



**Mitigating key sector pressures on marine and coastal biodiversity
and further strengthening the national system of marine protected
areas in Djibouti**

Mid Term Evaluation

Final version, 3 August 2022



Basic Report Information

Title of UNDP supported GEF financed project	Mitigating key sector pressures on marine and coastal biodiversity and further strengthening the national system of marine protected areas in Djibouti
UNDP PIMS#	5560
GEF project ID#	9215
MTR time frame and date of MTR report	May-June 2022
Region and countries included in the project	Djibouti (Africa)
GEF Operational Focal Area/Strategic Program	Output 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
Executing Agency/Implementing Partner and other project partners	Ministry of Environment and Sustainable Development
MTR team members	Floris Deodatus, International consultant
Acknowledgements	Hibo Mohamed (UNDP), Abdourahman Alibrahim (UNDP), Moussa Omar Youssouf (CERD), Mahamoud Houssein (projet GEF-AMP)

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iii. Acronyms and Abbreviations

ACP	African, Caribbean, Pacific Group (of countries)	LDCF	Least Developed Countries Fund
AF	Adaptation Fund	LPAC	Local Project Appraisal Committee
AU	African Union	M&E	Monitoring and Evaluation
BIOFIN	Biodiversity Finance	MAWFLFR	Ministry of Agriculture, Water, Fisheries, Livestock and Marine Resources
BMP	Biodiversity Management Programme	MCPA	Marine and Coastal Protected Area
CBD	Convention on Biological Diversity	MEDD	Ministère d'Environnement et de Développement Durable
CDS	Capacity Development Scorecard	MET	Ministry of Equipment and Transport
CERD	Centre d'étude et de recherche de Djibouti (National Research Center Djibouti)	METT	Management Effectiveness Tracking Tool
CITES	Convention on International Trade in Endangered Species (of Wild Fauna and Flora)	MHUPE	Ministry of Housing, Urban Planning and Environment
CORDIO	Coastal Oceans Research and Development in the Indian Ocean	MOU	Memorandum of Understanding
CTA	Chief Technical Advisor	MPA	Marine Protected Area
DEDD	Directorate for Environment and Sustainable Development (Direction de l'Environnement et du Développement Durable); previously named Directorate for Spatial Planning and Environment (DATE)	MPA	Marine Protected Area
DPFZA	Djibouti Ports and Free Zones Authority	MRA	Maritime Resources Advisor
EU	European Union	MSP	Marine Spatial Plan
FAO	Food and Agriculture Organisation (of the UN)	MSY	Maximum Sustainable Yield
FSP	Full Sized Project	MTR	Midterm Review
GDP	Gross Domestic Product	NCSA	National Capacity Self-Assessment
GEB	Global Environmental Benefit	NEF	National Environmental Fund
GEF	Global Environment Facility	NGO	Non-governmental Organisation
GEFSEC	Global Environment Facility Secretariat	NIM	National Implementation Modality
GoD	Government of Djibouti	NPD	National Project Director
GRM	(UNDP) Grievance Redress Mechanism	OPF	(GEF) Operational Focal Point
IAS	Invasive Alien Species	PA	Protected Area
IFAD	International Fund for Agricultural Development	PANA	National Adaptation Plan of Action (English – NAPA)
IGAD	Intergovernmental Authority on Development	PAN-INN	National Action Plan to Combat Illegal Fishing
IGAD-BMP	Intergovernmental Authority on Development – Biodiversity Management Project	PAP	Project Affected Persons
IUCN	International Union for the Conservation of Nature	PERSGA	Strategic Action Programme for the Red Sea and the Gulf of Aden
IUCN-WCEL	IUCN- World Commission on Environmental Law	PES	Payment for Ecosystem Services
KM	Knowledge Management	PIF	Project Identification Form
		PIR	(GEF) Project Implementation Report
		PM	Project Manager
		PMU	Project Management Unit
		POPP	Programme and Operations Policies and Procedures
		PPG	Project Preparation Grant
		PPP	Public Private Partnerships
		PRAREV	Programme to support the reduction of vulnerability in coastal fisheries

PRMSRVCP	Projet Renforcement des Moyens de Subsistances et de la Réduction de la Vulnérabilité des Communautés Pastorales	TT	(GEF) Tracking Tool
RTA	Regional Technical Advisor	UGAP	Unité de Gestion des Aires Protégées - Protected Areas Management Unit
SBAA	Standard Basic Assistance Agreement	UNDP CO	UNDP Country Office
SCCF	Special Climate Change Fund	UNDP-ERC	UNDP Evaluation Resource Center
SDGs	Sustainable Development Goals	UNDP-GEF	UNDP Global Environmental Finance (Unit)
SESP	Social & Environmental Screening Procedure	UNDP-IEO	UNDP Independent Evaluation Office
SRF	Strategic Results Framework	UNEP	UN Environment Programme
STAP	(GEF) Scientific Technical Advisory Panel	UNFD	Union Nationale des Femmes Djiboutiennes
TE	Terminal Evaluation	WB	World Bank
TOR	Terms of Reference	WFP	World Food Programme
		WOD	World Oceans Day

1 Executive Summary

Project Information Table

Project name	Mitigating key sector pressures on marine and coastal biodiversity and further strengthening the national system of marine protected areas in Djibouti
# project FEM	9215
# project PNUD	5560
Country	Djibouti
Region	Afrique
Implementing partner	Ministère de l'Environnement et du Développement Durable (MEDD)
Management arrangements	National Implementation Modality (NIM)
Type of project	Full-sized Project (FSP)

Financial Data

Funding Source	GEF Trust Fund
Project Preparation Grant	
GEF Grant Amount	\$ 2,822,374
Co-finance (total)	\$ 12,390,000
Total project cost	\$ 15,212,374

Important dates

PIF Approval Date	19 April 2016
Project Approved / CEO Endorsement Date	22 May 2018
LPAC	19 June 2018
Project duration	5 years
Project start date (Project Document Signature Date)	24 July 2018
Date of Inception Workshop	27 September 2018
Terminal Evaluation	April 2023
Operational closure	July 2023
Financial closure	January 2024

Mid-Term Review

Timeframe	May - June 2022
In-country mission	May 2022, 15 days
Evaluators	Floris Deodatus, international consultant environment and protected areas
Reporting language	English

Project Description

The Republic of Djibouti is a small coastal country in the Horn of Africa, with a total area of 23,200 km², a coastline of 372 km and, within a maritime territory area of 7,200 km². Djibouti's economy is largely dependent on its service sector (76.3% of GDP) connected with the country's strategic location as a deep-water port at the intersection of the Red Sea and the Gulf of Aden. Over the last years, led by the vision to turn the country into a platform for commercial and logistics services for the Horn of

Africa, the Government has started to undertake vast projects for the development of port, rail and road infrastructure, aimed at facilitating and increasing access to markets in the region.

While the Government of Djibouti has made investments to protect some of its unique and biodiversity rich marine habitats, these achievements risk to become precarious given the magnitude and speed of new developments of port infrastructure in Djibouti, most notably in the Gulfs of Tadjourah and Goubet. There are major risks (e.g. pollution due to accidents or cleaning) associated with the new shipping routes and increased traffic of oil tankers and other ships transporting noxious substances through this vulnerable environment.

This GEF project has the objective to “Enhance the resilience of Djibouti’s marine biodiversity through increasing institutional capacity, enhancing financial sustainability and management effectiveness of the MPA system, and mainstreaming marine biodiversity into key maritime sectors” (often referred as the MPA 2 project). The project Objective will be achieved through implementation of four components that address the key barriers identified for effective MPA and marine ecosystem services management:

Component 1 - Strengthening the effectiveness of Djibouti’s MPA system through enhanced capacity of all stakeholders, including dialogue to mainstream biodiversity into maritime sectors.

Component 2 - Expanding the national MPA network and strengthening MPA management at site level.

Component 3 - Sustainable financing mechanism for marine biodiversity and the national protected areas system.

Component 4 - Gender Mainstreaming, Knowledge Management and M&E.

Project Progress Summary

The project document for this project has been signed on 24 July 2018 and the starting workshop was held on 27 September 2018. Between August 2020 and October 2021, the project has been affected more or less by COVID-19, but looking at the outputs and the Project Board minutes, not much has been done during the first 1,5 year of the project. The first key output was the draft report on the National Environment Fund in April 2020, followed by the completion of other studies on protected area boundaries and biodiversity. The gender strategy and action plan were completed in February 2021, more than 2,5 years after the start of the project. In 2021 an acceleration of activities took place, particularly in relation to activities under Component 2. Component-wise, progress was as follows:

Component 1 - Key achievements were the creation of the protected area management Unit (UGAP) in the MEDD. However, progress in relation to mainstreaming biodiversity in other sectors through the promotion of MSP and SEA was poor. The Project Board was the only inter-sectorial platform. An envisaged high-level multi-stakeholder committee has not been created.

Component 2 - Key achievements were the elaboration and approval of MPA management plans, the recruitment of PA staff, the purchase of equipment and equipment related training to staff from the UGAP. An important achievement was the drafting of a new Law on Protected Areas. This was not envisioned in the project document, but turned out to be essential for the enactment of new protected areas. However, the time required for this unexpected but necessary activity is further delaying the creation of the new AMPs.

Component 3 - One consultancy report has been produced on the creation of a national fund for environment and climate change, which is supposed to become an important financial source for

protected area management. Lack of guidance brought the implementation of this component to a standstill.

Component 4 - The key achievement of this component is the development of a gender strategy and action plan as well as micro project proposals for livelihood projects. A knowledge management plan as set out in the project document has not been made.

MTR Ratings & Achievement Summary Table

Measure	Rating ¹	Achievement description
Project strategy	S	The overall project strategy is in line with national policy and remains highly relevant to marine biodiversity conservation in Djibouti. Legal framework for environmental governance and its gaps should have been assessed in PPG. Ambitions of the strategy are high but technical assistance inputs appear to be insufficient
Objective	MS	Management capacity and effectiveness have been significantly improved by the project, but there are shortcomings with regard to mainstreaming biodiversity in key maritime sectors and serious shortcomings with regard to financial sustainability.
Outcome 1.1	MS	CSC indicates that systemic, institutional and individual capacities increased respectively from 33% to 70%, from 38% to 69% and from 33% to 72%The PAMU has been created but roles and tasks are not described.
Outcome 1.2	MU	There is no stakeholder engagement plan, is no multi-sector committee and sector response on sustainable fisheries has not yet been formulated. MSP guides MEDD, but not other sectors. However, MoU have been concluded on collaboration with some key stakeholders.
Outcome 2.1	S	A decree is preparation to cover in 4 new MPAs with an area of 72 610 ha. Management plans and biodiversity and social assessments have been done but management plans have shortcomings and operationalisation of these plans has not started yet
Outcome 2.2	MS	Equipment and training for PA staff provided, but no capacity development plan has been prepared. Management effectiveness change not assessed in existing MPAA Septs-Freres, Moucha-Maskali and Haramous-Douda. In MPAs Arta, Ghoubet El Karab, Sagallou-Kalaf and Sable Blanc management effectiveness increased respectively from 31 to 43, from 21 to 36, from 19 to 35 and from 24 to 40 (over 96)
Outcome 2.3	MU	IGA activities have been identified and described as well as mobilization of participants. However IGR have not started yet, and therefore no income has been generated.
Outcome 3.1	U	Only one consultancy report has been prepared on creation of NEF. No follow up. Component 3 seems to be completely stalled. Financial Sustainability Scorecard are not available
Outcome 4.1	MS	Participatory monitoring and planning applied in Project Board and other fora (minutes shared). However, no proactive implementation of PRODOC monitoring framework. PIR quality is moderately satisfactory
Outcome 4.2	MS	No knowledge management plan has been developed, but 2 project lessons have been published and disseminated according to PMU

¹ 6 point progress towards results rating scale: HS (highly satisfactory), S (satisfactory), MS (medium satisfactory), MU (medium unsatisfactory), U (unsatisfactory), HU (highly unsatisfactory)

Outcome 4.3		Gender strategy and action plan have just been completed and therefore it is too early to assess achievement of proposed activities. However, (30%) women participate actively in project activities.
Project Implementation and Adaptive Management	MS	The administrative management of the project was good as well as adaptive management in relation to the interaction between PMU and Project Board. However, poor technical guidance led to serious shortcomings in particularly Component 1 and even more so in Component 3. This was partly due to: <ul style="list-style-type: none"> • lack of specific fields of expertise in the team • the lack of the perception of this need in the team and in the Ministry • insufficient use of the adaptive management routines in the project management (e.g. monitoring framework) to check progress with expected results and milestones in the project strategy
Sustainability	MU	Environmental and social sustainability seem to be good, but institutional sustainability is not yet assured by the full establishment and development of the institutional organisation managing the MPAs. The weak spot of MPA management is financial sustainability. So far, the financial sustainability is at critical risk and AMP management risks to remain dependent on foreign funding.

Summary of conclusions

The MPA 2 project contributed to the promotion of a multi sector approach for the management of the seascape, to the enhancement of the marine protected area network, and to the development of a sustainable finance mechanism for conservation. A highlight is also the institutional and legal reform driven by the project.

The project was significantly affected by COVID which brought most activities to a standstill for several month. COVID as well as a slow project start resulted in limited progress in the first 2 1/2 project years. In the course of 2021 project activities accelerated resulting in key outputs such as the Gender Strategy and Action Plan, the Biodiversity and Social Reference Study, and the MPA Management Plan.

Reduced project performance has occurred in the following fields:

- Insufficient assessment of the legal and policy framework of environmental conservation during the PPG phase.
- The promotion of integrated planning through the mainstreaming of the MSP and SEA was unsatisfactory due to insufficient guidance and insufficient assessment of barriers during PPG phase.
- Not following best practices standards (WCPA/IUCN) in the MPA management planning process due to lack of expertise.
- Not following the BIOFIN approach due to inadequate guidance.

Despite the various constraints during the first half of the project duration, a significant recovery of momentum has been achieved thereafter. Significant efforts are required in the last project year to bring some straying activities back on track, with adequate technical guidance and careful planning within the frame of the agreed strategy.

Gaps in technical guidance and insufficient application of monitoring tools seem to be among the underlying factors impacting project performance.

Budget utilization shows little space for a budget-neutral project extension at the end of the project in June 2023. An eventual decision on project extension needs to be taken before the end of 2022. However, budget requirements need to be taken into account for the implementation of corrective measures presented in the MTR recommendations.

Recommendation Summary Table

	Recommendation	Entity responsible
Corrective actions		
1	Promote integrated coastal zone management <ul style="list-style-type: none"> Review the Integrated Coastal Zone Management Plan (CZMP) of Djibouti Integrate the Marine Spatial Plan, the revised legal and institutional framework for protected area management as well as innovative instruments for integrated planning such as Strategic Environmental Assessment in the CZMP Evaluate and operationalize the National Committee for Integrated Coastal Zone Management in the perspective of the high-level multi-stakeholder committee as proposed in the project document 	NPD, CTA, legal expert
2	Reinforce MPA management framework <ul style="list-style-type: none"> Involve senior international expert in protected area management Elaborate terms of reference and job descriptions for UGAP and its staff Review of legislation developed by the project, Develop mechanisms for participatory MPA management Develop monitoring and reporting system for surveillance and other activities of UGAP and consider monitoring tools (e.g., SMART, AIS, etc.) 	CTA, PA expert
3	Implement/review/improve MPA mapping <ul style="list-style-type: none"> Translate report on the geographical limits of the marine protected areas of the gulf of Tadjourah & Ghoubet el Kharab in French Map MPA "Islands of the seven brothers including the marine sites of the Obock region, the bay and the mangrove of the village of Khor Angar", which has not been covered in the MSP Review mapping MPA Kalif-Sagalou Include boundaries Haramous MPA in the Decree Consider large AMPs and the application of zoning according to different spatial and resource use options, to optimize the management of pressures and impacts, and to avoid micro-management 	CTA, PA expert, mapping expert ²
4	Counteract deadlock in development MPA finance <ul style="list-style-type: none"> Translate and validate consultancy report on national fund for environment and climate change in French Recruit an international consultant with BIOFIN experience to guide process³ Recruit a national consultant (finance, institutional) to support Carry out policy and institutional review Assess MPA management resource expenditures Assess MPA management resource needs and availability Elaborate biodiversity conservation finance plan 	NPD, CTA, BIOFIN expert

² Already done during MTR

³ See budget notes 1 and 18 for coverage of this expertise

	Recommendation	Entity responsible
5	Increase the participation of non-governmental and local stakeholders in the Project Board	NPD, PM
6	Elaborate a project exit strategy immediately after the MTR planning in detail all the actions and inputs required to implement the concluded and agreed MTR recommendations	NPD, PM, CTA,
7	Complete assessment of monitoring indicators <ul style="list-style-type: none"> Contract a competent institute to determine precise definitions of Indicators 1 and 2, methodologies, and determine indicator values within a month after MTR. Seek assistance for technical support to complete the update of the Financial Sustainability Score Card at MTR level and complete the project monitoring framework with regard to indicators 12 and 13. 	PM, UNDP
Actions to follow up or reinforce initial benefits from the project		
8	Prepare MPA management plans for the existing MPAs: Moucha et Maskhali, Iles des sept frères, and D'Haramous. according to WCPA standards	PA expert
9	Development of a SMART monitoring and surveillance approach considering the use of new technology including such as SMART, InReach and drones	CTA, PA expert, MRA
Future directions underlining main objectives		
10	Elaborate a Protected Area Masterplan , spelling out long term ambitions, biodiversity values and conservation objectives, protected area network design, management and quality standards for protected areas, institutional arrangements, capacity requirements and resource needs.	PA expert, but beyond scope of current project
11	Explore the development (benefits, failures, risks) of the establishment of a Protected Area Management Agency by comparing best practices in different countries.	CTA, NPD, Legal expert but beyond scope of current project
12	Explore development of Public-Private Partnerships (PPP) for the management of protected areas by comparing best practices in other countries.	CTA, Legal expert but beyond scope of current project
13	Promote the development and application of Strategic Environmental Assessment in planning processes by: <ul style="list-style-type: none"> Engaging the MEDD in the International Association for Impact Assessment (IAIA) Training MEDD staff in the principles and application of SEA Elaborating a SEA policy Developing rules and regulations for the application of SEA 	MEDD, with technical support but beyond scope of current project
14	Establish an Environmental Policy Consultation Group supporting consultation, collaboration and synergy on environmental policy development and management in Djibouti involving Government and technical and financial partners, considering: <ul style="list-style-type: none"> The possible and required roles of this platform An evaluation of function of the National Commission on Climate Change in this regard Requirements in terms of execution, partners and frequency of meetings 	UNDP, but beyond scope of current project

2 Introduction

2.1 Purpose of the MTR and objectives

Midterm Reviews (MTRs) are mandatory for all GEF-financed full-sized projects (FSPs). The MTR is an essential part of the project's adaptive management cycle and contributes to ongoing improvement and reflexive learning. The MTR also lays the foundation for the project's Terminal Evaluation (TE), although the focus of these two evaluation processes is different.

The overall purpose of the MTR is to serve as a developmental monitoring tool to assess project performance, identify achievements and challenges, and describe corrective actions to ensure that the intended outcomes are delivered by project end. The MTR report presents an assessment of progress towards the achievement of the project objectives and outcomes as specified in the Project Document, as well as early signs of project success or failure with the goal of identifying the necessary changes to be made in order to set the project on-track to achieve its intended results. The MTR also reviews the project's strategy and its risks to sustainability.

2.2 Specific context of the MTR

Previous GEF AMP project

The present MPA2⁴ Project can be considered as a successor to the MPA1 Project "*Etablir une gestion efficace des Aires Marines Protégées (AMP) à Djibouti*" (PIMS 4049), which was implemented until 2015 by the same implementation partner. The results of this project scored averagely moderate satisfactory, but a number of key outputs such as demarcation and gazettement of AMPs, AMP management plans, sustainable AMP funding, and income generating activities had not been realized⁵.

COVID 19

The implementation of the present project was greatly affected by the global pandemic of COVID-19. All project activities have been stopped completely in March 2020, and resumption of activities started slowly and gradually after May that year. The likelihood of receiving a request from partners for extension is high, considering that many aspects of the project are delayed.

Mid-Term Review 2021

Initially an MTR mission of the project has been started in the period February - March 2021. Different views on the conclusions of this mission lead to an impasse in the process and it had been decided to complete the MTR by a different team.

⁴ MPA2 is used as the acronym for the project. Its full name is "*Mitigating key sector pressures on marine and coastal biodiversity and further strengthening the national system of marine protected areas in Djibouti*"

⁵ Terminal evaluation of project "Establishing Effectively Managed Marine Protected Areas in Djibouti". Final report (PIMS 4049)

2.3 Scope & Methodology

The planned scope of work for the MTR follows UNDP-GEF's 2014 "Guidance for conducting midterm reviews of UNDP-supported, GEF-financed Projects" and the TORs presented in Annex 1 (page 69). The following aspects of the project have been assessed:

- Project design, including: critical analysis of the project's Strategic Results Framework (SRF) and Theory of Change, to assess the logical coherence of the results chain and the quality and suitability of the indicators and targets (i.e. are they SMART: Specific, Measurable, Achievable, Relevant and Time-bound); the extent to which lessons learnt in other projects have been incorporated into project design; the alignment of the project with national development priorities and other relevant programmes; the level of country ownership; the inclusivity of the stakeholder plan; the extent to which stakeholder perspectives were factored into project design; planned sustainability and replication measures; and, the extent to which relevant gender issues and other developmental effects (e.g. livelihood benefits) were factored into project design.
- Progress towards results, including: assessment of achievements against planned results using data in project workplans, annual progress reports and PIRs, the applicable GEF Tracking Tools, as well as results verified during the in-country mission; identification of barriers to effective delivery and formulation of appropriate measures to overcome these barriers.
- Project implementation and adaptive management, including project management and governance arrangements; work planning; financial performance and management and realization of co-finance; project -level monitoring and evaluation systems and project reporting; performance of the Implementing Agency and Executing Agency/Implementing Partner; stakeholder engagement; knowledge management and communications.
- Sustainability, including: assessment of the robustness of the risks mitigation plan (i.e. are the risks that were identified still relevant and important? Are the risk ratings still accurate? Are the risk mitigation measures appropriate and practical?); identification of issues that may impact on sustainability – this sets the stage for the detailed assessment of sustainability that will be undertaken during the terminal evaluation.

The report is concluded with sections on conclusions and recommendations, including:

- a summary of project highlights, strengths and weaknesses;
- the identification of challenges and potential solutions (i.e. corrective actions for design, implementation and M&E);
- follow-up actions to reinforce early benefits realized by the project;
- and proposals for future directions reinforcing achievement of the project's objective and mitigating risks to sustainability.

2.4 Limitations to the MTR

Assuming that repeating all assessments, which were already carried out by the MTR team in 2021 was redundant, a limited number of working days had been allocated to finalize the MTR in 2022. This assumption was reasonable, but it limited the time available for field visits and the possibility to cover extensively all field sites.

