: <ul style="list-style-type: none"> Acting ES – ongoing issue for >4 years. 4 BCC staff salaries supported by Project – will be paid after the Project ends. 				
	2. Single work-plan & road-map:	Achieved: <ul style="list-style-type: none"> SAP updated – more integrated to Convention. Project workplans designed to implement SAP. 				
	3. Successful Pilot Projects completed with communities and private sector:	Partially achieved: <ul style="list-style-type: none"> Most Pilot Projects were partially successful with minor involvement of private sector. 				
	4. Capacity Development Trackers:	Partially Achieved: <ul style="list-style-type: none"> Spreadsheet developed – needs updating – no ongoing capacity tracking. 				
	5. Clear records of successful investments and returns from stress reduction activities by various stakeholders:	Unrealistic Indicator: <ul style="list-style-type: none"> Difficult indicator to address – stress reduction occurs over longer period. 				
	6. Approximately 5,000 linear km of Coastline in the LME under ICM and MSP and contributing to preventing further loss and degradation in most significant marine protected areas:	Partially achieved: <ul style="list-style-type: none"> Project has not supported ICM or MSP. Agreement that MARISMA does MSP – MARISMA pilot areas do not equate to 5,000 km. 				
	7. Approximately 1,000 sq. km identified and/or designated as EBSAs and/or MPAs with formal management processes and mechanisms in place:	Achieved: <ul style="list-style-type: none"> Project supported MPA plans in RSA >1,000km². MARISMA identified EBSAs as part of MSP process. 				
	8. BCC provides improved management to 100% of the coastline through SAP implementation and Benguela Current Convention:	Achieved: <ul style="list-style-type: none"> The Convention and SAP have always applied to the whole BCC countries' coastline. 				
Output 1.1.1: A detailed and expanded Full Governance Assessment undertaken (building on the preliminary Governance Baseline Assessment delivered during project preparation) to identify: A. More effective use of existing institutional, legal and policy instruments in support of SAP implementation and ecosystem-based management, B. Strategies for delivering these improvements; and C. Identifying and adopting options for long-term sustainability (including funding) of BCC and supportive national institutions.	9. Actions within the BCC (SAP) Implementation Plan and for domestication of the Convention are aligned and prioritised by BCC within one road-map/document with a clear monitoring structure and timed delivery, and adopted by the Commission through its Management Board (Commissioners):	Partially Achieved: <ul style="list-style-type: none"> Revised SAP and SAP Implementation Plan including M&E developed by project. Still to be adopted – at next Commissioners (March 23)(EAC tech review 8-9 Dec). 				
	10. Prioritised governance improvements and associated road-map for delivery and monitoring adopted by each country based on a review of the preliminary GBA as well as the above aligned single document (to include sustainability strategies and long-term fiscal arrangements):	Partially Achieved: <ul style="list-style-type: none"> NAPs drafted for all 3 countries. All 3 scheduled to be validated but may not be officially adopted by Govts by Project-end. 				
	11. Clear evidence presented back to BCC of improved institutional arrangements, legal and policy realignments within each country through annual monitoring and reporting to Management Board and Ministerial Council:	Partially Achieved: <ul style="list-style-type: none"> 3 governments have not yet implemented all improved institutional arrangements, legal and policy realignments identified by the GBA. 				
	12. Measurable stress reduction within the LME through confirmation of appropriate indicators adopted as part of the aforementioned roadmap. These indicators to be directly linked to ecosystem-based management and governance reforms and improvements and to include clear	Unrealistic Indicator: <ul style="list-style-type: none"> Cannot address indicator in Project timeframe – stress reduction occurs over longer period. 				

Output	Verifiable Indicator	Status	TE Assessment			
			A	PA	NA	UI
	examples of reduced coastal pollution and other stress reductions throughout the LME.	<ul style="list-style-type: none"> SOMER is developing stress-reduction indicators, inc links to SAP and for governance, for use in measuring stress reduction in future. 				
Output 1.1.2: Regional level sectoral correlation of policy and legal frameworks and Development, Adoption and Implementation of Regional and National level Codes of Conduct that include monitoring and compliance mechanisms.	13. Regional Standard Codes of Practices and/or Convention protocols adopted by the BCC through its Management Board for: <ul style="list-style-type: none"> Environmental Impact Assessment. Ecosystem Approach to Fisheries. Transboundary fish stock management. Hazardous spill response. 	Partially Achieved: <ul style="list-style-type: none"> GBA recommended the Project develop regional guidelines on: Offshore oil & gas, marine mining and waste discharges & micro-plastics – which were all developed and validated. EIA guidelines were not developed but elements of EIA included in the above. EAF being done by EAF-NANSEN program (Norway – co-financing) Transboundary fish stock management not developed (this should be a very high priority). Hazardous spill response not developed – could be included in oil spill support from the IMO-IPECA GI WACAF partnership. 				
	14. Joint monitoring and compliance processes adopted by BCC and its Management Board (and implemented through Cooperative Agreements) for: <ul style="list-style-type: none"> Transboundary fish stock assessment. Oil, gas and mining sector activities. Coastal development activities. 	Partially Achieved: <ul style="list-style-type: none"> Project has tried to initiate transboundary fish stock assessments but some pushback from the countries. Project has supported as hoc joint fisheries monitoring and compliance patrols, but not yet formalized into cooperative agreement and long-term program between countries. Project has initiated scoping study for a tri-lateral, joint Fisheries Monitoring, Control & Surveillance (MCS) Centre - should ideally be expanded to an integrated Maritime Domain Awareness (MDA) Centre covering all marine activities – not just fisheries. Project has developed regional guidelines on offshore oil & gas, but not yet formalized into cooperative agreement between countries for monitoring and compliance (will be an issue in future as offshore oil and gas developed near Namibia/South Africa maritime border – not an issue between Namibia and Angola as Angolan offshore oil and gas is in the north. Nothing on coastal development as this is a national issue – not transboundary. 				
	15. Full ratification/ accession by all BCC countries to the FAO Port State Measures Agreement:	Achieved: <ul style="list-style-type: none"> Done June-July 2022. 				
	16. Adoption of appropriate legislative instruments and administrative requirements necessary for effective implementation of Port State Measures:	Not Achieved: <ul style="list-style-type: none"> Countries are developing the necessary legislative instruments and administrative requirements. 				
	17. Formal Agreements negotiated, signed and implemented with SEAFO and FAO for combatting IUU within the region both at sea and through port state management measures:	Not Achieved: <ul style="list-style-type: none"> Initial discussions held between BCC and SEAFO and FAO but actual development Formal Agreements has not been initiated. 				