The finalization of the MTR has been carried out by one expert in environmental management only. All information on social issues is based on information collected by the 2021 MTR team as well as from the various consultancy reports prepared by the project (mainly gender strategy and reference study). The gender strategy prepared by the gender expert for the project is sound, critical and

practical, offering leads to address gender at different strategic levels and components. During the interviews, social issues have been covered extensively as well, but the absence of a (national) independent social expert was felt. A low number of female (local) stakeholders has been covered, and this would have probably been easier if a female expert would have been included in the evaluation team.

A number of key actors were not available due to travel during the MTR mission. This applies among others to the GEF Focal Point in the MEDD and two members of the newly established Protected Area Management Unit.

3 Project Description and Background Context

3.1 Development context

3.1.1 Geographical setting

The Republic of Djibouti is a small coastal country in the Horn of Africa, with a total area of 23,200 km², a coastline of 372 km and, within a maritime territory area of 7,200 km², three isolated island groups: Haramous Island immediately southeast of Djibouti capital; Musha and Maskali Islands, low coral, and sand islands north-east of Djibouti capital; and Sept Frères Islands, eroded volcanic islands off the northern coast of Djibouti, south of the Strait of Bab El Mandeb across Yemen. Djibouti's marine space is located on the confluence of the Red Sea and the Indian Ocean. A small portion of the coastline belongs to the Red Sea (38 km) and the Gulf of Aden (80 km). The remaining, coastline of Djibouti lies along the narrow Gulf of Tadjourah. A narrow opening with two passes of 2 and 13 m depth separates it from the nearly enclosed basin of the Ghoubet al-Kharab, which has a maximum depth of 300 m and increased salinity. The position at the confluence between two large biogeographical regions gives the Djiboutian waters particular characteristics, including a diversity of hydrodynamic conditions and the emergence of unique assemblages of marine species and habitats. With similar conditions to those prevailing in the southern reefs of the Red Sea, the reef of Djibouti is very turbid. On the south coast, close to the border with Somalia, the effects of upwelling nutrient-rich water begin to be discernible in fish assemblages. Water there is very turbid, and the poorly developed reefs support fewer species and lower abundances of reef-associated fish than reefs further north. Non-reef species are more abundant, however, and this area represents the main fishing ground in Djibouti. Several beaches and coral reefs, such as at Khor Ambado, Arta Plage and Sables Blancs are important for ecotourism.

3.1.2 Global significance of marine and coastal biodiversity

As highlighted in a few regional and national studies, Djibouti – despite its relatively small size – harbours regionally and globally important and also under-explored marine habitats/ecosystems that are moreover partly in excellent condition. Marine and coastal biodiversity is primarily associated with two ecosystems, mangroves covering 800 ha, and fringing coral reefs extending over 400 km². The largest mangrove forests are located in Khor Angar and Godoria (Obock district; within the marine and coastal protected area Sept Frères). Mangroves on the islands of Musha and Maskali are also relatively dense, if of limited extent, while mangroves near Djibouti capital (incl. Doralé and Haramous) are sparse and highly degraded. Mangroves have been regressing in recent decades under the pressure of human activities (exploitation for wood and animal fodder) and drought, which reduced the supply of freshwater the mangroves require. Near-pristine coral reefs are found in the Gulf of Djibouti (outer: Gulf of Tadjourah, inner: Gulf of Ghoubet); these are a seasonal feeding ground for the Whale Shark (*Rhincodon typus*). Coastal fringing reefs and pelagic areas extend moreover along the remoter external northern coast towards the border with Ethiopia.

Although the inventory of marine biodiversity is still incomplete, several studies have reported more than 889 animal species and 17 plant species in the marine environment. The rich marine biodiversity includes endemic, rare and threatened species such as the Hawksbill Turtle (*Eretmochelys imbricate*, Critically Endangered), sharks, groupers, the Napoleon Wrasse (*Cheilinus undulatus*, Endangered), dolphin species including the Spinner Dolphin (*Stenella longirostris*), and the Dugong (*Dugong dugon*, Vulnerable). The coral reefs off the coast of Djibouti exhibit high levels of biodiversity for both corals and fish. They form a part of a larger transboundary ecosystem of coral reefs and associated marine

environments stretching from Sudan to Djibouti which have been identified by IUCN as potentially qualifying for World Heritage site status. These ecosystems provide a source of food and livelihoods for the local population and offer opportunities for future economic development and diversification.

3.1.3 The system of marine protected areas in Djibouti

Protected areas are the principal means of protecting the unique marine and coastal biodiversity of Djibouti while preserving the ecosystem services on which rests the narrow subsistence base of local communities. Two marine PAs were initially established: Musha Island in 1972 (Decree 72-1363/SG/CG) and Maskhali Island added in 1980 as an integral reserve (Decree 80/062/PR/MCTT). In 1985, the Decree 85/103/PR/AG reinforced the conservation approach through prohibiting collection of coral and shells and only allowing line fishing by artisanal fishermen. In 2004, the Law No. 45/AN/04/5th *L Establishing terrestrial and marine protected areas* designated the three MPAs of 1) Musha & Maskhali Islands, 2) Sept-Frères Islands including Ras Syan, Khor Angar and Godoria mangroves, and 3) Haramous Island, and identified forbidden and regulated activities and uses, and the role of local communities.

Section 7 of the law refers to regulations⁶ (to be developed) to define exact boundaries and mode of management of protected areas. Until recently, these MPAs existed only on paper and were not actually managed as they had not yet been delineated and there was neither any management staff nor essential equipment. Also, the creation of protected areas was made without the participation of concerned parties even if the law required the involvement of local communities in the management of protected areas (Article 6). Other institutional, legal, and financial obstacles had also hampered the operationalization of the management of protected areas.

Table 1. Existing and new marine protected areas in Djibouti

Name of MPA	Size km ²	Status
Iles Des Septs-Freres, Ras Syan, Khor Angar et Godoria	447.1 km ²	Created under the protected area law (2004), but no management plans ⁷
Iles Moucha et Maskalii	36.6 km ²	Created under the protected area law (2004), but no management plans
Ile Haramous, Douda	35.1 km ²	Created under the protected area law (2004), but no management plans
Littoral d'Arta / Arta Plage	70.4 km ²	Being developed under the current project, Management plans prepared.
La baie de Ghoubet El Kharab	158.5km ²	Being developed under the current project, Management plans prepared.
Sable Blanc / Ras Ali	1.85 km ²	Being developed under the current project, Management plans prepared.
Kalaf et Sagallou	86.0 km ²	Being developed under the current project, Management plans prepared.
Total ⁸ defined under protected area law (2004)	518.8 km ²	
Total developed under present project	316.75 km ²	
Total (at project completion)	835.55 km ²	

⁶ These regulations, however, have not yet been formally developed and approved.

⁷ MPA management plans have been prepared under the first GEF AMP project, but these plans have not been approved and the draft plans appear not to be available

⁸ These totals

3.1.4 Institutional context and reform

Before the year 2000, the responsibility for environmental governance in Djibouti was limited to the Department of Territorial Development and the Environment (DATE) created in 1996, alongside the planning commission attached to the prime minister's office. In 2000, Djibouti set up a specific ministry in charge of the environment⁹ entitled: the Ministry of Housing, Urbanism, Environment and Land Use Planning (MHUEAT). Integrated into the MHUEAT, the DATE coordinated all activities and projects related to the environment sector (e.g. Biodiversity, PERSGA, Climate change). Subsequently, the DATE was reinforced by the National Commission for Sustainable Development (2004), the Technical Committee for Sustainable Development and the National Committee for Climate Change (CNDCC). In 2014, the DATE has been transformed into the Department of the Environment and Sustainable Development (DEDD)¹⁰. Other departments in the MHUEAT were the Department of Documentation, IT and Communication (DDIC) and the Department of Territorial Development, Urban Planning and Housing (DATUH). The DEDD included sub-departments responsible for Sustainable Development, for Pollution and Environmental Assessment, and for the Great Green Wall.

In 2018 the GEF AMP project started and had been anchored in the DEDD by the creation of a project management unit under this Direction as well as a steering committee for the MPA system. In October 2021, the GEF AMP project was dislodged from the DEDD and placed under the supervision of the Directorate of Documentation, Information and Communication (DDIC) in anticipation of further reforms of the Ministry.

A new Unit for the management of protected areas (UGAP) has been created on 20 February 2020 by the MUET. Further reorganization of the Ministry took place in 2022, when a new law transformed the MUET into the Ministry of Environment and Sustainable Development (MEDD). The UGAP will be attached to the Blue Economy Sub-Direction. A new MEDD organization chart currently in preparation provides for the creation of two departments: Department of the Environment and Department of Sustainable Development. The latter will include the Terrestrial and Marine Protected Areas service.

Reform is also taking place in other related sectors. The National Office for Tourism (ONTD) will gain the status of National Tourism Agency of Djibouti in 2022 including a service for the protection of natural sites. Obviously, the GEF 6 project seems to have revitalized and boosted a new momentum of coordination and integration between the different institutions and this is materialized by the signing of agreements between the MEDD and the partner institutions (ONTD, Marine Affaires, UNFD, Coast Guard, Fisheries Department). In this sense, the project has contributed to the evolution of the institutional framework such as the MPA Steering Committee and the UGAP.

3.2 Problems that the project sought to address

Djibouti's MPA system has made some progress over the last years, most notably through the completed UNDP/GEF/Government of Djibouti MPA project. However, these achievements risk to become precarious given the magnitude and speed of new developments of port infrastructure in Djibouti, most notably in the Gulfs of Tadjourah and Ghoubet; and the risks associated with the new shipping routes and increased traffic of oil tankers and other ships transporting noxious substances through this vulnerable environment. Because of limited awareness, dialogue and coordination between the actors affecting marine biodiversity including those involved in port development in the

⁹ Law No. 82/AN/00/4th L of May 17, 2000 on the creation and organization of the Ministry of Housing, Urbanism, Environment and Territorial Development

¹⁰ Law No. 54/AN/14/7th L reorganizing the Ministry of Housing, Urbanism and the Environment

context of an increased use of maritime space for commercial transport, and because of limited capacity for surveillance and monitoring within MPAs and the lack of resources dedicated to MPA operational costs, there can be no effective prevention or rapid response to developments and incidents negatively impacting Djibouti's unique marine and coastal ecosystems and resources.

Barriers to mainstream biodiversity and protected areas into the regulations, planning and practices of key maritime sectors

- *Inadequate institutional framework.* There is no agency with the technical capacity and trained staff to take the leadership for planning and managing the MPAs of the country as a unified network and to effectively engage other sectors that may either harm or benefit from marine biodiversity.
- *Insufficient coordination between government agencies concerned by marine biodiversity and ecosystem services.* A National Capacity Self-Assessment (NCSA) conducted in 2008¹¹ identified the lack of coordination and overlapping mandates between Government entities as key challenges to environmental governance. Coordinating fisheries, maritime, transport, military and other interests both of public and private sector – while guaranteeing environmental sustainability – requires technical knowhow but more importantly political weight.
- *Insufficient integration of marine biodiversity concerns into relevant sector development strategies and plans (maritime transportation, ports, tourism, fisheries).* The major political and national economic orientations mention the environment in general and biodiversity protection. These issues are also an integral part of sector plans (water, fisheries, tourism, transport, etc.). However, integration is not really effective. Indeed, the various sectors focus primarily on their core mission without effective strategic trade-off discussions taking place.
- *Limited capacity to coordinate participatory planning involving public and private actors concerned with the marine environment and its resources.* Institutionally, the management of the environment is marked by the predominance of the MHUPE. The scheme planned for the sectoral and cross-sectoral integration had provided for a decision on two levels, the first involving the MHUPE, technical services, NGOs and the private sector, the second associating the relevant ministries to the MHUPE within a National Commission for Sustainable Development. However, the National Commission for Sustainable Development has since its creation been rather inactive, and weak coordination between different ministries and the low involvement of the private sector and civil society, are now major obstacles to the implementation of NBSAPs and to advancing other environmental and sustainable development concerns.

Barriers to strengthen and expand the national system of coastal and marine protected areas

- *Knowledge management barrier.* Over the years, the coral reefs and mangroves of Djibouti have been the object of occasional studies. Such data collection has been rather discontinuous, has depended on external financing, and has been conducted largely by international experts. Now these databases are not secure in a permanent structure and are not easily accessible.
- *Lack of representativity in the MPA system.* Recent surveys are indicating that the Gulf of Goubet includes pristine coral reefs that show unusually high resilience to extreme conditions. The current

¹¹ National Capacity Self-Assessment. 2008. Plan d'Action National pour le Développement des Capacités en matière de Gestion Durable de l'Environnement en République de Djibouti. Accessible from : [http://www.thegef.org/gef/sites/thegef.org/files/documents/document/Djibouti final report.pdf](http://www.thegef.org/gef/sites/thegef.org/files/documents/document/Djibouti%20final%20report.pdf)

MPA coverage does not allow the full protection of critical habitats for the whale shark, endemic marine species, and coral reefs, including those in the Ghoubet.

- *Inadequate capacities to plan and operationalize the management of marine protected areas and to enforce applicable regulations.* Despite recent progress, the MHUPE continues to have inadequate capacity in terms of equipment and human resources for marine environmental research, management, monitoring and enforcement.
- *Absence of sustainable financing mechanisms to support recurrent operational costs for the management of the MPA system.* The environment and especially biodiversity sectors only receive a small share of the state budget, which can only cover a few staff salaries. The Government does not provide adequate operational budgets to manage marine biodiversity and the MPA system. Support to MPAs is reliant on donor funding, however such external funding is often short-lived and not sufficient to assure continuous and long-term interventions. A National Environment Fund has been created but was never operationalized.

3.3 Project Description and Strategy

The mission of the project is to strengthen and expand a functional system of marine/ coastal protected areas in Djibouti, supervised by an institution dedicated to its management, supported with adequate political backing and financial resources, with management and financing plans effectively implemented at the system and site levels, and whose long-term sustainability is ensured by the prevention, mitigation or compensation of the impacts most notably of the massively growing coastal development and maritime sectors. In this context, the expansion of tourism and fisheries activities represent a threat for marine and coastal biodiversity, yet also offer opportunities for shared interests and co-management if sustainability measures can be introduced.

The immediate objective of the project is to “*Enhance the resilience of Djibouti’s marine biodiversity through increasing institutional capacity, enhancing financial sustainability and management effectiveness of the MPA system, and mainstreaming marine biodiversity into key maritime sectors*”.

The Project Objective will be achieved through implementation of four project components that address the key barriers identified for effective MPA and marine ecosystem services management.

- *Component 1: to strengthen the effectiveness of Djibouti’s MPA system through enhanced capacity of all stakeholders, including dialogue to mainstream biodiversity into maritime sectors.*

A unit dedicated to the management of MPAs within the MHUPE¹²/ Directorate for Environment and Sustainable Development (DEDD) will be established. The dedicated unit will be empowered to convene multi-stakeholder processes, develop policies and laws and support their enforcement, as well as to draw on best accessible scientific and technical knowledge for decision-making. A well trained and capacitated professionals will be employed by the unit, who will lead dynamic and effective interventions. A M&E system of the key elements of marine biodiversity will be established and used for planning and decision-making. Capacities amongst the multitude of stakeholders will be enriched to effectively address Djibouti’s marine biodiversity and sustainable marine resource management concerns, including amongst private sector investors and businesses.

- *Component 2: to expand the national MPA network and strengthen MPA management at site level.*

Ongoing support for effective management of already established MPAs will be provided, while several new sites will be added such as the Gulf of Ghoubet, the marine/ coastal stretch of Sagallou/Kalaf

¹² The text refers to the institutional context before the recent institutional reforms

(adjacent to the already-existing Arta Plage MPA), and the Sable Blanc/ Ras Ali MPA. Several site-specific pilot projects will be established to mobilize important conservation gains. Hence, Djibouti's MPA system will be expanded and increased management effectiveness for Djibouti's MPAs will provide greater protection to globally significant habitats and species habitats over approx. 83,555 ha including 51,880 ha of existing and 31,675 ha of newly protected seascape. Direct and indirect benefits to local communities and stakeholders create tangible incentives to support marine biodiversity conservation objectives, most notably through the development of sustainable and MPA-compatible artisanal fisheries and tourism.

- *Component 3: to sustainable financial mechanism for marine biodiversity and the national protected areas system.*

The project will support the establishment of a new/innovative funding mechanism, coordinated with other initiatives, to provide relevant financial resources for MPA management and sustainable management of marine resources following the BIOFIN approach. Under this component a National Environment Fund (or an alternative mechanism/ structure) is set up, capturing income from national sources and ready to supply regular financing towards the national MPA system, helping to reduce the financing gap.

- Component 4 - Gender Mainstreaming, Knowledge Management, and M&E.

Outcomes under this component will allow that lessons learned from the project are made available nationally and internationally to facilitate improved MPA and marine ecosystem management via active participation of all stakeholder groups in the project implementation and M&E. Gender mainstreaming will strengthen project strategies and implementation. The increased focus on gender mainstreaming under GEF-6 has thus been elevated to component level.

Project areas

The project document states that MPA development will focus the three MPAs supported under the first GEF MPA project as well as additional MPAs to be developed (Figure 1, page 23; Table 1, page 18).

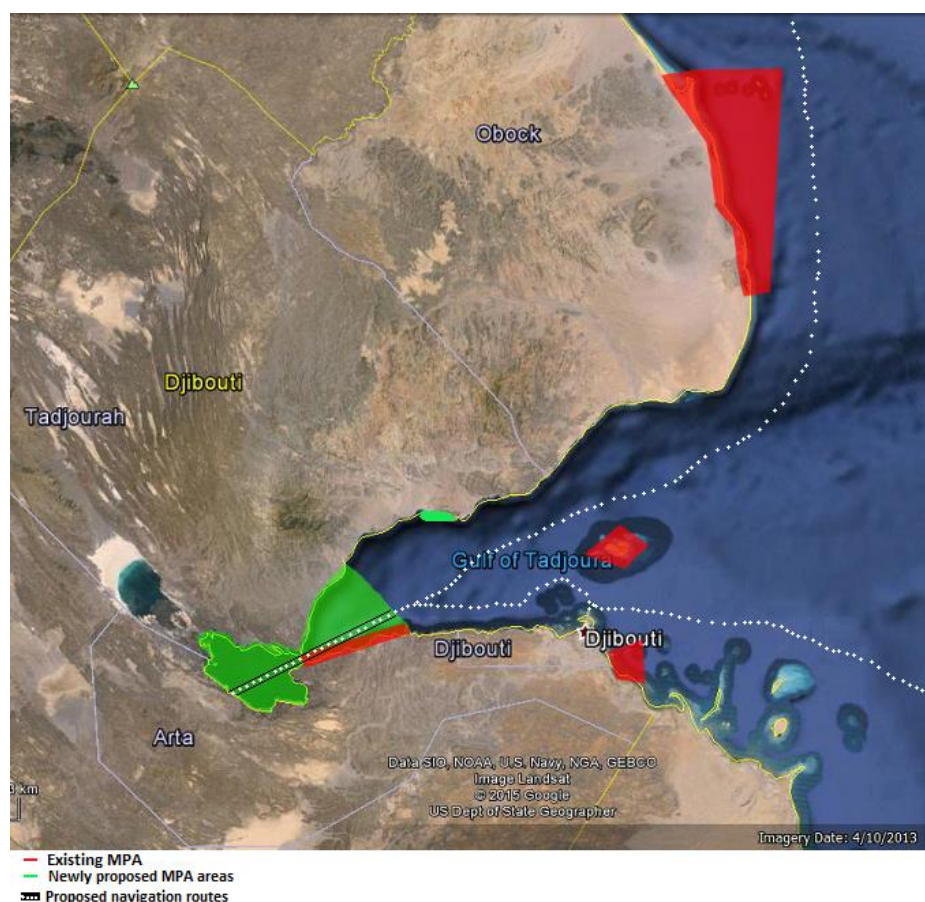


Figure 1. ***Satellite image map of the proposed expanded MPA system, including the three established MPAs at Sept-Frères, Moucha-Maskali Islands and Douda-Haramous, the already-identified Arta Plage, and the entirely newly proposed areas from Ghoubet to Sagallou/Kalaf and Sable Blanc/Ras Ali as proposed in the project document***

3.4 Project Implementation Arrangements:

This project is executed under the National Implementation Modality (NIM), in which the GEF channels funds through its Implementing Agency (IA) – UNDP – for the agreed programme of work, as reflected in the Project Document, which has been endorsed by the GEF CEO and signed by representatives of UNDP and the Government of Djibouti. Under this arrangement, UNDP remains accountable to the GEF for overall project delivery, and is responsible for providing high-level oversight, technical and logistical support to the project’s Implementing Partner (IP).

Under NIM, the Implementing Partner (IP) – in this case the Ministry of Environment and Sustainable Development (before Ministry of Housing, Urban Planning and Environment) – assumes overall responsibility for day-to-day implementation or execution of the project, in accordance with the project’s agreed Strategic Results Framework (SRF) and budget, and following the terms laid out in the Letter of Agreement (LoA) between UNDP and the IP.

The project governance and management arrangements envisaged in the ProDoc includes:

A Project Board / Project Steering Committee (Comité de pilotage) - A national Project Board, also referred to as Project Steering Committee (PSC) will ensure adequate guidance, oversight and integration of project activities. The PSC shall provide strategic advice to the Project Management Unit

(PMU) for the implementation of project activities to ensure broader integration of the project activities within the national development goal of poverty reduction and sustainable development objectives. The Project Board is comprised of the following representatives/institutions: Project Director at MHUPE/DEDD (Chair), UNDP Djibouti, Ministry of Agriculture, Water, Fisheries, Livestock and Marine Resources (MAWFLMR), Ministry of Equipment and Transport (MET), Djibouti Ports and Free Zones Authority (DPFZA); and the Prefectures of Arta, Obock, Tadjourah. A representative of the community-level beneficiaries should also be represented on the board – a relevant association or designated representative will be identified during project inception.

A **high-level multi-stakeholder committee** to be coordinate and convene by the Directorate of Environment and Sustainable Development (DEDD) / Ministry of Housing, Urban Planning and Environment (MHUPE)¹³. Member will include: Directorate of Fisheries / Ministry of Agriculture, Water, Fisheries, Livestock and Marine Resources (MAWFLMR), Directorate of Maritime Affairs / Ministry of Equipment and Transport (MET), Ports Authority / MET, Minister of Economy and Finance, National Tourism Office / Minister Delegate to the Minister of Economy and Finance, in charge of Trade, SMEs, Handicrafts, Tourism and Formalization, National Scientific Research Institution: CERD / Ministry of Higher Education and Research, and the National Coast Guard.

A **Project Management Unit (PMU)**, comprising

- National Project Coordinator.
- Principal Technical Advisor of the Project.
- Project financial assistant.
- Assistant in charge of communication.
- Assistant in charge of community development.
- Administrative Assistant of the Project.

A **Chief Technical Advisor** (part-time) - The Chief Technical Advisor (CTA) is an internationally recruited expert selected based on an open competitive process managed by UNDP. The CTA is responsible for providing technical backstopping to the Project, related to all project components.

short description of the Project Board, key implementing partner arrangements, etc.

Project timing and milestones

Milestone in the project cycle	Date
PIF approved	19 April 2016
CEO-endorsement of PRODOC	22 May 2018
LPAC meeting	19 June 2018
Grant agreement signed	24 July 2018
Project Inception Workshop	27 September 2018
Staff appointments	National Project Coordinator, August 2019
First project board meeting	19 November 2018
Second project board meeting	18 December 2019
Third project board meeting	24 June 2020
Fourth project board meeting	13 January 2021
First MTR mission	March – April 2021

¹³ Following institutional reforms during the project implementation period, the Ministry housing the project has been changed into the Ministry of Environment and Sustainable Development (MEDD), and the the project attached to the Directorate of communication, information and documentation (DCID)

Fifth project board meeting ¹⁴	12 January 2022
Finalization MTR	May-July 2022
Planned date of TE	Second quarter 2023
Anticipated project closure	July 2023

Main stakeholders

Stakeholder	Potential roles in project implementation
Institutions of the Djibouti Government	
Directorate of Environment and Sustainable Development (DEDD) / Ministry of Housing, Urban Planning and Environment (MHUPE)	<ol style="list-style-type: none"> 1. The ministry develops and implements the government's policy on environment, notably through the design of a regional planning scheme jointly with competent ministries, the development of normative texts, control of environmental standards in the areas of infrastructure, housing, equipment, transport, energy in partnership with the concerned ministries, and the realization of environmental impact studies. 2. The ministry has the national mandate over natural resources conservation and sustainable management and for the overall coordination and management of the PA/MPA system, 3. The ministry through the DEDD is also involved in fisheries management as it is responsible for the implementation of the CBD and PERSGA conventions on species and protected areas. Law No. 45 of 2004 establishes three marine protected areas where collection of corals and shells, as well as spearfishing, are prohibited and where fishing is allowed but regulated by DEDD, in consultation with the FD. 4. As the national implementing partner/agency of the project, DEDD will be accountable for the project results, will designate a National Project Director among its members and chair the Steering Committee, and will allocate appropriate work premises for the project management team, including water and electricity, 5. Leadership for institutional reforms related to the management of the national PA system and for the national consultation process engaging key public and private sector stakeholders; 6. Contribution to project monitoring and evaluation, responsible for technical and financial reporting to UNDP 7. Be the overall coordinator and convener of the high-level multi-stakeholder committee
Directorate of Fisheries / Ministry of Agriculture, Water, Fisheries, Livestock and Marine Resources (MAWFLMR)	<ol style="list-style-type: none"> 8. As regards fisheries, the Ministry is responsible for policy development and planning over the entire national territory, for the development of fisheries, exploitation of fishery resources and industrialization of the sector. 9. As the Department of Fisheries is responsible for licensing fisheries permits, it will participate in the elaboration of a strategy to implement an effective surveillance of marine protected areas and to ensure enforcement of laws and regulations, namely regarding illegal fishing by foreign fishers 10. Will contribute to building synergies between this project and others related to marine and coastal biodiversity and resilience, 11. Will develop a consultancy proposal for fisheries research (sustainability of fisheries, diamond back squid, etc.) and become part of the high-level multi-stakeholder committee

¹⁴ Minutes not received by evaluator

Stakeholder	Potential roles in project implementation
Directorate of Maritime Affairs / Ministry of Equipment and Transport (MET)	<p>12. The Ministry of Equipment and Transport is responsible for the implementation and coordination of road, rail, sea and air transportation policy as well as the national meteorology. It is also in charge of the management, operation, maintenance and renovation of public facilities. It is responsible for designing and implementing the government's policy on road, port and airport infrastructure. All Ports of Djibouti are under this ministry which is also responsible for licensing maritime traffic.</p> <p>13. Will be invited to participate in the MPA spatial planning proposal, buoy network, etc.</p> <p>14. Collaboration to prepare an action for the development of an environmental contingency plan adequate for the TSS Bab el Mandeb and the port infrastructure expected for Djibouti in coming years.</p> <p>15. Become a partner in the high-level multi-stakeholder committee, identify research and knowledge needs, and participate in technical discourses</p>
Ports Authority / MET	<p>16. Will be invited to participate in the MPA spatial planning proposal, buoy network, etc.</p> <p>17. Participation in the elaboration of a strategy to implement an effective surveillance of MPAs and to ensure enforcement of regulations, namely in environmental protection</p> <p>18. Become a partner in the ell high-level multi-stakeholder committee, identify research and knowledge needs, and participate in technical discourses</p>
Minister of Economy and Finance	<p>19. The Ministry is responsible for the implementation and coordination of economic and financial policy, [...] to develop and implement, jointly with the Ministry of the Budget, the government's policy to mobilize domestic financial resources and external financing for development.</p> <p>20. Become a partner in the high-level multi-stakeholder committee, identify research and knowledge needs, and participate in technical discourses</p> <p>21. Support the development of a strategy to operationalize the Environmental Fund and mobilize financing from various sources (compensation for habitat destruction, voluntary contributions following social responsibility, <i>polluter pays</i> and <i>user pays</i> principles.)</p>
National Tourism Office, Ministry of Economy and Finance, in charge of Trade, SMEs, Handicrafts, Tourism and Formalization	<p>22. The Ministry develops and implements government policy to develop tourism and ensure its regulation. It also has authority over Djibouti Tourist National Office and can intervene through it regarding fishing in the touristic coastal and island areas, protected or not, especially for ecotourism.</p> <p>23. Issues and controls licenses for tourism operators, including</p> <p>24. Contribution to the planning of ecotourism across the MPA system as part of the strategy to raise funds for the management of MPAs and for the development of IGAs for local communities concerned by MPAs;</p> <p>25. Contribution for the development of a strategy to avoid/reduce negative impacts and enhance the sustainability of MPA-related tourism, including whale shark and coral diving, distribution of recycling containers, organisation of beach and seafloor clean-ups;</p> <p>26. Collaboration in planning the building of the ARTA Plage AMP base using the abandoned buildings on site;</p> <p>27. Contribution to identify activities needed to devise and implement an awareness and communication strategy in collaboration with environmental associations/NGOs (working towards a "Whale shark Week"; commemorating World Ocean Day on 08 June);</p> <p>28. Participation in the assessment of the effectiveness of MPAs management and of the impact of the project interventions (baselines)</p> <p>29. Whale shark tourism control / collaboration in the building of the ARTA Plage AMP base using the abandoned buildings on site / working towards a</p>

Stakeholder	Potential roles in project implementation
	<p>“Whale shark Week” to start the 2015 whale shark season with everything in place (MPA, code of conduct, licenses, regulations, spatial planning, mooring buoys, MARPOL containers, recycling containers, beach and seafloor clean up, etc.)</p> <p>30. Become a partner in the high-level multi-stakeholder committee, identify research and knowledge needs, and participate in technical discourses</p>
National Scientific Research Institution: CERD / Ministry of Higher Education and Research	<p>31. Participation in the development and implementation of monitoring programs for biodiversity, in the assessment of the effectiveness of protected areas management and in the planning of the project interventions (baselines),</p> <p>32. Development of proposals to implement long term monitoring of reefs, sea turtles, whale sharks, and other priority biodiversity elements,</p> <p>33. Participation in the identification of the database structure for the long-term monitoring of MPAs</p> <p>34. Become a partner in the high-level multi-stakeholder committee, identify research and knowledge needs, and participate in technical discourses</p>
National Coast Guard	<p>35. Participation in the elaboration of a strategy to implement an effective surveillance of marine protected areas and to ensure enforcement of laws and regulations, namely regarding illegal fishing by foreign fishers</p> <p>36. Become a partner in the high-level multi-stakeholder committee, identify research and knowledge needs, and participate in technical discourses</p>
MPAs managers and ecoguards	<p>37. Managers of and Sept-Frères MPAs will be required to ensure that the ecoguards are fully involved in the construction of the buoy network</p> <p>38. Participation in the identification of capacity development needs for the effective management of MPAs</p> <p>39. Participation in the assessment of the effectiveness of MPAs management and of the impact of the project interventions (baselines)</p> <p>40. Participation in the elaboration of a strategy to implement an effective surveillance of MPAs and to ensure enforcement of regulations</p>
Regional authorities and representatives	
Prefecture councils	<p>41. The prefecture is the first interlocutor at the regional level and has a direct link with people;</p> <p>42. Will be informed of the project development and objectives and invited to participate in baseline surveys and workshops to identify priorities/ strategies for interventions, to participate in identification and planning of interventions at the local level, including the selection of intervention sites at the local and community levels</p>
Regional development councils	<p>43. Regional councils are elected and therefore the legitimate representatives of the interests of local communities - recently established as part of the decentralization process;</p> <p>44. Will be informed of the project development and objectives and invited to participate in baseline surveys and workshops to identify priorities / strategies for interventions, to participate in identification and planning of interventions at the local level, including the selection of intervention sites at the local and community levels</p>
Civil society	
IUCN-IGAD// Nature Djibouti / CORDIO / Fondation Cousteau	<p>45. Key co-financing partner for marine research, monitoring and capacity development, as well as for the development of the seascape management plan</p> <p>46. Contribution to define awareness and communication strategy</p> <p>47. Expertise for trainings, professional updating and seminars for Djiboutian stakeholders;</p> <p>48. Become a partner in the high-level multi-stakeholder committee, identify research and knowledge needs, and participate in technical discourses</p>

Stakeholder	Potential roles in project implementation
National Union of Women of Djibouti	49. Contribution to define awareness and communication strategy; 50. Contribution to identify priority / strategies for interventions 51. Participation in the assessment of the effectiveness of MPAs management and of the impact of the project interventions (baselines) 52. Partners in implementing demonstration projects 53. Become a partner in the high-level multi-stakeholder committee, identify research and knowledge needs, and participate in technical discourses
Professional associations (fishers association, tour operators association)	54. Active participation in the identification and development of income generating activities including profitable ecotourism, fishing and mariculture activities to the benefit of local communities 55. Become a partner in the high-level multi-stakeholder committee, identify research and knowledge needs, and participate in technical discourses
Media (print and radio media)	56. Invited to contribute to the dissemination of main events related to project preparation 57. Contribution to develop a communication and awareness strategy for the project
Academic and scientific institution: Djibouti University/ Faculty of Science / Ministry of Higher Education and Research	58. Contribution to the identification of priorities for the development of programs / training modules in biodiversity conservation, adaptive management of PAs, and for their integration into the university curriculum; 59. Participation in the assessment of the effectiveness of MPAs management and of the impact of the project interventions (baselines); 60. Contribution to the establishment a national platform for sharing knowledge on marine biodiversity and MPAs 61. Become a partner in the high-level multi-stakeholder committee, identify research and knowledge needs, and participate in technical discourses
Village communities concerned by MPAs	
Users of natural resources from local communities in/around MPAs (local fishers, tour guides, etc.)	62. Key stakeholders and beneficiaries; 63. Active participation in the identification and development of income generating activities including profitable ecotourism, fishing and mariculture to the benefit of local communities; 64. Members (representatives) of the teams during field missions;
Local community leaders / including representatives of elders, women and youth	65. Participation in defining local communities' role in monitoring biodiversity and surveillance programs, in discussing local communities' involvement in restoration works such as mangrove restoration and beach clean-ups in the context of WFP "Food for Assets" agreements 66. Participation in the assessment of the effectiveness of MPAs management and of the impact of the project interventions (baselines)
Community-based organizations, such as active co-management committees	67. Participation in defining CBOs' role in monitoring and participatory research programs on biodiversity; 68. Contribution to community mobilization for the identification of IGAs and level of participation to restoration works.
Private sector / Other	
National Chamber of Commerce and Industry	69. Become a partner in the high-level multi-stakeholder committee, identify research and knowledge needs, and participate in technical discourses
Tourism operators/ investors, incl. Dolphin Dive/ Coubeche Sable Blanc	70. Will be informed of the project development and objectives and invited to participate in baseline surveys and workshops to identify priorities/ strategies for interventions 71. Collaboration with regards to ecotourism development, tourism impact reduction, buoy network, MPA base construction, MARPOL containers, recycling – cleaning up of beach and sea floor 72. Use of tourism concessions as source of MPA financing

Stakeholder	Potential roles in project implementation
	73. Contribution to the identification and planning of IGAs related to ecotourism for local communities
Merchant shipping companies, users of the Gulf of Tadjourah and Ghoubet	74. Will be informed of the project development and objectives and invited to participate in baseline surveys and workshops to identify priorities for interventions
Coca-Cola company	<p>75. Are interested in deploying plastic recycling facilities but had until now not found a suitable entry point; consider the new MPA project a good way to start.</p> <p>76. Collaboration will be sought to address plastic pollution issue in Djibouti's marine and coastal environment</p> <p>77. May support Food-for-work collaboration with WFP on beach/coastal plastic clean up</p>
Military (users of MPAs coastal zones)	78. Informed of the project objectives and invited to participate in baseline surveys and workshops to identify strategies to reduce pressures on marine/coastal biodiversity

4 Findings

4.1 Project Strategy

4.1.1 Project Design

Relevance in the problem context

Djibouti's marine biodiversity is of global significance and constitutes also a considerable source of economic opportunities for local populations in the form of fisheries and tourism. However, the country's economy is largely dependent on its services sector connected with the country's strategic location as a deep-water port at the intersection of the Red Sea and the Gulf of Aden. Driven by this position, the Government aims to turn the country into a platform for commercial and logistics services for the Horn of Africa, and it has started to undertake vast projects for the development of port, rail and road infrastructure, aimed at facilitating and increasing access to markets in the region.

While the Government of Djibouti has made investments to protect some of its unique and biodiversity rich marine habitats, these achievements risk to become precarious given the magnitude and speed of new developments of port infrastructure in Djibouti, most notably in the Gulfs of Tadjourah and Goubet. There are major risks associated with the new shipping routes and increased traffic of oil tankers and other ships transporting noxious substances through this vulnerable environment.

The increasing pressure on marine biodiversity requires the improvement and extension of Djibouti's MPA system and sustainable resources to cover the cost of conservation. The project strategy targets the barriers that have been identified hampering the achievement of these goals: inadequate institutional framework, insufficient coordination between government agencies concerned, insufficient integration of marine biodiversity concerns into sector strategies, limited capacity to coordinate participatory planning, insufficient knowledge management, insufficient management capacity, as well as budget constraints. The proposed activities address these barriers.

Global policy relevance

The project is well-aligned with the global strategic objectives of the GEF and UNDP, making an important contribution to achievement of the Sustainable Development Goals (SDGs 1, 13, 15, 16, 17), the Aichi Biodiversity Targets (ABTs 1, 5, 9, 11, 12, 14, 19, 20); and, the UNDP Ecosystems and Biodiversity Strategy priorities under Strategic Programme 2; and is consistent with meeting Djibouti commitments under a number of international multilateral agreements and conventions to which the country is a signatory (including the CDB, UNFCCC, and UNCDD).

The project is fully aligned with the country programme document for Djibouti (2018–2022) that aimed to enhance the sustainable use of land, ecosystems and natural resources through an increased collaboration with the Ministries of Housing and Environment; Agriculture, Livestock and Fisheries; Energy and Natural Resources; and Infrastructure and Transport, as well as with United Nations partners, civil society, and industry stakeholders. A priority focus is the fragile marine ecosystems and coastal biodiversity, and to help Djibouti to develop capacities of marine protected area systems and mainstream biodiversity protection into industry sectors. The UNDAF target is to increase the number of hectares of coastal and marine habitats that are managed sustainably under an in-situ conservation regime to 60,880 ha. The project is even more ambitious with a target of 83,555.

In addition, the project will contribute to the achievements of Aichi targets, and especially AT 11 by expanding the system of Marine Protected Areas (MPAs) with a number of new MPAs legally added to the MPA domain and by the extension of the total coverage of the MPA domain from 51,880 ha to 83,555 ha of seascape.

Country ownership

The project concept, objective, and outcomes are directly relevant to national development and environmental objectives in Djibouti, providing an important vehicle for delivery for implementing the National Biodiversity Strategy and Action Plan (NBSAP). the proposed interventions (of the project) will also contribute and are in line with several national action plans:

- The National Environmental Action Plan (PANE).
- The national action plan for the development of capacities for sustainable management of the environment in the Republic of Djibouti.
- The 2009-2018 Master Plan of the Ministry of Agriculture, Livestock and the Sea in charge of Fisheries Resources (2009).
- The Djibouti 2035 Vision.
- The Strategy for accelerated growth and the promotion of employment (2015-2019).

Coherence and synergy

The project strategy focusses integrated management of MPAs within the seascape by the promotion of the use of the Marine Spatial Plan and other instruments for integrated planning and sector coordination. Key sectors have been included in in the Project Board and a high level multi sector committee has been envisioned.

Coordination with other development initiatives is expected to be achieved through partnerships with other initiatives such as (1) the Lower Awash-Lake Abbé Land and Seascape Project (IUCN-IGAD), (2) the PRAREV Programme to support the reduction of vulnerability in coastal fisheries (Government of Djibouti / Department of Fisheries/ IFAD), and (3) the PRMSRVCP / Millennium Village Project (MAWFLFR / Islamic Development Bank). It should be noted however, that the list of partnerships suggested in the project document includes mainly activities that have phased out. Collaboration with some key actors in these initiatives such as CERD and CORDIO sustained the linkage with some of these projects and programmes. The central position of MEDD and its predecessor MHUET in these initiatives is also a factor contributing to coherence and synergy of the MPA project.

Gender

The SESP has determined that the risks related to the project implementation with regard to gender equality and women's empowerment are low. The project will promote gender mainstreaming and capacity building among its project staff to improve socio-economic understanding of gender issues and strategy on gender mainstreaming at the level of the project and its context. A gender approach has been well anchored in the project design as follows:

- Gender mainstreaming is integrated in Component 4 of the project (Gender mainstreaming, Knowledge Management and M&E) and the Theory of Change explains the mechanisms that will be used for this purpose (gender and community engagement expert, gender strategy, participatory monitoring and planning).
- Gender focused recruitment guidelines have been proposed for the recruitment of project staff.

- The preparation of a gender strategy and action plan by the gender and community engagement expert has been under Component 4, which will result among others in specific activities for vulnerable groups.
- In anticipation of this strategy, the project documents include a gender analysis of the project strategy which was prepared during the PPG and this has been used for the development of gender mainstreaming actions for all project Components.
- The Results Framework includes gender-disaggregated indicators.

Risks

Poor results of the previous GEF project on AMP (*PIMS 4049 - Establishing Effectively Managed Marine Protected Areas in Djibouti, 2010-2015*) have raised questions on the Government of Djibouti's ownership of this project and on its consequences on institutional and financial sustainability. It is remarkable that an evaluation of factors which hampered the performance of this project have not been considered in the barrier analysis in the PRODOC of the present project. The same factors may form a risk for the performance and sustainability of the present project too.

The UNDP Social and Environmental Screening Procedure conducted during the PPG concluded that the project has a low-risk rating regarding any (unintended) social and environmental impacts. Although the SESP does not elaborate on this risk, this value of the assessment seems correct. Resources have declined in the past due to pressure from among others foreign fisheries. MPAs offer a framework for sustainable participatory resource management and control of "outsiders". The involvement of local fishers is envisaged in the MPA management and could be considered as an essential mitigation of the risk (see also 4.4.2).

Risks in relation to project performance and sustainability have not been assessed in the PRODOC, but the risks have been identified during the PPG phase and listed in the Risk Log annexed to the project document.

Table 2. MTR assessment of risks included in the project document

Risk	MTR assessment
1. Due to lack of awareness about or interest in the importance of marine biodiversity, the public and private sectors may be unwilling to compromise on lucrative short term economic or development opportunities	Income generating activities have been identified and micro project plans have been prepared, but their implementation is just starting. There is just one project year left to make them work.
2. The absence of reliable financial flows to the MPA system undermines the effectiveness of MPA management beyond the duration of the project intervention	This is a serious risk, which is related to poor performance under Component 3
3. Lack of political power by MHUPE/DEDD based MPA management unit to address maritime environmental safety and protection of MPAs, marine natural resources and biodiversity effectively due to higher-level and powerful financial and business interests and corruption.	The economic relevance of MPAs is low and therefore other economic interests may overrule conservation priorities. The achievement of results under Component 3 are therefore crucial. The fact that the Government of Djibouti considers tourism and related conservation as a development priority to counter increasing demands related to population growth and the impacts of climate change is an opportunity in this regard. However, the plans for the construction of a large-scale hotel in the 7-Brothers MPA and the construction of new port in the Ghoubet Bassin has

	raised concerns about the weight of this priority in relation to potentially conflicting business interests. Environmental and aesthetic impacts of such development projects ¹⁵ are an obvious illustration of this risk.
4. Due to lack of capacity at various levels, including judicial staff, the adequate and timely detection of unsustainable or illegal uses, of pollution incidents, or of destructive behaviour may not be followed by appropriate and commensurate deterrent or punitive measures, which will discourage conservation efforts by local communities	The creation and reinforcement of the Protected Area Management Unit is crucial to counter this risk
5. Sustained drought linked to climate change reduces livelihood options on land and intensifies disorderly fishing efforts on easily accessible coastal resources using limited and non-selective fishing gear and short-range boats thus inducing unsustainable pressure on fish resources and causing irreversible habitat degradation through anchoring and inadequate / destructive fishing practices, adding to the stress caused by the effects of climate change.	Yes, sustained drought may result in increased pressure on marine resources. However, Djibouti is importing most of its food and fishing is not an important "indigenous" activity. So the direct impact of drought is expected to be limited. Pressure on marine resources is rather determined by activities of different sectors (tourism, transport, ...) and by the marine surveillance capacity to deal with foreign fishers.
6. Political instability may not be conducive to fruitful negotiations and participatory planning of Djibouti's seascape and to mobilizing funding for conservation	Yes, but the MTR has not collected information to assess this risk
7. Sector directorates may feel that the process for the participatory planning of the seascape to mitigate the negative impacts of its various uses on Djibouti's marine biodiversity is the responsibility of the Directorate in charge of Environment and may not be willing to allocate the required level of effort to achieve this result	Generally, the collaboration between Government sector agencies is good. Lack of cooperation is more likely from foreign investors and the private sector in case they have no benefits from conservation.
8. The various information required to serve as a basis for participatory planning and decision-making process may not exist, or may not be easily available, or may not be readily shared by the owners of the information, or may be outdated or not available under appropriate format or scales	Local research institutions such as CERD are developing and they collaborate with Government on the management of marine resources. International and regional institutions play a role in the collection, analysis and storage of information as well

4.1.2 Results Framework

Component 1. Strengthening the effectiveness of Djibouti's MPA system through enhanced capacity of all stakeholders, including dialogue to mainstream biodiversity into maritime sectors

The establishment of the entire institutional structure to manage AMP, including extensive stakeholder involvement and capacity building, as proposed under component 1 is crucial for effective conservation of marine ecosystems of Djibouti. The PRODOC emphasizes the importance of

¹⁵ EIAs for these projects have been carried out, but the conclusions of these have not been assessed in the frame of this evaluation. However, the question remains if such large scale projects should be implemented at all in areas in the process of receiving a protection status.

biodiversity monitoring and the different roles of MPA staff and specialized research institutions such as CERD in this regard.