Output	Verifiable Indicator	Status	TE Assessment			
			A	PA	NA	UI
	18. Full feasibility study report and Business Plan for a regional MCS Centre for consideration and possible adoption by BCC Ministerial Conference and Management Board:	Achieved: <ul style="list-style-type: none"> Consultant engaged – aims to complete by end Dec 22. Should ideally be expanded to an integrated Maritime Domain Awareness (MDA) Centre covering all marine activities – not just fisheries. 				
Output 1.1.3: Regional consistency and compatibility of ecosystem monitoring programmes, to include appropriate indicators of stress reduction, environmental improvement and human welfare (food security, poverty, livelihoods, etc.) to enhance the LME-wide monitoring programme.	19. BCC Management Board adopts a Regional Ecosystem Monitoring Programme (REMP) with very specific Stress Reduction and Environmental/ Socioeconomic indicators and deadlines distributed to National Focal Institutions for adopt and implementation by member countries at the national level (see Outcome 1.2 below):	Not Achieved: <ul style="list-style-type: none"> SOMER has commenced with aim to be completed before Project end and will provide a foundation for a REMF. Some proposed indicators have been presented to EAC – need to be refined. Actual development, adoption and implementation of a functional REMF may be years away. 				
	20. Feedback to appropriate BCC bodies (Management board, etc.) on measurable improvements in the overall welfare of the LME and dependent communities:	Unrealistic Indicator: <ul style="list-style-type: none"> Unachievable indicator in Project timeframe. Individual stock reports from RSA (not from Project) indicate improvements in some fish stocks. 				
	21. Annual reports circulated in public domain (as part of the existing Data Management Policy and Protocol) highlighting measurable improvement as well as areas of urgent/priority action:	Unrealistic Indicator: <ul style="list-style-type: none"> Unachievable indicator in Project timeframe. RIMS has been established which a Data Management Portal for future development against this indicator. 				
Output 1.1.4: Regionally compatible Water Quality Standards and Monitoring Guidelines for pollution and biosafety developed and adopted through the Ecosystem Advisory Committee (in potential collaboration with appropriate global bodies such as IMO, WHO, etc.).	22. Adoption of regional WQS by BCC Management Board:	Achieved: <ul style="list-style-type: none"> Draft WQS developed – to be reviewed, finalised & adopted. 				
	23. Regional WQS formally adopted at national levels for implementation by appropriate national government institutions and/or mandated bodies:	Partially Achieved: <ul style="list-style-type: none"> Draft WQS developed – to be reviewed, finalised & adopted. 				
	24. National level feedback to BCC for monitoring purposes and for regular reporting:	Unrealistic Indicator: <ul style="list-style-type: none"> Unachievable indicator in Project timeframe. 				
	25. Annual reports circulated in public domain (as part of the existing Data Management Policy and Protocol) highlighting measurable improvement as well as areas of urgent/priority action:	Unrealistic Indicator: <ul style="list-style-type: none"> Unachievable indicator in Project timeframe. RIMS has been established which a Data Management Portal for future development against this indicator. 				
Output 1.1.5: Regional State of the Ecosystem Information System (SEIS) operational for State of Ecosystem reporting and providing input to adaptive management guidelines and early warning of large-scale variability (such as coastal erosion, harmful algal blooms, etc.).	26. Regional SEIS functioning within BCC or similar appropriate national/regional body as selected by countries:	Achieved: <ul style="list-style-type: none"> RIMS is up and running with positive feedback from stakeholders. SOMER has commenced with aim to complete by Project-end, which will provide baseline and indicators for future. 				
	27. Regular and comprehensive reporting from countries through NFIs to SEIS:	Partially Achieved: <ul style="list-style-type: none"> RIMS only just established and SOMER just commenced. Reporting from countries will occur in future. 				
	28. Regular reporting from the SEIS to the BCC MB and back to the countries to provide input to national adaptive management processes (see below):	Partially Achieved: <ul style="list-style-type: none"> RIMS only just established and SOMER just commenced. Reporting to BCC MB and countries will occur in future. 				

Output	Verifiable Indicator	Status	TE Assessment			
			A	PA	NA	UI
Output 1.1.6: Regional Coastal Sensitivity Atlas developed for BCC to guide coastal activities based on science and associated knowledge.	29. CSA reviewed and approved by appropriate BCC bodies including formal acceptance by Management Board:	Partially Achieved: <ul style="list-style-type: none"> BCC seeking cooperative agreement with GI-WACAF to undertake CSAs and other oil spill activities jointly. 				
	30. CSA used by BCC and partners to support the overall regional transboundary marine spatial planning process:	Not Achieved: <ul style="list-style-type: none"> CSAs not yet updated – see 29 above. 				
	31. CSA formal distributed to countries via NFIs:	Not Achieved: <ul style="list-style-type: none"> CSAs not yet updated – see 29 above. 				
	32. CSA used at national level by each country to support overall national spatial planning within the LME (i.e. basin and coast to edge of EEZ):	Not Achieved: <ul style="list-style-type: none"> CSAs not yet updated – see 29 above. If CSAs are updated in future they can feed into MSP (and vice-versa). 				
Output 1.1.7: Science-to-Governance process strengthened/adopted for the sustainable future of the BCLME through the BCC architecture.	33. Formal Science / Knowledge to Governance strategy and institutional arrangements adopted and under implementation by BCC MB:	Achieved: <ul style="list-style-type: none"> Science / knowledge to governance approach integrated into all Project and BCC activities. Revised SAP and role of EAC provide the formal science / knowledge to governance strategy and institutional arrangements. 				
	34. Advisory Reports to BCC MB on main conclusions and options for action arising from the Annual Science Forum:	Achieved: <ul style="list-style-type: none"> Countries agreed that Annual Science Forum is too frequent/not necessary – biennial is adequate. 1st Forum held Oct 2021 – conclusions and recommendations were presented to EAC and the next Commissioners meeting. Follow up Forums (next one due Oct 2023) need to be organized by BCC (no Project funding). 				
	35. BCC MBG actively involved in setting agenda and discussion topics for Annual Science Forum:	Achieved: <ul style="list-style-type: none"> Carried out via EAC. 				
	36. An Active BCC Peer Review Roster that can review and confirm trends and changes and link them to possible management options:	Partially Achieved: <ul style="list-style-type: none"> Peer Review Roster not established, but EAC and SF can play a review role. 				
	37. Results from the Economic Evaluations and Cost Benefits Analyses used as part of the development management options and decision-making:	Partially Achieved: <ul style="list-style-type: none"> Consultant has been engaged to develop the Economic Evaluations and Cost Benefits Analyses – aim to complete by Project end. Results will not be used as part of the development management options and decision-making within Project time frame. Data access barriers in Angola. 				
	38. Management Board advises the Ministerial Conference on Adaptive Management progress:	Not Achieved: <ul style="list-style-type: none"> No Ministerial Conference held during the Project timeframe, despite Convention requirement to hold biennially (this is an example of the dysfunctionality of BCC). 				
	39. Formal recommendations to BCC on further research and studies as feedback from MB and from Ministerial Conference:	Not Achieved: <ul style="list-style-type: none"> No Ministerial Conference held during the Project timeframe (as per 38 above). 				
	40. Best Lessons and Practices captured and shared with the regional and global LME and IW community:	Partially Achieved: <ul style="list-style-type: none"> Project has not made inputs to IW:Learn to date but plans to do by Project end. 				

Output	Verifiable Indicator	Status	TE Assessment			
			A	PA	NA	UI
		<ul style="list-style-type: none"> Project co-hosted side event at UNFCCC COP 27 in Nov 2022 with AUC / IOC / CCLME / ASLME on AU Blue Economy Strategy / IOC Decade of Ocean Science. 				
Output 1.2.1: The effectiveness and delivery of the National Intersectoral Committees (NICs) strengthened within each country.	41. A single, harmonised generic Terms of Reference adopted by BCC and its Management Board to guide the establishment and activities of the National Intersectoral Committees in each country:	Achieved: <ul style="list-style-type: none"> Each country 'adapted' the ToR to their national settings. 				
	42. Each country formally adopts a National Intersectoral Committee with responsibility for taking action on SAP and Convention implementation at the national level:	Achieved: <ul style="list-style-type: none"> Each county has such a committee and also NAPs. 				
	43. Annual Briefing Reports provided by countries via the Management Board on the role and activities of the NICs:	Achieved: <ul style="list-style-type: none"> Countries report via their commissioners. The ASLME PSC also provides a model for consideration by BCC. 				
Output 1.2.2: National Strategies for SAP implementation developed and adopted by each country (including adoption and implementation at the national level of the regional codes of conduct, monitoring programmes water quality standards and other adopted stress reduction policies and legislation arising from Outcome 1.1 and captured nationally by Output 1.2.4 below).	44. Each NIC is implementing an adopted road-map with appropriate indicators (including verifiable indicators of stress reduction and environmental/ socioeconomic improvement) and associated, agreed budget and monitoring strategy:	Not Achieved: <ul style="list-style-type: none"> NAPs have only just been developed – countries not yet implementing 				
	45. Annual Monitoring of implementation and delivery (using adopted indicators) is reported formal through NICs and BCC MB:	Not Achieved: <ul style="list-style-type: none"> NAPs have only just been developed – countries not yet implementing 				
Output 1.2.3: A National Science-to-Governance process strengthened and implemented using the NICs and other appropriate and nationally-agreed institutional interactions in support of the effective implementation at the national level of the Adaptive Management and Policy Decisions agreed at the BCC and/or national level.	46. Formal procedures adopted and implemented by NICs (from a standard format ToR approved by BCC MB) for translating technical and scientific data into adaptive management guidance. This to include a Scientific Review Panel or similar structure:	Not Achieved: <ul style="list-style-type: none"> NAPs have only just been developed – countries not yet implementing Also refer above science for governance Indicators 33 & 34. 				
	47. Formal delivery of management options/scenarios and potential policy options from NICs to appropriate government departments:	Not Achieved: <ul style="list-style-type: none"> NAPs have only just been developed – countries not yet implementing. Also refer above science for governance Indicators 33 & 34. 				
	48. Review of national-level SAP Implementation and domestication of Convention undertaken by each NIC every 24 months and reported back to BCC MB:	Not Achieved: <ul style="list-style-type: none"> NAPs have only just been developed – countries not yet implementing. 				
Output 1.2.4: Adoption and Implementation (including associated strengthening and realignment of legislation and administrative support) at the national level of regionally-developed sectoral approaches and reforms along with consistent codes of conduct as well as data and information processes (e.g. national ecosystem monitoring programmes and water quality standards).	49. National level adoption and implementation of the regionally-correlated Codes of Conduct along with any requisite legislative and administrative improvements and strengthening:	Not Achieved: <ul style="list-style-type: none"> GBA guidelines (see Indicator 13) not yet adopted nationally. 				
	50. Adoption and implementation by countries of national ecosystem monitoring programmes (including water quality standards for monitoring) in line with regional agreements for ecosystem monitoring:	Partially Achieved: <ul style="list-style-type: none"> Capacity built & support provided to countries to do this. To be built further after SOMER / indicators on RIMS – will provide basis for REMP (subject to future funding). 				
	51. National ecosystem monitoring programmes implemented and functional and include measurable & verifiable indicators of stress reduction and environmental & socioeconomic indicators of sustainable development):	Partially Achieved: <ul style="list-style-type: none"> Future action subject to funding – Project has provided some building blocks. 				
	52. Monitoring and compliance programme for same in place along with long-term budgeting:	Partially Achieved:				

Output	Verifiable Indicator	Status	TE Assessment			
			A	PA	NA	UI
		<ul style="list-style-type: none"> Future action subject to funding – Project has provided some building blocks. 				
	53. NICs reporting back to BCC MB on status of all of above with BCC providing feedback and advise on delivery and any adaptive processes required:	Partially Achieved: <ul style="list-style-type: none"> Future action subject to funding – Project has provided some building blocks. 				
Output 1.2.5: National Policy-Level Briefing Documents on Blue/Ocean Economy developed, based on Results and Conclusions from Regional Economic Valuation and Cost-Benefit Analysis and distributed through NICs.	54. NICs adopt Briefing Documents on National Blue/Ocean Economy Status and road-map:	Achieved: <ul style="list-style-type: none"> Project provided Briefing Documents to all three NICs. 				
	55. Briefing Documents used in national marine spatial planning process by appropriate government bodies with feedback to BCC via Management Board:	Achieved: <ul style="list-style-type: none"> All MSP was handed to MARISMA Project. 				
Output 1.2.6: Sustainable fisheries promoted through eco-labelling and by-catch reduction at the national level, and to identify best practices and ‘pilot’ partnerships/demonstrations that can be replicated as appropriate.	56. Partnership agreements adopted and signed for sustainable fisheries in the BCLME and lodged with BCC:	Partially Achieved: <ul style="list-style-type: none"> Agreement with SEAFO still being developed. Project supported Namibia to gain MSC for Hake, but requires joint management with RSA (same stock), which Namibia is resisting. 				
	57. Sustainable fisheries pilot programme running successfully under partner management and including regional eco-labelling and bycatch reduction activities:	Partially Achieved: <ul style="list-style-type: none"> As per 56 above plus - BCC-EAF-NANSEN-FAO annual joint surveys. Project supported Nam Nature Foundation to address seabird mortality from longliners. 				
	58. Formal reporting back to BCC (including Science Forum) on success and challenges of the ‘sustainable fisheries through ecosystem labelling’ programme:	Unrealistic Indicator: <ul style="list-style-type: none"> Not realistic in Project timeline – ‘sustainable fisheries through ecosystem labelling’ needs to be operational before formal reporting can occur. 				
Output 1.2.7: Women’ empowerment in the ocean and coastal governance field promoted through the support to the implementation of the gender mainstream strategies in respective countries in the maritime/fisheries sectors.	59. Comprehensive gender analysis completed for the BCLME region and its institutions and governance mechanisms:	Achieved: <ul style="list-style-type: none"> BCC commissioned the BCC Regional Gender Situational Analysis Report 2019. Project developed a BCC Gender Policy & Action Plan (for BCC s overall) (TE finds it to be very well structured with Theory of Change, Logframe and M&E plan). Project supported the Africa Women in Maritime (WIM) initiative. 				
	60. National gender mainstreaming strategies approved and distributed by NICs (with appropriate indicators as noted in main ProDoc text):	Achieved: <ul style="list-style-type: none"> It was agreed through PSC that the Project would not develop national gender strategies as all three countries already have well-developed gender strategies. The Project ensured that gender issues were integrated into all national / local-level activities. 				
	61. Formal support from BCC Management Board for national recommendations on gender mainstreaming strategies (including training programmes and website facilities):	Achieved: <ul style="list-style-type: none"> It was agreed through PSC that the Project would not develop national gender strategies as all three countries already have well-developed gender strategies. The Project ensured that gender issues were integrated into all national / local-level activities. 				
	62. Provide support to an ‘umbrella’ organisation or gender NGO that can promote gender mainstreaming issues and practices:	Achieved: <ul style="list-style-type: none"> Project supported the Africa Women in Maritime (WIM) initiative. 				