However, output 1.4, is far too ambitious. According to the PRODOC it involves creating and sustaining mechanisms for integrated planning and regular monitoring of the use of the maritime space and its resources, including through Strategic Environmental Assessment, Marine Spatial Plan implementation, and high-level coordination. The Djibouti legal environmental framework does not provide regulations on strategic environmental assessments (SEA). SEA is cited in the Environmental Law (2009), but no specific text describes in which cases and how they need to be carried out. SEA practice has not yet been mainstreamed in environmental governance in Djibouti. The development of SEA practice requires commitment from MEDD and other key actors involved in policy development and planning. This is beyond the scope of the AMP project, but should be encouraged.

The Marine Spatial Plan, developed for the Gulf of Tadjourah (2017) and high level intersectoral coordination are strong instruments for integrated planning and should be fully adopted and implemented by the stakeholders.

Component 2. Expanding the national MPA network and strengthening MPA management at site level

This component covers provisions for the conservation of marine protected areas including trained staff, legal, institutional and operational arrangements as well as infrastructure and logistics. The development of protected area development plans is included under this component without referring to standards of protected area management planning such as the IUCN/WCPA guidelines¹⁶ and PERSGA¹⁷.

Another weakness in the design of this component is due to the omission of a proper analysis of the legal framework for protected area management during the PPG phase. As a result, weaknesses in this framework have been overlooked which complicate further development which is (among others) required for the enactment of new marine protected areas. These weaknesses include the scope for a "modular" structure of the framework with distinctive levels of definitions and prescriptions in an overarching law supplemented by rules and regulations specifying legal aspects that may be sooner subject to change following policy dynamics. For example, existing marine protected area have been enacted in the present law, which would lead to inconsistency when new protected areas would be amended through a decree. The law itself needs to be far more explicit on definitions and procedures (e.g. protected area categories, PA planning, mandates of staff, position and involvement of local populations and resource users, etc.).

Component 3. Sustainable financing mechanism for marine biodiversity and the national protected areas system

Component 3 is based on the BIOFIN¹⁸ approach for the development of sustainable finance of protected areas. In the PRODOC, the starting point of this component is the establishment of a National Environment Fund or an alternative mechanism/ structure. This is supposed to be achieved by the following outputs: (3.1) policy and institutional analysis and financial needs assessment, (3.2)

¹⁶ <https://www.iucn.org/content/guidelines-management-planning-protected-areas-0>

¹⁷ PERSGA 2016. Guidelines for the management of marine protected areas

¹⁸ <https://www.biofin.org/>

the development of a strategy to mobilize PA funding, (3.3) the operationalization of this fund, and (3.4) capacity building.

The BIOFIN approach however, is based on an extensive analysis of the context and resource requirements leading to the development of the best financing options:

Step 1: Finance Policy and Institutional Review: Assess the policy, institutional, and economic context for biodiversity finance and map existing finance solutions.

Step 2: Biodiversity Expenditure Review: Measure and analyse current biodiversity expenditures from the public and private sectors, donors, and non-governmental organizations (NGOs).

Step 3: Biodiversity Financial Review Assessment: Make a reliable estimate of the finances needed to achieve a country's biodiversity goals, and compare this to current biodiversity expenditures and other resources available.

Step 4: Biodiversity Finance Plans: Develop a Biodiversity finance plan that identifies and mobilizes the resources and policies required to implement the most suitable finance solutions.

These steps should have been more rigorously followed in the design of Component 3.

Component 4. Gender mainstreaming, knowledge management & M&E

In the PRODOC, participatory M&E follows the GEF frameworks, but the elaboration of knowledge management is mainly delegated to the development of a knowledge management plan by the project in the first year. Its impact will therefore depend much on the performance of the responsible expert of the team. The same applies to the implementation of a gender mainstreaming strategy, although the PRODOC provide more direction to this aspect in various sections. The development of the former (the knowledge management strategy) will turn out to be omitted by the project.

4.2 Progress Towards Results

4.2.1 Progress towards outcomes analysis

Component 1. Strengthening the effectiveness of Djibouti's MPA system through enhanced capacity of all stakeholders, including dialogue to mainstream biodiversity into maritime sectors

A new Unit for the management of protected areas (UGAP) has been established per Service Note No. 020 on 20 February 2020 by the MUET (Result 1.1). Four staff have been assigned to this unit, but no tasks and responsibilities of current and future staff including Ecoguards have been specified in this Service Note. The new law on the reorganization and operation of the Ministry of Environment and Sustainable Development (17 May 2022)¹⁹ presents the structure of this ministry as low as at Sub-Direction level. The UGAP will be attached to the Blue Economy Sub-Direction, and therefore the UGAP does not figure in this law. UGAP staff has been trained by the AMP project staff (e.g. use of radar and drones) and UGAP staff is considered to function as trainers for the ecoguards.

¹⁹ Nouvelle loi portant réorganisation et fonctionnement du ministère d'environnement et de développement durable du 17 mai 2022

No targeted stakeholder engagement and capacity development plan (including training needs assessment) for enhanced integrated management of Djibouti's seascape and MPA system has been developed by the project (Result 1.2). However, capacity building activities were included in conventions/MoUs with partners, in the communication plan and in workplans.

The MPA management plan and baseline study include monitoring indicators and methodology (Result 1.3). The proposed approach needs now to be operationalized. An environmental database²⁰ has been set up by HydroTerra for MEDD including the data collected on the 4 new MPAs during the reference studies on marine and coastal biodiversity within the framework of the GEF/AMP project. The database is now finalized and is online since 11 July 2022 on the MEDD website (SIGE project, UNDP).

Current mechanisms for the engagement of key public and private sector stakeholders (Result 1.4) are the project pilot committee and the engagement under conventions/MoU concluded with partners. However, a high-level multi-stakeholder committee envisaged in the PRODOC has not yet been created. According to the CTA, there have been various requests from the project to reactivate the integrated coastal zone management committee in this context, and to extend its powers to the entire Gulf of Tadjourah, but these have not been followed up.

The Marine Spatial Plan (MSP) of the Gulf of Tadjourah has been completed by an EU-funded project in 2017 and related activities under this project²¹ phased out in 2018, without legal and institutional consolidation of this plan. The GEF/MPA project used the Plan for the MPA delineation and demarcation planning. The project contracted the MPA expert Rebecca Klaus for this purpose, who was a member of the MSP team.

Creating "*the necessary enabling frameworks for Strategic Environmental Assessments and conduct one or several SEAs in support of the MSP and improved integrated sectoral decision-making*" as suggested under this component in the project document is far beyond the mandate and scope of the current GEF/AMP project (see section 4.1.2, page 33; and section 5.2.3, page 65).

The realization of Result 1.5 has been shifted towards the last project year.

Component 2. Expanding the national MPA network and strengthening MPA management at site level

Legal framework

Management plans have been prepared and approved (January 2022) for the four new MPAs (Result 2.3) and work has started on the drafting of a Decree on their delimitation (Result 1). The legal expert working on this, discovered weaknesses in the current protected area law (2004) which complicated the legalization of new protected areas, and which will hamper further improvement of the legal framework anyway. Therefore, it has been decided to revise the law first. A draft law and decree have been drafted and these are now under consultation.

This weakness should actually have been identified during the PPG phase, but the conclusion and recommendation of the legal expert to revise the law has to be applauded as a strong legal basis is a key factor in the effectiveness of conservation. The legislation revision is however delaying the process and the protected area demarcation (Result 2.2) is pending the endorsement of the Decree.

²⁰ Another database on the monitoring of physico-chemical parameters of seawater is being managed by CERD since 2017 and available for use by MEDD through a partnership agreement

²¹ Lower Awash-Lake Abbé Landscapes and Seascapes - improving biodiversity conservation in transboundary ecosystems and seascapes - Djibouti/Ethiopia, funded by EU and implemented by IUCN and partners

MPA management plan

The MPA management plans prepared and approved contain many elements required in a protected area management plan. Strong points are (1) the explicate linkage to the MSP, (2) broad coverage of conservation and management issues, (3) strategy with elaborate objectives, (4) taking into account local populations, (5) elaborate research approach to understand ecosystem, (6) extensive listing of management activities

The plan looks nice with colours and pictures. However, a management plan is a legal document in the first place and it should present clear and accessible management directives to the managers in the second place: it is a Manual! Its communication function is of a third order. The plan has not been prepared according to set standards for protected area management planning (see section 4.1.2, page 33) and some elements are missing or poorly developed such as (1) a first page with key information on the geographic, administrative, legal and institutional context, (2) detailed table of contents²² and a transparent structure to assist full and easy accessibility of the plan, (3) clear overview map, (4) a map with a clear indication of MPA boundaries, (5) an elaborate protected area zoning approach despite the requirement of this specified in the terms of reference for the elaboration of the management plan, (6) the institutional set-up and management organization in terms of positions, responsibilities, tasks, planning cycles and reporting, (7) a detailed management budget and investment plan. At project level, annual workplans and budgets have guided operations, but at protected area level and its staff (ecoguards) such work planning routines are not yet functional and in line with the MPA management plans (Result 2.6).

MPA coverage and planning process

The mapping of the MPAs has been carried out in 2020 (July) by an MPA expert (Rebecca Klaus) based on the Marine Spatial Plan (Figure 2, page 39). A report and a GIS database have been handed over to the project and to UNDP. The MSP MPA boundaries were determined using Spatial Conservation Planning (SCP) to achieve optimal arrangement of protected areas based on conservation priorities. The SCP made use of ecological and socio-economic criteria which were determined by scientific evidence and consultation. Hence, "consultation" refers to the determination of these criteria, not to the verification in the field of the boundaries determined by the algorithm of the MSP. These boundaries have been included in the Decree drafted by the legal expert. As the output of the SCP is a result of a statistical model²³, these boundaries are not similar to the boundaries proposed in the project document, which were the result of a consultative process during the PPG phase. The boundaries in the PRODOC are approximate and do not have a legal meaning. The boundaries in the MSP, which have been

Both the MSP and the MPA management plan cover only the Gulf of Tadjourah but not the MPAs in the Gulf of Aden. Consequently, the existing MPA "*Islands of the seven brothers including the marine sites of the Obock region, the bay and the mangrove of the village of Khor Angar*" has not entirely been covered in the MSP. As a result, the boundaries of this MPA are not included in the draft Decree. Mapping of this MPA is pending. The existing MPAs (Seven brothers, Haramous, and Musha and Maskali) are not included in the MPA management plan. Kalaf-Sagalou is not covered in Klaus' report and just partly in the MSP, while it is shown by some unclear spots in the management plan. The

²² The absence of an elaborate table of contents in combination with the complex structure of the plan make it difficult to use.

²³ <https://marxansolutions.org/>

mapping of this MPA is done in the frame Biodiversity Reference Study which preceded the elaboration of the management plans.

Although the MSP has been used as the guiding plan of the process, the various communications on the planning of the protected areas do not show a well guided and informed planning process.

The PRODOC assumes that management plans for the existing MPAs had been prepared, approved and implemented under the GEF-funded MPA1 project. However, this is not the case. As a result, the coverage of MPAs in terms of management tools is incomplete.

Capacity and equipment

The MPA have been equipped (Result 2.4) by the project with infrastructure (accommodation, workspace, storage, toilets, solar panels, Figure 3, page 39) as well as logistic and field equipment (2 cars, 3 boats, 3 drones, radar/IAS and diving equipment). Generally, the equipment purchased is of professional quality (Herculus 2/Drone Volt, Furuno Radar/IAS, Beuchat diving equipment, Yamaha outboard engines). The large boat based at the Djibouti fisheries port has been equipped with two 115 HP engines. The sun cover of this boat has been damaged but it runs well. The two smaller boats based in respectively Arta Plage and Ras Ali (Figure 4, page 40) have only one 70HP engine. For marine use, equipping each boat with two engines (e.g. 35 or 40 HP each) would have been more convenient in terms of security.

Five ecoguards and 3 pilots have been recruited, trained and fielded in the MPAs (Result 2.5). They are to be integrated in the new protected area management unit after the project.

Sustainable livelihood options have been identified in collaboration with the National Women Union of Djibouti (UNFD) and Community Management Committees (Result 2.7). Based on this, an action plan has been prepared as well as project sheets presenting the promotion of specific income generating activities:

1. Construction of ecotourism facilities at Arta Plage
2. Improve the conservation conditions of seafood products at the Arta town and training for fish trading women
3. Set up a sewing and crafts project for the association of Ghoubet women for crafts
4. Strengthen the artisanal activities of Ras Ali women and structure the women's association
5. Create the Ras Ali ecotourism association. This association works to sensitize tourists on the preservation and protection of marine biodiversity in Djibouti.
6. Strengthen the activity of the handicraft cooperative of Kalaf
7. Formalize and structure the Kalaf Handicraft Cooperative and the Kalaf Fishermen's Association
8. Set up a Sewing and Crafts Project with the Women of Sagallou Association
9. Formalize and structure the Sagallou Women's Association

The implementation of these micro projects needs to start now.

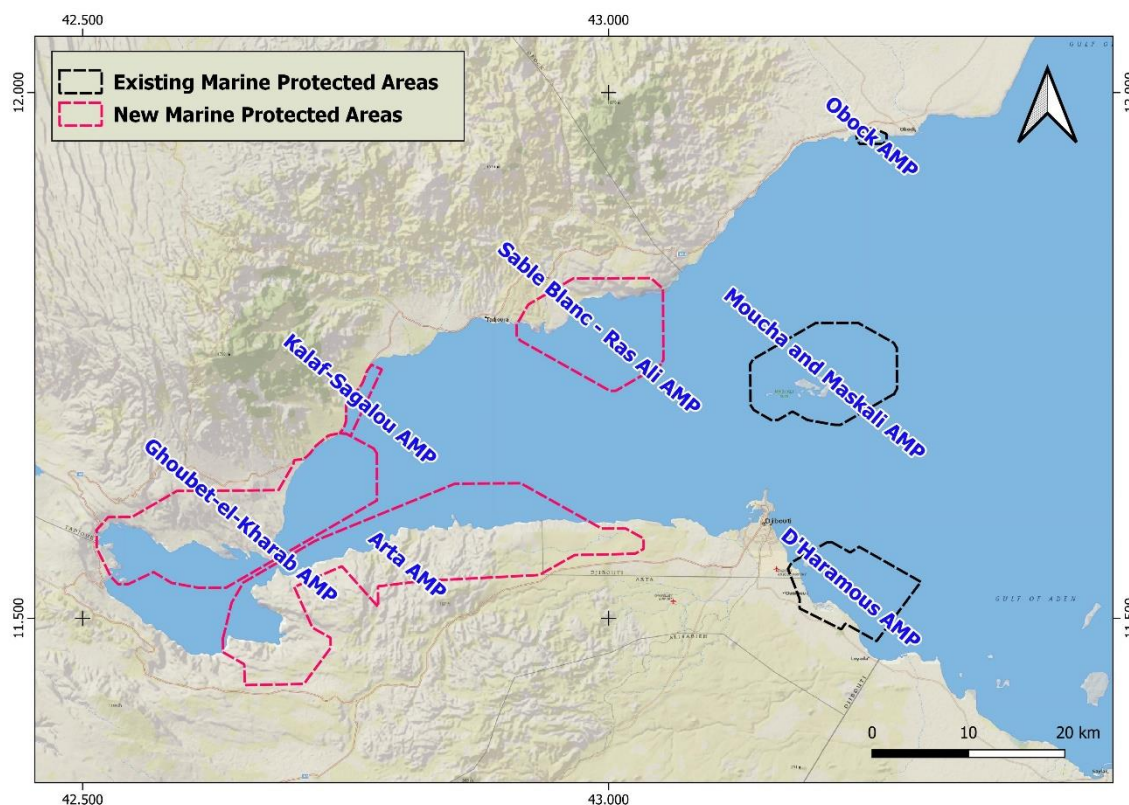


Figure 2. *Location of existing Marine Protected Areas²⁴ and MPAs created under the GEF project as determined in the draft Decree on the creation of the AMPs.*



Figure 3. *Base constructed at Arta Plage for the MPA ecoguards with power supply by solar panels*

²⁴ Please note that the existing MPA "Iles des sept frères, Obock, Khor Angar" has not entirely been covered in the MSP. Therefore, only the western part of this MPA is indicated as "Obock AMP".



Figure 4. ***One of the boats purchased to support surveillance of the Ghoubet el Kharab MPA based at Ras Ali***

Component 3. Sustainable financing mechanism for marine biodiversity and the national protected areas system

The implementation of Component 3 lacks direction, as the BIOFIN strategy as spelled out in the PRODOC, has not been followed. So far, only one consultancy has been carried out in 2020 by a finance expert on the establishment of a National Environment Fund (Output 3.3). According to the PRODOC, work on the National Environment Fund was supposed to be based on recommendations from Outputs 3.1 and 3.2. However, no work has been done so far on these outputs and therefore the work on component 3 is not consistent.

A finance expert had been contracted by UNDP to carry this consultancy out in the frame of the following three GEF funded projects:

- Supporting rural community adaptation to climate change in mountainous regions of Djibouti
- Mitigating key sector pressures on marine and coastal biodiversity and further strengthening the national system of marine protected areas in Djibouti
- Strengthening national capacities for improved decision making and mainstreaming of global environmental obligations

The ToR for this mission have been developed based on the combined expectations of these projects. The consultancy report (in English, draft submitted in April 2020) is good and covers an extensive analysis (stakeholders, political feasibility, cost effectiveness, institutional capacity, sustainability), as well as an overview of funding options, a resource mobilization and an operationalization strategy.

However, the report did not meet the expectations of the MPA project as it does not present a targeted and agreed strategy for PA financing. The validation of the report by the project and the MEDD is pending over two years. The process under this component seems to have stalled, no follow-up activities have been planned and there is no visible ownership of this component.

Component 4. Gender mainstreaming, knowledge management & M&E

An important mechanism for adaptive project management (Result 4.1) was the project Steering Group which met once a year evaluating and approving the project annual work plan. Other mechanisms for coordination and adaptive management were monthly meetings between MEDD and UNDP focusing coordination of all joint projects, as monthly meetings of the project management with the cabinet of MEDD and monthly internal meetings of the project management unit.

A knowledge management plan (Result 4.2) has not yet been made and its preparation has not been planned. However, in relation to this result, databases need to be mentioned (see result 1.3) which are being developed for MEDD with support from the project.

A gender strategy and action plan (Result 4.3) were delivered in February 2021 and follow up activities planned and being implemented by project staff and partners (UNFD).

Table 3. Progress towards results matrix (Achievement of outcomes against End-of-project Targets)

Project Strategy	Indicator ²⁵	Baseline Level ²⁶	Level in 1 st PIR ²⁷ (self-reported) - PIR 2020	Midterm Target ²⁸	End-of-project Target	Midterm Level & Assessment ²⁹	Achievement Rating ³⁰	Justification for Rating
Objective: Enhance the resilience of Djibouti's marine biodiversity through increasing institutional capacity, enhancing financial sustainability and management effectiveness of the MPA system, and mainstreaming marine biodiversity into key maritime sectors	Indicator 1. Good status maintenance or positive trends in marine and coastal indicator species: records of whale sharks, population density and size of grouper species and napoleon wrasse, records of dugong, sea turtle nesting tracks and successful nesting attempts, and seabird numbers	To be defined at project start, considering also recent surveys from Cousteau Society and KAI Marine. In 2021 a biodiversity reference study has been completed, including a 7-level abundance scale of fish species. Assessment of dugong, turtles and birds are not included in this study	Baseline level in marine and coastal indicator species has not been established yet. Baseline studies have just started to be conducted.	Maintained	Maintained to +10%	No appropriate data available	not possible	This indicator should have been re-defined based on data availability in the biodiversity assessment

²⁵ Populate with data from the Logframe and scorecards²⁶ Populate with data from the Project Document²⁷ PIR 2020 has been used here as PIR 2019 was not available²⁸ If available²⁹ Colour code this column only³⁰ Use the 6 point Progress Towards Results Rating Scale: HS, S, MS, MU, U, HU

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Project Strategy	Indicator ²⁵	Baseline Level ²⁶	Level in 1 st PIR ²⁷ (self-reported) - PIR 2020	Midterm Target ²⁸	End-of-project Target	Midterm Level & Assessment ²⁹	Achievement Rating ³⁰	Justification for Rating
	Indicator 2. Coral reef health status in MPAs as measured by: Proportion of benthic habitat covered by live coral assemblages, versus bleached corals, algae and non-living substrate (transects); # of coral recruits per m ² ; grazer fish diversity and abundance.	To be defined at project start, considering also recent surveys from Cousteau Society and KAI Marine. In 2021 a biodiversity reference study has been completed, including an assessment of abundance and quality of corals	Baseline level in coral reef health has not been established yet. Baseline studies have just started to be conducted in complement of surveys from Cousteau Society, KAI Marine and more recent surveys on 3 sites conducted under PRAREV.	Maintained	Maintained to +10%	No appropriate data available	not possible	This indicator should have been re-defined based on data availability in the biodiversity assessment
Outcome 1.1: A unit dedicated to the management of MPAs is institutionalized within the restructured MHUPE, has adequate capacities for planning, coordinating, managing, monitoring and evaluating the system of MPAs in collaboration with relevant stakeholders, and is	Indicator 3. Scores of the Capacity Development Scorecard (CDS) for PA Systems (individual, institutional and systemic capacities in PA management)	Systemic capacity: 9/27 (33.3%) Institutional capacity: 17/45 (37.8 %) Individual capacity: 5/21 (23.8%) Total: 31/93 (33.3%)	There are no new scores yet for the CDS.	+15% over baseline	+30% over baseline	Systemic capacity: 19/27 (70%) Institutional capacity: 29/45 (69%) Individual capacity: 17/21 (79%) Total: 65/93 (72%)	MS	The indicator values are very positive, however, in practice, operability of UGAP needs to be elaborated in ToR and job descriptions
	Indicator 4. Established management	(a) No Unit (b) Female: 0 Male: 0	An MPA unit has been newly established within MUET, as a sub-unit and an integral part of the Biodiversity Unit of the	(a) Unit operational	(a) Unit operational and with	(a) A PA management unit has been established as part of MUET restructuring.		