Output	Verifiable Indicator	Status	TE Assessment			
			A	PA	NA	UI
Output 1.3.1: National Governance Pilots as progenitors for adoption and implementation of countrywide integrated coastal and marine spatial planning and management mechanisms in line with LME regional SAP implementation and domestic application of the BC Convention.	Angola Pilot Area 1 - Luanda Artisanal Fisheries - Indicators:					
	63. Community level management organisations established within 17 communities within the Luanda province:	Partially Achieved: <ul style="list-style-type: none">The Pilot Project assisted only one community just north of Luanda City – no other communities, let alone 17, throughout the Province.				
	64. Spatial mapping and planning finalised and implemented:	Not Achieved: <ul style="list-style-type: none">Spatial mapping and planning was not undertaken for the Pilot Project area.				
	65. A Sustainable Economic Development Strategy adopted and implemented:	Not Achieved: <ul style="list-style-type: none">The Pilot Project did not develop, adopt and implement a Sustainable Economic Development Strategy for the Pilot Project area.				
	66. Eco-friendly fishing practices including gear restrictions and exchanges implemented:	Partially Achieved: <ul style="list-style-type: none">The Pilot Project put its main effort into educating the fishing community about eco-friendly fishing practices.No evidence that these will practices actually be implemented by the fishing community on an ongoing, continuous bases post-Project – they may simply revert to previous practice.				
	Angola Pilot Area 2 - Benguela Mussel Farming - Indicators:					
	67. Community cooperatives for mariculture adopted and under implementation:	Partially Achieved: <ul style="list-style-type: none">One community at Coata received technical training and capacity building in mussel farming and processing but this has not resulted in a functional, sustainable, commercially viable community-based mariculture cooperative –and the activities are likely to collapse once Project support ends.				
	68. Mariculture stations in place and functional throughout the North, Central and Southern coast of Benguela Province, which represents some 39,827 square kilometres:	Not Achieved: <ul style="list-style-type: none">At TE there was a single timber mussel raft in place of about 8m x 4m in size on an experimental basis at Coata, and most certainly not ‘functional’ - likely to break apart in rough seas/storm.Nothing throughout the North, Central and Southern coast of Benguela.				
	Angola Pilot Area 3 - Baia dos Tigres Management Plan - Indicators:					
	69. Spatial mapping and planning process completed across the 98 square kilometres of the target area:	Not Achieved: <ul style="list-style-type: none">Angola Pilot Project 3 was not implemented.				
	70. Intersectoral stakeholder Development Advisory Board (DAB) formally adopted and functional:	Not Achieved: <ul style="list-style-type: none">Angola Pilot Project 3 was not implemented.				
	71. Local Economic Development Plan formally agreed and under implementation by DAB and other appropriate government agencies along with Investment pre-investment feasibility studies:	Not Achieved: <ul style="list-style-type: none">Angola Pilot Project 3 was not implemented.				
	72. Reduced fishing pressure = 10-20 tonnes/year in pilot area:	Not Achieved: <ul style="list-style-type: none">Angola Pilot Project 3 was not implemented.				

Output	Verifiable Indicator	Status	TE Assessment			
			A	PA	NA	UI
	73. Improved use of fish gear/techniques = 50% of fleet in pilot area:	Not Achieved: • Angola Pilot Project 3 was not implemented.				
	74. Alternative livelihoods introduced = 300-400 persons:	Not Achieved: • Angola Pilot Project 3 was not implemented.				
	75. Integrated Coastal Management = 800-1200 ha in pilot area:	Not Achieved: • Angola Pilot Project 3 was not implemented.				
	Namibia Pilot Project Indicators:	• This Namibia Pilot Project was not implemented. • Switched to supporting construction of Artisanal Fisher Retail Outlet at Swakopmund.				
	76. Ecosystem Valuation and Cost Benefit Evaluation Reports finalized:	Not Achieved: • This Namibia Pilot Project was not implemented.				
	77. Local Economic Development Plans and associated investment feasibility studies agreed and implemented at Pilot sites (with direct involvement and interaction between BCC and ORASECOM at Commission level and Technical level):	Not Achieved: • This Namibia Pilot Project was not implemented.				
	78. Conserved/protected wetland, MPAs, and fish refugia habitat = Approx. 100-130 sq. km:	Not Achieved: • This Namibia Pilot Project was not implemented.				
	79. Demonstration of Restored Habitat mechanisms, including wetlands = Approx. 5-10 sq. km:	Not Achieved: • This Namibia Pilot Project was not implemented.				
	80. Agriculture pollution reduction practices = 40% reduction from pilot inception baseline in pesticides and fertilizer levels at point-of-contact with coastal waters within Pilot lifetime:	Not Achieved: • This Namibia Pilot Project was not implemented.				
	81. 40% reduction from pilot inception baseline in heavy metals (as measured at final discharge) within Pilot lifetime:	Not Achieved: • This Namibia Pilot Project was not implemented.				
	82. < 10mg/l of BOD in all rivers and river mouths in the pilot area (where baseline is above this value at start of project):	Not Achieved: • This Namibia Pilot Project was not implemented.				
	83. Municipal wastewater pollution reduction = Approx. 500 kg/yr. collectively across the pilot area and = or < 20mg/l of BOD at all outfalls:	Not Achieved: • This Namibia Pilot Project was not implemented.				
	84. Integrated coastal management introduced = across entire coastline of 1,500 km:	Not Achieved: • This Namibia Pilot Project was not implemented.				
	South Africa Pilot Project Indicators (Swartkops Estuary):					
	85. Water quality standards and practices adopted at pilot sites following agreement on Diagnostic Analysis:	Achieved: • A Situation Analysis Report (SAR) was undertaken which is equivalent to a DA and an Estuary Management Plan (EMP) has been developed and formally gazetted, which include water quality standards and practices				
	86. Communities and partners providing regular marine water quality monitoring reports and providing managers and decision-makers with adaptive management advice and options:	Partially Achieved: • A number of different parties undertake water quality monitoring at Swartkops Estuary including DFFE, DWR, Municipality and University – however there programs are not integrated or coordinated, and the data and results are not readily available to managers and decision-makers with adaptive management advice and options.				

Output	Verifiable Indicator	Status	TE Assessment			
			A	PA	NA	UI
	87. Reduction in levels of primary pollutants in municipal wastewater (nutrients, BOD, COD, E.coli, oil, cleaning fluids, etc.) by 30% from Pilot inception baseline within lifetime of Pilot project:	Unrealistic Indicator: <ul style="list-style-type: none"> Reducing levels of primary pollutants in municipal wastewater requires total upgrade of the municipal wastewater treatment plants in the area, with a likely cost of USD billions, - orders of magnitude beyond the scope of the Project. 				
	88. Reduction in levels of primary pollutant in Industrial wastewater (BOD, COD, oil, surfactants, persistent organic pollutants, sediments, thermal pollution, etc.) by 30% from Pilot inception baseline within lifetime of Pilot project:	Unrealistic Indicator: <ul style="list-style-type: none"> Reducing levels of primary pollutants in industrial wastewater requires major upgrade of the industries' discharge treatment methods, which requires major investment by the industries themselves, beyond the scope of the Project. 				
	89. Agriculture pollution reduction practices = 40% reduction from pilot inception baseline in pesticides and fertilizer levels at point-of-contact with coastal waters, such as river mouths and environmental flow discharges, within Pilot lifetime:	Unrealistic Indicator: <ul style="list-style-type: none"> Reducing agricultural pollutants requires major interventions at catchment-wide scale to shift farmers to more sustainable practices and likely to require \$\$ investments of orders of magnitude greater than Project budget a timeframe of decades – way beyond the scope of the Project. 				
	90. 40% reduction from pilot inception baseline in heavy metals (as measured at final discharge) within Pilot lifetime:	Unrealistic Indicator: <ul style="list-style-type: none"> The main source of heavy metals is likely to be industrial wastewater discharges, which is subject to same constraints in terms of Project scope as Indicator 88. 				
	91. < 10mg/l of BOD in all rivers and river mouths in the pilot area:	Unrealistic Indicator: <ul style="list-style-type: none"> Achieving BOD targets requires addressing municipal wastewater discharges, which is subject to same constraints in terms of Project scope as Indicator 87. 				
	92. Alternative livelihoods introduced = Approx. 50-100 persons at pilot:	Not Achieved: <ul style="list-style-type: none"> The Pilot Project has not introduced any alternative livelihoods in the area. 				
	93. Integrated Coastal Management adopted across entire pilot area – at least 1000 Ha:	Achieved: <ul style="list-style-type: none"> A Situation Analysis Report (SAR) was undertaken which is equivalent to a DA and an Estuary Management Plan (EMP) has been developed and formally gazetted, which equates to an ICM plan. 				
Totals for Component 1: 93 indicators			22	25	34	12

Component 2: Stakeholder Engagement and Partnership Collaboration.

Output	Verifiable Indicator (No.s added)	Status	TE Assessment			
			A	PA	NA	UI
Output 2.1.1: Regional Stakeholder engagement forum established that promotes interactions and inclusive management discussions among government, private sector, NGO, community-based organisation, academia and partners on policy and institutional strengthening and improvement.	1. BCC identifies/hires a specific member of staff or a consultancy group/company to be responsible for developing and promoting stakeholder engagement:	Achieved: <ul style="list-style-type: none">PMU includes a Stakeholder Engagement Specialist.				
	2. A stakeholder engagement work-plan (and associated budget) agreed and adopted by BCC	Achieved: <ul style="list-style-type: none">ProDoc includes Component 2 on Stakeholder Engagement and Partnership with a workplan and budget.				
	3. BCC Annual Science Forum has specific Industry stakeholder days allocated and orchestrated by a Stakeholder Steering Group:	Not Achieved: <ul style="list-style-type: none">Science Forum held on Oct 2022 did not include specific Industry stakeholder days.				
	4. Industry Stakeholders will provide conclusions and proposed actions that should be taken by industry in partnership with government; identified support actions and funding:	Not Achieved: <ul style="list-style-type: none">Project has not engaged effectively with private sector.				
Output 2.1.2: National Stakeholder engagement fora established through the NIC that promote interactions and inclusive management discussions at country level among government, private sector, NGO, community-based organisation, academia and partners on policy and institutional strengthening and improvement.	5. ToR adopted for a National Stakeholder Fora	Achieved: <ul style="list-style-type: none">The NISCs fulfill the function of National Stakeholder Fora and have been highly successful.				
	6. Regular national Stakeholder meetings that develop more interactive management approaches (particularly PPPs):	Partially Achieved: <ul style="list-style-type: none">The NISCs fulfill the function of National Stakeholder Fora and have implemented more interactive management approaches, but have not developed PPPs.				
	7. Summary outcomes of the National Stakeholder Fora included in NICs reports to BCC Management board:	Achieved: <ul style="list-style-type: none">NISC meetings are minuted and reported and memberships with BCC Committees often overlap = facilitating reporting.				
Output 2.1.3: Stakeholder Briefing documents prepared and circulated widely (through different distribution mechanisms) on the role of BCC and the issues and concerns surrounding the BCLME as well as the economic importance and long-term sustainability of its goods and services.	8. Stakeholder Briefing documents developed and distributed to national and regional stakeholders:	Achieved: <ul style="list-style-type: none">Project developed various knowledge management products, which were distributed before Project end.				
	9. Policy briefs developed, packaged and disseminated from BCC and through NICs:	Achieved: <ul style="list-style-type: none">Project developed various knowledge management products, which were distributed before Project end.				
	10. Briefing documents, press releases and Media Information circulated by BCC and NICS:	Achieved: <ul style="list-style-type: none">Project has taken an event-based approach to such releases– e.g. World Ocean Day etc.				
Output 2.1.4: BCC lessons learned and best practices for the improved ocean governance and the sustainable LME management shared via various outreach mechanisms and platforms.	11. BL & P and Experience notes prepared by BCC and circulated through IW:LEARN and LME:LEARN:	Achieved: <ul style="list-style-type: none">Project developed various knowledge management products, which were distributed before Project end				
	12. Regional workshops and round-tables for LME management issues delivered by BCC in close collaboration with LME/IW:LEARN:	Achieved: <ul style="list-style-type: none">One LME event previously plus UNFCCC COP 27 event as above.				
	13. Participation of BCC personnel in IWC:	Achieved:				

Output	Verifiable Indicator (No.s added)	Status	TE Assessment			
			A	PA	NA	UI
Output 2.2.1: Strengthening and support for further development and adoption of partnerships between communities and local government /municipalities to assist countries in their efforts to involve communities in all aspects of SAP implementation at the local level.		<ul style="list-style-type: none"> IWC 10 was held in Morocco in 2018 – Project did attend. 				
	14. Twinning exercises identified and implemented with other African Caucus member LME communities:	Achieved: <ul style="list-style-type: none"> Cooperation with ASCLME. UNFCCC COP 27 event as above. 				
	15. Local Community Ecosystem Councils or similar established through intervention of NICs and through advisory ToRs from BCC:	Achieved: <ul style="list-style-type: none"> Local-level Pilot Projects had PSCs. 				
	16. Strengthening of Distance Learning and Information Sharing Technology by BCC:	Achieved: <ul style="list-style-type: none"> BCC established remote comms IT during COVID-19 – will continue to use into future. RIMS up and running with positive feedback from stakeholders. 				
	17. Priorities for SAP Implementation activities identified and adopted by community groups, including long-term monitoring of stress reduction, environmental and socioeconomic indicators:	Achieved: <ul style="list-style-type: none"> Via NAPs and local-level Pilot Projects. 				
	18. Feedback from Community Councils/Groups to NICs on actions taken and successes:	Achieved: <ul style="list-style-type: none"> Via local-level Pilot Project PSCs. 				
	19. Best lessons captured from actual activities and reported to NICs:	Achieved: <ul style="list-style-type: none"> Via local-level Pilot Project PSCs. 				
Output 2.2.2: Targets and actions agreed and adopted to reduce environmental and social impacts and stresses among pilot communities in line with SAP Implementation.	20. NICs report to National Government and to BCC Management Board on activities, lessons, practices and status of indicators:	Unrealistic Indicator: <ul style="list-style-type: none"> BC has not held Ministerial or Commissioners meetings according to schedule required in Convention (biennial and annual respectively) 				
	21. Priority environmental and social impacts/concerns captured in a formal study/report as overseen by NICs and supported by BCC:	Achieved: <ul style="list-style-type: none"> Addressed by NAPs and revised TDA/SAP and SOMER. 				
	22. DLIST functional between BCC and Communities	Achieved: <ul style="list-style-type: none"> RIMS has platforms of knowledge material in place of DLISTI. 				
	23. Community-level stress reduction pilot areas selected and stress reduction activities completed successfully with measurable and reported results:	Partially Achieved: <ul style="list-style-type: none"> See community Pilot Projects under Component 1 – none have achieved measurable stress reduction. 				
	24. Community-based ecosystem monitoring under implementation by the communities at same sites:	Not Achieved: <ul style="list-style-type: none"> See community Pilot Projects under Component 1 – none have implemented community-based ecosystem monitoring. 				
Output 2.2.3: Priority gender-related issues and concerns in the pilot communities identified and addressed and lessons and best practices captured for further transfer and replication in other communities	25. National strategy and work-plan for replication adopted, circulated and under implementation through the NFIs and other appropriate national agencies:	Not Achieved: <ul style="list-style-type: none"> Project has not developed and adopted a replication strategy and workplan, at regional, national or local levels. 				
	26. Priority gender issues identified through a detailed gender analysis within pilot communities as part of formal study/report under 2.2.2:	Achieved: <ul style="list-style-type: none"> As per Output 1.2.7 above. 				
	27. Single Action Plan and Road Map adopted by NICs and pilot communities incorporating results from Gender Mainstreaming review and identified pilot communities' priority issues:	Achieved: <ul style="list-style-type: none"> As per Output 1.2.7 above. 				
	28. Pilot areas for demonstration of gender-related mitigation activities selected by communities and NICs and gender impact mitigation and mainstreaming demonstrated successfully and reported back through NICs to BCC:	Achieved: <ul style="list-style-type: none"> Community Pilot Projects integrated gender issues. 				