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supported in its mission by capacitated collaborators in line with their responsibilities, especially regarding law enforcement.	structures and gender HR (a) MPA management unit officially established (b) Number of professional staff (male/female)		DEDD. 4 DEDD staff have been transferred to the MPA Unit. (a) A PA management unit has been established as part of MUET restructuring. (b) Male: 4 Female : 0	(b) Female: 2 Male: 2	recurrent budget (b) Female: >4 Male: >4	(b) Male: 4 Female : 0 Staff has received technical training from project		
Outcome 1.2: Strengthened MPA management effectiveness allows engagement with a wide range of stakeholders, including those economic sectors having adverse impacts on marine and coastal biodiversity related to port developments and operations, including maritime traffic.	Indicator 5. Number of key impact sector partners (a) participating in multi stakeholder committee (b) contributing to sustainable financial mechanism	(a) No multi-stakeholder committee in place. (b) No partners supporting PA finance	a) A multi-stakeholder committee is already in place since 1997. However, the committee did not hold frequent meetings in the last few years. Hence, the project will revitalize the committee and reinstate the periodic meetings of the committee members. This is planned for the end of October 2020. The project involved some partners like the coastal guards, the directorate of maritime affairs, the directorate of fishery. All these institutions participated to the meeting of steering committee and are regularly consulted. b) 3 partners supporting MPA finance: - EU through a project implemented by Djibouti Nature in Arta plage. The "Locally Managed Marine	(a) 5 partners actively involved (b) 3 financing partners	(a) 10 partners actively involved (b) 6 financing partners	a) No multistakeholder committee b) No key impact sector partners supporting PA finance	U	So far, no multi stakeholder committee has been created and no sustainable financial mechanism has been developed The long comments under column 4 (PIR) are actually not applicable here as they do not respond to the indicator

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			<p>Protected Areas" project implemented by the Djibouti Nature Association and financed by the EU with €400,000. This project aims to safeguard and preserve the resources and marine biodiversity of Arta Plage. Discussions are ongoing to find synergies between the two projects.</p> <p>- IFAD, through PRAREV. The PRAREV project is a development program whose overall objective is to support rural coastal populations affected by climate change to improve their resilience and reduce their vulnerability to climate change and to promote co-management of marine resources. The total cost of the Programme over six years is US\$13.34 million.</p> <p>- PERSGA, the Regional Organization for the Conservation of the Environment of the Red Sea and Gulf of Aden, is an intergovernmental body dedicated to the conservation of the coastal and marine environments found in the Red Sea, Gulf of Aqaba, Gulf of</p>					

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Project Strategy	Indicator ²⁵	Baseline Level ²⁶	Level in 1 st PIR ²⁷ (self-reported) - PIR 2020	Midterm Target ²⁸	End-of-project Target	Midterm Level & Assessment ²⁹	Achievement Rating ³⁰	Justification for Rating
			Suez, Suez Canal, and Gulf of Aden surrounding the Socotra Archipelago and nearby waters. PERSGA's member states include: Djibouti, Egypt, Jordan, the Kingdom of Saudi Arabia, Somalia, Sudan and Yemen. Discussions are ongoing to find financial and technical collaboration with the PERSGA.					
	Indicator 6. # of partners in key impact sectors who are effectively implementing and enforcing sectoral management plans in accordance with the Marine Spatial Plan including marine BD and MPA considerations	0 partners in key impact sectors	1 as of now. The Marine Spatial Plan is implemented by the MUET. The DESD use the delimitations for the establishment of the MPAs for example.	5 partners in key impact sectors	15 partners in key impact sectors	MSP has been used for the preparation of the MPA management plans by MEDD and the project	MU	Number of partners still significantly below target
	Indicator 7. Key impact sector policies/ strategies/ regulatory frameworks that <i>effectively</i> incorporate the Marine Spatial Plan and marine biodiversity and MPA considerations (a) # adopted (b) # effectively implemented	(a) 0 adopted (b) 0 effectively implemented	(a) 0 (b) 0 A national Blue Economy strategy, that will incorporate the Marine Spatial Plan, is being prepared. All preliminary studies were carried out in collaboration with the Ministry of Agriculture's PRAREV project.	(a) 2 adopted (b) 1 effectively implemented	(a) 4 adopted (b) 2 effectively implemented	(a) The MPA management plan (b) The MPA management plan	S	Target almost met. Normally PA management planning based on MSP just starting implementation

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Project Strategy	Indicator ²⁵	Baseline Level ²⁶	Level in 1 st PIR ²⁷ (self-reported) - PIR 2020	Midterm Target ²⁸	End-of-project Target	Midterm Level & Assessment ²⁹	Achievement Rating ³⁰	Justification for Rating
			The development of the strategy is scheduled for first quarter 2021 due to the delays imposed by the COVID-19 pandemic.					
Outcome 2.1: Djibouti's MPA system expanded to add the Gulf of Goubet and the marine/ coastal stretch of Sagallou/ Kalaf to the adjacent already-existing Arta Plage MPA to form one large management unit; another unit of marine protected area will be established at Sable Blanc and Ras Ali.	Indicator 8. Area (ha) of coastal and marine habitats (coral reef, mangrove, seascapes, etc.) covered by the legally designated marine PA system of Djibouti	51,880 ha in 3 already-gazetted MPAs	Technical, administrative and legal procedures to add the potential MPAs are underway.	1 new area legally added to the MPA estate (new MPA of Arta Plage), expanding the MPA estate by 7,040 ha to a total coverage of 58,920 ha	3 further new areas legally added to the MPA estate, expanding the MPA estate by a total of 31,675 ha to a total coverage of 83,555 ha	51,880 ha in 3 existing MPAs A decree is preparation to cover in 4 new MPAs with an area of 72 610 ha	HS	This is actually more than the MTR target
Outcome 2.2: Increased management effectiveness for Djibouti's MPAs provides greater protection to globally significant habitats and species over approx. 83,555 ha of seascape.	Indicator 9. Improved management effectiveness of MPAs evidenced by increased METT Score	Septs-Freres: 34/96. Moucha-Maskali: 34//96. Haramous-Douda: 36/96; Arta: 31/96. Goubet El Karab: 21/96. Sagallou-Kalaf: 19/96. Sable Blanc: 24/96	There are currently no management structures in place in any of Djibouti's MPAs. Management plans are in the process of being designed by the consulting firm (consortium Hydroterra/CORDIO) recruited in March 2020. As mentioned above, the tender for the recruitment of a firm to design the MPAs management plans, including	Septs-Freres: 40/96. Moucha-Maskali: 40/96. Haramous-Douda: 40/96. Arta: 40/96. Goubet El Karab: 35/96. Sagallou-Kalaf: 35/96	Septs-Freres: 55/96. Moucha-Maskali: 55/96. Haramous-Douda: 55/96. Arta: 55/96. Goubet El Karab: 45/96. Sagallou-Kalaf: 45/96.	Septs-Freres: -- Moucha-Maskali: -- Haramous-Douda: -- Arta: 43/96. Goubet El Karab: 36/96. Sagallou-Kalaf: 35/96. Sable Blanc: 40/96	MS	Results in new MPA are satisfactory, scores in existing MPAs not yet assessed

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			their zoning, was awarded to a consortium Hydroterra/ CORDIO in March 2020.		Sable Blanc: 45/96.			
Outcome 2.3: Direct and indirect benefits to local communities and stakeholders create tangible incentives to support marine biodiversity conservation objectives, most notably through the development of sustainable and MPA-compatible artisanal fisheries and tourism.	Indicator 10. Number and revenue of (a) biodiversity-friendly artisanal fishermen and (b) community based tourism businesses	To be defined at project start (a) 0 (b) 0 Revenues have not been determined by the project	(a) 0 - Activities in this area have not started yet. (b) 0 - Activities in this area have not started yet ³¹	Numbers increased by 5+5 Revenue represents one regular monthly salary per fishermen and tourism business	Numbers increased by 10+10 Revenue represents 3 regular monthly salaries per fishermen and tourism business	(a) 0 - Activities in this area have not started yet. (b) 0 - Activities in this area have not started yet..	U	Income generating activities proposed in gender action plan, but implementation not yet started
	Indicator 11. Number of male and female beneficiaries	0	0 Not applicable yet	300 males+300 female	1000 male+1000 female	Males 150, females 150 registered, but activities have not started yet	MU	According to UNFD activities have not yet started. MTR level has not been achieved, so it is the question if final project target will be achieved
Outcome 3.1: National Environment Fund (or an alternative	Indicator 12. Funding gap for management of MPAs, as evidenced	\$100,623/yr gap under Basic Scenario	Funding gap is still as baseline. An international consultant has been recruited to provide assistance to the 3 ongoing	\$0/yr gap under Basic Scenario	\$0/yr gap under Basic Scenario	Data not available		At the end of the MTR it turned out that Financial score card had not been

³¹ According to first PIR: "However, the IFAD funded PRAREV project has recently conducted a study on potential alternative economic activities for coastal communities in Djibouti. The PMU has received the preliminary report of this study which identifies the following activities: 1/The installation of FADs (Fish Aggregating Devices) to be exploited with line fishing; 2/ the harvesting and culture of "palourdes"; 3/ fishing and marketing of mangrove crabs and 4/diving and spear fishing. There are promising signs about the development of "palourdes" culture however there appears to be still a need for some more experimentation to confirm the viability of the activity in the local context. In fact, there is a need to better explore the possibility of developing low-environmental impact aquaculture in Djibouti. The feasibility and sustainability of the other proposed activities need to be further investigated. These results will be complemented by a national senior consultant who has been recruited to draft the project's gender strategy and also to conduct a specific assessment of potential alternative economic activities for each MPA. The gender senior consultant recruited by MPA will do a survey of economic activities in the MPA too. The MPA Project will also have the conclusions of the baseline study about marine and coastal biodiversity. The findings of the studies will establish the baseline. "

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Project Strategy	Indicator ²⁵	Baseline Level ²⁶	Level in 1 st PIR ²⁷ (self-reported) - PIR 2020	Midterm Target ²⁸	End-of-project Target	Midterm Level & Assessment ²⁹	Achievement Rating ³⁰	Justification for Rating
mechanism/structure) is set up, captures income from national sources and disburses regular financing towards the national PA system, helping to reduce the financing gap.	by the Financial Score Card	\$2,996,623/yr gap under Optimal Scenario	GEF financed projects in Djibouti and make proposals to support initiatives related to biodiversity and climate change. A draft report to establish a Fund for Environment and Climate Change (FECC) to support on-going initiatives related to biodiversity and climate change. has just been submitted for review by MUET. The reports analyses the fund feasibility in Djibouti.	\$2,000,000/yr gap under Optimal Scenario	\$1,000,000/yr gap under Optimal Scenario			updated and the the required competences to do so were not available. Figures based on estimates, initially given without explanation, have been deleted.
	Indicator 13. Financial Scorecard Score	22/225 (10%)	No change from baseline.	40/225	80/225	Data not available		See remarks for indicator 12
Outcome 4.1. Rigorous M&E allows effective adaptive management during project implementation	Indicator 14. Project Implementation Report/PIR (a) PIR quality as per independent evaluator (b) RTA PIR recommendations reflected in project management	N/A	Not applicable - This is the first PIR	At least S RTA rating positive	HS RTA rating positive	(a) PIR quality Moderately satisfactory (b) unknown	MS	Quality of PIR has improved during the course of time. The last PIR 2021 was moderately satisfactory No assessment PIR by RTA available
	Indicator 15. # and % of recommendations that were integrated in annual project planning and implemented (a) from annual internal reviews of project	N/A	(a) 10 and 71% (b) Not applicable	(a) at least 5 and 50% (b) N/A	(a) at least 10 and 100% (b) at least 5 and 80%	(a) 80% (b) not applicable	S	80% of the recommendations made by the CTA or others in the annual or other reviews are taken into consideration in the implementation of the project.

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	performance (b) from the independent MTR							
Outcome 4.2: Lessons learned by the project are made publicly available to national stakeholders and shared with international peer projects.	Indicator 16. Number of project lessons published and disseminated on mitigating sector pressures on marine and coastal biodiversity and strengthening national MPA systems	0	Not applicable as project implementation has just started. Significant project field activities have only recently started.	2	5	2	MS	No details on publications shared, and lack of knowledge management strategy seems to be hampering shared learning
Outcome 4.3: Measurable socio-economic and equity benefits to women from short-term project activities and its long-term impacts.	Indicator 17. # of items achieved of Gender Action Plan	0	Gender Action Plan is ongoing. An adequate monitoring and evaluation framework for gender equality has been put in place through the recruitment of 2 consultants within MUET.	50%	100%	Action plan just completed and activities being initiated	MU	Gender action plan completed but activities not yet started
	Indicator 18. % of women among all participants of the project activities, including M&E	5%	Around 30% of women among all participants of the project activities, including M&E: - Steering Committee: 33%. - Regional workshops: 25%. - M&E: 1 woman/2	>20%	>30%	30%	MS	Result just reached target, and gender action plan is ready and MTR target was probably too ambitious

4.2.2 Remaining barriers to achieving the project objective

Language

In Djibouti several languages are spoken: French and Arabic are the official languages, while Afar and Somali are national languages. On the one hand, most people are not familiar with the English language, whereas on the other hand, French is hardly spoken in the countries around Djibouti. However, several key documents produced by the project and preceding projects are only available in English at the start of the MTR. This was the case with the report on the establishment of national fund for environment and climate change, and the report on the geographical limits of the marine protected areas of the gulf of Tadjourah & Ghoubet el Kharab³². The foreign language is a barrier for the proper comprehension, utilization and ownership of such documents by the principal users.

Weaknesses of the legal framework

Presently, several laws refer to the protection of reserved terrestrial and marine areas of the country of Djibouti:

- *Loi n°106/AN/00/4ème L. portant sur le Cadre de l'Environnement.* (2000)
- *Loi n°45/AN/04/5ème L. portant création des Aires Protégées Terrestres et Marines* (2004), determining the protection of the following marine protected areas: (2) *Musha & Maskhali*, (3) *Iles des Sept Frères ainsi que Ras Syan, Khor Angar et la forêt de Godoria*, as well as (3) *Haramous*.
- *Loi n°51/AN/09/6ème L. portant Code de l'Environnement.* (2009), particularly in Chapter iv : on the protection of flora and fauna.

The contents of these laws are simple and seem not to be part of a logical and elaborate structure of laws, rules and regulations. According to the (2004) law on protected areas (less than 3 pages) hunting is prohibited. Other use is not, but under control of respective ministries (Environment, Agriculture, Livestock, Water resources, Youth & Sports, and Regional Councils). There are no detailed descriptions of specific management responsibilities, protocols and measures. Different protection categories and management zoning and regimes have not been defined.

At the suggestion of the legal expert of the project, a new draft law on protected areas has been prepared. Although this decision has certainly delayed the legal development process as proposed in the project document, this decision was wise and essential. An effective and well-structured legal framework is crucial for the implementation of biodiversity and protected area conservation. Approval of this law would be a significant success of the project.

The draft law shared with the MTR expert is well structured and formulated and covers essential elements for protected area management, such as creation, demarcation, management planning, institutional arrangements and law enforcement. As the draft law was still under review during the month of June 2022, the following suggestions were proposed to consider in the law by the MTR expert.

(1) The more explicit introduction of the concept of "zoning" at the level of the Protected Area Management Plans as an instrument to manage space inside marine and terrestrial protected areas.

³² This document has been translated in the mean time by UNDP. The use of present-day translation software reduces the importance of this language barrier significantly.

(2) The inclusion of the concepts "ecological connectivity" and "ecological corridors" in relation to "protected areas networks" and "protected area systems", taking into account that the law will apply to marine as well as terrestrial protected areas.

(3) To determine the mandate and role of eco-guards more explicitly (possible mandates to investigate, to arrest, to carry weapons, etc.).

(4) To refer to the possibility of charging entrance fees to visitors to protected areas and possibly other "use fees" (research, professional filmmakers/photographers, etc.).

(5) To put the rates of taxes and fines in a separate lower order legal text (decree?) in order to have more flexibility for later modifications following contextual changes.

A completed, well-designed and endorsed legal framework (law, rules and regulations) is a crucial condition for the development and management of protected areas (creation, delimitation, demarcation, surveillance, et.).

Poor performance with regard to the development of MPA finance

The weakest part of the project are the results under Component 3 (Protected Area Finance). A reasonably well-prepared consultancy report has been drafted but this report does not cover all required elements to develop a full finance strategy. The report has not been validated and no follow up had been planned at the point of the MTR. This weakness constitutes a high risk for the sustainability of the achievements of the project after the end of the financial support for activities under the GEF project.

4.3 Project Implementation and Adaptive Management

4.3.1 Management Arrangements

Implementing partner

Oversight and guidance from the Implementing Partner is provided through the project director who is also the director of the Directorate in the Ministry housing the project. From the start of the project until the implementation of the reforms this was the Director of the DEDD. Since the implementation of the reform this is shifted to the Directorate of Communication, Information and Documentation. It should however be noted that the protected area management unit (UGAP) will be attached to the Directorate of Sustainable Development in the new structure of the Ministry.

Project Management Unit

Day to day management of the AMP project is taken care of by the Project Management Unit (PMU), which is staffed as follows:

- National Project Coordinator (PM)
- Chief Technical Advisor (CTA)
- National advisor marine resources
- Project financial assistant
- Administrative Assistant
- Assistant in charge of communication

- Assistant in charge of community development

Project coordinator

The project coordinator has neither an educational background in natural resources management nor in protected area management, but in general management. He had already experience with GEF project management before he joined this project and he has obviously affinity with this type of projects. He also seems to be a competent project manager and an excellent people manager. However, technical backstopping is also crucial due to his background. This backstopping is provided in the first place by CTA and by the national advisor marine resources

Chief Technical Advisor (CTA)

The CTA is an internationally recruited expert selected based on an open competitive process managed by UNDP. The CTA is responsible for providing technical backstopping to the project, related to all project components. The CTA was part-time available for the project providing distance support and he undertook 4 missions: 13-20/7/2019, 7-14/12/2019, 1-7/2/2020 and 11-25/11/2021. COVID-19 complicated his involvement in the project between August 2020 and October 2021. The CTA CV shows significant experience in fisheries management and project development and management, but no experience with protected area development and management and neither with protected area finance. According to the CTA and the project coordinator some time was required to develop optimal collaboration, but both had the opinion that collaboration was good. Requested project documentation was usually readily provided to the MTR mission by the team.

National advisor marine resources (MRA)

The national advisor marine resources has been trained in ICT and as Navy officer. He has more than 10 years' experience as officer in the Djibouti Navy. Furthermore, he has been attached to various activities related to marine organizations and projects such as IMO and PERSGA.

Steering Committee

A Project Steering Committee (*Comité de pilotage*) provides adequate guidance, oversight and integration of project activities. The committee provides strategic advice to the Project Management Unit (PMU) for the implementation of project activities to ensure broader integration of the project activities within the national development goal of poverty reduction and sustainable development objectives. The Project Board is composed of representatives MEDD/DCID (Chair), UNDP Djibouti, Ministry of Agriculture, Water, Fisheries, Livestock and Marine Resources (MAWFLMR), Ministry of Equipment and Transport (MET), Djibouti Ports and Free Zones Authority (DPFZA); and the Prefectures of Arta, Obock, Tadjourah as well as representatives from the civil society and private sector. The meeting attendance lists show however a very limited participation of civil society. So far, steering committee meetings were held on 19 November 2018, 18 December 2019, 24 June 2020, 13 January 2021 et 12 janvier 2022.

Project Oversight by UNDP

UNDP office seemed to be well informed about the project issues and project documentation requested for the MTR was readily provided. According to the PMU payments were done by UNDP timely.

The UNDP also supports the MEDD in monitoring and evaluation (including spot check audits), and risk management. UNDP provides additional expertise to the project through its network of international experts and expertise at country and regional level.

However, various exchanges gave the impression that communications and relations between MUET/MEDD and UNDP were not always smooth before 2022. It also has been commented that the high turnover of staff within the Country Office (3 programme officers since 2019) complicated proper project monitoring.

Partnerships

The project has concluded partnership agreements with key institutions involved in environmental and marine management:

- Department of Maritime Affairs (Direction des Affaires Maritimes)
- Coast Guard (Garde Côte)
- Djibouti Study and Research Center (Centre d'étude et de recherche de Djibouti, CERD)
- Djibouti National Tourist Office (Office National du Tourisme de Djibouti, ONTD)
- Directorate of Fisheries (Direction de la Pêche)
- National Women Union of Djibouti (UNFD)

These MoUs determine joint activities and contributions of the project such as capacity building, surveillance and MPA management.

Assessment of management arrangements

The supporting role of the CTA was suboptimal for the project, mainly due to insufficient presence in Djibouti. The project obviously required strong technical guidance. Shortcomings in various components could and should have been avoided by joint interventions by the CTA and project coordinator, but it is also obvious that specific technical gaps in the team should have been compensated by additional technical assistance. This is particularly the case for protected area management and conservation finance.

4.3.2 Work planning

The Project Manager oversees the elaboration of annual work plans, including annual output targets to support efficient implementation of the project. All activities included in the Annual Work Plan are discussed and approved by the Steering Committee to ensure that proposed actions are relevant and necessary. These plans are not very detailed. Results have been broken up in activities. However, the responsibilities for the implementation of these activities have not been included. The PMU organized monthly team meetings to coordinate activities.

Other mechanisms which played a role in the coordination and planning of activities were monthly meetings between MEDD and UNDP on the jointly implemented GEF funded projects, as well as meetings of the project management and the Cabinet of MEDD.

4.3.3 Finance

The total contribution from the GEF Trust Fund to the project is US\$2 822 374, of which 5% (\$134 398) are costs for project management (Table 4, page 55). The budget is spread over 5 years irrespective

of the starting date. The project document has been signed however on 24 July 2018 and the project years run therefore in reality from 1 July to 30 June. Combined Delivery Reports provided by UNDP presenting annual expenditures, however run from January to December. Therefore, there is a 6-months phase shift between PRODOC budget years and these reports. This needs to be taken into account for the analysis of the expenditures.

The total expenditures and commitments (Table 5, page 56) amounted to \$1 980 481 in June³³ 2022.

The proportional disbursement of expenditures (Table 6, page 56) was 70 % of the initial budget in June, in other words, after close to 80% of the project time had passed. It is remarkable that at that point already more than 100% of the management budget had been finalized. Overspending of the management budget occurred in 2018 and in 2021.

The same table indicates also significant underspending in Component 3, which coincides with the poor performance of this component. The consultancy report on the National Fund for Environment and Climate Change has been prepared according to the ToR in 140 working days between 23/5/2019 to 6/12/2019 and submitted in April 2020. This consultancy was shared with two other projects³⁴ and the MPA 2 project contributed US\$ 60 000 to this contract.

Expenditures under this component in 2019, 2020 and 2021 were respectively \$9 193, \$19 505 and \$59 387. In 2022 expenditures under Component 3 amounted to \$52 986,19 (Account category: 71400 - Contractual Services - Individual). The difference (\$81 071) between the total amount spent under Component 3 (\$141 071) and the costs for the finance consultancy (\$60 000) can be explained by costs for technical support by the project manager and the CTA, according to the TBWP in the project document. However, the proportionally high expenses for coordination and guidance (57%) are difficult to justify in Component 3, even more so in relation to the poor performance of this component.

Furthermore, it should be noted that the total management budget has been overspent (108 %) one year before the end of the project.