Output	Verifiable Indicator (No.s added)	Status	TE Assessment			
			A	PA	NA	UI
	29. National strategy and work-plan for replication adopted and implemented:	Not Achieved: <ul style="list-style-type: none"> Project has not developed and adopted a replication strategy and workplan, at regional, national or local levels. 				
Output 2.2.4: Active participation of the youth supported through the annual BCC Youth Summit and other activities of the Benguela Youth Ocean Network (BYON) at national level and regional levels.	30. BYON and BCC Youth Summit identify priority activities and a road-map to address youth-related concerns as part of priority SAP Implementation:	Achieved: <ul style="list-style-type: none"> Revised to become Youth Ambassadors program. Summit took form of on-line Webinar. 				
	31. NICs approve and adopt these priorities along with a road-map for delivery (identifying responsible parties) and a budget and monitoring strategy:	Not Achieved: <ul style="list-style-type: none"> Outcomes of Youth Summit were not explicitly integrated into NAPs or revised SAP. 				
	32. Youth engagement activities along with related environmental education and outreach delivered effectively by identified responsible parties:	Partially Achieved: <ul style="list-style-type: none"> Through the Youth Ambassadors program. 				
	33. Feedback from activities via NICs to BCC as best lessons and practices:	Achieved: <ul style="list-style-type: none"> NICs meeting on quarterly basis, and reports prepared. 				
Output 2.2.5: Awareness raised at community levels about the Convention, BCC and the SAP and discussions stimulated on the Convention and SAP and their impacts on livelihood, food security, job creation and sustainable development of coastal communities; using appropriate platforms.	34. Active concrete evidence of information distribution at community level by BCC through NICs and Community Councils:	Partially Achieved: <ul style="list-style-type: none"> Project did actively distribute information but TE assessed that awareness about the Project and BCC at community level was still very low. 				
	35. Discussion fora and platforms established by Community Councils and active, providing feedback to NICs:	Achieved: <ul style="list-style-type: none"> Pilot Project PSCs. 				
	36. DLIST running effectively as a technology out of BCC:	Unrealistic Indicator: <ul style="list-style-type: none"> DLIST no longer functional. 				
	37. Measurable and widespread evidence of use of social media and other forms of IT being used by BCC, NFIs and Communities themselves to raise awareness at community level:	Partially Achieved: <ul style="list-style-type: none"> Project did use social media etc but TE assessed that awareness about the Project and BCC at all levels was still very low. No evidence or data was provided to the TE and it appears that the Project did not monitor and track its social media and web site hits and other data on communications effectiveness. 				
Output 2.3.1: BCC Business Leadership Forum established, in partnership with the regional and national private sectors, to promote private sector commitments to and the establishment and adoption of their stress reduction targets to the BCLME system.	38. Regional BCC Business Leadership Forum (BLF) established by BCC in collaboration with business leaders and with broad representation:	Not Achieved: <ul style="list-style-type: none"> BLF may be held early 2023 before Project-end, way too late to benefit the Project – should have been held in 1st year. 				
	39. Voluntary Action Plan(s) agreed between BCC and BLF members to incorporate EBM into cooperate strategy:	Not Achieved: <ul style="list-style-type: none"> Project has generally failed on private sector engagement. 				
	40. Realignment of corporate strategy and policy to support an EBM approach negotiated and adopted by the various key economic sectors:	Not Achieved: <ul style="list-style-type: none"> Project has not even initiated engagement with key economic sectors let alone convinced them to realign their corporate strategies and policies to support EBM. 				
Output 2.3.2: Ecosystem monitoring and assessment capacity strengthened through regional industry partnerships in the monitoring	41. Partnerships established by BCC and BLF for ecosystem monitoring:	Not Achieved: <ul style="list-style-type: none"> No partnerships were established 				

Output	Verifiable Indicator (No.s added)	Status	TE Assessment			
			A	PA	NA	UI
and assessment process Sensitisation of the value and benefits of maintaining ecosystem health to influence cooperate behaviour, operational practice and management.	42. Activities undertaken at industry level through BCC and BLF to raise awareness on cost-benefits of improvements in behavioural and operational practices:	Not Achieved: • No awareness raising activities undertaken.				
	43. Documented changes within industry partners in such practices (to bring them in line with the EBM approach and SAP implementation) reported back to BLF and BCC:	Not Achieved: • Project has not even initiated engagement with industry partners let alone convinced them to realign their practices in line with EBM.				
Output 2.3.3: Public-Private Sector Partnership for Oil and Gas Exploration, Extraction and potential Spill Response developed and adopted.	44. BCC report on discussions and negotiation with industry to identify mutually agreed areas of SAP implementation improvement and coordination:	Not Achieved: • Project has not even initiated engagement with industry let alone identified mutually agreed areas of SAP implementation etc.				
	45. 5-year Plan of Action & Road-Map agreed between BCC and industry for improvements on corporate management practices (including exploration and extraction):	Not Achieved: • Development of such a 5-year Plan of Action & Road-Map was not even started by the Project.				
	46. All National & Regional Oil and Hazardous Spill Contingency Plans (OHSCP) reviewed and updated/completed and tested through the guidance and oversight of BCC and in collaboration with industry and appropriate regional and global response bodies and expert institutions (e.g. IMO, ITOFF, etc.):	Partially Achieved: • No need for regional OHSCP as no spills will affect all 3 countries - need 2 x bilateral (cross-border) OHSCPs for Nam-RSA and Nam-Angola – not yet developed. • Project supported development of oil spill dispersant policy for NAM (should be regional). • Project supported oil spill activities in RSA (major exercise and oiled wildlife plans and equipment). • Project sought to develop cooperative agreement with IMO-IECA GI WACAF – BCC needs to follow-up post-project.				
	47. OHSCP and Response needs captured by BCC and its appropriate body within CB&T activities (Component 3):	Not Achieved: • OHSCP CB&T needs for the 3 countries have not been assessed.				
Output 2.3.4: Adoption of effective national ballast water management practices along with the compliance of the private sector (in particular shipping and port industries) operating in the BCLME region.	48. Stakeholder workshop organised and successfully completed by BCC to identify constraints to ratification and actions needed to be taken:	Achieved: • RSA already acceded to BWM and enacted legislation without Project support (was a Pilot Country under GEF-UNDP-IMO GloBallast program). • Project supported Nam to develop BWM Bill – still to be passed and enacted. • Project offered support on this to Angola but not taken up.				
	49. Engagement of BCC with industry for identification of priority national/regional requirements and associated actions necessary to improve ballast water management including road-map and budgeting as well as potential partners and responsibilities:	Not Achieved: • Project did not engage with industry on this.				
	50. Pilot projects undertaken and completed to demonstrate effective compliance, monitoring and enforcement of Globallast Convention requirements at selected sites in each country:	Not Achieved: • Project did not implement pilot projects to demonstrate effective BWM compliance, monitoring and enforcement.				
	51. Replication of best lessons and practices of effective compliance, monitoring and enforcement (as demonstrated at pilot sites) throughout all ports within	Not Achieved:				

Output	Verifiable Indicator (No.s added)	Status	TE Assessment			
			A	PA	NA	UI
	the LME with an aim to reduce uncontrolled and non-compliant ballast water release to an agreed and realistic level (a target of 50% reduction) by the end of the project:	<ul style="list-style-type: none"> Indicator 51 could not be achieved without first completing 50. 				
	52. Best lessons and practices captured and distributed through IMO and LME/IW:LEARN:	Not Achieved: <ul style="list-style-type: none"> Indicator 52 could not be achieved without first completing 50 and 51. 				
	53. CB&T priorities related to Globallast implementation identified and included under Component 3:	Not Achieved: <ul style="list-style-type: none"> BWM CB&T needs for the 3 countries have not been assessed. 				
Total for Component 2: 53 indicators			25	6	20	2

Component 3: Capacity Building and Training.