Table 4. GEF budget according to project document

	YR1	YR2	YR3	YR4	YR5	TOTAL
Component1	\$163 401	\$113 400	\$109 400	\$89 400	\$79 400	\$555 001
Component 2	\$315 600	\$486 875	\$331 600	\$233 600	\$151 800	\$1 519 475
Component 3	\$85 000	\$85 000	\$65 000	\$65 000	\$55 000	\$355 000
Component 4	\$40 300	\$26 300	\$82 800	\$26 300	\$82 800	\$258 500
Management	\$33 598	\$26 200	\$25 200	\$25 200	\$24 200	\$134 398
TOTAL BUDGET	\$637 899	\$737 775	\$614 000	\$439 500	\$393 200	\$2 822 374

³³ Status of expenditures and commitments were taken on 13 June 2022

³⁴ Adaptation in Mountainous Regions Project, Cross Cutting Capacity Development Project

Table 5. Project expenditures and commitments as of 31 December 2021

Jan-Dec	2018	2019	2020	2021	2022 (June)	2023	TOTAL
Component1	\$37 963	\$100 950	\$70 285	\$67 383	\$20 440		\$297 020
Component 2	\$26 002	\$714 807	\$296 526	\$134 653	\$43 230		\$1 215 217
Component 3		\$9 193	\$19 505	\$59 387	\$52 986		\$141 071
Component 4	\$8 519	\$19 068	\$56 907	\$45 909	\$50 961		\$181 363
Management	\$52 253	\$22 607	\$19 175	\$42 945	\$8 830		\$145 810
Total expenses	\$124 737	\$866 624	\$462 397	\$350 278	\$176 446	\$0	\$1 980 481

Table 6. Proportional disbursement in percentage of expenditures per calendar year compared to budget year in project document

Jan-Dec	2018	2019	2020	2021	2022 (June)	2023	TOTAL
Component1	23,2%	89,0%	64,2%	75,4%	25,7%		53,5%
Component 2	8,2%	146,8%	89,4%	57,6%	28,5%		80,0%
Component 3	0,0%	10,8%	30,0%	91,4%	96,3%		39,7%
Component 4	21,1%	72,5%	68,7%	174,6%	61,5%		70,2%
Management	155,5%	86,3%	76,1%	170,4%	36,5%		108,5%
Total expenses	19,6%	117,5%	75,3%	79,7%	44,9%		70,2%

4.3.4 Co-Finance

At the start of the project a total amount of US\$12 390 000 was expected in the form of co-finance (Table 7, page 56). This included direct contributions from the Government to the project, as well as Government contributions via the PRAREV project. Other contributions were committed through the PRMSRVCP project (Islamic Development Bank, World Food Programme (Food for Work on nationwide beach clean-up), and the IGAD-IUCN-Nature Djibouti Biodiversity Management Programme (EU funding). So far, US\$ 10 890 00 co-finance has been confirmed (Annex 10, page 92). The confirmation of US\$ 1 500 000 from the Islamic Development Bank through the PRMSRVCP project is still pending.

Table 7. Co-financing as per project document

Government of Djibouti	USD 3 120 000
Government of Djibouti (PRAREV)	USD 6 520 000
Government of Djibouti (PRMSRVCP/Islamic Development Bank)	USD 1 500 000
World Food Programme	USD 750 000
IGAD-IUCN-Nature Djibouti (BMP)	USD 500 000
Total co-financing	USD 12 390 000

4.3.5 Project-level monitoring and evaluation systems

The project results as outlined in the project results framework were supposed to be monitored annually and evaluated periodically during project implementation to ensure the project effectively achieves these results. A Monitoring Plan is provided in the project document in Annex B for this purpose. The plan defines indicators, but the methodology for the assessment of some of these indicators was supposed to be elaborated by the project and the baseline to be determined. This was not done, and this fact was even simply reported in the various PIRs without taking the necessary action. The project documents states "*The Project Manager will collect results data according to the*

following monitoring plan, which is based on and refers to the Project Results Framework in Section VI, most notably for the indicator targets". This responsibility for project monitoring was not well taken.

Project-level monitoring and evaluation was mainly limited to the mechanisms explained under sections on planning and reporting (section 4.3.2, page 54; section 4.3.8, page 58) in which the triangle PMU-Project Board-UNDP is playing the key role. The PMU has to prepare a Project Implementation Report (PIR) annually, presenting an overall assessment of progress, project governance, risk management, knowledge management, communication and stakeholder engagement. No PIR covers the period from July 2018 (signature project) to June 2019, but PIR for 2020 and 2021 are available covering the period from 1 July 2019 to 30 June 2021. The next PIR (2022) is expected after the MTR.

The PIR include the assessments of the indicators determined in the Results framework of the project document. The indicator assessments of the PIR 2020 have been included in the matrix on progress towards results (Table 3, page 42). As mentioned above, the indicators of the monitoring framework have not been assessed systematically. Indicators 1, 2, 12 and 13 are missing. Indicators 1 and 2 indicate respectively the status of biodiversity and habitat. A consistent methodology and base line was supposed to be determined during the project inception by a competent institution such as CERD. However this was not done and this omission has not been signalled before the MTR. Indicators 12 and 13 are results from the Financial Sustainability Scorecard. A baseline for these indicators had been determined during the PPG phase. After repeated inquiries it turned out at the end of the MTR that the team had not been aware of the FSSC (the page had been clipped when updating METT for the MTR) and that the required competences for updating the FSSC was not available in the project and at CO. The METT indicators have been prepared at the request of the evaluator during the MTR mission.

4.3.6 Stakeholder engagement

Key stakeholders are represented in the Project Board which had meetings every year discussing and approving annual work plans. Apart from that, regular meetings were held on purpose base. Stakeholder meetings at regional level were organized in relation to field activities. During the MTR mission, support and interest appeared to be strong for both deconcentrated (prefectures) as well as decentralized (regional assemblies) institutions. Both were looking forward to further devolvement of government roles, including more direct involvement in projects such as the AMP project. Both regional authorities pleaded for the creation of a regional branch of MEDD to support mainstreaming and implementation of environmental governance.

The project document proposes a large number of non-governmental members for the in the Project Board. The participant lists of the meetings, however, that the Board is dominated by representatives from government entities.

MoUs have been concluded with key stakeholders: the Department of Maritime Affairs, the Coast Guard, the Djibouti Research Center (CERD), Djibouti National Tourist Office (ONTD), The National Union Of Djibouti Women (UNFD) and the Directorate of Fisheries.

At local level the gender and AGR activities played a key role for stakeholder engagement. The activities supported by the UNFD are being implemented at local level through a network of Community Management Committees.

Engagement with ONG sector is simple due to the low number of NGOs active in environmental conservation in Djibouti. Association Djibouti Nature, is the only partner in this regard. This is a small but ambitious ONG, working among others on the development of participatory sustainable fisheries

management in the frame of projects funded by the European Union, Canada and the Netherlands in the Arta MPA.

The establishment of a high-level multi-stakeholder committee to oversee and guide the project's mainstreaming endeavours and the implementation of the MSP/Seascape Management Plan as planned in the project document has not been realized so far.

4.3.7 Social and Environmental Standards (Safeguards)

The overall social and environmental risks are classified as "low" in the Social and Environmental Screening Procedure report, which is attached to the project document. The only probable risks identified were

- concerns about equal involvement of sexes in the project (Principle 2),
- possible impacts of activities close to vulnerable biodiversity areas (Norm 1),
- the exploitation of biodiversity inside or close to protected areas (Norm 1).

The project document has included extensive awareness and gender mainstreaming strategies. The SESP proposes two mechanisms to address social and environmental risks identified to be elaborated by the project:

- A multi-year gender action plan
- A multiyear biodiversity action plan

The former has been completed in February 2021 and implementation and monitoring is starting in 2022. No multiyear biodiversity action plan has been made by the project, unless the protected area management plan is being considered as such. No environmental and social management framework has been developed for the project. However, measures to reduce impacts could have been elaborated more in the project document on possible impacts of "physical work" such as jetties, buildings, energy and water facilities, toilets, to be constructed by the project. During the mission, however, it was clear that the project management is aware of possible impacts, and for example measures are being taken to avoid drainage of sewage in the sea.

4.3.8 Reporting

The project does not have an effective, centralized knowledge management system through which hard and soft copies of all relevant project documents are readily accessible. However, during the MTR mission, it appeared relatively easy to get copies of most relevant project documents (including all M&E instruments, reports, contracts, technical outputs delivered by consultants, and so on) from the project coordinator and from UNDP. Nevertheless, the absence of a well-archived knowledge management system hampers reporting, communication of results to stakeholders, and timeous and appropriate adaptive management.

4.3.9 Communications & Knowledge Management

A knowledge management strategy is supposed to be developed under component 4. This has not been done yet.

In 2020 a communication strategy has been developed for the period 2020-2025 by a consultant in the frame of both the present project and the project "Strengthening national capacities for better

decision-making and better integration of global environmental obligations, Djibouti (2018-2022)³⁵", which is also funded by the GEF and implemented by same ministry. The plan presents well elaborated communication objectives, messages, target groups, communication means and packages. The total budget for communication related to the AMP project is US\$ 250 000. The plan looks overall very well done and ambitious, but could have been even more complete with an instrument for communication impact assessment.

Monthly reports on communication implementation have been submitted to UNDP to monitor communication activities.

4.4 Sustainability

4.4.1 Financial risks to sustainability

The mainly failed investments of the first GEF MPA project show that the financial risks to sustainability of such projects can be significant. Current surveillance staff is funded by the project. If this staff will not be integrated in the MEDD administration, the investments in this capacity will be lost and cannot benefit alternative future funding. The MEDD budget is small to cover the management costs of the increasing number of MPA after the end of the project. In view of the number and area of MPAs, and the set political targets of marine conservation (section 4.1.1, page 30), it is expected that the overall protection capacity needs to be increased further (surveillance staff, logistics, equipment) and operational costs (fuel, maintenance, communication, data collection, etc.) will grow.

This financial sustainability risk has been recognized in the project document and a specific component had been dedicated to develop sustainable finance mechanisms to cover the costs of MPA management after the project. This component (3) has, however, not lead to any tangible result so far. A problem is that the solution of funding shortage is sought in projects and not in innovation (e.g. elaborate Public Private Partnerships (PPP), Payment for Ecosystem Services (PES), National Environment Fund (NEF). At this stage, MEDD appears to be keen on the introduction of protected area entry fees and the development of partnerships with local tourism operators. If these developments would become concrete, they could be first steps.

To be really sustainable, financial sustainability needs to be embedded in the institutional set-up of the protected area management system. This requires a strategy, legal arrangements and established partnerships.

4.4.2 Socio-economic risks to sustainability

On the one hand, in view of the increasing pressure on marine ecosystems, the creation of MPAs is indispensable to maintain and develop socio-economic conditions of local populations on the long term. On the other hand, short term socio-economic needs of populations under pressure from among others demographics factors and climate change, constitute an increasing threat to ecosystems too. To manage these opposing forces, it is essential to include local population in resource management where possible. The ban on industrial fisheries since 2002³⁶ and the existing initiatives under the

³⁵ Renforcement des capacités nationales en vue d'une meilleure prise de décision et d'une meilleure intégration des obligations mondiales en matière environnementale, Djibouti (2018-2022)

³⁶ <https://www.fao.org/3/a0477e/a0477e0h.htm>

project³⁷ and the baseline³⁸ on participatory resource management are instrumental in this regard. This crucial issue should have been flagged in the SESP ().

In order to maintain this momentum, intensive cooperation between government (particularly the ministries responsible for environment and fisheries) and local stakeholders (particularly fisher associations) is crucial.

4.4.3 Institutional framework and governance risks to sustainability

Many sectors are involved in policy and management of the coastal and marine zone of Djibouti. Sustainable management of this zone requires an integrated approach in which these sectors are guided and coordinated within a framework of agreed objectives. Important steps for the establishment for such framework were the elaboration of an integrated coastal zone management plan (ICZMP, 2004) and the Marine Spatial Plan (2017).

The ICZMP proposes to assign sector coordination to an existing institution to avoid increasing institutional complexity by the creation of a new institution. At the time of the drafting of the plan, the Directorate for Territorial and Environmental Management appeared to be the appropriate institution for this task. It was proposed to create a National Committee for Integrated Coastal Zone Management under this Directorate, with representatives from all stakeholders. According to different sources however, this committee is not functioning anymore since a number of years.

The project proposes the creation of a high-level multi-stakeholder committee to oversee and guide the project's mainstreaming endeavours and the implementation of the MSP/Seascape Management Plan. Regretfully, the idea of this multi-stakeholder committee has not been developed in the project document within the context of the proposed institutional framework for the implementation of the ICZMP.

The MSP has been used as a keystone for the MPA management plan developed by the project. However, the opportunity has been missed to enforce the power of both the ICZMP and the MSP by the integration of the MSP in the process of integrated coastal zone management planning.

The conclusion is, that the institutional framework for coastal and marine management is fragmented, which implies a risk for the sustainability of the outcomes of the project.

4.4.4 Environmental risks to sustainability

The primary focus of the approach applied for the development and management of the marine protected area network is on sustainability of marine ecosystems and biodiversity. The projects' activities are coherent with this objective. However, sustainable management of marine ecosystems require the participation of all sectors playing a role in this environment. The development ambitions of the Djibouti government and economic sectors such as trade, transport, energy, fisheries and tourism are an increasing pressure requiring the development of an elaborate integrated approach in development planning and environmental governance. The current construction of a port and a large hotel in proposed AMP area, as well as a chemical plant in a proposed World Heritage Site, show that integrated development planning and environmental governance are not yet effective in Djibouti.

³⁷ MPA management plan, long-term objective 2: Ensure rational development of fisheries compatible with the protection of marine biodiversity

³⁸ PRAREV, et le projet "Aire localement gérée d'Arta plage, 2018 - 2022" financé par EU/Canada

5 Conclusions and Recommendations

5.1 Conclusions

The project "Mitigating key sector pressures on marine and coastal biodiversity and further strengthening the national system of marine protected areas in Djibouti" has a long name and is very ambitious. Several intended outputs of this project provide significant contributions to the framework for marine protected area conservation in the country, and to biodiversity and protected area conservation in Djibouti in general.

The most significant elements are the promotion of a multi sector approach for the management of the seascape, the enhancement of the marine protected area network, and the development of a sustainable finance mechanism for conservation. A highlight is also the institutional and legal reform driven by the project.

An important setback for the project which started in 2018, was the COVID-19 pandemic paralyzing the project for most of 2020 and part of 2021. A slow project start followed by COVID lockdown, resulted in the fact that the project did not start flourishing before the second part of 2021.

The team had several strong individual experts and the project had links with significant institutions such as CORDIO, CERD and the Cousteau Society. However, during the first two years of the project its performance was weak. In 2021, the project dynamics accelerated resulting in a number of important achievements, such as the Gender Strategy and Action Plan, the Biodiversity and Social Reference Study, and the MPA Management Plan.

Besides these successes, which had been realized despite the constraints caused by COVID, a number of weaknesses in the project's performance are to be reported:

(1) The Marine Spatial Plan has been used as the basis for the MPA management plans and for the delimitation of the AMPs. With this, a first step in the promotion of the MSP has been achieved and this achievement will affect the management of activities of other sectors. However, no further steps in mainstreaming of the MSP have been realized by the project. The MSP remains for the time being a technical document that may be consulted depending on the willingness of the respective sectors, but the MSP has not become a directive document enforced by legal and/or policy instruments. The high-level multi-stakeholder committee envisioned by the project documents has not seen the light, and neither did the plan to use this committee to revive the stagnated implementation of the Integrated Coastal Zone Management Plan.

(2) The promotion of Strategic Environmental Assessment to support integrated planning in the development of the marine and coastal zone has not materialized, mainly due to the fact that a proper assessment of the framework for the application of this instrument in Djibouti during the PPG phase has not been done. Barriers have not been identified in this regard, and consequently the necessary expertise for the implementation of related activities has not been mobilized.

(3) It looks like the marine protected area management planning activity has not well been coordinated. A number of shortcomings has been identified in the plan (see section 4.2.1, Component 2, page 34). These were related to lack of directives in the terms of reference and insufficient experience with MPA planning in the consultancy team responsible for the elaboration of the plan, and in the project team responsible for the technical orientation and quality monitoring of the plan. Nevertheless, the management plan prepared is the first of its kind in Djibouti. It is usable, and it can be improved in the future based on advancing insights.

(4) A proper assessment of the legal framework should have been done during the PPG phase, which would have led to the conclusion that a review of the legal framework for marine protected area governance was required to precede (or at least accompany) the development of the marine protected area network. The correction of this omission during implementation was a good decision, but this adjustment leads inevitably to a delay of the chain of actions required for the creation of the AMPs. The AMP demarcation activity is pending the endorsement of the decree for the creation of the MPAs among others.

(5) The most critical part of the project is Component 3 on the development of protected area finance, which seem to have stalled. This is worrying as this (key) aspect did also fail during the first AMP project in Djibouti, and also because insufficient finance for MPA management and other conservation activities at the end of the project (June 2023) is a serious threat to the sustainability of the results and outcomes of this project. Poor technical direction and backstopping by the team was at least crucial here.

(6) The monitoring framework has not been proactively implemented (section 4.3.5, page 56). Definition and methodology of several indicators had to be elaborated during project inception and assessment of some was incomplete in PIR and MTR. Work on indicators on biodiversity and habitat (indicators 1 and 2) could have been included in the Biodiversity reference study. In view of the indicator assessment at the end of the project, this work still needs to be done, but budget needs to be identified for implementation.

Financial perspective

In June, US\$ 1 980 481 has been spent by the project, which means that 70% of the budget has been spent in 80% of the total project duration. The budget for project management has been finished one year before the end of the project. The perspective for a budget neutral project extension seems to be not very realistic in view of, on the one hand, the current commitments and the necessary actions to be taken to accelerate delayed activities, and on the other hand, the annual costs of the PMU. An extension would automatically increase cost for the extension of current PMU contracts, which has not been provided for, and which would weight on other budgets, which are limited. Anyway, the scope for an extension could/should be assessed before the end of 2022. The project and UNDP should be aware that this should not be at the cost of required and planned activities. Furthermore, budget needs and availability for corrective measures (see 5.2 Recommendation) needs to be evaluated and resources planned.

5.2 Recommendations

5.2.1 Corrective actions for the design, implementation, monitoring and evaluation of the project

1. Promotion of integrated coastal zone management

In order to overcome the current backlock with regard to the mainstreaming of biodiversity into maritime sectors steps need to be taken to bring stakeholders together in a framework for integrated planning and management. The CTA, a legal expert and the National Project Director (or another high placed MEDD officer) can manage this process, which should include the following activities:

- Review the Integrated Coastal Zone Management Plan of Djibouti

- Integrate the Marine Spatial Plan, the revised legal and institutional framework for protected area management as well as innovative instruments for integrated planning such as Strategic Environmental Assessment in the CZMP
- Evaluate and operationalize the National Committee for Integrated Coastal Zone Management in the perspective of the high-level multi-stakeholder committee as proposed in the project document

2. Reinforce MPA management framework

Further development of the MPA management framework considering remaining gaps under Component 2, requires investment in specific protected area management expertise. The CTA can carry this process forward assisted by a senior protected area expert. It should involve the following activities:

- Involve senior international expert in protected area management.
- Elaborate terms of reference and job descriptions for UGAP and its staff.
- Integrate project funded surveillance staff (ecoguards) in the (MEDD) administration
- Review of legislation on protected area management developed by the project.
- Develop mechanisms for participatory MPA management.
- Develop monitoring and reporting system for surveillance and other activities of UGAP and consider monitoring tools³⁹ (e.g. SMART⁴⁰, AIS⁴¹, etc.).

3. Review, improve and implement MPA mapping and demarcation

As the mapping and demarcation of all MPAs has not yet been completed, a number of specific activities is required to assure that all MPAs will receive adequate protection in the future. It should be noted that geospatial modelling is a useful and efficient tool for the delimitation of protected areas, but elaborate consultation with stakeholders is required to achieve workable and accepted boundaries. In this activity the PA expert to be recruited should also play a role, besides the CTA, the Maritime Resources Advisor and a mapping expert⁴². Activities involve the following:

- Translate report on the geographical limits of the marine protected areas of the gulf of Tadjourah & Ghoubet el Kharab in French⁴³
- Map MPA "Islands of the seven brothers including the marine sites of the Obock region, the bay and the mangrove of the village of Khor Angar", which has not been covered in the MSP based on existing data (PESRGA, Roux 2013⁴⁴) and/or new data⁴⁵
- Review mapping MPA Kalif-Sagalou as these boundaries were not determined and consulted in the frame of the MSP process, but "desktop established"

³⁹ <https://www.pewtrusts.org/en/research-and-analysis/articles/2021/09/27/emerging-marine-monitoring-technologies-enable-more-effective-management-of-protected-areas>

⁴⁰ <https://smartconservationtools.org/SMART-Community/Your-stories/Case-Study?CaseStudyID=20>

⁴¹ <https://www.marinetraffic.com/research/publication/monitoring-marine-protected-areas-using-data-fusion-and-ai-techniques/>

⁴² Preferably a mapping expert to be recruited who has been involved in the MSP (Cousteau, CORDIO)

⁴³ Already done in the mean time

⁴⁴ Roux, J.M. May 2013. Proposition argumentée pour 4 aires marines Protégées en République de Djibouti. Djibouti Explore Conseil

⁴⁵ If current budget is insufficient, additional budget should be identified

- Include boundaries Haramous MPA in the Decree
- Consider large AMPs and the application of zoning according to different spatial and resource use options, to optimize the management of pressures and impacts, and to avoid micro-management⁴⁶

4. Counteract the deadlock in the development of MPA finance

A very strong push is required to revive the BIOFIN⁴⁷ process under Component 3 as related outputs are crucial for the sustainability of the outcomes of the project and for the sustainable management of protected areas in Djibouti in general. The mobilization of a BIOFIN expert is essential here and this expert can collaborate with the CTA and the National Project Director or another high-level officer from MEDD. The activities include:

- Translate and validate consultancy report on national fund for environment and climate change in French⁴⁸
- Recruit a national and an international consultant with BIOFIN experience to guide process
- Carry out policy and institutional review
- Assess MPA management resource expenditures
- Assess MPA management resource needs and availability
- Elaborate a biodiversity conservation finance plan

5. Increase the participation of non-governmental and local stakeholders in the Project Board

The project document has proposed a broad Project Board, which would contribute to the coordination of MPA conservation with different sectors and to the development of an integrated approach. Action to be taken by the Project Manager in this regard are:

- Review the list of Project Board members with the Project Director.
- Invite and motivate all members to join the meetings.

6. Elaborate a project exit strategy

This strategy needs to be elaborated immediately after the MTR by the Project Manager in consultation with the Project Director and the CTA. This plan involves the planning in detail of all the actions and inputs required to implement the concluded and agreed MTR recommendations.

7. Complete assessment of monitoring indicators

The monitoring framework is incomplete as values for indicators 1, 2, 12 and 13 have not been determined by the project. The project team will require technical assistance to complete the assessment. The following actions are to be initiated by the Project Manager:

- Contract a competent institute (CERD appears to be most appropriate) to determine precise definitions of Indicators 1 and 2 as well as methodologies to determine values for these indicators, taken into account that monitoring of indicators should be SMART and cheap. Within one month after the MTR, this assignment should be finalised and the values of these indicators should be determined (MTR level) in order to be available for further analysis by the end of the project.

⁴⁶ A more holistic vision on protected area management planning is recommended - guidelines : WCPA and PERSGA

⁴⁷ <https://www.biofin.org/>

⁴⁸ Done in the mean time

- Seek assistance for technical support from UNDP Regional Office (through CO) to complete the update of the Financial Sustainability Score Card at MTR level and complete the project monitoring framework.

5.2.2 Actions to follow up or reinforce initial benefits from the project

8. Prepare MPA management plans for the existing MPAs

No management plans for existing MPAs have been prepared. The guidance of a senior PA expert is required for this and this expert can work together with the CTA and a local institution such as CERD or HydroTerra. The work should be done taking into account guidelines from WCPA and PRESGA. The following plans need to be made:

- Moucha et Maskhali.
- Iles des sept frères.
- D'Haramous.

9. Development of a SMART monitoring and surveillance approach

New technologies develop quick and application of these technologies in conservation follows such as SMART, InReach and drones. Expertise on the use of these technologies develops fast in specific institutions and organizations (e.g. KWS, Wildlife Institute of India, WCS, African Parks, Smithsonian Institute, etc. considering the use of new technology including. To assure optimal use of such technology, these applications need to be studied and introduced in MPA management in Djibouti. The following activities need to be initiated and guided by the PA expert in collaboration with the CTA and the Maritime Resources Advisor:

- Study tours (e.g. South Africa, India, Kenya, Mozambique, ...)
- Development of operationalization plan in connection with Recommendation 10 (Protected Area Management Master Plan).
- Procurement.
- Training.

5.2.3 Proposals for future directions underlining main objectives

The following recommendations suggest future directions in the development integrated and sustainable management of the coastal zone and the seascape. These activities relate directly to the MPA project's component, but their implementation goes probably beyond the scope of the current project in terms of resources and outcomes. Nonetheless, possible contributions from current project actors have been indicated. However, in view of the current challenges of the project to achieve the goals set, additional resources would probably be required to realize these recommendations.

10. Elaborate a Protected Area Management Masterplan

The current approach for protected area development is more or less ad hoc and very much depending on external financial support. This has led to unexpected gaps in the legal framework and incomplete and in consistent coverage of protected areas by management plans and investments, as well as in uncoordinated developments from other sectors. Rational planning of the entire protected area network of Djibouti can be achieved by the elaboration of a Protected Area Management Masterplan, spelling out long term ambitions, biodiversity values and conservation objectives, protected area

network design, management and quality standards for protected areas, institutional arrangements, capacity requirements and resource needs. Inputs from a senior PA expert in consultation with the UGAP are essential for this plan and should include at least:

- Support MEDD with the elaboration of terms of references for the masterplan.
- Identify funding for the realisation of the masterplan, if required.

11. Explore the development (benefits, failures, risks) of the establishment of a Protected Area Management Agency

In the wake of the BIOFIN analysis the question on the institutional status of the Protected Area Management Unit may arise. In several countries, protected area management has been entrusted to parastatal or semi-autonomous agencies. These constructions may improve financial sustainability, but in some countries, inconveniences have turned up as well. In anticipation on such eventual development, it is useful to contact and visit existing PA management agencies to compare best practices in countries such as Kenya, Tanzania, South Africa, RDC (INCEN), Gabon (ANPN), Ivory Coast (OIPR⁴⁹), etc. Particularly the successful ANPN and OIPR in francophone Gabon and Ivory would be interesting models.

12. Explore development of Public-Private Partnerships (PPP) for the management of protected areas

To attract sustainable funding for the considerable investment requirements of conservation, an increasing number of Public-Private Partnerships (PPP) is mushrooming all over the world. Several funding mechanisms sustain these PPP (e.g. tourism revenues, charity, emission offsetting, etc.). PPPs are an interesting option for MPA conservation in Djibouti considering the values of its marine ecosystems. Activities which could be supported by the legal expert are:

- Comparing best practices in other countries (Virunga RDC, African Parcs⁵⁰ in various countries, Fondation Tri-National Sangha⁵¹, Kenya Wildlife Conservancies, Chumbe Island Tanzania⁵² as well as WCS and WWF partnerships).
- Determining legal and institutional implications of delegated management of MPAs by PPPs.
- Approaching potential partners.

An interesting development in this regard is the partnership between the Ministry and a tourism operator at Ras Ali - Loubatanleh on the management of part of the Ras Ali - Sable Blanc MPA. Such partnerships can be helpful when contributing to MPA conservation costs. However, caution is required for the differences of objectives of MPA managers and tourism operators with regard to the use of MPAs.

13. Promote the development and application of Strategic Environmental Assessment (SEA) in planning processes

SEA is an excellent tool for integrated planning of plans, programmes and policies. However, its effectiveness depends on the legal and institutional context in which it is applied as well as the commitment of the stakeholders concerned. Djibouti has mentioned the SEA as an environmental tool

⁴⁹ <https://www.oipr.ci/>

⁵⁰ <https://www.africanparks.org/>

⁵¹ <https://www.comifac.org/projets/fondation-ftns>

⁵² <https://chumbeisland.com/>

in the Environmental Law. However, apart from this, criteria and standards for the implementation have not been established in rules and regulations. MEDD could search for international support (multilateral or bilateral) for the development of the application of SEA in planning. Proposed steps are the following:

- Engaging the MEDD in the International Association for Impact Assessment (IAIA)⁵³
- Training MEDD staff in the principles and application of SEA assisted by IAIA partners
- Elaborating a SEA policy
- Developing rules and regulations for the application of SEA
- Initiating SEA pilots linked to PPP planning processes.

14. Establish an Environmental Policy Consultation Group

The coordination and tuning of initiatives and funding related to environmental policy development and management would be facilitated by a platform supporting consultation, collaboration and synergy involving the Djibouti Government and technical and financial partners. Such groups have shown to be instrumental in other countries. A crucial factor in the sustained functioning of such groups is the facilitation by an organisation maintaining the initiative and the group's routines. In practice organisations such as UNDP or UNEP have shown to be ready to take the lead in this. On other cases national entities or embassies took this role. In the case of Djibouti, the UNDP could take this role. The initiation of the group would involve in the first place:

- The determination of possible and required roles of this platform.
- An evaluation of function of the National Commission on Climate Change in this regard, considering the possibility to use this platform for this purpose.
- Requirements in terms of execution, partners and frequency of meetings.

⁵³ The IAIA is the international organization promoting standards for SEA: <https://www.iaia.org>

6 Annexes

Annex 1. MTR ToR (excluding ToR annexes)

Standard Template 1: Formatted for attachment to [UNDP Procurement Website](#)

This is an adjusted standard terms of reference for Mid-Term Reviews of UNDP-supported GEF/LDCF/SCCF-financed projects taking into account the impact of COVID-19 on evaluations, including consideration for COVID-19 situation assessment within countries, impact and restrictions on evaluations, alternative approaches, methodologies and considerations to mitigate the impact of COVID-19 on evaluations.

Underlying this guidance is a principle of “do no harm”, and a consideration that the safety of staff, consultants, stakeholders and communities is paramount and the primary concern of all when planning and implementing evaluations during the COVID-19 crisis.

1. INTRODUCTION

This is the Terms of Reference (ToR) for an International Consultant to complete the Midterm Review (MTR) process of the full -sized UNDP-supported GEF-financed project titled **Mitigating key sector pressures on marine and coastal biodiversity and further strengthening the national system of marine protected areas in Djibouti** (PIMS # 5560) implemented through the National Directorate for Environment and Sustainable Development/Ministry of Environment and Sustainable development, which is to be undertaken in 2021. The project started on 24 July 2018 and is in its third year of implementation. This ToR sets out the expectations for completing and updating the existing draft MTR report. The completion of this project's MTR process must continue to follow the guidance outlined in the document *Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects* ([hyperlink](#)).

2. PROJECT BACKGROUND INFORMATION

The Republic of Djibouti is a small coastal country in the Horn of Africa, with a total area of 23,200 km², a coastline of 372 km and, within a maritime territory area of 7,200 km². Djibouti's economy is largely dependent on its service sector (76.3% of GDP) connected with the country's strategic location as a deep-water port at the intersection of the Red Sea and the Gulf of Aden. Over the last years, led by the vision to turn the country into a platform for commercial and logistics services for the Horn of Africa, the Government has started to undertake vast projects for the development of port, rail and road infrastructure, aimed at facilitating and increasing access to markets in the region.

While the Government of Djibouti has made investments to protect some of its unique and biodiversity rich marine habitats, these achievements risk to become precarious given the magnitude and speed of new developments of port infrastructure in Djibouti, most notably in the Gulfs of Tadjourah and Ghoubet. There are major risks associated with the new shipping routes and increased traffic of oil tankers and other ships transporting noxious substances through this vulnerable environment.

This GEF project therefore has the objective to “*Enhance the resilience of Djibouti's marine biodiversity through increasing institutional capacity, enhancing financial sustainability and management effectiveness of the Marine Protected Area (MPA) system, and mainstreaming marine biodiversity into key maritime sectors*”. The project Objective will be achieved through implementation of four components that address the key barriers identified for effective MPA and marine ecosystem services management. **Component 1** *Strengthening the effectiveness of Djibouti's MPA system through enhanced capacity of all stakeholders, including dialogue to mainstream biodiversity into maritime sectors;* **Component 2** *Expanding the national MPA network and strengthening MPA management at site level;* **Component 3** *Sustainable financing mechanism for marine biodiversity and the national protected areas system;* and **Component 4** *Gender Mainstreaming, Knowledge Management and M&E.*

The project (MPA Project) is being implemented over a period of five years following UNDP's national implementation modality, according to the Standard Basic Assistance Agreement between UNDP and the Government of Djibouti, and the Country Programme. The **Implementing Partner** for this project is the Ministry of Urbanism, Environment and Tourism (MUEI) of Djibouti. The Implementing Partner is responsible and accountable for managing this project, including the monitoring and evaluation of project interventions, achieving project outcomes, and for the effective use of UNDP resources. The Implementing Partner is responsible for: approving and signing the multi-year workplan; approving and signing the combined delivery report at the end of the year; and signing the financial report or the funding authorization and certificate of expenditures.

The total cost of the project is USD \$15,212,374. This is financed through a GEF grant of USD 2,822,374 and USD 12,390,000 in parallel co-financing from Government of Djibouti (GoD), GoD PRAREV project, GoD (PRMSRVCP/Islamic Development Bank), World Food Programme and IGAD-IUCN-Nature Djibouti. UNDP, as the GEF Implementing Agency, is responsible for the execution of the GEF resources and the cash co-financing transferred to UNDP bank account only.

The implementation of the project was affected to some extent due to the COVID-19 pandemic as the country was under confinement for eight weeks. With the announcement of the nationwide lockdown, the businesses-both formal and informal were badly affected. People were forced to stay-put inside their houses until the lockdown was lifted on May 17. During the confinement period, the Ministry of Health with technical and financial support from the development partners was undertaking the COVID-19 tests very diligently and tracking the spread of the cases neighbourhood by neighbourhood. At 55,983 COVID-19 tests (as of July 26, 2020), Djibouti was successful in testing 5.3% of the total population within the span of about 4 months. Out of these, 5,050 were tested positive and the total death toll reached 58. In terms of proportion of positive cases per million population, the figure is 5111.33[1], which comes out to be 0.5% of the total population. With this statistics, Djibouti is a country with second highest proportion of COVID-19 cases per million population in Africa, after South Africa and among the handful of countries in the most critical band at the global level.

3. MTR PURPOSE

The final MTR report will assess progress towards the achievement of the project objectives and outcomes as specified in the Project Document, and assess early signs of project success or failure with the goal of identifying the necessary changes to be made in order to set the project on-track to achieve its intended results. The MTR will also review the project's strategy and its risks to sustainability.

The MPA Project is a successor to the MPA Project -Phase 1, which was implemented until 2015 by the same implementation partner. The implementation of the project was greatly affected by the global pandemic and the likelihood of receiving a request for extension is high considering that many aspects of the project are delayed. The latest Project Implementation Report (PIR) has shown that there are significant delays and adaptive management might be needed to adjust to the impacts of COVID-19 crisis. The project has had more interactive sessions with the project beneficiaries so as to plan more targeted alternative livelihood options as part of the project interventions. In this regard, the results and recommendations of the MTR will be crucial to make evidence-based and risk-informed decision at the implementation partner and at UNDP level to ensure that the envisaged results are achieved.

The completion of the MTR process is planned for May 2022.

4. MTR APPROACH & METHODOLOGY

The MTR report must provide evidence-based information that is credible, reliable and useful.

The MTR consultant will review the existing MTR report plus all relevant sources of information including documents prepared during the project preparation phase (i.e. PIF, UNDP Initiation Plan, UNDP Social and Environmental Screening Procedure/SESP), the Project Document, project reports including annual PIRs, project budget revisions, national strategic and legal documents, and any other materials that the team considers useful for this evidence-based review. The MTR consultant will review the baseline GEF focal area Core Indicators/Tracking Tools submitted to the GEF at CEO endorsement, and the midterm GEF focal area Core Indicators/Tracking Tools..

The MTR consultant is expected to follow a collaborative and participatory approach⁵⁴ ensuring close engagement with the Project Team, government counterparts (the GEF Operational Focal Point), the UNDP Country Office, the Nature, Climate and Energy (NCE) Regional Technical Advisor, direct beneficiaries, and other key stakeholders.

Engagement of stakeholders is vital to a successful MTR. Stakeholder involvement should include interviews with stakeholders who have project responsibilities, including but not limited to the organizations listed below (List 1); executing agencies, senior officials and task team/ component leaders, key experts and consultants in the subject area, Project Board, project stakeholders, academia, local government and CSOs, etc.

List 1: Stakeholders to be consulted/interviewed:

1. Directorate of Environment and Sustainable Development (DEDD) / MUET
2. Directorate of Fisheries / Ministry of Agriculture, Water, Fisheries, Livestock and Marine Resources (MAWFLMR)
3. Directorate of Maritime Affairs / Ministry of Equipment and Transport (MET)
4. Ports Authority / MET
5. National Scientific Research Institution: CERD / Ministry of Higher Education and Research
6. National Coast Guard
7. Prefecture councils of Arta, Tadjourah and
8. National Union of Women of Djibouti
9. Transport Management
10. Djibouti Telecom
11. Arta and Tadjourah Fishermen's Association
12. Djibouti-Nature Association

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

The final methodological approach for updating and completing the existing draft MTR report must be fully discussed and agreed between UNDP, stakeholders and the MTR consultant.

The final MTR report must describe the full MTR approach taken and the rationale for the approach making explicit the underlying assumptions, challenges, strengths and weaknesses about the methods and approach of the review.

⁵⁴ For ideas on innovative and participatory Monitoring and Evaluation strategies and techniques, see [UNDP Discussion Paper: Innovations in Monitoring & Evaluating Results](#), 05 Nov 2013.

5. DETAILED SCOPE OF THE MTR

The MTR international consultant will ensure that the final MTR report assesses the following four categories of project progress. See the *Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects* for extended descriptions.

i. Project Strategy

Project design:

- Review the problem addressed by the project and the underlying assumptions. Review the effect of any incorrect assumptions or changes to the context to achieving the project results as outlined in the Project Document.
- Review the relevance of the project strategy and assess whether it provides the most effective route towards expected/intended results. Were lessons from other relevant projects properly incorporated into the project design?
- Review how the project addresses country priorities. Review country ownership. Was the project concept in line with the national sector development priorities and plans of the country (or of participating countries in the case of multi-country projects)?
- Review decision-making processes: were perspectives of those who would be affected by project decisions, those who could affect the outcomes, and those who could contribute information or other resources to the process, taken into account during project design processes?
- Review the extent to which relevant gender issues were raised in the project design. See Annex 9 of *Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects* for further guidelines.
 - Were relevant gender issues (e.g. the impact of the project on gender equality in the programme country, involvement of women's groups, engaging women in project activities) raised in the Project Document?
- If there are major areas of concern, recommend areas for improvement.

Results Framework/Logframe:

- Undertake a critical analysis of the project's logframe indicators and targets, assess how "SMART" the midterm and end-of-project targets are (Specific, Measurable, Attainable, Relevant, Time-bound), and suggest specific amendments/revisions to the targets and indicators as necessary.
- Are the project's objectives and outcomes or components clear, practical, and feasible within its time frame?
- Are the project indicators and targets realistic and achievable, with and without COVID-19 triggered implications?
- Examine if progress so far has led to, or could in the future catalyse beneficial development effects (i.e. income generation, gender equality and women's empowerment, improved governance etc...) that should be included in the project results framework and monitored on an annual basis.
- Ensure broader development and gender aspects of the project are being monitored effectively. Develop and recommend SMART 'development' indicators, including sex-disaggregated indicators and indicators that capture development benefits.
- Undertake a critical analysis of the project beneficiaries to assess whether the indicators capture the changes brought by the pandemic implications and to recommend any adjustments to the timeline, budget, or nature of interventions in the results framework.

ii. Progress Towards Results

Progress Towards Outcomes Analysis:

- Review the logframe indicators against progress made towards the end-of-project targets using the Progress Towards Results Matrix and following the *Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects*; colour code progress in a “traffic light system” based on the level of progress achieved; assign a rating on progress for each outcome; make recommendations from the areas marked as “Not on target to be achieved” (red).

Table. Progress Towards Results Matrix (Achievement of outcomes against End-of-project Targets)

Project Strategy	Indicator ⁵⁵	Baseline Level ⁵⁶	Level in 1 st PIR (self-reported)	Midterm Target ⁵⁷	End-of-project Target	Midterm Level & Assessment ⁵⁸	Achievement Rating ⁵⁹	Justification for Rating
Objective:	Indicator (if applicable):							
Outcome 1:	Indicator 1:							
	Indicator 2:							
Outcome 2:	Indicator 3:							
	Indicator 4:							
	Etc.							
Etc.								

Indicator Assessment Key

Green= Achieved	Yellow= On target to be achieved	Red= Not on target to be achieved
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In addition to the progress towards outcomes analysis:

- Compare and analyse the GEF Tracking Tool/Core Indicators at the Baseline with the one completed right before the Midterm Review.
- Identify remaining barriers to achieving the project objective in the remainder of the project.
- By reviewing the aspects of the project that have already been successful, identify ways in which the project can further expand these benefits.

iii. Project Implementation and Adaptive ManagementManagement Arrangements:

- Review overall effectiveness of project management as outlined in the Project Document. Have changes been made and are they effective? Are responsibilities and reporting lines clear? Is decision-making transparent and undertaken in a timely manner? Recommend areas for improvement.
- Review the quality of execution of the Executing Agency/Implementing Partner(s) and recommend areas for improvement.
- Review the quality of support provided by the GEF Partner Agency (UNDP) and recommend areas for improvement.

⁵⁵ Populate with data from the Logframe and scorecards

⁵⁶ Populate with data from the Project Document

⁵⁷ If available

⁵⁸ Colour code this column only

⁵⁹ Use the 6 point Progress Towards Results Rating Scale: HS, S, MS, MU, U, HU

- Do the Executing Agency/Implementing Partner and/or UNDP and other partners have the capacity to deliver benefits to or involve women? If yes, how?
- What is the gender balance of project staff? What steps have been taken to ensure gender balance in project staff?
- What is the gender balance of the Project Board? What steps have been taken to ensure gender balance in the Project Board?
- What steps are taken to ensure that the Project Board is well represented by all the relevant stakeholders? Were there any logistical arrangements put in place to ensure the Project Board meetings are held in compliance with COVID-19 safety protocols?

Work Planning:

- Review any delays in project start-up and implementation, identify the causes and examine if they have been resolved.
- Are work-planning processes results-based? If not, suggest ways to re-orientate work planning to focus on results?
- Examine the use of the project's results framework/ logframe as a management tool and review any changes made to it since project start.
- In view of COVID impact, assess any potential delays in meeting the annual targets and overall project targets as indicated in the agreed multi-year workplan of the project document? If yes, recommend the adjusted timeline and revised results based work plan following the GEF guidelines.

Finance and co-finance:

- Consider the financial management of the project, with specific reference to the cost-effectiveness of interventions.
- Review the changes to fund allocations as a result of budget revisions and assess the appropriateness and relevance of such revisions.
- Does the project have the appropriate financial controls, including reporting and planning, that allow management to make informed decisions regarding the budget and allow for timely flow of funds?
- Informed by the co-financing monitoring table to be filled out by the Commissioning Unit and project team, provide commentary on co-financing: is co-financing being used strategically to help the objectives of the project? Is the Project Team meeting with all co-financing partners regularly in order to align financing priorities and annual work plans?

Sources of Co-financing	Name of Co-financer	Type of Co-financing	Co-financing amount confirmed at CEO Endorsement (US\$)	Actual Amount Contributed at stage of Midterm Review (US\$)	Actual % of Expected Amount
		TOTAL			

- Include the separate GEF Co-Financing template (filled out by the Commissioning Unit and project team) which categorizes each co-financing amount as ‘investment mobilized’ or ‘recurrent expenditures’. (This template will be annexed as a separate file.)

Project-level Monitoring and Evaluation Systems:

- Review the monitoring tools currently being used: Do they provide the necessary information? Do they involve key partners? Are they aligned or mainstreamed with national systems? Do they use existing information? Are they efficient? Are they cost-effective? Are additional tools required? How could they be made more participatory and inclusive?
- Examine the financial management of the project monitoring and evaluation budget. Are sufficient resources being allocated to monitoring and evaluation? Are these resources being allocated effectively?
- Review the extent to which relevant gender issues were incorporated in monitoring systems. See Annex 9 of *Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects* for further guidelines.

Stakeholder Engagement:

- Project management: Has the project developed and leveraged the necessary and appropriate partnerships with direct and tangential stakeholders?
- Participation and country-driven processes: Do local and national government stakeholders support the objectives of the project? Do they continue to have an active role in project decision-making that supports efficient and effective project implementation?
- Participation and public awareness: To what extent has stakeholder involvement and public awareness contributed to the progress towards achievement of project objectives?
- How does the project engage women and girls? Is the project likely to have the same positive and/or negative effects on women and men, girls and boys? Identify, if possible, legal, cultural, or religious constraints on women’s participation in the project. What can the project do to enhance its gender benefits?

Social and Environmental Standards (Safeguards)

- Validate the risks identified in the project’s most current SESP, and those risks’ ratings; are any revisions needed?
- Summarize and assess the revisions made since CEO Endorsement/Approval (if any) to:
 - The project’s overall safeguards risk categorization.
 - The identified types of risks⁶⁰ (in the SESP).
 - The individual risk ratings (in the SESP).
- Describe and assess progress made in the implementation of the project’s social and environmental management measures as outlined in the SESP submitted at CEO Endorsement/Approval (and prepared during implementation, if any), including any revisions to those measures. Such management measures might include Environmental and Social Management Plans (ESMPs) or other management plans, though can also include aspects of a project’s design; refer to Question 6 in the SESP template for a summary of the identified management measures.

A given project should be assessed against the version of UNDP’s safeguards policy that was in effect at the time of the project’s approval.