Output	Verifiable Indicator (No.s added)	Status	TE Assessment			
			A	PA	NA	UI
Output 3.1.1: Improved coordination, communication, planning and operations within the BCC Secretariat and its bodies and structure as per recommendations from the capacity reviews conducted by UNDP in 2011 and more recently by the Commission itself	1. BCC budget and work-plan finalised cooperatively between Project and the Commission and with funding and road-map for filling priority BCC positions (Aligned with and supported by other partner projects such as GIZ and FAO):	Partially Achieved: <ul style="list-style-type: none"> Project supported salaries of 4 BCC-Sec staff (needs sustainability post-Project). BCC budget and work-plan was not finalised cooperatively between Project and the Commission with funding and road-map etc. 				
	2. Mechanism adopted (and responsibilities defined) by BCC and partners for monitoring output and outcome indicators as established in performance framework:	Partially Achieved: <ul style="list-style-type: none"> BCC contracts are reportedly performance-based but it appears that these are not effectively used to monitor and manage staff performance. 				
	3. Formal mechanism operational for coordination and communication between BCC, MB and NICs:	Partially Achieved: <ul style="list-style-type: none"> Formal mechanism is via the BCC Commission Meetings however lack of scheduled meetings is a constraint. 				
Output 3.1.2: BCC's capacity to monitor and report the Convention and SAP implementation progress and its effectiveness strengthened, with the establishment and adoption of agreed indicators of delivery for each strategic solution (priority theme) in the SAP	4. BCC Implementation Plan and Convention delivery requirements harmonised into one 5 –year work-plan by BCC and partners, with clear prioritisation of actions and associated measurable indicators of delivery:	Achieved: <ul style="list-style-type: none"> Revised SAP with MEL Plan fulfils this – but requires funding and resources post-project for implementation. 				
	5. Road-map for delivery of activities linked to specific partnership responsibilities and funding:	Not Achieved: <ul style="list-style-type: none"> Revised SAP is not linked to specific partnership responsibilities and funding. 				
	6. SAP Implementation Partnership/Alliance formed for completion of 5-year road-map:	Not Achieved: <ul style="list-style-type: none"> Revised SAP does not include SAP Implementation Partnership/ Alliance. 				
	7. Results-Based Reporting Mechanism adopted by BCC with appropriate Monitoring and Review to allow for adaptive management focused on outcomes:	Achieved: <ul style="list-style-type: none"> Revised SAP with M&E Plan fulfils this – but requires funding and resources post-project for implementation. 				
Output 3.1.3: Regional Capacity Development Programme adopted and implemented in line with agreed national and regional capacity needs for the BCC Convention and SAP	8. Regional Capacity Development Programme (RCDP) for SAP Implementation agreed and adopted by BCC and partners/stakeholders:	Partially Achieved: <ul style="list-style-type: none"> Revised SAP includes elements of a RCDP – but requires further development & funding and resources post-project for implementation. 				

Output	Verifiable Indicator (No.s added)	Status	TE Assessment			
			A	PA	NA	UI
implementation and as per the BCC Training and Capacity Building Policy	9. Regional partnerships agreed (through BCC negotiations and Management Board agreement) for more cost-effective sharing of resources and skills to deliver CB&T:	Partially Achieved: <ul style="list-style-type: none"> Revised SAP includes elements of this – but requires further development. To date Project and BCC have developed partnerships on an ad-hoc opportunistic basis – need coherent strategy – possible partners include FAO/IMO/CBD /IOC/SEAFO/SADC/ASLME/AUC/TNC/ BP and many others, 				
	10. Training workshops and mentoring programmes undertaken within region by these partnerships and overseen by BCC, and as part of African LME Caucus training programme:	Partially Achieved: <ul style="list-style-type: none"> Need to form the partnerships first. 				
	11. National and regional level institutional capacities measurably strengthened (and confirmed by institutions) in priority areas related to SAP Implementation:	Achieved: <ul style="list-style-type: none"> Project has delivered a wide range of T&CB activities. 				
	12. CB&T Tracking Programme adopted by BCC and Regional Training Advisory Group, and Capacity Tracker Studies undertaken and providing annual feedback on improvements in capacity as well as gaps and future needs:	Not Achieved: <ul style="list-style-type: none"> CB&T Tracking Programme has not been adopted and implemented 				
Total for Component 3: 12 indicators			3	6	3	0

Component 4: Marketing and Resource Mobilization and Fiscal Sustainability.

Output	Verifiable Indicator (No.s added)	Status @ TE (Nov 2022)	Score Tally			
			A	PA	NA	UI
Output 4.1.1: Regional Economic Valuation Studies updated/completed with a particular focus on biodiversity/living marine resources data	1. National Economic Valuation studies of ocean and coastal goods and services completed as overseen by BCC:	Achieved: <ul style="list-style-type: none"> National studies not undertaken but regional study covers each country 				
	2. NEVs integrated into a single regional Economic Valuation of LME goods and services through BCC and its bodies:	Achieved: <ul style="list-style-type: none"> National studies not undertaken but regional study covers each country 				
	3. EVs at national and regional levels agreed and published in literature as appropriate:	Achieved: <ul style="list-style-type: none"> National studies not undertaken but regional study covers each country 				
	4. Results of EVs fed into Output 1.1.7 to assist in the Science-to-Governance process being strengthened and to advise on management options:	Not Achieved: <ul style="list-style-type: none"> EVs commenced way too late (last 6 months of Project) to have any value in feeding into other Project Outcomes or Outputs. 				
Output 4.1.2: Regional Cost-Benefit Analysis updated/completed to promote and facilitate the implementation of selected proposed policies related to SAP implementation.	5. Comprehensive Cost Benefit Analysis completed by specialist team, approved by BCC, and reflecting both national and regional Cost Benefits of the EBM approach, SAP Implementation and conformity to the Convention:	Partially Achieved: <ul style="list-style-type: none"> Part of regional EV study. 				
	6. Results of CBAs fed into Output 1.1.7 to assist in the Science-to-Governance process:	Not Achieved: <ul style="list-style-type: none"> CBAs commenced way too late (last 6 months of Project) to have any value in feeding into other Project Outcomes or Outputs. 				
	7. CBA actively used in policy briefing document and adaptive management justifications (feedback to Outcome 1.2):	Not Achieved:				

Output	Verifiable Indicator (No.s added)	Status @ TE (Nov 2022)	Score Tally			
			A	PA	NA	UI
		<ul style="list-style-type: none"> CBA's commenced way too late (last 6 months of Project) to have any value in feeding into other Project Outcomes or Outputs. 				
Output 4.1.3: Pre-feasibility studies conducted for investment in the sustainable blue/ocean economy strategies related to sustainability of ecosystem goods and services in the BCC region.	8. Investment Pre-feasibility Study (IPS) completed under BCC supervision and making full use of EV and CBA processes and results above:	Not Achieved: <ul style="list-style-type: none"> IPS's not undertaken by Project – and need inputs from EVs and CBS, which are not completed. 				
	9. Specific investment opportunities identified by appropriate BCC partners and bodies through pre-feasibility studies and through a national investment stakeholder meeting (linked to donor and business forums):	Not Achieved: <ul style="list-style-type: none"> Specific investment opportunities have not been identified. 				
	10. On-the-ground investment enterprises deliver real and measurable / verifiable stress reduction activities and developments in priority SAP implementation:	Not Achieved: <ul style="list-style-type: none"> No on-the-ground investment enterprises have been established to deliver real and measurable / verifiable stress reduction activities. 				
Output 4.1.4: Sustainable financing mechanisms for BCC identified and adopted at the national and regional level that can provide long-term sustainable support to BCC and Countries for SAP and Convention Implementation while providing an 'exit strategy' from donor reliance end.	11. TAIF established within an existing or new regional body which is working closely with BCC:	Not Achieved: <ul style="list-style-type: none"> TAIF not established. 				
	12. Catalytic financial mechanism established by TAIF and tested within BCLME region to support sustainable investments related to stress reduction:	Not Achieved: <ul style="list-style-type: none"> TAIF not established and no catalytic financial mechanisms established and tested. 				
	13. Percentage interest from investments feeding back into BCC as a financial contribution to support long-term functions of BCC:	Unrealistic Indicator: <ul style="list-style-type: none"> As an inter-governmental organization subject to a legal Convention, it is not appropriate for BCC to get involved in private sector business and make financial returns from investments. 				
	14. Specific road map for long-term non-donor funding (including country commitments) adopted and implemented:	Achieved: <ul style="list-style-type: none"> BCC has developed a Resource Mobilization Strategy but this remains to be formally adopted and implemented. 				
	15. Dependence on direct funding from GEF to BCC and BCLME for core funding is phased out during the project lifetime and replaced by national contributions to support BCC's financial and administrative needs:	Partially Achieved: <ul style="list-style-type: none"> BCC funding has attracted some outside donors' support but national contributions need to increase. 				
	16. Dependence on funding from other donors and projects for core BCC activities is measurably reduced and gradually phased out and replaced by income from an 'accomplishment fee' from the investment process:	Partially Achieved: <ul style="list-style-type: none"> BCC funding has attracted some outside donors' support but national contributions need to increase 				
Total for Component 4: 16 indicators			4	3	8	1

ANNEX 2: List of Documents & Reports Reviewed by the TE

#	Document
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	UNDP Country Programme Documents (CPDs)
24	List and contact details for project staff, key project stakeholders, including Project Board members, RTA, Project Team members, and other partners to be consulted
25	Project deliverables that provide documentary evidence of achievement towards project outcomes

ANNEX 3: TE tasks performed

- 17-25 Aug 2022: Draft Inception Report including workplan and schedule for the rest of the TE and a Draft TE Questionnaire was developed and submitted to UNDP and BCC-Sec/PMU.
- 25 Aug 2022: Virtual Inception Meeting was held with UNDP and BCC-Sec/PMU to discuss the Draft Inception Report etc, which was generally agreed upon, with minor comments and suggestions emailed to IC in following days.
- 29 Aug 2022: The PMU (Stakeholder Engagement Specialist) provided the IC with comprehensive stakeholder contact lists so he could make contact with stakeholders, send them the TE Questionnaire, and request virtual interviews.
- 2 Sept 2022: Final Inception Report and TE Questionnaire was developed addressing comments and suggestions received and submitted to UNDP and BCC-Sec/PMU.
- 2 Sept 2022: The PMU (M&E Specialist) provided the IC with a web link to the Project documentation share point, allowing the IC to download all relevant documents and commence desktop review.
- 2 Sept through Nov 2022: The IC carried out a detailed desktop review of all Project-related documents including those provided by the PMU, those provided by other Project stakeholders and those obtained by the IC himself via internet search and during the country missions.
- XX Sep 2022: The PMU sent a letter to all Project Steering Committee (PSC) members advising them of the TE commencement and requesting them to provide necessary responses to the TE. For reasons not understood by the IC this letter was not sent to all other key stakeholders beyond the PSC. This created problems when the IC sent emails to the full stakeholder list, as many of them had no idea who the IC was or what the TE was, causing reluctance to respond.
- 20 Sep 2022: The IC joined the PSC meeting virtually to observe proceedings, introduce the TE and appeal to PSC members to participate in the TE process. A delegate from South Africa stated that they knew nothing about the TE and complained to the PMU that countries should have been advised much earlier. He predicted that as a result there was unlikely to be any meaningful response from South Africa.
- 20 Sept through Dec 2022: The IC began emailing the TE Questionnaire to all relevant stakeholders and inviting them to have their say on the TE by completing and submitting the Questionnaire, and also inviting them to have virtual, confidential interviews. Only the PM and UNDP staff responded immediately. The IC had to make repeated requests and appeals over a three-month period into early December to get most BCC-Sec and PMU staff to respond.
- 21 Oct 2022: By this stage, apart from two in Angola, one in Namibia and one in South Africa, there were no Questionnaire responses or virtual interviews with any national-level stakeholders, despite several follow-ups from the IC and repeated requests for the PMU and especially the NPOs to chase-up national stakeholders – which were initially ignored. Inputs from national-level stakeholders including from the beneficiary governments and communities are the most important to any evaluation, and without them the TE could not be considered to be representative, rigorous or valid.
- 21 Oct 2022: The IC alerted UNDP to the very low level of responses to the TE and a virtual meeting was held to find a solution. The meeting agreed that UNDP would fund airfares and DSA for the IC to undertake a three-week TE mission to the three countries, with one week in each country, to engage in face-to-face interviews with key stakeholders and undertake verification visits, as per normal TE practice. It was also agreed that in the absence of NCs, the NPOs in each country would provide full support to the IC's in-country activities, including setting up interviews and site visits.
- 5 Nov – 1 Dec 2022: The IC undertook the country missions, which apart from initial problems in Angola, were well organized by the NPOs and highly effective and successful. In addition to key stakeholder interviews the IC visited the Mabunda Fish Market in Luanda to appreciate the local context of artisanal fisheries, the mussel mariculture Pilot Project in Benguela, the Swartkops Estuary Pilot Project in Port Elizabeth and the proposed site of the artisanal fisheries retail outlet in Swakopmund (a vacant block of land as the project failed). The country missions included holding a PRF achievements review session with the PM, M&E Specialist and Namibia NPO at the BCC offices, and culminated in the IC's presentation of his Preliminary TE Findings to

UNDP, BSS-Sec and PMU in Swakopmund.

- From 2 Dec 2022: The IC returned home and commenced data analysis and synthesis and production of Draft TE Report. Broke for holiday over Christmas / New Year period.
- 6 Jan 2023: Draft TE Report submitted to UNDP for review.
- Jan 2023: Review comments received by IC, for incorporation into Final TE Report.
- October 2023: Final TE Report submitted to UNDP.

ANNEX 4: TE Consultant Code of Conduct Agreement Form

Evaluators:

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

Evaluation Consultant Agreement Form¹

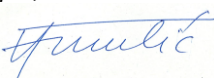
Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: Ivica Trumbić

Name of Consultancy Organization (where relevant): EcoStrategic Consultants

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

Signed at *Split, Croatia*

Signature: 

¹www.unevaluation.org/unegcodeofconduct