⁶⁰ Risks are to be labeled with both the UNDP SES Principles and Standards, and the GEF’s “types of risks and potential impacts”: Climate Change and Disaster; Disadvantaged or Vulnerable Individuals or Groups; Disability Inclusion; Adverse Gender-Related impact, including Gender-based Violence and Sexual Exploitation; Biodiversity Conservation and the Sustainable Management of Living Natural Resources; Restrictions on Land Use and Involuntary Resettlement; Indigenous Peoples; Cultural Heritage; Resource Efficiency and Pollution Prevention; Labor and Working Conditions; Community Health, Safety and Security.

Reporting:

- Assess how adaptive management changes have been reported by the project management and shared with the Project Board.
- Assess how well the Project Team and partners undertake and fulfil GEF reporting requirements (i.e. how have they addressed poorly rated PIRs, if applicable?)
- Assess how lessons derived from the adaptive management process have been documented, shared with key partners and internalized by partners.

Communications & Knowledge Management:

- Review internal project communication with stakeholders: Is communication regular and effective? Are there key stakeholders left out of communication? Are there feedback mechanisms when communication is received? Does this communication with stakeholders contribute to their awareness of project outcomes and activities and investment in the sustainability of project results?
- Review external project communication: Are proper means of communication established or being established to express the project progress and intended impact to the public (is there a web presence, for example? Or did the project implement appropriate outreach and public awareness campaigns?)
- For reporting purposes, write one half-page paragraph that summarizes the project's progress towards results in terms of contribution to sustainable development benefits, as well as global environmental benefits.
- List knowledge activities/products developed (based on knowledge management approach approved at CEO Endorsement/Approval).

iv. Sustainability

- Validate whether the risks identified in the Project Document, Annual Project Review/PIRs and the ATLAS Risk Register are the most important and whether the risk ratings applied are appropriate and up to date. If not, explain why.
- In addition, assess the following risks to sustainability:

Financial risks to sustainability:

- What is the likelihood of financial and economic resources not being available once the GEF assistance ends (consider potential resources can be from multiple sources, such as the public and private sectors, income generating activities, and other funding that will be adequate financial resources for sustaining project's outcomes)?

Socio-economic risks to sustainability:

- Are there any social or political risks that may jeopardize sustainability of project outcomes? What is the risk that the level of stakeholder ownership (including ownership by governments and other key stakeholders) will be insufficient to allow for the project outcomes/benefits to be sustained? Do the various key stakeholders see that it is in their interest that the project benefits continue to flow? Is there sufficient public / stakeholder awareness in support of the long-term objectives of the project? Are lessons learned being documented by the Project Team on a continual basis and shared/transferred to appropriate parties who could learn from the project and potentially replicate and/or scale it in the future?

Institutional Framework and Governance risks to sustainability:

- Do the legal frameworks, policies, governance structures and processes pose risks that may jeopardize sustenance of project benefits? While assessing this parameter, also consider if the required systems/mechanisms for accountability, transparency, and technical knowledge transfer are in place.

Environmental risks to sustainability:

- Are there any environmental risks that may jeopardize sustenance of project outcomes?

Conclusions & Recommendations

The MTR international consultant will include a section in the MTR report for evidence-based conclusions, in light of the findings.

Additionally, the MTR international consultant is expected to make recommendations to the Project Team. Recommendations should be succinct suggestions for critical intervention that are specific, measurable, achievable, and relevant. A recommendation table should be put in the report's executive summary. See the *Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects* for guidance on a recommendation table.

The MTR international consultant should make no more than 15 recommendations total.

Ratings

The MTR international consultant will include its ratings of the project's results and brief descriptions of the associated achievements in a *MTR Ratings & Achievement Summary Table* in the Executive Summary of the MTR report. See Annex E for ratings scales. No rating on Project Strategy and no overall project rating is required.

Table. MTR Ratings & Achievement Summary Table for Mitigating key sector pressures on marine and coastal biodiversity and further strengthening the national system of marine protected areas in Djibouti project (PIMS # 5560))

Measure	MTR Rating	Achievement Description
Project Strategy	N/A	
Progress Towards Results	Objective Achievement Rating: (rate 6 pt. scale)	
	Outcome 1 Achievement Rating: (rate 6 pt. scale)	
	Outcome 2 Achievement Rating: (rate 6 pt. scale)	
	Outcome 3 Achievement Rating: (rate 6 pt. scale)	
	Etc.	
Project Implementation & Adaptive Management	(rate 6 pt. scale)	
Sustainability	(rate 4 pt. scale)	

6. TIMEFRAME

The total duration of the MTR will be approximately 15 working days over a time period of 3 (three) weeks and shall not exceed one month from when the consultant is hired. The tentative MTR timeframe is as follows:

ACTIVITY	NUMBER OF WORKING DAYS	COMPLETION DATE
Review draft MTR report, project documentation, conduct interviews (as needed); discuss and agree on methodology for completing the MTR process	7 days	20 May 2022
Update draft MTR report	5 days	30 May 2022
Finalization of MTR report/ Incorporating audit trail from feedback on draft report (due within 1 week of receiving UNDP/RTA comments on the draft)	3 days	10 April 2022

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

7. MIDTERM REVIEW DELIVERABLES

#	Deliverable	Description	Timing	Responsibilities
1	Updated draft report	Update of draft MTR report (using guidelines on content outlined in Annex B) with annexes	Within X days after review period	Sent to the Commissioning Unit, reviewed by RTA, Project Coordinating Unit, GEF OFP
2	Final Report*	Revised report with audit trail detailing how all received comments have (and have not) been addressed in the final MTR report	Within 1 week of receiving UNDP comments on draft	Sent to the Commissioning Unit, reviewed by RTA, Project Coordinating Unit, GEF OFP

*The final MTR report must be in English. If applicable, the Commissioning Unit may choose to arrange for a translation of the report into a language more widely shared by national stakeholders.

8. MTR ARRANGEMENTS

The principal responsibility for managing this MTR resides with the Commissioning Unit (UNDP CO office). The Commissioning Unit for this project's MTR is UNDP Djibouti.

The Commissioning Unit will contract the consultants and ensure the timely provision of per diems and travel arrangements within the country for the MTR consultant and will provide an updated stakeholder list with contact details (phone and email). The Project Team will be responsible for liaising with the MTR consultant to provide all relevant documents, set up stakeholder interviews, and arrange field visits.

9. TEAM COMPOSITION

One international independent consultant will review the existing draft MTR report and will complete the process. The international consultant will be responsible for reviewing existing documentation, conducting stakeholder interviews as needed, and writing and finalizing the MTR report.

The CO office will help identify the stakeholders and organize bilateral and group consultations with the stakeholders..

The international consultant cannot have participated in the project preparation, formulation, and/or implementation (including the writing of the Project Document) and should not have a conflict of interest with project's related activities.

The selection of consultant will be aimed at maximizing the overall “team” qualities in the following areas:

Education

- A Master's degree or Phd in Natural Resources Management, Conservation or Marine Protected Areas Management, Fisheries, Coastal Zone Management, Environmental Sciences, or related fields of expertise (20 points)

Experience

- Relevant experience with result-based management evaluation methodologies (10);
- Experience applying SMART indicators and reconstructing or validating baseline scenarios (10);
- Competence in adaptive management, as applied to Biodiversity (10);
- Experience in evaluating projects (15);
- Experience working in Djibouti and East Africa, in general (5);
- Experience in relevant technical areas for at least 10 years (10);
- Demonstrated understanding of issues related to gender and Biodiversity; experience in gender sensitive evaluation and analysis (10).
- Excellent communication skills;
- Demonstrable analytical skills (5);
- Project evaluation/review experiences within United Nations system will be considered an asset (5).

Language

- Fluency in written and spoken English and French.
- Official language of Djibouti is French and Arabic, with Somali and Afar as the most commonly spoken local languages. Fluency in French is required. Knowledge of either Arabic, Somali and/or Afar will be an asset.

10. ETHICS

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

11. PAYMENT SCHEDULE

- 50% payment upon satisfactory delivery of the draft MTR report to the UNDP CO
- 50% payment upon satisfactory delivery of the final MTR report and approval by the Commissioning Unit and RTA (via signatures on the MTR Report Clearance Form) and delivery of completed MTR Audit Trail

Criteria for issuing the final payment of 50%⁶¹:

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

In line with the UNDP's financial regulations, when determined by the Commissioning Unit and/or the consultant that a deliverable or service cannot be satisfactorily completed due to the impact of COVID-19 and limitations to the MTR, that deliverable or service will not be paid.

Due to the current COVID-19 situation and its implications, a partial payment may be considered if the consultant invested time towards the deliverable but was unable to complete to circumstances beyond his/her control.

12. APPLICATION PROCESS⁶²

Recommended Presentation of Proposal:

- Letter of Confirmation of Interest and Availability** using the [template](#)⁶³ provided by UNDP;
- CV** and a **Personal History Form** ([P11 form](#))⁶⁴;
- Brief description of approach to work/technical proposal** of why the individual considers him/herself as the most suitable for the assignment, and a proposed methodology on how they will approach and complete the assignment; (max 1 page)
- Financial Proposal** that indicates the all-inclusive fixed total contract price and all other travel related costs (such as flight ticket, per diem, etc), supported by a breakdown of costs, as per template attached to the [Letter of Confirmation of Interest template](#). If an applicant is employed by an organization/company/institution, and he/she expects his/her employer to charge a management fee in the process of releasing him/her to UNDP under Reimbursable Loan Agreement (RLA), the applicant must indicate at this point, and ensure that all such costs are duly incorporated in the financial proposal submitted to UNDP.

All application materials should be submitted Procurement Unit; UNDP, 6th Floor, Mezz Tower, Rue de Venise, Djibouti Ville, Djibouti in a sealed envelope indicating the following reference "Consultant for Midterm Review of the

⁶¹ The Commissioning Unit is obligated to issue payments to the MTR team as soon as the terms under the ToR are fulfilled. If there is an ongoing discussion regarding the quality and completeness of the final deliverables that cannot be resolved between the Commissioning Unit and the MTR team, the Regional M&E Advisor and Vertical Fund Directorate will be consulted. If needed, the Commissioning Unit's senior management, Procurement Services Unit and Legal Support Office will be notified as well so that a decision can be made about whether or not to withhold payment of any amounts that may be due to the evaluator(s), suspend or terminate the contract and/or remove the individual contractor from any applicable rosters.

⁶² Engagement of the consultants should be done in line with guidelines for hiring consultants in the POPP: <https://info.undp.org/global/popp/Pages/default.aspx>

⁶³

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

⁶⁴ http://www.undp.org/content/dam/undp/library/corporate/Careers/P11_Personal_history_form.doc

project “Mitigating key sector pressures on marine and coastal biodiversity and further strengthening the national system of marine areas in Djibouti” or by email at proc.dji@undp.org by **28 February 2022, 12:00 PM New York time**. Incomplete applications will be excluded from further consideration.

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

Annex 2. Ratings Scales

Ratings for Progress Towards Results: (one rating for each outcome and for the objective)		
6	Highly Satisfactory (HS)	The objective/outcome is expected to achieve or exceed all its end-of-project targets, without major shortcomings. The progress towards the objective/outcome can be presented as “good practice”.
5	Satisfactory (S)	The objective/outcome is expected to achieve most of its end-of-project targets, with only minor shortcomings.
4	Moderately Satisfactory (MS)	The objective/outcome is expected to achieve most of its end-of-project targets but with significant shortcomings.
3	Moderately Unsatisfactory (HU)	The objective/outcome is expected to achieve its end-of-project targets with major shortcomings.
2	Unsatisfactory (U)	The objective/outcome is expected not to achieve most of its end-of-project targets.
1	Highly Unsatisfactory (HU)	The objective/outcome has failed to achieve its midterm targets, and is not expected to achieve any of its end-of-project targets.

Ratings for Project Implementation & Adaptive Management: (one overall rating)		
6	Highly Satisfactory (HS)	Implementation of all seven components – management arrangements, work planning, finance and co-finance, project-level monitoring and evaluation systems, stakeholder engagement, reporting, and communications – is leading to efficient and effective project implementation and adaptive management. The project can be presented as “good practice”.
5	Satisfactory (S)	Implementation of most of the seven components is leading to efficient and effective project implementation and adaptive management except for only few that are subject to remedial action.
4	Moderately Satisfactory (MS)	Implementation of some of the seven components is leading to efficient and effective project implementation and adaptive management, with some components requiring remedial action.
3	Moderately Unsatisfactory (MU)	Implementation of some of the seven components is not leading to efficient and effective project implementation and adaptive, with most components requiring remedial action.
2	Unsatisfactory (U)	Implementation of most of the seven components is not leading to efficient and effective project implementation and adaptive management.
1	Highly Unsatisfactory (HU)	Implementation of none of the seven components is leading to efficient and effective project implementation and adaptive management.

Ratings for Sustainability: (one overall rating)		
4	Likely (L)	Negligible risks to sustainability, with key outcomes on track to be achieved by the project’s closure and expected to continue into the foreseeable future
3	Moderately Likely (ML)	Moderate risks, but expectations that at least some outcomes will be sustained due to the progress towards results on outcomes at the Midterm Review
2	Moderately Unlikely (MU)	Significant risk that key outcomes will not carry on after project closure, although some outputs and activities should carry on
1	Unlikely (U)	Severe risks that project outcomes as well as key outputs will not be sustained

Annex 3. MTR mission itinerary

Lundi 23 mai 2022
Arrivé du consultant international à Djibouti
Mardi 24 mai 2022
Security briefing avec UNDSS
Direction de la communication, de l'information et de la documentation
Réunion de revue avec l'équipe de projet
Mercredi 25 mai 2022
Visites des infrastructures du projet du site Artà plage
Entretien avec les Ecogardes et pilote du projet
Association des pêcheurs d'Artà
Préfecture d'Artà
Direction des affaires maritimes
Jeudi 26 mai 2022
Président du conseil régional de Tadjourah
Visites des infrastructures du projet du site Artà Ras-Ali/Sable blanc
Entretien avec les Ecogardes et pilote du projet
Association des pêcheurs de Tadjourah
Vendredi 27 mai 2022
Visite AMP Moucha et Maskali, plongée
Samedi 28 mai 2022
Analyse et préparation rapport
Dimanche 29 mai 2022
Ministère du tourisme (ONTD / MEDD)
Union Nationale des Femmes Djiboutiennes (UNFD)
Visite du local de stockage des équipements du projet
Juriste chargé d'élaborer projet un décret relatif à la délimitation et à la réglementation
Lundi 30 mai 2022
Rencontre avec le comité de gestion des AMP
Djibouti Nature Association
Direction de la pêche / Ministère de l'agriculture, de l'eau, de la pêche, de l'élevage et des ressources marines (MAWFLMR)
PNUD
Mardi 31 mai 2022
Restitution de la mission et présentation des points clés au MEDD et au PNUD
Départ expert international

Annex 4. List of persons interviewed

Institution	Department/occupation	Persons met (position)
PMU MPA 2		Mohamed Ali Ahmed (Directeur National)
		M. Mahamoud Houssein Ali – Coordinateur du projet
		Jean Louis Kromer (CTA)
		Mahmoud Robleh Ibrahim, Expert ressources maritimes
		M. Abdoukader Gourat – Assistant Administrative et financier du projet
Ministère de l'Environnement et du Développement Durable	Direction de la Documentation, de l'Information et de la Communication	Mohamed Ali Ahmed, Directeur
	Direction de l'Environnement et du développement durable	Bilan Hassan
Ministère de l'agriculture, de l'Eau, de la pêche et de l'Elevage chargé des ressources halieutiques	Direction de la pêche	Adan Arbahim
Ministère de l'infrastructures et de l'Equipement	Direction des Affaires Maritimes	M. Ali Mirah Chehem, Directeur des Affaires Maritimes, , Point focal du projet
	Garde-côte djiboutienne, Poste à arta-Plage	3 garde-côtes à Arta-plage
Ministère du commerce et du Tourisme	Office national du Tourisme de Djibouti	Mme Idyle Mohamed, Point focal du projet
		M. Ali Chehem Hassan
Ministère de l'intérieur	Préfecture d'Arta	Mohamed Fozi, Adjoint du préfet d'Arta
Ministère chargé de la décentralisation	Conseil régional de Tadjourah	M. Omar Houssein Omar, Président du CR
Union Nationale des Femmes Djiboutiennes (UNFD)		Mme Hasna Houmed Bilil, Vice-Présidente de l'UNFD
		Fatouma Moussa Abdi, Secrétaire général de l'UNFD
		Mme Roukya Ali Djama, Coordonnatrice des projets
Association Djibouti Nature		Houssein Abdillahi Rayalleh, Président
Association de la pêche, du Tourisme et de l'Environnement d'Arta Plage (APTE)		Abdourahman Ibrahim Waberi, Président de l'APTE
		M. Omar Darar Kayad
		M. Moumin Kalil Darar
		M. Itireh Osman Salah
		M. Kayeh Hoch Ayeh
Association des pêcheurs de Sagalou		Amin Youssouf, Président de l'APS
		Mohamed Amin, Secrétaire général
Expert indépendant	Expert MSP	Rebecca Klaus
HydroTerra	Consultant en formation sur les drone et radar marin et GPS	Jean Gassani, Directeur HydroTerra

Institution	Department/occupation	Persons met (position)
Cabinet à la primature Conseillère juridique du premier Ministre	Consultante juridique (Loi et décret AMP)	
Centre de Recherche et des Etudes de Djibouti (CERD)		Dr. Moussa Omar – Point focal du projet AMP 2
UNDP	RTA	Yves le Soye
	CO	Gael Olivier
		Artan Said
		Hibo Mohamed
		Abdourahman Alibrahim

Annex 5. List of documents reviewed

- GEF Project Document
- CEO Endorsement Request
- PIR 2020, 2021
- PTA 2018, 2020, 2021, 2022
- Progress reports 2019, 2020, 2021
- METT
- CDS
- CDR 2018, 2019, 2020, 2021
- Audit reports
- Minutes Project Board 2018, 2019, 2020, 2021
- CTA mission reports 2018-2021
- Marine Spatial Plan
- Project Communication Strategy
- Stratégie Genre et Plan d'Action
- Report National Fund For Environment And Climate Change
- Draft Protected rea Law
- Draft Decree new protected areas
- Report on geographical limits of MPAs
- Marine biology assessment for new MPAs (CORDIO)
- Etude de Référence sur la biodiversité
- Plans de gestion des AMP
- Eco-design mooring
- Eco-mooring light
- Note de service création UGAP
- TDR expert genre, maritime resource advisor, legal expert, financial expert, AGR, financial and administrative assistants, community mobilization, PA mapping expert, communication strategy
- UNDAF 2022
- Plan stratégique PNUD
- Djibouti CPD 2022
- MoU s with Fisheries Department, National Women Association, National Office for Tourism, Marine Affaires Department, Coast Guards
- Décret 20004 Aires Protégées Djibouti
- Loi Cadre Environnement (2000) Djibouti
- Loi environnement 2009
- Code maritime
- Code de pêche
- Plan de gestion intégrée de la zone côtière

Annex 6. UNEG Code of Conduct for Evaluators/Midterm Review Consultants

Evaluators/Consultants:

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

Evaluation Consultant Agreement Form

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

Name of Evaluator: _____

Name of Consultancy Organization (where relevant): _____

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

Signed at Steenwijk (Place) on 25/6/2022 (Date)

Signature:  _____

Annex 7. Signed MTR final report clearance form

To be included in final version

Evaluation Report Reviewed and Cleared by
UNDP Country Office

Name: _____Gael Ollivier , Deputy Resident Representative _____

DocuSigned by:

Gael Ollivier

F24652F85001440...

Signature: _____

Date: _____18/09/2022_____

UNDP GEF RTA

Name: _____Mandy Cadman, Senior Technical Advisor for Ecosystems and Biodiversity _____

DocuSigned by:

Mandy Cadman

7741CAC1DBFF488...

Signature: _____

Date: _____23-Oct-2022_____

Annex 8. Management Effectiveness Tracking Tool (METT)

In separate Excel file

Annex 9. Capacity Development Scorecard

CDS at PPG stage:

Strategic Areas of Support	Systemic			Institutional			Individual			Average %
	Project Scores	Total possible score	% achieved	Project Scores	Total possible score	% achieved	Project Scores	Total possible score	% achieved	Sum of N/N
(1) Capacity to conceptualize and formulate policies, legislations, strategies and programs	3	6	50%	1	3	33%	NA	NA	N/A	44%
(2) Capacity to implement policies, legislation, strategies and programs	2	6	33%	11	27	41%	2	12	17%	33%
(3) Capacity to engage and build consensus among all stakeholders	2	6	33%	2	6	33%	2	3	67%	40%
(4) Capacity to mobilize information and knowledge	1	3	33%	2	3	67%	1	3	33%	44%
(5) Capacity to monitor, evaluate, report and learn	1	6	17%	1	6	17%	0	3	0%	13%
TOTAL Score and average for %'s	9	27	33%	17	45	38%	5	21	23.8%	33%

- Systemic capacity: 9/27 33%
- Institutional capacity: 17/45 38 %
- Individual capacity: 5/21 24%
- Total: 31/93 33%

CDS at at MTR stage

Strategic Areas of Support	Systemic			Institutional			Individual			Average %
	Project Scores	Total possible score	%	Project Scores	Total possible score	%	Project Scores	Total possible score	%	Sum of N/N
(1) Capacity to conceptualize and formulate policies, legislations, strategies and programs	5	6	83%	2	3	67%	NA	NA	NA	75%
(2) Capacity to implement policies, legislation, strategies and programs	4	6	67%	16	27	59%	10	12	83%	70%
(3) Capacity to engage and build consensus among all stakeholders	4	6	67%	5	6	83%	3	3	100%	83%
(4) Capacity to mobilize information and knowledge	2	3	67%	2	3	67%	2	3	67%	67%
(5) Capacity to monitor, evaluate, report and learn	4	6	67%	4	6	67%	2	3	67%	67%
TOTAL Score and average for %'s	19	27	70%	29	45	69%	17	21	79%	72%

- Systemic capacity: 19/27 70%
- Institutional capacity: 29/45 69%
- Individual capacity: 17/21 79%
- Total: 65/93 72%

Annex 10. GEF Co-financing table

Sources of Co-financing	Name of Co-financier	Type of Cofinancing	Investment Mobilized	Amount (\$)
Recipient Country Government	Government of Djibouti	In-kind	Investment mobilized	USD 3 120 000
Recipient Country Government	Government of Djibouti (PRAREV)	In-kind	Investment mobilized	USD 6 520 000
Recipient Country Government	Government of Djibouti (PRMSRVCP/Islamic Development Bank)	In-kind	Investment mobilized	⁶⁵
Donor Agency	World Food Programme	In-kind	Investment mobilized	USD 750 000
Donor Agency	IGAD-IUCN-Nature Djibouti (BMP)	In-kind	Investment mobilized	USD 500 000
(select)		(select)	(select)	
(select)		(select)	(select)	
(select)		(select)	(select)	
Total Co-financing				USD 10 890 000

⁶⁵ Confirmation pending